



OFFICE OF THE DIRECTOR OF  
DEFENSE PROGRAM ANALYSIS AND EVALUATION  
WASHINGTON, D. C. 20301

18 JUL 1973

MEMORANDUM FOR MR. DOOLIN

SUBJECT: Plans for Base Construction on Tinian (U)

- ① (S) As I mentioned in our conversation on Monday, I am concerned about several aspects of JCS/Service plans for the development of a base complex on Tinian. These concerns revolve around two major points which are traditional concerns of PA&E -- funding and requirements. First, public statements have been made in the course of negotiations with the Marianas which imply a firm intention by the U.S. to construct a significant (though its called "austere") base complex. However, to date no specific plan has been reviewed and approved by the Secretary of Defense and no funds are included in the proposed Services programs for the FY 75-79 period, although the type of "austere" base the JCS is considering (costing \$150-200 million) could require as much as 10% of the Air Force MILCON budget in this period.
- ② (U) Second, I do not believe that the justification which I have seen for construction (as opposed to holding land for future contingencies) provides an adequate basis for defending the program before OMB and the Congress. Perhaps more importantly, the related work we have been involved in (e.g., NSSM-171) raises very serious questions as to the military utility of building a base in the TTPI (i.e., it may not be worth the cost). Both of these concerns are detailed in subsequent paragraphs.

Proposed Near Term Use of Tinian

- ③ (S) As you know, the JCS/Services have proposed a joint Service airfield/port/logistics complex for Tinian. The principal near term users would be the Air Force and the Marines. According to the JCS plan, [REDACTED] It might also be used (1) as an intermediate stop by mobility and tactical aircraft in deploying to a future Asian contingency, (2) by Navy ASW aircraft, and (3) for aircraft diverted or evacuated from other bases in bad weather. The port facility would be primarily for delivery of supplies to the island. The island would be used for Marine training and this would require the use of both the port and the airfield. [REDACTED]

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Classified by Deputy Director (RP)  
SUBJECT TO GENERAL DECLASSIFICATION SCHEDULE

Doc 166

Status of the Tinian Development Program

④ (S) In June 1972, Secretary Laird authorized the Military Departments to "proceed with facility programming actions for the near term Tinian requirements . . . for initial inclusion in their Military Construction Program commencing in FY 1974 in accordance with normal procedures." The Secretary noted that this did not constitute approval of individual requirements which would still be reviewed within the normal defense programming cycle and that each Service would have to fund its requirements within its own dollar guidance. Funds were removed from the FY 74 budget so that premature discussion of plans would not jeopardize negotiations.

NOT TRUE

⑤ (S) The Air Force has been designated Executive Agent for Tinian development. The cost of the proposed complex is currently estimated at \$144 million\* or about 10% of the amount the Air Force POM includes for MILCON in the FY 75-79 period. Although land acquisition could begin in FY 75 and construction shortly thereafter, no funds were included in the Air Force POM which noted: "No funds are requested for Crested Isle since the negotiations have not proceeded to the point where such action is appropriate. When it is resolved, the multi-million dollar real estate and construction requirements in support of Crested Isle should be considered as additive to the Air Force TOA."

⑥ (U) As you are fully aware, U.S. land requirements in the Marianas were detailed in the round of negotiations just completed. In addition, the U.S. ambassador announced in public plans to build a joint Service base complex on Tinian. Therefore, there would seem to be no reason for the Air Force not to program funds for construction, if they are anxious to proceed with the project. Furthermore, Secretary Laird specifically directed that the program be funded from within Service dollar guidance. My view is that there will certainly not be additional Air Force TOA funds available for construction, and that coming up with the funds for the complex will be difficult.

WE DO HAVE SUFFICIENT DATA TO PRODUCE ESTIMATES WERE FOR POLITICAL NEGOTIATIONS ONLY

Rationale for Near Term Construction

⑦ (S) As I noted, I do not believe that an adequate justification has been presented for near term construction, as opposed to holding the land for possible future use. Except for Marine training, all of the near term functions proposed for Tinian are already performed on Guam, which is only 120 miles to the southwest. [redacted] the proposed facilities would not replace any that have been denied to us elsewhere in WESTPAC -- i.e., they would be additive to our current base structure.

*Stephan*

IGNORES CHANGING BASING POSTURE IN JAPAN, TAIWAN & OKINAWA

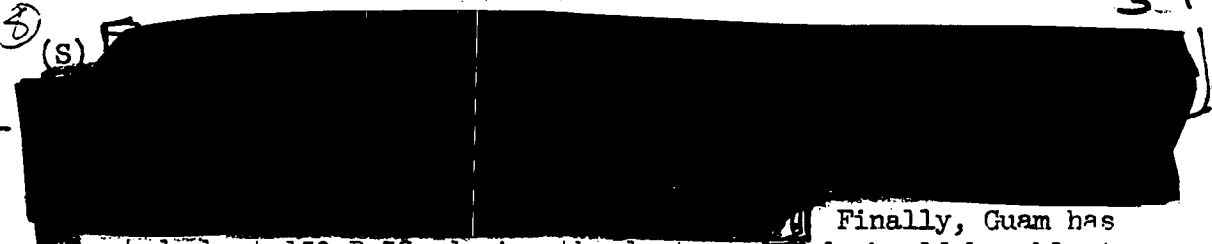
\*This would provide harbor improvements, an airfield and a logistics complex. (The complex would be manned by about 2,500 people.) It does not include funds for land acquisition or relocation of the civilian population away from the harbor area. I suspect this understates costs by at least 50%.

WHAT'S BASIS FOR THIS SUSPICION?

~~SECRET~~

3 IGNORES PROBLEM

*das*



Finally, Guam has operated about 150 B-52s during the last year and should be able to accommodate the number of B-52s that might be used in any future conventional conflict in Asia (especially in light of the projected decline in the B-52 force).

*BUT NOT FOREIGN*

⑨ (U) At a time when the U.S. is lowering its military presence in Asia and Congress is pressing for base reductions overseas, I believe it will be extremely difficult to obtain Congressional approval of an expensive new base complex (even one labeled "austere") which is largely duplicative of one nearby and which is additive to the existing structure. I am told that the counsels to the House and Senate Armed Services and Appropriations Committees have been briefed and have not raised serious objections. However, this may not be true of individual members of Congress, especially those whose districts have experienced recent base closures. Therefore, I believe that we should very carefully review the rationale behind the expressed requirements to assure that the expenditure is fully justified.

⑩ (U) If the proposed complex cannot be justified for military reasons but there is a political requirement for some near term development to obtain rights to the land, then we should determine the type of development most useful for this purpose and proceed at the minimum necessary level. It may be possible that a military facility which employs local residents can offset direct aid which would otherwise have to be provided. If so this could be a useful selling point in conjunction with the long term requirement.

*THIS IS WHAT DEF HAS BEEN SAYING!*

⑪ (U) Finally, continued statements by U.S. negotiators which imply firm plans to construct facilities could put the U.S. in an unfortunate position in the future if DOD should decide it does not need these facilities or if Congressional approval cannot be obtained (this is true even if some of the promises or implications are for negotiating purposes only).

(U) I would like to discuss this question with you further at your convenience.

*Paul A. Brands*  
Paul A. Brands  
Assistant Director  
Asia

*Lowerer*

~~SECRET~~

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