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Washington, D.C. 20520

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John
Hayden
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May 12, 1972

TO : PM - Mr. Pickering
FROM : PM/ISO - John E. Kelley
SUBJECT: TTPI Status Talks

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that Williams
on the 79th

Ambassador Hayden Williams briefed the Micronesian Status Inter Agency Group today on his impressions of the talks at Palau and on his trip to the various TTPI districts. Notes from that briefing are attached.

During the Palau talks the Marianas representative on the Status Committee, with the agreement of that Committee, formally approached the U.S. delegation and requested separate negotiations toward a close and permanent union with the United States. The US delegation informed the Micronesian delegation and the Marianas representative that the US is now prepared to respond to the Marianas initiative and request for separate talks leading to a political union between the Marianas district and the US.

Two Marianas delegates may be in Washington as early as late June, although they may not be in a position to talk in great detail at that time. Nonetheless, we will have to be prepared to talk to them about a host of matters. To this end DOD is working on a refinement of its land package in order to convert it into a negotiating position for the Marianas talks. The JCS has completed work on the package and OSD is considering it in a meeting today. In addition, DOD is working on a defense pact, and issues involving the Marshalls (rehabilitating Eniwetok) and Palau. (Do we want a basing option in Palau if the environment is going to be hostile?) DOD thinks that the present rather vague SOFA paper can stand as it is for the moment.

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REVIEWED BY B.H. BAAS DATE 3/2/87

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Ambassador Williams said he finds the results of the last talks at Palau a bit more confusing and harder to analyze than were the Hana talks. He thought the major accomplishment was getting the Marianas question out in the open, thereby opening the way for separate talks with the Marianas.

on paper
Lindsay Grant proposed that all of the agencies begin to put their thoughts regarding the upcoming talks and where we should go from here. He said he would be getting something in writing to us shortly. Ambassador Williams enthusiastically endorsed this idea.

Ambassador Williams is returning to San Francisco and will be back in Washington May 29. He expects a full scale USC meeting to take place on the Marianas question shortly thereafter. I recommend that you attend.

Attachment

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MEMORANDUM FOR THE FILES

May 12, 1972

Ambassador Williams

Finds the results of the last talks at Palau⁴ a bit more confusing and harder to analyze than were the Hana talks. Salii and Co. seemed to find the fourth round productive. The major accomplishment was getting the Marianas question out in the open -- opening the way for separate talks with the Marianas.

Tour of the Districts -- Yap

Williams visited Yap first, met with the island chiefs, and briefed them on the talks. The chiefs said, after conferring, that it was their view that any relationship with the US should be permanent, not temporary. They were speaking for the district legislature and informed Yapese opinion. The Yap congressional delegation also said they were pleased by the outcome of the talks, but said that the two-year transition period called for in Salii's post conference statement was too short and totally unrealistic. They thought 5 to 10 years would be necessary. Ambassador Williams feels that Yap will go along with the other five districts in the talks, but will want to retain the option of staying with the US even if the other districts vote to terminate at some time in the future.

Marianas

In the Marianas Ambassador Williams met with the congressional delegation and with district leaders and emphasized that they must make it clear that they would formalize their willingness to engage in separate talks in the event that the other districts opted for independence and would in fact withdraw from the Trust Territory.

Saipan

Johnston's relations with the Marianas have not been good, and Ambassador Williams put considerable emphasis

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on the importance of fence-mending. Johnston wrote a personal letter to the Marianas delegation thanking them for their stand.

The entire Micronesian status delegation is liable to visit Washington in second or third week in July. They will probably break up into committees (finance, foreign affairs, defense, etc.) for discussions.

Ponape

According to some of the Ponape leaders, there is not much pressure in Ponape for changing the relationship with the US.

Truk

There is some desire to have the continuation of the Trusteeship as an alternative on the referendum.

Marshalls

Kabua, president of the Senate, declined to meet privately with Ambassador Williams. There was very little interest in separate status for the Marshalls. Some of the representatives said their people wanted Commonwealth and wondered why this was not still an alternative. At the high school there were a number of questions, all from the American teachers, all hostile and all anti-military. According to Ambassador Williams one of the major obstacles

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to the kind of relationship we want with Micronesia are the Americans in Micronesia.

Williams will be back the week of the 29th. There may be a formal USC meeting at that time.

Shuller

Eniwetok - rehabilitation, claims

DNA representative was in the islands. The islanders want all equipment in the islands. A report will be turned out soon on the rehabilitation of Eniwetok. We will relinquish our claim to Eniwetok in 1973.

Sylvester

Trusteeship Council meets on May 23. There will be 12-14 people on the U.S. delegation. Fred Sartedder will testify for us. The HICOM will be the primary witness. The big unknown is how the PRC delegation will act. They usually act cautiously when they first enter a new committee but they will probably take a strong anti-colonial stand.

We think the public record from the Hana and Palau talks is very defensible in the UN. IO will be circulating briefing papers next week.

DOD is quite far along on their land package and hope to have something ready for discussion when Pongelinan and Guerrero are in the US for separate talks regarding the Marianas. The land package involves a further refinement of our land requirements in the Marianas which is designed to develop a negotiating position. Ambassador Williams wants to go ahead with land negotiations simultaneously with status negotiations and wants the land position to be formulated at an early time. A major stumbling block is the Marianas desire to have defense requirement-related

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jobs on Saipan rather than Tinan. Ambassador Williams feels that we may have to resolve a host of status land and finance problems by this summer because the Marianas talks may set a precedent for the balance of our arrangements with the other districts.

According to Captain Crowe, the SOFA, the Defense Pact, the Land Package, the Marshalls and Palau are the outstanding defense issues that we need to resolve immediately.

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IAG Agenda

12 May 1972

- I. Amb Williams debrief his trip through the TTPI
- II. Captain Schuller comment on current status of Eniwetok project
- III. Mr. Charles Sylvester brief on preparation for Trusteeship Council meeting
- IV. Preliminary planning for Marianas negotiations - separate handout
- V. Additional assignments for ongoing status negotiations - separate handout
- VI. Miscellaneous discussion

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Marianas Negotiations

I. Preliminary Arrangements

- a) Establish framework for talks, including both time and place, perhaps can be done when Pangelinan and Guerrero et al are in U.S. for Trusteeship Council meeting. An alternative would be to send small group (1 or 2) to Saipan to make these arrangements. Prefer Washington as site of first session talks.
- b) After initial discussions of a purely exploratory nature, consider the possibility of exchanging papers on an informal basis. These papers could indicate what the Marianas want by way of a relationship (territorial or commonwealth status, union with Guam, or whatever) and what the U.S. sees as possibilities and problems (e.g., interim administration of the Marianas, terminating the Trusteeship).
- c) Aim should be to get past generalized expressions of intent as quickly as possible and move on to the specific.

II. Negotiating Steps

- a) Initial talks to:
 - 1) Hopefully resolve general nature of overall status
 - 2) Open way for land negotiations - to commence as soon as possible
- b) Subsequent talks to address specifics of status relationship and financial arrangements
- c) Land negotiations

Note: These steps can perhaps be carried on simultaneously, although finances might be deferred since status of territory, for example, would pretty clearly define the nature of U.S. responsibility.

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III. Policy Issues for U.S.

- a) What kind of relationship best serves U.S. interests? Territory? Commonwealth? Other, such as Association-not-so-Free as the rest of Micronesia?
- b) Is union with Guam a workable solution? What are political, administrative, financial implications?
- c) What are DOD's long-term objectives in the Marianas? Is it reasonable to expect needs to arise beyond those presently identified? If so, how should this possibility be broached in dealings with the Marianas?
- d) Is it possible or desirable to separate the Marianas administratively from the rest of Micronesia? What would be the effect on negotiations with the rest of Micronesia? On negotiations with the Marianas?
- e) Assuming agreement can be reached fairly promptly with the Marianas, what would be the effect of ending, or trying to end, the Trusteeship for the Marianas only? On U.S. interests? On negotiations with the rest of Micronesia? On the Marianas themselves? Within the UN context?
- f) What steps should be taken to coordinate U.S. policy with regard to Guam with the change in Marianas status?

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ADDITIONAL ASSIGNMENTS

1. Presently contemplate forming a number of sub-groups to conduct discussions with Joint Status Committee regarding:
 - a. Draft Compact
 - b. Land negotiations
 - (1) Marshalls
 - (2) Palau
 - c. Defense jurisdictional agreement
 - d. Defense pact
 - e. Financial arrangements
 - f. Transition
2. Substantive back-up documents
 - a. Draft Compact
 - b. Defense jurisdictional agreement - OSD
 - c. Defense pact - OSD
 - d. Land packages-both Marshalls and Palau - OSD
 - e. Transition
 - f. Financial questions
 - g. Laws - federal programs and services

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