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SUBJECT : Future of the TTPI: Current Discussions with
REF : Micronesian Delegation

Armitage (IO/UNP) October 6 called in Australian (Hughes) and New Zealand (Caffin) Emboffs to bring them up-to-date on the current US-Micronesian negotiations in Hawaii regarding the future political status of the TTPI.

Stressing the sensitivity of information on the negotiations, Armitage said Ambassador Williams, the President's Personal Representative, is conducting talks on the Island of Maui in Hawaii. These talks are expected to last through this week. However, our delegation is prepared to extend the talks if progress appears possible on certain central issues. Armitage stressed that, while we did not expect to end up with a signed agreement defining the future relationship, we did hope that the discussions would narrow differences in key areas and would end with a joint communique which would define forward movement and areas of agreement and which would indicate agreement to hold further discussions.

Armitage stated that the US would table no comprehensive proposal. Clearly, we could not accept the Micronesian "Four Principles" before discussion of the issues they involve as otherwise we do not really know what the principles mean. We would attempt to get over this hurdle by focusing the talks on specific issues and the central interests of both parties. We are

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prepared to discuss frankly the three issues of greatest interest to the Micronesians (i.e. land, application of US laws and termination provisions) and hope that once the talks are concluded, the Micronesians would find they could state that their "Principles" have been met.

Land: We are prepared further to discuss limitations on the exercise of eminent domain but doubt that this will suffice. We, therefore, intend to define those areas where we will want military facilities or option to have them later. These concern principally areas (Eniwetok and Kwajalein) we now have in the Marshalls and certain areas in the Marianas and Palau. We will be able to state that we foresee no current requirements in Truk, Yap or Ponape. We hope the Micronesians, who had previously tended to exaggerate and be suspicious of our military plans for the Territory, will be pleasantly surprised that our land requirements are so limited and involve only three of the Territory's six districts. We expect that this will unfreeze the issue and set the stage for moving forward on this and other specific issues. We doubt that the Micronesians will press much further on the land issue as they have not resolved - indeed barely discussed - the question of governmental authority to deal with the US on the land issue (relationship of central and district governments; relations with individual or group owners of land, etc).

Application of US Laws: We are prepared to go a considerable distance in leaning toward Micronesian legislative authority over their own affairs but we will wish to reserve to the US ultimate authority in the areas of defense and foreign affairs. We do not envisage this as a major area of difficulty.

Termination and Sovereignty: Again we hope to avoid a general discussion of sovereignty in particular, and the "Four Principles" generally, by focusing the talks on specific issues and practical aspects of the relationship. However, we expect that the Micronesians are likely to press this issue. Our delegation will seek to discuss in the first instance provisions for some form of bilateral review after a period of time with consultations as to possible revision of the arrangements. If this appears to be a sticking point and the talks seem to be moving

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satisfactorily in other areas, we would be prepared to move to discussion of arrangements which might satisfactorily provide for the ultimate right of unilateral termination. In this event, we would make unmistakably clear to the Micronesians that the agreement must provide assurance that specific basing rights and denial of military access to the Territory by hostile powers would survive any termination or modification of the association.

The following additional points were made in response to questions:

1. In response to Caffin, we stated that we had discussed our negotiating position with a very select group of key Congressmen. They seemed at least to acquiesce in our negotiating positions and tactics. There would be additional briefings after the October negotiations.
2. Hughes alluded to the joint communique we had mentioned as possible at the end of the current negotiations and wondered how further discussions would be carried on. We said that we could not tell at this point but expected that Ambassador Williams would like to keep the momentum going - to have further meetings, possibly at sub-committee level - without waiting until after the Congress of Micronesia meets in regular session in January.
3. Caffin asked if we felt any pressure from the independence forces and if this sentiment seemed to be intensifying. We stated that, while Free Association continued to be the stated primary objective of the Micronesian delegation, recent statements in the Congress and actions by the "Independence Coalition" would indicate that there was some degree of sentiment for this option.

4. In response to questions on the sentiment in the Marianas for permanent association with the United States, we stated that we had always dealt with the TTPI as one

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entity, but are mindful of this sentiment. We realize that there could be problems at the United Nations if we were to deal separately with the Marianas. However, we do not know how strongly the Marianas will persist in pressing separatism. We could have no alternative but to deal with it. In this case we realize that UN would have to understand that this sentiment comes from the Marianas themselves and was a political reality which we had not inspired or encouraged but one which we had to accommodate. While acknowledging the strength of this sentiment to date and recent intemperate statements, we saw some possibility that a settlement would provide sufficient district autonomy and "take" from land agreements to satisfy the Marianas and to modify their attitude towards the other districts. Whether the Marianas would opt for a union with Guam is also not clear since there is now some apprehension that the Marianas might be submerged in such a union.

5. In response to an inquiry by Hughes on termination procedures in the UN, we restated our position that, with broad Micronesian support of a new relationship, notification to the Security Council that termination had been accomplished should be sufficient.

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