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## Forty-fourth Session

## VERBATIM RECORD OF THE FOURTEEN HUNDRED AND SIXTIETH MEETING

Held at Headquarters, New York,  
on Monday, 6 June 1977, at 10.30 a.m.

President: Mr. SCALABRE (France)

later: President: Mr. BYATT (United Kingdom)

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The co-operation of delegations in strictly observing this time-limit would be greatly appreciated.

## OPENING OF THE FORTY-FOURTH SESSION

The PRESIDENT (Mr. Scalabre) (interpretation from French): I declare open the forty-fourth session of the Trusteeship Council.

I should like to welcome all those who will be participating in this session of the Council. In particular, I welcome Ambassador Lowenstein, the representative of the United States, who is sitting in the Council for the first time, and Mr. Winkel, the High Commissioner for the Trust Territory of the Pacific Islands; Mr. Canham, the Resident Commissioner of the Northern Mariana Islands; and Senators Borja, Iehsi and Setik.

I welcome also the British and Soviet delegations, including Mr. Byatt, who is a newcomer here too, and Mr. Kovalenko, who is an old friend.

When, last year, the Trusteeship Council did me the honour of electing me President, I knew very little indeed about Micronesia. Since then I have had an opportunity to make a deeper study of the problems of those islands, which seemed to be destined for a happy existence in idyllic surroundings but which was plunged, against the will of their peoples, into a cruel war, with all its horrors and upheavals.

I have taken a great personal interest in everything affecting Micronesia, and particularly in the developments by which it is to decide its future, freely and by itself. I cannot claim that a decisive step has been taken towards that goal during the year in which I have been President of the Council. There are still a number of outstanding questions, and this Council still has some important tasks to discharge.

Nevertheless, I have the firm hope that with the assistance of the administering Power and with everyone's co-operation, the difficulties will be overcome and that the time is drawing near when, following the example of the symbolic statue in this chamber, Micronesia will take flight freely on the wings of this bird -- wings which, I imagine, represent the Trusteeship Council, although they are not expressly mentioned in the Charter.

It is in expressing that wish for freedom that I submit to members of the Trusteeship Council the provisional agenda in document T/1780.

## ADOPTION OF THE AGENDA (T/1780)

The PRESIDENT (interpretation from French): Unless any member wishes to comment on the draft agenda in document T/1780, I shall take it that the Council wishes to adopt it.

Mr. FOKINE (Union of Soviet Socialist Republics) (interpretation from Russian): I have a brief comment. While not objecting to adoption of the agenda for this session of the Trusteeship Council as presented in document T/1780, the Soviet delegation again wishes to express its reservations concerning the question of whether the Trusteeship Council should submit its report not only to the Security Council but to the General Assembly also.

The PRESIDENT (interpretation from French): The statement of the representative of the Soviet Union will, of course, be faithfully recorded in the verbatim record of this meeting.

If no other member wishes to speak, I shall take it that the Council wishes to adopt the agenda, subject, of course, to the reservations expressed by the representative of the Soviet Union.

The agenda was adopted.

## REPORT OF THE SECRETARY-GENERAL ON CREDENTIALS

The PRESIDENT (interpretation from French): I would inform the members of the Council that the Secretary-General has not yet received the credentials of all members of the Council. May I suggest, therefore, that this agenda item be considered at a future meeting?

It was so decided.

## ELECTION OF THE PRESIDENT AND VICE-PRESIDENT

The PRESIDENT (interpretation from French): I now invite members of the Council to elect a President for the forty-fourth session. This election will be carried out by secret ballot in accordance with rule 41 of the rules of procedure of the Trusteeship Council.

A vote was taken by secret ballot.

Mr. Robert Bayatt (United Kingdom) was elected President.

The PRESIDENT (interpretation from French): I invite Mr. Bayatt to take the Presidential chair.

The PRESIDENT (Mr. Robert Bayatt): Before proceeding to the election of the Vice-President, I should like briefly to express my thanks to the members of the Council, both on behalf of my Government and on my own account, for having elected me to preside over the forty-fourth session of the Trusteeship Council.

I also wish to thank my predecessor, Mr. Guy Scalabre, and to congratulate him on the competence with which he discharged the office of President during the year just concluded.

As I think members all know, I found myself leading the United Kingdom delegation, and I now find myself in this chair, only because Mr. James Murray had unexpectedly to go to Cape Town this week to take part in discussions on the future of a former mandated Territory, namely Namibia. He has asked me to relay to the Council his regrets for his absence and his good wishes for the success of the Council's forty-fourth session.

It is a source of great disappointment to Mr. Murray that he is unable to preside over the deliberations of this session. He has already acted as President at a previous session, and he has twice visited Micronesia on missions from the Council. He has acquired a broad knowledge of the problems of the Territory, a keen interest in its future and an affection for the people of Micronesia.

(The President)

Alas, I have no such experience. Although I have served previously at the United Nations, I am a newcomer to the Trusteeship Council. I can appreciate at this moment the anxieties felt by an understudy at the theatre making his first entrance on the stage when the audience have just learned that the principal actor they had come to see is being replaced by a relatively unknown substitute.

(The President)

I shall do my best to fill the place, to which members have so kindly elected me, with the competence which Mr. Murray would have shown. I hope that in the circumstances I can rely on the understanding and support of members. I know that I shall rely on our Under-Secretary-General Mr. Tang, and our excellent Secretary, Mr. Abebe and the other members of the Secretariat staff, for help and guidance in my task.

I should like to conclude by saying how pleased I am to preside over the forty-fourth session of this unique body, which has fulfilled its task so successfully that only one Trust Territory now remains. The United Kingdom has a long history of co-operation with the Trusteeship Council. In the past we were the Administering Authority in respect of three Territories and joint Administering Authority in respect of a fourth. Our responsibilities in those Territories have long since been discharged. But that experience has, I believe, given us an awareness and an understanding of the problems of an Administering Authority, as well as experience of the needs of the inhabitants of small Territories and sympathy for their hopes and aspirations. My Government thus continues to follow the proceedings of the Trusteeship Council with the closest attention.

We shall now proceed to the election of the Vice-President of the Council.

A vote was taken by secret ballot.

Mr. Ricardo Duque (France) was elected Vice-President.

The PRESIDENT: I should like to congratulate Mr. Duqué on his unanimous election to the office of Vice-President.

Mr. DUQUE (France) (interpretation from French): Although this is the third time that I have had the honour of participating in a session of the Trusteeship Council, I had not expected to receive the honour of being elected an officer of the Council.

I should like to thank members of the Council for the confidence that they have shown in me by electing me to the office of Vice-President.

(Mr. Duque, France)

I shall try to prove worthy of that confidence and I should like to thank all members. I should like to assure the members of the Council that the French delegation will co-operate to the full and strive for the utmost efficiency in its participation in this session of the Trusteeship Council.

The PRESIDENT: Before we proceed to the next item on our agenda, I shall call on those members of the Council who may wish to speak at this time.

Mr. LOWENSTEIN (United States of America): I should like to congratulate the Council on electing two such distinguished and eminent figures to serve as President and Vice-President and to express our gratitude for the experience and wisdom which both representatives bring to their positions. In the Trusteeship Council we have a tradition of competent leadership. We are grateful for the services during the past year of the outgoing President and Vice-President. We shall miss their services here, but we are confident that the election and presence of the President and Vice-President will guarantee a continuation of the standard to which we have become accustomed in the work of this Council.

The delegation of the United States is particularly pleased that we are beginning this session in a spirit of unanimity and co-operation, and it is our hope that if all of us keep in mind that our purpose is the same, namely, to do the right thing by the people of Micronesia, we shall have the same spirit throughout this session of the Council and that that will contribute something valuable towards the dissolution of the Trusteeship Council itself in a manner satisfactory to those whose interests have been protected and should be protected by the existence of the Council.

I congratulate the President and the Vice-President and I wish them both well. I assure them of the support of my delegation throughout the work of this session.

The PRESIDENT: I thank the representative of the Administering Authority for his kind words and I take this opportunity also to welcome him as representative of the Administering Authority to this session of the Trusteeship Council.

Mr. FOKINE (Union of Soviet Socialist Republics) (interpretation from Russian): The Soviet delegation would like to congratulate you, Mr. President and also our new Vice-President, the representative of France, on your election to those distinguished posts of the Trusteeship Council. We should also like to express our gratitude to the former officers of the Council, the former President and Vice-President, for the work that they performed in this body of the United Nations.

Since the Trusteeship Council in its work must base itself above all on the interests of the indigenous population of the Trust Territories, we hope that the present session of the Council will be productive and successful above all in that respect.

The PRESIDENT: I thank the representative of the Soviet Union for his kind words.

Mr. SCALABRE (France) (interpretation from French): I should like first of all, Mr. President, to congratulate you on your election and to extend to you best wishes in the presidency.

I should also like to thank all those who have been kind enough to address a few words to me on the occasion of the end of my term as President.

Finally, in again heading the French delegation, I should like to assure you of our full co-operation.

The PRESIDENT: I thank the representative of France, the former President of the Council, for his kind words.



Miss HARDEN (United Kingdom): Mr. President, I should like to add my congratulations to those of previous speakers on your election as President. From my knowledge of you, both in your new post and when you were previously here in the United Kingdom mission, I do not doubt that the understudy, as you described yourself, will perform with skill and good humour. I should also like to offer congratulations to the previous President and Vice-President for their skill and hard work, and to congratulate Mr. Duque on his election as Vice-President. I do not doubt that he will perform his duties with the eloquence and panache we have learned to expect of Gallic representatives.

## ORGANIZATION OF WORK

The PRESIDENT: A tentative time-table for the forty-fourth session of the Trusteeship Council has been prepared and distributed to members of the Trusteeship Council by the Secretariat. It has been drawn up in order to give the members of the Council an idea of the work to be accomplished and of the time that will be needed to complete it. The Council is, of course, free to modify this programme of work in accordance with circumstances or with the views of members.

In this connexion, members of the Council should note that the Secretariat advised me that all the documents required for adoption by the Council may not be ready by Friday, 17 June, which is indicated in the tentative time-table as the concluding day for the Council's deliberations. In that case, the meetings might have to conclude instead on Tuesday, 21 June. However, the Secretary assures me that the Secretariat will make their best efforts to have the documentation completed so that we may terminate our work on Friday, 17 June.

Are there any comments on the tentative time-table?

Mr. FOKINE (Union of Soviet Socialist Republics) (interpretation from Russian): The Soviet delegation has no objections to the provisional time-table for the present session of the Trusteeship Council. However, as in the past, the Soviet delegation proceeds on the understanding that, depending on the course of the present session, we may either complete our work ahead of time or, if circumstances so require, we may have to extend our session a few days beyond the date planned.

As far as the Soviet delegation is concerned, in view of the work in particular, and also of the financial considerations of which Council members are aware, we would like to assure you that we will do everything we can to ensure that the Council meets the deadline set by the Officers of the Council, and we will try to conclude our work in the shortest possible time. Naturally, as we understand it, this should not be to the detriment of the content of our work.

The PRESIDENT: I fully agree with the representative of the Soviet Union that our first responsibility must be to ensure that our task is fully and effectively completed. But I think we would all agree with him that, subject to that overriding proviso, the Council should endeavour to complete its work in the shortest reasonable time.

If I hear no further comments on the time-table distributed by the Secretariat, I shall take it that the Council agrees to follow the suggested time-table as closely as possible.

I should like to ask members to do their best to be on time for meetings of the Council so that we may get through the maximum amount of work on each day of our session.

It is therefore agreed that we will follow the time-table suggested by the Secretariat as closely as we may.

EXAMINATION OF THE ANNUAL REPORT OF THE ADMINISTERING AUTHORITY FOR THE YEAR ENDED 30 JUNE 1976: TRUST TERRITORY OF THE PACIFIC ISLANDS (T/1781; T/L.1205) [4]

The PRESIDENT: The Council will now begin the examination of conditions in the Trust Territory of the Pacific Islands.

I call on the representative of the United States to make his opening statement.

Mr. LOWENSTEIN (United States of America): Mr. President, I want first to express my personal sense of delight at being able to participate in the work of the Trusteeship Council. By one of those odd coincidences that occur occasionally, I arrived at this session to take up my functions here just as you had announced the departure for Cape Town of the past President from the United Kingdom, who will be in Cape Town consulting on the problem of Namibia.

My first personal participation in the work of the United Nations was, by chance, as a petitioner on behalf of the African people of Namibia in the interest of their self-governance. So I come here today representing the United States with a particular personal sense of the value of the work of the United Nations over the years in attempting to assist the independence, self-government and self-determination of peoples all over the world, in the interest of the kind of fairness which the Charter envisages for all people whatever their geography or history.

I want simply at this point in the proceedings to introduce those with whom I am participating in the work of this Council, and then to introduce a report that will be presented by Mr. John Kriendler, on behalf of the delegation of the Administering Authority.

We are very glad that we have here with us the new High Commissioner of the Trust Territory of the Pacific Islands, Mr. Adrian Winkel, who will be speaking soon on his own experiences in bringing information which I hope will be of use to the Council. He has a long history of work in the Trust Territory; he is an expert on Micronesia from his service in the House of Representatives, where he was on the staff of the Committee on Territorial and Insular Affairs.

Also present with us is the remarkably distinguished and honoured past editor of the Christian Science Monitor, Mr. Erwin Canham, who is well known here for his service in the past as Commissioner for the Plebiscite for the Northern Mariana Islands in 1975.

(Mr. Lowenstein, United States)

Senator Ambilos Iehsi from Ponape is here, as is Congressman Raymond Setik from Truk, both representing the Congress of Micronesia.

Senator Olympio T. Borja from the Northern Mariana Islands Legislature is here as Special Adviser to the delegation.

Throughout the morning, these representatives of the peoples of Micronesia will be introducing other members of their staff and the people that they will be working with.

Ambassador Philip Manhard, who is the acting representative of the President in the Micronesia Status Negotiations, is with us, as are Mr. Edmund Gilmar, the District Administrator of Yap; Mr. Oscar De Brum, the District Administrator of the Marshall Islands; Mr. John de Young, from the Office of Territorial Affairs; and Mr. David Schiele, from the Department of State.

I want to welcome particularly the visitors and petitioners from Micronesia and some friends of Micronesia who are here today and some who will be participating, at least in spirit, with us in observing these deliberations. Some of these people have come a tremendous distance to be available to give us the benefit of their experience and insight and to make their suggestions about how we can work more effectively towards the common purpose that brings us together.

I want now to introduce Mr. Kriendler, who has himself served two years at the United States Mission to the United Nations, was the Escort Officer for the 1976 Visiting Mission to the Trust Territory, is the Alternate United States Representative at this session of the Trusteeship Council and has, with Mr. David Schiele, done a great deal of the work in preparing the report which he will now present on behalf of my delegation. At the end of his report I will add some general comments about the hopes and the approach of the new Administration, which is represented in the United Nations by Ambassador Young, and by Secretary Vance and by President Carter in dealing with international and other affairs. But I think first it would be useful for us to hear Mr. Kriendler's report on the activities of the Administering Authority over the past year.

Mr. KRIENDLER (United States of America): As members of the Council are aware, the Northern Mariana Islands have been administered separately from the Marshall Islands and the Caroline Islands since 1 April 1976. The separation of the Northern Marianas for administrative purposes from the rest of the Trust Territory was the first step in the implementation of the Northern Marianas Commonwealth Covenant, which was approved by the people of the district in a plebiscite observed by a Visiting Mission from this Council on 15 June 1975. Last year, my Government reported that the next step in the development of self-government would be the drafting of a local constitution in accordance with the terms of the Commonwealth Covenant. I am pleased to report that the drafting has been completed and that the draft constitution has been approved by the people of the Northern Marianas. The constitution is now under review in Washington in accordance with section 202 of the Covenant, which states that

"The constitution will be submitted to the Government of the United States for approval on the basis of its consistency with the Covenant and those provisions of the Constitution, treaties and laws of the United States to be applicable to the Northern Mariana Islands". Unless it is rejected as a result of that review, the Constitution will be deemed fully approved not later than 23 October 1977, six months from the date on which it was transmitted to the Federal Government. It is our expectation that elections under the Constitution will be held by the end of 1977 and that there will be an elected government in the Northern Marianas in early 1978.

The Covenant provides in section 1003 that much of the agreement will come into effect not later than 180 days from the final approval of both the Covenant and the Constitution. By its own terms, however, the Covenant also provides that certain sections will be held in abeyance until the termination of the Trusteeship Agreement. Specifically, the granting of commonwealth status to the Northern Mariana Islands and the extension of United States citizenship to the local people will not occur while the Trusteeship Agreement is in effect. As we have stated previously, we expect the termination of the Trusteeship Agreement not later than the end of 1981, and it is the intention of my Government that the agreement be terminated simultaneously for the entire Trust Territory.

(Mr. Kriendler, United States)

In the Marshall Islands and the Caroline Islands, the question of future status has yet to be resolved, and we are actively working with the Micronesians to resume formal negotiations in the near future towards that end. In the meantime, however, there are several developments of interest to the Council. In accordance with Congress of Micronesia legislation calling for a referendum on the draft Micronesian Constitution between 15 June and 15 September 1978, the Acting High Commissioner set 12 July 1978 as the date for the vote. According to the terms of Congress of Micronesia Public Law 5-60, as amended, the Constitution will be ratified if it is approved by a majority of the districts of the Trust Territory existing on the date of the referendum but not in any district where it is rejected by a majority. In view of the importance of the constitutional referendum, we believe that it would be desirable for the Trusteeship Council to dispatch a visiting mission to observe the voting itself and the period of political education that will precede it.

Last year, we reported the initialling of a nearly complete Compact of Free Association and expressed the hope that full agreement would be reached on the incomplete sections at an early date. No formal negotiation sessions have been held during the past year. A policy review by the new Administration in Washington has been completed, and the Administration invited representatives from the Marshall and the Caroline Islands to participate in a round-table conference with the United States in Honolulu from 18 to 21 May to discuss a range of subjects of mutual interest. At that conference, the United States reaffirmed its desire to find a mutually satisfactory basis for the termination of the Trusteeship Agreement by 1981 and pressed for an early resumption of formal negotiations. We expressed our belief that free association along the general lines negotiated over the past six years provides the most promising basis for ensuring a mutually satisfying relationship between the United States and the peoples of the Marshall Islands and the Caroline Islands. We stated that our basic aim was to help the peoples of Micronesia to move rapidly and successfully towards a new status based on self-determination and that we had not excluded the possibility of talks leading to forms of government other than free association, including independence, if that were the expressed wish of the peoples of Micronesia. We expressed our belief that

(Mr. Kriendler, United States)

the interests of the peoples of Micronesia would best be served by the maintenance of some form of unity, and we concluded the Honolulu meeting with an agreement by all parties to meet again no later than July for further discussions.

The issue of marine resources has become inextricably linked with, and part of, the political status negotiations, and we believe that it should be dealt with in that context.

Micronesia has proposed that it be given separate international standing in the field of marine resources, that is, that it be allowed to negotiate in its own right and to sign treaties in its own name. In our opinion, this is not in reality a marine resources issue, but rather flows from the relationship that exists or that will be established in the future. We would also include in this category the issues involved in the Law of the Sea Conference, signatory status and so forth.

As far as we are concerned, we will be guided by two principles as we attempt to resolve that question. First, any mutually agreeable arrangement must provide a balance between the authority of Micronesia and the responsibility of the United States for Micronesian actions. It would follow that as Micronesian authority for independent action in the field of marine resources increases, United States responsibility for those actions must decrease. It should be clear that the use of the term "authority" in this context refers to authority to act independently internationally rather than authority to manage or to conserve marine resources. Secondly, whatever arrangements we conclude, any marine resources solution must be found within the context of our status negotiations.

It is important to understand that the United States does not contest the fact that the rights over marine resources located off the coasts of Micronesia, for the purpose of exploration and exploitation of those resources, reside in the people of Micronesia, and not the United States. It should also be understood that we are not attempting to protect a right to exploitation of those resources by the United States or by United States citizens.

These questions are, of course, very difficult ones, and we have struggled with how best to arrive at a solution. While we cannot lose sight of these marine resource issues, they must be worked out as an integral part of an agreement between us on the over-all political status question.



(Mr. Kriendler, United States)

Separately from the question of the future status of the Marshall Islands and the Caroline Islands, we are moving to achieve a greater degree of self-government in the Trust Territory while the Trusteeship Agreement remains in effect. In this regard, we hope that it will be possible to hold popular elections for district administrators in 1978. We raised this question at the Honolulu conference and indicated our desire to consult with the Micronesians on the subject. We would expect those elections to take place soon after the approval of the district charters that are to be created by the various district legislatures, in accordance with existing Congress of Micronesia legislation.

In summary, I am able to report that we are moving towards greater self-government throughout the Trust Territory. We expect that before the next session of the Trusteeship Council the Northern Marianas will have an elected Governor and we hope that the other districts will have elected district administrators. A referendum on the draft Micronesian Constitution is scheduled for 12 July 1978, and we invite the Trusteeship Council to dispatch a visiting mission to observe the voting. Informal talks on questions relating to future status were recently held, and the United States hopes to resume formal negotiations at an early date leading to a mutually satisfactory basis for trusteeship termination by 1981.

Mr. LOWENSTEIN (United States of America): I should simply like to add a few general comments as we open this session of the Trusteeship Council.

Mr. Kriendler's report should clearly and, I think, with a great sense of the reality of the complexities we are dealing with indicate to the Council the spirit in which this Administration wants to address itself to the problem of resolving the future of the peoples of Micronesia. Anyone who has that concern at heart understands now the urgency of figuring out the most effective process by which the economic and political well-being of many people scattered over wide areas can be attained. It is our hope and our view that at this session the Trusteeship Council will recognize and further the real progress that has been started towards the goal of satisfying the demands of the Charter and of common sense that will mean a better life for those people who have for so long been patiently hoping for a resolution of the many complexities that attend their evolution towards self-determination and self-government in whatever form they decide they wish to achieve it. We have no dogmas and no simple answers, but we come here with a great sense that the common purpose of the Administration now in office in Washington and of the members of this Council and of the peoples of Micronesia can, with goodwill and work, produce an early resolution of some of the dilemmas that have delayed progress in the past.

This is the sixth day of June and the ninth anniversary of the death of Senator Robert Kennedy, and I thought it would be appropriate to conclude my opening remarks simply by reminding all of us who remember him so clearly how he led the fight for many years towards the kind of world in which fairness would be part of the system that would obtain for all peoples. I shall close my remarks with a short paragraph of Robert Kennedy's. He once wrote:

"Our future may lie beyond our vision, but it is not completely beyond our control. It is the shaping impulse ... that neither fate nor nature nor the irresistible tides of history, but the work of our own hands, matched to reason and principle, that will determine our destiny. There is pride in that, even arrogance, but there is also experience and truth. In any event, it is the only way we can live."

(Mr. Lowenstein, United States)

So, with a sense that the work of our own hands, matched to reason and principle, is what brings to pass those events that shape the destiny of peoples, we pledge ourselves here and through the years ahead to work collegiately and fraternally with the peoples of Micronesia and with the other members of this Council and the other nations of the world to arrive at a future which will be less blighted than our past has been with the needless suffering of people from causes that can be removed in the modern age if we but wish it so.

The PRESIDENT: I thank the representative of the United States and Mr. Kriendler for the opening statements they have made to the Council setting out the broad lines of the Administering Authority's purposes and approach.

On behalf of the Trusteeship Council I extend a warm and cordial welcome to the Honourable Adrian Winkel, High Commissioner of the Trust Territory of the Pacific Islands; the Honourable Edwin Canham, Resident Commissioner for the Northern Mariana Islands; the Honourable Senator Ambilos Iehsi of the Congress of Micronesia; the Honourable Representative Raymond Setik of the Council of Micronesia; the Honourable Olympic Borja, Senator for the Northern Mariana Islands Legislature. They are here to provide the Council with information on the latest developments in Micronesia in the political, economic and social fields, information which will greatly facilitate the Council's examination of conditions in the Trust Territory. I now invite them to take places at the Council table.

At the invitation of the President, Mr. Winkel and Mr. Canham, Special Representatives and Mr. Iehsi, Mr. Setik and Mr. Borja, Special Advisers, took places at the Council table.

THE PRESIDENT: I also welcome the Honourable Philip Canhard, of the Office for Micronesian Status Negotiations in Washington. I understand that the Honourable Ruth van Cleve, Director of the Territorial Affairs Division of the Department of the Interior, will be with us on Thursday. I should like on behalf of the Council to welcome the many other officials who have come from Washington and from the Trust Territory of the Pacific Islands to assist us in our deliberations.

I now call on Mr. Winkel, High Commissioner of the Trust Territory of the Pacific Islands.

Mr. WINKEL (Special Representative): Mr. President, I want to express my gratitude for your very kind and warm welcome. It is truly an honour and a privilege to make my first appearance before the Trusteeship Council to report on conditions and developments in the Trust Territory of the Pacific Islands. At the outset I wish to say that, if my statement seems rather tediously long and detailed, that is due in part to the very laudable desire of my staff to please their new boss -- at least I am making that assumption -- and also to my own newness in this very distinguished office that I now hold and in which I appear before the Council to report to it on the administration of the Trust Territory. As the Chairman of the United States delegation stated, I have served previously as a staff officer on the Committee on Interior and Insular Affairs of the United States Congress and in that capacity I was fortunate to attend several previous Council sessions. I have also had the opportunity to visit the Trust Territory a number of times, the most recent visit being just two weeks ago, prior to my officially assuming the post of High Commissioner last week.

You and the Chairman of the United States delegation have introduced the distinguished members of the Congress of Micronesia who are serving us as members of the United States delegation, as well as the district administrators from Yap and the Marshall Islands, who are part of our delegation. I should like to add to those introductions the names of Mr. Strik Yoma, Director of Public Affairs in the Trust Territory Government; Mr. Bonifacio Basilius, Director of Public Information; and also Mr. Arthur Ngiraklsong, Legislative Counsel, and Mr. Brian Farley, Information Specialist, who are assisting the members of the Congress of Micronesia.

We are all most pleased to be here today to report to the Council regarding events in the Trust Territory and we look forward later to answering the Council's questions concerning Micronesian affairs.

Having been sworn in as High Commissioner only very recently, I take this opportunity to assure this body that the policies and programmes of the Trust Territory Government will be devoted to achieving and expediting an orderly transition to that self-government or independence of the Trust Territory which is stipulated by the provisions of the Trusteeship Agreement between this body and the United States Government.

(Mr. Winkel, Special Representative)

To achieve that goal, the Trust Territory Government is moving on four fronts. First, in administration which, I want to emphasize, to us means a concerted effort to conduct the affairs of Government at central and district levels so as to make them as responsible and as productive instruments of governing as can be provided within the context of a free society. Just as it is most important that we provide an adequate infrastructure for the future economic development of the Trust Territory, so is it equally important at least that we leave a legacy and the means of responsive and productive government in the hands of the future private and public citizens of the Trust Territory. This means, among other things, a continued trend towards what has come to be called Micronization, that is, the turning of leadership positions over to citizens of the Trust Territory; towards decentralization, the turning over to the districts of greater responsibilities for management and self-government; and towards the expanded training of citizens of the Trust Territory at every level for future increased participation in what will ultimately become their Government.

The second front of action in this respect is the thrust towards economic development which, to the maximum extent of our ability, will be based on all the data, information and wisdom which can be brought to bear on this very difficult and complex subject, including the Five-Year Indicative Development Plan designed by the Congress of Micronesia with the assistance of the United Nations Development Programme (UNDP). There will be an ever greater emphasis on the present local mainstays of the Micronesian economy, namely, agriculture, marine resources and tourism, plus substantial supplementation, of course, by foreign investment.

The third front of action is the continuation and improvement of the programmes of health and education which have been carried on up to this point and must be continued and expanded in order to make possible that mental and physical growth and health which, first of all, are every person's right and, secondly, are essential to the total growth and health of every human society.

The fourth front is in the physical realm -- the effort to have in place at the earliest practicable date, the capital improvements infrastructure

(Mr. Winkel, Special Representative)

referred to earlier: roads, bridges, ports, harbours, airfields, and sewer, water and power systems in each of the districts.

I wish to report at this time on some of the details of the first front, namely, the administrative programmes. As far as Micronization is concerned, of the 35 "advise and consent" positions in the Trust Territory Government, that is, positions subject to the advice and consent of the Congress of Micronesia -- namely, department heads, their deputies, district administrators, their deputies and special officers performing certain functions -- only six positions are now held by Americans; the remaining 62 per cent are held by Micronesians, with eight positions or 22 per cent of the total being vacant at the moment.

As part of the upgrading of the level of efficiency in the Government, we plan to continue to aim for a tightening up of the total number of personnel employed by the Trust Territory Government. During the past year that number has been reduced by 114.

As for decentralization of authority, the major focus will be on the development of district charters, written and approved by each of the districts, which will lead to greater district autonomy and to the election of district administrators, as has been previously mentioned by Mr. Kriendler.

Greater financial responsibility is also a goal for the districts. To achieve improved accountability over funds and property in the Trust Territory Government as a whole, a basic automated fund accounting system is in the process of being implemented at Trust Territory headquarters. It aims at standardization, auditability of accounts, and effective training of Micronesian personnel.

Efforts to improve the quality of management and performance extend to other training programmes of various types for middle management. Training programmes have been sponsored by the United Nations and departments and districts continue to fund training programmes in specialized occupational areas and so forth.

Worthy of mention in this connexion is the Comprehensive Employment and Training Act (CETA) Programme, which is a Public Law enacted by the Congress of the United States and which has been extended to the Trust Territory. As of now, the total CETA fund available to the Trust Territory is \$3,900,000, which represents a most significant contribution to the training and development

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of employees of both the public and the private sector, particularly those who are unemployed or at the lower end of the wage scale. Training under that comprehensive programme ranges from such subjects as soap manufacturing, refrigeration, ice-making, teachers' aids, and clerical and secretarial skills to management for public service executives and so on.

When noting such administrative changes, it is important also that I should make special mention of the creation by the Congress of Micronesia of the new district of Kosrae. Once a subdistrict of Ponape, Kosrae, because of its cultural and ethnic homogeneity, has long desired separate district status. On 1 January 1977 that desire became a reality. The first session of the Kosrae District Legislature convened on 5 April and adjourned on 16 May 1977.

On the second front, namely that of economic development, the Administering Authority fully recognizes that such development must go hand in hand with any movement towards self-government or independence. In addition, particular recognition should be given to the work of the Congress of Micronesia in developing the Five-Year Indicative Development Plan with the assistance of the United Nations Development Programme. Under that Plan a Trust Territory country programme has been completed and the first three project requests under it have been approved and sent to the UNDP. Those requests are, for example, for the establishment and operation of an integrated feed-mill/livestock project and for a survey of the kinds and levels of skills required to carry out the various aspects of the development programme; the third project request will make possible the continued presence of a number of United Nations experts in Micronesia to assist in development efforts.

Development planning also continues to progress at the district level. Four district development plans have so far been adopted. In the fifth district, Truk, a plan is now before the Legislature for adoption and may have been adopted by this date -- I am not certain -- and a plan for Kosrae has been prepared and will soon be ready for consideration by the Legislature.

While the major efforts of the Trust Territory Government will concern the implementation of the development plans, efforts will continue towards devising suitable plans for the outer islands. In this connexion, a request for United Nations World Food Programme assistance is being prepared to provide food resources for development projects in those areas.

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Plans have also been established for ensuring the effective implementation and administration of the new progressive income tax law which was enacted during the first regular session of the seventh Congress of Micronesia on the recommendation of UNDP. The United States Internal Revenue Service has conducted an initial survey in the Trust Territory relative to the administration of the new tax law and will provide professional advisory assistance during the implementation and initial administration of the law.

Agricultural development is, of course, essential to the economic health of the Trust Territory. One project -- the integrated feed mill/livestock project -- has already been mentioned. Another activity, for example, has been a contract entered into by the Trust Territory Government with the Research Institute for Oils and Oilseeds in the Philippines to make a survey to determine the feasibility of replanting coconut with a hybrid coconut plant. Copra production needs to be increased as rapidly as possible because the capacity of the two proposed mills will be 60,000 tons when they are in full operation. Current copra production is approximately 15,000 tons, so that the contribution that those mills will make to increasing the industrial production of the Trust Territory is obviously very significant.



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Marine resources are, of course, the third important element of the economic development of the Trust Territory.

The Congress of Micronesia has stated that the marine resources of the Trust Territory represent the primary source of income for the Micronesians. There are various programmes in this respect. In 1976, Micronesian fishing co-operative fishermen landed about 1 million pounds of tuna and reef fish and about 28,000 pounds of shellfish. Those quantities are actually only a portion of the fish being caught by local fishermen.

In 1976, the Marshalls District constructed a 100-ton-capacity reefer plant with a five-ton-per-day ice production to accommodate a viable and self-supporting level of offshore and inshore fishing. Ulithi Atoll in Yap has already erected a 25-ton refrigeration facility with grants from the Congress of Micronesia.

Other activities of a similar nature involving the construction of fishery complexes are proceeding in Truk and Ponape. The Micronesian Mariculture Demonstration Center in Palau has been renovated and its programmes expanded.

Tourism is slowly but steadily developing as a major Territory-wide income producer, creating during 1976 "invisible" export earnings of close to \$2 million and employing well over 500 Micronesians. The energy crisis of course brought about a slight decrease as compared with 1975; there were 17,713 visitors to five of the six districts of Micronesia in 1976. The industry started this year with an estimated 27 per cent increase recorded during the first quarter. It is hoped, of course, that this increase will continue.

It is significant to note that tourism development in the Trust Territory -- unlike that in many other parts of the Pacific -- has up to this point been largely in the hands of local entrepreneurs rather than outside investors.

In the field of foreign investment, interest has been increasing in the area of fisheries. Four foreign business permit applications have been submitted within recent months for investment in the Truk-Ponape area.

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One noteworthy foreign enterprise, the Micronesian Industrial Corporation's oil mill in Palau, shipped \$3.4 million worth of oil and \$445,000 worth of copra cake this past year. When the mill is fully operational, it is expected that its gross exports will be between \$800,000 and \$1 million per month.

It is significant also to note the presence of 72 co-operatives and 43 credit unions, which continue to serve as the backbone of many island communities. Co-operative gross sales and revenues as of 31 March 1977 approached \$12 million worth of business -- a 13 per cent increase over the previous year.

During the past 11 years, over \$30 million have been loaned and repaid by Micronesians to their credit unions.

On a third front, the administering Power continues to respond to its mandate under the Trusteeship Agreement to provide educational opportunities and medical services to the people of Micronesia. These programmes continue to grow during this pre-termination period, in part as a result of new United States federally funded grant programmes outside of and in addition to the regular Trust Territory budget. In fact, the number of these programmes now in operation has made it desirable to establish an Office of Federal Programmes in the Trust Territory Government Headquarters this year to co-ordinate all the information concerning the various federal grant-in-aid programmes in force.

For example, the Trust Territory Government received a Territory-wide leadership training grant under the United States "Right to Read" programme, which enabled us to fund a three-year project which will assess the state of literacy at all levels in the Territory in all of the vernacular languages as well as in English.

A workshop for district mathematics specialists has been held to develop curriculum materials for the Trust Territory Metric Education Programme. A training workshop on vocational rehabilitation and on food services was recently held for the purpose of strengthening management capabilities in these areas. In March this year, the Micronesian Occupational Center in Palau had its final visit by the Western Association of Schools and Colleges for the purpose of gaining full accreditation. It is anticipated that the Association will take positive action on accrediting this important vocational institution in the Trust Territory.

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Still on the subject of education and health programmes, the completion of the 115-bed Ponape District Hospital marked an important development in hospital care in the Territory. The hospital was designed not only to meet the needs of the Ponape District, but also to serve as a referral and training centre for the rest of the Trust Territory. When fully staffed with appropriate specialists, it will become the nucleus of in-service medical training within the Territory as a whole.

In Yap District, a new 50-bed hospital is 62 per cent complete, and the target date for completion is January next year.

I am pleased also to report that some progress has been made in improving conditions at the Ebeye Sub-Hospital. A new roof was installed; the entire building is being air-conditioned; and interior remodelling has provided sorely needed laboratory and office facilities. The medical staff has been strengthened; there are now two MDs and one medical officer stationed on Ebeye.

Federal grant programmes have also assisted materially in the improvement of health services. Very briefly, there have been the following developments.

Grant funds provided assistance for co-ordination of training for two hemodialysis trainees for the Trust Territory. Grant funds supported travel for health personnel to make intra-district trips to carry out general public health programmes, immunization campaigns, and so forth. An assessment of the comprehensiveness of the immunization programme was made, and it showed that all the required immunizations for the populace of the Trust Territory have been completed within a reasonable control level. There has been an important project to upgrade drinking water standards: a Territory-wide dental survey was conducted, and so forth.

Thus, a variety of programmes has been carried out on all fronts for the improvement and upgrading of health care and health services.

On a fourth front, as previously mentioned, it has been the announced objective of the Administering Authority to put in place a viable infrastructure for all the districts before the termination of the Trusteeship Agreement. Some of the highlights of the recent efforts are these: To boost

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transportation capabilities, especially for field trip services to the outer islands, seven new inter-island ships are being constructed.

The keel for the first ship was laid several weeks ago, and the delivery date for this first vessel is scheduled for October this year.

This year also marks the end of the planning phase for airport development and the beginning of implementation of the plans. A sum of \$10 million was recently approved for the construction of the Truk International Airport. The Environmental Impact Statement for Yap Airport is in progress. The target date for the beginning of construction there is March 1978.

The Environmental Impact Statement for the development of an airport on the island of Kosrae which will meet federal standards has been forwarded to the United States Federal Aviation Agency for final review. Construction is scheduled there for October 1978. Similarly, the Environmental Impact Statement for Palau Airport was completed in May. After it is approved, construction will begin in December 1979.

Improved communications are also a priority, especially with the new district of Kosrae. New equipment is being installed as necessary to permit full interconnexion with the Trust Territory inter-district and Headquarters voice and data network, including the capability for overseas telephone calls.

Other public works projects are moving rapidly forward. The Ponape District Hospital was inspected and accepted in January. The Koror-Babelthaup bridge was opened to traffic in April. It is the longest single-span bridge of its kind in the world and links Babelthaup, the largest island in the Territory, to Koror, the district centre city. The bridge will enable hundreds of workers to commute easily to work in Koror; but, more importantly, it will enable Babelthaup to develop its considerable agricultural potential, for the benefit not only of Palau but also of the other districts as well.

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In the new district of Kosrae, most of the major projects are nearing completion. The hospital is 95 per cent complete; the high school, 87 per cent; the dock, 80 per cent; the water system, 89 per cent; and the power plant, 54 per cent.

A \$1.1 million water and sewer system for Yap will be completed in August this year.

A contract to expand the Micronesian Occupational Center in Palau has been awarded, and completion is scheduled for January next year.

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As to the final group of subjects, I wish to report to the Council that progress has been continued this past year towards resolving a number of long-standing matters relating to displaced population groups in the Marshalls, as follows.

Funds for the Bikini aerial radiological survey were approved by the United States Congress and were made available in the supplemental appropriation for fiscal year 1977 approved by the President on 4 May 1977. The Energy Research and Development Administration is committed to provide funds for the research and analysis needed. Planning for the survey is under way, and it is hoped it will begin this September.

The Department of the Interior submitted its request for funds for the rehabilitation and resettlement part of the Enewetak project to the 95th Congress earlier this year. An initial increment of \$4 million has been approved in the supplemental budget for fiscal year 1977, and the remainder, some \$8.4 million, is in the budget for fiscal year 1978. Approval of and final action by the Congress on the budget for fiscal year 1978 is expected very shortly. The Defense Nuclear Agency has started the first phases of the clean-up aspects, and the Interior and Trust Territory Government will soon begin the initial phases of the rehabilitation work.

Concerning Rongelap and Utirik compensation, an ex-gratia compensation bill was presented to the 95th Congress by the Department of the Interior as part of its proposal for fiscal year 1978. The proposed bill was taken in part from a proposed ex-gratia bill drawn up by a special joint committee of the Congress of Micronesia concerning Rongelap and Utirik. Both the United States House and Senate Appropriation Committees recommended approval of the ex-gratia compensation and authorization. Authorization legislation has been passed by the House of Representatives and is now pending before the Senate. Senate hearings are scheduled for 13 June 1977, and approval is anticipated. With final approval of the budget for fiscal year 1978, the compensation bill for the residents of Rongelap and Utirik can then be implemented by the Department of the Interior.

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Concerning another long-standing matter, I can report that the Micronesian Claims Commission has completed its work in accordance with the provisions of United States Public Law 92-39 of 1 July 1971. Over 11,000 claims were filed and processed -- twice as many as were originally envisaged. Title I awards amounted to \$34,349,509, and Title II awards to \$32,634,403. All funds authorized by the 1971 Act have been expended, and final payments of the awards have been made. Pending at the present time are, in a United States District Court, a case concerning a Micronesian war-damage claim case, and, secondly, in the United States Congress, a bill authorizing full payment of the United States 50 per cent share of the Title I awards and full payment of the Title II awards. It is not possible at this time to forecast the effect of either or both of these events on the future of the Micronesian war-claims programme.

This has been a review of the joint United States-Micronesian efforts in administration, social services, economic development and capital improvements as we move towards termination of the Trusteeship. Along with my staff and our two distinguished Special Advisers from the Congress of Micronesia, we look forward to answering whatever questions the members of the Council may pose and to receiving the Council's helpful advice and comments.

The PRESIDENT: I now call on the Honourable Erwin Canham, Resident Commissioner for the Northern Mariana Islands.

Mr. CANHAM (Special Representative): It is a very great privilege and pleasure for me to resume with the Council the contacts I had two years ago when its Mission came to observe the conduct of the plebiscite in the Northern Marianas in 1975. It is, similarly, personally gratifying to resume with an international organization connexions I began as an accredited news correspondent at the League of Nations in Geneva and continued at the Charter Conference in San Francisco

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in 1945 and, in a different connexion, when I participated with many members of the United Nations as a delegate from the United States in the Conference on Freedom of Information, in Geneva, and, thereafter, in the General Assembly. That background makes it particularly gratifying for me to be able to report to this Council on the work of the last year in the Northern Marianas.

May I add to the introduction of the Vice-Speaker of the Marianas Legislature, Senator Olympio T. Borja, the fact that we also have here Senator Pedro R. Guerrero and Senator Herman Q. Guerrero, of the Marianas Legislature, and Mr. Ramon Villagomez, Counsel to the Legislature and former Senator Edward Pangelinan, who is the Washington representative of the Office of Transitional Studies and Planning.

This past year has seen orderly progress by the Northern Marianas towards elective constitutional government and eventual commonwealth status with the United States.

Following approval of the Covenant for Commonwealth Status by the United States Congress in February 1976, the Secretary of the Interior by Order No. 2989 on 24 March 1976 separated the former Mariana Islands District from the Government of the Trust Territory and set up the Government of the Northern Mariana Islands. Of course, we are still basically and totally part of the Trust Territory, but the governmental mechanism is separated.

In April I was appointed Resident Commissioner, and in May I took up my job in Saipan. While those duties included the organizing and carrying out of the normal administration of the former district, they were also focused on working out the complex terms of separation with the Trust Territory Administration and on participating in the very stirring task of planning and implementing constitutional government.

In August the Marianas Legislature enacted and I signed into law an Act calling for a constitutional convention to prepare and adopt a basic charter for the new government. In the meantime, the United States Congress had authorized and funded with \$1.5 million a Joint Commission on Transition, with an Office of Transitional Studies and Planning. The Commission and its office, the OTSP, played a most constructive role in giving the delegates to the Constitutional Convention technical and legal assistance in the task of drafting a constitution.



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The delegates to the Constitutional Convention, 39 in number, were chosen in a general election on 3 October 1976. That Constitutional Convention was opened on 18 October and the completed Constitution was signed by the delegates on 5 December. A programme -- a kind of campaign -- of political education was then organized and carried out, and on 6 March 1977 the voters adopted the Constitution by a margin of 93.2 per cent, with 58.2 per cent of the registered voters casting ballots. It might be explained that very little in the Constitution was controversial, many issues having already been settled in the Covenant. It was not a matter of dispute between the political parties, and no individual candidates were running for office in order to produce a heavier turn-out at the polls.

Following the referendum approving the Constitution, that Constitution was transmitted to Washington where, under the Covenant, a period of 180 days was provided for approval or rejection by the President of the United States. That process began formally on 23 April and is now under way. If, as I think may be reasonably expected, the Constitution is approved, a second period of 180 days begins, during which the President must proclaim the coming into effect of the Constitution.

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Prior to that date, an electoral law must be passed by the present Legislature, a political campaign must take place in which candidates for the constitutional offices of Governor, Lieutenant-Governor, Washington representative, and members of a bicameral Legislature are to be elected. It is expected that that campaign will take place in the late summer and autumn, with polling in early November and the inauguration of the elected officials in early January. At that time my responsibilities as Resident Commissioner will cease and a fully indigenous government will come into being.

Thus, a very considerable part of the progress toward Commonwealth government will have been achieved, awaiting only the termination of the entire Trusteeship by the formal attainment of Commonwealth status.

Meanwhile, the Marianas Legislature, of which, as I have said, three members are with me here today, has been diligently doing its part to prepare for constitutional government. And to supplement my relatively brief statement, I am sure, many details will be presented by Senator Borja on behalf of the elected representatives of the Marianas, setting forth their work, their aspirations and their progress. As I am sure he will tell you, the Legislature expects to be very busy for the remainder of this year helping further to pave the way for constitutional government.

Likewise, the Office of Transitional Studies and Planning, whose director is former Senator Pedro A. Tenorio, is completing a wide range of analyses and recommendations for the political, economic and social future of the Northern Marianas. Legal and constitutional professional advisers, physical planners, economic development authorities and others, have put together precise information and programmes for future development. Those plans include ways by which many programmes of the United States Federal Government may be made available to the Northern Marianas either directly or in some cases through the Trust Territory Government.

Relations between the Northern Marianas Government and the Trust Territory Government have been most co-operative. As I have said, we are still part of the Trust Territory, we depend on much of the experience and assistance of the Trust Territory Government, we are heavily involved in

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the entire future destiny of all of Micronesia, we have long acted together with our brothers in the other districts and in the Congress of Micronesia in a good many useful enterprises. We believe this close collaboration must and will continue in such terms as are the choice of the peoples involved. Negotiating the Memoranda of Understanding which carried out the separation of the Marianas and the Trust Territory Governments was a complex task, but with abundant good will on both sides it was successfully accomplished.

Thus, the institutions of self-government are growing stronger in the Marianas every day. There will, of course, be many problems ahead. The scale of government being prepared in Saipan depends heavily on United States federal financing. Such support is guaranteed for seven years under the Covenant and still longer with the assured availability of various programmes from the Federal Government. Stewardship in operating the new government passes wholly into the hands of the constitutionally elected officials in a very short time. Their responsibilities will be heavy. But a generation of very talented public officials has come into being. I am encouraged by their capacity to make decisions for themselves and to turn to expert professional help when it is needed.

The interaction -- perhaps one should say the conflict -- between the goal of self-reliance, on the one hand, and needed external assistance, on the other, between the impact of modern society, on the one hand, and inherited traditions, on the other, is as evident in the Marianas as it is in so many other parts of the developing world. Adjustments have to be made. There are calculated risks and prices paid. But I believe the future of the Northern Marianas is hopeful and the duties of trusteeship are being responsibly fulfilled.

The meeting rose at 12.35 p.m.