



REPORT OF THE TRUSTEESHIP COUNCIL TO THE SECURITY COUNCIL
ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS
(1 July 1967 – 19 June 1968)

SECURITY COUNCIL OFFICIAL RECORDS

TWENTY-THIRD YEAR

SPECIAL SUPPLEMENT No. 1

UNITED NATIONS

New York, 1968

NOTE

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CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
INTRODUCTION	1	2
PART I. ACTIVITIES OF THE TRUSTEESHIP COUNCIL WITH RESPECT TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS . .	2 - 18	2
A. Examination of the annual report	2 - 9	2
B. Examination of petitions	10 - 18	4
PART II. CONDITIONS IN THE TRUST TERRITORY OF THE PACIFIC ISLANDS	19 - 315	7
A. General	19 - 44	7
B. Political advancement	45 - 135	13
C. Economic advancement	136 - 205	33
D. Social advancement	206 - 250	49
E. Educational advancement	251 - 291	58
F. Establishment of intermediate target dates and final time-table for the attainment of self-determination or independence	292 - 315	66

INTRODUCTION

1. In accordance with Article 83 of the United Nations 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

A. 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 ended 30 June 1967 ^{1/} was transmitted to the members of the Trusteeship Council on 17 May 1968 by a note of the Secretary-General (T/1680 and Corr.1) and placed on the agenda of the Council at its thirty-fifth session.

3. The examination of the annual report was begun at the 1325th meeting, held on 27 May 1968, with an opening statement by the Special Representative of the Administering Authority, Mr. William R. Norwood, High Commissioner of the Trust Territory. Mr. Isaac Lanwi and Mr. Jacob Sawaichi, members of the Congress of Micronesia, who served as advisers to the United States delegation, also made statements on the over-all development of the Trust Territory.

4. At the 1326th to 1328th meetings, questions were put to the Special Representative and to Mr. Lanwi and Mr. Sawaichi by members of the Council. At its 1329th meeting, the Council began a general discussion of conditions in the Trust Territory, which was continued at the 1330th meeting and concluded at the 1332nd meeting. At the 1333rd meeting, the Council appointed a drafting Committee composed of the representatives of France and the United Kingdom of Great Britain and Northern Ireland to draft that part of its report to the Security Council dealing with conditions in the Trust Territory of the Pacific Islands.

^{1/} United States of America, 20th Annual Report to the United Nations on the Administration of the Trust Territory of the Pacific Islands, July 1, 1966 to June 30, 1967, Department of State Publication 8379 (Washington, United States Government Printing Office, 1966).

5. At the 1340th meeting, held on 18 June 1968, the Council considered the report of the Drafting Committee 2/ and amendments were proposed orally by the representatives of Liberia, the Union of Soviet Socialist Republics and the United States of America. The conclusions and recommendations as amended, contained in the report of the Drafting Committee, were adopted by the Council at the same meeting.
6. The representative of the United States of America stated that while it was the practice of his delegation not to participate in the voting on the recommendations and conclusions concerning the Trust Territory, his country paid great attention to the views of the Council and would give the closest consideration to the conclusions and recommendations just adopted.
7. The representative of Liberia considered that it was essential for the Administering Authority to vote on a resolution or report of the Trusteeship Council, for to do so would clearly indicate that it was determined to implement the provisions and recommendations contained therein.
8. At the 1341st meeting, the representative of the Union of Soviet Socialist Republics said that his delegation wished to restate its fundamental dissent from the conclusions and recommendations contained in the report.
9. At the 1340th meeting, the Council decided, without objection, to incorporate in the working paper on conditions in the Trust Territory of the Pacific Islands (T/L.1136 and Add.1 and Add.1/Corr.2) the additions circulated to members of the Council (T/L.1136/Add.2). The report on conditions in the Territory, as finally adopted at the 1340th meeting, forms part II below.

2/ Official Records of the Trusteeship Council, Thirty-fifth Session, Annexes, agenda item 4, document T/L.1138.

B. EXAMINATION OF PETITIONS

10. Four communications were circulated under rule 24 of the Council's rules of procedure:

(a) A communication transmitting Senate resolution No. 26 adopted by the third regular session of the Congress of Micronesia which requested States Members of the United Nations to make available to the Trust Territory such funds and technical assistance as there may be available from each Member State for less developed nations of the world (T/COM.10/L.7);

(b) A communication transmitting resolution No. 23-4-67 adopted on 14 April 1967 by the Palau District Legislature concerning Micronesian war claims (T/COM.10/L.8);

(c) A communication transmitting resolution No. 19-8-67 adopted by the Nineteenth Saipan Legislature which requested the High Commissioner of the Trust Territory to make a trained psychiatrist available for the municipality of Saipan (T/COM.10/L.9);

(d) A communication from Mr. Ibedul Ngoriyakl and nine others concerning ownership of the rock islands within the boundary of the Koror municipality (T/COM.10/L.10).

11. An anonymous petition was circulated under rule 85, paragraph 2, containing a protest against alleged use of Kwajalein as a missile testing ground and dealing with living conditions of the people of Ebeye (T/PET.10/L.12).

12. Five petitions were circulated under rule 85, paragraph 1:

(a) A petition from the people of Ngardmau and Ngaremlengui municipalities, which requested the return to municipal ownership of the bauxite mining sites and all public domain lands within the municipal boundaries (T/PET.10/39); the observations of the Administering Authority regarding this petition were circulated in document T/OBS.10/14;

(b) A petition from Mr. Todd Jenkins concerning the desire of the former people of the Bikini Atoll now living on Kili Island to return to their home atoll (T/PET.10/40); the observations of the Administering Authority regarding this petition were circulated in document T/OBS.10/11;

(c) A petition from Mr. Aloysius Piniy concerning the free entry of Trust Territory citizens into the United States (T/PET.10/41); the observations of the Administering Authority regarding this petition were circulated in document T/OBS.10/12;

(d) A petition from Mr. Alee Jacob Alik referring to conditions of the former residents of Eniwetok Atoll now living in Ujelang Atoll (T/PET.10/42); the observations of the Administering Authority regarding this petition were circulated in document T/OBS.10/13;

(e) A petition from the Palau District Legislature requesting the Trusteeship Council to require the Administering Authority to return government lands to the original owners (T/PET.10/43).

13. At its 1330th and 1331st meetings, on 4 June 1968, the Council considered these communications and petitions. The Council first considered as a group the communications contained in documents T/COM.10/L.8 and T/COM.10/L.10 and two petitions contained in documents T/PET.10/39 and T/PET.10/43. The representative of the Union of Soviet Socialist Republics said that his delegation considered that it was most unfortunate that the questions of claims for war damages and of land disputes had not yet been settled, for they posed serious problems which were hampering the Territory's economic development. The Council should request the Administering Authority to take the necessary steps without delay to return the disputed lands to their rightful owners and to pay compensation for war damages and for damages suffered after the war.

14. The Council decided, without objection, to take note of these communications and petitions and of the observations of the Administering Authority (T/OBS.10/14) and to draw the attention of the petitioners to the Council's deliberations and decisions.

15. The Council next considered two petitions contained in documents T/PET.10/40 and T/PET.10/42. The representative of the Union of Soviet Socialist Republics, recalling that he had presented in his statement in the general debate his delegation's position on the matter dealt with in the two petitions, said that in his observations the representative of the Administering Authority had in substance acknowledged the hardships imposed on the people of Marshall Islands District. He hoped that the Administering Authority would take all the necessary steps to remedy the situation described in the two petitions.

16. The Council decided, without objection, to take note of these petitions and of the observations of the Administering Authority (T/OBS.10/11 and T/OBS.10/13) and to draw the petitioners' attention to the deliberations and decisions of the Council.

17. The Council then considered the remaining communications and petitions, contained in documents T/COM.10/L.7 and T/COM.10/L.9; T/PET.10/L.12; and T/PET.10/41. With reference to the petition contained in document T/PET.10/L.12, the Special Representative acknowledged that development was not up to standard in Ebeye, and that, as stated in the 1967 Visiting Mission's report (T/1668), 3/ considerable efforts still had to be made. However, the Administering Authority had taken steps to promote community development in Ebeye and in the neighbouring island of Carlson, where a number of Ebeyeans had already settled. The Administering Authority hoped that the development of Carlson would proceed in an orderly manner and that it would be possible to develop certain types of farming to supply market demands and the food requirements of Ebeye. The Administering Authority reluctantly had had to adopt measures to stop further emigration to Ebeye, where the population density was so high as to create problems. The

3/ Ibid., Thirty-fourth Session, Supplement No. 2.

representative of the Union of Soviet Socialist Republics recalled that his delegation's position on the question dealt with in document T/PET.10/L.12 was set forth in his statement in the general debate. With reference to the communication contained in T/COM.10/L.7, the Soviet representative said that it showed that the assistance provided by the Administering Authority was inadequate and should be increased. He expressed doubt that it would be desirable to ask other States to assume responsibility for the economic situation in Micronesia when the Pacific Islands were under the trusteeship of the United States. The representative of the Administering Authority said that the amount of financial assistance which his country provided to the Territory was steadily growing.

18. The Trusteeship Council decided, without objection, to take note of these communications and petitions and of the observations of the Administering Authority (T/OBS.10/12) and to draw the attention of the petitioners to the Council's deliberations and decisions.

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

A. GENERAL

Outline of conditions and recommendations adopted by the
Trusteeship Council

Land and people

19. The Trust Territory of the Pacific Islands consists of more than 2,000 islands and atolls which have a combined land area of 700 square miles and are spread over an ocean area of some 3 million square miles in the western Pacific, north of the Equator. These islands and atolls, collectively known as Micronesia, form three major archipelagos - the Marianas, the Carolines and the Marshalls. Guam, the largest island in the Marianas, is not part of the Trust Territory.

20. For administrative purposes the Territory is divided into six districts: Palau, Yap, Truk and Ponape (within the Carolines); the Marshall Islands and the Mariana Islands. Saipan in the Mariana Islands District is the provisional headquarters of the Administration.

21. Nine major languages, with regional dialect variations, are spoken in different parts of the Territory. These languages are all historically related, belonging to the Malayo-Polynesian language family. English is becoming the lingua franca and is the official medium of instruction in schools.

22. The population of the Territory, broadly classed as Micronesian, totalled 91,448 in March 1967, compared with 92,373 in June 1966 and 90,596 in June 1965. The statistical data show that in 1967 some 52,000 persons were under nineteen years of age and approximately 26,000 were in the five to fourteen age group. The distribution of the resident population in the six districts was as follows: Mariana Islands, 10,986; Palau, 11,365; Yap, 6,761; Truk, 25,107; Ponape, 18,304; and Marshall Islands, 18,925.

Population movements

23. In the annual report under review, the Administering Authority stated that resettlement of the Bikini and Eniwetok people who were moved outside the area of the Pacific Proving Ground, had created problems of adjustment to a new environment. Early in 1966, at their request, the people of Ebaddon and Arbwe Islands in the Kwajalein Atoll returned to their homes after having lived on the island of Ebeye for about six months. In April 1966, the people of Lib, some 234 persons who had voluntarily left their island for Ebeye several years previously in connexion with a defence project, also returned to their island where a new village had been built for them.

War damage claims

24. The question of compensation for war damage suffered during the Second World War by the inhabitants of the Trust Territory has been the subject of recommendations by the Trusteeship Council and its visiting missions since it was first raised in 1950 in petitions.

25. In accordance with article 4 (a) of the Peace Treaty with Japan, negotiations between the United States and Japan were resumed in 1966; Micronesian claims against Japan were discussed during those negotiations. Further talks on the claims question between the United States and Japan were held in March 1967.

26. In 1966, a claims team appointed by the Secretary of the Interior conducted an investigation of unpaid post-secure Second World War damage claims against the United States. The team consisted of two representatives of the United States Department of the Interior and the Trust Territory's Attorney General.

27. At most of the meetings which the 1967 Visiting Mission held with the public, the interim committees of the Congress of Micronesia, district administrators and legislatures, municipal councils and with representatives of religious missions and business leaders, the question of war damage claims continued to be one of intense concern, and requests were made to the Mission to assist in seeking an early settlement of these claims.

28. At its thirty-fourth session, the Trusteeship Council took note of the following resolutions adopted by the Congress of Micronesia at its second session:

(a) House joint resolution No. 12 requesting the Government of the United States to take immediate steps for the settlement of war damage claims;

(b) House joint resolution No. 25 requesting the Government of the United States to take steps to settle claims for damage caused during the military occupation by United States forces;

(c) Senate joint resolution No. 21 which set up a special congressional committee to survey and report upon all meritorious war and post-war damage claims.

29. The Council noted also that according to the 1967 Visiting Mission's report (T/1668), the common and urgent desire of Micronesian officials and people was for an early settlement of the long-standing Micronesian claims (referred to in House joint resolution No. 12) against Japan, and that the Mission was concerned over the continued delay in achieving a settlement of those claims which the Administering Authority had recognized to be valid and just. The Council, recalling its repeated recommendations for a prompt settlement of this important question, welcomed the statement of the United States representative that further talks on the claims question between Japan and the United States were held in March 1967, and that prospects for solution of the problem were better than at any previous stage in the negotiations. The Council, reiterating its suggestion to consider employing the good offices of the Secretary-General to seek a prompt settlement of Micronesian claims against Japan for war damage during the Second World War, urged the Administering Authority to continue to make every effort to settle these claims with the least possible delay and again expressed the hope that a definite settlement would be reached by its next session.

30. The Council, noting the Visiting Mission's comments on unpaid claims (referred to in House joint resolution No. 25) against the United States, was glad to be informed by the Special Representative that a team appointed by the United States Secretary of the Interior had travelled throughout the Trust Territory in 1966 to conduct an investigation of unpaid post-secure Second World War damage claims against the United States, and that as a follow-up to the investigation a claims office was being established in the Office of the Attorney General to define and evaluate the existing claims data. The Council expressed the hope that efforts would soon be made to adjudicate or determine the merit of these claims in order to reach an early solution to the problem.

31. At the thirty-fifth session of the Trusteeship Council, the United States representative stated that, despite the continuance of negotiations during the year, the United States was not yet able to report the conclusion of negotiations with Japan regarding Micronesian claims. Progress had, however, been made. The United States had made concrete proposals to the Government of Japan, envisaging a joint disposition of the claims question. Both Governments intended to continue to pursue vigorously the solution of the question, and the United States would keep the Council informed. With regard to unpaid post-secure Second World War damage claims against the United States, the Special Representative stated that claims offices had been opened, the work of examining and tabulating claims was proceeding, and a cut-off date for the receipt of claims had been established.

32. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council, recalling its previous recommendations on the important question of the settlement of Micronesian claims against Japan for compensation for war damage during the Second World War, takes note of the statement of the United States representative that concrete proposals have been made by his Government to the Government of Japan envisaging a joint disposition of the claims and that both Governments intend to pursue vigorously a solution of this question. The Council, reiterating its suggestion to consider employing the good offices of the Secretary-General to seek a prompt settlement of these claims, strongly urges the Administering Authority to continue to make every effort to settle them with the least possible delay and again expresses the hope that a definite settlement will be reached by its next session.

The Council once more notes that no settlement of the claims against the United States has yet been made but that the claims offices established in the office of the Attorney General are evaluating existing claims and that the date of 15 September 1968 has been fixed as a dead-line for claims to be received. The Council again urges the Administering Authority to seek an early solution to the problem and expresses the hope that a definite solution will be reached by its next session.

Land questions

33. At its thirty-fourth session, the Trusteeship Council, noting that many land boundaries had not been surveyed and that land disputes were occupying a major part of the time of the courts, welcomed the enactment by the Congress of Micronesia

of Public Law No. 2-1 making provisions for the establishment of land commissions to survey boundaries and determine titles and for dealing with disputed claims. The Council further welcomed the establishment of the new Office of Land Management and trusted that every effort would be made by the Administering Authority and the Congress of Micronesia to give suitable attention and priority to the matter of land tenure, use and title. The Council also trusted that claims by Micronesians against the Administering Authority in respect of land would be ascertained and adjudicated as quickly as possible.

34. In the annual report under review, the Administering Authority stated that immediately after the Second World War steps had been taken to determine ownership of the land that United States military forces had occupied. On Saipan, where military forces had occupied almost the entire island after the invasion in 1944, certain land had been established as Military Retention Areas. Determination had been made as to the private lands in the Military Retention Areas and the owners had been given public land in exchange. Land that the military forces had damaged to the extent that pre-war owners did not want it returned had been exchanged for public land. In Saipan and other parts of the Territory some persons felt they had legitimate claims against the United States for use and occupancy of their private lands. In 1966 a claims team had made a fact-finding tour of the Trust Territory and had collected 835 claims against the United States and the Trust Territory Government. For the most part, these claims were for use and occupancy of real estate and for damage to property after war operations had ceased. Some of the claims were believed to represent legitimate and uncompensated post-war claims. Steps were being taken to investigate and settle such claims in the near future.

35. The position of Land and Claims Administrator in the Office of the Attorney General had been established in 1963. This had greatly expedited settlement of many long-standing land problems. In 1963, land disputes involving the entire islands of Angaur and Arakabesan, Palau District, had been settled. In 1964, claims had been settled for the use and occupancy of certain land on Kwajalein, Ebeye, and other islands in the Kwajalein and Majuro Atolls, Marshall Islands. In 1965, pursuant to the Homestead Agreement of 1957, the island of Imiej, Jaluit Atoll, had been returned to the Imiej people.

36. In 1966, the functions of land management had been transferred to the Land Management Division under the Assistant Commissioner for Resources and Development. Land claims, however, remained a function of the Attorney General's office. The Division of Land Management was responsible for the administration of approximately 236,000 acres of public lands scattered over hundreds of islands and atolls which constitute the residue of the public domain. Complex land administration and land tenure problems, typical of most developing areas of the Pacific, combined with an increasing need for land areas for expanding capital improvement programmes, required the participation of professional planning and technical staff. According to the report, marked emphasis had been placed on the development of training programmes and opportunities for technicians and technical aides in the fields of land surveying, cartographic and survey mapping and land administration in co-operation with the University of Hawaii, the Government of Guam and private professional surveyors.

37. The Trusteeship Council at its thirty-fifth session was informed by the Special Representative that an act had been passed by the Congress of Micronesia at its third regular session providing for the establishment of a Board of Land

Surveying Examiners and setting professional standards for surveyors in Micronesia. Nine Micronesians had been registered as surveyors under provisions of this legislative measure, which was designed to make it possible to deal more effectively with problems arising from disputed ownership and long pending land claims. The Special Representative also stated that land commissions were being set up in each district, and that land surveys were being developed and land ownership records updated.

38. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council notes with satisfaction that the Congress of Micronesia has passed an act setting up a Board of Land Surveying Examiners and that nine qualified Micronesians have been registered as surveyors under the provisions of the act. The Council urges the Administering Authority to continue its efforts to establish land commissions in each district and expresses the hope that these new measures will accelerate the settlement of land claims between Micronesians and of similar claims by Micronesians against the Administering Authority.

Observations of members of the Trusteeship Council representing
their individual opinions only

Land and people

39. The representative of Australia pointed out that in the Trust Territory of the Pacific Islands, there was a population of about 98,000 people, living in something like 100 inhabited islands which were scattered over a total area that was close to that of the continental United States. Over the centuries the inhabitants of those islands had evolved forms of economic, social and political life eminently suited to their island environment. The pattern and rhythm of life in the islands had been disrupted by the imposition of colonial rule from Europe and Asia. Between the two World Wars the islands had passed through a period of enforced isolation from all but the then colonial Power, and then had suffered appalling devastation during the Second World War. From this period of violence the islands had emerged as a Trust Territory and the Administering Authority had had in many ways to start from scratch.

War damage claims

40. The representative of France noted the assurances given by the Administering Authority that progress had been made in the negotiations with the Japanese Government. He hoped that the negotiations would be successful and that the Administering Authority would do everything it could to settle in one way or another a question whose solution had been too long delayed.

41. The representative of Liberia said that the explanation of the representative of the Administering Authority indicating that some measure of agreement had been reached on the method of payment of war claims could be appreciated. However, it was the view of her delegation that the matter had been too long drawn out, that both the United States and Japanese Governments needed to exercise more concern

about the situation and compensate the victims who, through no fault of their own, had been made to suffer loss of lives and property. Her delegation believed that the Administering Authority was in a better position to grapple with this problem, and should redouble its efforts to bring a solution to this vexing problem before the people of Micronesia achieved self-determination. The Council should recommend prompt settlement of the war damage claims, in any case before 20 December 1969, calling upon the Secretary-General to use his good offices for a speedy settlement of such claims.

42. The representative of the Union of Soviet Socialist Republics said that the Administering Authority was not taking the necessary steps to compensate for damage caused in the period of the plunder of the natural resources of the islands by Japanese monopolies before and during the Second World War. The vast and very complex material claims arising as a result of the war had already been settled, but the population of the Pacific Islands had so far been unable to get just compensation for the losses they suffered. They could not get compensation for the alienation from them by the Administering Authority of their best agricultural land, which was being used for naval, air and missile bases.

43. The representative of the United States noted that the United States had made concrete proposals to the Government of Japan, envisaging a joint disposition of the claims question. Both Governments intended to continue to pursue vigorously the solution of the question, and the United States would keep the Council informed.

Land questions

44. The representative of Liberia recalled that the 1967 Visiting Mission took the view that there was need for some more positive plan for the use and development of many areas of public land now held in the title of the Trust Territory and that most land boundaries were undefined and unsurveyed, and said that in her opinion a stimulus to agricultural development in the Territory and other investments would be the right of ownership of property, either in fee simple or by long-range mortgages for the indigenous population. She approved of the emphasis being placed on the development of training programmes and opportunities for technicians and technical aides in the fields of land surveying and land administration and believed that, during the interim period, the Administration should undertake to employ a team of experts to carry out the needed surveys for homesteading and agricultural ventures, replacing the experts as trainees completed their courses.

B. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

45. Executive and administrative authority of the Government of the Territory and the responsibility for carrying out the international obligations undertaken by the United States with respect to the Territory are vested in a High Commissioner, formerly appointed by the United States Secretary of the Interior. With the signing of Public Law No. 90-16 of 10 May 1967, future High Commissioners will be appointed by the President of the United States by and with the advice and consent of the United States Senate.

46. Legislative authority resides in the Congress of Micronesia specified in the Secretary of the Interior's Order No. 2882, as amended. The Congress consists of two houses elected on the basis of universal adult suffrage.

47. The judicial authority is independent of the executive and legislative powers. The High Court is the supreme judicial authority in the Territory. It has Appellate and Trial Divisions. The Chief Justice and the Associate Justices of the High Court are appointed by the Secretary of the Interior. There are also district courts and community courts in the Territory.

48. At its thirty-fourth session, the Trusteeship Council was gratified to note that on the basis of universal adult suffrage the second general election to the Congress of Micronesia was successfully conducted on 8 November 1966 and that the second session of the Congress had maintained a high legislative output and had continued to demonstrate the will of the Micronesian people to govern themselves. The Council was convinced that the Congress of Micronesia would continue to play an increasingly important role in the future progress of Micronesia towards self-government or independence, as well as in the unification of its people. The Council was confirmed in this conviction by observing the request by the Congress to change the designation of the Government of the Trust Territory of the Pacific Islands to the Government of Micronesia and by its petition to the President of the United States to establish a commission to consult the Micronesian people on the question of the future of the Territory. The Council believed that this progress should be balanced by parallel advance for Micronesians in the executive arm of government.

49. In the annual report under review the Administering Authority stated that with the establishment of a legislative body at the territorial level, the Administration was continuing to encourage and promote progressively higher levels of political competence, as well as the understanding and acceptance of democratic processes of government and the concept of a unified Micronesia. The Government was simultaneously seeking to establish effective legislative, executive, and judicial institutions at the territorial and local government levels, to develop Micronesian participation in government policy-making and planning processes, and to broaden information and political education programmes.

50. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council is gratified to note the important role being played by the Congress of Micronesia as exemplified by the increased legislative output at its third session when, out of 160 bills introduced, forty-one were adopted by the Congress, thirty-four of which were signed into law. The Council is pleased that the Congress has maintained its interest in the political progress of the Territory and has continued to play an active role in that field as evidenced by the establishment of the Status Commission of the Congress of Micronesia. The Council is also pleased to note that, following the petition made last year by the Congress of Micronesia, the President of the United States has proposed to the United States Congress the establishment of a United States status commission for the Trust Territory of the Pacific Islands. While welcoming the above progress, the Council reiterates its belief that there should be parallel advances for Micronesians in the executive arm of government.

Development of representative, executive and legislative organs and extension of their powers

(a) Territorial Government

51. Under Public Law No. 1-6, the Territorial Government has primary responsibility for problems of a Territory-wide nature:

(a) Construction and maintenance of primary roads and harbour facilities;

(b) Control of banking, organization of business corporations, business associations, credit unions and co-operatives, insurance, sale of securities, and public utilities;

(c) Control of the establishment of, operation of and investment in business and corporations by non-citizens;

(d) Establishment and control of the terms and conditions under which importing and exporting licences shall be issued;

(e) Making of grants to districts and municipalities;

(f) Exclusive control of import, export, and income taxes;

(g) Support of all judicial activities except for assistance from municipalities;

(h) Support of public education and public health;

(i) Law enforcement.

(b) Congress of Micronesia

52. The Congress of Micronesia is a bicameral legislature consisting of the Senate and the House of Representatives. The Senate consists of twelve members, two elected at large from each of the six districts for a four-year term (at the

first general election, one from each district was elected for two years only). The House of Representatives consists of twenty-one representatives who are elected for two-year terms from single-member election districts of approximately equal population. The present apportionment of representatives is as follows: 2 from Yap, 3 from Palau, 3 from the Mariana Islands, 4 from Ponape, 4 from the Marshall Islands and 5 from Truk. Members of the Congress are chosen in biennial elections by secret ballot of residents of the Territory who are citizens of the Trust Territory and eighteen year of age or over.

53. Following the first general election in January 1965, general elections to the Congress of Micronesia have been held biennially in each even-numbered year on the first Tuesday following the first Monday in November. On 8 November 1966, the second general election was held to choose all twenty-one members of the House of Representatives and one half (six) of the membership of the Senate.

54. In the annual report under review, the Administering Authority stated that political campaigning, in the commonly understood sense, began about seven years ago, and its intensity varied from extremely lively campaigns in the Mariana Islands and Palau to more sedate campaigns in the other districts. Candidates were given radio broadcast time to describe their programmes. Public meetings were held, and in some areas, candidates also were beginning to visit constituents in their homes. Political parties were found only in the Mariana Islands and Palau Districts. The Mariana Islands District had two parties; the Popular Party and the Territorial Party. In Palau, two parties, Liberal and Progressive, had been active since 1963. During the second general election to the Congress of Micronesia, the parties of both districts adopted platforms, nominated slates of candidates in conventions, and conducted vigorous pre-election campaigns. In other districts, young men's and women's groups and other groups encouraged the nomination of and solicited support for the candidates of their choice.

55. At the 1965 general election, the total number of eligible voters was estimated at 41,473 of which 35,506 were registered, and 25,079 (60 per cent of the eligible voters and 71 per cent of the registered voters) cast their vote. At the 1966 general election, the total number of eligible voters was estimated at 44,622 of which 33,450 were registered, and 26,375 (59 per cent of the eligible voters and 78 per cent of the registered voters) cast their vote.

56. A regular session of the Congress, not exceeding thirty days, is held each year beginning on the second Monday of July. The High Commissioner may call a special session whenever he deems it necessary. The first regular session was held from 12 July to 11 August 1965. The Congress passed fifteen bills and thirteen were signed into law. The second regular session was held from 11 July to 9 August 1966. Immediately thereafter a short special session of the Congress was called to reconsider certain appropriation bills and a proposed election law and to review the Territory's budget before its submission to Washington. The Congress passed twenty-nine bills and twenty-seven were signed into law. The third regular session was held from 10 July to 8 August 1967. The Congress passed forty-one bills and thirty-four were signed into law.

57. After the 1966 general election, the Congress of Micronesia established interim committees of each House in order to ensure the continuity of its work. Early in 1967 these committees travelled throughout the Territory gathering opinions from the Micronesian people in regard to needs and problems which legislation could remedy.

58. At the thirty-fifth session of the Trusteeship Council, the Special Representative stated that the third regular session of the Congress of Micronesia had established a status commission to consider various questions in connexion with Micronesia's political status. He also reported on steps taken by the United States Government towards establishing a United States status commission, in response to a petition from the Congress of Micronesia.

59. In the annual report under review, the Administering Authority stated that sixteen members of the Congress of Micronesia had observed the 1967 general session of the Hawaii State Legislature. This opportunity, which was made available through the East-West Center, had provided valuable experience for the congressmen and was expected to enable them to streamline the operations of the third regular session of the Congress of Micronesia.

60. At its thirty-fourth session, the Trusteeship Council, recalling its previous recommendations on the need for longer and/or more frequent sessions of the Congress of Micronesia to meet the problems that faced the Trust Territory at the present stage of its development and consequently to provide justification for full-time payment for the services of the members of the Congress, welcomed the establishment of Senate and House interim committees in December 1966 to function between sessions and the adoption of Senate joint resolution No. 33 by the Congress of Micronesia on 8 August 1966 requesting the Secretary of the Interior to amend Section 19 of Order No. 2882 to provide for the full-time services, and, consequently, payment of members of the Congress of Micronesia. In this connexion, the Council was encouraged to note that in response to its previous recommendations on the subject and to House joint resolution No. 48 of the Congress of Micronesia requesting the High Commissioner to have the operational cost and contingent expenses of the Congress of Micronesia funded from United States grant funds, the Administration was giving consideration to a number of measures, including the following:

(a) Lengthening the thirty-day period of the regular session;

(b) Putting the members of the Congress on a full-time salary basis at some future time;

(c) Providing more financial support for the administrative costs of the Congress so that funds made available to it from revenue may be appropriated by the Congress for programme needs.

61. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council, anxious that the Congress of Micronesia should play an increasing role in the Government of the Territory, recalls its previous recommendations concerning the need for longer and/or more frequent sessions of the Congress. Considering the fact that from the date of the forthcoming elections senior administrative officers will be required to choose between legislative and administrative careers, the Council recalls its recommendations to provide full-time payment for the services of members of the Congress. The Council notes with satisfaction the statement by the Special Representative that the Administration is at present actively considering various possible solutions to these problems.

(c) Franchise and powers of the Congress

62. No territorial statutes controlling suffrage at all levels of government have yet been enacted. In accordance with Interior Order No. 2882 of 28 September 1964, all residents of the Trust Territory who are citizens of the Trust Territory and eighteen years of age or over are eligible to vote in elections of the Congress of Micronesia. The Congress may prescribe additional qualifications, provided that no property, language, or income qualification shall ever be imposed or required of any voter, nor shall any discrimination in qualification be made or based upon literacy, tribal custom, social position, or upon difference in race, colour, ancestry, sex or religious belief. Each of the six administrative districts shall be subdivided initially into single-member election districts of approximately equal population and each such election district shall elect one of the representatives.

63. Under Public Law No. 12-16 passed by the Congress of Micronesia in 1966, in order to qualify for election as a member of the Congress, a person must:

(a) Have been a citizen of the Territory for at least five years;

(b) Have attained the age of twenty-five at the time of his election;

(c) Have been a bona fide resident of the district from which he is elected for at least one year immediately preceding election day;

(d) Never have been convicted without pardon of a felony by any court of the Trust Territory or any court within the jurisdiction of a court of the United States.

64. After the third general election in 1968, no person may serve in the Congress if he holds a position as a department head or assistant department head in the Headquarters or in a district administration, or as a district administrator, assistant district administrator, judge or member of a district legislature.

65. The legislative power of the Congress of Micronesia extends to all appropriate subjects of legislation, except that no legislation may be inconsistent with treaties or international agreements of the United States; laws of the United States applicable to the Territory; Executive Orders of the President of the United States and orders of the Secretary of the Interior; or Sections 1 to 12 (Bill of Rights) of the Trust Territory Code. Furthermore, the Congress may not impose any tax upon property of the United States or of the Territory, nor may it tax the property of non-residents at a higher rate than the property of residents. The Congress also has power to appropriate funds available from revenues raised pursuant to the territorial tax and revenue law and to review and make recommendations on the High Commissioner's proposed requests for funds to be appropriated by the United States Congress. The High Commissioner is required to transmit to the Secretary of the Interior all recommendations he does not adopt.

66. At its thirty-fourth session, the Trusteeship Council, mindful of its previous conclusions that, as the effective voice and instrument of Micronesian wishes, the Congress must have definitive powers, particularly over finance, and the organization and means to exercise powers, took note of the remarks on budgetary matters made by the 1967 Visiting Mission in its report (T/1668). The Council

endorsed the view of the Visiting Mission that in order to associate itself effectively with the process of budget control and appropriations the Congress of Micronesia would need to exercise in greater depth its authority to review the preliminary budget and to make recommendations thereon. It was encouraged to hear the High Commissioner's suggestion that as a transitional measure one or two representatives of the Congress of Micronesia would be asked to participate in budget presentations to the United States Congress. Nevertheless, over 95 per cent of the Trust Territory's central budget was provided by grants appropriated by the Congress of the United States and the Congress of Micronesia could not exercise effective control over the larger part of government activities: this had created a certain feeling of frustration among Micronesian political leaders and legislators. The Council reiterated its expression of hope that steps would soon be taken to enlarge the financial responsibility of the Congress by progressively extending its powers to include appropriation of United States subsidies.

67. At the thirty-fifth session of the Trusteeship Council, the Special Representative stated that, in an effort to facilitate more meaningful participation by the Congress of Micronesia in the allocation of funds, it had been decided to have the preliminary budget plan available on the first day of the Congress, or earlier, if possible. Furthermore, he said, during the past year two representatives designated by the Congress of Micronesia had attended appropriations hearings before the United States Congress.

68. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council reaffirms its previous conclusions that as the effective voice and instrument of Micronesian wishes, the Congress must have full and clearly defined legislative powers and the means to exercise these powers. With regard to finance, the Council takes note of the following developments:

(a) The participation of two representatives selected by the Congress of Micronesia in budget presentations to the United States Congress;

(b) The undertaking by the Administration, in preparation for and anticipation of the fourth session of the Congress of Micronesia, to have a preliminary budget plan ready for submission on the opening day of the Congress, or possibly at an earlier date, thus enabling the Congress' committees to give the budget early consideration.

Nevertheless, over 95 per cent of the Trust Territory's central budget is provided by grants appropriated by the Congress of the United States, over which the Congress of Micronesia has no power of appropriation, so that it exercises no effective financial control over the larger part of government activities. The Council therefore reaffirms its hope that steps will soon be taken to enlarge the financial responsibility of the Congress by progressively extending its powers to include appropriation of United States subsidies.

(d) The executive

69. The Office of the High Commissioner consists of the Deputy High Commissioner, the Attorney General, the Public Defender, the Special Assistant, the Internal Auditor, and the Assistant Commissioners for Administration, Community Services, Public Affairs, and Resources and Development. The four Assistant Commissioners and the Attorney General perform both line and staff functions in assisting the High Commissioner's over-all direction of the executive branch. With the Deputy High Commissioner, they also serve collectively to advise the High Commissioner on matters of policy and programme functioning as a de facto cabinet.

70. Under the various Assistant Commissioners are heads of departments and specialists who are responsible for the technical direction of their programme operations throughout the Territory.

71. District administrators serve as direct representatives of the High Commissioner in each of the administrative units, and exercise general supervision over all operations, programmes and functions of the Trust Territory within the districts.

72. According to the Administering Authority's current report, the Annual District Administrators' Conference met in December 1966 to discuss the organizational structure and pattern of the Trust Territory Government and to clarify the authority and responsibility of the district administrators and the High Commissioner's staff at headquarters.

73. At its thirty-fourth session, the Trusteeship Council was concerned that there were still no Micronesians in the highest echelons of the executive, and that progress in this respect had not matched progress in the legislative field. The Council was also concerned with the need for Micronesians to gain early experience in the framing of policy and the exercise of political responsibility at cabinet level. The Council noted with satisfaction that some Micronesians were capable of assuming cabinet-level responsibilities, and endorsed the Mission's statement that it was important that the avenue for political advancement to the highest reaches of the executive should be open to those who showed that they merited it. The Council acknowledged and approved the steps taken by the Administration in bringing Micronesian civil servants into cabinet discussions but believed that further steps were needed in the direction of a formal executive council or cabinet. The Council expressed its interest in the suggestion put forward by the Visiting Mission for political appointments to the cabinet of Micronesia, and commended it to the Administering Authority as a useful proposal and a suitable method of moving through the transitional stages towards self-government or independence. The Council regarded this matter as being one of importance and urgency.

74. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council is concerned that there are still no Micronesians in the highest echelons of the central executive, and reiterates its belief that Micronesians should gain early experience in the framing of policy and the exercise of political responsibility at cabinet level. The Council welcomes the appointment by the High Commissioner of a Micronesian official as Special Assistant and Cabinet Co-ordinator. The Council notes the continuation of the Administering Authority's

policy of inviting senior Micronesian officials to participate in cabinet discussions but reaffirms that further measures are urgently required to establish fuller Micronesian participation in cabinet decisions. The Council again commends to the Administering Authority the recommendations of the 1967 Visiting Mission for the "Micronization" of the Cabinet by the appointment of members of Congress or of the civil service.

(e) Local government

75. Subject to all Territory-wide laws and in accordance with Public Law No. 1-6, the District Governments are primarily responsible for:

- (a) Liquor control;
- (b) Land law;
- (c) Inheritance law;
- (d) Domestic relations;
- (e) Construction and maintenance of docks and secondary roads;
- (f) Licensing of wholesale businesses;
- (g) Collections of specified taxes and authorization of other municipal taxes;
- (h) Support of public education and public health as may be required by law.

76. The six district legislative bodies (Mariana Islands, Marshall Islands, Palau, Ponape, Truk and Yap) act under charters granted by the High Commissioner. With the exception of the Iroi members of the Marshall Islands District Congress and the paramount chief members of the Palau Legislature who acquire membership by virtue of hereditary status, all members of district legislative bodies are elected by popular vote and according to the provisions of their charters. The hereditary chiefs of Palau who are members of the legislature do not have the privilege of voting in the legislature. There is no uniform plan for representation in the district legislative bodies and terms of office also vary from district to district. Except for the Yap Islands Legislature, all the other five districts have legislatures exercising jurisdiction over the entire district. During the year under review proposals to transform the Yap Islands Legislature into a district-wide legislative body were given further study.

77. General executive responsibility in each of the districts resides in the district administration headed by a district administrator. During the year under review, a bill was signed into law, giving the district administrators the authority and power to approve or disapprove acts and resolutions passed by the district legislatures and intended to have the effect of law.

78. The municipality is the basic unit of local government in the Territory. Municipal boundaries to a large degree represent customary geographic-political divisions or entities which may comprise an island group of islands or atolls, or a locally recognized area or division of a larger island. The Marshall Islands, however, are grouped into municipalities by islands and atolls, irrespective of the overlapping jurisdiction of the hereditary chieftains. Municipalities are primarily responsible for:

- (a) Legislation affecting peace, safety, and public welfare;
- (b) Licensing of retail business;
- (c) Collection of specific taxes and licence fees;
- (d) Construction and maintenance of local roads and docks not the responsibility of other levels of government;
- (e) All necessary law enforcement;
- (f) Providing services and facilities for the courts;
- (g) Undefined support of public education and public health.

79. The municipalities may be divided into those which function under a charter and those which are unchartered. Some of the latter elect only an executive officer while others remain under a traditional form of government. There are forty-five chartered municipalities. In general, the charter provides for a municipal council, a chief executive and other officials; election procedures; terms of office and duties and responsibilities of officials. Ordinances passed by the chartered municipal council and approved by the district administrator have the force and effect of law within that municipality.

80. The chief executive of a municipality is known as the magistrate, except in Tinian, Saipan, Moen, and Kolonia Town in Ponape where the term mayor is used. Members of the municipal councils and the chief executive officer of some of the local municipal governments are elected by popular vote. In several municipalities other officers are also elected; but many municipal charters provide for appointment of such officers as treasurers and secretaries.

81. At its thirty-fourth session, the Trusteeship Council noted that the programme of chartering district legislatures and municipal governments had continued to progress; that with the exception of the Yap Islands Congress all the other five districts had legislatures exercising jurisdiction over the entire district; and that although there was no uniform plan for electoral representation and terms of office, all members of district legislative bodies were elected by popular vote and according to the provisions of their charters. With the enactment by the Congress of Micronesia of Public Law No. 1-6 delineating primary powers and responsibilities of the territorial, district, and municipal and local governments, it was the hope and intention that the national and local legislatures would move ahead with expanded and effective activities for the accelerated development of Micronesia. Nevertheless, the Council was disappointed to learn from the report of the 1967 Visiting Mission that among Micronesians and even some legislators there was a lack of understanding of the operations of the central and local legislatures. Owing to the lack of local revenue, most municipalities had to depend on Trust Territory funds or grants-in-aid from district legislatures to provide public services. At the same time it seemed somewhat anomalous to have 1,000 municipal councillors and 200 district legislators serving 97,000 people, and, although they doubtless fulfilled a useful local purpose, the Council felt that there might well be room for simplification of the political structure of local government.

Public service: training and appointment of indigenous persons for positions of responsibility

82. The stated policy of the Administering Authority is that Micronesians who can qualify are offered first opportunity for government positions. When no qualified Micronesian personnel are available, selections are made through the United States Federal Civil Service Registers in order of preference, respectively, at Guam, Honolulu, and San Francisco.

83. United States citizens are employed under and subject to United States civil service regulations and procedures. However, since 1965, teachers have been employed on a non-civil service contract basis for a period of two years. During the year under review, non-civil service contracts were introduced for the employment of medical personnel, engineers, and technicians in public works.

84. Micronesians are employed in accordance with policy and procedures established by the High Commissioner. Qualification standards for Micronesian employees, specifications of approved positions, and standardized rates of pay are described in the Micronesian Title and Pay Plan. This pay plan provides three distinct pay schedules: one for manual occupations and skilled crafts; one for clerical, administrative and protective positions; and one for professional and managerial positions.

85. As of 30 June 1967, the number of non-indigenous persons employed by the executive branch of the Trust Territory Government was 459, of whom 183 were employed at headquarters and 276 in the districts. The corresponding figures for the previous year were 169 at headquarters and 327 in the districts.

86. As of 30 June 1967, the total number of Micronesians employed in the executive branch of the Government was 3,908. Of them, 177 occupied senior, professional and executive positions, 2,450 occupied professional, administrative and protective positions, and 1,281 were in manual occupations and skilled crafts. The corresponding figures for the previous year were 151 and 2,191 and 1,191 respectively.

87. In the annual report under review, the Administering Authority stated that a revision of the Micronesian Title and Pay Plan, which became effective in July 1967, provided wage increases for skilled craftsmen, craft supervisors, clerical and administrative personnel.

88. In 1967, a group life insurance contract was negotiated covering all Micronesian employees. Over 90 per cent of the Micronesian government employees now had group life and accident insurance coverage.

89. Social security benefits for wage earners in public and private employment were incorporated into proposed legislation to be submitted to the third session of Congress.

90. The Special Representative informed the Trusteeship Council at its thirty-fifth session that a Social Security Act for Micronesians had been passed by the Congress of Micronesia at its third regular session. It would come into force on 1 July 1968. The Act was based on a study and proposal made by the chief actuary of the United States Social Security Administration. It covered

persons in public and private employment. At the outset, one per cent of salaries would be deducted to be matched by an equal amount by employers. Over a fifteen-year period the amount of deduction provided by the employee would increase to 4 per cent and an equal amount would be contributed by employers.

91. At its second session, the Congress of Micronesia passed a Merit System Act which established terms and conditions and benefits of employment within the executive branch and gave the rights of employees a legal basis.

92. In all districts, Micronesians are in administrative and professional jobs and are increasing their knowledge and experience in their respective fields. Micronesians who assume high level administrative and professional duties are covered under the higher salary schedule established for professional and managerial employees. The first appointment of a Micronesian as a district administrator came in October 1965 with the selection of a Marshallese as chief executive of his district. Other high level posts filled by Micronesians have been that of Deputy Assistant Commissioner for Resources and Development and the posts of seven assistant district administrators.

93. At its thirty-four session, the Trusteeship Council noted that it was the declared objective of the Administration to provide adequate opportunity to all Micronesians to secure the necessary training and to qualify as rapidly as possible to replace non-Micronesian employees, and welcomed the plans for the rotation of Micronesian assistant district administrators with a view to broadening their experience, and for assigning one Micronesian assistant administrator as administrative assistant to the High Commissioner. The Council, however, wished to observe that although the number of Micronesians appointed to senior positions formerly held by Americans had continued to increase since the Trust Territory's headquarters was moved to Saipan in 1962, there were still no Micronesians in the public service who had reached the level of Assistant High Commissioner or head of department at headquarters.

94. Recalling its previous suggestion that as a method of giving the necessary impetus to the "Micronization" of the public service a unified civil service be created and a civil service commission established, the Council noted with satisfaction that, following the action taken by the Administration to develop proposals for a Micronesian service, the second session of the Congress of Micronesia enacted Public Law No. 2-2 to establish a single personnel system known as the Trust Territory Merit System and to establish a personnel board to administer the merit system, and that it was the considered opinion of the Personnel Department that a single wage system could be established within five years.

95. In the Administering Authority's current report, it was stated that the Trust Territory Merit System Act explained the terms and conditions and benefits of employment within the Trust Territory Executive Branch and gave legal force to the rights of employees. The following were among features incorporated into the Merit System Law:

(a) The appointment of a territorial personnel board;

(b) Protection against arbitrary and discriminatory punishment of employees through procedural guarantees of due process and a system of appeals;

(c) A provision for competitive appointments through examinations;

(d) An employee council to act as official spokesman for employees on matters affecting their pay, status and working conditions;

(e) Authorization for a retirement system, group life insurance, annual and sick leave and other benefits.

All of the above features had been implemented except the appointment of a personnel board and the enactment of a retirement system.

96. In the annual report under review, it was also stated that in addition to developing capabilities in the legislative process, the Administration was encouraging development of administrative and executive capabilities. The first year of the management interne programme had been devoted to planned, systematic training in fundamentals of the interne's field of specialization.

97. The interne programme was initiated in 1966 to select and systematically train the young Micronesians who had the highest potential for administrative posts. After completion of the initial training, they would work in given junior management positions under close supervision and instruction until they had developed full competence. Afterwards, selected rotational assignments would offer opportunities to broaden qualifications. Candidates for this programme were carefully screened through written competitive examinations, careful and intensive reference checks, and close reviews of employment history and transcripts of grades.

98. At the thirty-fifth session of the Trusteeship Council, the Special Representative stated that greater effort must be made to train, qualify and assign Micronesians to senior administrative positions. Some progress had been made in this area. A programme of management training and an internship programme had been launched, and a Micronesian had recently been appointed as Special Assistant to the High Commissioner. Micronesians in positions of importance and responsibility were being invited to attend Cabinet meetings. However, the training of Micronesians for administrative responsibility had not received the attention and emphasis which it should have received by this point in time. The Government intended to correct this deficiency.

99. At the thirty-fifth session of the Trusteeship Council, Mr. Isaac Lanwi, member of the Congress of Micronesia and adviser to the Special Representative of the Administering Authority, stated that one of the problems which the Government in the Trust Territory should seek to solve with a certain degree of immediacy was its inability to recruit, employ and keep qualified administrative, professional, technical and managerial personnel. The Administering Authority had been doing a fine job of developing the area of Micronesia, but had been having bad luck in recruiting the right personnel to fill the positions. Too often worthy and well-conceived programmes in the Trust Territory stagnated, due primarily to inadequate staff and the lack of the necessary support for the programmes. Major economic endeavours invariably floundered at some stage or another because few persons could be found available to carry out the programmes. It was disturbing, for example, that as recently as March 1968 the Administration had 129 vacancies out of a total of 513 positions required to administer programmes in Micronesia. The positions that were vacant

constituted roughly 26 per cent of the total number of posts sorely needed to ensure the success of a balanced development in the Trust Territory.

100. At the thirty-fifth session of the Trusteeship Council, the Special Representative stated that in order to put the question of vacancies in perspective he should point out that some administrative posts had deliberately been kept vacant in so far as appointments from the regular budget were concerned. To achieve maximum possible utilization of the existing budget, many of the positions were actually filled by Peace Corps volunteers, who did not appear on the employment records as regular American employees of the Administration.

101. Mr. Isaac Lanwi informed the Trusteeship Council at its thirty-fifth session that another area of concern was the matter of bringing Micronesians to share and participate in decision-making with respect to programme initiation and implementation. He concurred with the recommendation of the 1967 Visiting Mission to Micronesia that economic development plans must be discussed with and agreed to by the Micronesian people if they were to be understood and supported by the people of the Territory. Micronesians never would be able to exercise self-determination or self-government if they were not allowed now to participate in programme planning and execution. In view of the rising level of financial and manpower assistance provided by the United States, the Micronesian participation in the decision-making process, as to priorities and distribution of the total revenues and subsidies among the competing fields of development and social services, had gained new perspective and demanded that participation be allowed at the earliest possible time. Instances were not lacking where well-planned and adequately funded programmes had failed or half succeeded only because the Administration did not see fit to consult with the Micronesians. In his opinion, it was not enough to place a few selected Micronesians in executive positions of the Government, and then expect much Micronesian participation to come from these selected few. Participation by Micronesians in policy decisions must and should be a true and active sharing of policy decisions and responsibilities in every aspect of development of the Territory, with as broad a spectrum of Micronesian community as could be practically obtained.

102. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council notes that it is the declared objective of the Administration to train Micronesians to enable them to take over all positions in the public service and welcomes the statement by the Special Representative outlining the priority which is being given to such training. Despite the fact, however, that an increasing number of Micronesians have been appointed to senior positions the Council notes that no Micronesian has yet been appointed to head a department. The Council urges the Administering Authority to continue its educational and training programme for the public service.

The Council also notes that a significant number of posts in the public service are at present vacant and urges the Administering Authority to increase its efforts to fill them with professional public servants, including, to the extent feasible, indigenous personnel.

Peace Corps

103. At its thirty-fourth session, the Trusteeship Council noted the report by the Visiting Mission that the decision of the Administering Authority to send a large number of Peace Corps volunteers to the Trust Territory had been implemented with great energy and its view that this would have a considerable impact on Micronesian life. The Council was glad that Micronesians welcomed Peace Corps volunteers, who were working with dedication in a number of fields for the betterment of Micronesia, and noted with satisfaction that the next group of volunteers, due to start work in the fall of 1967, was expected to include a higher proportion of workers in the economic field. The Council shared the view of the Visiting Mission that it would be helpful if the Peace Corps volunteers in their dealings with Micronesians were able to impart knowledge of the purpose and machinery of the Trust Territory Government as well as the obligations assumed by the Administering Authority under the United Nations Charter and the Trusteeship Agreement.

104. According to the current report of the Administering Authority, the presence of the Peace Corps volunteers in Micronesia had substantially strengthened the ability to extend the reach and effectiveness of existing programmes. The volunteers were strongly service-motivated. By becoming directly involved in village life, they had been able to gain the confidence and respect of Micronesians. By injecting a new, revitalized spirit of self-help and self-assurance into the communities, they had influenced the planning of many useful community development projects.

105. There were 452 volunteers assigned to various districts during the year under review. More than half of these were employed as teachers, principally in English language instruction. Almost 100 others were serving in health programmes as health aides, nurses, medical technicians and X-ray technicians. The remainder of the group, including those serving as architects, lawyers, surveyors, and business advisers, were assigned to a wide variety of activities including community development and other categories. The volunteers were assigned to the districts as follows: Mariana Islands, 48; Marshall Islands, 86; Palau, 62; Ponape, 73; Truk, 124; Yap, 59.

106. A new group of 400 volunteers were to begin training in July 1967 at a Peace Corps training centre on Udot Island in the Truk lagoon. These trainees would be the first group ever trained in Micronesia for work in Micronesia. They would participate in agriculture extension, fisheries development, mass media assistance, heavy equipment repair and construction. By the end of the calendar year 1967, it was estimated that more than 700 volunteers would be serving throughout the Trust Territory.

107. At the thirty-fifth session of the Trusteeship Council, the Special Representative said that the present concept was to train Peace Corps volunteers in the various districts in which they would be working.

108. The Peace Corps public health programme was incorporated into the activities of the Department of Public Health, and it functioned under the guidance of its Director. The first activity of the volunteers was to conduct an extensive interim census of the Territory. Later they were to provide the manpower for health surveys of tuberculosis, leprosy and filariasis. Their greatest service seemed to be in exploring and testing innovations: surveys, pilot programmes, and new records systems.

109. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council welcomes the significant contribution being made by the Peace Corps to the economic and social programmes in the Territory and the decision taken by the Administering Authority to train the volunteers in the districts in which they will be working.

Observations of members of the Trusteeship Council representing
their individual opinions only

General

110. The representative of the Union of Soviet Socialist Republics stated that it was the belief of his delegation that the obligations of the Trusteeship System established by the United Nations in regard to the Territory continued to be unfulfilled by the United States as the Administering Authority. Not only was the United States not meeting its obligations under Article 76 of the Charter, namely, promoting progress towards the self-government and independence of the Territory, but was also not taking the steps necessary to carry out the many decisions of the General Assembly concerning the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, which were contained in its resolutions 1514 (XV), 1654 (XVI), 1810 (XVII), 1956 (XVIII), 2105 (XX), 2189 (XXI) and 2326 (XXII). Instead, the United States openly continued on a course aimed at transforming the Trust Territory into a strategic military appendage and, to that end, it was subordinating political, economic and other measures.

111. The representative of the USSR noted the extreme passivity of the Administering Authority in the political and social spheres which was particularly evident against the background of its very vigorous military activity in the Territory. He referred to the recent reports of the United States Press on the plans being made for further expansion in the network of United States bases in the Trust Territory needed for the disposition of troops and support services for the conduct of conventional wars in Asia, as well as for sites for nuclear weapons stores, for military bases and enormous airfields for atomic bombers and repair workshops that could serve the largest aircraft carriers. For those purposes the United States intended to adapt the islands of Saipan, Tinian and Rota. Those military bases were intended as a supplement to Guam, which was already being used by the United States military as a main base for B-52 bombers for carrying out aggressive United States missions in Viet-Nam and as a centre for the support of atomic submarines carrying Polaris missiles. To attain those purposes, the military intended to carry out their plans irrespective of the political consequences and of the fact that it was a Trust Territory of the United Nations. They were prepared to use the administrative centre of the Territory - the island of Saipan - for military headquarters, big bomber bases and berthing facilities. Tinian, according to Pentagon plans, might be suitable for air bases, atomic weapons stockpiles and troops, whereas Rota could be used for missile bases, troop training and other military purposes.

112. In connexion with the reference of the representative of the Administering Authority to the Trusteeship Agreement for the Pacific Islands, confirmed by the Security Council in its resolution 21 (1947) of 2 April 1947, the representative of the USSR said that this Agreement did not provide for the establishment of United States trusteeship over these islands forever and stressed that the Agreement stipulated quite clearly that the Administering Authority, in accordance with Article 83, paragraph 2, of the United Nations Charter, should fulfil the purposes of the International Trusteeship System as set forth in Article 76 of the Charter. As was known, this Article proclaimed that one of the most important tasks of the Trusteeship System was to foster the progressive development of the Trust Territories towards self-determination and independence.

113. He was convinced that over the past twenty-three years during which the Trust Territory had been administered by the United States, the Administering Authority had had more than enough time to prepare the Territory for self-determination and independence. He recalled that the representative of colonial Powers sometimes tried to assert that military bases in Non-Self-Governing Territories were not an obstacle to the advance of such Territories towards self-determination and independence, and that they did not threaten the vital interests of the indigenous population. To refute such unfounded arguments one needed only to look at the petition sent on 19 March 1968 to the Trusteeship Council by an inhabitant of the Trust Territory (T/PET.10/L.12). The petition stated that while the United States spent thousands of millions of dollars on military purposes in the Trust Territory, incomparably smaller amounts were made available for the needs of the indigenous inhabitants. The petition vividly showed that the continually growing military preparations of the United States in the Pacific Islands was a cause for legitimate concern on the part of the population.

114. The representative of the Union of Soviet Socialist Republics stated that the Trusteeship Council must call upon the Administering Authority to create in the Territory all the necessary conditions for the broad development of political activity and the unrestricted participation of the indigenous population in the creation and the work of both legislative and executive organs, with a view to fostering genuine progress in the development of the Territory towards self-determination and independence.

115. He expressed the view that the Council was entitled to demand that the United States should fully comply with General Assembly resolutions 2105 (XX), 2189 (XXI) and 2326 (XXII), in particular their stipulation that existing military bases in colonies be liquidated and that new military bases should not be constructed.

116. The representative of Australia stated that essentially what had been going on in Micronesia in recent years was the creation in a scattered island community of a uniform administration and a system of government intended to rest upon popular consent and popular participation and a system of social services available to all members of the population. In terms of Micronesia's remoteness from not only the Administering Authority but other large centres of population, the tremendous distances between the larger towns of the Territory and the outlying islands, that task was an enormous one.

117. The representative of the United Kingdom welcomed the evidence presented to the Council of measures taken by the Administering Authority to discharge its responsibilities under the 1947 Trusteeship Agreement in accordance with the objectives set out in Article 76 of the Charter, and of its efforts to prepare the peoples of Micronesia to run their own affairs.

118. In reply to the representative of the USSR, the United States representative said, inter alia, that the United States had been promoting the political, economic, social and educational advancement of the inhabitants and their progressive development towards self-government or independence, as might be appropriate. The United States had not seen fit to dictate to the Micronesians when they should exercise that option; that was to be left to them. But the Micronesian people and the United States were both concerned with bringing about a decision in terms of self-determination under Article 76 of the Charter.

119. The representative of the USSR had charged that the United States was attempting to convert the Trust Territory of the Pacific Islands into a military and strategic appendage. As the representative of the USSR was aware, under the Trusteeship Agreement with the Security Council, as well as the United Nations Charter, the United States was in fact entitled to undertake certain military activities in the Territory. The United States was acting in accordance with the Charter and Trusteeship Agreement and had no need to hide anything; it was not necessary for the representative of the USSR to turn to an unofficial publication for information. It was interesting that the article from which the USSR representative had quoted also stated that the Micronesian people themselves would have the right to choose their own future status. The representative of the USSR had apparently quoted only that portion of the article which supported his hypothesis.

120. Self-determination was, indeed, proceeding in the Trust Territory. Legislative activity by the Congress of Micronesia continued to increase and the Congress had not found it necessary to avail itself on any occasion of the available procedure for dealing with the High Commissioner's veto on legislation. The High Commissioner had given his reasons for opposing certain legislation and the Congress had considered those reasons. The two representatives of the Congress of Micronesia present in New York had been selected by the Congress itself; that body had also set up a status commission to make an independent study of the future political status of the Territory. A proposal for the establishment of a similar commission of the United States Government was under active consideration by the United States Congress.

121. His delegation had answered all questions about the Territory and his Government's official policy fully and frankly. Such information was much more worthy of consideration than information in newspapers and periodicals. There was no need to search remote sources to find information on the Territory. The opinions of one United States Senator had been cited, but no mention of the opinions of any of the other ninety-nine had been made. Opinion contrary to government statements could, of course, be freely expressed in the United States while in the USSR public speculation contrary to the official view was, to say the least, rare.

122. It was doubtful whether the article from The New York Times from which the USSR representative had quoted supported his allegation that certain deficiencies existed in the economic sphere, when compared with the situation which had obtained

in the Territory under the Japanese occupation. Under Japanese occupation, the economy had been developed largely by non-indigenous interests to support an army, fighting both the United States and the USSR, whereas now the economy was being developed to benefit the Micronesians with their full participation. The national income of the Territory had, in fact, increased from less than \$3.5 million in 1957 to \$11.4 million in 1967. Moreover, in the belief that the education and training of the population was fundamental to economic development, his Government had attached paramount importance to the promotion of education. In 1967, for example, out of the Territory's total population of under 100,000, 21,000 were attending elementary schools and 2,446 secondary schools, as compared with 9,438 and 127, respectively, in 1957. The numbers receiving higher education had almost quintupled in the same period. The picture painted by the USSR representative clearly bore no real resemblance to the face of the Territory itself.

Congress of Micronesia

123. The representative of France observed that the composition of the Congress might be changed considerably during the forthcoming elections because of the obligation placed upon the officials now sitting in it to choose between administration and politics. That was an important problem with which the administration should concern itself, in particular by providing for the introduction of an annual salary for the members of the Congress. It was to be hoped that the necessary funds could be set aside. His delegation had noted with interest the idea mentioned by the Special Representative that the Congress or some of its members could, when the Congress was not in session, set up an advisory body which would continuously ensure the smooth functioning of the administration.

124. The representative of the United Kingdom said that his delegation was glad to note that the Congress of Micronesia had completed its third regular session and had behind it a solid programme of legislative achievement.

Franchise and powers of the Congress

125. The representative of France said that the powers of the Congress of Micronesia had remained the same. He believed that development should aim at an increase in the power of the Congress and a parallel decrease in the powers of the Administration which retained an important legislative role, particularly because of the right of veto, and also because the High Commissioner, who was not elected, had certain law-making powers in emergency cases. In the view of the French delegation the representatives of the people should be more closely associated in the taking of decisions on the use and distribution of the sizable assistance provided by the United States Government. The exercise of budgetary responsibility was an essential part of the apprenticeship that was indispensable to enable the Micronesians one day, if they so desired, to manage their own affairs.

126. The representative of the Union of Soviet Socialist Republics stated that the Congress of Micronesia was under the control of the United States High Commissioner, who enjoyed the right of veto in regard to all legislation put forward by it. His delegation was particularly concerned at the fact that, to

judge by the documentation before the Council, the High Commissioner was using his right of veto more and more frequently.

127. In reply to the representative of the USSR, the representative of the United States said that the Congress of Micronesia was continuing to increase its legislative activity. It was true that the High Commissioner had a veto on such legislation, but he had given his reasons for opposing certain legislation. It was also true that there was a procedure available to the Congress in the case of such a veto, and it might be pointed out that the Congress had not seen fit as yet to use that procedure.

The Executive

128. The representative of France observed that the Micronesians still did not participate in the exercise of executive power. He noted that a number of senior Micronesian officials had attended Cabinet meetings but progress had been slow because none of them had yet attained the rank of head of an administrative department. His delegation was pleased to observe that the Administration was aware of the need to give greater administrative responsibility to Micronesians who had shown that they could perform their legislative tasks properly. The French delegation was interested in the suggestion of the last Visiting Mission, that the High Commissioner might, at the outset, choose a number of Micronesians from among the members of the Congress or from the civil service to be included in the Executive Council.

129. The representative of Liberia recalled that the 1967 Visiting Mission stated in its report that there was no equivalent in the Micronesian Constitution to the Cabinet of the United States Government nor was there any machinery for collective deliberation, and that it seemed to the Mission that there was a need for a more formal consultative body on the lines of an executive council or cabinet. The Liberian delegation agreed with this view and was convinced that a transitional period and a progressive transfer of government was necessary before the time of self-determination.

Public service: training and appointment of indigenous persons for positions of responsibility

130. The representative of China stated that there was no more urgent task facing the Administration than that of training a corps of professional men and women who would, one day in the near future, manage the public affairs as well as the private enterprises of the Territory and the districts.

131. The representative of the Union of Soviet Socialist Republics said that, as might be seen from statements made in the Council by representatives of the Congress of Micronesia, the sharp inadequacy of qualified personnel in the Territory continued to be the most important problem. One could scarcely cherish any illusions as to the fact that this problem could be solved with the assistance of the Peace Corps volunteers since the majority of them arrived in the islands to teach English, and not professions which were so necessary in the Territory.

132. The representative of the United Kingdom stated that it was necessary to step up the selection and training, within and outside the Territory, of Micronesians, so that in the not too distant future they would be able to play a major role in the various programmes envisaged for the Territory. In accordance with the recommendations of the 1967 Visiting Mission his delegation attached importance to the discussion of the policy aspects of social and economic development programmes from the outset, with representatives of the Congress of Micronesia, and to the filling of a greater proportion of the technical, executive and administrative positions within these programmes by Micronesians. The United Kingdom representative felt that it was reassuring to learn from the Special Representative of the progress which had been made over the last year in bringing Micronesians in increasing numbers into senior administrative posts, both in the Headquarters and in outlying districts.

133. In his closing remarks, the Special Representative noted that all of the Council members, without exception, had expressed disappointment that so relatively few Micronesians had as yet been assigned to positions of senior administrative responsibility. The lag here was the more apparent when compared with the impressive performance of the members of the Congress of Micronesia in that relatively young legislative branch of the Government. The need for more effective management and administrative training of Micronesians for employment at all levels of government was recognized. The existing training programmes which had shown encouraging results needed to be expanded and strengthened. At the same time, it was recognized that the objectives of responsible and responsive government would not be achieved unless the placement programme adhered to high standards of performance.

Peace Corps

134. The representative of France said that by sending some 600 Peace Corps volunteers to the Territory the United States administration had made a considerable effort. In 1967 the French delegation had stressed the need to give the volunteers training which would make it possible for them to acquire as accurate a knowledge as possible of the environment of which they must become a part. His delegation had therefore been pleased to learn that in 1967 the volunteers had been trained partly in the Truk District and that the members of the second group were going to be trained in the very districts where they were going to work.

135. The representative of the United Kingdom stated that his delegation wished to pay a warm tribute to the successes and efforts of Peace Corps volunteers, whose presence in the Territory was welcomed by the Micronesian peoples. His delegation believed that their presence had been of particular importance in some of the more remote and outlying districts of the Territory. At the same time, his delegation had to observe that these could only be interim measures which did not essentially go to the root of the problem. Peace Corps volunteers, however qualified and dedicated, were by their nature what one might term birds of passage. Their injection into the Micronesian administrative and executive machine could provide a new stimulus and momentum, but in the last resort it could not take the place of a body of long-term professional appointees.

C. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General economy

136. The economic structure of the Trust Territory is based primarily on subsistence farming and fishing. The economic development of the inhabitants varies, however, from that of the semi-urbanized residents of the district centres, participating in a money economy, to that of the dwellers of the outer islands who may receive only a small amount of cash from the sale of copra to add to their subsistence income. The Administering Authority is promoting the development of the economy of Micronesia so that it will become geared to a world money economy and, thus, its subsistence aspects will become supplemental. Based on Micronesian wages and exports, the national income of the Trust Territory was estimated at \$7,589,120 in 1964, \$10,745,734 in 1966 and \$11,370,113 in 1967. Since so much of the income of the people of the Territory is computed on a subsistence basis, the national income, computed from wages and copra and other exports, represents only a portion of the Territory's true income.

137. In the report under review, the Administering Authority outlined the economic development programme of the Trust Territory as follows:

(a) Increasing the production of food through the improvement of crop farming and encouraging the use of local materials for house construction, furniture and handicraft;

(b) Developing transportation and communications systems to overcome community isolation, increase educational opportunity, promote higher standards of family and community life, and provide an adequate and uninterrupted air-and-sea logistic support of the different island communities;

(c) Encouraging development of tourism and the personnel and facilities needed for tourism;

(d) Maintaining a wage structure and conditions of employment consonant with the advancing social and economic conditions of the Trust Territory - this structure was to be based on periodic economic surveys and cost-of-living studies;

(e) Reserving to the inhabitants their land and resources by applying appropriate controls and constraints so that land use plans and patterns would be designed to achieve the highest and best use of land resources;

(f) Providing the basic physical and resource developments that would be necessary for economic growth by expanding a Territory-wide construction programme - this programme was to include the rehabilitation and construction of roads, airports and harbour facilities; the improvement and expansion of water, electrical, sanitary and other basic public utilities;

(g) Encouraging Micronesians to establish their own business enterprises by providing them with necessary technical assistance and long-term loans - these enterprises were to include the establishment of co-operatives, small home industries, expanded production of handicraft, search for markets and instruction in modern methods of production;

(h) Providing for capital participation in economic enterprises, the development of which would otherwise be beyond the financial capacity of local investors, by providing an economic climate which would allow business, commerce and industry a profit while providing productive employment opportunities for Micronesia's growing population - enterprises which might require such participation included commercial transportation and travel facilities, fisheries, large-scale tropical agricultural production, food processing and other fabricating and manufacturing industries.

138. The report of the 1967 Visiting Mission (T/1668) stated that standards of living in Micronesia compared favourably with those in many developing countries. However, the present economy was heavily dependent on government expenditure, and except for subsistence agriculture and copra production, little use was being made of indigenous resources. In the Mission's opinion the economy was virtually stagnant.

139. At its thirty-fourth session, the Trusteeship Council noted the view of the 1967 Visiting Mission that the economy of the Trust Territory was virtually stagnant, and recalling its previous recommendations on the subject of economic development, the Council welcomed the publication of the Nathan report. ^{4/} The Council took note of the general conclusion of this report that progress towards economic viability in Micronesia was a realistic and attainable objective. The Council was gratified to hear that, following a preliminary examination of the Nathan report by the Interim Committee, the Congress of Micronesia was expected to direct its full attention to the Nathan recommendations at its next session. The Council endorsed the view of the Visiting Mission that for the time being and until the future status of the Territory was clear, plans for economic development must be pressed as far and as fast as possible, subject to the reservation that they must safeguard the potential of Micronesians in the expanding economy of their country and must not prejudice their freedom of political choice. The Council commended to the attention of the Administering Authority and the Congress of Micronesia the observations of the Visiting Mission on the need to increase Micronesian productivity as the main economic objective.

140. The annual report of the Administering Authority for the year 1967 pointed out that preparations for programme expansion and reorganization had marked the year, as ways and means of developing the economy had been sought. The report further pointed out that midway through the year, the Administration had received an economic development plan based on a two-year study of various factors, conditions and policies affecting economic development prospects. Certain basic policy recommendations and guidelines for co-ordinated development had been adopted and were being implemented; others, such as those regarding land and importation of foreign labour, would probably be modified.

^{4/} Robert R. Nathan Associates, Inc., Economic Development Plan for Micronesia: A Proposed Long-Range Plan for Developing the Trust Territory of the Pacific Islands (Washington, D.C., 1966).

141. The Trusteeship Council at its thirty-fifth session was informed by the Special Representative that in recognition of the need for a co-ordinated approach to the physical development of Micronesia, the Trust Territory Administration had contracted with Hawaii architects and engineers to prepare comprehensive master plans for each of the district centres and also for the islands of Ebeye and the neighbouring island of Carlson. The major purpose of the programme was to chart a course for orderly growth and development consistent with, and complementary to, the social, economic, cultural, and physical aspirations and needs of the people of Micronesia.

142. One of the most important elements of this planning process was a commitment on the part of the consultants to carry on an active and intensive programme with the people, with the traditional leaders, with the local legislatures, and with the Trust Territory Government staff; a programme of information and education so that there would be a maximum participation and understanding and support for this planning process, and, of course, of equal importance, to receive a feedback which would be helpful in making the necessary planning decisions.

143. The recommendations contained in the Nathan report continued to provide helpful guidelines for the economic development programme. Since the previous year, an Economic Development Division had been established within the Department of Resources and Development and an experienced economic development specialist had been added to the staff.

144. The representative of the Administering Authority informed the thirty-fifth session of the Trusteeship Council that the physical development of the Trust Territory had on a number of occasions, been set back as a result of natural disasters. The most recent of these disasters was a typhoon, which struck in April 1968. Property damage was extensive, with up to 90 per cent of the homes in Saipan and Tinian being destroyed or severely damaged. Under the Federal Disaster Act, which was extended to the Trust Territory in 1962, financial assistance totalling \$8.5 million was allocated to the Trust Territory by the Office of Emergency Planning. This financial assistance would be utilized for work essential for the preservation of life and property, for the clearing of debris, for emergency repairs and for the temporary replacement of essential public facilities.

145. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council is pleased to note the steps taken by the Administering Authority subsequent to the Nathan report, the most important of which have been as follows:

(a) The establishment within the Department of Resources and Development of an Economic Development Division and the appointment of a programme analyst to advise on the long-term funding of the economic programme;

(b) The preparation, in close consultation with the local population through local planning commissions, of master plans for development and land use in each district.

The Council expresses the hope that the proposed significant increase in the Economic Development Loan Fund will be realized. It recommends that the Administering Authority continue its efforts to ensure the economic viability of the Territory.

Public finance: development of adequate public revenue

146. The Trust Territory depends largely on United States grants to balance its budget. In 1962, legislation was enacted by the United States Congress to raise the statutory limitation on appropriations for the Trust Territory from \$7.5 million to \$17.5 million. In 1967, new ceiling legislation authorizing \$25 million for 1967 and \$35 million for 1968 and 1969 was signed into law. Total expenditures for fiscal years 1965, 1966 and 1967 were \$23,507,763, \$23,755,638 and \$26,436,205 respectively. Total local revenues, reimbursements and other operating income amounted to \$2,053,473 in 1965, \$1,090,104 in 1966, and \$1,090,877 in 1967. In each of those fiscal years, therefore, the Territory's deficit had amounted to over \$20 million and was balanced by United States grants. The budget proposal for the fiscal year 1968, amounting to \$24 million, was approved by the United States Congress for administration of the Trust Territory.

147. The Economic Development Loan Fund is one of the important devices for stimulating the local economy of the Trust Territory. The High Commissioner appoints a seven-man board of directors, of whom two members are Territory citizens, to administer the Loan Fund. Loans may be approved for individuals or business organizations for the purpose of starting a business or industry or for the expansion or improvement of an existing one. Loans from this Fund are made only for the purpose of economic development and may either be made directly or may be guaranteed by the Government to commercial banks in the area. Total loans granted from the Fund to individuals to assist in the initiation of new enterprises or to expand existing businesses increased from \$147,000 in the fiscal year 1966 to \$193,700 in 1967. In addition, loans totalling \$285,700 were guaranteed by the Fund with commercial banks in the fiscal year 1967, compared with \$124,700 in the previous year. The total assets of the Economic Development Loan Fund was \$958,624.56 on 30 June 1967.

148. Credit unions are rapidly mobilizing Micronesian capital, while simultaneously providing helpful credit for their Micronesian members. At the end of 1966, the forty-one credit unions then in operation held aggregate assets of \$542,562, an increase of \$252,030, or 87 per cent in one year. The number of credit unions in operation increased by fifteen, or 57 per cent, during 1966. By the end of 1966, the membership had risen to 5,151 persons. Members had accumulated \$476,669 in savings, which was an increase of 81 per cent during 1966. Average savings per member amounted to \$92, an increase of \$20 over the preceding year.

149. At its thirty-fourth session, the Trusteeship Council, while expressing disappointment at the failure of the United States Congress in the previous year to authorize the appropriation of \$172 million for a five-year capital development plan which had been asked for in addition to an expanded operating budget of \$152 million for the five-year period, welcomed the decision of the United States Congress to raise the budget ceiling for Micronesia from \$17.5 million to \$25 million for the fiscal year 1967 and to \$35 million for fiscal years 1968 and 1969. The Council expressed its satisfaction that there was a need for review of

the taxation system in Micronesia in order to increase local revenue and endorsed the Visiting Mission's recommendation that the Congress of Micronesia be invited and advised to adopt a suitable system of direct taxation by which everybody, including overseas residents in Micronesia, would make a reasonable contribution to the Territory's finances. The Council drew attention to the need for increasing the availability of funds to finance economic development and commended to the attention of the Administering Authority the views on this subject put forward by the Visiting Mission.

150. The Special Representative informed the Trusteeship Council at its thirty-fifth session that he was advised that the Senate Sub-Committee had reportedly sent a bill which had three major provisions: first, a proposal to increase authorized appropriations to a total of \$120 million for the three years from 1970 to 1972; secondly, a recommendation to increase the Trust Territory's Economic Development Loan Fund to \$5 million - as against its present level of about \$700,000; and thirdly, support for the appointment of the proposed status commission.

151. At the same session, the Special Representative further informed the Trusteeship Council that a revenue officer was being recruited to evaluate the existing tax laws and collection procedures of the Territory.

152. At the thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council takes note with satisfaction of the continuing increase in the funds being made available by the Administering Authority and expresses the hope that they can be authorized for a period of several years thus permitting maximum flexibility in the economic development plans for the Territory. The Council welcomes the decision to appoint a revenue officer whose task it will be to review the existing system of tax collection and increase its efficiency. The Council reiterates its recommendation that the Congress of Micronesia should consider the adoption of a suitable system of direct taxation applicable to all residents in the Territory. The Council also recommends that in order to increase the funds available for appropriation by the Congress of Micronesia the administrative costs of the Congress be defrayed by funds appropriated by the Congress of the United States.

Agriculture and livestock

153. According to the report of the Administering Authority under review, agricultural efficiency in the Trust Territory was very low compared with that of highly developed areas. The principal cash crop of the Trust Territory was copra. It was hoped that cacao might become a second cash crop of commercial importance in Ponape and Truk Districts with a possible minimum production of 100 tons of cacao beans for export by 1970. Black pepper, a third cash crop, was being established at Ponape on a small commercial scale. A pilot project on rice production for local consumption was underway at Ponape. A total of 30,000 pounds of polished rice was produced during the year. Although Micronesian income was increasing through more job opportunities and higher wages, returns from the major export, copra, had continued to decline, affecting the livelihood of hundreds of Micronesians whose only cash income came from this crop. Cacao production had

continued to increase. During the year under review, 56,000 pounds of cacao were exported, compared with 30,000 pounds in 1965 and 44,000 pounds in 1966. Taro, arrowroot, banana, breadfruit, yam, sweet potatoes, cassava, citrus, pandanus, and a small number of other crops, used mainly for local subsistence, comprised the remaining principal crops.

154. The coconut, being the most important economic crop in the Trust Territory, had the highest priority for development. A Territory-wide, long-range coconut replanting programme was in its seventh year of operation. Copra continued to be the largest export item of the Trust Territory with 12,438 short tons valued at \$1,685,273 exported during the period under review. This compared with \$2,512,836 for the fiscal year 1966 and represented a decline in production and a decrease of over \$827,000 from 1966 and was a result of disruption of field trip vessel service in the Marshalls Islands and Truk Districts and the low world market price of copra, which had continued to decline through November 1966. Regardless of the extent to which the world price of copra might fluctuate, copra was and, as far as could be determined, would continue to be a major source of income to a large portion of Trust Territory citizens for some time to come. In line with this reasoning, a programme was being launched to upgrade the copra production base through coconut grove rehabilitation in an effort to safeguard this very important source of income and subsistence to out-island inhabitants. The Copra Stabilization Board administered the Copra Stabilization Fund which stabilized copra prices to producers, thus alleviating the uncertainty and insecurity of world market fluctuations. In the fiscal year 1966, the Board had sustained a loss of over \$236,000 as a result of stabilizing prices paid to producers. The Fund then had stood at \$676,350. It now stood at a low of \$383,000, having paid producers \$355,000 during this period, while maintaining the price of a short ton of copra at \$102.50.

155. The principal livestock in the Trust Territory were swine and poultry. In addition, cattle, goats and carabao were found on the high islands. The carabao was important as a draft animal in Palau and Ponape. Cattle were the third most important type of livestock, concentrated mostly in the Marianas District, which had 8,721 head out of a territorial total of 9,464.

156. In its conclusions and recommendations, the Trusteeship Council at its thirty-fourth session referred to the Visiting Mission's description of agriculture in the Territory as having the potential for early results in increasing employment and income among the Micronesians, and the Council concurred in the Mission's view that agriculture should be accorded high priority in any programme of development. The Council drew particular attention to recommendations concerning the improvement of marketing and export of Micronesian products, control of pests and development of improved extension services, as well as the possibility that protective tariffs might be necessary in the initial stage if agricultural production was to establish itself as a significant sector of the economy. The Council added that the copra and coconut industry was considered to be of such valuable potential as to merit particular attention.

157. At the thirty-fifth session of the Trusteeship Council, the Special Representative said that in line with the recommendations of the Nathan report steps were being taken to identify certain crops that had possibilities for exploitation in the commercial market. To further this effort, the Department of Resources and Development was being strengthened and one or more market specialists were to be added to its staff.

158. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council reaffirms its view that agriculture should be accorded a high priority in the development programmes. The Council therefore welcomes the efforts of the Administering Authority to diversify agricultural production, with an emphasis on products which can be exported. The Council, however, notes the decrease in the export of copra as reflected in the statistics contained in the Administering Authority's report and urges the Administering Authority to take such steps as possible to remedy the situation.

Fisheries

159. Fish and other related crops of the sea are regarded as another field of potential economic development; if fully developed, fisheries might equal or even surpass agriculture as a source of income for the people of Micronesia.

160. At its thirty-fourth session, the Trusteeship Council was pleased to note that plans were under way to develop further the commercial fishery operations in the Territory, and expressed trust that the maximum opportunity would be provided for the training and the participation of Micronesians at all levels. The Council drew the attention of the Administering Authority to the comments of the Visiting Mission on the need to develop fish processing and marketing, its view that these developments would require a department of fisheries with a strong field staff at major fishing centres and its recommendation that high priority should be given to developing this sector of the economy.

161. The first major development of fisheries resources came in Palau District in 1964 with the Van Camp Sea Food Company's construction of plant facilities required to start fishing operations. These facilities included a 1,500 ton fish storage freezer, ice-making machines, water storage tanks, offices, quarters for 120 fishermen, and houses for managerial and technical staff. The current annual report of the Administering Authority stated that one of the provisions of the contract between the Van Camp Sea Food Company and the Territory provided for the training of Micronesians. Eight Micronesian apprentice fishermen served on each of the twelve twenty-five-gross-ton tuna boats operating out of Palau. As they became proficient, they would replace the non-indigenous fishermen on the boats and more local men would be engaged as trainees until, eventually, fleet and shore installations would be operated by Micronesians. The commercial tuna vessels fishing in Palau had landed 3,511 short tons of tuna valued at \$299,025 during the year.

162. The report stated also that plans were under way to expand commercial fisheries operations. The Van Camp and Star Kist Sea Food companies had received permission to conduct six-month engineering and feasibility surveys in connexion with building a freezing plant and cold storage warehouse and other necessary shore facilities on proposed sites in Truk. In anticipation of opening fisheries operations in this district, a number of trainees from Truk and Ponape were at present working on tuna vessels in Palau. The Palau shipyard, dedicated in 1964, had over 10,000 square feet of covered work area, including slipways capable of hauling and maintaining tuna boats. During the year the boat-building co-operative had built a total of fifty boats ranging up to 75 feet, valued at approximately

\$150,000. Government and an ever-increasing number of local and outer island-based vessels, including the commercial tuna vessels, also used the ship-repair facilities in Koror for maintenance work. The 75-foot government-owned tuna vessel Emeraech was now operating with a Micronesian crew trained on commercial fishing boats in Hawaii. At present, there were approximately twenty-five men participating in the Hawaii Skipjack Fisheries Training Programme which gives each man two years of commercial fishing experience. Returning trainees were expected to participate in commercial fishing operations within the Trust Territory. The Bureau of Commercial Fisheries, Fish and Wildlife Service in the United States Department of Interior had a fishery sampling station in Palau with the initial work being directed towards collection of statistics and biological samples in the tuna fisheries.

163. The Trusteeship Council at its thirty-fifth session was informed by the Special Representative that the vast ocean areas and fishery resources of Micronesia offered prospects of future development, but progress had been relatively slow. Recently there had been indications of interest in the possibility of establishing commercial fishing and canning operations in Truk. An engineering survey of possible plant sites had been conducted and new data on bait sources and tuna species in the area had been developed. There was an increasing interest in the proposed establishment of a marine science laboratory in Palau. A bill had been introduced in the United States Congress to reduce the tariff on Micronesian fish products entering the United States.

164. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council, reaffirming its earlier recommendations concerning the potential importance of the fishing industry in the Territory, is pleased to note the following developments in this field:

(a) The measures taken by the Administering Authority to expand and improve the fishing industry and to increase Micronesian interest and participation in it;

(b) The survey at present being carried out in the Truk area as a result of indications of commercial interest in fishing and canning operations there;

(c) The introduction of legislation in the United States Congress for a lowering of United States import tariffs on Micronesian canned fish.

The Trusteeship Council expresses its hope that the plans for the establishment of a marine biological research station at Palau will be implemented.

Industries

165. According to the current report of the Administering Authority, manufacturing in the Territory consisted predominantly of cottage-type activities in the subsistence sector. The few activities directed towards production for the market economy were characterized by inadequate capitalization, poor management and an untrained labour force. Boat-building was a widespread economic activity but it was unorganized and carried on by individual craftsmen working at home.

166. All small industries were confronted with many problems, including financing, the availability of raw materials, the search for markets and the packaging and shipping of finished products. In its report, the 1967 Visiting Mission observed that development of major industries in the Trust Territory was not at present in prospect, owing to its geographic situation, small population and paucity of known natural resources.

167. The report of the Administering Authority under review stated that some small-scale handicraft production existed. In general, handicraft products were readily saleable, but production at reasonable prices needed to be stimulated. Marketing outlets were established on Guam, at Kwajalein, Marshall Islands; in Koror, Palau; and Saipan, Mariana Islands. At present most small industries fell into the service classification. These businesses, which might be family-owned and operated, included auto repair shops, barber shops, a charcoal manufacturer, electricians, gas stations, a goldsmith, cinemas, photographers, poultry and egg farms, refrigeration repair shops, restaurants, saw mills, stevedoring companies, and taxi and bus companies.

168. In 1964, a good start had been made towards developing a tourist industry on Saipan and Palau. In 1966, tourism had shown an appreciable increase. The completion of a 6,000 foot airfield at Palau had increased possibilities for tourism. On 8 August 1966, the Congress of Micronesia had adopted a House joint resolution (No. 28) requesting the High Commissioner to submit to it, at its regular session in July 1967, a detailed report on the development of tourism.

169. At the thirty-fifth session of the Trusteeship Council, the Special Representative said that a new jet air service had been started linking Micronesia directly with Hawaii and Okinawa, and that a contract had been signed calling for the construction of six hotels, one in each district. Micronesians were to be trained to staff both of these operations.

170. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council welcomes the measures taken in co-operation with Air Micronesia to expand the tourist industry in the Territory and in particular the decision to construct a chain of hotels and train Micronesian personnel to staff them.

Transport and communications

171. At its thirty-fourth session, the Trusteeship Council agreed with the Visiting Mission that the first requirement towards economic development was to build up the infra-structure, particularly in the field of transport, and noted the High Commissioner's cognizance of the need for better transportation equipment and services as well as his statement that steps were being taken to improve them. The Council urged the Administering Authority to give immediate attention to the improvement of shipping services, roads and air transport in the Territory.

172. In the report of the Administering Authority under review, it was stated that since transportation, particularly maritime transportation, was essential in linking a widely scattered island economy spread over a vast ocean area, the

territorial Government had worked closely with the Micronesian people in an attempt to meet their requirements for efficient and economical scheduled transportation service. The Administering Authority added that a major concern continued to be the obsolete and inadequate condition of transportation services. The Territory was planning to acquire new vessels for administrative uses, freeing the field trip ships for commercial schedules. The Government owned three major logistic vessels and five vessels which provided service in the districts. Private firms operated these ships on a contractual basis. Since 1965, the Government had had an agreement with the United Tanker Corporation of New York to operate the three logistic vessels - M/V Palau Islander, M/V Gunners Knot, and M/V Pacific Islander. The United Tanker Corporation had obtained a charter from the Government establishing a local corporation, the Micronesian Line, which operated the vessels. Micronesians might participate in this corporation. Nineteen Micronesians were serving as licensed officers aboard these vessels. Five Micronesians were now receiving training at the Philippines Maritime Academy. Local Micronesian companies operated the government-owned field trip vessels not included in the above contract. Because of limited revenue, the Government had found it necessary to subsidize portions of the operating costs to meet service requirements in all areas. In order to upgrade the Territory's logistic transportation, additional administrative vessels were to be placed in service to meet medical, educational, and community services requirements throughout the Territory. At present, these services were combined with the regular field trip service, but when separated, the field trip vessels would be able to confine their operations to meeting the direct logistic needs of the people.

173. The Special Representative informed the Trusteeship Council at its thirty-fifth session that in March 1968 the Trust Territory Government had issued an invitation for proposals from qualified carriers to provide major logistic service throughout the Territory. The invitation, in addition to providing direct service from the west coast of the United States, envisioned a new ten-year contract, including the use of newer, faster ships or combinations of equipment better adapted to Micronesia's economic needs than the schedules and the vessels presently in use. The Government was aware of the need to improve shipping services and administrative and commercial communications in all districts, especially in the Marshall Islands. The population pressures on some of the more remote islands outside of the district centres were demanding plans and action to overcome the distances and isolation. This problem was brought into a new focus of urgency the past year by food and supply shortages on Ujelang and population pressures on Kili.

174. The Trust Territory fleet of two DC-4 aircraft and two SA-16 Gruman amphibious aircraft were providing more frequent service to the districts. The DC-4's serviced all districts except Ponape, where water landings were necessary, and the SA-16's provided shuttle service between Truk, Ponape and Kwajalein. Preliminary work was under way on an airfield in Ponape which, upon completion, would enable land-based aircraft to service all districts.

175. The Special Representative informed the Trusteeship Council at its thirty-fifth session that new commercial jet air service promised to provide a major thrust to Micronesia's economic development. Micronesian ownership of and involvement in Air Micronesia was an important feature of this new service. The airline was owned 31 per cent by Continental Airlines, 20 per cent by Aloha Airlines of Hawaii, and 49 per cent by the United Micronesian Development Association. A training

programme for Micronesian personnel was under way. The company intended to staff as many positions as possible with Micronesian personnel as the latter completed their training and met job requirements.

176. In addition to linking Micronesia directly with Hawaii and Okinawa, the new service contract called for the construction of six hotels with trained and qualified Micronesians. The new jet service did not presently serve the district of Ponape, but would do so upon the completion of the Ponape airstrip in late 1968 or early 1969.

177. Roads in the Territory ranged from concrete and macadam in excellent condition to dirt roads which were little more than footpaths. Road maintenance was difficult, especially on the high islands where heavy rainfall washed out roadbeds and limited budgets had made it difficult to provide more than token upkeep on roads outside the district centres. There had been little road construction possible owing to a limited budget, even though the Administration considered roads as important links to the outlying villages in the islands where road networks were possible. A designated road system had been established throughout the Territory. Primary roads were the basic responsibility of the Territory Government through each district administration. Secondary roads were those involving district support, and local roads were essentially the responsibility of the municipality. Private bus companies operated in Truk, the Marshall Islands, Palau, Ponape and the Mariana Islands Districts. The largest of these was the Saipan Bus Company which operated a fleet of six modern diesel-powered buses providing scheduled service to and from all points on the island and had a contract with the Government providing a subsidy for transportation of students.

178. The Special Representative informed the Trusteeship Council at its thirty-fifth session that aggregate and crushing plants had just been acquired to help in road construction.

179. Major communications stations operated in each of the six district centres. They formed a closely integrated network, communicating with each other and with outside points through common radio-telegraph and radio-telephone networks.

180. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council welcomes the significant progress achieved in the field of air transport in the Territory and the important participation of local interests in Air Micronesia. The Council also notes that despite some improvements in sea communications the situation is still difficult in certain areas and, therefore, urges the Administering Authority to take the necessary steps to bring shipping services to a level which will meet the needs of the Territory's growing economy. The Council also urges the Administering Authority to continue its efforts to improve the road network in the Territory.

Co-operatives

181. Emphasis has been placed on the development of co-operatives in the Trust Territory, but the co-operative programme is still in its early stages. By the end of the year under review, there were twenty-five co-operative associations in operation and eleven others in various formative stages. Co-operatives are member-owned and operated businesses which provide needed services for their members, and whose yearly net savings are returned to members in the form of dividends.

182. According to the current report of the Administering Authority the predominating type of co-operative, those dealing in "copra and retail" were often established in remote locations away from the district centre, or on a distant atoll. These co-operatives bought copra at established prices and, at the same time, operated retail stores for the convenience of their members. At the end of 1966, Trust Territory co-operatives had approximately 5,500 members, or one member for every 2.5 families in the Territory. Their gross turnover during 1966 was approximately \$3,750,000, an increase of \$933,000 or about 34 per cent over 1965. Net savings for the year amounted to approximately \$210,000 and more than \$132,000 was returned to members in the form of limited dividends on capital, patronage refunds on merchandise purchased from the co-operative, and on members' copra sales to the co-operative. Combined assets of all co-operatives aggregated nearly \$1.5 million at the end of 1966.

Observations of members of the Trusteeship Council
representing their individual opinions only

General economy

183. The representative of China noted the progress made in economic and district planning and said that the Administration was to be commended for having drawn up master plans for the district centres. He noted, however, that various community programmes and economic projects could not be implemented speedily due to severe shortage of managerial and technical staff.

184. The representative of France said that his delegation, which in 1967 had hoped that the people of the Territory would be closely associated with the implementation of the economic development plan, had been pleased to learn that the inhabitants had been consulted through local planning commissions particularly in the drawing up of the district master plans. However, it had been pointed out during the debates that the Administration, in its desire to move ahead rapidly, had sometimes neglected to obtain the agreement of the inhabitants. It was to be hoped that the constant desire to consult the people and to take account of their aspirations, which had been mentioned by the Special Representative, would clear up these difficulties.

185. The representative of Liberia was distressed to learn of the typhoon disaster in Saipan on 18 April 1968. Her delegation was pleased that the President of the United States had authorized \$8.5 million as relief assistance to the area, and hoped that conditions for the Saipanese would soon be restored to normal, if not improved. The representative of Liberia said that it was acknowledged that progress towards economic viability in Micronesia was a realistic and attainable goal. Since the 1967 Visiting Mission had found the economy to be virtually stagnant, it had recommended that plans for economic development be pressed as fast as possible. A further and careful consideration of the situation would show, in the view of her delegation, that freedom of political choice could not be prejudiced through long-range, careful and extensive planning, with full-scale activities for achieving economic goals. It would only tend to assist the Micronesians to conceive more readily their economic potential, build up self-reliance and, in fact, enable them to move quickly towards making a free choice.

186. The representative of the Union of Soviet Socialist Republics stated that there was no perceptible progress to be seen in the Pacific Islands. The economy of the Territory was monocultural and did not provide the population with even basic food-stuffs and consumer goods. It was subordinate to foreign monopolies, for which the Administering Authority had created special allowances. That the well-being of the population could not be improved with the assistance of foreign monopolies was shown by the fact that Micronesia imported products which could be produced by the Micronesians themselves. Thus the initiative of the local population was not only being thwarted, but the ruling position of the foreign companies was being confirmed for many years ahead.

187. The representative of Australia observed that at present the Territory enjoyed an administrative structure and a system of social services which was much beyond its own productive capacity to sustain. The greater part of the Territory's budget came from a direct grant of the United States Congress and the amount raised from internal sources was relatively small. Great attention had been given to this fact in the Nathan report, in which it was stressed that, notwithstanding the evident difficulties, progress towards economic viability in the Territory was essential.

188. The representative of the United Kingdom observed that the preconditions for a successful emergence of Micronesia out of Trust Territory status through the process of self-determination lay, as was stressed by the 1967 Visiting Mission, in the satisfactory development of the Territory and its people in the social and economic fields. It was evident from the information supplied by the Administering Authority that the past year had seen further progress in each of these fields, and that there was much for which the Administering Authority had cause for legitimate satisfaction in its record. Nevertheless, the Administering Authority had not sought to disguise the problems which still existed, or the fact that progress in some directions had not always been matched by comparable advances in other directions. The limiting factors were normally finance, staffing and trained personnel. The United Kingdom delegation believed that the Administering Authority was well aware of the application of these factors to the present situation in the Territory.

189. In reply to the representative of the USSR, the representative of the United States pointed out that the national income of the Trust Territory, which was less than \$3.5 million in 1957, had grown to \$11.4 million in 1967. That was hardly the picture of an economy which was going backwards. Moreover, the United States believed that education was fundamental to development, and had been acting on that basis.

Public finance: development of adequate public revenue

190. The representative of France was pleased to note that the Administering Authority had increased the volume of its financial assistance to \$35 million for each of the years 1968 and 1969. He hoped that the bill drawn up by the Senate Sub-Committee mentioned by the Special Representative would be adopted, which would permit the Territory to receive, between 1970 and 1972 a subsidy which might amount to \$40 million per annum. Concerning local resources, the French representative noted that the Administration was anxious to increase the revenue from local taxes and considered that it might be advisable to introduce an income tax, payable also by foreigners.

191. The representative of Liberia observed that the budget approved for the fiscal year 1968, amounted to \$24 million, and that the new ceiling legislation authorized \$35 million for 1968. The Liberian representative expressed the hope that the High Commissioner, by means of a supplementary budget, would be able to receive the difference between these two amounts to be used in the Territory in 1968. Salaries alone would consume a considerable portion of the \$24 million. There was a need for roads and facilities for inter-island transportation which was highly inadequate and for the most part not too safe, and there was the need to build more and better schools in many areas.

192. The representative of the United Kingdom was pleased to learn of the substantial increases in regular appropriations and special development funds which it was proposed would be allocated by the United States Government to the Trust Territory over the next few years. Nevertheless, in the opinion of his delegation an important consideration was that those very considerable funds should be so applied over the next few years as to achieve the maximum possible decrease in Micronesia's long-term dependence upon the United States. The United Kingdom delegation was impressed by the frank way in which the Special Representative elaborated on the Administering Authority's plans for improvement of the taxation system in the Territory and, in particular, his remarks concerning the possibility that funds realized from taxes paid to the United States Government by United States citizens and other foreigners resident in the Territory might possibly be brought within the control of the Congress of Micronesia, as well as by indications he gave that before long a system of direct taxation might be practicable.

193. In his closing statement, the Special Representative said that the Administration was confronted with the question of whether Micronesia was economically and politically prepared for some more productive form of self-imposed taxation. There appeared to be general agreement in the Council that a system of taxation equitably adjusted to the carrying capacity of the taxpayers was a desirable, if not an essential, ingredient to bind and strengthen the combined forward movement of political and economic progress.

Agriculture and livestock

194. The representative of France said that the Administering Authority should be encouraged to pursue vigorously the programmes it had undertaken to improve crops, particularly copra, which should receive priority since it was the principal resource of the Territory. The French representative considered it regrettable that the production of copra had decreased since 1966, not only because of a drop in the world prices but also because of the disorganization and ineffectiveness of sea transport, especially in the Marshall Islands and in the Truk district.

Fisheries

195. The representative of France noted that fishing remained a largely unexploited resource. The efforts undertaken since 1964 should therefore be pursued. His delegation welcomed the fact that the contract signed with the Van Camp Sea Food Company obliged that company to train Micronesian fishermen, and that the Administration planned to establish a maritime research laboratory. If the funds which the Administration expected to receive from public or private

sources were not sufficient, perhaps recourse might be had to assistance from the specialized agencies of the United Nations.

196. The representative of the United Kingdom stated that his delegation fully appreciated the many difficulties which confronted the Administering Authority in its efforts to improve the economic viability of agriculture and fishing but it was evident from the statement made by Mr. Lanwi that despite what was being done there was considerable feeling among the Micronesian people that more effort could be put, for example, into the development of the fishing industry.

Industries

197. The representative of France, considering the extraordinary growth of tourism in the world, was pleased to learn that the contract signed with Air Micronesia provided for the construction of six hotels and the training of hotel personnel of local origin.

198. The representative of the United Kingdom said that a marked increase in productivity in the various fields of Micronesian economy was necessary to bring about a significant decrease in the Territory's financial dependence on the Administering Authority. Greater emphasis must therefore be given, whenever possible, to the development of new industries and an increase in the productivity of existing industries, especially agriculture and fishing, both of which have in the past been important factors in the Micronesian economy and both of which appeared to offer some considerable future potential.

Transport and communications

199. The representative of China welcomed the establishment of a new commercial jet air service and noted that shipping services were being improved although not in large measure.

200. The representative of France said that since the question of transport in the Territory was of great importance, and special problems arose precisely because of the distances separating those islands scattered over large areas, his delegation had been pleased to learn not only that air transport was developing rapidly but also that a large Micronesian company, the United Micronesian Development Association, which owned 49 per cent of the capital of the new airline, Air Micronesia, was participating in that development. He expressed the hope that there would be an improvement in sea transport.

201. The representative of Liberia was pleased to learn that a new commercial jet air service had been established and that further flights would operate in all fields in the Territory. She hoped that it would be possible to work out conditions under which international shipping lines could improve shipping and travel facilities without stifling existing Micronesian shipping ventures.

202. The representative of the Union of Soviet Socialist Republics referred to a statement made by the United States Secretary of the Interior and said that, according to that statement internal communications were important for the development of the Pacific Islands and that, with minor exceptions, the road situation in the Territory was in a very poor state. The Soviet representative said that as regards the exceptions to which reference was made in this statement,

they seemed to include the transport links on the islands where the United States military installations were situated. This showed in the view of the Soviet delegation that road construction in the Trust Territory was, in fact, subordinated to the requirements of the American military machine.

203. The Special Representative of the Administering Authority noted that there had been improvements in communications and transportation, but that the administration was cognizant of the need to improve administrative and commercial communications in all districts.

204. The representative of Australia recalled that one of the most important recommendations by the 1967 Visiting Mission concerned the need to give more attention to the infra-structure of the economy and to put more investment in basic facilities and communications. The Special Representative had reported at the thirty-fifth session of the Council that a significant increase had been made in the aerial services which provided vital communications in the Territory, and that additions were shortly to be made to the inter-island shipping services. The Australian delegation would hope that increased attention would also be given to essentials like roads and improvement of harbour and docking facilities in the Territory, because only when this was done could more efficient economic methods be introduced and further resources brought into production.

205. The representative of the United Kingdom stated that since the thirty-fourth session of the Trusteeship Council, there had been significant, indeed, one might say startling developments, in the area of air transport, and plans were evidently in train for parallel improvements in the area of sea communications. Nevertheless the provision of adequate road systems, which the High Commissioner noted as one of the development areas to which Micronesian opinion attached a special priority, left much to be desired and, in general, his delegation felt that the over-all transport system was not yet able to play its full role in the development of the economic infra-structure of the Territory.

D. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General social conditions

206. The current report of the Administering Authority stated that social and cultural diversity existed among the districts, but that increased contact and education had brought about the adoption of new cultural forms and had created a more common pattern of social organization throughout the Territory. It was the declared policy of the Government of the Trust Territory to promote the social advancement of the Territory through programmes of general education, by raising the level of public health and by improving the standard of living. The Government encouraged the people of Micronesia to integrate voluntarily into their own culture useful features of other civilizations to enable them to lead more meaningful and rewarding lives in today's changing world.

207. The Special Representative informed the Trusteeship Council at its thirty-fifth session that the Congress of Micronesia had passed a Social Security Act for Micronesians in public and private employment at its third regular session.

208. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council welcomes the passing of a Social Security Act for Micronesians covering both private and public employees.

Medical and health services

209. According to the current report of the Administering Authority, the public health programme of the Territory was engaged in maintaining and improving health and sanitary conditions, minimizing and eventually controlling communicable disease, establishing standards of medical and dental care and practice, encouraging scientific investigations in the field of health, supervising and administering all government-owned hospitals, clinics, dispensaries, and other medical and dental facilities. Health services and facilities in Micronesia remained far from satisfactory. The position of the Director of Public Health had been filled after a long vacancy by a man whose experience appeared particularly applicable to the needs of the Territory. The departmental staff had been augmented by several skilled personnel.

210. The report pointed out that a Territory-wide health census had been completed, and plans were being made for a survey of the incidence of tuberculosis, leprosy and filariasis. A dental survey of Micronesian children had been completed in four districts. The Department of Public Health headquarters staff included personnel in the fields of medicine, nursing, dentistry, pharmacy, medical records, vital statistics, hospital administration, accounting, and environmental health, all of whom provided services and gave direction for implementation of the health

programme. With the arrival of new personnel in the last several months, more effective long-range planning and action to improve programmes was expected. New staff included: a director, hospital administrator, administrative assistant, and medical records librarian. No medical services existed outside the Government, although religious missions provided a varying amount of medications and care for their own personnel and students, as well as contributing medication to the government hospitals. One dentist was practising privately in Ponape.

211. At the thirty-fourth session, the Trusteeship Council noted the statements of the Administering Authority that measures had been taken to implement the conclusions and recommendations of the report of the World Health Organization.^{5/} The Council was also encouraged by the statement of the 1967 Visiting Mission in its report (T/1668) that the general level of health of the population was relatively high and did not constitute an obstacle to the economic development of Micronesia. The Council hoped that following the recent appointment of a new Director of Public Health, a systematic, long-term public health plan as recommended by the World Health Organization could soon be introduced.

212. The headquarters staff of the Department of Public Health included the following at 30 June 1967: two physicians (the Director and Assistant Director of Public Health), one consultant for public health (Peace Corps), one dental surgeon, one university-trained sanitary engineer, one university-trained consultant in programme planning and one university-trained hospital administrator specialist. The headquarters staff also included four registered nurses, one Peace Corps registered nurse, one registered pharmacist, one public health statistician and one medical record librarian.

213. Each of the six districts of the Trust Territory had a public health department headed by a district director of public health who was a Micronesian medical practitioner. The current report of the Administering Authority stated that there were six district hospitals, three of which had been built since 1961: Mariana Islands, Palau, and Marshall Islands hospitals, including a thirty-bed rehabilitation centre at Majuro. New hospital plants were scheduled for the district centres in Truk, Ponape and Yap. Funds for the construction of a central teaching-referral hospital in Ponape had been budgeted for 1969. In addition, there were three large field units with ten to twenty beds each that had been designated field hospitals, with a medical practitioner in charge at all times. These might better be classified as cottage hospitals or dispensaries with beds. They were at Kusaie, Ponape District; Rota, Mariana Islands District and Ebeye, Marshall Islands District.

214. The Guam Naval Hospital continued to serve as the referral hospital for difficult and complicated cases. An orthopaedic specialty team from Shriners Hospital at Honolulu had provided services in the Marshall Islands since 1965, performing plastic surgery on patients for the late effects of poliomyelitis and on patients referred from other districts for various orthopaedic conditions. Funds had become available in the last quarter of the fiscal year 1967 through negotiations over a three to four-year period with the Crippled Children's Service of the Children's Bureau of the United States Public Health Service.

^{5/} Official Records of the Trusteeship Council, Thirty-third Session, Annexes,
agenda item 5, document T/1647.

215. The total number of beds available in 1967 was 483, including 136 beds for tuberculosis service, compared with 469 beds in 1965 and 472 in 1966.

216. The 1967 report of the Administering Authority stated that provisions were made for the training of Micronesians in health disciplines, both within and outside the Territory. The Trust Territory Medical Scholarship programme, with separate funds for medical education and training, sponsored medical training as did such agencies as the World Health Organization, the South Pacific Commission and the East-West Centre at Honolulu. During the year under review, fifty-one students were studying on medical scholarships in pre-medical and para-medical fields, twenty-eight of whom were at the College of Guam. In-service training was conducted at the district centre hospitals. The chief of the Division of Nursing gave short refresher courses for health aides and nurses at the district hospitals. In January 1967, for the first time since 1962, twelve Micronesian students had been admitted to Fiji Medical School for courses in medicine, dentistry and other para-medical fields. A policy decision had been made to utilize once again the medical educational facilities at Suva, Fiji, since it was believed that its level, duration and type of training were eminently suited to the needs of Micronesians, now and for many years to come. Medical officers received post-graduate training in both general and special fields in hospitals in Guam or abroad. This post-graduate training might be in one or more general or special fields such as surgery, obstetrics, medicine, anaesthesia or others, depending on the individual practitioner's interest and the needs of the Territory. The Territory also received annually one or more post-graduate training fellowships from WHO. The East-West Centre at the University of Hawaii also provided short-term post-graduate medical training fellowships for periods of from three to six months, and offered advanced training for para-medical health personnel. The Director and the district directors of Dental Services had attended the annual convention of the Hawaii State Dental Association in September 1966. In 1967, a dental practitioner from Yap had been awarded a WHO fellowship for dentistry and had studied for three months in New Zealand. One high school student had been awarded a Trust Territory scholarship to enter pre-dental studies at the University of Oregon. Two students were at present studying dentistry at the University of the Philippines.

217. In the annual report the Administering Authority stated that the availability of qualified nurses in all district hospitals was still limited, and was supplemented by nurse aides, both male and female, who were the equivalent of military corpsmen. The report pointed out that in order to improve the supply of qualified nursing personnel, the following steps had been taken: candidates for nursing degrees (R.N.) were sent to the College of Guam School of Nursing (three Trust Territory students were at first enrolled in this programme and five more were accepted for the September 1967 class); the Trust Territory Nursing School enrolment was increased to a total of sixty students and the length of the course there was being increased from two to two and one half years.

218. The Administering Authority reported that the 1967 public health expenditures were \$2,724,233, compared with \$1,871,832 in 1965 and \$2,169,660 in 1966.

219. Immunization programmes were carried out on a regular basis for all travellers. In some districts, school and pre-school clinics provided immunization on a regularly scheduled basis. During 1964, a three-year mass immunization programme

was launched to provide protection against smallpox, tetanus, diphtheria, whooping cough, poliomyelitis, typhoid and paratyphoid fever. This programme had been completed, except in some Marshalls out-island areas. Influenza, cholera and measles vaccine had been given on a limited basis.

220. A team of scientists from the Atomic Energy Commission, including medical specialists, had continued their long-range follow-up work on the effects of radioactive fall-out on the residents of Rongelap in the Marshall Islands. During 1967, for the first time, the team investigating the results of radioactive fall-out in Rongelap had included a dental officer and technicians from the Marshall Islands District. They examined, took impressions, and made plaster casts of the teeth of the population under study.

221. According to the current report of the Administering Authority, tuberculosis continued to be regarded as a serious problem in most districts although some scepticism was developing as to the actual incidence of the disease, and "over-diagnosis" may have created an impression of an unduly high incidence. A Territory-wide tuberculosis and X-ray survey was now under way to obtain more precise information. The Public Health Statistics Section maintained a central tuberculosis registry. A recent review of all patients at present hospitalized with tuberculosis had triggered a change of policy which would result in a much shortened period of hospital care, much greater emphasis on domiciliary care and follow-up and greater use of "prophylactic" medication. The total of 138 new cases of tuberculosis reported for the year gave a morbidity rate of 14.7 per 10,000 estimated population. The corresponding estimated rate for the previous year was 15.8 per 10,000.

222. Although the number of new cases of leprosy reported was low as compared with the previous year, it could not be assumed to be a decline in incidence because the data for last year had included results of a survey made in a few areas of Ponape. A study to determine the true prevalence of leprosy in the Trust Territory had been undertaken in July 1967 with the assistance of Peace Corps physicians and volunteers.

223. The Special Representative informed the Trusteeship Council at its thirty-fifth session that a fairly successful attempt had been made to obtain tuberculin tests on all inhabitants of the Territory. These were being tabulated and it appeared that they were not unduly high, in most areas incidence being no higher than in many parts of the United States. A chest X-ray survey was also in process, and had revealed comparatively few new cases, thus tending to confirm the tuberculin data.

224. According to the study undertaken in 1967 under the direction of the University of Hawaii with the assistance of Peace Corps volunteers, leprosy appeared to be a declining disease throughout the Territory, and few new cases had been discovered except on the small atoll of Pingelap and the Pingelapese villages of Sokehs and Mandt, which had long been recognized as areas of high incidence. All except one of these cases had been classified as tuberculoid leprosy, which meant that the disease was not communicable. A leprosy eradication programme was under way in these areas, under the direction of the University of Hawaii.

225. Mental disease had been traditionally regarded with fear in Micronesia, and patients with such disease had been ostracized or treated as criminals. Three mental-care units had been designed which would permit modern open-ward type of care as well as maximum security where necessary. Increasing attention was being given to the mentally ill and a health programme was being established to have qualified personnel trained in this area of medicine.

226. Previous difficulties in recruiting fully qualified doctors seemed to have been overcome. The services of four new physicians had been obtained and six others were prospective employees. Plans were under way to improve environmental health, to expand the distribution of adequate dispensaries, and to train health aides and strengthen health education.

227. The Special Representative also informed the Council that the Department of Public Health had been reorganized, its Director had been elevated to cabinet-level status, and a Hospital Administrator had been appointed. With regard to further efforts to train medical personnel, he said plans for the proposed new \$5 million general referral hospital on Ponape included the establishment of a nursing school, in addition to the school already established on Saipan. Increasing attention was being given to the mentally ill, and three mental care units had been designed. To provide guidance for the development of improved medical facilities, practices, and programmes, a health planning and evaluation contract had recently been negotiated with the University of Hawaii.

228. At its thirty-fifth session the Council adopted the following conclusions and recommendations:

The Trusteeship Council commends the progress which has been made in the field of public health. It is noted in particular that the Department of Public Health has been reorganized, the Director accorded cabinet status, a Hospital Administrator appointed, and that plans for a comprehensive long-term health programme are being worked out in conjunction with the University of Hawaii. The Council notes, however, the continuing acute shortage of medical personnel in the Territory and urges the Administering Authority to pursue its efforts to eliminate this deficiency.

Status of women

229. According to the current annual report of the Administering Authority, women in the Trust Territory were equal in law with men. Women had equal access to courts, and equal rights to own property, control earnings, act as guardians, and engage in business. Spouses were not responsible for each other's debts, either in civil law or according to local custom. Women had equal rights with men to hold public office, and exercise public functions and voting rights. Traditionally in Micronesia, chieftainships ordinarily were reserved to men, but in many areas women, as heads of lineage lines, exerted considerable influence. The chiefs of Lamotrek, Ifaluk, and Wottagai in the Yap outer islands were women. Two members of the Truk District Legislature were women, as was one member of the Palau Legislature.

230. The current report of the Administering Authority also stated that there were more than sixty organized women's groups in existence throughout the Territory. The Administration offered the same opportunities and facilities for education, special training and guidance and the same right to work to both sexes. Women were employed in such fields as nursing, education, communications, meteorology, secretarial and administration. There was one Micronesian woman medical practitioner. Fifty-seven of the 292 students attending college in 1967 were women. The South Pacific Commission and the Food and Agriculture Organization of the United Nations had jointly sponsored the fourth Women's Home Economic Training Course in Fiji. Three women trainees were attending this training centre. A trend towards broader interests and greater participation of Micronesian women in cultural and co-operative activities was found in all districts.

Community development

231. The goal of the government Community Development Programme in the Territory was to help Micronesian communities solve community problems which they themselves had identified. This concept of self-reliance and joint effort on the part of the Government and the people was applied to all aspects of social and community services which were not directly subsumed under other departments and divisions of the territorial Government. The flow of the population towards urban centres had not abated in recent years and this fact was reflected in the decidedly "metropolitan" character of most community development activities.

232. The report of the Administering Authority under review stated that in the Marshall Islands, the Ebeye Improvement Project has been continued. When completed, in November 1967, the programme would have provided 308 apartments, a complete sewage plant, a water catchment and distribution system, and complete electrification for the approximately 4,000 inhabitants of this overcrowded island. Early in 1967, the High Commissioner had appointed a special representative to institute a broad community development approach to Ebeye's problems in order to establish a self-reliant community where the people would be able to pay for the operation and maintenance of their physical plant and for many of the services now being provided by the Government.

233. The community development programme had continued in rural and urban areas throughout the Territory, with increased emphasis on improving services and self-improvement efforts in the Territory's congested urban communities. Community action agencies had been chartered in all districts. With these private, non-profit agencies actively functioning, the people of Micronesia were expected to be able to participate in other programmes sponsored by the Office of Economic Opportunity next year. The programme of government grants-in-aid to communities had been active in all districts, enabling communities without sufficient financial resources to work jointly with the Government in erecting needed community facilities.

234. Chartered local community action agencies had been formed in each of the districts. These agencies, which had substantial local representation on their governing board memberships, had applied for and received funds from the Office of Economic Opportunity, Washington, D.C., to mount programme development and community action programmes to combat problems resulting from poverty in their districts.

Housing

235. There were considerable differences in housing from district centre to nearby village area, from island to island, from semi-urban centre to remote out-island. In some districts, many of the local houses in central villages or islands had been constructed with post-war salvaged building materials. Some pre-war concrete buildings, partially destroyed in the Second World War, had also been renovated with available salvaged material.

236. According to the current report of the Administering Authority, the Governor of Guam had made the services of his Chief of Planning available to the Territory. The Chief of Planning had submitted recommendations for each of the three districts he had visited. In order to "master plan" for each district centre, the Territory had begun to obtain pre-engineering surveys of the highly populated islands for power, water and sewer development. Power studies and pre-engineering surveys had been completed for Yap; Koror, Palau; Moen, Truk; Ponape; Saipan; Tinian and Rota, Mariana Islands; and Majuro, Marshall Islands.

237. The current annual report stated that despite considerable progress in new home construction, adequate housing was seriously lacking in most of the districts. The principal deterrent appeared to be difficulty in arranging financing, largely because present territorial land ownership policies prevented land from being used as collateral for bank loans.

238. At present there was no housing legislation on a Territory-wide basis, although all districts had formal or informal housing or zoning programmes. Koror, Palau, had a municipal zoning ordinance; the chartered town of Kolonia on Ponape Island had zoning regulations; and a zoning law for Saipan, Mariana Islands was now under review. In addition, Ponape District had a planning board for housing.

239. Since 1964, five housing authorities had been established in the Territory in line with the Administration's policy of developing low-cost housing through housing authorities. The Marianas and Ebeye Housing Authorities were created in 1964; the Truk and Angaur (Palau) Housing Authorities, in 1965; and the Yap Islands Housing Authority in 1966. Each housing authority was a permanent corporate public body and was limited to developing and administering low-cost housing and urban renewal projects within a specific area.

240. At the thirty-fifth session of the Trusteeship Council, the Special Representative described eventual plans for funding a low-cost housing loan fund, the need for which had been demonstrated by the recent typhoon which damaged almost 90 per cent of the individual homes on Saipan. The intention was to devise a fund which would offer low-interest home construction loans to qualified individuals at a very low monthly rate.

241. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council takes note of the urgent need for improvements in low-cost housing assistance and expresses the hope that measures such as the plan for the creation of a low-cost housing loan fund will receive the close attention of the Administering Authority.

Observations of members of the Trusteeship Council representing
their individual opinions only

General social conditions

242. The representative of the Union of Soviet Socialist Republics said that the efforts of the Administering Authority in the social sphere were far from the requirements of the United Nations Charter and the Trusteeship Agreement, as was revealed by the situation of the indigenous inhabitants of the Pacific Islands as regards education and health. The representative of the USSR, referring to the inhabitants of the Marshall Islands evacuated from their atolls, said that the inhabitants resettled in Kili were living on an island virtually destitute of any natural resources, in unsanitary conditions and were not provided with the basic necessities of life.

243. The representative of Australia pointed out that the physical conditions of the islands imposed peculiarly difficult problems on practically any form of government activity. Bearing this in mind and realizing the difficulties involved, his delegation hoped that the recommendations of the 1967 Visiting Mission in the fields of education and public health, which were discussed fully at the Trusteeship Council in 1967, would in time be implemented by the Administering Authority. The Australian delegation well understood that implementation of recommendations of that nature was a very expensive business and necessarily slow in terms of organization and the training of personnel.

244. In reply to the representative of the USSR, the representative of the United States said that his Government had proceeded from the beginning with the idea that education was of paramount importance in promoting the development of the Territory. He pointed out that the enrolment in elementary schools in 1957 was 9,438. The enrolment in 1967 was 21,000 persons. This was from a total population of less than 100,000. In secondary schools the increase was even more dramatic: from 127 enrolled in 1957 to 2,446 enrolled in 1967. In higher education the figure was sixty-eight in 1957 and that has been almost quintupled during the past decade.

Medical and health services

245. The representative of France noted that the World Health Organization, in its observations on health conditions in the Trust Territory (T/1682), 6/ had pointed out the constant progress that was being made in public health. His delegation welcomed that fact and also the appointment of a Micronesian to the post of Assistant Director of Health. The effort to make good the lack of trained staff should, however, continue.

246. The representative of Liberia suggested that the Administration send a survey team to study the physical conditions and needs of hospitals in the various district centres and outlying areas. She hoped that the conditions that existed in Ebeye had improved and that females could be separated from male patients, rather than have them in the same wards. She realized that there was a shortage

6/ Ibid., Thirty-fifth Session, Annexes, agenda item 4.

of doctors and nurses, and she was happy that the Peace Corps had been able to make its contribution in this field.

247. The representative of the Union of Soviet Socialist Republics expressed the agreement of his delegation with the conclusion of the World Health Organization contained in its observations on health conditions in the Trust Territory that "the shortage of health manpower has been and still is one of the Territory's most crucial problems which hampers the development of its health services ... Education and training of health personnel is therefore a field where improvements and developments are most urgently needed". (T/1682, para. 3).

248. In his closing remarks, the Special Representative said that health conditions and health programmes which were of critical concern to the Trusteeship Council and to the World Health Organization three years ago had shown demonstrable improvement. The Administration had been successful in recruiting fully qualified doctors of medicine to fill previously existing vacancies. The education and training of Micronesian medical personnel had been given increased emphasis. The new health planning and evaluation contract recently negotiated between the Trust Territory and the University of Hawaii would provide further expert guidance for the development of improved medical facilities, practices and programmes.

Housing

249. The representative of France welcomed the intention, referred to by the Special Representative, to establish a fund which would enable low-interest loans to be granted for the construction of private houses. It was apparent, that the situation with regard to low-cost housing was not satisfactory and that adequate housing was seriously lacking in most districts. It was therefore to be hoped that the new fund, if set up, and the entry into service of qualified land surveyors would improve the situation.

250. The representative of Liberia said that her delegation would like to draw the attention of the Administration to the question of housing. Adequate housing was seriously lacking and she believed this question should be placed on the Administration's priority list.

E. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

251. According to the current report of the Administering Authority the policy of the Government of the Trust Territory was to provide educational opportunities for all Micronesians so that they could fully develop their capabilities. The educational system was concentrated in elementary and secondary schools. The educational goal of the Territory's Government was a universal, free public school system ranging from elementary through high school with advanced training in the trades and professions for those who could profit from further schooling. English was the language of instruction in the school system wherever qualified teachers are available.

252. The Trust Territory Government is responsible for the construction of schools, employment of teachers, provision of books, supplies and equipment; the professional training of teachers and the setting of educational standards. Although the local communities are encouraged to share in the support of their schools, the Territorial Government must provide the bulk of the funds necessary to support public education throughout Micronesia.

253. The Director of Education, who is the head of the Education Department, formulates and recommends educational policy for the approval of the High Commissioner, establishes educational procedures, and ensures their practical application. Six district educational administrators administer and supervise educational programmes and activities within their districts and implement the educational policies of the High Commissioner.

254. Until last year school attendance was required of all children between the ages of seven and thirteen or until graduation from elementary school. Public Law No. 2-12 of 2 September 1966 establishes school attendance ages from six to fourteen or until graduation from elementary school. Establishing elementary school grades from one to eight on a territorial basis has been under consideration.

255. Education is free at public elementary and high schools. Girls are offered equal educational opportunities with boys for education at advanced levels. Enrolment of girls tends to equal that of boys in the elementary schools, but in some districts there is still a relatively large number of dropouts at the high school level. Public junior and senior high schools are mainly boarding schools with subsistence provided without charge.

256. Most of the teachers in the Trust Territory are Micronesians. Positions occupied by Micronesians include that of educational administrator in one district, as well as positions of superintendents, school principals, and teacher supervisors in all districts. Micronesian boards of education are active in two of the districts.

257. The presence of some 265 Peace Corps volunteers as teachers has provided many outlying schools with their first English-speaking American teachers, and the input of funds resulting from the Trust Territory's participation in the United States Elementary and Secondary Education Act has made possible upgraded instructional materials and increased educational resources.

258. At its thirty-fourth session, the Trusteeship Council commended the Administering Authority for the progress made in implementing the new educational policy of providing a universal, free public school system from the elementary stage through high school, with advanced training in the trades and professions for those who could profit from further schooling. On the basis of the 1967 Visiting Mission's report (T/1668), the Council observed that a great task was still facing the Administration in implementing its declared objectives of providing sufficient primary and secondary schools with trained teachers for all children of school age and all ninth graders who wished to enter high school. The Council endorsed the view of the Mission that urgent attention should be given to vocational and technical education and that the primary and secondary curricula should be better adapted to the Micronesian environment. The Council was encouraged by the Special Representative's assurance that a survey, which was under way to re-evaluate the educational system, would produce recommendations for a more realistic balance between academic study and vocational training, but wished also to draw attention to the recommendation of the Mission that in making a thorough study of the objectives of the educational system in the Trust Territory, the Administration should take advantage of the assistance of the United Nations Educational, Scientific and Cultural Organization.

259. In the Administering Authority's annual report under review it was stated that as the acceleration of the educational programme set in motion in 1962 continued, a larger number of students were enrolled than ever before in the history of the Trust Territory. The year under review was devoted to re-evaluating the greatly expanded educational programme. Attempts were being made to identify needs which were not being met and to devise new concepts and procedures for improvement. A feasibility study made to determine adaptability of educational television to the school programme concluded that this system could be applied effectively in some districts. Cost estimates were so substantial, however, that any decision or action had been deferred. The Territory had contracted with the Stanford Research Institute to do an over-all evaluation of the educational system. The Institute, under an Elementary and Secondary Education Act project, had been examining the total range of educational needs throughout Micronesia. The report of the Institute on "Planning for Education and Manpower in Micronesia" called for more emphasis on vocational and trade training. Plans were under way to establish a central vocational high school in Palau and to put more emphasis on vocational courses in the existing high schools.

260. At the thirty-fifth session of the Trusteeship Council, the Special Representative stated that as interest in Micronesia's political future mounted and as changes occurred affecting the economic and social environment, the Government of the Trust Territory had recognized the need to re-evaluate and redirect the educational system and programmes, so that the latter were more realistically responsive to changing conditions. Within the year under review there had been a major shift towards more vocational training without seriously

weakening an appropriate balance of general academic study. One of the recommendations of the recently completed report of the Stanford Research Institute was that there should be balanced emphasis on vocational training. The construction programme in the immediate future and years ahead would require numerous skills not presently available in quantity. The newly emerging travel industry similarly would provide employment for qualified Micronesians.

261. The new central vocational school in Palau was expected to be ready for use in September of 1969. Occupations for which training would be provided, include construction and maintenance skills, surveying, drafting, food service, dressmaking, and others would be added to meet prospective employment requirements.

262. The Trust Territory's Government was aware, that the emphasis on vocational training must be consistent with prospects for application of the skills acquired, and that general academic study was also important to enable Micronesian students to qualify for higher college-level education if they were interested in doing so.

263. The Special Representative also informed the Trusteeship Council at its thirty-fifth session that the English language training programme had been continued with major assistance from Peace Corps volunteers. Micronesians were also being trained as English language instructors. It was planned to enrol seventy-five Micronesians in the 1968 summer training programme. In addition, the College of Guam had accepted eighteen Micronesians for a summer institute in English language instruction. This emphasis on English was intended not only to provide the Micronesians with a widely useful second language, but to establish English as the common language of Micronesia and thus strengthen communication in the interest of political and administrative cohesiveness.

264. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council, bearing in mind its previous observations that a great task still faces the Administration in implementing its declared objectives in the field of education, takes note of the progress achieved in the past year. In particular, the Council notes with pleasure that its recommendation concerning an increase in vocational training has been borne out by the report of the Stanford Research Institute and that the Administering Authority is already taking steps to implement this by such measures as the creation of the new vocational school in Koror, Palau.

Primary and secondary education

265. In 1967, there were 186 public elementary schools and twenty-seven private elementary schools in the Territory. In that year the total number of children, including those who were over fourteen years of age, enrolled in the first through eighth grades was 26,039. Of these 20,546 were attending public elementary schools and 5,493 were at private elementary schools. The corresponding figures for 1966 were 18,788 in public schools and 4,817 in private schools.

266. It was estimated that in 1967 there were 25,452 children between five and fourteen years of age. Of these, according to school records, some 21,666 were attending school; those who did not were in isolated outer island areas in Truk, Yap and Marshall Islands Districts.

267. In 1967, the teaching staff in elementary schools consisted of 917 indigenous teachers (520 certified teachers and 397 non-certified) and 178 non-indigenous certified teachers. In 1966, there were 826 indigenous teachers (381 certified and 445 non-certified) and 170 non-indigenous certified teachers. Peace Corps volunteers on local elementary school staffs in 1967 totalled 225.

268. Some 19,000 public and 4,600 private school children have benefited from programmes under the provisions of the Elementary and Secondary Education Act.

269. Secondary education is provided in eight public senior high schools and eleven mission high schools. There are public high schools in each of the six district centres, one in Kusaie (Ponape District) and one in Ulithi (Yap District). Private high schools are located as follows: one in the Marianas, one in Ponape, three in Truk, four in Palau, and two in the Marshalls. Construction of a new mission high school was completed on Moen, Truk, and instruction began in September 1966. All public high schools now include twelfth grade.

270. At 30 June 1967, high school enrolment was 2,446 in public high schools and 784 in mission high schools, compared with 1,735 and 565 in the previous year. There were 403 graduates of public high schools and 92 graduates of mission high schools that year, compared with 232 public high school and 65 private high school graduates in 1966. Existing public high schools can accomodate some 65 per cent of elementary school graduates. Many graduates of mission elementary schools go on to one of the mission high schools. Other students elect to enter private or public high schools on Guam.

271. Trust Territory government expenditures for education totalled \$4,444,937 and \$4,602,947 in the fiscal years 1966 and 1967 respectively. Educational expenditure in the fiscal year 1967 included \$2,056,175 for elementary education and \$1,015,698 for secondary education.

272. According to the Administering Authority's current report, the Administration recognized the value of vocational education as an essential part of the education of young people in high school. At present, a vocational school existed in Palau as part of the public high school. In other districts, classes were taught in carpentry, boat-building and other skills which students would need for living in their own communities. Girls engaged in food preparation, sewing, weaving, home nursing, infant and child care, and other homemaking courses. Agriculture was emphasized where suitable land was available. Further extension of vocational education programmes and the provision of new programmes had been under serious discussion and planning during the year under review.

Higher education

273. There are no institutions of higher education beyond high school level within the Trust Territory, but an extensive programme of higher education through scholarship programmes for study outside the Territory is supported by

the Administration. During 1967, the amount of money for scholarships was continued at the rate of over \$500,000 per year. The number of Micronesian students on Trust Territory government scholarships attending institutions of higher learning abroad increased from 150 in 1966 to 209 in 1967. In addition to those on government scholarships, 83 other Micronesian students were in college outside the Territory. Of these, 18 were supported by district legislature scholarships, 33 by religious organizations, 7 by the East-West Center, and 25 by other means or self-initiative.

274. Under a programme inaugurated in 1965, the Administration grants partial scholarships to bona-fide students attending the College of Guam under private sponsorship. Under this programme, registration costs and tuition fees for eligible students are paid by the Government. During the year under review, approximately 70 students took advantage of this aid.

275. The total number of students enrolled in higher education increased from 142 in 1965, to 257 in 1966, and to 292 in 1967. Of these students, 144 were enrolled at the College of Guam, 54 students were in Hawaii, 19 in the Philippines, and 75 in the mainland United States and foreign areas.

276. At its thirty-third session, the Trusteeship Council, noting the steady increase in both secondary school enrolment and in the number of Micronesian students attending institutions of higher learning abroad and the general and urgent desire in Micronesia for a territorial junior college, reiterated the recommendations of its past two sessions that renewed consideration be given to the establishment of a junior college in Micronesia.

277. At its thirty-fourth session, the Council, recalling its recommendations of 1966, took note that according to the 1967 Visiting Mission, the idea of a junior college had not been abandoned, but it was not under active consideration while so much effort was being concentrated on the expanded programme of education. The Council trusted, however, that this project would not be lost sight of and would be fully evaluated during the comprehensive survey of the educational system which was being made.

278. At the thirty-fifth session of the Trusteeship Council, the Special Representative said that the idea of a junior college was still being kept in mind, as a long-range goal; in the meantime, the aim would be to improve the organization of the present college and university scholarship programme. In this connexion, he noted that the report of the Stanford Research Institute had included a recommendation for a territorial college preparatory school, something between a junior college and a high school, to prepare and equip Micronesians to take advantage of college and university scholarship opportunities.

279. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council notes the recommendation of the Stanford Research Institute for the creation of a college preparatory school. While the Council would welcome the establishment of such a school as a significant contribution to Micronesian higher education, it hopes that this will be regarded only as a first step towards the establishment of a junior college in the Territory, as previously recommended by the Council.

Teacher training and adult education

280. According to the current report of the Administering Authority, the upgrading of the present corps of Micronesian teachers had continued to be one of the most vital responsibilities of the Education Department. A substantial number of scholarships were granted to teachers and potential teachers each year. In addition, supervisors of teacher education conduct in-service training and workshops, and the College of Guam and the East-West Center conducted short-term institutes and workshops. The goal of the Administration was to provide each teacher with the equivalent of at least four years of training beyond high school graduation in the techniques of teaching and in subject matter. The objective is further advanced through summer training sessions normally held yearly in each district, through intensified, organized programmes of in-service training in the field, by specialized training in the Micronesian Teacher Education Center at Ponape, and by scholarships for advanced study in colleges outside the Trust Territory. During the year under review, 1,064 students enrolled and completed courses in teacher-training programmes.

281. The Micronesian Teacher Education Center, which has just completed its fifth year, combines high school work with specialized training in teacher education. It is especially oriented towards upgrading teachers who have not previously completed high school work, although enrolment is open to those who have completed high school but lack a preparation for teaching. During the past five years it has enrolled 223 teachers.

282. During the period under review, the Community Development Department assumed administrative responsibility over adult education, which had formerly been a part of the Education Department. A variety of courses are offered to the adult public, some for high school credit. Courses offered include typing, English, book-keeping, home arts, sewing, mathematics, government and handicrafts. During the year forty courses were available to an enrolment of 1,938 adults. Radio broadcasting is used as an adult and community education medium. Each district has a government non-profit broadcasting station.

283. A recent development in adult education is the Territory's participation in adult basic education programmes under the Adult Basic Education Act of 1966, passed by the United States Congress. The Community Development Department has applied for assistance under provisions of this Act to begin a programme in adult English language instruction.

Dissemination of information on the United Nations

284. The Office of Public Information of the United Nations and specialized agencies, such as the World Health Organization and the United Nations Educational, Scientific and Cultural Organization, supply free literature, radio tapes, and other informational material on a variety of subjects relating to education, public health, and community development. According to the current report of the Administering Authority, these publications are distributed throughout the Trust Territory, and the aims and work of the United Nations and the Trusteeship System are part of all curricula. United Nations Day is an official holiday and is a major celebration in the Territory.

Observations of members of the Trusteeship Council
representing their individual opinions only

General

285. The representative of China remarked that one of the most impressive achievements in the Territory was that out of a total population of 92,000 there were more than 30,000 students in elementary and secondary schools and some 300 students studying in colleges abroad. He was glad to learn that a new vocational school to serve all Micronesians would be established in 1969, and that the report of the Stanford Research Institute had recommended the establishment of specialized institutes, such as teachers' institutes, and of a territory-wide college preparatory school. It was the opinion of the Chinese delegation that, at this point in time, the promotion of technical and vocational education and of higher education should be the paramount objective of the Administering Authority.

286. The representative of France was pleased to know that a special effort would be made in technical training and that a vocational training school was to be opened in Palau in 1969. His delegation approved of the importance given to the teaching of English throughout the Territory.

287. The representative of Australia said that the Micronesian people had seen the operation of the accelerated programme of education in the last five years which, despite some defects to which the 1967 Visiting Mission drew attention, was having a very marked and lasting impact on Micronesian society.

288. The representative of the United Kingdom stated that his delegation was encouraged by the statements which had been made to the Council by the Special Representative. Plans were afoot for the establishment of a vocational school, United States-based members of the Administration and Peace Corps volunteers were expanding the education and training of suitable Micronesians, and increased use was being made of educational and training establishments outside Micronesia - including the facilities of the Medical School in Fiji. This was a record of which the Administering Authority and the people of Micronesia could justly be proud.

Primary and secondary education

289. The representative of France said that, in spite of the efforts made since 1962, it seemed, as the report of the 1967 Visiting Mission stated, that a good deal remained to be done in primary and secondary education to achieve a satisfactory level. The funds allocated to education were sizable but it should be noted that there had been no increase in them for several years.

Higher education

290. The representative of China expressed the hope that the idea of establishing a territorial college would not be entirely ruled out, and welcomed the suggestion that an office of higher education should be established within the Department of Education, which would match study abroad as closely as possible with manpower needs and opportunities of the Trust Territory.

291. The representative of Liberia said that she should like to recommend for consideration of the Administration that a junior college should be established in Micronesia; that more scholarships should be granted to enable students to study outside of Micronesia; that scholarship offers under the United Nations programme should be widely circulated to the high schools in the Territory and that guidance and assistance should be given to applicants to avail themselves of the opportunity of the offers.

F. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL
TIME-TABLE FOR THE ATTAINMENT OF SELF-DETERMINATION
OR INDEPENDENCE

Outline of conditions and recommendations adopted by the
Trusteeship Council

292. At its thirty-fourth session, the Trusteeship Council noted the statement of the Administering Authority that the time was approaching when the inhabitants of Micronesia would be called upon to decide their own political future, but that it would be premature to make now any definite recommendations regarding the Territory's future status, and that the precise timing of the act of self-determination would depend largely upon the wishes of the people expressed through the Congress of Micronesia.

293. The Council took note also of the conclusions reached by the 1967 Visiting Mission in its report (T/1668) that the main obstacles remaining in the way of political freedom and self-determination lay in the excessive economic dependence of Micronesia upon the United States and the lack of popular understanding of the alternatives open to Micronesia, but that the time was not too far distant when the people of Micronesia would feel ready to assume responsibility for deciding their own future. Without prejudice to the essential role of the United Nations, the Council welcomed the adoption of House joint resolution No. 47 by the Congress of Micronesia petitioning the President of the United States to establish a commission to consult the people of Micronesia as soon as possible with a view to ascertaining their wishes and views on the future and to report its findings before 31 December 1968. The Council asked the Administering Authority to acquaint the people with the range of options before them, in conformity with the recommendation of the Visiting Mission that a programme of political education be undertaken, and to seek by all available means to help the people to develop an awareness of their capabilities and responsibilities.

294. Reaffirming the inalienable right of the people of Micronesia to self-determination including the right to independence, the Council urged the Administering Authority, in consultation with the Congress of Micronesia and in the light of the United Nations Charter, the Trusteeship Agreement and General Assembly resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960 to take all necessary steps which would enable it to fix a date on which the people of the Territory could exercise their right of self-determination.

295. At the thirty-fifth session of the Trusteeship Council, the United States representative stated that in August 1967, the President of the United States had sent a message to Congress in which he proposed the establishment of a status commission. The primary duty of the commission would be to recommend the best means of allowing the people of Micronesia freely to make known their desires concerning the future of the Trust Territory. The Presidential proposal, to which all the interested departments of the Federal Government had given support, called for a plebiscite to be held not later than 30 June 1972. The bill was before the ninetieth Congress, where hearings were recently held on it by the Senate

Sub-Committee on Territorial and Insular Affairs The United States representative emphasized that the President of the United States, fully dedicated to a course of action aimed at the early implementation of the right of self-determination in the Trust Territory, was firmly committed to the support of that proposal.

296. The Special Representative of the Administering Authority informed the Council that in the meantime the Congress of Micronesia proceeded at its third regular session to establish its own status commission. The powers and responsibilities of that commission were: to develop and recommend procedures and a course of political education and action; to present such a range of possibilities and alternatives as may be open to Micronesians with respect to their choice of political status; to recommend procedures and courses whereby the wishes of the people of the Trust Territory may be ascertained with respect to the political status of Micronesia; to undertake a comparative analysis and to select areas of study of the manner and procedure whereby the Commonwealth of Puerto Rico, Western Samoa, Cook Islands, Nauru and other territories and developing nations had achieved self-government or independence.

297. The Commission has already held a series of meetings and hearings and had decided to establish contact with representatives of various agencies, territories and nations whose experience is relevant to Micronesia. The Commission also plans to establish liaison with the United States status commission, if and when the latter is authorized and appointed.

298. The Congress of Micronesia Status Commission met separately with two sub-committees of the United States Congress who toured the Territory in February 1968 to assess political development, administrative performance and economic and financial requirements. The visiting United States Congressional groups were composed of nine members of the United States House Committee on Interior and Insular Affairs and three members of the United States Senate Sub-Committee on Interior and Insular Affairs.

299. At the thirty-fifth session of the Trusteeship Council, Mr. Jacob Sawaichi, member of the Congress of Micronesia and adviser to the Special Representative of the Administering Authority, stated that the position of Micronesia at present was cast in a somewhat different perspective than in 1967, when his colleagues, Congressman Salii and Senator Kabua, had appeared before the Council. At that time, representations were made that Micronesians did not want to exercise their right of self-determination until the people had acquired a first-hand knowledge of both the benefits and the responsibilities under each of the possible political status alternatives in the present twentieth century context. Since then, events within and without the Trust Territory had seemed to dictate a re-evaluation of the position of Micronesians in this regard and an exploration of ways and means to accelerate the time when the political status of Micronesia could be determined. They were anxious to get on with the job of nation building. He had all the misgivings, however, that unless they renewed their efforts, and unless they took positive steps to remove the obstacles which lay in the way of self-determination for the people of the Trust Territory, Micronesia might be overtaken by events; then it would be useless to talk about plebiscite or self-determination.

300. Many Micronesians, within and without the Congress of Micronesia, entertained doubts when the prospects of a plebiscite on status alternatives which seemed to be open to Micronesians were discussed. There were those who advanced the argument

that social and economic development must necessarily precede political self-determination. There were other Micronesians who took the position that political self-determination must be exercised as soon as it was possible to do so, in order to assure some measure of political stability, and that, having resolved the political question, the problems of economic, social, and educational development could then be easily identified and resolved.

301. Perhaps a happy solution lay somewhere between the two. It was Mr. Sawaichi's conviction, however, that the methods of measuring economic, social, educational and political progress needed re-examination. Too often Micronesians seemed to be preoccupied with how much effort had been expended in different fields of endeavour, when what they should be asking was what were the results of their efforts? If Micronesians were to ask themselves this question, in relation to their efforts in the Trust Territory, he dared say that the rate of progress for the past year was hardly perceptible. Their creative efforts to improve their lot in agriculture had left many unresolved problems. Programmes in fisheries, low-cost housing, education and medical services required further evaluation and examination to see where they have failed. In short, a review of accomplishments of the past and previous years and the rate of progress and growth would indicate the time when Micronesians would be able to exercise their right of self-determination.

302. Mr. Sawaichi considered among the more pressing and important requirements in the Trust Territory, the following improvements:

- (a) A corps of highly qualified and motivated Micronesian civil servants;
- (b) A system of government at the territorial, district and municipal levels, which was readily responsive to the needs of the common people of Micronesia;
- (c) An immediate shift from programme evaluation and experimentation to actual field services and programme implementation;
- (d) A well-balanced and precise development plan, formulated with both imagination and realism, and carried out with firmness and the allocation of all the necessary means and financial resources required for their execution.

303. The determination of the future political status of Micronesia presumed a certain degree of economic and social self-sufficiency. The rate in which planned programmes were put into effect would determine when it would be appropriate for Micronesians to decide on their political status. Mr. Sawaichi was hopeful that the end results of their present efforts in the Trust Territory would be such that Micronesians might soon decide on their future political status.

304. The Special Representative of the Administering Authority stated that there was a wide range of opinion within Micronesia with respect to the timing of a plebiscite, with many Micronesians expressing the need for ample time to develop an understanding of the alternatives available to them, and the relationships between political and economic self-determination.

305. Mr. Sawaichi observed that the question of timing was for the Micronesian people themselves to decide. He said that in some parts of the Territory the Micronesians were not well informed on political matters but that the schools were beginning to provide relevant information, and he expressed confidence that within a few years they would develop a familiarity with their political problems.

306. With regard to consultations with the people of the Territory, the Special Representative said that the proposed United States status commission would visit the Trust Territory of the Pacific Islands and consult with the district legislatures and municipalities, and with the citizens of Micronesia at all levels and in all categories. These consultations would form a basis for the commission's recommendation concerning the timing of a plebiscite and quite possibly concerning its form. This commission would also consult closely with the Congress of Micronesia and the Micronesian Status Commission. This latter body, composed of representatives from each district of the Trust Territory, had already held extensive meetings and public hearings during the period November 1967 to April 1968 and would be prepared to submit a progress report to the Congress of Micronesia at its fourth regular session.

307. At its thirty-fifth session, the Council adopted the following conclusions and recommendations:

The Trusteeship Council, recalling the conclusions of the 1967 Visiting Mission that the time is not too far distant when the people of Micronesia will feel ready to assume responsibility for deciding their own future, urges the Administering Authority to take all possible steps to reduce the economic dependence of Micronesia upon the United States, and to prepare the people for self-government or independence by more fully associating them in the direction of their own affairs and by continuing its efforts to increase their understanding of the various possibilities open to them in the process of self-determination.

The Council reaffirms the inalienable right of the people of Micronesia to self-determination, including the right to independence, in accordance with the United Nations Charter, the Trusteeship Agreement and General Assembly resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960.

It welcomes the measures taken jointly by the Congress of Micronesia and the Administering Authority towards the attainment of these ends, namely:

(a) the creation of the Status Commission of the Congress of Micronesia, and
(b) the initiatives already taken by the President of the United States and the United States Congress towards the establishment of a United States status commission whose role it will be to investigate conditions and factors affecting Micronesia's political future and to recommend a date for a plebiscite.

The Council urges the Administering Authority to pursue vigorously its efforts, in close co-operation with the Congress of Micronesia, to prepare the people of the Territory to exercise their right to determine their own future.

Observations of members of the Trusteeship Council
representing their individual opinions only

308. The representative of China stated that the Congress of Micronesia had taken a significant step forward in the creation of a Status Commission, whose responsibility it was to recommend procedures whereby the wishes of the Micronesian people might be ascertained with respect to the political status of Micronesia. It was encouraging to note that the Status Commission, which was composed of six members of the Congress of Micronesia, representing the six districts of the Territory, had already held meetings and hearings on the future status of the Territory. Referring to the proposal of the President of the United States concerning the establishment by the United States Congress of a status commission, the Chinese representative observed that it called for a plebiscite to be held not later than 30 June 1972, and said that if it was assumed that the Micronesian people would then decide to be self-governing or independent, it seemed a matter of great urgency that Micronesians should now actively participate in policy-making and policy-planning and that they should begin to assume more and more responsible executive and administrative positions.

309. The representative of France was pleased to hear the representative of the United States affirm that his Government was fully determined to allow the exercise of the right of self-determination in the Territory in the near future. He was pleased also with the efforts being made to set up a status commission of the United States Congress to make proposals concerning the future of the Territory, including setting a date for a plebiscite which would take place by 30 June 1972 at the latest. In the view of his delegation, the Status Commission established by the Congress of Micronesia should study the experience of other Territories or States which had already attained self-government or independence. The French delegation was sure that the Administering Authority, which had already achieved a great deal in the Territory, would be anxious to continue the work it had begun by associating the peoples ever more closely with the exercise of power and explaining to them the importance of the choice which they would have to make, in order to make them fully aware of their responsibilities and of the possibilities open to them. In that way they would be able to exercise their right of self-determination with a full knowledge of the facts and without unnecessary delay.

310. The representative of Liberia considered that perhaps it would be well for the Council to request the Administering Authority in conjunction with the Congress of Micronesia to establish intermediate target dates for the fulfilment of the Trusteeship Agreement. The Liberian representative also felt that some clarification was needed to give a better understanding to some of the Micronesians who wished to know whether their choice in exercising self-determination would be upheld, whatever form it may take, irrespective of the fact that Micronesia was a strategic area. To this end, she believed that the Administering Authority should express itself in unequivocal terms on this vital question. The representative of Liberia reaffirmed the inalienable right of the people of Micronesia to self-determination and/or independence. She wanted to thank the Administration for the role it was playing in leading the people of Micronesia towards the achievement of this objective. She wished to stress the fact that the Congress of Micronesia and/or the people of Micronesia had an even greater role to play.

311. The representative of the Union of Soviet Socialist Republics said that as a result of criticism that mounted yearly, the Administering Authority had declared that by 1972 it intended to hold a plebiscite to determine the attitude of the population concerning the future of the Territory. But, judging by the replies of the Administering Authority to the questions of members of the Trusteeship Council, it appeared that even this distant date was now uncertain, and the Soviet delegation could not be sure that the Administering Authority was indeed creating conditions in which the people of Micronesia could genuinely exercise their right to self-determination. The plan for a referendum in the Trust Territory was announced when there was frank discussion in the United States of the idea of incorporating the Pacific Islands by integrating them with Hawaii or by dismemberment and annexing part of the islands to the American colony of Guam.

312. The representative of Australia said that his delegation was very interested to hear of the work of the Status Commission appointed by the Congress of Micronesia and of the proposal from the United States Executive to appoint a Congressional commission. The process of discussing the alternatives open to the people of the Territory and of ensuring that the population at large understood the choices before it, was one which would take some time. It was essential that the people really understood what were the possibilities open to them, and what their new rights, as well as responsibilities, in the exercise of their choices would entail. The people of Micronesia were engaged in the process of self-determination, the process of publicly examining what status they wished to have when the Trusteeship System terminated. One of the special advisers from Micronesia mentioned in his opening statement divisions of opinion which existed among the people. This really was only to be expected. A scattered population which had been subject to rule by no less than four other countries was in the process of examining the nature of its own identity, and the best way of expressing that identity in permanent political institutions. The Australian delegation would follow with very great interest the work of the Status Commission.

313. The representative of the United Kingdom stated that perhaps the most important development over the past year had been the proposal that a commission of the United States Congress should be set up to make recommendations about the holding of a plebiscite in the Territory not later than 1972 to enable the people freely to express their wishes about their future. The Special Representative had informed the Council about their future. The Special Representative had informed the Council that the fixing of the terminal date for such a plebiscite in 1972 was not necessarily certain, that the United States status commission, if it was set up, might proceed on the basis of an indeterminate time factor, or, indeed, might seek to set that date itself as a result of its own investigations. The United Kingdom delegation believed that the terms of the original announcement in regard to the setting up of a status commission had been of the greatest importance in establishing a possible time-scale for the accomplishment of the processes of self-determination in the Territory. Now that such a time-scale had been indicated, no matter how tentatively, his delegation believed that the efforts of the Administering Authority to solve the outstanding problems of development, education and training would be pursued with a new sense of urgency. The parallel measure taken by the Congress of Micronesia in establishing its own Status Commission, was also one which his delegation welcomed. The Commission would provide a most useful link with the status commission to be set up by the Administering Authority.

314. In his closing remarks, the Special Representative noted that the discussion in the Council had emphasized the growing interest in the political future of Micronesia and Micronesia's capacity for self-determination. It might be recalled that only two years ago questions were raised in the Council as to whether in fact Micronesia did exist as a cohesive political and social entity. At that time, the Congress of Micronesia was but one year old and had not yet held its second session. Since then, political development had moved forward at an accelerating pace and the deliberations and legislative actions of the Congress of Micronesia had had the effect of strengthening bonds of mutual interest and a sense of common destiny among the peoples of Micronesia and their representatives.

315. The representative of the United States of America stated that the actual record of the United States spoke quite clearly in terms of its devotion to self-determination as defined in Article 76 of the Charter of the United Nations and elsewhere.

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