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DRAFT REPORT OF THE TRUSTEESHIP COUNCIL TO THE SECURITY COUNCIL ON  
THE TRUST TERRITORY OF THE PACIFIC ISLANDS COVERING THE PERIOD  
FROM 1 JULY 1968 TO \_\_\_\_ JUNE 1969

Working paper prepared by the Secretariat

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## INTRODUCTION

1. In accordance with Article 83 of the Charter, with resolution 70 (1949) adopted by the Security Council at its 415th meeting on 7 March 1949, and with its own resolution 46 (IV) of 24 March 1949, the Trusteeship Council has carried out on behalf of the Security Council those functions of the United Nations under the International Trusteeship System relating to the political, economic, social and educational advancement of the inhabitants of the Trust Territory of the Pacific Islands, designated as a strategic area.

### PART I. ACTIVITIES OF THE TRUSTEESHIP COUNCIL WITH RESPECT TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS

#### Examination of the annual report

2. The report of the Government of the United States of America on the administration of the Trust Territory of the Pacific Islands for the year ending 30 June 1968 was transmitted to the members of the Trusteeship Council on 21 May 1969 by a note of the Secretary-General (T/1654) and placed on the agenda of the Council at its thirty-sixth session.

3. The Council began its examination of the annual report at the 1347th meeting, held on 6 June 1969, with an opening statement by the Special Representative of the Administering Authority, Mr. Edward E. Johnston, High Commissioner of the Trust Territory. Mr. Olympio Borja and Mr. Chutomu Nimwes, members of the Congress of Micronesia, who served as special advisers to the United States delegation, also made statements.

4. At the 1348th to 1349th meetings, questions were put to the Special Representative and to Messrs. Borja and Nimwes by members of the Council. At its 1351st meeting, the Council held a general debate on conditions in the Trust Territory. At the 1352nd meeting, the Council appointed a Drafting Committee composed of the representatives of France and the United Kingdom of Great Britain and Northern Ireland to propose, on the basis of the discussion which had taken place in the Council, conclusions and recommendations on conditions in the Trust Territory and to make recommendations concerning the chapter on conditions in that Territory for inclusion in the Council's report to the General Assembly.

5. At the 1354th meeting on 19 June, the Council considered the report of the Drafting Committee (T/L.1148) to be completed later7.

Examination of petitions

6. During the Trusteeship Council's examination of the annual report on the Trust Territory of the Pacific Islands at its thirty-sixth session (T/1694), a petitioner, whose request for hearing was granted by the Council, made an oral presentation in elaboration of his previously submitted written petition (T/PET.10/52) by which the petitioner, inter alia, supported Senate Joint resolution No. 45 of the Congress of Micronesia. This resolution had been circulated in document T/PET.10/50.

7. The action taken by the Trusteeship Council on the questions raised by the petitioner is given in paragraph 16 below.

8. At the same session, the Trusteeship Council had on its agenda thirteen communications which had been circulated in documents T/COM.10/L.11 to L.23, under rule 24 of the Council's rules of procedure. The Council also had on its agenda fourteen petitions circulated in documents T/PET.10/44 to 52 and Add.1 and 53 to 56, under rule 85, paragraph 1. The observations of the Administering Authority regarding these petitions were circulated in documents T/OBS.10/16 to 28. At its 1350th meeting, on 10 June 1969, the Council decided to add to its agenda two communications (T/COM.10/L.24 and L.25) and one petition (T/PET.10/44/Add.1).

9. The communications referred to above are the following:

(a) A communication (T/COM.10/L.11) from the Office of the Mayor of Koror, Palau, containing a protest against the "expected entrance of Hawaiian Rock Production Company to begin their operation in Palau District as authorized by the High Commissioner of the Trust Territory of the Pacific Islands";

(b) A communication (T/COM.10/L.12) from the Magistrate of Airai and others, Palau District, against the initiation of any action to remove any structure or private property or themselves from the vicinity of Yelech;

(c) A communication (T/COM.10/L.13) from the Mariana Islands District Legislature enclosing a copy of resolution 2-1968 adopted on 8 August 1968, concerning reunification of the Northern Mariana Islands with the Territory of Guam;

(d) A communication (T/COM.10/L.14) from the Mariana Islands District Legislature transmitting a copy of resolution 37-1968 adopted on 21 August 1968,

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which requested the High Commissioner to fund the Mariana Islands District Land Commission;

(e) A communication (T/COM.10/L.15) from the Congress of Micronesia enclosing Senate Joint resolution No. 36, requesting the President of the United States of America to negotiate a treaty with nuclear Powers to ban nuclear weapon tests;

(f) A communication (T/COM.10/L.16) from the Saipan Legislature, transmitting a copy of resolution No. 21-14-1968, adopted by the Twenty-first Saipan Legislature, on 19 December 1968, which called upon Member States of the United Nations to present to the people of Saipan a full description of the advantages of alliance with their respective Governments for the guidance of the people in their consideration of future political association;

(g) A communication (T/COM.10/L.17) from the House of Representatives, Congress of Micronesia, transmitting a copy of House Joint resolution No. 17, adopted by the Congress on 27 January 1969, supporting the people of the Mid-Corridor of the Kwajalein Atoll in their efforts to return to their islands;

(h) A communication (T/COM.10/L.18) from the Third Mariana Islands District Legislature, transmitting a copy of resolution No. 22-1969, adopted by that Legislature on 26 February 1969, requesting the High Commissioner to abolish the Micronesian Title and Pay Plan and establish a unified territorial civil service plan for both indigenous and non-indigenous employees of the Trust Territory Government;

(i) A communication (T/COM.10/L.19) transmitting resolution No. 21-6-1969, adopted by the Twenty-first Saipan Legislature which informed the Congress of the United States of America of the desire of the people of the Saipan Municipality that the alternative of the upcoming Trust Territory plebiscite should provide for decisions on a district-by-district basis;

(j) A communication (T/COM.10/L.20), from Mr. Juan T. Camacho, Saipan, Mariana Islands, concerning land ownership;

(k) A communication (T/COM.10/L.21) from Congressman Ataji Balos, Ebeye, Marshall Islands, concerning the return of the people of the Mid-Corridor to Kwajalein Atoll;

(l) A communication (T/COM.10/L.22) transmitting a copy of resolution No. 69 (1)-8, adopted by the Palau Legislature on 11 April 1969, concerning the possible presence of a United States Marine Training Programme in the Palau Islands;

(m) A communication (T/COM.10/L.23) transmitting a copy of resolution No. 186 (2-S) adopted by the Tenth Guam Legislature on 21 April 1969 concerning political reintegration of the Marianas Islands;

(n) A communication (T/COM.10/L.24) from Mr. Vincente N. Santos, concerning pre-war damage claims of the people of the Trust Territory of the Pacific Islands;

(o) A communication (T/COM.10/L.25) from the Palau Legislature concerning war damage claims for the people of the Trust Territory of the Pacific Islands. 10. The petitions and the observations of the Administering Authority thereon, mentioned above are as follows:

(a) A petition (T/PET.10/44) from the Mariana Islands District Legislature transmitting a final report of a Select Committee on Land Problems in the Mariana Islands District in which it is requested that land problems be resolved. The observations of the Administering Authority regarding this petition were circulated in document T/OBS.10/16;

(b) A petition (T/PET.10/44/Add.1) from the Mariana Islands District Legislature requesting the Council to defer consideration of T/PET.10/44 until the thirty-seventh regular session of the Trusteeship Council;

(c) A petition (T/PET.10/45) from the people of Ujelang Atoll requesting the assistance of the United Nations to return to Eniwetok Atoll. The observations of the Administering Authority with respect to this petition were circulated in document T/OBS.10/17;

(d) A petition (T/PET.10/46) transmitting resolution No. 71 passed by the Marshall Islands Nitijela, (District Legislature) petitioning the United Nations Trusteeship Council to commission a thorough investigation into the performance or non-performance of the United States Government in the fulfilment of its obligations under the Charter and the Trusteeship Agreement. The Marshall Islands Nitijela also petitioned the United Nations Security Council to review the entire basis for continuation of United States presence in Micronesia, with a view to revision or abolition of the Trusteeship Agreement, as might be necessary to promote to the utmost the well-being of Micronesians. The observations of the Administering Authority regarding this petition were circulated in document T/OBS.10/18;



(e) A petition (T/PET.10/47) transmitting a copy of resolution No. 50-1968, adopted by the Second Mariana Islands District Legislature on 28 August 1968, which requested the President of the United Nations Trusteeship Council to investigate and expedite the settlement of the claims by inhabitants of the Trust Territory against the Government of Japan for personal injuries, loss of life, unpaid wages and property damage. The observations of the Administering Authority concerning this petition were circulated in document T/OBS.10/19;

(f) A petition (T/PET.10/48) transmitting a copy of resolution No. 68(2)-28, adopted by the Palau Legislature on 16 October 1968, which requested a meeting to reconsider the 1947 Trusteeship Agreement concerning the Trust Territory of the Pacific Islands for possible amendments and to obtain the advice and consent of the people of Micronesia to any amendment to the aforesaid Agreement. The observations of the Administering Authority regarding this petition were circulated in document T/OBS.10/20;

(g) A petition (T/PET.10/49) transmitting a copy of resolution No. 1-1968, adopted by the Mariana Islands District Legislature on 8 August 1968, which requested the United Nations to effect the immediate reunification of the Northern Mariana Islands with the Territory of Guam. The observations of the Administering Authority concerning this petition were circulated in document T/OBS.10/21;

(h) A petition (T/PET.10/50) transmitting a copy of Senate Joint Resolution No. 45, adopted by the Congress of Micronesia, at its fourth regular session, 1968, which requested the United States and the Security Council of the United Nations to renegotiate the terms of the Trusteeship Agreement relating to the Trust Territory and to provide that any taking of land in the Territory by the Administering Authority for military use should be subject to ratification by the Congress of Micronesia. The observations of the Administering Authority were circulated in document T/OBS.10/22;

(i) A petition (T/PET.10/51) transmitting a copy of resolution No. 43-1968, adopted by the Mariana Islands District Legislature on 28 August 1968, which requested the United Nations to advise the Mariana Islands District Legislature of available scholarships for Micronesians to study in Member countries of the United Nations. The observations of the Administering Authority were circulated in document T/OBS.10/23;

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(j) A petition (T/PET.10/52) from Mr. F.T. Uludong which, inter alia, supported Senate Joint resolution of the Congress of Micronesia No. 45.<sup>1/</sup> The resolution called for the renegotiation of the terms of the Trusteeship Agreement. The observations of the Administering Authority were circulated in document T/OBS.10/24;

(k) A petition (T/PET.10/52/Add.1) from Mr. F.T. Uludong which contained a request for an oral hearing;

(l) A petition (T/PET.10/53) transmitting a copy of resolution No. 18-1969 adopted by the Third Mariana Islands District Legislature on 25 February 1969, by which a request was addressed to the Trusteeship Council to investigate the suppression of freedom of the Press and speech in Mariana Islands District. The observations of the Administering Authority were circulated in document T/OBS.10/25;

(m) A petition (T/PET.10/54) transmitting a copy of Senate Resolution No. 18 S.D.1, S.D.2., adopted by the Senate of the Congress of Micronesia on 27 January 1969, requesting the United Nations to reconsider the legal and political status of the Trust Territory of the Pacific Islands. The observations of the Administering Authority were circulated in document T/OBS.10/26;

(n) A petition (T/PET.10/55) transmitting a copy of resolution No. 21-1-1969, adopted by the Twenty-first Saipan Legislature on 13 March 1969, which requested the Trusteeship Council to include a representative of the Union of Soviet Socialist Republics on the United Nations Visiting Mission to the Trust Territory of the Pacific Islands in 1970. The observations of the Administering Authority were circulated in document T/OBS.10/27;

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<sup>1/</sup> Senate Joint Resolution No. 45 was circulated in document T/PET.10/50.

(o) A petition (T/PET.10/56) transmitting resolution No. 6-1969, adopted by the Mariana Islands District Legislature on 12 February 1969, which called upon the Security Council of the United Nations to amend the Trusteeship Agreement for the Trust Territory of the Pacific Islands. The observations of the Administering Authority were circulated in document T/OBS.10/28.

11. The Trusteeship Council considered and examined these communications and petitions at its 1350th meeting.

12. At the same meeting, the representative of the Union of Soviet Socialist Republics stated that it was impossible to overlook the considerable number of petitions from the Pacific Islands. This indicated, above all, that the people of the Territory had a considerable amount of political consciousness. He said that the communications and petitions contained in T/PET.10/46, 48, 50, 52/Add.1, 54 and 56, were linked to the question of the possible amendment or even annulment of the Trusteeship Agreement of 1947. One could not avoid the impression that the petitions which the Council was considering were clear evidence of the wish of the population of the Trust Territory of the Pacific Islands to achieve independent development; they reflected the fact that in no field of its activities had the United States fulfilled its obligations in that respect. He drew particular attention to the petition contained in T/PET.10/54 which also contained a resolution of the Senate of the Congress of Micronesia, where a critical assessment was made of the activities of the Administering Authority during the period since the signing of the Trusteeship Agreement. He asked how the Administering Authority could explain the causes of the situation which had been created whereby, after more than twenty years, it had not been able to fulfil the fundamental obligations it had assumed under the Trusteeship Agreement and the Charter of the United Nations. He also wished to know the causes of that situation which was reflected in the very serious criticism on the part of the petitioners, including the Senate of the Congress of Micronesia.

13. In reply, the representative of the United States said that the petition contained in T/PET.10/46 presented a rather lengthy list of complaints and accusations against the administration of the Territory. Some of those statements were only partially true, some perhaps were not true, and others might be quite



valid. It was therefore very difficult to respond in detail to each of the various complaints. It was clear from the annual report of the Administering Authority now under consideration, and the report presented orally by the Special Representative, that important progress had been made in the Territory. The Administering Authority had never alleged that all problems had been resolved. Indeed, he and the Special Representative had repeated on a number of occasions that there was still much unfinished business to be accomplished. He disagreed, however, that the best progress could be made by seeking to amend or rewrite the Trusteeship Agreement, because, in his Government's judgement, this would be moving backward. What was important now was to move together with a common purpose to achieve a meaningful act of self-determination by the people. Meanwhile, the Administering Authority would and was pledged to rectify shortcomings which existed, to bring about changes which clearly were still needed in order to make that act a meaningful act for the people of Micronesia.

14. In his closing statement, the Special Representative of the Administering Authority stated that during the Council's discussions much had been made of the unusually large number of petitions and communications received by the Council this year from the Trust Territory of the Pacific Islands. Some would view this as a symbol of great unrest and unhappiness in Micronesia, but the United States delegation strongly subscribed to the view taken by the representative of France, who had stated in the general debate that he was impressed by the frankness of shared hopes and shortcomings, and concluded that democracy had taken solid roots in the Islands.

15. At its 1350th meeting, the Trusteeship Council decided, without objection, to take note of the communications contained in documents T/COM.10/L.11 to 25.

16. With regard to the petitions in documents T/PET.10/44 and Add.1 and 45 to 52 and Add.1 and 53 to 56, the Council decided, without objection, to draw the attention of the petitioners to the observations of the Administering Authority contained in the relevant documents (T/OBS.10/15 to 28) and the statements made on these petitions by members of the Council during the thirty-sixth session.

Visiting mission

17. At the \_\_\_\_\_ meeting, on \_\_\_\_\_, the Council decided to dispatch a visiting mission to the Trust Territory of the Pacific Islands in 1970 and to invite the Governments of \_\_\_\_\_, \_\_\_\_\_, \_\_\_\_\_ and \_\_\_\_\_ to submit nominations for membership.

18. At the same meeting on \_\_\_\_\_, the Council adopted resolution \_\_\_\_\_ setting forth the terms of reference of the Visiting Mission. In this resolution the Council directed the Mission: (1) to investigate and report as fully as possible on the steps taken in the Trust Territory of the Pacific Islands towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, and to pay special attention to the question of the future of the Territory in the light of the relevant Articles of the Charter and the Trusteeship Agreement, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including Assembly resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960; (2) to give attention, as may be appropriate in the light of discussion in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Territory, in the petitions received by the Council concerning the Territory, in the reports of the previous periodic visiting missions to the Territory and in the observations of the Administering Authority on those reports; (3) to receive petitions, without prejudice to its action in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions as, in its opinion, warrant special investigation. Finally, the Council requested the Mission to submit to the Council as soon as practicable a report on its visit to the Trust Territory of the Pacific Islands containing its findings, with such observations, conclusions and recommendations as it might wish to make.

PART II. CONDITIONS IN THE TRUST TERRITORY OF THE  
PACIFIC ISLANDS

[This part will include the report on conditions in the Trust Territory as finally adopted by the Trusteeship Council at its thirty-sixth session.]