

MEMORANDUM

NATIONAL SECURITY COUNCIL

ACTION

November 9, 1972

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MEMORANDUM FOR: MR. KISSINGER

FROM: JOHN H. HOLDRIDGE *JH/HDR*

SUBJECT: Micronesian Future Status Talks: Results of the Sixth Session Held September 28 - October 6 in Hawaii

At Tab I is a draft memorandum from you to the President attaching the report of his Personal Representative for Micronesian Status Negotiations, Ambassador Franklin Haydn Williams, covering the sixth session of the Micronesian status talks held September 28 - October 6 in Hawaii. As you will recall, the two sides agreed last spring to general principles under which we would retain control of foreign affairs and defense, while the Micronesians would have authority over their internal affairs. The following session, held last July, made some progress on codifying these principles in a draft Compact of Association.

The outcome of the most recent session was that both sides agreed to recess the talks temporarily. This resulted principally from two changes in the Micronesian position:

-- The fact that the Micronesian representatives are no longer clearly committing themselves to support the Compact of Free Association when, following the completion of its drafting, it is submitted to the Micronesian people for approval.

-- The Micronesian Congress' September instructions to its negotiating representatives to negotiate out an independence alternative, which would be presented to the Micronesian people along with that for Free Association.

Ambassador Williams believes that the Micronesian Congress' action represents a temporary aberration stimulated by a vocal minority

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supporting Micronesian independence, and that the majority in the Micronesian Congress still want some form of Free Association with the U.S. He notes that the chairman of the Micronesian delegation believes this recent trend can be reversed by an early completion of the draft Compact of Free Association, and that the Micronesian chairman wants to hold another negotiating session before the Micronesian Congress meets in January. (In this connection, the preliminary results of the November 7 elections for the Micronesian Congress showed no significant increase in representation for the independence advocates.)

The complications injected into our negotiations by this independence sentiment has not been helped by the fact that Ambassador Williams has yet to confront the Micronesians with the hard reality of the fact that we would not allow them under any independence arrangement to have their cake and eat it too -- that we would not continue our sizeable financial assistance but would retain our ability to deny Micronesia to other powers for military purposes.

We believe that Williams' confronting the Micronesians with this basic U.S. position, which he has been authorized to do, would probably go a considerable distance toward isolating the independence advocates. We do not, however, believe that it would be useful to bring this omission on Ambassador Williams' part to the President's attention at this point.

Williams also notes in his report that he is preparing recommendations for the President's consideration that will cover the somewhat changed negotiating context. (You requested him, in your memorandum of November 1, to submit these recommendations by November 20.)

With respect to the separate talks with the Marianas Islands, which last April opted to negotiate a closer relationship with the U.S. than the other five districts of Micronesia intend, Ambassador Williams reports that his first meeting with the Marianas representatives will be held next month. We intend to push for an early agreement on favorable terms as an example for the rest of the Micronesians.

Recommendation:

That you sign the memorandum to the President at Tab I.

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THE WHITE HOUSE
WASHINGTON

INFORMATION

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MEMORANDUM FOR: THE PRESIDENT
FROM: HENRY A. KISSINGER
SUBJECT: Micronesian Future Status Talks: Results of the Sixth Session Held September 28 - October 6 in Hawaii

At Tab A is a report to you from your Personal Representative for the Micronesian Status Negotiations, Ambassador Franklin Haydn Williams, covering the sixth session of the Micronesian status talks held September 28 - October 6 in Hawaii. As you will recall, the two sides agreed last spring to general principles under which we would retain control of foreign affairs and defense, while the Micronesians would have authority over their internal affairs. The following session, held last July, made some progress on codifying these principles in a draft Compact of Association.

The outcome of the most recent session was that both sides agreed to recess the talks temporarily. This resulted principally from two changes in the Micronesian position:

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Ambassador Williams believes that the Micronesian Congress' action represents a temporary aberration stimulated by a vocal minority supporting Micronesian independence, and that the majority in the

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Micronesian Congress still want some form of Free Association with the U. S. He notes that the chairman of the Micronesian delegation believes this recent trend can be reversed by an early completion of the draft Compact of Free Association, and that the Micronesian chairman wants to hold another negotiating session before the Micronesian Congress meets in January. (In this connection, the preliminary results of the November 7 elections for the Micronesian Congress showed no significant increase in representation for the independence advocates.)

Ambassador Williams states that he is now preparing recommendations for your consideration as to how we should proceed in the resumed negotiations.

With respect to the separate talks with the Marianas Islands, which last April opted to negotiate a closer association with the U. S. than the other five districts in Micronesia intend, Ambassador Williams reports that his first meeting with the Marianas representatives will be held next month.

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