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July 11, 1968

EXCISE

MEMORANDUM

TO: S/A - Ambassador Eugenie Anderson  
FROM: IO - Ward P. Allen  
SUBJECT: Trust Territory of the Pacific Islands

DEPARTMENT OF STATE A/CDC/MR

REVIEWED BY B.H. BAAS DATE 3/25/87  
RDS [ ] or XDS [ ] EXT. DATE  
TS AUTH. REASON(S)  
ENDORSE EXISTING MARKINGS [ ]  
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PA or FOI EXEMPTIONS B6

1. It is generally agreed that not enough constant high-level attention is being paid within the Executive Branch to the problems of administration of the Trust Territory, to the international implications of our actions and to long-range planning for its future. It is equally obvious that there is a lack of a unified U.S. Government policy regarding the Trust Territory.
2. The major responsibility for this state of affairs lies with the Department of Interior which is responsible for the administration of the Territory and the Congressional Committees on Interior and Insular Affairs. I think we agree that both in the Department of Interior and in the Trust Territory there is no modern and efficient concept of territorial administration and there is a lack of imagination and initiative. The present administration on Saipan and in the districts is too lackadaisical. At the same time, there is too much centralization of decision making in Saipan and not enough responsibility delegated to the district level. Equally serious is the fact that the personnel, particularly at the lower levels, is ineffective and not of very high caliber. Too many are either short-term contract personnel whose interest is completing a short stint and returning stateside or are long-time civil servants who are biding their time in a leisurely fashion until retirement and are difficult to remove.

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- 2 -

3. Regardless of whether we can be faulted in some degree in connection with these problems, given the situation described above, the State Department is limited in its ability to control or influence developments, unless the responsibility for administration of the Territory were to be transferred to us.

4. At present, as you know, the State Department's responsibilities are carried out by IO, under the guidance of the Secretary and particularly the Under Secretary. I exercise a general supervision for Mr. Sisco; and under Miss Elizabeth Brown, Director of the Office of UN Political Affairs, there are two people who devote a considerable amount of time to Trust Territory problems. Recently, fortunately, Under Secretary Katzenbach has become directly involved and interested and has provided us with the high-level support needed. This arrangement is in general satisfactory.

I have thought of various organizational changes within the Department including the transfer of responsibility directly to the Secretary's office and the appointment of a high-level Special Assistant who would devote full time to this matter. I believe, however, that it is not a full-time job for a top-level person and that unless any such person were a well known figure with independent stature both within the Executive Branch and with Congress, he would not be effective.

5. It seems to me, therefore, that given the present distribution of responsibilities the only proper place for new top-level coordinator of our policies and programs for the Trust Territory is the White House.

I believe, therefore, that as was recommended some years ago the President should appoint a Special Assistant with some stature to coordinate policy and

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- 3 -

programs for the Trust Territory and that he should establish a high-level Task Force composed of representatives of State, Interior, and Defense which would operate under his chairmanship which would be charged with development of a unified long-range policy as well as the resolution of such special problems as arise from time to time (Bikini and war claims) with exercising general surveillance over the administration and with conducting liaison with Congress on matters related to the Territory. I believe that such a step would be desirable, whether or not the Status Commission is established. If it is, the Special Assistant and the three Departmental representatives would presumably be members.

6. If Congress passes the bill setting up the Status Commission, it is of course essential that we get the right sort of Chairman and, equally important, that we get a dynamic and knowledgeable Executive Secretary. For this position I can think of no better person [

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7. Equally important for the new administration will be of an imaginative, driving High Commissioner with stature and administrative ability.

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