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DEPARTMENT OF TRANSPORTATION  
UNITED STATES COAST GUARD

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21 SEP 1972

Mr. Adrian L. de Graffenried  
Legal Advisor to the Office  
for Micronesian Status Negotiations  
Department of the Interior  
Washington, D.C. 20240

Dear Mr. de Graffenried:

This is in further reply to your letter of 28 August 1972 requesting information on the feasibility and cost of providing certain services in the Micronesia area.

My staff has put together an analysis of the means required to meet the desires of the Micronesian representatives to the status negotiations. The facility and cost estimates contained in enclosure (1) are based on providing alternative levels of surveillance coverage rather than alternative levels of effectiveness. We chose this approach because we do not have sufficient data to indicate the level of foreign fishing activity in and around Micronesia or possible incursions into her proposed territorial waters. We have a similar lack of data regarding the potential for pollution of the waters of Micronesia. It would be appropriate, therefore, to reassess any given operation in Micronesia after some experience was gained, perhaps after a year.

Enclosure (2) is an outline of some representative costs of operating C-130 aircraft and vessels in operations roughly similar to that requested by the Micronesian representatives. Operations in Alaska and Hawaii are both included for comparative purposes.

While the foregoing would indicate that the provision of some level of services to the Micronesian area would be feasible, there are several constraining influences that should be clearly understood:

1. The Coast Guard presently has no aircraft or personnel which could be deployed to meet the Micronesian requests. However, the buoy tender currently maintaining the aids to navigation in Micronesia could continue to do so under an appropriate reimbursement scheme.
2. Such aircraft, additional vessels and personnel that might be needed could not be provided until funds were made available and procurements effected. We would have no choice but to request such acquisition and construction funds unless alternative resources could be made available to us by U.S. Air Force and/or U.S. Navy. The cost estimates of enclosure

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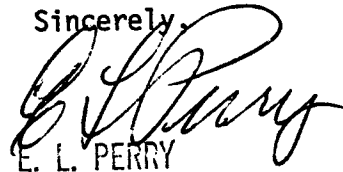
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(1) include such one-time capital hardware costs.

3. Finally, existing U.S. statutes do not permit the Coast Guard to provide services to a foreign government. I am advised that Micronesia, as a Free Associated State will in fact be a political entity enjoying a status vastly different from that of a Trust Territory. Since it would be neither a Territory, possession, nor Trust Territory, significant amendatory legislation would be required to permit the Coast Guard the necessary latitude. Further, the extent and scope of Coast Guard enforcement would depend on what U.S. laws are specifically lettered into the Compact as indicated in Title 501 of the draft agreement.

I hope that the information provided will serve your purposes and aid in a successful conclusion of the Micronesian Status Negotiations.

Sincerely,



E. L. PERRY

Rear Admiral, U. S. Coast Guard

Chief of Staff

Encl: (1) Analysis of Requirements  
(2) Representative Costs of Alaskan and Hawaiian Operations

[DATE 9/21/72]

ANALYSIS OF REQUIREMENTS TO MEET  
MICRONESIAN REQUEST FOR U.S. COAST GUARD SERVICES

I. FUNCTIONS REQUESTED BY MICRONESIA

1. Protection of territorial integrity against intrusion by foreign fishing and research vessels.
2. Protection of marine environment against oil spillages, etc., by ocean commerce.
3. Servicing of audio and visual navigational aids as is currently undertaken by the USCG in Micronesia.
4. Intermittent search and rescue missions.

II. OPERATIONAL SERVICES REQUESTED

1. Daily, weekly, monthly, etc., aerial and surface patrols for I.1 and I.2, above.
2. Continuation of existing level of service for I.3, above.
3. Aerial and surface response for I.4, above.

III. ASSUMPTIONS

1. Daily aerial and surface, and weekly surface patrols are economically infeasible.
2. Protection of territorial integrity will consist of detection and reporting with detention only by coincidence.
3. The basic laws pertaining to Coast Guard missions in the territorial waters, the waters of the contiguous zone and the high seas are indicative of the laws that would be applicable to Micronesia.
4. Protection of the marine environment will consist of surveillance, prevention, enforcement and response activities similar to those performed in and around U.S. waters.

5. Aerial and surface capability provided for territorial and environmental surveillance will be sufficient to meet intermittent search and rescue requirements.

6. Aids to navigation requirements are limited to those now in service.

#### IV. REQUIREMENTS

##### 1. AERIAL SURVEILLANCE

A. Alternative 1 - Bi-weekly aerial surveillance - Full-time SAR response.

(1) Aircraft and Facility Requirements - Establish Air Station at Guam. Provide 3 long range search (C-130) aircraft.

(2) Coverage provided - Approximately 80% of area within 25 miles of major inhabited islands plus key uninhabited islands.

(3) Cost - Procure 3 C-130 aircraft - \$18,500,000.

Operating cost, (annual) \$2,400,000 (including personnel).

B. Alternative 2 - Monthly aerial surveillance - Intermittent SAR response.

(1) Aircraft and Facility Requirements - Establish Air Station at Guam. Provide 2 long range search (C-130) aircraft.

(2) Coverage provided - Approximately 90% of area within 25 miles of major inhabited islands plus key uninhabited islands.

(3) Cost - Procure 2 C-130 aircraft - \$12,500,000.

Operating cost, (annual) \$1,600,000 (including personnel).

C. Alternative 3 - Quarterly patrol using random aerial surveillance schedule. Intermittent SAR response.

(1) Establish Air Station at Guam. Provide 1 long range search (C-130) aircraft.

(2) Coverage provided - Random patrol schedule. Cover approximately 90% of major inhabited island and key uninhabited islands.

(3) Cost - Procure 1 C-130 - \$6,500,000.

Operating cost (annual) \$800,000 (including personnel).

## 2. SURFACE SURVEILLANCE

A. Alternative 1 - Utilize only the existing buoy tender on a quarterly patrol basis, i.e., visit each major island and each district capital once each quarter.

(1) Vessel and Facility Requirement - One (1) 180' buoy tender and shore support already at Guam.

(2) Coverage - Quarterly patrol on a "show the flag" only basis.

(3) Cost - Operating cost (annual) \$750,000.

B. Alternative 2 - Utilize a medium range vessel of the 210 foot class or equivalent.

(1) Vessel and Facility Requirements - One (1) additional 210' medium endurance cutter and shore support to be homeported at Guam plus the available 180' buoy tender.

(2) Coverage - Monthly random patrols such that each major island and district capital would be visited monthly on a random basis.

(3) Cost - Procurement - \$4,990,440.

Operating cost (annual) \$891,015 (in addition to above cost for 180' buoy tender).

C. Alternative 3 - Utilize a high speed water craft of the TUCUMARI type plus the buoy tender.

(1) Vessel and Facility Requirements - One (1) additional high speed water craft and related support to be homeported at Guam.

(2) Coverage - Better than monthly random patrols such that each major island and district capital would be visited more often than monthly.

(3) Cost - Procurement of high speed water craft - \$7,000,000.  
Operating cost (annual) - \$1,200,000.

### 3. OTHER REQUIREMENTS

A minimum level of environmental response capability would require a staff of one officer and six (6) enlisted men at Guam. This requirement assumes that actual cleanup operations (which could involve significant costs) would be the responsibility of the guilty party or the Micronesian Government. This staff would cost \$82,000 annually.

### V. RECOMMENDATIONS

1. To provide a level of service approximately equivalent to that provided U.S. jurisdictions would require:

a. Re-establishment of Coast Guard Air Station, Guam, with two HC-130 aircraft.

b. Utilization of buoy tender and medium endurance cutter or equivalent homeported at Guam.

c. Augmentation of Captain of the Port Office, Guam, by one officer and six enlisted men for pollution investigation and follow-up.

Enclosure (1)

d. The total cost of the foregoing would be:

(1) Aircraft Acquisition \$12,500,000.

(2) Air Station and aircraft operating costs \$1,600,000 annually.

(3) Buoy tender and aids servicing operating costs \$750,000 annually.

(4) Acquisition of medium endurance cutter \$4,990,440.

(5) Operating costs of new cutter \$891,015 annually.

(6) Augmentation of Captain of the Port \$82,000 annually.

e. Summary -

First year acquisition cost \$17,490,440.

Annual operating cost \$3,323,015.

Enclosure (1)

[Date 9/21/72]

## REPRESENTATIVE COSTS OF ALASKAN AND HAWAIIAN OPERATIONS

1. In order to provide some type of comparability to actual costs for operating facilities in a manner similar to that proposed for Micronesia, some actual FY 1971 budget figures have been extracted and are listed below:

## a. Alaskan District

(1) Operation of aircraft for 2612 flight hours. Total cost for operation of 3 C-130 aircraft, largely in Law Enforcement patrols and SAR work from Coast Guard Air Station, Kodiak, \$2,213,027.

(2) CGC Storis operates in support of Law Enforcement, Search and Rescue, and some Aids to Navigation missions. The total operating cost was \$694,500.

## b. Hawaiian District

(1) Operation of Aircraft - The total cost of operating 3 C-130 aircraft from Barber's Point, Hawaii for 1840 flight hours was \$2,023,211. This operation differs slightly in that the operation is mostly for SAR and logistics.

(2) Surface Operation - The cost of a typical 180' buoy tender operating in the Pacific area for aids to navigation work only about Hawaii is \$500,000.