

MEMORANDUM

THE WHITE HOUSE  
WASHINGTON THE PRESIDENT HAS SEENACTION

October 2, 1972

SECRET

MEMORANDUM FOR:

THE PRESIDENT

FROM:

HENRY A. KISSINGER

SUBJECT:

Micronesian Status Negotiations:  
Ambassador Williams Requests  
Instructions on Unilateral Termination

At Tab B is a memorandum to you from your Personal Representative for Micronesian Status Negotiations, Ambassador F. Haydn Williams, asking your instruction on our position concerning the minimum period after which the Micronesians could exercise their right to terminate unilaterally a Compact of Association. The next round of negotiations begins September 28.

At last April's round of negotiations with the Micronesian Status Committee, Ambassador Williams, in accordance with your original instruction of July 20, 1971 (Tab C), proceeded to the second of the four negotiating positions and offered the Micronesians a right of unilateral termination which would be carefully circumscribed through a complex of procedures and would become effective only after a period of years. Also, as provided in that instruction, Ambassador Williams made clear that unilateral termination would involve a pre-negotiated mutual security pact that would legally survive termination of the association. This pact would include denial and basing rights.

After consultation with the representatives of State, Defense, and Interior, Ambassador Williams took the position with the Micronesian negotiators that the minimum period prior to unilateral termination would be 15 years, with one year's prior notice and a two-thirds affirmative vote of both the Micronesian legislature and the electorate. (As you will recall, the Micronesians took the position that only five years would be required.) As regards the period during which our denial and basing rights would survive, Ambassador Williams now, following consultations with the three Departments, plans to hold a minimum of 50 years. Thus, we would be

John A. Froebe, Jr.

SECRET

CLASSIFIED BY \_\_\_\_\_  
SUBJECT TO GENERAL DECLASSIFICATION  
SCHEDULE OF EXECUTIVE ORDER 11652  
AUTOMATICALLY DOWNGRADED AT TWO  
YEAR INTERVALS AND DECLASSIFIED ON DEC. 31, 1980

SECRET

guaranteed denial and basing rights for a minimum of 66 years. [We would also note that our ability to deny Micronesia to third powers for military purposes is not necessarily limited by Micronesian agreement to this effect.]

In commenting on Ambassador Williams' report to you on the April round of negotiations (Tab D), you indicated your belief that 15 years would not be sufficient. That report, however, perhaps did not make as clear as it should have the vital link between any unilateral termination and the survival of our denial and basing rights.

Ambassador Williams argues in his present memorandum that if, at next week's negotiations, he changes the U. S. position to lengthen the 15 year minimum period, the Micronesians will very likely break off the talks. We accept this judgment, particularly in light of the recently increased support for independence in Micronesia, which Williams describes in the attachment to his memorandum. (He plans to deal with the independence question in accordance with your supplementary instruction of March 27, 1972, in which you authorized him, in his discretion, to confront the Micronesian negotiators with the position that the U. S. has not ruled out the alternative of independence for Micronesia (Tab E). Micronesian negotiators continue to try to extract a tactical advantage from their assumption that the U. S. will concede much in order to avoid any possibility of an independent Micronesia.)

I believe that the survival of our denial and basing rights for a minimum of 66 years from the date of the Compact is sufficient to protect our strategic interests in Micronesia. In addition, for us to escalate our requirement on this central issue would probably erode Micronesia trust in us, which to the extent that it exists is one of the most important influences that we possess in these negotiations.

At Tab A is a draft instruction from you to Ambassador Williams approving the position he has outlined above.

RECOMMENDATION:

That you approve the instruction to Ambassador Williams at Tab A.

APPROVE  \_\_\_\_\_

DISAPPROVE \_\_\_\_\_

SECRET