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MEMORANDUM

THE WHITE HOUSE  
WASHINGTON

THE PRESIDENT HAS SEEN

24372

ACTION

December 24, 1970

SECRET

MEMORANDUM FOR:

THE PRESIDENT

FROM:

HENRY A. KISSINGER *HK*

SUBJECT:

Political Status Negotiations with  
Micronesia; Appointment of a  
Negotiator

We are facing increasing difficulties in trying to reach agreement with the Micronesians on their future political status in association with the U. S. In fact, Micronesian attitudes seem to be hardening against any type of association which we would consider satisfactory, and there is a real need to push the negotiations along in a businesslike manner at whatever pace the Micronesians will sustain and match. Micronesia, the Trust Territory of the Pacific Islands, will be the only remaining UN Trusteeship after New Guinea becomes independent in 1972 or 73, and the Micronesians are increasingly desirous of regularizing their status with us.

An important part of the problem stems from the handling of the negotiations within the Executive Branch of the U. S. Government. Since Micronesia is an Interior responsibility, Interior has been carrying on what amount to complex international negotiations, an unfamiliar task which has sometimes not received the highest priority. International negotiations are ordinarily carried out by State, but since whatever agreement we reach with Micronesia would have to be presented to the Congress through the Committees with which Interior ordinarily deals on territorial matters, State should not take titular primacy. The Defense role is limited to insuring proper safeguarding of our present and future modest land needs in Micronesia for military bases.

I therefore believe it has become necessary for the conduct of the negotiations with Micronesia to become fixed in a single individual who would have direct access to the White House while receiving his instructions through the existing interdepartmental committee structure. This individual would need to be someone with considerable stature, since he would be dealing not only with the Micronesians but would be required to maintain a good working relationship with the Congress. State would welcome the appointment of such a negotiator; Secretary-designate Morton has been consulted and asked that you be told he concurs enthusiastically.

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There is now some urgency in moving the TTPI negotiations along. We have learned that Congressman Udall of the House Interior and Insular Affairs Committee, who is presently traveling in Micronesia, has stated that he is contemplating the introduction of new legislation providing for the establishment of a Congressionally determined Commission for the Negotiation of Future Political Status with Micronesia since, "the Executive Branch is failing to carry out this responsibility."

I have looked over the suggestions of Under Secretary Irwin (Tab A) and my staff and I believe that the individuals indicated below would all be suitable. These names have been discussed with Harry Flemings' office, from which formal clearance will be obtained before approaching any of the individuals named.

OK 2 Edmund Gullion

Retired Ambassador, Dean of the Fletcher School of Law and Diplomacy, has previously undertaken missions abroad for this administration and is known to be willing to serve again.

BR 1 David M. Kennedy

Outgoing Secretary of Treasury, to be Ambassador-at-Large.

Robert Murphy

Retired Ambassador, now Chairman of the Board of Corning Glass International, a veteran negotiator with a good reputation in the Congress.

Herman Phleger

Former Legal Advisor in State under Eisenhower Administration, advantage of being a west coast resident. (May be too advanced in age to do this.)

Frank Haydn Williams

President of the Asia Foundation, former Deputy Assistant Secretary of Defense (ISA) in the Eisenhower Administration, advantage of being a west coast resident.

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Of the candidates, I believe Williams would be the best for this assignment. He is knowledgeable about the area, relatively young, has good relations with the Hill, and would probably be free to take this on. The Asia Foundation feels somewhat neglected of late and Williams' selection would have the peripheral benefit of Administration recognition of its president.

RECOMMENDATION:

That you approve the appointment of Frank Haydn Williams as your personal representative, with the personal rank of Ambassador, for the negotiation of political status with Micronesia; all his expenses to be borne by Interior.

Approve \_\_\_\_\_

Prefer:

Sept 8 2

- #2 Edmund Gullion
- #1 David M. Kennedy
- Robert Murphy
- Herman Phleger

APB

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