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REASON FOR WITHDRAWAL . . . . Donor restriction  
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NATIONAL ARCHIVES AND RECORDS ADMINISTRATION  
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REASON FOR WITHDRAWAL . . . . Donor restriction  
TYPE OF MATERIAL . . . . . Notes  
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DESCRIPTION . . . . . Note for the file concerning Robert  
Thorpe phone calls.  
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DATE WITHDRAWN . . . . . 08/26/1988  
WITHDRAWING ARCHIVIST . . . . LET



ADMINISTRATIVELY CONFIDENTIAL

February 3, 1975

Dear Ed:

With the election of new governors in Guam and the Virgin Islands, the appointment of a new governor for American Samoa and the return of the Director of Territorial Affairs to the State Department, we are experiencing a substantial change in senior territorial policy officials. It is my view that periodic changes in positions of that nature serve a beneficial and constructive purpose and are in the best interest of the President and the constituencies which are served. You will recall that we discussed this some time ago, so I know you appreciate my view.

While I recognize your many years of service as the High Commissioner of the Trust Territory of the Pacific Islands, I have nevertheless concluded that this would be a propitious time to make a change in your position. I have discussed this with the President and he concurs. Accordingly, at his request and on his behalf, I request your resignation effective March 15, 1975.

I look forward to receiving any suggestions you may have on the wording of the announcement to be made in Washington about your departure.

We appreciate your many years of faithful service to the President and the Trust Territory of the Pacific Islands.

Sincerely,

(Sgd) Rog Morton

Rogers C. B. Morton

Honorable Edward E. Johnston  
High Commissioner of the Trust  
Territory of the Pacific Islands  
Saipan, Mariana Islands 96950

JCH:nd 2/3/75

bcc: A/S Hughes  
Emmett Rice  
Curt Fee

cc: Secy's chron  
Secy's pers. ✓  
Herge ✓



DEC - 4 1974

Dear Mr. President:

For some time now we have been anxious to replace Edward R. Johnston, the present High Commissioner of the Trust Territory of the Pacific Islands. The position is a Presidential appointment and subject to Senate confirmation. Johnston, an insurance executive from Honolulu, was appointed in May of 1969 and thus has served five and one half years. I have always believed that administrators in these remote areas lose much of their effectiveness after protracted periods of continuous service. Such is the case with Johnston.

At the conclusion of the first Hixon administration I reviewed the territorial personnel situation and became increasingly disturbed with the noticeable deterioration of the management of the territory. Accordingly, I made a recommendation to the President that we make a change in the High Commissionership and informed Johnston that his resignation would be effected March 31, 1975. Due to strong pressure by Senator Fong of Hawaii, the President reversed his decision.

My conclusion remains unchanged. I recommend that as of the 1st of January we replace the present High Commissioner with a first rate administrator for the last critical phase of the trusteeship.

Respectfully yours,

(sgd) Rogers C. B. Morton

Secretary of the Interior

The President  
The White House  
Washington, D.C. 20500

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cc: SEcretary's Files  
" RF

TA (8)  
L-RCHughes 4160

Johnston,  
Edward  
Wednesday 3/5/75

High Comm'r  
Trust Territory  
224-6361

10:20 Rita Buckingham in Sen. Fong's office said at the conclusion of your meeting yesterday you inquired where High Commissioner Edward Johnston of the Trust Territory was staying.

He is at the Guest Quarters at 801 New Hampshire Ave.

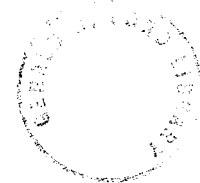
785-2000



Thursday 3/6/75

*Johnston*  
*Edward L.*

11:05 Jay will have something over here by 2 o'clock  
this afternoon.



Thursday 3/6/75

11:05 Checked with Jay concerning the file on Edward E. Johnston.

He said he has been through most of the material and has written out some of the problems but wants to get it reorganized.

He said you would be making a phone call to High Commissioner Johnston. If he could know whether you want to make the call this afternoon or tomorrow afternoon it would help.

Mr. Buchen said he would like to make the phone call this afternoon so should have any material he can pull together by 2 o'clock this afternoon. Have advised Jay.





*Pacific Trust  
Territories*

Friday 3/7/75

Meeting  
3/8/75  
9:30 a.m.

5:45 Edward Johnston, High Commissioner of the  
Pacific Trust Territories, will meet with Mr. Buchen  
tomorrow (Saturday 3/8) at 8:30 a.m.

John Marsh will sit in on the meeting.

(The Commissioner is staying at the Guest Quarters  
at 801 New Hampshire Avenue, N.W.)

785-2000



For: Mr. Buchen

FROM: Mr. Johnston



"MICRONESIA - AMERICA'S CHALLENGE"  
EDWARD E. JOHNSTON, HIGH COMMISSIONER OF THE TRUST TERRITORY  
OF THE PACIFIC ISLANDS  
COMMONWEALTH CLUB OF CALIFORNIA, MARCH 14, 1975

Distinguished members of the Commonwealth Club of California:

Some 7,000 miles from the West Coast of the United States lie a group of beautiful islands known collectively as "Micronesia." Among them are the Marianas, Marshalls and Carolines -- officially known as the Trust Territory of the Pacific Islands, administered by the United States as a United Nations Trusteeship. Although unknown or little known to the vast majority of Americans, these beautiful little islands -- their present and their future -- present a very real challenge to the United States of America.

As a Trusteeship, the Trust Territory of the Pacific now occupies a rather unique position in two respects. First, of the eleven original U. N. Trusteeships, only one, the one which we are discussing today, was classed as a "strategic" Trusteeship and was placed under the Security Council of the United Nations rather than under the General Assembly, as were the other ten Trusteeships. The United States, as the administering authority of this Strategic Trusteeship, was very clearly permitted, if necessary, to fortify the area and to maintain a military presence in the area, in the interest of world peace in the Pacific. The second unique feature is that, at this point in time, it is now, for all practical purposes, the only remaining Trusteeship, since Papua-New Guinea, administered by Australia, is completely self-governing and is scheduled to become totally independent within the next few months.



Each year the United States, as the administering authority, must report to the Trusteeship Council on its administration of the Trust Territory and every third year the member nations of the Trusteeship Council appoint a visiting mission which spends some six weeks in the Trust Territory and then files its report with the U. N.


The Government of the Trust Territory is patterned after that of the United States with three separate branches; the executive, which is headed by a High Commissioner, appointed by the President of the United States, with the confirmation of the United States Senate; a legislative branch which consists of a popularly elected Congress of Micronesia, with twelve senators and twenty-one representatives. The judiciary consists of a high Court with a Chief Justice and three Associate Justices, all appointed by the Secretary of the Interior, to whom the Trust Territory is assigned for administrative purposes, and a local judiciary of District Judges, all of whom are Micronesian citizens without the benefit of formal legal training.

Although travel writers in referring to our Islands normally call them a "paradise of the South Pacific", geographically all of the Islands are located above the equator and are actually in the northwestern (rather than the south) Pacific. The area encompassed within our jurisdiction is more than 3,000,000 square miles of ocean, an area larger than the continental limits of the United States. Within this vast expanse of water are some 2,100 islands, only less than 100 of which are inhabited. The total land area involved is only about 700 square miles -- less than half the size of the State of Rhode Island. Micronesia is populated by 114,000 persons, who based on the



anthropological scale of three major racial extractions (Caucasoid, Negroid or Mongoloid) are of Caucasoid derivation. They speak nine totally different languages, plus several variations of those nine, with English and to a certain extent Japanese as their common languages.

Basically, the area is somewhat unique in world history in that for two centuries the Islands have been more-or-less held together as an enforced, unnatural union of somewhat similar, and yet in many ways dissimilar, island groups. During this period of time, they have been under the administration of Spain, Germany, Japan and now, the United States. It is interesting to note that each of these four nations appears to have had a different motivation toward and interest in this group of islands which we now call the Trust Territory of the Pacific. Spain, after Magellan discovered the islands in the 1500's, was interested primarily in religion and converted a great many of the islanders to Catholicism. Spain exhibited very little commercial interest in the islands, but did maintain a presence there until approximately 1900. ~~The islands at that time were sold to Germany and~~ during the brief German administration the interest was primarily a commercial one. The Germans operated a cable station, reprovisioning stations for their merchant fleet, and to a certain modest degree began to colonize the islands. At the end of World War I, Germany lost the islands to Japan under a mandate from the League of Nations. I am sure all of you know that the Japanese, in complete violation of the League of Nations mandate, proceeded not only to colonize the islands, but to fortify them in complete dedication to building their

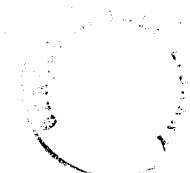




war-machine before and during World War II. You are also familiar with the bloody history of these islands during World War II, and the fact that the United States secured the various island chains in 1944-45 and accepted the United Nations Trusteeship in 1947.

Certainly it takes no great degree of research to envision that governing these islands as a single entity has never been and never will be an easy task. In fact, in a recently published book entitled "The Office of Territorial Affairs" by Mrs. Ruth G. Van Cleave, who formerly headed that office, the chapter entitled "The Trust Territory of the Pacific Islands" begins with the following words: "It is possible that the Trust Territory of the Pacific Islands, as a political entity, is ungovernable. It may be that it covers too large an area, that its people are too disparate, that their aspirations are too diverse."

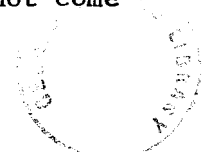
Some have even said that Micronesians may be the most over-governed people in the world, because in addition to three layers of government (the Trust Territory headquarters, the district administration -- in each one of the six administrative districts and well over 150 chartered or unchartered municipalities), in all districts except the Marianas you must superimpose on this governmental structure the traditional or hereditary leaders who still exercise a tremendous amount of influence throughout the islands. Some of the traditional leaders have bridged the gap by also becoming elected leaders. A good example of this was the late Chief Petrus Mailo who was not only the undisputed high chief of the Truk District, our most populous district with over 30,000 residents, but he was also for many years the elected mayor of Moen Island which is the seat of the Truk District government.



So much for what Micronesia is, where it is, and its basic background throughout the centuries. Along with considering what Micronesia is, it may be of equal importance for us to consider what Micronesia is not. Micronesia is not a territory or possession of the United States and various Federal Courts have ruled many times that it is "not an agency or entity of the United States Government." Micronesians are not United States citizens, or United States nationals, they travel on their own passports, and even tariff barriers exist between the islands and the United States. Nevertheless, the area is United States administered under the Trusteeship and, almost entirely United States financed. Of total governmental expenditures of some \$80,000,000 this year, only slightly over \$5,000,000 comes from locally generated revenues.

The United States owns no land in Micronesia, but those lands which are used for public purposes or governmental purposes are held by the United States as trustee for the people of Micronesia. At the present moment, based on an administrative directive issued by Secretary of the Interior Rogers C. B. Morton in January 1975, the framework has been created to return all public lands to control of each of the individual districts, if they so desire, even before the Trusteeship is ended. Not only does the United States own no land in Micronesia but due to very strict non-alienation laws no one other than a native-born Micronesian citizen can under any circumstances own land in any of the islands. Land can be leased for short or relatively long periods of time, but it cannot be sold to a non-Micronesian.

So much for background material. I am certainly well aware of the fact that the members of this distinguished organization did not come



here today to listen to geographical descriptions, vague phrases or general platitudes concerning any area, even one as remote and fascinating as Micronesia. So in the remaining time available today, let's review what the United States as the "administering authority" has and has not done to fulfill its mandate under the 1947 United Nations Trusteeship Agreement.

To quote from Article 6 of the Trusteeship document, The United States was charged with and freely accepted the responsibility to, and I quote:

"1. Foster the development of such political institutions as are suited to the Trust Territory, and shall promote the development of the inhabitants of the Trust Territory towards self-government or independence, as may be appropriate to the particular circumstances of the Trust Territory and its peoples and the freely expressed wishes of the peoples concerned; and to this end shall give to the inhabitants of the Trust Territory a progressively increasing share in the administrative services in the Territory; shall develop their participation in government."

The administering authority also agreed to "promote the economic advancement and self sufficiency, the social advancement and the educational advancement of the inhabitants."

So you might logically ask, how well has our nation lived-up to its responsibilities under this Trusteeship Agreement. In my opinion, in many ways we have done quite well. Although in other areas we have undoubtedly not measured up to the responsibilities we so freely accepted.

One area in which we have certainly measured up to our responsibilities is in the fields of health services and education. Perhaps one measure of

the success of the health services program in Micronesia is that we have maintained a better infant mortality rate and general mortality rate than have the American Indians, at an expenditure of approximately \$72.00 per year, per person, compared to some \$329.00 per person spent by the Bureau of Indian Affairs on the Indian health services program. The health services program is headed by a Micronesian at the Territorial level and in each of our six districts and we have recently, in cooperation with the Medical Department of the University of Hawaii, completed a very successful Medex program to train para-professionals to an extent just below that of a doctor. These Medex's have been and, I am sure will continue to be, helpful in maintaining health services at an adequate level in some of our remote outer islands, many of whose residents have never even seen an electric light. We also have made great strides in the past few years in a Territory-wide immunization program and in health education for the students in our public schools.

Our public school system provides an education through the 12th grade for almost every student who wishes to attend, and almost 60% of our secondary educational effort is now directed toward vocational education. In the Palau District we operate the Micronesian Occupational Center which offers vocational education at both the high school and post-high school level in many fields such as automobile mechanics, air-conditioning mechanics, electricians, carpenters, masons and many others. It has also provided very valuable training in the service industries which are related to our growing tourism throughout the area.

We have in Micronesia only one institution of higher learning, the Community College of Micronesia in Ponape, which now grants an A.S. degree

in both elementary teaching and in nursing. Our nursing school, which is physically located in Saipan in the Marianas District, has just recently been officially combined with the Community College of Micronesia. In addition to this small, but growing college which now has only less than 200 students, it is frequently pointed out that the Trust Territory of the Pacific Islands undoubtedly has more college graduates and more young people attending colleges outside the Territory than any other Pacific Island area. This fact is both a benefit and a challenge: - A benefit in that we are building a large reservoir of highly trained individuals who at the present time seem totally dedicated to returning to Micronesia to be of service to their own people. But also a challenge, to see how long we can maintain such a level of college education and still keep the young people returning to Micronesia rather than suffering the so-called "brain-drain" which has afflicted many other island areas of the Pacific, as well as rural communities throughout the entire world.

America can be extremely proud of her record in training the Micronesians for self-government. Municipalities have been chartered since the early 1950's and this year the Congress of Micronesia celebrates its 10th anniversary, having been founded in 1965. During those ten years the Congress has steadily taken on increasing powers and responsibilities. Members of the Congress now participate actively in the budget process and, in fact, approve and help present the budget submissions which must go before the United States Congress each fiscal year. They have the power of advice and consent over 37 of the most critical positions in the government, such as the District Administrators



and the Members of the High Commissioner's Cabinet and their deputies. Although there is still some unhappiness about the fact that the Secretary of the Interior has, under certain circumstances, eventual power over legislation, they have, as I said, been given greatly and steadily increasing powers. As one example, my immediate predecessor could introduce legislation, simply mark the bill "urgent" and if a session of the Congress failed to act upon it, he could declare it a law without the approval of the Congress. This is no longer true and the veto power of the High Commissioner has been greatly restricted, as it should have been, in the gradual process toward self-government.

One of the main missions of every American working in the Trust Territory of the Pacific Islands is to work himself out of a job by training a capable and well-qualified Micronesian to take his place. This is even true of the position of the High Commissioner himself. The Congress of Micronesia is, of course, by its very nature completely composed of Micronesian citizens, and Micronesians are playing an ever increasing roll of prominence in the judiciary and in the executive branch. When I became High Commissioner just six short years ago there were no Micronesian District Administrators, today all six are Micronesians. There were no Micronesian department heads at the territorial level. Today, five of our eight major operating departments are headed by Micronesians, and two of the remaining ones have Micronesian deputies, who will undoubtedly become directors of their departments soon.

But while we have made such great strides in the training of Micronesians and preparing them for their eventual future, I think we

must very frankly admit that the United States has lagged far behind in physical improvements needed to fully support the trend toward eventual self-government. For the first several years of the Trusteeship the total budget for this vast area was only \$1,000,000 annually and a great deal of that went to support the Trust Territory Headquarters which was then located in Honolulu. In fact in the first 23 years of the Trusteeship (1947 through 1969) the average expenditures were only some \$9,000,000 per year. In the last six fiscal years, fiscal 1970 through 1975, this has gone up to an average of \$57,000,000 per year, plus an average of some \$8,000,000 a year in additional support from other federal programs under such agencies as HUD and HEW.


In fact it is quite shocking to visitors to our area for the first time that in many respects in almost 30 years the United States has not even replaced some of the infrastructure which we destroyed of necessity during World War II. You must realize, of course, that physical improvements in Micronesia are very expensive; for more so than in the average mainland community. ~~You must remember that because of the vast distances between~~ and among our six administrative districts that so many things which a normal government within the United States system would do once we must do six times. Not one fire truck, but six; not one ambulance, but six. All of this for a total population of only 114,000 persons. For those of you who feel that inflation is plaguing you here on the Mainland, you might bear in mind that within a period of just a few months last year the cost of reinforcing bars increased by more than 150% in Micronesia, the cost of a bag of cement by over 200%, the cost of petroleum products almost tripled. This meant that if we had budgeted \$1,000,000 for oil

to run our ships and electric power generators, we were faced with an actual expenditure of almost \$3,000,000. This has made our job even more difficult than it was before.

Economic development, to make Micronesia a more self-supporting and really viable economic entity, has also lagged far behind other areas. All of us most familiar with the situation feel that there are three logical areas for development. (1) The growing field of tourism, and I might say here that each district has its own tourism advisory commission and in each district tourism will develop at the rate of progress and under the controls imposed by the citizens of that district. (2) There is a vast potential income, some have estimated it as high as \$300,000,000 a year, in fisheries (particularly skip-jack tuna) throughout our 3,000,000 square miles of ocean and methods must be found of arranging viable joint ventures with major corporations from the United States or other countries, so that this vast marine potential can be harvested. (3) Since our imports greatly exceed our exports and since to become a viable, self-sustaining economy Micronesia must reduce this ratio, in the field of agriculture we can become much more self-sufficient. Great progress has been made in the past few years in raising cattle, pigs, chickens, (several districts are already totally self-supporting in chicken and egg production) and in raising fruits and vegetables which no longer need to be imported from the United States or Japan. In fact, we have even begun to develop somewhat of an export market to nearby Guam, which although it is geographically and physically located within Micronesia is a United States' territory, and to Japan.

Having now surveyed the past and present of Micronesia, what of the future? The fledgling Congress of Micronesia in 1968 formed its first future status committee and this committee toured many parts of the world discussing various forms of government with government leaders, and filed its report with the Congress. On the basis of that report, in mid-1969 the United States began status negotiations with representatives of the Congress of Micronesia. Although I have not actively participated in these negotiations, I have been kept very well briefed by Ambassador Franklin Haydn Williams, the President of the San Francisco-based Asia Foundation, who for the past several years has served as the President's personal representative for Micronesian Status Negotiations, and by Senator Lazarus Saliia of the Palau District, and Representative Ekpap Silk of the Marshalls District, the co-chairman of the Congress of Micronesia's Joint Committee on Future Status. Actually, since 1973 the United States has been conducting two separate sets of negotiations, one with the Marianas District who seem headed toward a commonwealth status in very close association with the United States; and another set of negotiations with the balance of the Trust Territory leading toward what the Congress of Micronesia has called "free association" with the United States.

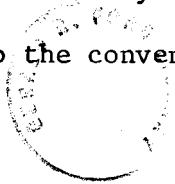
As for the negotiations with the Marianas Islands, on February 15, just less than one month ago, representatives of the Marianas Political Status Commission and Ambassador Williams on behalf of the United States, signed a covenant to establish "a commonwealth of the northern Mariana Islands in political union with the United States of America." Within a few weeks after the signing, a second step was completed, when the



Marianas District Legislature voted unanimously to accept the commonwealth covenant. The next step will be a plebiscite probably in June 1975 in which the citizens of the Marianas District can freely express their wishes. If the Marianas do vote for the commonwealth status as they have indicated their preference in several unofficial referendums in the past, it is anticipated that the Marianas District will then be administered separately from the balance of the Trust Territory for such time as the Trusteeship is still in existence.

The concept of free association which is being negotiated with the other five districts of Micronesia, envisions a Micronesia which would be totally self-governing, electing all of its own officials, but under a "compact of free association" with the United States. The United States Government would provide for defense and handle foreign affairs for Micronesia and would continue to provide a major level of financing for a certain agreed-upon period of years. The level of this financing is still under negotiation. Nevertheless, President Ford's administration, through Secretary Morton, is asking the Congress of the United States to approve a Capital Improvements Program calling for the expenditure of some \$145,000,000 in fiscal years 1975 thru 1980, designed to put in place at least a basic infrastructure for the Micronesians prior to the termination of the Trusteeship Agreement and their emergence as a self-governing entity.

Meanwhile, under an act passed by the Congress of Micronesia last year, the first Micronesian Constitutional Convention will convene on the Island of Saipan on July 12, 1975, the exact tenth anniversary of the founding of the Congress of Micronesia. Delegates to the convention

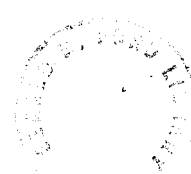




have already been elected, and a preconvention committee, with representatives from each administrative district, has made great progress toward organizing the convention. Although there is some talk of further separatist movements among some of the districts, there is still a strong hope that the balance of Micronesia can be held together as one entity and the United States is proceeding in the negotiations with that assumption in mind. Many of us, both Micronesians and Americans, are hopeful that the Constitutional Convention will be a productive one and that all areas of what now constitute the Trust Territory of the Pacific Islands may soon be firmly on the road to self-government and the eventual dissolution of the Trusteeship.

So now that we have discussed the wide range of problems and challenges in Micronesia, you may well agree that in this remote Territory, where almost 50% of the population on the outer islands still live under relatively primitive conditions, you and I as American citizens do face a very great challenge -- the challenge of being the last of the great nations of the world to dissolve a Trusteeship and to bring a group of people, who have never before enjoyed the privilege, into the full realm of self-government which they so richly deserve.

As you came to this luncheon meeting today, many of you may well have asked yourselves why the High Commissioner of the Trust Territory was on a list of such otherwise outstanding and distinguished speakers including several Presidents of the United States? Well, perhaps you've learned something about a very remote and frequently misunderstood area and at least you have listened to the only remaining American citizen to bear the title of High Commissioner, and the only American who serves as Chief Executive of a foreign country.



The position of the High Commissioner is subject to about as many external pressures as any job man could devise. Among those to whom he is accountable, in addition to the Secretary of the Interior and President of the United States are the United Nations, the Congress of the United States, the Congress of Micronesia and his dual constituencies in Micronesia and in America.

I was not too surprised, therefore, when the wife of a young minister from Hawaii wrote me from New York shortly after my first appearance at the United Nations Trusteeship Council saying, "Congratulations, I guess, on being the perpetual 'man in the middle'." And my good friend, Joe Murphy, editor of Guam's Pacific Daily News, recently commented in his daily column, "Trying to be a good American High Commissioner, and still look out for the interests of the islands, may be the world's most difficult job. The nearest to it would be an Arab mayor of Jerusalem or a Jewish mayor of pre-war Berlin. It's a case of if you do, you're damned, if you don't, you're damned, and if you sit on the fence, you're doubly damned."

~~It is a challenge, and one I have truly enjoyed for almost six years.~~  
It is not only a challenge for the High Commissioner, but a challenge for every American in the Executive Branch of the United States Government, in the Congress of the United States, and among the population in general. I, for one, believe we are at long last meeting that challenge. I thank you most sincerely for inviting me to speak to you today and look forward particularly to the question and answer period which will follow.



Tuesday 3/18/75

Meeting  
3/18/75  
5 p.m.

4:00 We have scheduled a meeting for Ed Johnston to come in  
to see Mr. Buchen at 5 p.m. today (Tuesday 3/18).

Wednesday 3/19/75

1:30 Ed Johnston called to say you had wanted him to get word to you today. He talked with Mr. Marsh as he left the office the other day and, at Mr. Marsh's suggestion, he has prepared a letter to the President and Senator Fong has prepared a letter to the President.

They had them delivered to Mr. Marsh today -- and this constitutes the official comments as it stands today.

He will be going into a Senate hearing. Will be in Washington another week -- probably until next Wednesday.

I borrowed the letters from Mr. Marsh's office and made copies (attached).



## United States Senate

WASHINGTON, D.C. 20510

March 19, 1975

President Gerald R. Ford  
The White House  
Washington, D. C.

Dear Mr. President:

I am writing to you as forcefully as I know how to recommend the retention of Edward E. Johnston as High Commissioner of the Trust Territory of the Pacific Islands.

You will recall our telephone conversation recently when I emphasized the importance of keeping Mr. Johnston in his present post. Since then I have met with Messrs. Buchen and Marsh to review the situation and to make available various materials documenting reasons why Mr. Johnston should be continued in office. The Department of the Interior has also been furnished with these materials.

Among these documents, perhaps the most important is the joint resolution adopted UNANIMOUSLY by the Congress of Micronesia on February 27, 1975, expressing its complete support for High Commissioner Johnston and his administration. You will recall, Mr. President, that the resolution formally requests that you "refrain from making any changes in the Executive Branch of the Trust Territory Government without prior consultation with, and concurrence of, the Congress of Micronesia and its leadership."

I cannot emphasize too strongly that this is a most critical period in the history of Micronesia when the people there are on the verge of setting up their own government and electing their own executives. This is a privilege they have never enjoyed before.



President Gerald R. Ford  
March 19, 1975  
Page 2

The complexities of Micronesia cannot be mastered overnight and High Commissioner Johnston has now devoted six years to the administration of this remote and vast territory with peoples of different language, economic and cultural backgrounds.

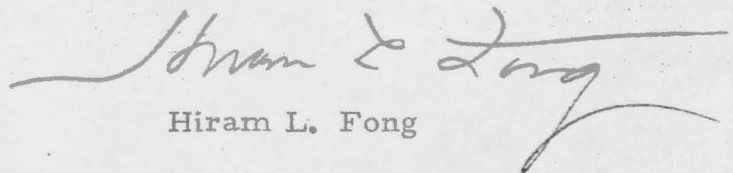
I have always believed -- and I think justifiably based on long years of observation -- that in the matter of appointing chief executives for insular territories, prime consideration should be given to the retention or appointment of individuals who have a thorough familiarity with the people and problems of the island area involved besides having the necessary personal qualifications. Therefore, in my view, to replace Ed Johnston, a highly experienced administrator, at this critical juncture with any new person would, I submit, not be in the best interests of our nation and your administration.

I have known Ed Johnston for many years and have complete confidence in his capabilities as High Commissioner, in his integrity, and in his abiding loyalty to your administration.

Therefore, I again respectfully appeal to you to retain Ed Johnston as High Commissioner of the Trust Territory of the Pacific Islands.

With kind regards and aloha,

Sincerely yours,

  
Hiram L. Fong

HLF:lnn





TRUST TERRITORY OF THE PACIFIC ISLANDS  
OFFICE OF THE HIGH COMMISSIONER  
SAIPAN, MARIANA ISLANDS 96950

CABLE ADDRESS  
HICOTT SAIPAN

March 19, 1975

The President  
The White House  
Washington, D. C.

Dear Mr. President:

During the past few days I have met twice with Secretary Morton to discuss the future of my tenure as High Commissioner of the Trust Territory of the Pacific Islands. Since we have been unable to reach a mutually acceptable agreement, Secretary Morton has suggested that we each submit our thoughts in writing for your consideration.

In brief, Mr. President, putting aside all personal desires or thoughts of what may be best for my own future, I am firmly convinced that it would very definitely not be in the best interests of your administration, the Department of Interior, or the United States in general to change High Commissioners at this very critical point in the history of a developing area moving ever-closer to self-government.

Were we considering a change in the head of an agency, bureau or division of the Department of Interior I would be in complete agreement with the Secretary's thoughts, but the position of High Commissioner involves more than the supervision of career U. S. civil servants and the development of or carrying out of governmental programs and policy. It very deeply involves the desires and emotions of 114,000 persons who are not U. S. citizens and whom we have now brought to the threshold of self-government in keeping with our responsibilities under the United Nations Trusteeship Agreement.





The President  
March 19, 1975  
Page 2

When former Secretary Hickel addressed the people of Micronesia on May 4, 1969, at my swearing-in ceremonies on Saipan, he stated in regard to America's new policy toward Micronesia, "Just one day before I left Washington, D. C., I discussed many things about Micronesia with the President of the United States.

"We discussed, of course, two points present in your minds--your political future and your economic development. But foremost in the President's mind--and in my thoughts also--was that you, the people of these islands, be fully consulted about every step we take in these areas.

"The President does not believe in the government ruling the people. Instead, he believes in the people ruling the government. He does not believe in Washington imposing its will on the people. He believes in government voicing the will of the people. And especially this applies to you. For years you have had little voice in your government. This is wrong. Only when the people lead their government can that government be great and that people prosper."

This statement became the key to our Republican administration of the territory and we have made far greater progress in every area than any other administration.

Secretary Morton, in full support of this policy, in a television and motion picture speech to the people of Micronesia in January 1974 stated:

"In 1969, the first year of his administration, President Nixon directed that a program be initiated to give you an increased voice in the determination of policies affecting your future.

"As we approach the end of the trusteeship we believe even greater responsibility for Micronesia must be assumed by the people of Micronesia. There will be many areas





The President  
March 19, 1975  
Page 3

which will be shared with you. But for the larger part, the future of Micronesia is a Micronesian matter. The responsibility for determination of your future government is yours... The right to self-determination is yours.

"With continued bold, imaginative leadership we can reach the goals of our shared dreams over the next few years. By then it is my hope, and the hope of all of us in Washington, that the people of Micronesia will have completed the process of self-determination that is the right of all peoples of the world."

I would respectfully submit, Mr. President, that over the past several years the people of Micronesia have continually expressed at every level of municipality, district and territory, their strong desire to have me continue as their High Commissioner until I can be replaced by a Micronesian. The most recent expression--attached to this letter--is a resolution which passed both houses of the Congress of Micronesia unanimously last month, and which formally requests that no change be made at this critical time.

In the next few months several important events, I believe, can best be handled by an experienced, rather than a new, High Commissioner. The plebescite on the "Northern Marianas Covenant" is tentatively scheduled for June 9. Prior to that the U. S. must report to the United Nations Trusteeship Council in early May. The first Micronesian Constitutional Convention, toward which we have worked for several years, will convene on July 12, 1975, for approximately three months. It is hoped that the product of the convention will be accepted by the people and will result in their electing their own governmental officials in a relatively short period of time.

Considering the fact that the islands of Micronesia are scattered over an area larger than the continental United States, it would be very difficult, if not impossible, for any new High Commissioner to thoroughly familiarize himself with the



The President  
March 19, 1975  
Page 4

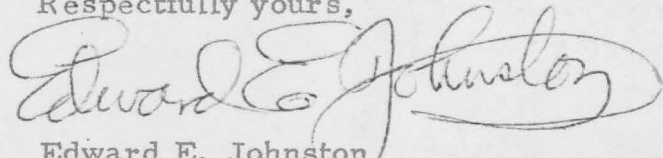
islands and their people of diverse language and cultural backgrounds in the relatively short time remaining prior to self-government of the territory.

Two other programs currently being implemented in Micronesia to which I am devoting maximum attention are (1) the implementation of Secretary Morton's "return of public lands" policy, which requires understanding the sometimes delicate sensitivities of Micronesian society, and (2) the implementation of a new "financial management system" for the Trust Territory which we have requested since 1969 and which is just this month becoming a reality.

Please be assured that I have the greatest of respect for Secretary Morton, and that I have been and will continue to be loyal to him in every respect. But it is still my firm conviction that the best interests of all concerned in this case would be served by the President of the United States acknowledging the strongly-expressed wishes of the Micronesian people.

May I also assure you that I will respect whatever decision you make in this matter and will continue my loyal dedicated support of your administration. Please accept my sincere personal thanks for the time which you and members of your staff have given to this problem, and my best wishes to you for continued success as President of the United States during this and your next term.

Respectfully yours,

  
Edward E. Johnston  
High Commissioner

EEJ:jn  
Attachment





THE SENATE  
CONGRESS OF MICRONESIA  
CAPITOL HILL \* SAIPAN, MARIANA ISLANDS 96950

PRESIDENT  
Tosiwo Nakayama

March 1, 1975

VICE PRESIDENT  
Lazarus E. Salii

The Honorable Edward E. Johnston  
High Commissioner  
Trust Territory of the Pacific Islands  
Saipan, Mariana Islands 96950

FLOOR LEADER  
Ambilos Iehsi

Dear Mr. Johnston:

I transmit herewith a certified copy of Senate

YAP DISTRICT  
Petrus Tun  
John A. Mangefei

~~Joint Resolution No. 6-3, H.D. 3~~, which was

adopted by the Senate of the Sixth Congress of

TRUK DISTRICT  
Tosiwo Nakayama  
Nick Bossy

Micronesia, First Regular Session, 1975.

Respectfully,

PONAPE DISTRICT  
Bailey Olter  
Ambilos Iehsi

F. Sabo Ulechong  
Clerk of the Senate

PALAU DISTRICT  
Lazarus E. Salii  
Roman Tmetuchi

MARSHALLS DISTRICT  
Amata Kapua  
Wilfred I. Kendall

MARIANAS DISTRICT  
Olympio T. Borja  
Pedro A. Tenorio

Received 1400 hrs.  
Saturday, 3/1/75  
Clerk



# SIXTH CONGRESS OF MICRONESIA

FIRST REGULAR SESSION, 1975

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## A SENATE JOINT RESOLUTION

Expressing faith in the administration of the High Commissioner of the Trust Territory, the Honorable Edward E. Johnston, and formally requesting the President of the United States to refrain from making any changes in the Executive Branch of the Trust Territory Government without prior consultation with the Congress of Micronesia.

---

OFFERED BY SENATOR John A. Mangefel + 1

et al.

Date 1/17/75

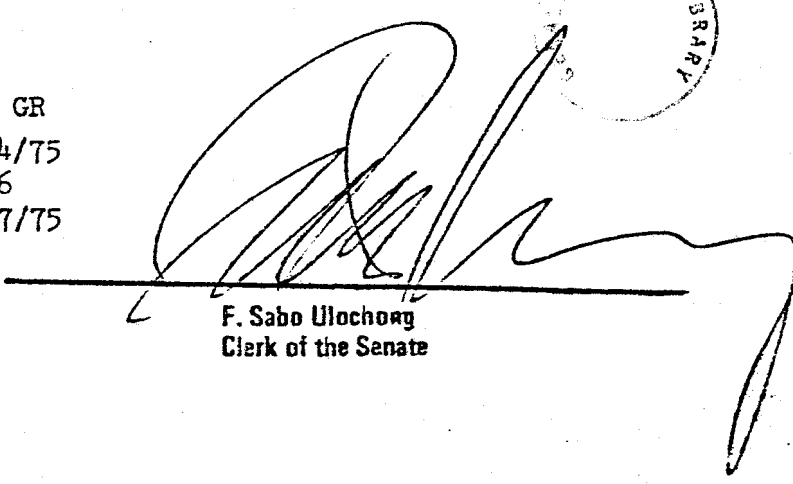
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### Senate Action:


Committee Referral: J & GO  
Date : 1/18/75  
Committee Report : 6-62  
Adopted : 2/21/75

### House Action:

Committee Referral : J & GR  
Date : 2/24/75  
Committee Report : 6-96  
Adopted : 2/27/75



F. Sabo Ulochoag  
Clerk of the Senate





## SENATE

## PRESIDENT

Tosiwo Nakayama

S.J.R. NO. 6-3, H.D. 3

## MARIANAS DISTRICT

Olympio T. Borja  
Pedro A. Tenorio

## MARSHALLS DISTRICT

Amata Kabua  
Wilfred I. Kendall

## PALAU DISTRICT

Lazarus E. Salii  
Roman Tmetuchi

## PONAPE DISTRICT

Ambilos Iehsi  
Bailey Otter

## TRUK DISTRICT

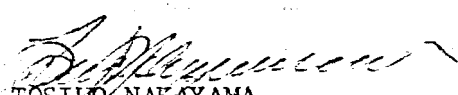
Nick Bossy  
Tosiwo Nakayama

## YAP DISTRICT

John A. Mangefel  
Petrus Tun

## THE SENATE OF THE CONGRESS OF MICRONESIA

We hereby certify that the following Joint Resolution was adopted in the Senate of the Congress of Micronesia, Sixth Congress, First Regular Session, 1975, by a majority vote of the members of the Senate present, a quorum being present.

  
TOSIWO NAKAYAMA  
President of the SenateF. SABO ULECHONG  
Clerk of the Senate

## HOUSE OF REPRESENTATIVES

## SPEAKER

Bethwel Henry

THE HOUSE OF REPRESENTATIVES OF THE  
CONGRESS OF MICRONESIA

## MARIANAS DISTRICT

Herman Guerrero  
Jose Mafnas  
Oscar Rasa

## MARSHALLS DISTRICT

Ataji Balos  
Carmen Bigler  
Charles Domnick  
Ekpap Silk

## PALAU DISTRICT

Polycarp Basilius  
Kuniwo Nakamura  
Isidoro Rudimch

## PONAPE DISTRICT

Edgar Edwards  
Bethwel Henry  
Rasio Moses  
Joab Sigras

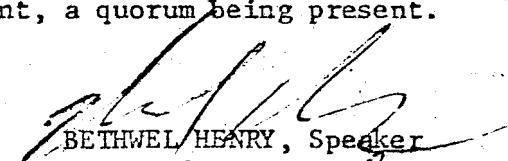
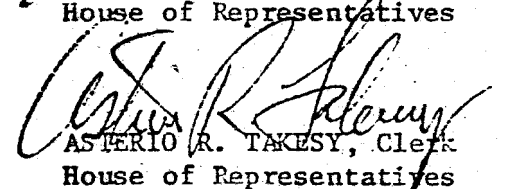
## TRUK DISTRICT

Lambert Aafin  
Chiro Albert  
Sasauo Haruo  
Kalisto Refonopei  
Raymond Setik

## YAP DISTRICT

John Hagleigam  
Luke Tman

We hereby certify that the following Joint Resolution was adopted in the House of Representatives of the Congress of Micronesia, Sixth Congress, First Regular Session, 1975, by a majority vote of the members of the House present, a quorum being present.

  
BETHWEL HENRY, Speaker  
House of Representatives  
ASTERIO R. TAKESY, Clerk  
House of Representatives

## A SENATE JOINT RESOLUTION

Expressing faith in the administration of the High Commissioner of the Trust Territory, the Honorable Edward E. Johnston, and formally requesting the President of the United States to refrain from making any changes in the Executive Branch of the Trust Territory Government without prior consultation with the Congress of Micronesia.


1 WHEREAS, the people and government of the United States recently  
2 came out of the trauma of having to inaugurate a new President and a  
3 Vice-President; and

4 ~~WHEREAS~~, the constitutional processes of the United States  
5 normally require pro forma and courtesy resignations of politically  
6 appointed department heads of the major departments of the Executive  
7 Branch of the United States Government and thus allow the new  
8 President an opportunity to appoint candidates of his choice for these  
9 positions; and

10 WHEREAS, the chief executive of the government of the Trust  
11 Territory of the Pacific Islands is by United States law appointed  
12 by the President of the United States, and with the advice and consent  
13 of the United States Congress, the High Commissioner of the Trust  
14 Territory serves at the pleasure of the United States President; and

15 WHEREAS, as the new President of the United States begins his  
16 administration, he will more than likely review the tenure of office  
17 of the present High Commissioner of the Trust Territory and consider  
18 other possible candidates; and

19 WHEREAS, the High Commissioner of the Trust Territory, the  
20 Honorable Edward E. Johnston, has made every attempt to become  
21 acquainted with the economic, social and political situations and  
22 problems of the Trust Territory and has shown the type of leadership



1 most conducive to further development of the Trust Territory; and

2 WHEREAS, the Congress of Micronesia has and will continue to  
3 pledge its support to the Honorable Edward E. Johnston and his  
4 administration and predicts dire consequences should he be replaced  
5 at this critical period in the history of Micronesia; now, therefore,

6 BE IT RESOLVED by the Senate of the Sixth Congress of Micronesia,  
7 First Regular Session, 1975, the House of Representatives concurring,  
8 that this Congress express its gratitude and faith in the High  
9 Commissioner of the Trust Territory, the Honorable Edward E. Johnston,  
10 and ~~the sincere~~ gratitude of the people of Micronesia for his sustained  
11 and relentless efforts to improve the welfare and well-being of the  
12 people of Micronesia; and

13 BE IT FURTHER RESOLVED that by means of this Joint Resolution,  
14 this Congress pledges its continued support to the Honorable Edward E.  
15 Johnston and his administration; and

16 ~~BE IT FURTHER RESOLVED~~ that the President of the United States  
17 is hereby formally requested to refrain from making any changes in  
18 the Executive Branch of the Trust Territory Government without prior  
19 consultation with, and concurrence of, the Congress of Micronesia and  
20 its leadership; and

21 BE IT FURTHER RESOLVED that certified copies of this Joint  
22 Resolution be transmitted to the President of the United States  
23 Government; the Chairman of the U.S. House of Representatives Committee  
24 on Interior and Insular Affairs; the Chairman of the U.S. Senate  
25 Committee on Interior and Insular Affairs; the Secretary of the

1 U.S. Department of the Interior; and the High Commissioner of the  
2 Trust Territory of the Pacific Islands.

3

4 Adopted: February 27, 1975

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Thursday 3/20/75

4:55 John Marsh has talked with Rog Morton.

He thinks we can work out something on 1 Aug. or 31 Aug.  
on Johnston, but we have to check to see if ---

(1) Zeider will agree and (2) Johnston will agree.

*Mr. Marsh needs to talk  
to you before you leave.*



Thursday 3/20/75

7:40 Mr. Marsh said in his conversation with Rog Morton, he doesn't want to but is agreeable with the Aug. or Aug. 31 date --- if the replacement is agreeable to a deferred date.

10:45  
Mr. Marsh has called and talked with Edward Johnston and is meeting with him at ~~10 a.m.~~ tomorrow (Friday 3/21) to discuss whether he will agree to either of those dates.



THE WHITE HOUSE  
WASHINGTON

April 9, 1975

TO: PHIL BUCHEN

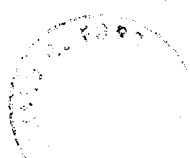
FROM: RUSSELL A. ROURKE *R*

\_\_\_\_\_ For Direct Reply

\_\_\_\_\_ For Draft Response

  X   For Your Information

\_\_\_\_\_ Please advise



THE WHITE HOUSE  
WASHINGTON

April 9, 1975

MEMO TO: JACK MARSH

FROM: RUSS ROURKE

Jack, the attachments constitute the latest effort by Rogers Morton to rid the Trust Territories of Ed Johnston. I don't know what the precedent on this is., i.e., acknowledging one's resignation in an anticipatory way.





# United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

April 7, 1975

## Memorandum

To: Mr. Russell Rourke  
From: The Assistant to the Secretary  
Subject: Edward E. Johnston

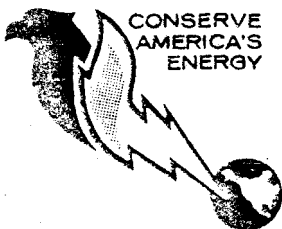
Pursuant to our conversation over the telephone on Friday, April 4, 1975, I am enclosing a draft of a proposed letter from the President to High Commissioner Johnston, confirming Mr. Johnston's decision to resign in August.

As I advised you over the telephone, the Secretary is of the opinion that it is essential that this arrangement be confirmed in writing as promptly as possible.

Please keep me advised of the status of this matter. I would appreciate receiving a copy of the letter as sent.

  
J. Curtis Herge

Enclosure



*Save Energy and You Serve America!*

Draft

Dear Mr. Johnston:

It is my understanding that you have decided to resign from your position as High Commissioner of the Trust Territory of the Pacific Islands, effective August 15, 1975. As a consequence, I want to express my personal appreciation for your faithful and dedicated service during the past six years.

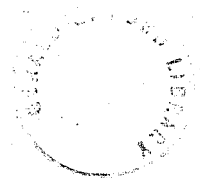
As the executive authority of the Government of the Trust Territory, you have made a commendable effort to assist this Nation in discharging its obligations to the United Nations and the people of the Trust Territory. In spite of extraordinary transportation, communication and logistical difficulties, engendered by the vast expanse of the island groups, you have worked valiently to promote the social, economic, political and educational development of the islands' inhabitants. I know you will continue to display this spirit of dedication over the next four months, a particularly crucial time in light of the transition of leadership at the Department of the Interior.

I sincerely hope the future brings you new challenges and great happiness. With my kindest regards and best wishes,

Sincerely,

Gerald R. Ford

Honorable Edward Johnston  
High Commissioner of the Trust  
Territory of the Pacific Islands  
Saipan, Mariana Islands 96950



April 3, 1975

MEMORANDUM TO: JACK MARSH  
FROM: RUSS ROURKE

Curt Herge just called to advise that on Sunday, March 30, Ed Johnston called Emmet Rice, Acting Director of Territorial Affairs, to express his great elation over the announced departure from Interior of Rogers Morton. He added that Stan Hathaway was a great pal of his, and indicated that this switch doesn't alter any plans he had to leave his present position.

Curt then suggested that, in view of the above, a letter to Emmet Johnson from you or an appropriate White House authority would be in order.

cc: Phil Buchen

RAR:cb



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Presidential Libraries Withdrawal Sheet

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REASON FOR WITHDRAWAL . . . . Donor restriction

TYPE OF MATERIAL . . . . . Memo(s)

CREATOR'S NAME . . . . . Rourke, Russ

RECEIVER'S NAME . . . . . Marsh, Jack

DESCRIPTION . . . . . Edward Johnson

CREATION DATE . . . . . 03/26/1975

COLLECTION/SERIES/FOLDER ID . 001900428

COLLECTION TITLE . . . . . Philip W. Buchen Files

BOX NUMBER . . . . . 39

FOLDER TITLE . . . . . Personnel - Johnston, Edward (1)-(2)

DATE WITHDRAWN . . . . . 08/26/1988

WITHDRAWING ARCHIVIST . . . . LET