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DEPARTMENT OF THE ARMY
OFFICE OF THE UNDER SECRETARY
WASHINGTON, D.C. 20310

16 JUN 1970

MEMORANDUM FOR THE DEPUTY SECRETARY OF DEFENSE

SUBJECT: Relocation of Chemical Munitions from Okinawa
(RED HAT)

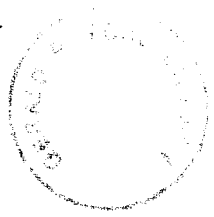
As you know, the President on May 23 directed the Department of Defense to identify an alternative to Umatilla, Oregon as a relocation site for RED HAT munitions.

The Army has extensively investigated alternative sites and I conclude, for the reasons set forth below, that Guam is the preferable selection under all the circumstances. Kodiak, Alaska is the most feasible other alternative. It further appears that somewhat less than one-half of the gross tonnage of RED HAT munitions (the mustard agent munitions, bulk mustard agent, and the nerve agent rockets) can be destroyed without serious effect on our deterrent capability. However, because it will take approximately two years to develop and install a demilitarization/detoxification facility, these items must also be given interim storage, preferably on Guam, for this period. Thereafter these munitions could be detoxified on Johnston Island.

My conclusions are based on the following assumptions:

(1) All RED HAT munitions must be removed from Okinawa and, if possible, they should be removed by the end of calendar year 1970. Dr. Kissinger's memorandum for the Secretary of Defense, dated June 8, 1970, requests that the initial movement should begin as rapidly as feasible in order to manifest the United States' firm intention to remove the munitions as promised.

(2) Public Law 91-121 (requiring review of the RED HAT movement plan by HEW and notice of the shipment to the Secretary of State, President of the Senate, Speaker of the House, and



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E.O. 12958 (as amended) SEC 3.3
DATE 12-03-84 BY #3
Army City 5/11/72 OSR City 9/16/72
By dal NARA Date 10/15/12

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Governors of any of the states involved) is applicable to transportation of RED HAT munitions to Guam, Kodiak and Johnston Island.

(3) Popular opposition can be expected at any of the sites involved in direct proportion to the number of inhabitants at the site, and therefore of the sites investigated, Guam will object most strenuously.

(4) RED HAT munitions cannot safely be placed in temporary storage in the open air for more than 3-6 months.

(5) A team of specially trained chemical munitions personnel must accompany any transportation and storage of RED HAT munitions and therefore splitting locations (particularly in view of the demands on Army chemical munitions personnel made by the priority of the CHASE operation being completed by August 1, 1970) is administratively difficult because of relatively scarce personnel.

(6) Congress may adopt the Magnuson Amendment (or a variation thereof) which would prevent expenditures of any funds to relocate RED HAT munitions to "the United States." As used in the Amendment, the term "United States" probably does not include territories or possessions outside the several states.

The Army considered a number of sites where RED HAT items could be temporarily or permanently stored. Attached at Tabs A, B and C are detailed discussions of the two most feasible sites for storage (Guam and Kodiak) and the most feasible site for destruction (Johnston Island). Other Pacific sites, including Adak, Korea, Taiwan, Saipan and Tinian, were considered and rejected due to political considerations or because extensive construction would be required, thereby delaying removal from Okinawa.

Since no storage capacity presently exists on Johnston Island and since no demilitarization/detoxification facility sufficient to handle the RED HAT items will be available for approximately two years (at least an additional year will be required to perform the destruction process), no items can be moved onto Johnston Island immediately. To do so would subject them to open air storage for a period far in excess of that permitted (3-6 months) under applicable

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storage practices. Even if these criteria were waived by DoD, it is doubtful that HEW, in its review of the "particulars" of the plan, would agree. This problem is particularly acute on Johnston Island, considering the small size of the island and the fact that USAF/DASA employees, who will be assigned there on another project, and Army personnel necessary to conduct the destruction operation, would live in close proximity to any storage areas. Therefore, interim storage must be arranged for all RED HAT items.

I have assumed that sea dump of any or all of RED HAT is precluded because of objections that would be raised by State, Interior and the National Academy of Sciences, all of whom objected to the proposed 1969 CHASE operation. For similar reasons I have assumed that underground nuclear explosion as a method of destroying all or part of RED HAT is not feasible.

If RED HAT items are to be relocated to Kodiak, immediate construction of storage and other facilities would have to be initiated. Construction sufficient to house approximately 40% of RED HAT items could be completed by November 1970 and relocation of items sufficient to fill these facilities could be accomplished by January 1971. Construction of additional facilities would have to await the passage of the winter months but could be completed by mid-1971. Relocation of the remaining portion of RED HAT items could be accomplished by the end of summer 1971. The cost of this construction is estimated to be \$7.2 million if done by civilian contractors.

On Guam, sufficient Air Force and Navy covered storage facilities currently exist to handle all RED HAT items. Open air storage space is also available on the Northwest Guam Air Force Base (inactive) where the items could be temporarily stored pending a relocation of the conventional munitions currently housed in the Air Force and Navy storage facilities. Many conventional munitions can be safely accommodated in open air facilities. Thus, all RED HAT items can be immediately accommodated on Guam in either temporary or permanent storage and transportation could be initiated in the relatively near future and be completed before the end of 1970. In addition, it would appear that no construction costs would be required, if the Air Force and Navy could either locate additional covered storage space, temporarily adjust their stockage objectives or store their conventional munitions in the open air.

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I am mindful that serious political considerations enter into this matter. The prospect of the passage of the Magnuson Amendment, which would preclude relocation to Alaska, cannot be ignored although at this time its chances for success are difficult to assess. The Magnuson Amendment, as you know, is an amendment to the Foreign Military Sales Act which also has attracted various amendments relating to the Vietnam war. For this reason, it may be several weeks before the Senate addresses the Magnuson Amendment and, of course, the matter will then have to be resolved in the Conference Committee and thereafter submitted to the House and the Senate. Announcement of shipment by DoD to Alaska could improve the chances for passage of this legislation.

An additional political consideration is the opposition to relocation which may come from the people of Guam and the people of Alaska. In my view, the opposition from Guam may be more serious than the opposition from Alaska. Although Governor Miller, Senator Gravel, Representative Pollock and the Mayor of Kodiak have all announced opposition to the movement, there has been a recent groundswell for support of this relocation by the people of Kodiak. Since there will be no transportation off the military reservation at Kodiak, there should be no substantial opposition from the people of other communities in Alaska as there was in Washington and Oregon where train-loads of munitions would have passed through hundreds of miles of their land. In Guam, however, the indications are that there may be considerable opposition by the local population; transportation will be required outside the military bases there. This opposition, however, may be limited to local officials and only have limited impact in the United States.

On balance, Guam is the only facility which permits us to meet the timetable of removing these items as soon as possible with the objective of completing their removal by the end of 1970. Furthermore, the items will be closer to the potential theater of use in the event this necessity arises. Forward deployment on Guam is recommended by the JCS. Also, the items will be stored closer to the site of destruction at Johnston Island should it be determined to destroy some of these items. Finally, costs will be far less than at other sites.

Accordingly, I recommend that you approve:

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- (1) Shipment to and storage of all RED HAT munitions on Guam;
- (2) Demilitarization of the mustard agent munitions, bulk mustard agent, and the nerve agent rockets once the necessary facilities are constructed; and
- (3) Demilitarization on Johnston Island.



Thaddeus R. Beal

Thaddeus R. Beal

Under Secretary of the Army

Attachments
Tabs A-C

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TAB A

Guam

The information set out below is based on prior studies conducted by the Army and the JCS and data from CINCPAC, CINCUSARPAC and other Federal agencies.



a. General Description. There are approximately 14,000 military personnel, dependents and civilian employees located on 10 major military installations on Guam. The population of the island is 77,000, of which 56,000 are natives of the island. The principal areas under consideration for storage of RED HAT materiel are Andersen Air Force Base, the Naval Magazine area and Northwest Guam Air Force Base (an inactive facility). In addition, there is privately-owned land which could be purchased by the United States and used for this purpose.

Guam is an unincorporated territory of the United States governed by an elected legislature and a Governor, presently appointed by the President of the United States. Under recent changes in Federal law, the Governor will shortly be elected by the local populace; the election campaign for this office is presently under way. The Secretary of the Interior is responsible for supervision of affairs on Guam. The Government of Guam does not have jurisdiction or control over United States military installations located on the island; this power is vested in

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the Secretary of Defense and the President.

b. Port Facilities. There are suitable port facilities on Guam for accomplishing the RED HAT mission. The port, Apra Harbor, has a munitions pier which could be used. There is a sufficient capability to handle RED HAT materiel at this point.

c. Storage Areas. There are two storage areas in existence which could be immediately used for RED HAT materiel. The first, located on Andersen Air Force Base, consists of 198,000 square feet of igloo/magazine space (RED HAT munitions would require approximately 141,000 square feet). These facilities are presently 100% utilized by the Air Force. Although SAC officials in the Air Force have contended that this space is necessary to accomplish the SAC mission, on-site inspection has shown that a great deal of space could be made available without significant effect. The second existing storage site at the Naval facility consists of 244,268 square feet of igloo/magazine storage space, 71,230 square feet of other covered storage space and 112,985 square feet of open storage space (for possible temporary storage). There are 38 igloos (76,000 square feet) under construction. The igloo/magazine space at the Naval facility is 72% utilized.

In order for either the Air Force or Naval facilities to be used

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for RED HAT, other locations would have to be found for their stocks. These stocks, consisting of largely conventional ammunition, could be stored in other areas on Guam in either covered or uncovered areas or could be moved to Okinawa or elsewhere. If the present stocks are moved to other covered or open-air storage space, or if stockage objectives are temporarily adjusted, RED HAT items can be immediately stored in these areas and movement could be completed by the end of 1970.

In addition to Andersen Air Force Base or the Naval facility, there are other possible locations on Guam where RED HAT materiel could be stored temporarily. The Northwest Guam Air Force Base, which is virtually inactive, has 4378 acres of land. This facility is located next to Andersen AFB; Northwest Guam Air Force Base was ruled out for RED HAT storage during prior studies due to Air Force and CINCPAC objections.

d. Security. The Air Force and Navy facilities generally have adequate security facilities although some additional facilities will have to be constructed. Security personnel will have to be provided by the Army (there are only 63 Army personnel presently assigned to Guam).

e. Administrative and Logistics Support. This is generally

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adequate although augmentation will be required.

f. Cost of Construction. If existing facilities are used, there will be no construction costs. If a separate Army facility were constructed the cost would be \$20 million.

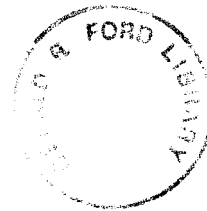
g. Legal Considerations. In the event RED HAT materiel is stored on Guam, the requirements of Public Law 91-121, requiring advance notice to the Congress, the Governor of Guam and coordination with the Secretaries of HEW and State, would still be applicable. The amendment introduced by Senator Magnuson precluding shipment of RED HAT items to "the United States" would probably not apply since the term "United States" when used in legislation, does not normally include unincorporated territories. Senator Gravel's legislation would, under the same reasoning, not apply to Guam.

h. Political Considerations. It is difficult to predict what the political impact of shipment to Guam would be. The Secretary of State and the Secretary of the Interior, both of whom have responsibilities connected with Guam, may object to storage on Guam. Relocation to Guam might become an issue in the election campaign for Governor of Guam so that the present Governor, candidates for that office and the elected legislators of Guam could pose objections since transportation will be required outside the military bases. Finally, and this is the

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most difficult to predict, those within the United States interested in preserving our territories and protecting them from "abuses" could mount a campaign against the shipment to Guam.

There is a United States Court on Guam which could act on a lawsuit filed concerning the shipment.



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TAB B

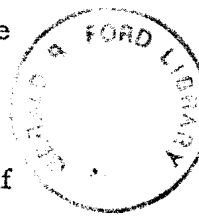
Kodiak, Alaska

The information below is based primarily on the reports of a DA inspection team which visited Kodiak from May 25 to May 29.

a. General Description. The Naval Air Station, Kodiak, Alaska is located on part of an island off the coast of Alaska. The installation has approximately 1250 military personnel, 1500 dependents and 200 civilian employees living on post. The town of Kodiak which has a population of 6000 is located approximately 2-1/2 miles from the installation. There are approximately 1000 other residents on the island, most of whom live in close proximity to the installation. Portions of the installation were slated to be closed, but the Navy is re-evaluating this decision. The installation has an airfield capable of handling C-141 aircraft.

b. Port Facilities. The Naval Air Station has a port which is capable of handling shipments of RED HAT materiel. However, since the installation headquarters and other buildings are located within 1500 feet of the pier, a waiver of safety regulations during over-land movement would be required since there are occupied buildings within 4500 feet of the off-loading facility. There are no trained stevedores on Kodiak and no equipment suitable for unloading RED HAT materiel.

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c. Storage Facilities. The Naval Air Station has 61 magazines located within the installation. Of this, 40 magazines (57,000 square feet or one-third of the requirement for RED HAT) are suitable for storage of RED HAT munitions. If RED HAT items were to be stored here, an immediate construction effort would be required. Construction to house approximately 40% of the RED HAT items could be completed by November 1970; additional facilities could be constructed after the winter months and would be completed by mid-1971.

There are three additional problems if RED HAT items are stored in this area:

(1) A communications facility is located within the storage area so that, if part of the area were to be used for RED HAT materiel, a waiver of safety regulations would be required.

(2) A reservoir is located within the storage area. This reservoir is used to provide drinking water to the Naval Air Station and, on occasion, to the town of Kodiak. Streams which flow into the reservoir are located throughout most of the storage area. Accordingly, grading work will be required. Even with this work it is possible that the reservoir could be contaminated in the event of an explosion in a magazine.

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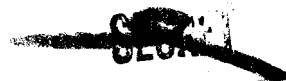
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(3) Since approximately 1000 military personnel and dependents reside within close proximity to one of the roads leading into the storage area, a waiver of safety regulations to move RED HAT materiel into the area would be required.

d. Security. The entire proposed storage area would have to be fenced. In addition, there is only a small Marine garrison at Kodiak which is incapable of providing the necessary security forces either during or after the shipment.

e. Administrative and Logistic Support. There generally are insufficient personnel at the Naval Air Station to house, feed or support the additional personnel which would be needed to accomplish or sustain the RED HAT mission. Accordingly, present facilities would have to be increased. In addition, there is no equipment capable of off-loading ships carrying RED HAT materiel or for moving this materiel to the storage site.

f. Cost of Renovations. Necessary construction projects if Kodiak were used for RED HAT would include repair of present magazines, construction of new magazines, installation of a fence and security buildings, and extensive road and grading work. It is estimated that the total project, if let to civilian contractors, would cost \$7.2 million. If two Army engineer battalions are used in lieu of



civilian contractors, the estimated cost would be slightly less.

g. Legal Considerations. If RED HAT materiel is shipped to Kodiak, the provisions of Public Law 91-121 must be observed. These include (a) a determination by the Secretary of Defense that transportation is necessary in the interests of national security, (b) notification to the President of the Senate and the Speaker of the House in advance of shipment, (c) notification to the Governor of Alaska in advance of shipment, (d) review of the particulars by the Secretary of HEW, and (e) determination by the Secretary of State that the transportation will not violate international law.

If the amendment to the Foreign Military Sales Act, introduced by Senator Magnuson, is enacted by the Congress, shipment to Alaska would be precluded. In addition, if the legislation introduced on 2 June 1970 by Senator Gravel, requiring that munitions stored on Okinawa be destroyed "only outside the United States," is enacted, the movement could not take place.

h. Political Considerations. Although Senator Gravel, Governor Miller, Representative Pollock and the Mayor of Kodiak have all announced their opposition to the movement, there has been a recent groundswell for support of this relocation by the people of Kodiak. It can be expected that, however, if Kodiak is selected,



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there will be some pressure on the Congress to enact the Magnuson amendment. In addition, lawsuits similar to those brought in Oregon may be filed. While these lawsuits can, in all likelihood, be defeated, they could delay shipment.



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TAB C

Johnston Island

a. General Description. Johnston Island is located 692 NM south and west of Honolulu, Hawaii. The island is approximately 700 acres. At present the island is controlled by the Commander, Joint Task Force Eight. However, on 1 July 1970, responsibility for the island will be assumed by the Air Force for a series of DASA/USAF tests. Following these tests, scheduled for completion in September 1970, Johnston Island will be used for Project 437 (THOR) and for the maintenance of a National Nuclear Test Site in a standby category. There is no native population on Johnston Island; after the DASA/USAF tests are completed, there will be approximately 600 military and 400 civilian personnel located on the island.

b. Port and Storage Facilities. There are adequate port facilities for RED HAT operations although some work may be necessary. However, there are extremely limited ammunition storage acres on the island and, because of the small size of the island, any storage area for RED HAT would be in proximity to inhabited areas. This problem would be particularly acute if temporary, open-air storage were required. Waivers of safety regulations would be required. It is doubtful that the entire shipment of RED HAT materiel could be stored on Johnston Island

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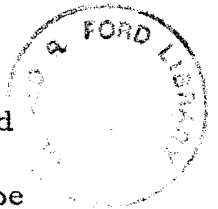
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within tolerable safety limits, although smaller amounts might be.

Detoxification and demilitarization of RED HAT items could be accomplished on Johnston Island. There is sufficient space for construction of a facility for this purpose.

c. Administrative and Logistics Support. Facilities other than those peculiar to the storage of chemical munitions are available. There would be no requirement for the construction of permanent storage facilities, if chemical items are not stored in the open air in excess of six months.

d. Legal and Political Considerations. If Johnston Island is used, the requirements of Public Law 91-121 might have to be observed. In view of the public interest in this shipment, classified operations at Johnston Island could be compromised when the full particulars are made public. It is impossible to predict the political effect of shipment to Johnston although this probably poses the smallest political problem.



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