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MARIANAS POLITICAL STATUS NEGOTIATIONS

Fourth Session
SAIPAN

May 15-31 1974



Office For Micronesian Status Negotiations
Washington , D. C.

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MARIANAS POLITICAL STATUS NEGOTIATIONS
FOURTH SESSION
MAY 15 TO MAY 31, 1974
SAIPAN, MARIANA ISLANDS
TRUST TERRITORY OF THE PACIFIC ISLANDS

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Marianas Political Status
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Mr. Vicente N. Santos,
Vice-Chairman
Mr. Olympio T. Borja
Mr. Vicente T. Camacho
Mr. Jose R. Cruz
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Williams Secretary



May 31, 1974

MARIANAS IV - FINAL COMMUNIQUE

The following is the text of the Joint Communique issued on Saipan May 31, 1974 at the conclusion of Round Four of the Marianas Status Negotiations. The communique was signed by the President's Personal Representative for Micronesian Status Negotiations, Ambassador Franklin Haydn Williams, the Chairman of the Marianas Political Status Commission, Senator Edward DLG. Pangelinan and the Vice-Chairman, President of the Marianas District Legislature, Vicente N. Santos:

Begin text:

"From May 15 to May 31, 1974, the Marianas Political Status Commission and the U.S. Delegation met for the fourth session of negotiations aimed at achieving the long held desire of the people of the Mariana Islands for political union between the present Mariana Islands District of the Trust Territory of the Pacific Islands and the United States.

The session consisted of several working meetings held on Saipan, and public meetings held on Rota and Tinian. These entailed a continued and progressive discussion of matters raised in earlier rounds, including questions concerning the basic political nature of the proposed commonwealth relationship, land, economic and financial assistance, transition and the nature of the formal Status Agreement to be entered into. The public meetings offered an opportunity to discuss with many of the people of the Mariana Islands District the progress which had been achieved and the issues which remain to be resolved.

During these discussions the delegations affirmed the basic decisions reached in earlier sessions with respect to the future political relationship between the Northern Marianas and the United States which include the establishment of a Commonwealth of the Northern Marianas under U.S. sovereignty with maximum internal self-government, including the right of the people to draft and adopt their own constitution and to establish local courts to administer local laws.

Land

A summary of the tentative agreements reached on land requirements follows:

1. Farallon de Medinilla. This island consisting of 229 acres (93 hectares) will continue to be made available to the United States as a target area. Maximum safety precautions will be enforced by the United States.

2. Tanapag Harbor area. Approximately 197 acres (78 hectares) in the southern portion of the Tanapag harbor area, now under military retention, will be made available for future contingency use by the United States. Most of this land will be used by the United States for the development of an American Memorial Park which will be used as a recreation area by the people of the Marianas. Preliminary plans for the park call for cleared beaches, an amphitheatre, a family picnic area, an arboretum, a swimming pool and other athletic facilities in addition to a monument. Land in the Tanapag harbor area not used for the Memorial Park or for military purposes will be made available to the future Government of the Northern Marianas for possible sub-lease for civilian harbor-related activities. There are no current plans for military use of this area. Subject to the limitations imposed by any future military use, the United States has agreed to permit maximum feasible joint use of any land and facilities which are developed for military purposes.

3. Isely Field area. Approximately 482 acres (193 hectares) south and adjacent to the southern runway of Isely Field and within the south boundary road also will be made available for future contingency use by the U.S. forces. As at Tanapag harbor this land will be made available to the future Government of the Northern Marianas for use or lease for industrial or agricultural purposes compatible with possible future military use.

4. Tinian. Approximately 17,475 acres (6,993 hectares) will be made available for the development of a joint service military base in accordance with the plans newly presented by the United States. These plans reduced the acreage required by approximately 1,200 acres (485 hectares) and eliminated the necessity for relocating San Jose Village. The United States will carefully reevaluate its military land needs in the area south and east of the northeastern portion of the proposed runway in order to make as much of this land as possible immediately available to the Government of the Northern Marianas under a land use arrangement for agricultural and other purposes compatible with planned military activities.

Joint use arrangements for both the new West Field and the rehabilitated San Jose harbor, with free access to both, will be developed. The rehabilitated harbor will be under the civilian control of the Marianas Government except during times of national emergency. Consistent with military requirements, land will be made available under a land use arrangement in the San Jose harbor area for civilian harbor-oriented activities. In addition, there will be maximum civilian use of land within the base itself for agricultural, fishing, recreational and other purposes including access through the base area to northern beaches compatible with the military operation of the base. Further discussions will

be held with respect to local community needs for public utility services. The U.S. offered to improve the road from San Jose Village to the Marpo Valley and north into the base area by the construction of a by-pass road to the civilian air terminal and around the air base. Opportunity will be provided for the development of a commercially operated ferry system between Saipan and Tinian and possibly Rota.

The United States indicated its intent to relinquish its use rights on all remaining military retention land in the Northern Marianas not covered by the new agreement - some 4,691 acres (1,898 hectares) - and to return them to the public domain at a time to be agreed but no later than the date when the formal status agreement becomes effective.

The two delegations discussed whether the land could be made available to the United States by lease or purchase and methods of determining fair market value. A Joint Land Committee has been appointed by the Marianas Political Status Commission and the President's Personal Representative to consider the exact details of specific requirements and means, procedures and terms for acquisition of land by the U.S. Government.

It was agreed that the consideration and development of appropriate safeguards in the area of eminent domain would be referred to the Joint Drafting Committee referred to below. The question of how to implement the prior agreement that the Marianas Government will have the authority to prohibit the alienation of land to persons not of Marianas descent was also referred to the Joint Drafting Committee. This Committee will consider as well limitations on the amount of public lands which might be made available to or held by any one individual.

Economics and Finance

A Report by the Joint Ad Hoc Preparatory Committee on Transition established at the third negotiating session last December was approved. The Report outlined a proposed program of studies and events to take place between the time of the signing of a political status agreement and the establishment of a new Government of the Northern Marianas under its own constitution. These studies will include those related to government organization and planning for the Marianas constitutional convention, research and planning for government reorganization and the initial legislative program, and research on U.S. federal programs and services. There would also be studies related to economic and social development planning, fiscal and revenue planning, physical planning and study of the impact of relocation of the capital of the Trust Territory. The events anticipated to take place include a political status education program and status plebiscite, a constitutional convention, a constitutional education program and constitutional

referendum, and finally the election of a new government.

A Joint Commission on Transition, consisting of representatives of the Marianas and United States, will be established to provide continuing consultation and policy guidance on all matters related to the change in political status. To assist the Commission, a Joint Secretariat consisting of six highly qualified professionals, is to be established to develop transition plans and schedules, conduct basic economic studies, arrange for the employment of experts and administer funds to be made available by the United States for these activities in the amount of \$1.2 million.

The two delegations tentatively agreed on an initial 7-year program of U.S. financial assistance to begin following the installation of a new Government of the Northern Marianas in accordance with a popularly approved constitution. This could be as early as July 1976. Under this tentative agreement the U.S. will provide \$13.5 million for each of these years in direct financial grants as follows: a grant of \$8 million a year to help meet the cost of government operations; a grant of \$1.5 million a year to the future Government of the Northern Marianas to be used for economic development loans, with \$500 thousand a year of this amount to be reserved for small loans to farmers and fishermen and to agricultural and marine cooperatives; and a grant of \$4 million a year for Capital Improvement Projects of which at the Marianas Political Status Commission request \$500 thousand a year will be reserved for Rota and \$500 thousand a year for Tinian because of the urgent development needs on those islands. U.S. assistance will be provided in constant 1975 dollars.

In addition, a wide range of services and assistance under regular U.S. federal programs will be available. The United States estimates the value of federal services and assistance at \$3 million a year. The total direct annual assistance is thus estimated at \$16.5 million. This does not include potential additional income from military construction and a growing military presence and spending.

Federal funds will augment the Commonwealth's other growing financial resources from internal taxes, anticipated rebates of U.S. federal income taxes after the new status becomes effective and income from public lands. All of these resources would be directed toward assuring the economic development of the Northern Marianas, higher personal income and living standards for the people, capital improvements for social and economic growth, as well as improved public services.

Commonwealth of the Northern Marianas Status Agreement

In the light of the progress achieved, both parties agreed to the establishment of a Joint Drafting Committee whose members

(1) will be charged with the preparation of a Status Agreement in keeping with the tentative agreements reached to date; and (2) will have the authority to draft subject to the approval of their principals specific language for the provisions to be included in the agreement. Their draft will be presented to the Marianas Political Status Commission and the United States at the next negotiating session. It was reaffirmed that any final agreement will have to be approved by the Marianas District Legislature, the people of the Mariana Islands District in a plebiscite, and by the United States Congress.

Separate Administration

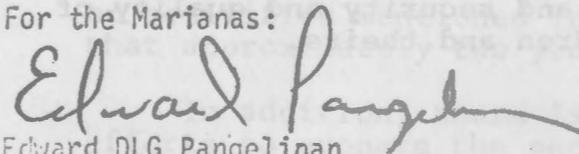
The final substantive item of discussion centered on the Marianas Political Status Commission's request for consideration of early transition to self-government and the possible separate administration of the Marianas District prior to the termination of the Trusteeship Agreement. The Commission shared its preliminary views with the United States Delegation for the purpose of opening a dialogue on this important subject. The U.S. in turn promised to take the matter under advisement and both parties agreed that further study and consultation on this question should be carried forward prior to the next negotiating session.

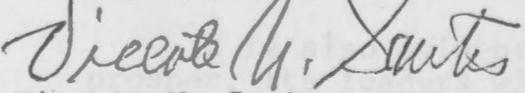
The members of the Marianas Political Status Commission and the U.S. Delegation expressed appreciation for the warm hospitality extended to them by the people of Rota, Tinian and Saipan and for all of the courtesies and cooperation received from the authorities of the TTPI Headquarters and the Marianas District Government.

No firm date was set for the next meeting but it is expected that it will take place in the early fall. In the meantime informal consultations will continue and technical, legal and drafting experts will be meeting in accordance with the agreements reached and recorded in this Joint Communique."

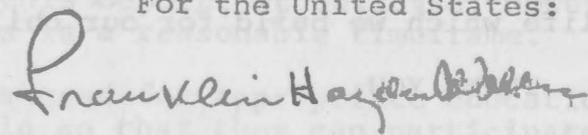
Date: May 31, 1974

For the Marianas:


Edward DLG Pangelinan
Chairman, Marianas Political
Status Commission


Vicente N. Santos
Co-Chairman, Marianas Political
Status Commission

For the United States:


Franklin Haydn Williams
The President's Personal
Representative for
Marianas Status
Negotiations



STATEMENT BY AMBASSADOR WILLIAMS AT CLOSING SESSION

May 31, 1974

Mr. Chairman, Members of the Marianas Political Status Commission.

Last evening the American Delegation and I had the pleasure of hosting a reception for the Marianas Political Status Commission and we were joined by the Acting HICOM and the Marianas District Administrator. At that reception, several members of both our delegations made impromptu remarks ranging from the serious to the humorous. And out of those comments and from the spirit that exists between our two delegations, something has become very clear to me. It is that while the individual memberships of our delegations may change, two principles have always remained constant and are as alive now as ever. First is the quietly sincere desire of the Marianas, stated so often before, to join in a close and permanent union with the United States of America. And the second and, I feel, equally important constant is the desire and commitment of America to welcome the people of the Marianas into the family. Taken together, these two principles mean we are both reaching for new horizons - as you reach to join the United States, so America extends its hand to you.

Mr. Chairman, as I bring this fourth round of negotiations to a close I find myself repeating something I have said before on occasions like this - that we have made substantial progress toward our common objectives. But in this fourth round we have seen movement and progress on many planes. Not only in the understandings and tentative agreements we have reached but also in our understanding of each other, and each other's society. This I believe marks a major step in realizing the political and cultural association we are working so hard to achieve.

As we leave the Marianas for our homes on the mainland and as you return to your loved ones and people, let us remember that the only true measure of what we have done here and what we will do lies in the happiness and security and quality of life which we build for our children and theirs.

THANK YOU.

[Corrected to Reflect the Agreement of the Principals reached at Fourth Round of Negotiations, May 1974] April 16, 1974

REPORT OF THE AD HOC PREPARATORY COMMITTEE
ON TRANSITION IN THE MARIANAS

Introduction

During the Third Session on the future political status of the Marianas, the Chairman of the Marianas Political Status Commission (MPSC) and the President's Personal Representative for Micronesian Status Negotiations agreed that a joint Ad Hoc Preparatory Committee should be established to study and make recommendations regarding the scope, organization and timing of studies and programs necessary to an orderly transition to self-government in the Marianas. Agreed terms of reference for the Ad Hoc Committee are attached.

Pursuant thereto the Ad Hoc Committee has met and submits the following report to the Chairman of the MPSC and to the President's Personal Representative for Micronesian Status Negotiations.

GENERAL

Several discrete but interrelated steps are involved in creation of a self-governing Commonwealth of the Marianas. The first is a plebiscite to determine the future political status of the district. The second is a series of steps starting with the drafting of a constitution by a constitutional convention, followed by a constitutional referendum, the organization of a new government structure, the election of a new government and the drafting of an initial legislative program. The main responsibility for planning and implementing these latter activities should be borne by local leaders and institutions.

The Ad Hoc Committee is not able to make a firm estimate as to the time required to complete all of the tasks or activities mentioned in this report; it believes, however, that approximately two years is a reasonable timeframe.

In addition, there is a need for appropriate educational efforts to prepare the people so that they can participate in these activities or make an informed choice when a popular referendum or election is held.

It is also evident that if the new Commonwealth is to prosper, its leaders will require a sound plan for the social and economic development of the district, which takes into account all factors relevant to economic growth and social progress.

In this report the Committee presents its views and recommendations on the kinds of organizations, preparatory work and timing that will be required during the period preceding the installation of a new government, referred to as Phase I, plus a recommended budget.

ORGANIZATION

In order to ensure a timely and effective implementation of the necessary transition measures, the following organizations should be created immediately upon the signing of a status agreement.

A Joint Marianas-U.S. Commission on Transition

There is a joint responsibility for ensuring that the agreements reached on transitional steps are carried out as planned. In line with this the Committee recommends that a Joint Commission on Transition, an ex-officio body, be organized with the following members: the Chairman of the MPSC or its successor; the President of the District Legislature; two current or former members of the MPSC, one each from Tinian and Rota, appointed by the District Legislature; the Marianas District Administrator; the President's Personal Representative for Micronesian Status Negotiations; the Director, Office of Territorial Affairs, Department of the Interior; and up to two U.S. representatives to be designated.

The Commission should have two Co-Chairmen and meet on the call of either.

The main functions of the Commission should be:

1. To ensure that the terms of the status agreement and all related agreements on transition reached by the Marianas and the U.S. are faithfully executed;
2. To provide an institutionalized channel for close and timely consultation and liaison between the Mariana Islands and the U.S. Government on all significant transitional matters;
3. To formulate general guidelines for all necessary planning and research to be carried out during Phase I on matters of joint concern;
4. To provide policy guidance to the Joint Secretariat and perform whatever additional necessary functions it may decide are appropriate to the implementation of the Phase I program, e.g., to review studies or reports prepared by experts or the Secretariat.

A Transition Secretariat

To ensure that the general policy on transition and the specific guidelines of the Joint Commission are carried out, the Ad Hoc Committee recommends the creation of a full time "executive agent", a Transition Secretariat. This group would in essence be the "operating arm" of the Joint Commission.

It is our recommendation that this Secretariat be staffed by highly qualified professionals appointed by or approved by the Joint Commission, as follows:

1. A Director - preferably a citizen of the Marianas.
2. A Deputy Director, who would act as the Executive Officer - preferably a citizen of the United States.
3. A political scientist, ideally one who is expert in the field of public administration and constitutional law or state and local government.
4. An economist with substantial experience in dealing with problems of economic development.
5. A physical planner.
6. A liaison officer.

The Secretariat should be headquartered on Saipan and be fully responsible to the Joint Commission. It will also require a small clerical staff.

The Ad Hoc Committee recommends that the Joint Commission appoint the Director and Deputy Director of the Secretariat. The Director of the Secretariat would have the power to employ all but the Deputy Director, subject to the approval of the Joint Commission. He should also have the authority to let contracts or to hire expert consultants, within pertinent guidelines furnished by the Joint Commission.

Funds for salaries and other requisite support for the Secretariat should be provided by the U.S. Government through the Trust Territory Government.

Specific Functions or Responsibilities of the Secretariat

The primary role of the Secretariat would be to "manage" the study program approved by the Joint Commission and to ensure that all of the important steps toward the new political status, such as a constitutional convention, referendum, etc., are carried out on schedule; it should also:

1. Be responsible to the Joint Commission for planning, implementation and coordination of all agreed Phase I programs and activities falling under the Joint Commission's responsibility, i.e., serve as the staff arm of the Joint Commission;
2. Employ private firms or consultants as may be required to provide special advice or studies;
3. Administer all Phase I funds and provide quarterly progress reports to the Joint Commission on Phase I joint activities;
4. In addition, the Secretariat should be authorized to respond to requests from the Marianas representatives on the Joint Commission for assistance in the implementation of those transitional studies or activities which are principally the responsibility of the Marianas people.

In carrying out its responsibilities, the Secretariat should utilize to the extent available, the expert advice and services of personnel of the United States Government, the Trust Territory Government and the District Administration, and its political subdivisions.

WORK PLAN

There are two distinct kinds of activities needed to effect the transition to self-government and to initiate desired economic and social programs:

1. Research and planning activities; and
2. Specific or scheduled events and activities.

The first of these categories, research and planning, should include two major subdivisions:

- a. Studies or planning needs to establish and organize the new government and its initial program; and
- b. Studies or planning required in the economic and social area.

Government Organization Planning

The following main projects are needed in this area:

A. Studies and Planning for a Constitutional Convention

The MPSC should take the lead in this area, for it is the people of the Marianas who will have to live with

the consequences of all planning and related events regarding this critical effort.

The Secretariat should provide all appropriate assistance.

B. Research and Planning Regarding the Organization of a New Government of the Marianas and its Initial Legislative Program

These tasks are also of primary concern to the MPSC and other political leaders of the district.

The principal requirement is to prepare a plan for the reorganization of the current system of government - a blueprint on how best to convert from the present governmental structure to that established by the new constitution.

This will require a careful and discriminating planning effort. Some select research plus expert advice will be required.

Preparatory work in planning for and drafting an initial legislative program should also begin during Phase I, although there should be ample time for the Secretariat to review this requirement during the initial months of Phase I. This project will mainly require experts skilled in drafting legislation needed to effect decisions on government reorganization and to get the new government off to a good start.

C. Studies Regarding the Retention or Extension of U.S. Programs and Services

It is the Ad Hoc Committee's view that the Secretariat should be instructed to ensure that a thorough review of all U.S. programs and services of potential value to the new Commonwealth of the Marianas be undertaken by experts during the early stage of Phase I.

Economic and Social Planning

Extensive economic and social infrastructure planning should be initiated during Phase I to enable the new government to determine its fundamental goals and policies in this area. Such planning will also facilitate agreement on the kinds of external aid or assistance most relevant to the needs of the Marianas in these areas within the annual levels of assistance provided in the status agreement.



Planning in this area can probably be best done by an appropriate combination of government experts, U.S. or local, and private firms or consultants - including experts in such functional areas as agriculture, tourism, land use and management, fishing, government finance, etc.

This category of planning should include, but not necessarily be restricted to, all necessary research and planning for the following - (1) the drafting of a general plan for socio-economic development; (2) a fiscal and revenue plan; (3) a physical (infrastructure) plan; and (4) studies regarding the economic and social impact of relocating the capital of Micronesia.

A. Economic and Social Development Planning

First priority should be given to research activities required to form a basis for a development strategy and long-range social and economic development goals and programs - including health and educational goals - taking account of demographic trends, resource availabilities, including labor, water, soils, external assistance, etc.

Economic and social development planning should embrace several distinct but interrelated parts - recommendations regarding general development goals - social as well as economic, proposals for long-range government revenues and expenditure patterns plus general goals for the development of the district's infrastructure.

It should be the task of the Secretariat to determine what specific research or planning efforts are required to pose and analyze the principal alternatives and to suggest solutions most relevant to the situation.

B. Fiscal and Revenue Planning

The principal need here is to identify possible sources of additional government revenue and to analyze alternative fiscal policies designed to provide a set of incentives for economic growth and an equitable distribution of the burden. Efforts in this particular area need to take full account of any decisions or guidance based on the work being done on the definition of social and economic development goals and programs.

C. Physical - Infrastructure - Planning

It is clear that a certain amount of planning in this area needs to be done during Phase I, albeit additional detailed planning will inevitably follow in the Post-Phase I period. The Ad Hoc Committee believes that the main requirement is to identify in the first instance the

limitations placed on development by the constraints of the environment - climate, soils, fresh water, manpower, etc. Therefore, the examination of already completed physical planning documents will be an early and integral part of the economic development study.

It is the Ad Hoc Committee's opinion that a substantial amount of useful planning has been done in the District. Full account should be taken of this by those charged with developing an overall, integrated plan. Once a general economic strategy begins to take shape, a follow-on study of physical infrastructure requirements will need to be undertaken. The purpose of that study would be the formulation of a time-phased plan of physical improvements essential to the furtherance of economic and social development of the Marianas. It would deal with such matters as urban housing, recreation, schools and hospitals, etc., in the area of social development, and roads, docks, power, water, transportation, etc., in the area of economic development infrastructure.

The Ad Hoc Committee recognizes that physical planning in addition to that for which funding is proposed in this Report will be required in the Marianas. It cannot be determined at this time, however, exactly how much additional physical planning may be necessary or desirable and when it would be most timely. The Ad Hoc Committee agrees, therefore, that the question of additional physical planning will be reexamined during Phase I by the Secretariat, subject to review by the Joint Commission, and that such additional funds as are necessary will be requested by the Executive Branch of the U.S. Government during either the latter part of Phase I or the initial stages of Phase II.

D. Special Impact Studies

There is an obvious need for early and effective planning efforts with respect to the following matters: (1) local impact of relocation of the capital of the TTPI; for example, the need to reassign or find alternative employment for displaced personnel; (2) the use of vacated facilities on Capitol Hill; and (3) programs needed to train or retrain government personnel in the Marianas.

Specific Events or Activities

Planning for the following discrete events or activities toward the realization of the new political status should begin early in Phase I and include:

A. A political education program. This should be aimed initially at gaining widespread understanding of and support for the proposed status agreement. In effect this effort has already begun. Local leaders should continue these efforts and be able to look to the Secretariat or local governmental entities for all appropriate support.

B. The status plebiscite. The nature and timing of this should be a matter of priority concern to the Joint Commission and be implemented by the District government prior to the holding of a constitutional convention. Otherwise, serious problems could arise during the drafting of a new constitution and the planning of the new governmental structure.

C. The election of delegates to a constitutional convention and convening of the convention. This should be based on the preparatory work mentioned above and consultations between leaders of the District Legislature and the Administration, once the Joint Commission has had an opportunity to provide general guidelines.

D. A constitutional referendum. This should be held after an intensive educational effort by the leaders of the constitutional convention and their principal supporters with appropriate support from the Secretariat and the Administration.

E. Election of a new Marianas Government.

Timing

The Ad Hoc Committee's recommendations in this area are based on the assumption that the status plebiscite will precede rather than follow or occur simultaneously with the constitutional referendum.

It is assumed that the order of events would be the initiation of a program of education on political status, a status plebiscite, planning for the constitutional convention, a program of public education regarding the proposed constitution, planning the new government, and the installation of the new government, following U.S. Congressional review and approval.

Necessary planning and related preparatory work in other areas, such as economic and social planning, should commence as soon as possible after Phase I begins. The Ad Hoc Committee recommends that as much as possible in the way of preliminary organization be done before Phase I begins, for example, the lining-up of personnel for the Secretariat.

The Secretariat should, as a matter of first priority, draw-up a more detailed time-phased work program covering Phase I.

PROPOSED BUDGET

The United States as the Administrating Authority will be responsible for funding all Phase I activities, including the expenditure of any U.S. funds on agreed studies or projects. Therefore, the U.S. contribution to any of the above tasks, whether in the form of grants or payments to cover the administrative costs of the Joint Commission or the Secretariat, must be funneled through agents or agencies designated by the U.S., such as the Headquarters of the Trust Territory Government. For example, funds for the preparatory work and holding of the constitutional convention should be in the form of direct grants from the U.S. through the designated agency of the Trust Territory Government to the District Legislature. Conversely, U.S. funds for the support of the Secretariat or for physical planning should pass through the Trust Territory Government to the Secretariat for appropriate disbursement.

The proposed budget does not include the significant contributions already made or which will be devoted by the Trust Territory Government to projects or activities that should also be viewed as an integral part of transition to self-government, e.g., infrastructure projects, and the land cadaster program.

With regard to the latter, the cadaster program, it should be kept in mind that the U.S. is committed to complete a public land cadaster program within three years. Funds for this program were included either in the Fiscal Year 1974 supplemental budget or are being requested as part of the Fiscal Year 1975 budget for Micronesia. If additional funds are required to meet this commitment more money will be requested. The District Administration is responsible for the implementation of this program and is already organizing for this task. Therefore, the amount proposed earlier by the MPSC for this purpose is not included in the attached draft budget estimate. If they were, the total would increase by approximately \$1.6 million - the current estimated cost of the three year program for the Marianas District.

Moreover, the attached budget estimate does not reflect the considerable work which the Trust Territory Administration intends to perform in the District in the areas of physical planning, public works, agriculture, education, etc., during Phase I and II. In this regard, there has recently been a considerable upgrading of the planning effort at the district level. Supporting work by appropriate sections of the District Administration in such areas as physical planning will continue until the Trusteeship ends. Thus, the indirect contribution of these efforts to Phase I planning should be recognized by all concerned.

The need for the training of additional public servants and technicians is well recognized and will doubtless receive priority attention by the leaders of the Marianas and the U.S. Administration during the transitional period. In fact, the Department of the Interior has already initiated an intern program in this area. Therefore, funds for this are not included in the attached budget estimates.

The suggested allocations which follow should be viewed as tentative and subject to transfer to related tasks in accordance with agreed guidelines from the Joint Commission or recommendations of the Secretariat. A high degree of flexibility within broad functional divisions will be required in the interest of good management and timing.

It should also be recognized that additional funds for research or studies not yet identified or to augment agreed planning tasks may be required during Phase I. The U.S. is prepared to meet the costs of additional research or studies judged necessary to complete the agreed planning tasks, to include those which may need to be extended into Phase II.

The costs of administration are annual and will continue as necessary until the agreed tasks are completed. Budget estimates for research and planning and scheduled transitional steps are "no year" funds - i.e., they should be sufficient to complete the task or activity. As mentioned above, some additional funds for new or expanded work may be needed. It should be recognized, however, that all proposed U.S. expenditures are subject to Congressional approval and the availability of funds.

RECOMMENDED PHASE I BUDGET

Administration

Joint Commission	\$ 20,000
Secretariat	\$230,000
Contingencies	\$ 10,000
<u>Sub-Total-</u>	<u>\$260,000</u>

Research and Planning

Government Organization

Studies and Planning Constitutional Convention	\$ 50,000
Research and Planning Government Reorganization	\$ 50,000
Initial Legislative Program	\$ 50,000
Research U.S. Federal Programs and Services	\$ 50,000
<u>Sub-Total-</u>	<u>\$200,000</u>

Economic and Social Planning

Economic and Social Development Planning	\$225,000
Fiscal and Revenue Planning	\$ 50,000
Physical Planning	\$225,000
Impact Relocation of Capital	\$ 50,000
<u>Sub-Total-</u>	<u>\$550,000</u>

Schedule Transition Steps

Political Status Education Program & Status Plebiscite	\$ 50,000
Constitutional Convention	\$ 75,000
Constitutional education program and constitutional referendum	\$ 50,000
Election new Government	\$ 25,000
<u>Sub-Total-</u>	<u>\$200,000</u>

GRAND TOTAL- - \$1,210,000

TERMS OF REFERENCE FOR THE AD HOC PREPARATORY
COMMITTEE ON TRANSITION

A joint Ad Hoc Preparatory Committee will be appointed forthwith by the Marianas Political Status Commission and the President's Personal Representative to study and make recommendations to the Chairmen of the Marianas and U.S. Delegations before the next negotiating session regarding the scope, organization and timing of studies and programs necessary to an orderly transition to self-government in the Marianas. Specifically, the Ad Hoc Preparatory Committee will recommend to the Chairmen of the two delegations the following:

1. A detailed work plan, including a timetable and sequence of events, for preparing and undertaking:
 - a. A political education program;
 - b. A plebiscite on future political status;
 - c. A constitutional convention and referendum;
 - d. Legal studies relating to the organizational structure and initial legislative program of the new commonwealth government;
 - e. Studies to identify the Marianas' economic, social and physical infrastructure needs, taking into account as appropriate extant studies on these matters;
 - f. Studies to develop an appropriate fiscal and revenue system for the Marianas;
 - g. A study of the economic or social impact on the Marianas of a relocation of the Capital of Micronesia.
2. An appropriate organizational structure for accomplishing the important transitional studies and programs. This recommendation will include a description of how a Joint Commission could be organized to provide general guidance for the implementation of these tasks and how a Joint Secretariat might be established to provide specific direction and continuing administrative support;
3. A detailed budget to cover the costs of essential studies, programs, and events falling within the transition period.

The Ad Hoc Preparatory Committee will report their recommendations to the Chairman of the Marianas Political Status Commission and the President's Personal Representative no later than March 1, 1974. The Chairman and the President's Personal Representative will meet informally shortly thereafter, and before the next session of negotiations, to discuss how to proceed regarding implementation of the recommendations of the Ad Hoc Preparatory Committee.*

*The members of the Ad Hoc Preparatory Committee were, for the United States Delegation, R.Y. Scott and S.A. Loftus; and for the MPSC, H.P. Willens and J.R. Leonard.

PRESS RELEASE - May 16, 1974

During the morning session today of the current Marianas Status Negotiations talks, Ambassador Haydn Williams, the President's Personal Representative for Micronesian Status Negotiations, gave the Marianas Political Status Commission an amended land use plan which would make possible a further reduction in the acreage on Tinian required by the United States for military purposes. The new American proposal, in addition to requiring less land, also took into full consideration safety needs and operational and engineering factors. The plan eliminates the necessity for relocating the village of San Jose, and thus will keep the entire southern part of the island (the area south of the projected extension of West Field and east of the harbor area) open for local community purposes and for other public and private development.

The new United States plan results from an intensive restudy based on technical surveys carried out over the past few months, which have made possible a greater degree of precision in drawing up the plan, and reflects in part views expressed earlier by the Marianas Political Status Commission.

The need to relocate San Jose Village under the original plan was based on safety considerations involved in unloading ammunition at the harbor. This entailed the designation of a safety arc of two miles radius which included the village.

New studies and surveys have shown that it is feasible to construct a separate facility for ammunition handling in the northern part of the island away from populated areas.

PRESS RELEASE - May 19, 1974

The Marianas Political Status Commission and the United States Delegation continued their discussions of the future political status of the Marianas over the weekend in Rota. On the way back to Saipan on Sunday the plane stopped in Tinian to enable the U.S. Delegation to place a wreath at the memorial for the eight people who recently lost their lives in a boating tragedy between Tinian and Saipan. Both delegations also used the occasion to pay their respect and to meet informally and briefly with the Tinian Municipal leaders.

In Rota the two delegations had an opportunity to explain directly to the people the current status of the talks between the Marianas Political Status Commission and the United States Government. On arrival on Friday after an enthusiastic airport reception and display of marching by the Boy and Girl Scouts of Rota the Marianas Commission and the U.S. Delegation held a

joint session with the Municipal Council. The next day the two delegations held a public meeting where many questions concerning the present negotiations were answered.

During the question period Ambassador Haydn Williams, head of the U.S. Delegation, said that he joined Chairman Pangelinan of the Marianas Commission in the hope that the talks would result in an agreement before the end of the year. There was considerable interest in the benefits of citizenship of the people of the Marianas after the Trusteeship ends. Ambassador Williams additionally indicated that initial funding has been appropriated for an accelerated public land survey and adjudication program which will take approximately three years and that the United States is committed to completion of the program.

The Municipal leadership of Rota hosted a reception for the two parties to the status talks on Friday evening and the U.S. Delegation reciprocated with a dinner on Saturday night.

On Tinian the wreath was laid by Ambassador Williams, whose brief remarks were followed by a prayer by Father Meno, Tinian parish priest. The Chairman and Vice-Chairman and the two Tinian representatives on the Marianas Political Status Commission and Ambassador Williams and Mr. Wilson then paid their respects on the Mayor, and the speaker and other members of the Tinian Municipal Council. They discussed the desire of both delegations to return to Tinian soon for another public meeting in order to hear the views of the people. Chairman Pangelinan and Ambassador Williams both also gave the Council members a status report on the talks to date. Particular interest focussed on the new U.S. proposal for land use on Tinian which would reduce the total acreage required and eliminate the need to relocate the village of San Jose.

PRESS RELEASE - May 22, 1974

The Marianas Political Status Commission and the United States delegation to the Marianas Political Status Talks visited Tinian Wednesday at the invitation of the Tinian Municipal Council for the express purpose of presenting to the people of Tinian in an open meeting the amended United States proposal for its federal land requirements on Tinian.

At the public meeting the Chairman of the Marianas Political Status Commission, Senator Edward DLG Pangelinan, gave a short description of the progress of the negotiations to date. Then Ambassador Haydn Williams, made a detailed presentation of the United States land requirements in the Northern Marianas with particular emphasis on Tinian including a briefing by Lieutenant

Colonel Dale Strait of the United States Air Force.

Ambassador Williams opened by saying that it had always been the desire of the United States that the people of the Marianas be informed and consulted on political status matters and that open public meetings had been held for this purpose throughout the Marianas since the talks began. Turning to land the Ambassador noted that the United States had already transferred considerable amounts of land to the public domain and that the United States was willing to see the early transfer of title of public lands to the islands.

The Ambassador noted that the United States presently controls 3,550 hectares of military retention land on Tinian and has a requirement for an additional 3,450 hectares, of which 275 are privately owned and the rest is public land. He stated that the United States is proposing to build a joint-services military facility to include a new military air field in the West Field area and the rehabilitation of San Jose Harbor. Both the airfield and the harbor will be open for private use. The people of Tinian will also have access to recreational and agricultural areas within the base. The Ambassador announced that a U.S.-Marianas joint-civil military advisory committee will be formed in the near future to consider a large number of questions involving civil-military relations. Ambassador Williams also explained that the village of San Jose did not now have to be relocated as a special "wet slip" would be built on the northern end of the island for the loading and unloading of ammunition making it unnecessary to have a two mile safety zone radius around the harbor of San Jose.

After the presentation, Mr. Joaquin Ariola, a lawyer representing citizens who wish to limit the military presence on the island spoke against giving the United States Government more than one-third of the island. Mayor Borja of Tinian speaking on the other side said that many people had supported the request of the United States for land on Tinian and were upset that the village of San Jose would not now be relocated. Ambassador Williams regretfully said that without a military requirement to remove the village the United States could not spend funds for relocation of the present village. Mr. Ken Jones, President of the Micronesian Development Corporation, described how military land requirements would affect his ranching operations on Tinian. Ambassador Williams responded that he did not believe that the further economic development of Tinian including agriculture was incompatible with the United States plans for a military base on the island. He said furthermore that he felt the opportunities for private enterprise on Tinian would be in fact enhanced by the United States plan.

PRESS RELEASE - May 27, 1974 - AMERICAN MEMORIAL PARK

In the current round of negotiations between the Marianas Political Status Commission and the United States, Ambassador Williams has elaborated on preliminary plans by the United States for an American Memorial Park in the Micro Beach area of Saipan. This area, from Micro Beach road northward to "A" Dock and extending westward to Wallace Highway, is part of an area required by the United States for contingency purposes. Since there are no present military use requirements, Ambassador Williams last December proposed a large living memorial park for the area honoring both Americans and Chamorros and Carolinians who lost their lives in the Northern Marianas in World War II.

At a meeting last March with Senator Edward DLG Pangelinan and Legislature President Vicente Santos, Chairman and Vice-Chairman of the Marianas Political Status Commission and District Administrator Francisco Ada, Ambassador Williams presented a conceptual design of the park. The plan called for extensive landscaping of the area and included family picnic sites, wooded trails, a small boat marina, and an arboretum and botanical garden. Also proposed were areas for sports and recreation, including a swimming pool, tennis and basketball courts and field games. A revised plan, presented last week, also includes a public amphitheatre which was suggested by the Marianas leadership last March as a possible memorial to people of these islands who lost their lives in World War II.

In his most recent comments, Ambassador Williams reemphasized that the park would be "a living memorial to our loved ones to be used and enjoyed by all the people of the Marianas". Both delegations to the negotiations agreed the park would be a major step for the conservation of the Micro Beach and marina area.

In meetings in Washington prior to this session of status talks, the heads of the Departments of Defense and Interior, the Chairman of the Joint Chiefs of Staff and Director of the Office for Micronesian Status Negotiations met to discuss the American Memorial Park and commissioned Interior's Bureau of Outdoor Recreation to submit a phased development plan. This will be made available to the Marianas leadership for additional input and suggestions. Subject to final approval by the United States Government, the Marianas Political Status Commission, and local authorities, actual construction of the park could begin as soon as the political status question for the Marianas is settled but it is hoped that the land clearing phase can begin sooner.

J.C. TENORIO ENTERPRISES

JOETEN CENTER

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JOSE C. TENORIO
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March 17, 1975

Mr. Charles Leppert, Jr.
Special Assistant for Legislative Affairs
The White House
Washington, D. C.

Dear Charlie:

Congratulations. I had not heard of your move from the Hill to the White House. Of course, you have my best wishes in your new position.

Enclosed is a copy of the Covenant signed by the President's personal representative and the members of the Marianas Political Status Commission. As you can see by the sequence of events (abstract enclosed) leading up to "Commonwealth" status within the United States political family, the Administration of the Northern Marianas will be separated from the Headquarters of the Trust Territory before Congress even gets to look at it.

The exception to this sequence is that the Congress has been asked to fund the transitional government activity required. Included in this funding request presently before the Congress is the cost of a political education program and the cost of the plebiscite. Should the Congress not act on these funds or deny the request; then, I assume action here on the sequence of events would slow down or halt altogether.

A copy of the ad hoc committee report on the form the transitional government will take has now been made available to me (copy enclosed). Regrettably, I must now rethink my aspirations concerning the top slot in the new Northern Marianas Administration until the responsibilities and authority for the position are established. It would appear that as of now a joint commission and a committee type of Government will be instituted until a constitution is adopted. This form of government is



Page Two

Mr. Charles Leppert, Jr.
March 17, 1975

not to my liking and, indeed, I see no reason to appoint a Resident Commissioner or whatever for the Northern Marianas except as liason with the Department. Pete Coleman could function in such a position.

However, if and when Coleman moves down to the District Government, the Deputy High Commissioner's job becomes open. Please help to get me considered for this slot.

Have you seen Sam and Sherry since their return to the D. C. area? Yoshie and I miss them very much. I am looking forward to a visit to Washington, but do not yet know the opportune time. It would be an experience for me to visit someone in the White House.

With best personal regards, I am

Sincerely,



J. F. Screen
General Manager

Enc.

Charlie let's keep the options open until the Secretarial Order is formulated and we know more about the actual form of Government and what position is established



1 DOWN, 9 TO GO

SAIPAN - Ambassador Williams Saturday outlined the steps which must be taken before the Marianas formally joins the American political family. They are:

- ~~DONE~~
~~DONE~~
3. → - Plebescite - possibly this June.
4. → - Issuance of a Secretarial Order to separate the Administration of the Marianas - possibly during the summer.
- Approval by the U.S. Congress - possibly in Fall, 1975.
 - Holding of a constitutional convention - possibly early 1976.
 - Referendum to ratify constitution - possibly in Spring, 1976.
 - Approval of the constitution by the U.S. Congress - possibly in Spring, 1976.
 - Installation of the Commonwealth government - possibly in Fall, 1976.
 - Proclamation by the U.S. President to formalize the political union - possibly in 1980 or 1981 when the Trusteeship Agreement comes to an end for all Micronesia.

Ambassador Williams stressed that the time table is provisional depending on a favorable outcome of the plebescite to be held in June.



[July 1975]

SUBCOMMITTEE
on
TERRITORIAL AND INSULAR AFFAIRS

In Consideration of:

<u>H.J. Res. 547</u>	Mr. Skubitz, et al
<u>H.J. Res. 549</u>	Mr. Phillip Burton, et al
<u>H.J. Res. 550</u>	Mr. Phillip Burton, et al

"To approve the "Covenant To Establish
a Commonwealth of the Northern Mariana
Islands in Political Union with the
United States of America", and for
other purposes."

WITNESSES

Honorable F. Haydn Williams, the President's Personal
Representative

Honorable Erwin D. Canham, Editor Emeritus, Christian Science
Monitor and Plebiscite Commissioner

Honorable Edward DLG. Pangelinan, Chairman, Marianas
Political Status Commission

Honorable Vicente N. Santos, President, Mariana Islands
District Legislature

Honorable Pedro Tenorio, Senator, Congress of Micronesia

Honorable Joaquin Torres, Member, Saipan Municipal Council



Honorable Jose Cruz, Member, Tinian Municipal Council

Honorable Joannes Taimanao, Member, Rota Municipal Council

Honorable Francisco T. Palacios, President, Territorial
Party

Honorable Herman Q. Guerrero, President, Popular Party

Honorable Francisco C. Ada, District Administrator, Mariana
Islands District

Accompanied by:

Honorable Manuel Sablan, Member, Mariana Political
Status Commission

Honorable Juan Cabrera, Member, Mariana Islands
District Legislature

Honorable Daniel Muna, Member, Saipan Municipal Council

Honorable Francisco Diaz, Member, Mariana Islands District
Legislature

Honorable Larry Guerrero, Member, Mariana Islands District
Legislature

Honorable Santiago Magofna, Member, Mariana Islands District
Legislature

Honorable Vicente T. Camacho, Speaker, Saipan Municipal
Council

Mr. William Nabors, Counsel, Mariana Islands District
Legislature





United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

JUL 11 1975

Dear Mr. Chairman:

This responds to your request for the views of this Department on H.J. Res. 549, a bill "To approve the 'Covenant to Establish a Commonwealth of the Northern Mariana Islands in Political Union with the United States of America,' and for other purposes."

We strongly recommend that the first section of H.J. Res. 549, which contains the Covenant and the Joint Resolution approving the Covenant, be enacted. We have not had sufficient time to arrive at an Administration position on sections 2 and 3 of the bill, and we are currently expediting that process. We hope that we will be able to advise the Committee of our views on these two sections by July 18, 1975.

On July 1, 1975, the President submitted to both Houses of Congress for their approval a "Joint Resolution Approving the 'Covenant to Establish a Commonwealth of the Northern Mariana Islands in Political Union with the United States of America.'" The first section of H.J. Res. 549 is the Joint Resolution and the Covenant as transmitted by the President.

On June 17, 1975, the people of the Northern Mariana Islands voted in a plebiscite to approve the Commonwealth status as set forth in the Covenant. This plebiscite represented the capstone to more than twenty years of local efforts by the people of the Northern Mariana Islands to become a permanent part of the United States.

The Covenant Agreement in section 1 of H.J. Res. 549 was signed on February 15, 1975, by the Marianas Political Status Commission for the Northern Mariana Islands, and by Ambassador F. Haydn Williams for the United States. It is the result of more than two years of negotiations between the United States and a broadly representative delegation from the Northern Mariana Islands.



Favorable consideration of the Covenant by the Congress will represent one more important step toward fulfillment of the obligations which the United States undertook when the Congress approved by joint resolution the United Nations Trusteeship Agreement on July 18, 1947. Congressional approval of the freely expressed wish of the people of the Northern Mariana Islands will enable them to move toward their long sought goal of self-government in political union with the United States.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

Royston C. Hughes

Assistant

Secretary of the Interior

Honorable James A. Haley
Chairman, Committee on
Interior and Insular Affairs
U.S. House of Representatives
Washington, D. C. 20515



July 14, 1975

WRITTEN STATEMENT BY AMBASSADOR F. HAYDN WILLIAMS
FOR THE HOUSE SUBCOMMITTEE ON
TERRITORIAL AND INSULAR AFFAIRS OF THE COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS, HOUSE OF
REPRESENTATIVES

On June 17, 1975 the people of the Northern Mariana Islands went to the polls to vote in a U.N. observed plebiscite to determine their future political status. Before the day was out 95% of those registered and eligible to vote had cast their ballots. When all the returns, including those from the sparsely populated and most northern islands, were in and all of the absentee votes tallied, it was clear that the people had shown by an overwhelming margin their desire for political union with the United States. The 78.8% vote in favor of Commonwealth as provided for by the Covenant, while gratifying, was not surprising in view of the long history of the efforts of the people and the leaders of the Northern Marianas to become a permanent member of the American family like their close neighbor--Guam. Having been promised the eventual right to choose their own political future by the Trusteeship Agreement approved by a joint resolution of the Congress of the United States in July 1947, and having been encouraged by United States offers in 1969-70 of American citizenship and self-government under the sovereignty of the United States, the people of the Northern Marianas have made their choice. They have made their preference clear beyond



doubt. They have exercised in decisive fashion a right which this country has long stood for--the right of political self-determination.

While they have endorsed the Commonwealth Covenant, they have at the same time recognized that the final decision was not theirs alone to make, that before their hopes would be realized, the Covenant would have to be approved by the Congress of the United States. They knew this when they voted, and the matter is now before the House and the Senate.

As in the case of the plebiscite which marked the culmination of a twenty-five year quest for political union with the United States by the people of the Northern Marianas, the submission of the Covenant to the Congress marks the cumulative results of an equal period of time during which the Congress of the United States enabled successive Administrations to pursue obligations assumed by the United States to foster the political, economic and social advancement of the peoples of the TTPI toward self-government and self-determination. The history of the Congress' interest in these goals is to be found in the numerous hearings, resolutions and bills introduced by individual members of the Congress during the 1960's relevant to the future political status of the Northern Marianas and the other districts of the Trust Territory of the Pacific Islands. It is to be found more particularly



in the record of the Congress' cooperation with the Executive Branch over the past three years which led to the final provisions of the Commonwealth Covenant, provisions which reflect in many important respects, guidance received from the Congress.

The Covenant has already been approved unanimously by the Marianas District Legislature. This action was taken prior to the plebiscite. If the Resolution is now approved by the House and the Senate the way will be cleared for the Northern Marianas to call a Constitutional Convention, to elect their own government, and to begin the final transition steps leading to the eventual conferral of full Commonwealth status on the Northern Marianas and American citizenship for the people.

The Northern Marianas constitute one of the three principal major island groupings comprising the TTPI. The other two are the Marshalls and the Carolines. Together they cover an area of some 3,000,000 square miles made up of 2,141 islands lying north of the equator and stretching from the Marshalls, across the central Pacific to the Philippine Sea and to Guam "where America's day begins", and then to the north along the chain of Guam's sister islands, the Northern Mariana Islands. The total land mass covering this vast area of the open Pacific is 750 square miles or one-half the size of Rhode Island.



There are 16 islands in the Northern Marianas. The total land area is 183.5 square miles. They are spread out in a north-south 338-mile-long arc extending from Rota in the south to Farallon de Pajaros in the north. The most populous islands lie the closest to Guam, within about 20 minutes by air. They are Rota, Tinian and Saipan. Only three other islands, Pagan, Agrihan, and Alamagan, are presently inhabited, and the northernmost islands of Maug and Farallon de Pajaros are inaccessible and uninhabitable. The total population of the Northern Marianas is 13,081 of whom 11,091 live on Saipan, the seat of the Marianas District Government.

The people of the Marianas are of Chamorro and Carolinian descent. The great majority are Chamorros. They are related, ethnically, culturally, religiously, linguistically, and by close family ties to Guam. Likewise the Carolinians who migrated to the Northern Marianas in the 19th century continue to maintain their own language and culture and connections with their islands of origin. English is the lingua franca throughout the Northern Marianas and is the medium of instruction in the schools.

Western association with the Mariana Islands began with Magellan who claimed them for Spain in 1521. Spanish Administration lasted until the end of the Spanish-American War of 1898 when Guam was ceded to the United States. The rest of the Marianas, along with the Carolines and the



Marshalls, were sold to Germany. The German administration was short lived. With the outbreak of war in Europe in 1914 the Japanese Navy moved south and captured all of Micronesia. Tokyo's control continued after World War I when the islands were mandated to Japan by the League of Nations. The islands under the Japanese were colonized and later used to support Japan's war economy and its military operations throughout the mid and south Pacific. In 1944 American armed forces attacked and defeated the Japanese in the battle for the Marianas which, with Guam, were liberated. Following the war all remaining Japanese military and civilian personnel were repatriated to Japan.

In 1947, President Truman decided to place the Marianas and the other islands which the U.S. had captured in World War II in the mid-Pacific under the U.N. Trusteeship system. The Congress was concerned that United States national interests not be compromised by the agreement with the U.N., and final approval was withheld until the Secretaries of State, War and Navy had given the Congress their assurances that our security interests were adequately safeguarded by the agreement. In July of 1947 both Houses of the Congress approved the Trusteeship Agreement with the U.N. Security Council by joint resolution.



Under the Trusteeship Agreement the U.S. has both rights and obligations. The United States has the right to close the area as a "strategic trust territory" for security reasons and the right to use it for military purposes including the building of military facilities. The agreement further specifies that these rights and the provisions granting the United States sole administrative responsibility for the TTPI cannot be amended or terminated without the consent of the United States.

Along with these rights the United States assumed obligations to foster the development of such political institutions as are suited to the Trust Territory, to promote social advancement and economic development, to protect the people against the loss of their lands and their resources, to afford them diplomatic and consular protection, and to promote the progressive movement of the inhabitants toward self-government or independence as may be appropriate to the particular circumstances of the Trust Territory and its peoples and the freely expressed wishes of the peoples concerned.

In the intervening years the Northern Marianas and the other districts of the TTPI have been gradually moving with our assistance toward a greater and greater measure of self-government. Popular participation in government and the development process has grown and the authority of muni-

cipal and district legislatures and of the Congress of Micronesia, which was created in 1965, has been increased. The benefits of expanded budgets for education appropriated by the Congress of the United States have resulted in the transfer of increasing responsibilities of an executive and administrative nature from U.S. officials to a growing number of highly qualified and experienced Micronesian administrators.

As anticipated, with political freedom and social and economic development came a natural desire for more self-government. In the case of the Northern Marianas this took the form of a growing desire for political union with the United States. The Trusteeship was only three years old when the Northern Marianas House of Council and House of Commissioners petitioned the Administering Authority to terminate the Trusteeship and incorporate the Mariana Islands District into the U.S. as a territory or a possession. This first effort was followed in successive years by resolutions, by referenda, and by official representations to Washington and to the United Nations in New York, all requesting political association with the United States. This sustained sentiment, strong even in the face of lack of encouragement by the United States during the 1950's and 1960's was noted by various visiting missions of the United Nations and by the Trusteeship Council which has repeatedly acknowledged the strength, sincerity and persistence of the desire of the people of



the Northern Marianas for integration with Guam or for separate territorial status under the sovereignty of the United States.

Nevertheless, the position of the Trusteeship Council clearly favored a single political future for all of the Trust Territory. At the same time, it recognized that the wishes of the people of the Northern Marianas could not be ignored, and that the known preference of the inhabitants for union with the United States would have to receive consideration as part of the process of eventual self-determination. The Council also took note of the 1969 statement of the Congress of Micronesia's Future Political Status Commission that it would not oppose political union between the Mariana Islands District and the United States if it reflected the freely expressed desires of the majority of the people of the Northern Marianas.

By 1970 it became clear that the members of the Congress of Micronesia were going in one direction with respect to the future political status of Micronesia and the leaders and the people of the Marianas were heading in a different direction. In the summer of that year the Joint Committee on Future Status (JCFS) in its report to the Congress of Micronesia rejected the U.S. offer of Commonwealth in favor of a looser and unilaterally revokable arrangement with the United States. On the other hand the Marianas members of the JCFS favored the American proposal and were subsequently supported by the action of the Marianas



Legislature endorsing Commonwealth and asking the United States to put the issue to the people in an early plebiscite.

Efforts to bridge the difference continued in 1971 with the Marianas seeking a common arrangement in concert with the other districts. The JCFS position, however, remained unchanged, and at the political status talks with the United States in October 1971, the Micronesian delegation acknowledged publicly that the aspirations of the Northern Marianas to become more closely affiliated with the United States were different from those being pursued by the JCFS for the Congress of Micronesia. This divergence of objectives finally led to a decision by the leaders and people of the Northern Mariana Islands to seek separate negotiations with Washington.

A formal request by the Northern Marianas for separate talks was received by the United States in the spring of 1972. The request came as no surprise. The JCFS and the Congress of Micronesia had been advised of the Marianas' intended move during the January-February session of the Congress. In turn, the United States had been alerted by the JCFS in



March that such a request would be forthcoming. After first notifying the JCFS of its decision the United States announced in April 1972, some 22 years after receiving the first petition from the Northern Marianas asking for union with the U.S., that the U.S. would accede finally to the wishes of the people of that district for separate status talks. The following month in its report to the United Nations Trusteeship Council the United States stated that while it had been American policy to encourage Micronesia toward a common future status, the full implementation of that policy, against the freely expressed will of the people of the Northern Marianas, would have been inconsistent with their right of self-determination as provided for by the Trusteeship Agreement.

I believe that it is important to repeat here for the record that the initiative and the call to negotiate with the United States came from the people of the Northern Marianas, from the villages, from the individual island municipal councils, and from the District-wide elected legislature. In response to this popular call local legislation was enacted establishing a broadly representative Commission to negotiate with the United States. This Commission, the Marianas Political Status Commission (MPSC), was made up of 15 members representing the Marianas District Legislature, the Marianas Delegation to the Congress of Micronesia, the Rota, Tinian and Saipan Municipal Councils,



the Carolinian Association, the business community, and the two political parties.

The negotiations beginning in December 1972 and ending in February 1975 were all held in the Northern Marianas. In advance of, during and following each round, the members of the Marianas Political Status Commission were in communication with their constituents. In addition to joint communiques and press releases, the records of each of the six rounds were published and made available to the public in the Marianas and in the United States shortly after the conclusion of each negotiating session. In the Marianas, public meetings conducted at the grass roots level, along with radio and TV were used by the MPSC to explain to the people each step in the negotiations as they progressed. On occasion even the U.S. delegation was invited to meet in marathon town-hall sessions of give and take discussions and questions. Overall I know of no negotiations which were conducted in a more open and democratic fashion than the ones leading to the Northern Marianas Commonwealth Covenant.

The Executive Branch throughout the talks also recognized the long history of the interest of the Congress of the United States in the future political status of these islands, and endeavored to keep those Committees with primary legislative responsibility for the TTPI fully informed through hearings, briefings, consultations and through close liaison with Committee staff members. Over the past ten years members of

the Congress in the House and Senate considered various measures designed to give the Marianas and the other districts the opportunity to become permanently associated with the United States upon the termination of the Trusteeship Agreement. These views and additional substantive guidance given me during the course of the negotiations by members of the Congress were of vital importance in arriving at the basic nature of the federal relationship and in drafting other important provisions in the Covenant including those concerned with application of laws, finance and land.

The interest of this Sub-committee was welcomed by the MPSC and the people of the Northern Mariana Islands. In particular the informal discussions and advice given to the MPSC by the Chairman and members of this committee who visited the Northern Marianas a year ago January was especially helpful to both sides in moving the negotiations to a mutually satisfactory conclusion. Also of value was the historical experience of the federal relations with the other territories especially that of Guam.

I turn now to some of the highlights of the Commonwealth Covenant which the President on July 1, formally submitted to the Congress for its approval.

If the Covenant is approved by the Congress, the Mariana Islands of the TTPI will, upon termination of the Trusteeship Agreement with the United Nations, become a self-governing

Commonwealth in political union with and under the sovereignty of the United States.

The new Commonwealth of the Northern Mariana Islands will have its own locally drafted and adopted Constitution, its own elected chief executive, its own legislature and its own judiciary.

The people of the Northern Marianas who are eligible will become American citizens unless they choose to become United States nationals within a certain specified period of time. Those born in the Northern Marianas after the coming into force of the full Covenant will be American citizens.

The Covenant establishes that the relationship between the Commonwealth of the Northern Mariana Islands and the federal government will be governed by the Covenant. The Covenant and those provisions of the U.S. Constitution, treaties, and federal laws applicable to the Northern Mariana Islands will be the supreme law of the Commonwealth of the Northern Mariana Islands.

In general, laws which are applicable to Guam and which are of general application to the States will apply in the Northern Marianas. The Congress of the United States may enact legislation applicable to the Northern Mariana Islands.



Approval of the Commonwealth Covenant by the Congress constitutes an agreement by the U.S. that those provisions of the Covenant which are basic to the relationship between the United States and Commonwealth can be changed in the future only by the mutual consent of the U.S. Congress and the Commonwealth of the Northern Mariana Islands. These five basic provisions are:

- the nature of the political relationship, i.e., Commonwealth (Article I);
- the right of self-government (Article II);
- the right to U.S. citizenship (Article III);
- the applicability of basic provisions of the U.S. Constitution including the Bill of Rights (Article V, Section 501);
- protection against alienation of land (Article VIII, Section 805).

The Covenant provides that a United States Federal Court will be established for the Commonwealth of the Northern Mariana Islands to hear cases arising under federal law. This court may also hear appeals from local courts and other cases arising under local law to the extent to be determined by the future legislature of the Commonwealth.

The income tax laws in effect in the United States will be applicable to the Northern Mariana Islands as a local territorial income tax in the same manner as on Guam. All federal taxes de-

rived from the Northern Marianas will be rebated to the Treasury of the Commonwealth of the Northern Mariana Islands as is the case on Guam. Additionally the Northern Mariana Islands may impose local taxes. The Northern Mariana Islands, like Guam, will be outside the customs territory of the United States.

The financial provisions of the Covenant are designed to help the Northern Mariana Islands develop its economic base, to raise the standard of living of its people and to progress toward eventual self-sufficiency. The Covenant provides that for the first seven years and thereafter unless changed by the Congress the annual levels of grant assistance from the federal government will be as follows:

- \$8.250 million for government operations and recurrent expenses (schools, hospitals, salaries, etc.);
- \$4.000 million for capital improvement programs (roads, harbors, power plants, water systems, etc.);
- \$1.750 million economic development loan fund (\$500,000 reserved for agricultural and fisheries development and \$250,000 for the Northern Marianas Housing Authority).

In addition to direct grant assistance, the Covenant provides that the Northern Mariana Islands will be eligible for the full range of federal programs and services available to Guam and to the citizens of the other territories of the United States. Funds provided under Article VII of the Covenant are in terms of "constant dollars" and will be

adjusted each year to provide for the same purchasing power which the money had at the beginning of FY 1975.

All public lands in the Marianas now held in trust by the Trust Territory Government will be turned over to the new Commonwealth government. Future civil and defense needs for land will be met out of these lands to be returned to local control.

Special provision is made in the Covenant to protect the land in the Northern Marianas from being alienated in view of its scarcity and its cultural importance. Under its terms only those people of Northern Marianas descent, (Chamorro or Carolinian) may have title to land in the Northern Mariana Islands. This protection will last for 25 years after the Covenant comes into force and for as long thereafter as provided for by the future Northern Mariana Islands Government. Precedent for this restriction against land alienation is to be found in U.S. laws and court decisions extending protection to Indian tribal lands, designated Hawaiian Home lands and land ownership in American Samoa.

Under the Covenant, the United States Government will acquire a leasehold interest in 18,182 acres of land in the Northern Mariana Islands for a period of 50 years with an option to renew the same lease rights for a second 50 years period without additional payment. For these rights the U.S. will pay to the Government of the

Northern Mariana Islands, \$19,520,600 in one payment at the outset of the lease.

The lands to be leased as provided for by the agreement are as follows:

- Farallon de Medinilla, approximately 206 acres. This uninhabited and inaccessible island will continue to be used as a practice aerial bombing and ship-to-shore gunnery range.
- Saipan Island, approximately 177 acres. This land is in the Tanapag Harbor area and is leased for possible future contingency use by the Navy.
- Tinian Island, approximately 17,779 acres. This land will be used for occasional joint service amphibious exercises. The Department of Defense has no plans in the near term for base construction or the stationing of U.S. military personnel on Tinian.

It has been agreed that lands leased by the United States for defense purposes which are not needed immediately will be leased back to the Government of the Northern Mariana Islands for non-military uses on a nominal sum basis. On Tinian 6,458 acres will thus be available for agricultural and other civilian uses. On Saipan most of the leased harbor and adjacent beach area will be used to build an American Memorial Park in memory of the American war dead and those people of the Northern Marianas who lost their

lives in the Marianas campaign of World War II. Additionally, understandings have been reached on joint use arrangements for airports and harbors on Saipan and Tinian and for civilian access to beaches and other recreational areas lying within the boundaries of leased military lands.

Under the terms of the Covenant the United States will have powers of eminent domain. At the same time the U.S. has recognized and has agreed to respect the scarcity and special importance of land in the Northern Marianas. It has further agreed that any future federal land needs would be met first by voluntary means, and only failing this method would powers of eminent domain be exercised. In any case no interest in real property will be acquired unless duly authorized by the Congress of the United States.

The Covenant provides that the Northern Marianas shall have a Resident Representative in Washington accredited to all of the Departments and Agencies of the U.S. Government. It also provides for the regular consultations between the federal government and the Government of the Northern Mariana Islands on all matters affecting the relationship between them. Unresolved issues may be taken up in the courts of the United States.

The final article provides that the Covenant shall be approved by first the Marianas District Legislature, then by a majority of at least 55% of the valid votes cast in a plebiscite, and finally by the Congress of the United



States. Thereafter the Constitution of the Northern Mariana Islands will be formulated by the people of the Northern Mariana Islands. Within 180 days after the approval of that Constitution by both sides most of the provisions of the Covenant and of the Constitution of the Northern Mariana Islands will become effective, and a new Government of the Northern Mariana Islands under that Constitution will be established. The Commonwealth itself and the remaining provisions of the Covenant and of the Constitution of the Northern Mariana Islands will come into being with the ending of the Trusteeship over the entire TTPI, once the future political status of the other districts has been determined by a similar act of self-determination. It is hoped that the Trusteeship will be ended for all districts by 1980-81.

The Covenant was signed at a public ceremony on Saipan on February 15, 1975, and ratified five days later by the Marianas District Legislature which at the same time requested the United States to arrange for the holding of a plebiscite in the Northern Mariana Islands on the Covenant. In answer to this request from the Marianas District Legislature, the United States by order of the Secretary of the Interior, dated April 11, 1975, called for the holding of a plebiscite on June 17 and established the necessary procedure. This included provision for a Plebiscite commissioner to supervise the plebiscite, the preceding political education program, and the certification of voters and votes.



In letters to the presiding officers of both Houses, the Secretary of the Interior invited members of the Congress to witness the plebiscite and as much of the pre-plebiscite education campaign as they wished.

The Secretarial Order also provided for a Plebiscite Advisory Committee and a Voter Registration Board of local citizens to function with the Commissioner. As Plebiscite Commissioner, the President appointed Mr. Erwin D. Canham, editor emeritus of the Christian Science Monitor. Mr. Neiman Craley was appointed to serve as his Executive Director. In appointing Mr. Canham, the President instructed him:

"As Plebiscite Commissioner, you will be responsible for assuring that this plebiscite is conducted objectively, impartially and in a manner which will guarantee that the people of the Northern Mariana Islands are able to exercise freely their right to determine their future political status."

A group of three representatives of the United Nations Trusteeship Council, headed by Ambassador James Murray of the United Kingdom, were on hand to observe the final stages of the Plebiscite Education Program and to witness the voting itself and the certification of the ballots. On June 22, following the arrival at Saipan of the field trip ship bringing the ballot boxes from the Northern-most inhabited islands, the Plebiscite Commissioner reported officially to the Secretary of the Interior that, pursuant to their right of self-determination, 5005 qualified and registered voters, 95% of the total, cast valid votes. Of these, 3945 voted in

favor of the Covenant to Establish a Commonwealth of the Northern Mariana Islands in Political Union with the United States of America, and 1060 voted against. Thus, 78.8% of the valid ballots favored the Covenant.

For the first time in the 400 years of their association with the outside world, the people of the Northern Mariana Islands had had the opportunity to speak out and voice unmistakably their desire on the matter of their political future. Their choice was a ringing confirmation of their long quest for membership in the American political family.

The future political status and the wishes of the people of the other districts of the TTPI are less clear. For the past three years the United States has been attempting to reach an agreement with the Congress of Micronesia's Joint Committee on Future Status. Free Association has continued to be the preferred status of the Congress of Micronesia and of the delegates from the Marshalls, Ponape, Truk, Yap and Palau who serve on the JCFS. Last year an ad referendum draft agreement was reached on a Compact of Free Association between the negotiators representing the United States and the JCFS. The full status of this tentative agreement is not clear. It has not been accepted nor has it been rejected formally by the Congress of Micronesia. The Congress



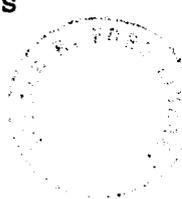
of Micronesia has, however, passed a resolution instructing the JCFS to renegotiate the financial provisions of the draft Compact of Free Association. There are further indications that the JCFS might wish to reopen the question of foreign affairs responsibilities under the Compact which at present provides for U.S. authority in this area as well as in defense, while full responsibility for internal affairs would be vested in the future Government of Micronesia which would function under its own Constitution.

While the Executive Branch is prepared to continue to work toward an agreement that will be acceptable to all parties concerned, and to continue its consultations with the U.S. Congress in this regard, it would appear that the Micronesians may wish to take more time now to review their own positions and to reach further agreement among themselves before proceeding with the negotiations. It may be that Micronesian leaders will require some time to assess the results of an advisory and non-binding poll taken on July 8 throughout Micronesia on status questions and alternatives in order to get a better sense of public opinion before taking up the talks again. It may also be that the Congress of Micronesia will reorganize its status delegation since legislation to this end has been considered, but not passed, in the last two meetings of the Congress. Finally, the Micro-

nesian Constitution Convention, which the United States first proposed in the course of the status negotiations with the JCFS, was convened last Saturday in Micronesia, and there is some local sentiment that all further talks with the United States on the future status of the Marshalls and the Carolines should be postponed until after the Micronesians have reached a clearer understanding among themselves as to their future internal political relationships, and as to the future structure of their central and district governments.

The United States continues to hope that the Carolines and Marshalls will seek a single solution to their future political status and will encourage them to that end. It remains willing to work with the Congress of Micronesia and the Districts to this end, while recognizing at the same time the strong desire in some districts for maximum self-government and autonomy. Hopefully these understandable local aspirations will be able to be accommodated within a larger unified political framework as envisaged by the Compact of Free Association or by the earlier American offer of Commonwealth.

Because of the problems of internal unity and the complexities involved, a solution acceptable to the peoples of the Carolines and the Marshalls may take some time. While this process of reaching consensus is at work it is hoped that administrative steps will be taken to further



increase self-government and to further prepare Micronesia for its eventual act of self-determination. In the meantime, the Northern Marianas are prepared to move forward toward their new status while still under the Trusteeship, if the Congress approves the Commonwealth Covenant.

At this point, I would like to address some questions which have been raised concerning the Commonwealth and its implications:

What reasons can be given to support U.S. Commonwealth status for the Northern Mariana Islands?

(1) The U.S. undertook a responsibility thirty years ago to enable the people of the Northern Mariana Islands to choose eventually their own political future. One of the choices available to the people was political union with the United States. By ratifying the Covenant which the people of the Northern Marianas have overwhelmingly approved, the Congress of the U.S. will be giving effect to the long and strongly-held wish of the Marianas people for permanent political association with the United States. At the same time the U.S. will be fulfilling its responsibility and its commitment to the principle of self-determination.

(2) With the acquisition of Guam some 77 years ago the U.S. established an interest in the Mariana Islands, but Guam and the other islands in the Marianas chain were separate by an accident of history. The U.S. now has an opportunity which has been given it by the vote in the Northern Mariana Islands to

bring all of the people of the Marianas together again under one flag. Enjoying common citizenship and common membership in the American family is what the people in all of the Marianas want.

(3) With the Northern Marianas as American territory the U.S. will have greater contingency operating flexibility in the Western Pacific. The land arrangements in the Covenant give the U.S. needed water, beach and adjacent highly suitable land areas for joint service amphibious exercises and for possible future base construction. The building of military facilities on U.S. soil has many political and economic advantages over U.S. foreign bases. Thus from a security point of view, even though the U.S. has no present plans for the construction of a military facility in the Northern Marianas, the assurance of standby access to land in the Northern Mariana Islands is clearly an advantage for the United States in terms of its security interests in the Pacific Ocean area.

Is the United States undertaking a commitment to defend the Northern Mariana Islands? If so, why, and will it increase the possibilities of U.S. military involvement in the Western Pacific?

Under the Trusteeship Agreement the U.S. at the present time has defense responsibilities in all of Micronesia including the Northern Mariana Islands. The U.S. also has defense responsibilities for Guam which has been under U.S. sovereignty since the end of the last century. If the Commonwealth Covenant is approved the U.S. commitments to defend the Northern Marianas



would be the same as they now are for Guam or for Hawaii or for the Virgin Islands. The ability to use the Northern Mariana Islands for defense purposes, along with the continuing denial of the use of those islands to others for military purposes, would strengthen the U.S. defense posture in the Pacific without involving any new U.S. military commitments to any foreign country.

Should the Northern Marianas be united with Guam as one single political unit?

There is continuing sentiment in both Guam and the Northern Mariana Islands for eventual political reintegration. In an earlier period this sentiment in the Northern Marianas was strong but has waned of late, partly as a result of the defeat of a proposal for reunification in 1969 by the voters of Guam. Also, from both a political and economic standpoint, the Northern Mariana Islands have some concern of being absorbed or overwhelmed by their more experienced, financially stronger and more populous neighbor--Guam. This concern is particularly strong in the Carolinian community in the Northern Mariana Islands. With the passage of time, growing cooperation and increasing inter-dependence, the peoples of both Guam and the Northern Mariana Islands may come to the conclusion that political union would be in the best interest of all concerned. The Covenant does not preclude this possibility, but it does make it clear that such a move would have to have the approval of the people of the Northern Mariana Islands.



Will the Northern Marianas be an economic burden on the United States and are the financial terms of the Covenant overly generous?

The economic base and locally generated income are at the present time unable to meet the needs of the government and the people of the Northern Mariana Islands. This will be true for some time into the future. As was the case with other territories in their earlier years, the Covenant provides for annual grant assistance for budgetary support for the Government of the Northern Mariana Islands, for the construction of needed physical facilities and for loans for economic development. The levels called for in the Covenant took into account projected needs, absorptive capacity and estimated local revenues. The amounts are considered to be reasonable and comparable with the levels of assistance which is and has been provided other territories in the past. The agreed goal as set forth in the Covenant is for the Northern Mariana Islands to move toward greater and greater economic self-sufficiency, and prospects in that direction are promising. Start-up help in the form of federal grant assistance, however, is essential. It would seem that the agreed \$14 million annual level will not place an undue economic burden on the U.S.

Is the U.S., in effect, acquiring a colony and if so isn't this an anachronism?

The Northern Marianas are not now a colony nor will they

be a colony under the Commonwealth Covenant. The United States was charged under the Trusteeship to develop the peoples of Micronesia toward self-government or independence. The United Nations has recognized self-determination to include the right of affiliation with a sovereign state and the peoples of the Northern Mariana Islands have voluntarily chosen to seek membership in the American family. If the Congress approves the Covenant the people of the Northern Mariana Islands will be self-governing under their own constitution as are the States. They will enjoy the rights and protections afforded all American citizens. Further, their rights of self-government, American citizenship and the protection of the bill-of-rights and other applicable provisions of the U.S. Constitution cannot be withdrawn or modified without their consent. Finally, it should be repeated that the people of the Northern Mariana Islands had alternatives open to them. Their choice to join the U.S. was a free and unfettered one. In their words they have said:

"We have expressed our desire for a close relationship with the U.S. because we believe very fervently in the ties of individual rights and freedom and the democratic philosophy which has sustained your government and people for almost 200 years. We sincerely believe as well that no other status will provide our people with the opportunity for realistic and viable self-government."



Mr. Chairman, this concludes my statement. Before closing I would like to take this opportunity to express my appreciation to my colleagues in the Executive Branch who worked with me on the Marianas negotiations and especially to Mr. James Wilson who served as my deputy throughout the talks. I would also like to congratulate the members of the MPSC for the devotion they showed to their task and to furthering the legitimate interests of their constituents. Finally I would like to thank you, the members of your Committee and the Committee's staff for all the encouragement and the meaningful advice given to me during the course of the Marianas negotiations. This cooperation has been very much appreciated.

- Thank You -



RED TAG

THE WHITE HOUSE
WASHINGTON

July 14, 1975

MEMORANDUM FOR: MAX L. FRIEDERSDORF
THRU: VERN LOEN
FROM: CHARLES LEPPERT, JR. *CL*
SUBJECT: Status of Mariana Islands Legislation

This is in response to your request for a status report on the Mariana Islands legislation and in particular the substitute bill introduced by Rep. Philip Burton (D-Calif).

Three (3) bills have been introduced in the House of Representatives. They are as follows:

H. J. Res. 547 by Skubitz, Clausen, Steiger and Ruppe.
(Administration's bill)

H. J. Res. 549 by Phil Burton and 24 other Members
(This is the Burton substitute to H. J. Res. 547)

H. J. Res. 550 by Phil Burton, Santini and Weaver
(Identical to H. J. Res. 549)

The difference between the Administration proposal (H. J. Res. 547) and the Burton substitute ^{is that the Burton substitute} contains sections 2 and 3 which are not in the Administration proposal. Section 2 of the Burton substitute authorizes appropriations for the full payment of war damage claims pursuant to title II of Public Law 92-39. Section 3 of the Burton substitute authorizes the President to extend all grant-in-aid programs to the territories.

By memorandum dated June 24, I informed you of Burton's plans to move quickly on this legislation. Burton's subcommittee will hold hearings and mark-up this legislation on July 14. It will be reported by the Full Committee on July 15. This legislation then is likely to be scheduled for the House floor during the week of July 21. Burton's present plan is to take the bill up on the Suspension calendar on July 21.

cc: Tom Loeffler



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cc: Tom Loeffler



THE WHITE HOUSE

WASHINGTON

Message delivered by phone to Jane on 7/15/75

House Interior Comte voted to report out H. J. Res 549
Burton Bill on Marianas Covenant - 30 to 0 with no
amendments.

Also advised Cathy in Les Jenka's office

*TX
Cler.*



THE WHITE HOUSE

WASHINGTON

7/14/75

House Interior Comte - Subcomte on Territories - has reported out H.J. Res 549 - Cong. Phil Burton's bill on Marianas - without amendment. Full Comte tomorrow will report out.

Advised Max - (NK)

Td
Ums.



[ca. 9/17/75]

Charlie,
Sorry to have
missed you but
wanted to drop these
off for your info
since the decision is
near!!
Bill Evans sends
his best regards.
Bill Nabors

TRUST TERRITORY OF THE PACIFIC ISLANDS
FOURTH MARIANA ISLANDS DISTRICT LEGISLATURE
P. O. Box 929 Saipan, Mariana Islands 96950

SERVICE TO SAIPAN CASE

Statement Of Position Of
The Leadership Of The Mariana Islands
In Favor Of The Selection Of
Pan American World Airways, Inc.

The Service To Saipan Case is crucially important to the people of the Marianas -- in particular Saipan. The case was instituted by the CAB to select a carrier to provide service between Japan and Saipan. There are two principal contenders for the Japan-Saipan route, Pan American World Airways and Continental Air Lines. Although two CAB Administrative Law Judges and the CAB's Bureau of Operating Rights have recommended that Pan American receive the route award, we understand from press reports that the CAB has overruled its Law Judges and decided in favor of Continental. Since the case involves an international air route, however, the final decision must be made by the President of the United States.

As soon as the Senate approves the enabling legislation, the Marianas will become a Commonwealth of the United States. Now that our future political status is settled, we must develop our economy so that further dependence upon the United States for economic support will be unnecessary. The main



TRUST TERRITORY OF THE PACIFIC ISLANDS
FOURTH MARIANA ISLANDS DISTRICT LEGISLATURE
P. O. Box 929 Saipan, Mariana Islands 96950

hope for our economy lies in the development of tourism from Japan, and the key to this is the Service To Saipan Case.

The elected leadership of the Marianas strongly favors the selection of Pan American to serve the Japan-Saipan route. The Mariana Islands District Legislature, the Saipan Municipal Council, and the Tinian Municipal Council all have adopted resolutions in support of Pan American. The people of the Marianas have placed their trust in the United States by voting overwhelmingly to become a U.S. Commonwealth. We hope that the President will fulfill the spirit of the Commonwealth Covenant by honoring our position in this route case.

We support Pan American for the following reasons:

- a) Pan American has superbly developed the route from Japan to Guam, which is only 128 miles south of Saipan. As a result, Guam's tourist industry is booming.
- b) Pan American has long-established identity in Japan and experience in marketing travel in Japan. Continental has neither.
- c) Pan American proposes to provide service with large 707 aircraft, while Continental does not.
- d) Pan American would provide both first class and economy service, which Continental would not.
- e) Only Pan American would be in a position to provide circular routing on a Japan-Saipan-Guam-Japan route.



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P. O. Box 929 Saipan, Mariana Islands 96950

- f) Only Pan American is capable of competing effectively with Japan Air Lines.

It is apparent to us that Pan American is the carrier best able to develop substantial tourism to the Marianas. We have observed Pan American's development of tourism to Guam and we have witnessed the tremendous growth in the Guam economy. We have also observed Continental in its operation of the Micronesian air service. From our first-hand observations, we are convinced that Pan American is best able to develop tourism from Japan.

Continental contends that it should be selected because it would be able to provide single-carrier service from Japan to distant points in the Trust Territory beyond Saipan if it is awarded the Japan-Saipan route. To a person who is familiar with the geography of the areas involved, this argument makes no sense. The single-carrier service which Continental could offer to points beyond Saipan is not significant since Japanese tourists traveling to such points would, in all likelihood, make a stop-over in Saipan or Guam, the prime destination points before traveling to the more remote areas.



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P. O. Box 929 Saipan, Mariana Islands 96950

Continental has also said that it might abandon its Micronesian air service if it is not awarded the Japan-Saipan route. This we view as a threat designed to further Continental's interest in the route case. Even if Continental were to abandon its obligations to the Micronesian people, however, Pan American has stated on the record before the CAB that it stands ready to take over Continental's Micronesian air service.



TRUST TERRITORY OF THE PACIFIC ISLANDS
FOURTH MARIANA ISLANDS DISTRICT LEGISLATURE
P. O. Box 929 Saipan, Mariana Islands 96950

September 10, 1975

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

It is my understanding from press reports that the Civil Aeronautics Board has forwarded to you for your decision its recommendation of a carrier to serve the route between Japan and Saipan. Although we have not seen the Board's decision, we understand that it is in favor of Continental, although two CAB Administrative Law Judges as well as the CAB's Bureau of Operating Rights have recommended that Pan American be selected.

The leadership of the Mariana Islands, where Saipan is located, has, since the beginning of this case in 1971, consistently supported the selection of Pan American World Airways to serve the route. We continue to support Pan American. Enclosed is a copy of a recent letter which the leadership sent to the Secretary of the Interior, setting forth in detail why we favor Pan American. A copy of this letter was sent to your Assistant, Mr. William Seidman.

The overwhelming majority of the elected leaders of the Marianas have expressed support for Pan American. The principal legislative bodies -- the Mariana Islands District Legislature, the Saipan Municipal Council and the Tinian Municipal Council -- have all adopted resolutions favoring the selection of Pan American.

We have carefully studied the carriers' proposals in this case, and we believe that Pan American must be selected if our tourism, and our economy in general, are to prosper.

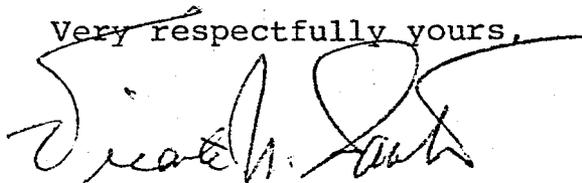


TRUST TERRITORY OF THE PACIFIC ISLANDS
FOURTH MARIANA ISLANDS DISTRICT LEGISLATURE
P. O. Box 929 Saipan, Mariana Islands 96950

Mr. President, the people of the Marianas have placed their confidence and trust in the United States by voting 78.9% in favor of becoming a United States Commonwealth, separate and apart from the rest of the Trust Territory. We are grateful for your approval of the Commonwealth Covenant. As you know, the House of Representatives has now ratified the Covenant, and we are confident the Senate will soon do likewise.

We hope that you, in making the first major decision affecting our Commonwealth, will grant the wishes of our people.

Very respectfully yours,



Vicente N. Santos
President

Enclosure



TRUST TERRITORY OF THE PACIFIC ISLANDS
FOURTH MARIANA ISLANDS DISTRICT LEGISLATURE

P.O. Box 929
Saipan, Mariana Islands 96950

July 9, 1975

Honorable Stanley K. Hathaway
Secretary of the Department of Interior
Washington, D. C. 20240

Dear Mr. Secretary:

You are undoubtedly aware of the result of the recent referendum wherein the large majority of the people of the Northern Marianas voted decisively to join the political family of the United States. We, in the Northern Marianas, are looking forward with great enthusiasm to favorable results from the Senate and the House for the Covenant. We are certain the initial step taken toward Commonwealth is vitally important, not only to the people of the Northern Marianas, but also to the people of the United States as well.

Another matter of vital importance to our people, our economic endeavors and development, is the Saipan-Japan air route case. The new political development in the Northern Marianas makes it even more vital that the air route case be settled expeditiously and in accordance with the wishes of the people of the Northern Marianas. We have gone on record on a number of occasions reiterating the strong and complete support of Pan American. After a lengthy hearing in two separate phases, the Service to Saipan Case is pending before the Civil Aeronautics Board. It is our understanding that that decision must be submitted to the President and that various departments of the Executive Branch, including yours, might be called upon to advise the President with regard to his action concerning the decision in that case.

In taking our stand as to which airline is best qualified to serve our needs, Judge Shapiro, in his decision after hearing the case, concurred with our opinion that Pan American can best serve the route in question, while fulfilling our need for an economic base.

Since the Marianas is the area directly affected, and the fact that the Marianas will soon be a separate political entity, apart from the other five districts, we feel strongly that our opinion and our particular desires be honored.

In the other districts, Majuro and Palau support our desire for Pan American. Ponape and Yap do not necessarily share our views, while Truk has no clear-cut decision.

...../more



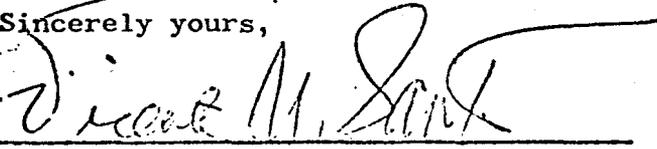
Our choice has not been lightly made but rests on a reasoned determination as to which carrier can best serve the needs of the people of the Marianas. In reaching our conclusion to favor Pan American, we considered the following factors as being determinative:

- a) Only Pan American has the experience of superbly developing the Japan-Guam route which is most akin to the Japan-Saipan route.
- b) Pan American has long established identity in Japan, which the other contender, Continental, completely lacks.
- c) Pan American proposes to provide service with wide-bodied aircraft, while Continental does not.
- d) Pan American would provide both first class and economy service, which Continental would not.
- e) Only Pan American would be in a position to provide circular routing on a Japan-Saipan-Guam-Japan route.
- f) Only Pan American is capable of competing with JAL.

Since the Marianas will have a status separate from that of the rest of the Trust Territory, its wishes are those which should be considered by the Administration in this proceeding, which is the Saipan case and not a Trust Territory case.

We sincerely hope that you and others in the U. S. Government, in advising the President, will support our wishes --to award Pan American the Saipan-Tokyo route --since it is our firm belief that our choice will benefit our country, our economic endeavors and might help the airline as well.

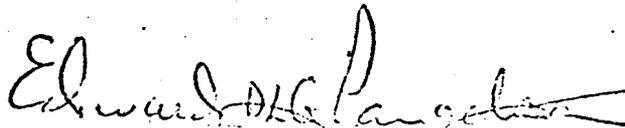
Sincerely yours,



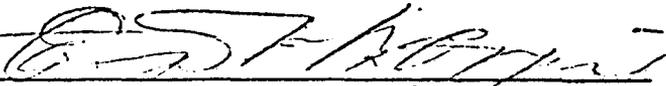
Vicente Santos, President
Mariana Islands District Legislature



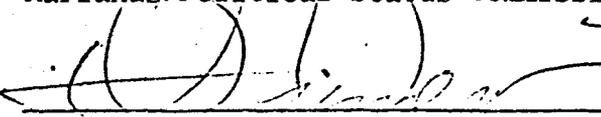
Juan L. G. Cabrera, Vice President and
Chairman, Economics Committee of the
Mariana Islands District Legislature



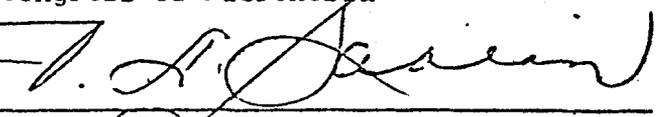
Edward L. G. Pangelinan, Chairman
Marianas Political Status Commission



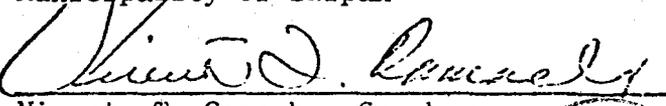
Olympio T. Borja, Senator
Congress of Micronesia



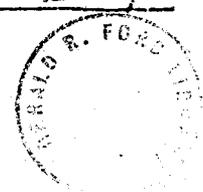
Herman R. Guerrero, Representative,
Congress of Micronesia.



Vicente D. Sablan, Mayor
Municipality of Saipan



Vicente T. Camacho, Speaker
Saipan Municipal Council



DEAR MR PRESIDENT

I WISH TO RESPECTFULLY ADVISE YOU THAT THE THIRTEENTH GUAM LEGISLATURE ON TUESDAY CMA SEPTEMBER 9 CMA ADOPTED RESOLUTION NO. 149 CMA RELATIVE TO ASKING THE PRESIDENT OF THE UNITED STATES TO GIVE SERIOUS CONSIDERATION TO THE SERVICE TO SAIPAN ROUTE CASE WHICH WE UNDERSTAND IS NOW IN THE HANDS OF THE PRESIDENT. IT IS THE OPINION OF THE GUAM LEGISLATURE THAT PAN AMERICAN WORLD AIRWAYS IS BEST SUITED TO HANDLE THE NEW ROUTE FOR THE BENEFIT OF BOTH GUAM AND THE PACIFIC TRUST TERRITORY.

TOURISM CMA GENERATED PRIMARILY BY THE JAPANESE MARKET CMA IS A MAJOR AND EXTREMELY IMPORTANT SEGMENT OF GUAMS ECONOMY PAN AMERICAN CMA WITH A HISTORY OF SUCCESSFUL COMPETITION IN THE JAPANESE MARKET CMA CAN INCREASE AIR TRAFFIC TO GUAM THROUGH THE SAIPAN ROUTE IT IS THE LEGISLATURE BELIEF THAT CONTINENTAL AIRLINES CANNOT PERFORM AS EFFECTIVELY AS PAN AMERICAN ON THIS ROUTE.

DURING CAB HEARINGS HELD IN SAIPAN LAST YEAR ONLY PAN AMERICAN TESTIFIED IT WOULD EXERT EQUAL EFFORTS FOR THE PACIFIC TRUST TERRITORY AND THE TERRITORY OF GUAM IN BUILDING TOURISM WITH THE NEW ROUTE.

ON THE OTHER HAND CONTINENTAL ATTEMPTED TO ESTABLISH THAT GUAM WAS NOT A PARTY TO THE SERVICE TO SAIPAN ROUTE CASE. JUDGE GREER MURPHY RULED GUAM IS AN EQUAL PARTY WITH THE PACIFIC TRUST TERRITORY.



PAN AMERICAN IS ALREADY SERVING JAPAN FROM GUAM. AWARDED THE SAIPAN ROUTE TO ANOTHER AMERICAN CARRIER IS ONLY PLACING TWO AMERICAN CARRIERS IN COMPETITION WITH EACH OTHER ON PARALLEL ROUTES. THIS IS INCONSISTENT WITH THE PAST EFFORTS OF THE CIVIL AERONAUTICS BOARD TO ELIMINATE SUCH COMPETITION.

THE RESOLUTION CMA INTRODUCED BY SENATOR JAMES UNDERWOOD CMA NOTES THAT JULY AND AUGUST HAVE SHOWN PROFITS FOR PAN AMERICAN AND THE COMPANY REPORTS IT EXPECTS TO TURN THE FINANCIAL CORNER IN 1976. AWARDED PAN AMERICAN THE SAIPAN ROUTE WOULD GREATLY ENHANCE THAT POSSIBILITY.

SENATOR UNDERWOODS RESOLUTION ASKS THAT THE PRESIDENT GIVE SERIOUS CONSIDERATION TO THE FACTS STATED HEREIN AND THE FACT THAT TWO SEPARATE LAW JUDGES AND THE CAM BUREAU OF OPERATING RIGHTS AND BUREAU OF ENFORCEMENT OVERWHELMINGLY FOUND IN FAVOR OF PAN AMERICAN IN TWO SEPARATE HEARINGS ONE OF WHICH WAS HELD IN THE AREA TO BE AFFECTED BY THE NEW ROUTE

RESPECTFULLY

JOSEPH F ADA



LAW OFFICES

NABORS & NAKADA

SAIPAN PROFESSIONAL BUILDING

P. O. BOX 268

SAIPAN, MARIANA ISLANDS 96950



1975 SEP 17 AM 10 57

POSTAL SECURITY UNIT

VIA AIR MAIL

Charles Legant Esquire
The White House
1600 Pennsylvania Avenue, N.W.
Washington, D.C.

WHITE HOUSE MAIL
RECEPTION & SECURITY

SEP 17 1975

Processed by:

January 27, 1976

MEMORANDUM FOR:

**LES JANKA
KATHY BENNETT**

FROM:

CHARLES LEPPERT, JR.

SUBJECT:

Northern Mariana Islands

The attached is for your information. I thought you would be interested in knowing that apparently some environmental organizations are opposed to the Northern Mariana legislation.

Attachment





December 2, 1975

Dear Friend:

At this crucial moment the U.S. Congress is considering a bill to annex the Northern Mariana Islands in Micronesia, granting them Commonwealth status. As you probably know, Friends of the Earth has been lobbying in Washington to defeat this measure, which would open up these fragile islands to exploitation by economic and U.S. military interests.

In Micronesia: Island Wilderness, a book published last month by Friends of the Earth and Seabury Press, Kenneth Brower and Robert Wenkam make an eloquent plea for an equitable future for the people and land of Micronesia. In this, their third collaboration, the authors explore the culture of these people, and their relationship to the exotic landscape and seascape that surrounds them.

This meticulously produced, large-format book contains 61 full-color photographs, and was lithographed by the high-quality printing house, Mondadori Editore in Verona, Italy. Micronesia: Island Wilderness is one volume in the series begun by Friends of the Earth founder, David Brower, when he was Executive Director of the Sierra Club. This series has won much critical acclaim, including the Carey-Thomas Award for "the outstanding achievement in creative publishing in the United States."

Robert Wenkam is one of the foremost photographers of the Pacific basin, having written and photographed Kauai and the Park Country of Hawaii for Sierra Club Books, as well as Maui: The Last Hawaiian Place, on which he collaborated with Kenneth Brower for Friends of the Earth. His brilliant photographs in Micronesia: Island Wilderness depict a group of islands as yet significantly untouched by twentieth-century technology in which people still live primarily off the abundance of the sea and the land.

Kenneth Brower, who wrote the text of the book, tells in colorful prose of the native traditions of the Micronesian peoples. He speaks also of the place of islands in the imaginations of all of us, drawing on quotes of writers and artists who have dwelled in some sense on islands: Loren Eiseley, Paul Gauguin, Herman Melville, Daniel Defoe, William Shakespeare, and Homer. Kenneth Brower, a naturalist, has edited and written many books for Friends of the Earth and the Sierra Club. He was coauthor of Galapagos The Flow of Wildness, and wrote Earth and the Great Weather for Friends of the Earth, as well as With their Islands Around Them (Holt, Rinehart, and Winston), also about Micronesia.

Although many of the cultural traditions of the peoples of Micronesia have survived intact through the centuries, recent technological invasions by both East and West have left their imprint on these vulnerable isles. Micronesia has been a base for jets making raids over Vietnam, and it has been a testing area for nuclear weapons. Japan is currently hoping to establish an oil storage facility for supertankers there, which would certainly have a negative impact on the quality of life in Micronesia.

(over)



As a way of dealing with the threat to these islands, Brower and Wenkam propose in the introduction a Micronesian Park as part of an Oceanic Park System. As Wenkam has said, "It is an idea in praise of island civilization and a way of living that can serve as an example to all of the earth's people." Ocean Parks would protect the undersea wilderness of lagoons and reefs, as well as the islands themselves. To protect the cultural traditions the islands would remain under the jurisdiction of local officials. The authors envision the establishment of marine sanctuaries, wildlife refuges, and forest reserves.

These are the goals that Friends of the Earth, Friends of Micronesia, and others are striving for as a way of preserving the beauty of these islands. We are hoping that Micronesia: Island Wilderness will be of interest to you and your friends. To order a copy, send \$29.50 plus \$1.00 for postage (for overseas shipment, add \$2.00 or \$10.00 for airmail) to Friends of the Earth Books, 529 Commercial Street, San Francisco, California 94111, U.S.A.

We appreciate your support and look forward to hearing from you.

Sincerely,

John W. Hamburger

John W. Hamburger,
Friends of the Earth Books



Inside Micronesia:

"Only 90,000 People, Who gives a Damn?"



Loren Eiseley, writing in the first volume of the Earth's Wild Places series, *Galapagos: The Flow of Wildness*, said a decade ago, "Voyages without islands to touch upon would be epics of monotony." Kenneth Brower, who edited that first volume, is now the author of the tenth, *Micronesia: Island Wilderness*. He takes us on a voyage that touches upon two thousand two hundred islands, beautiful and little known, as are its people and their culture. All are in peril and need not be.

When Kenneth Brower touches upon islands, he does so with unique blending of the immediate and vicarious. For ten years, with increasing skill, he has been describing what is important in the earth's wild places, not so much through what he has seen directly, but through what he has perceived others to have seen. He has a delightful knack of looking through their eyes, of sensing their reaction, of understanding the impact of environment upon the people it grew—then putting it into words that evoke in the reader the clearest of images of people and place, and their meaning.

It started when he saw the Galapagos Islands through the adolescent eyes of Fiddi Angermeyer. It continued through the eyes of many others in the Hawaiian Islands, in the Brooks Range, in his earlier work in Micronesia, as well as still other eyes in the Galapagos, including, in a way, a tortoise's eyes:

Once he gets big a tortoise has no enemies, and if he avoids falling over a pit or into a lava pit too steep for escape, he dies only of old age. One day he gets too weak to move, and stops. He stays in that spot for months, sometimes, his long-practiced power of enduring, his racial skill at it, serving him long after his power to move and get food has failed. Watching leaves fall, probably, and the season change... the tortoise living only in its head and eyes, a spark still somewhere inside, above the plastron and below the dome.

In the present volume, after the points of view Kenneth Brower saw have come through, you know that Micronesia and its people are too important to be pushed into the sump so many places have gone as first the missionaries, then the traders, and finally the bankers and the military have converted their targets to cash, and to mediocrity.

Robert Wenkam, perhaps the outstanding photographer of the Pacific Basin, has provided far more than sixty-four



pages of enthralling color. He has brought to bear his wide knowledge of the region in which he serves Friends of the Earth as Pacific Representative. Moreover, in his introduction, he presents an imaginative and timely new idea for concurrent preservation of culture and of unique land- and seascape. The oceanic park system he envisages would embrace key parts of Nan Madol, Eleboab, Peleliu, Arno Atoll, Marpi, Truk Lagoon, and Guam. And the culture that originated there and can continue there, if given a chance, long after the overdeveloped world has overexpended its heritage and lost contact through overmechanization.

For reasons Raymond Dasmann makes clear in his pref-

Some items in this folder were not digitized because it contains copyrighted materials. Please contact the Gerald R. Ford Presidential Library for access to these materials.

March 12, 1976

MEMORANDUM FOR: MAX L. FRIEDERSDORF
THRU: VERN LOEN
FROM: CHARLES LEPPERT, JR.
SUBJECT: H.J. Res. 549, Marianas Compact
H. R. 12122, Trust Territory
Appropriation Authorization

Attached for your information are copies of the above as passed by the House on Thursday, March 11.

Attachments



March 15, 1976

MEMORANDUM FOR:

MAX L. FRIEDERSDORF

THRU:

VERN LOEN

FROM:

CHARLES LEPPERT, JR.

SUBJECT:

Marianas Compact

Rep. Don Clausen (R-Calif.) the ranking minority member of the Subcommittee on Territorial and Insular Affairs, House Committee on Interior and Insular Affairs has called to recommend a signing ceremony for the Marianas Compact legislation.

Clausen feels it would be in our own best interests to do so and to do it while a number of the people from the Marianas are here in town.



MARCH 24, 1976

Office of the White House Press Secretary

THE WHITE HOUSE

STATEMENT BY THE PRESIDENT

I am signing today an historic document -- H.J. Res. 549, the Joint Resolution of the Congress approving the Northern Mariana Islands Commonwealth Covenant.

It is an important occasion. First, it is a significant step in carrying out our obligations under the United Nations Trusteeship Agreement which has been the basis of the United States' administration of these islands since 1947. Second, it confirms our national commitment to the principle of self-determination by honoring the freely expressed wishes of the peoples of these islands for political union with the United States. And third, the joining together of all of the Marianas under one flag and one common citizenship represents the first major addition to United States territory in the Pacific since 1898.

History will show that this action has been in clear response to the persistent desires of the Marianas people to become permanently associated with the United States -- a desire recorded formally through resolutions, referendums and petitions to the United Nations and to the United States dating as far back as 1950. History will also show that the negotiations leading to the Covenant were conducted in an open and highly democratic fashion, and that the Covenant's provisions are responsive to the wishes of both the people of the Northern Mariana Islands and the Congress of the United States.

Those who were involved in this careful and thorough process are to be congratulated: The Marianas Political Status Commission; Ambassador Haydn Williams and members of the American Delegation; those members of the Congress who worked closely with Ambassador Williams during the negotiations; and those who provided the leadership in moving the joint resolution through its final stages in the House and the Senate. I refer to the members of the Senate and House Interior Committees including Senator J. Bennett Johnston, Senator Paul J. Fannin, Senator Clifford P. Hansen, Chairman James Haley, Congressman Phil Burton, Congressman Joe Skubitz and Congressman William M. Ketchum.

The decision to approve the Covenant was not taken lightly by either the people of the Northern Mariana Islands or by the Congress of the United States. Its provisions and the significance of the islands becoming a part of the United States were subjected to careful scrutiny and weeks and months of debate in the Marianas and in Washington. The plebiscite of last June was conducted in a fair and impartial manner under the able supervision of Mr. Erwin D. Canham, the Plebiscite Commissioner. U.N. observers were also present. The final plebiscite vote, with 95% of those

more



eligible to vote casting their ballots, was a resounding 78.8% popular approval of the Covenant. Following months of open hearings the final vote in the House and Senate resulted in equally impressive majorities in favor of the Commonwealth of the Northern Mariana Islands in Political Union with the United States of America.

Next will come the challenge of planning carefully and well for the new government of the Northern Marianas under its own locally drawn and ratified Constitution. The framers of that Constitution will draw on our 200 years of experience as an independent democracy, and those residents of the Northern Marianas who will one day be citizens of the United States will receive the full protection of our Bill of Rights which protects the rights of all American citizens.

As I sign this Bill, I cannot help but remember that these islands were once the scene of bitter armed conflict. My hope now is that they will contribute to the continuing maintenance of peace and stability and growing cooperation and friendship among all of the peoples and nations of the Western Pacific.

Finally, to the peoples of the Northern Marianas, I extend to you on this historic day my personal greetings and my best wishes as you move progressively closer to your long-sought goal of self-government within the political framework of the American family. Your entrance into union with the United States is warmly welcomed in this our bicentennial year.

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OFFICE OF THE WHITE HOUSE PRESS SECRETARY

THE WHITE HOUSE

REMARKS OF THE PRESIDENT
UPON SIGNING H.J. RES. 549
THE MARIANAS COVENANT

THE EAST ROOM

3:14 P.M. EST

Distinguished representatives of the Northern Marianas, distinguished Members of the Congress, members of the Executive Branch, ladies and gentlemen:

The signing today of the joint resolution of the Congress providing the Northern Marianas Islands Commonwealth Covenant marks a very important moment in our nation's history. It reaffirms our commitment to the principles of self-determination, and it honors the freely expressed wishes of the peoples of these islands for the political union with the United States.

Those wishes have been recorded formally through the resolutions, referendums and petitions to the United Nations and to the United States, dating as far back as 1950. We can be proud of the fact that open democratic negotiations led to the Covenant. The plebiscite conducted on the islands last June resulted in a resounding 78.8 percent popular approval of the Covenant. The final vote in the House and Senate reflected equally impressive majorities.

I congratulate all those involved in the process-- the Marianas Political Status Commission, Ambassador Haydn Williams, members of the American delegation, and those Members of the Congress who worked very closely with Ambassador Williams during the negotiations.

Let me also thank the distinguished Members, past as well as present, of the House and Senate Interior Committees, particularly Senator Bennett Johnston, Cliff Hansen, Chairman James Haley, Congressmen Phil Burton, Joe Skubitz and Bill Ketchum.

To the people of the Northern Marianas I extend my personal greetings and my best wishes as you move closer to your goal of self-government within the political framework of the American family.

MORE



Page 2

I warmly welcome your eventual entrance into the union with the United States, and as I sign this bill, we might recall that these islands were once the scene of bitter armed conflict. My hope now is that they will contribute to the continuing maintenance of peace and stability and friendship among all the peoples in all of the nations in the Western Pacific.

Thank you all very much for coming. I can't say enough for the cooperation that came from not only the people of the Northern Marianas, but the Congress and all others associated, and to you, Ambassador Williams, we owe a great debt of gratitude.

END (AT 3:18 P.M. EST)



March 24, 1976

Office of the White House Press Secretary

THE WHITE HOUSE

FACT SHEET

SWINE INFLUENZA IMMUNIZATION PROGRAM

BACKGROUND

Last month an outbreak of swine influenza was isolated among recruits in training at Fort Dix, New Jersey. Although only 12 cases were confirmed, extensive blood testing has indicated that several hundred recruits were probably infected during this outbreak, and it was associated with the one death.

This flu strain, which had been dormant for almost half a century, was the cause of an epidemic in 1918-19 that killed an estimated 548,000 Americans.

The entire U.S. population under the age of 50 is susceptible. Hundreds of blood samples of individuals tested from various parts of the country show that approximately 80% of people over the age of 50 have swine-like virus antibodies in their blood from exposure to the influenza which circulated until 1930. However, the presence of these antibodies does not insure protection against the disease if it returns.

Prior to 1930, this strain was the predominant cause of human influenza in the U.S. Since 1930, the virus has been limited to transmission among swine with only occasional transmission from swine to man -- with no secondary person-to-person transmission.

Although there has been only one outbreak of swine influenza, person-to-person spread has been proven and additional outbreaks cannot be ruled out. Present evidence and past experience indicate a strong possibility that this country could experience widespread swine influenza in 1976-77. Swine flu represents a major antigenic shift from recent viruses and the population under 50 is almost universally susceptible. These are the ingredients for a severe epidemic, or pandemic. Pandemics of influenza occur at approximately 10-year intervals. In 1968-69, influenza struck 20 percent of our population causing more than 33,000 deaths (14 per 100,000) and cost an estimated \$3.2 billion.

While there is no evidence that the flu has spread beyond the Army base, the reemergence of this strain has caused great concern in the medical community. Over the last few days the President has consulted with members of the Administration, health community leaders and public officials. On the basis of these consultations, the President believes that it is important to take effective counter-measures to avoid an outbreak similar to the one in 1918.

more



DESCRIPTION

In view of these facts, the President has announced the following actions:

- He is asking the Congress to appropriate \$135 million prior to their April recess so that orders can be placed with the pharmaceutical industry to ensure the production of enough vaccine to inoculate every man, woman, and child in the United States.
- He is directing HEW Secretary David Mathews, to develop plans that would make this vaccine available to all Americans during the three-month period from September to November of this year.
- He is asking each and every American to receive an inoculation this fall.

Extraordinary measures are necessary because of the short time period available to assure adequate vaccine production and to mobilize the nation's health care delivery system. An extensive immunization program must be in full-scale operation by the beginning of September and should be completed by the end of November, 1976.

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