



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

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HHA

August 12, 1969

Memorandum

To: Edgar F. Kaiser, Jr.
From: Tom Stockton
Subject: Legislative Scenario

Mr. Meed's proposal for two pieces of legislation, a Micronesian Federal Relations Act and a Joint Resolution opens interesting possibilities to which I have given some thought. Essentially it opens a different scenario from that which we are now pursuing as shown below:

Current Scenario

- August 15 Drafting completed
- August 19 ? Interagency Committee (Secretary Loesch, Chairman) forwards to USC of NSC
- August 27 ? USC of NSC considers
- September 2 Micro negotiations begin (Secretary Loesch Chairs)
- September 12 ? Results to BOB, USC, President
- September 19 Bill introduced
- October Aspinall visit to TTPI
- November Secretary's visit to TTPI
- December - April ? U.S. Congress passes
- March - July ? Micro Plebiscite
- August 70 TTPI becomes unincorporated territory

Under Secy's Committee

Blum. Aug 15 → and →

Two points mentioned in the Loesch memorandum require further comment. First is the tactic of putting most of our cards on the table in the form of a complete and forthcoming package. We tried an issue-by-issue approach in the recent discussions, and it did not work. It left the initiative almost entirely in Micronesian hands and encouraged them to take more extreme positions. It also left us unclear as to the status the Micronesians were actually contemplating.

The recommended approach should enable us to regain the initiative. As a total package, our draft clearly spells out the type of association we have in mind and the reaction it elicits should indicate our chances of success.

The second point is the recommendation that the Micronesians be offered a choice between: (a) an appointed governor for a specified period followed by an elected chief executive, and (b) the opportunity to select their own chief executive immediately. The manner of choosing the executive has been a matter of contention within the US Executive Branch for some time. The Department has argued that an elected chief executive was necessary as a minimum to meet the requirement for self-government under the UN Trusteeship system. If we fail to meet this requirement the resulting objections in the UN could well over time stimulate discontent in Micronesia itself. Interior, on the other hand, has argued that such a provision is unacceptable to Congressman Aspinall, Chairman of the House Interior Committee, and that its insertion could thus jeopardize Congressional approval of the entire package.

Offering the Micronesians both alternatives was a compromise suggested by Defense and accepted by Interior and State representatives on the Working Group. If the Micronesians choose the immediate elected executive, Interior, supported by the other Departments, will be able to argue more convincingly to Aspinall that such a provision is necessary to gain Micronesian acceptance

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of the total package. If the Micronesians select an appointed governor, having been offered the option of an elected executive, the Department will be in a better--though still difficult--position in justifying the resulting arrangement in the UN. We might find, however, that even so the objections to be anticipated in New York would be so great as to necessitate postponing the termination of the Trusteeship until the end of the appointed Governor's period (it would be well to note this possibility in your discussion with the other Secretaries).

Recommendation

That you support the offer to the Micronesians of the Constitutional Convention draft legislation as attached to the Loesch memorandum, containing alternative provisions regarding the Executive.

Attachments:

- Tab A - Briefing Memo from Assistant Secretary Loesch
- Tab B - Assessment of Interior Views on Land Issue
- Tab C - Under Secretary's Memo
- Tab D - Key points of US land position
- Tab E - Summary of Micronesian Constitutional Convention Bill
- Tab F - Report of Under Secretaries Committee Meeting

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Ext. 22392

cc: U, J, C

Clearance: L, Mr. Aldrich

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Meed's Scenario

August 15	Drafting completed
August 15-21	Drafting of Meed's version completed
August 22 ?	Interagency Committee (Secretary Loesch Chair) forwards to USC
August 29 ?	USC of NSC considers
September 2	Micro negotiations begin (Secretary Loesch chairs)
September 12 ?	Results to BOB, USC, President
September 19	Bill introduced
October	Aspinall visit to TTPI
November	Secretary's visit to TTPI
December - Feb. ?	U. S. Congress passes
March - May ?	Micro constitutional convention
June - Aug ?	Micro Plebiscite
September 70	TTPI becomes unincorporated territory

Advantages of current scenario

1. No-fundamental change in thrust required
2. Quicker arrival at final result
3. Less complicated
4. Fewer unknowns
5. Easier to sell on Hill

Advantages of Meed's scenario

1. Easier to sell Micronesians
2. More democratic
3. Better cosmetics before world forum

It appears that a third possibility exists: Continue with current scenario but in event of complete inability to reach agreement with Micronesians in September use Meed's scenario as a fall-back position. While this would lengthen negotiations and make it unlikely that we would meet Mr. Aspinall's September 15-20 deadline, that will be true in any event if agreement with Micronesians cannot be achieved.