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DEPARTMENT OF STATE

Washington, D.C. 20520

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October 21, 1969

MEMORANDUM TO THE SECRETARY:

Through: S/S *DE*
From : U - Elliot L. Richardson *sw*
Subject : Micronesian Political Status Talks -
ACTION MEMORANDUM

The enclosed IO memorandum (TAB B) reports the results of the recent Micronesian Political Status Talks. In essence, the talks have made only limited progress in clarifying the issues.

I am most disturbed by Secretary Hickel's unilateral decision, made without consultation, to accept the Micronesian provisions on land in return for Micronesia's "permanent association" with the United States.

1) The Micronesian draft fails to meet the minimum requirements of U.S. access for military/strategic purposes. More specifically, we would be required to give up at once all the lands retained for possible military use in the Marianas. We would also be required to give up Eniwetok and Kwajalein, the monitoring facility for our Pacific missile test range, in five years, unless Micronesia determines the existence of a condition of "emergency"--(or we would force the issue through Presidential emergency powers in contravention of our moral commitments to the Micronesians.)

2) I feel by no means fully reassured that the Micronesians attach the meaning to the term "permanent association" that we would wish them to, i.e., a territorial status which they will have no right to terminate unilaterally. In any event, the terms and conditions of the association still remain to be worked out. The two delegations have had no more than preliminary exchanges. The Micronesians

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have generally proven themselves as careful and judicious negotiators, ready to accept the advantages of an association with the United States, but without a willingness to accept corresponding obligations that would put them on the same footing with other U.S. territories.

RECOMMENDATION:

Secretary Hickel has been briefed on the concerns of State and Defense. Contrary to IO's memorandum, the Secretary does not now plan to contact you directly to obtain your concurrence to the Interior approach.

I believe there is a need to review this whole question before Secretary Hickel's three-week tour through the Territory, beginning November 5.

Accordingly, I recommend that you sign the attached letter to the Secretary (TAB A), to propose a meeting with Secretary Laird and Dr. Kissinger some time next week.

Attachments:

TAB A - Letter to Secretary Hickel

TAB B - IO Memorandum of Political
Status Talks

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