



TRUSTEESHIP COUNCIL

Thirty-third Session

OFFICIAL RECORDS

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President: Mr. Francis D. W. BROWN
(United Kingdom of Great Britain
and Northern Ireland).

Present:

The representatives of the following States: Australia, China, France, Liberia, New Zealand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: International Labour Organisation; Food and Agriculture Organization of the United Nations; World Health Organization.

AGENDA ITEMS 4, 5 AND 6

Examination of annual reports of the Administering Authorities on the administration of Trust Territories for the year ended 30 June 1965:

(c) Trust Territory of the Pacific Islands (continued)
(T/1652, T/L.1110 and Add.1)

Report of the World Health Organization on its investigation of the complaints contained in a petition concerning the Trust Territory of the Pacific Islands (continued) (T/1647)

Examination of petitions listed in the annex to the agenda (continued) (T/PET.10/L.10, T/PET.10/L.11)

GENERAL DEBATE (concluded)

At the invitation of the President, Mr. Norwood, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, took a place at the Council table.

1. Miss BROOKS (Liberia) said that the world considered the Pacific Islands in terms not only of their strategic importance but also of the compelling interests of their inhabitants, who were protected by the United Nations Charter. It would seem that after twenty years under the tutelage of a most enlightened nation the Micronesians should be able to determine when the objectives set for them by the Charter would be attained. It could not be claimed that the Trusteeship Council sought to impose on the islanders an untimely choice of a future status. The Council had fulfilled its obligations by encouraging the progressive development of all Trust Territories towards self-determination and independence—a development which should not be delayed too long. Concerted efforts should now be made to create a Micronesian self, so that a unified Micronesian people could move towards the attainment of the objectives of the Trusteeship Agreement, the Charter and the Declaration on the Granting of Independence to Colonial Countries and Peoples.

2. It was to be hoped that the Micronesian war damage claims against the Japanese would be settled before the Council's next session and that, if necessary, the good offices of the Secretary-General would be used, as recommended by the Council at its thirty-second session (S/6490, I/ para. 17). Her delegation noted with appreciation that the victims of fall-out from nuclear experiments in the Marshall Islands had been compensated and would have a regular income from the interest on sums deposited in the bank. The Administering Authority should accelerate its efforts to settle all land disputes in the Territory; technicians should be provided to make proper surveys and Micronesian officials should be associated in efforts to settle such disputes.

3. The powers of the Congress of Micronesia were still limited. If it was to consider carefully important legislation affecting all aspects of development, the Congress should meet for more than thirty days a year. Members should give their full-time services to Congress and be suitably remunerated. The veto power wielded by the High Commissioner and the United States Department of the Interior was not advantageous or encouraging. The process of referring legislation back to Congress was so lengthy that some bills would probably never become law. As in other Trust Territories, the legislature should have the power to appropriate subsidies and revenues raised locally, with the Administering Authority serving in an advisory capacity. The Congress should consider the possibility of having the entire Micronesian population represented by an adviser to the United States delegation.

^{1/} Official Records of the Security Council, Twentieth Year, Special Supplement No. 1.

4. Although there were Micronesian Assistant District Administrators and a Micronesian District Administrator for the Marshall Islands, it was disappointing that no Micronesian had yet been appointed at the policy-making level. It was to be hoped that Micronesians would be in charge of the four major areas of responsibility mentioned in paragraph 29 of the Secretariat working paper on conditions in the Trust Territory (T/L.1110), particularly public affairs and political development.

5. With regard to the economic development of the Territory, high priority should be given to agriculture and the Administering Authority should provide an accelerated programme of agricultural training for Micronesians.

6. In the social sector, consideration should be given to the provision of low-cost housing. The Administration had achieved progress in education; it was important for students to learn about the world at large as well as Micronesia. In time the Territory would need a full-sized junior college. The Peace Corps project was welcome; there should be at least as many volunteers in the technical and medical fields as in the social sector.

7. It was to be hoped that the Administering Authority would take immediate action to remedy the deficiencies in the Territory's health services revealed by the report of the World Health Organization (T/1647) and would take advantage of the advice and assistance available from WHO and other specialized agencies and under the United Nations technical assistance programmes. At an appropriate time, WHO should undertake a follow-up investigation. In addition, experts in fields to be determined by the Council should be assigned to future visiting missions to the Territory.

8. Mrs. ANDERSON (United States of America) said that her Government would give the most serious consideration to all the suggestions made in the Council. The relationship between the Council and the Administering Authorities was a new one in the history of political relationships and the United States was determined that it should continue to be productive.

9. The United States administration of the Pacific Islands should be measured against the background of the geographic peculiarities of the Territory, which increased about tenfold the costs of administration and development. If the budget proposals submitted to the United States Congress were approved, the Administering Authority would be spending the sum of \$320 million on the Territory in the next five years. That amounted to more than \$3,500 per inhabitant; she did not believe that any other population of 90,000 had such a high level of expenditure. The outlay of funds would bring a marked advance, but the hard facts of geography could be only partly overcome by modern communications and transport.

10. The report of WHO (T/1647) and the comments of its representative in the Council (1272nd and 1274th meetings) were balanced and fair. Her Government's awareness of the discrepancy between the existing situation and the goal it had set itself was illustrated by the fact that even before the WHO investigation expenditure on health had increased nearly fourfold

—from \$872,000 in 1963 to \$2,367,000 in 1966. The United States planned to spend \$30 million on health in the next five years—double the current level of expenditure and eight times as high as the 1963 level. The Peace Corps would add over 100 trained staff to the existing medical personnel and a second large group was planned.

11. Over the years the Council had taken a justified interest in the enlargement of the budgetary powers of the Congress of Micronesia, and the United States realized the importance for political development of experience in making budgetary decisions. Under the Constitution, the United States Congress exercised an exacting and meticulous control over appropriations for the individual States in the Union and for foreign aid as well as those for the Pacific Islands. There were as yet no trained accountants in the Islands; Micronesian district fiscal officers had taken office four or five years before but were still not yet fully conversant with the complicated budgetary and accounting process used by the United States. The Congress of Micronesia had so far held only one session and the budgetary experience of a number of its members was limited to that one occasion. Although members would undoubtedly develop the required skills in time, the procedures of fiscal accountability and parliamentary supervision of finances were complex and difficult and required a high degree of training. Under those circumstances, the United States Congress could not be expected to approve an outright annual grant to the Trust Territory. However, progress was being made towards the goal set by the Council. The Congress of Micronesia now had powers analogous to those of United States congressional committees to review budget proposals and suggest changes. It could also submit its own recommendations and raise and appropriate its own revenues. In that way the Congress of Micronesia would be able to acquire some practical experience in the budget process.

12. The Administering Authority was giving serious attention to the Territory's economic development and hoped to spend over \$50 million on infrastructure in the next five years. Unless public health and education were developed and the necessary infrastructure provided, it would be difficult for the economy to expand and attract private investment. There again, geographic conditions were an obstacle. The representative of France had advocated (1276th meeting) a reduction of customs barriers with the United States. That was a matter for which the United States Congress was responsible. An attempt had already been made to obtain the necessary new legislation and the possibility of another attempt would be considered.

13. Members of the Council had rightly stressed that the establishment of the Congress of Micronesia was an important political development. Definite progress had been made towards the development of a "Micronesian self"—a necessary prerequisite for self-government. Within a reasonably short time, a definite decision would have to be taken on how and when the population of the Territory would exercise the right of choice which was theirs. Such decisions, which must be taken by the Micronesian people themselves, would reflect the persistent and constructive work of the Trusteeship Council.

14. Mr. NUUAN (United States of America) said that he would convey to his people the Council's concern for their welfare. He thanked the Administering Authority for its efforts on behalf of the Micronesian people.

15. Progress in the Territory was admittedly slow, but there were many barriers to easy development. The Administering Authority had expressed its willingness to tackle the social problems of the Territory and to implement the recommendations to be made by the firm of economic consultants. The different views of the inhabitants had to be taken into account in planning development. Many Micronesians and Americans felt that the ethnic culture of the people should be preserved. Many felt that Micronesia should be developed by and for the Micronesians.

16. The view had been expressed that the allocation of additional funds and of Peace Corps volunteers to the Territory would increase its dependency on the United States. However, outside funds and technical assistance were necessary, if the Administering Authority was to fulfil its obligations and if Micronesia was to develop its economy and reach the stage of self-government. While it would be good for the morale of the Micronesians, the Council's high opinion of the political maturity of the islanders was perhaps somewhat removed from the truth. It should be remembered that at present many islanders had dual roles in the legislature and the executive and were sometimes also involved in the judiciary.

17. Mr. NORWOOD (Special Representative) said that the people of the Pacific Islands would be heartened by the concern shown by the members of the Council for their welfare. It was gratifying to know that the Council would continue its interest and advice until the Territory no longer required its guardianship. There was general agreement that it would be inconsistent with a belief in self-determination to keep a people in the status of wards or political dependants indefinitely. There was also general agreement on what should be done to accelerate Micronesia's advance towards self-determination and ability to assume the responsibilities which self-determination would entail.

18. The Congress of Micronesia would be encouraged by the Council's confidence in it. Both the Congress and the Administration were aware of the problem created by the fact that a high percentage of congressmen were also civil servants. Under the existing legislation, after the 1968 elections government officers and employees would not be eligible to serve as members of Congress. It might also be possible to pay members an annual salary or make some other equitable arrangements to eliminate the existing anomalies. In his view, the most satisfactory answer lay in an expansion of the economy, so that able men and women did not have to rely indefinitely on government service for their income. The limit for each session of the Congress was thirty working days and not thirty calendar days, but that period might well be too short. The Congress was capable of solving that problem itself, for example by considering the possibility of longer or more frequent sessions or of inter-session committees. Provision was already made for special sessions of the Congress to be held when necessary.

19. The question of the High Commissioner's veto power should continue to be studied until a better arrangement was evolved. If the High Commissioner vetoed a bill, he had to tell the Congress of Micronesia his reasons. A bill could be passed over his veto by a two-thirds majority of each House of Congress; the High Commissioner could then veto the bill again, in which case he had to send it together with his comments to the Secretary of the Interior for approval or disapproval. There were thus certain provisions to minimize ill-advised or objectionable actions on the part of the executive or the legislative branches. The system was not perfect, however, and did not embody guarantees for the will of the majority. Yet, if the executive and the legislative branches worked together in a spirit of mutual respect and mutual interest, disagreements leading to the exercise of the veto should be rare.

20. So far as budgetary matters were concerned, the Congress would take advantage of the presence in the Territory of a specialist in public finance, who was examining revenue potentials and drafting revenue measures for submission to the legislature. When he himself submitted the budget plan for the fiscal year 1968, members of his staff would be available to explain the various items to Congress. He would give thorough and sympathetic consideration to all recommendations of the Congress of Micronesia concerning the budget; the views of the Micronesians and their representatives would have already been taken into account in the preparation of the budget recommendations. The United States Department of the Interior welcomed the active participation of the Congress of Micronesia in the budgetary process. The United States representative had just pointed out that it would be very difficult to extend the authority of the Congress of Micronesia to appropriate funds so long as the bulk of financial support came from the United States Congress, which reserved the right to determine whether the funds it earmarked were in fact used for the purposes for which they had been granted.

21. At the 1274th meeting, he had informed the representative of China that a resolution of the Congress of Micronesia, requesting the High Commissioner to appoint one member from each district to serve on the Copra Stabilization Board, had been forwarded to the Board. He had just received the Board's report, recommending that one Micronesian from each district should be appointed as a full member. He would be most pleased to implement that recommendation upon his return to the Territory.

22. A resolution recommending that the House of Delegates should be renamed "Senate" and the General Assembly the "House of Representatives", which had been adopted by a two-thirds majority, had been transmitted to the Secretary of the Interior, who had amended the relevant legislation accordingly.

23. The five-year capital improvement and public works programme to be considered by the United States Congress would provide \$30,125,000 for health facilities—general hospitals, regional health centres, dispensaries, a nursing school, medical service vessels and medical housing. The sum of \$77 million would be provided for education, of which \$28 million would be for elementary schools and \$49 million for second-

dary school classrooms, dormitories and other facilities. The programme included \$32 million for water, power, sewerage and sanitation facilities and \$19,795,000 for transport, which would cover airport improvements, roads, highways, streets and harbours. The sum of \$2,830,000 would be spent on communications—radio and telephone facilities and any other modern facilities that might meet the needs of the Trust Territory. General government requirements would be allocated \$10,229,000. The funds to be spent totalled approximately \$172 million. The administrative costs for the five-year programme would range from \$22 million to \$38 million a year.

24. Steps were being taken to improve health facilities and services, as recommended in the WHO report (T/1647), in order to meet the requirements of an expanding population. The Administering Authority recognized the need to train more medical personnel and to improve sanitation, water supplies and health education. Steps had already been taken to improve organizational arrangements; it would probably be necessary to clarify the relationship between the districts and headquarters and among the various departments.

25. At the 1277th meeting, the Soviet Union representative had requested information on the medical assistance and material compensation given to the inhabitants of Rongelap who had been exposed to radioactive fall-out. He had referred to both those points in his own opening statement (1272nd meeting). In addition to the intensive care provided immediately after the incident, annual medical checks had been conducted with the participation of Micronesian medical personnel. Buildings, equipment and other property had been replaced. The Rongelapese had been given advice on the prudent management of the sums paid to them as compensation; however, those sums belonged to the beneficiaries themselves and not to the Government of the United States or the Trust Territory. In the unlikely event of a beneficiary dying intestate and leaving no relatives, the disposition of the estate would depend on the laws of the Marshall Islands District in effect at the time. If the district laws were of no help, the courts would consult local customary law and, failing that, common law. In any case, the funds would not revert to the United States.

26. The new appropriations requested from the United States Congress would place suitable emphasis on education and the Peace Corps volunteers would provide useful support. It was true that, as one member of the Council had pointed out, the islanders themselves had built many of the schools in the Territory. In more recent years, however, the Trust Territory had built all the high schools and many additional elementary schools. Mention should also be made of the privately supported mission schools. The Administering Authority basically agreed that it would be desirable to lower the compulsory school entrance age to six throughout the Territory. One obstacle so far had been the inadequacy of classrooms and the shortage of fully qualified primary school teachers. However, about 1,900 children under seven already attended school and it was hoped that in the not too distant future all six-year-olds would attend. It had recently been thought that, with the help of the Peace

Corps volunteers, it might be possible also to have a programme for children aged three, four and five. It was financial considerations more than anything else which prevented the establishment of a junior college in the Territory. The Department of Education was preparing a preliminary cost estimate for submission to Congress at its forthcoming session. The Administration would give very careful consideration to the idea, which would require detailed analysis.

27. Although priority had been given to health and educational projects, economic development had not been neglected. Encouragement had been given to various agricultural and commercial projects and the fisheries programme was already showing results. Marine biology research and oceanographic research would reveal the potential of the vast waters surrounding the Islands. The consulting firm working in the Territory would define the problems involved and propose practical steps to be taken towards a long-range development plan. It had been emphasized that the Micronesians should be involved in economic development, if it was to be successful. It was inevitable that, until the necessary basic facilities that could not be financed by local revenues had been provided, there would be an imbalance between the Micronesian contribution and the United States grant. Once those needs had been met, however, the share of the Micronesian contribution should rise significantly. It was expected that government expenditure on the development of resources would double over the next five years and that the private sector would make an increasing contribution to economic progress. By providing utilities, transport and communications facilities, the proposed capital investment would create an essential economic infrastructure in addition to catering to social needs.

28. At the 1277th meeting, the New Zealand representative had mentioned the need to keep a watchful eye on operating costs. He himself would do his utmost to ensure that programmes were operated as efficiently as possible and that there was no unnecessary administrative expansion. The Administration was mindful of the need to develop an economy suited to the Micronesian environment and capabilities. Yet it had no alternative but to spend funds on health and education and other social programmes for the area. It was important to strike a balance, so that all phases of development could proceed together.

29. In connexion with the Liberian representative's question at the 1274th meeting about the settlement of land claims, he explained that the last major claim arising out of the hostilities in the 1940's had been settled in 1964. There were still some claims in the Marshall Islands and others might arise. A fact-finding team, composed of the Attorney General of the Territory and two members of the United States Department of the Interior, had therefore been appointed to make a detailed on-site investigation of uncompensated post-war claims. The investigation, which would cover all other districts of the Territory, would be started in late August or early September 1966 and would require about a month. The team would not actually settle claims; it would determine whether valid uncompensated claims existed, ascertain the extent of such claims and make recommenda-

tions for their settlement to the Secretary of the Interior.

30. Much still remained to be done—with regard to education, health, economic development, administrative organization and political experience—before the people of the Pacific Islands could decide their own destiny. A determined and united effort should be made to do what remained to be done, so that those people could at last find stability and new hope.

31. The PRESIDENT thanked the United States delegation and Mr. Norwood and Mr. Nuuan for the information they had given to the Council.

APPOINTMENT OF THE DRAFTING COMMITTEE ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS

32. The PRESIDENT said that the Council should appoint a committee to draft the conclusions and recommendations dealing with the Trust Territory of the Pacific Islands. He suggested that the Drafting Committee should be composed of the representatives of Australia and France.

It was so decided.

The meeting rose at 5 p.m.