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PROPOSED GOVERNMENT PLANNING PROGRAM  
FOR  
THE MARIANA ISLANDS

Marianas Political Status Commission  
Working Paper

October 30, 1973

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## INTRODUCTION

Negotiating the future political status of the Marianas is only the initial step in actually achieving that status. Among other efforts, there must be preparation for and implementation of the transition of the Marianas government from its present form to the agreed-on status. This effort is termed the Government Planning Program.

### A. Content of the Government Planning Program

The first part of this memorandum is an attempt to define what is in the Government Planning Program and what is not. Essentially, the program will include two stages, the stages differing in their content and timing.

The first stage (Stage A) will cover the planning and preparation for implementation of the new status. This includes: legal support for the economic, social, and physical planning; research on political education; some preliminary political education; and, research on a variety of issues -- the application of federal laws, government reorganization,<sup>1/</sup> the establishment of an interim government, conducting a plebiscite, and preparing for a Constitutional Convention. This effort will need to start as soon as possible, hopefully by next spring, and will require about 18 months. It must be carefully coordinated with the work on the economic, social, and physical plans. Deferring this complex research until

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<sup>1/</sup> This includes the "Government Reorganization Planning" which was also proposed in Marianas Political Status Commission, Proposed Planning Program for the Development of the Mariana Islands (Working Paper, August 29, 1973), p. 53 [hereinafter cited as MPSC, Proposed Planning Program].

after the signing by the two delegations of a formal "status agreement" or other formal document could slow down the pace of implementing the arrangement, increase confusion, and add to costs. (See discussion at pp. 5-8.)

The second stage (Stage B) essentially includes the discrete events or activities necessary during the transition period to implement the permanent political arrangement -- holding any required public votes, convening the Constitutional Convention, participating in considerations by the U.S. Congress and the United Nations, and drafting an initial Legislative Program. The project also includes some continuing activities -- political education and possibly support for a joint commission on the applicability of federal laws. This second stage would run from the signing of the formal agreement until the actual start of the first legislative session of the next government.

As will be detailed later, the Government Planning Program does not include all research or implementing activities until the actual start of the new government. It, of course, does not cover the economic, social, and physical planning efforts which are described elsewhere. It further does not include the actual operation of the interim government.

#### B. Costs

The second part of this memorandum seeks to estimate the costs of the Government Planning Program. The estimates draw

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on a variety of sources, including data from analogous events (e.g., elections) in the Marianas and the rest of the Trust Territory. We have also studied Puerto Rico's experience in the 1950's in becoming a commonwealth and the Virgin Islands' recent experience with a Constitutional Convention and referendum.

The starting point for trying to estimate costs is to estimate the time required to complete the projects. Projections of the length of Stage A and of particular projects within it can be made with some confidence since the Marianas would have considerable control over the pacing of these projects and since some are closely tied to the physical and other planning which will be underway concurrently. Consequently, as will be detailed later, we are reasonably confident that Stage A would last about 18 months.

The exact length of Stage B and some of the projects within it are highly uncertain since there are so many variables which could affect the timing, variables over which the Marianas has little control. The total period surely will be in excess of one year,<sup>1/</sup> but by how much? For example, how long will it take to obtain Congressional and U.N. approval of the new political status? Fortunately, no estimate of the total

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<sup>1/</sup> Looking at the analogy of Puerto Rico becoming a commonwealth, over two years elapsed between passage by the U.S. Congress of "enabling" legislation (P.L. 600) and the date the new P.R. Constitution became effective, and the United Nations passed on the matter over a year later. In the Virgin Islands, a recent Constitutional Convention lasted over one year, a referendum approved the proposed Constitution two months later (November 1972), and nothing yet has been presented to the U.S. Congress for its approval.

time period is necessary here since the costs of individual projects are relatively independent of the length of this period. For example, holding a plebiscite will not cost more or less because the total time period is of a particular duration. The one exception is political education (project B-1) where plans for a permanent staff mean that the costs for salary and overhead are related to the length of the total period; as detailed later, however, this does not significantly affect the total cost estimates for the Government Planning Program.

As for the duration of individual projects in Stage B, we have made estimates, albeit sometimes rough ones, of the time required. These estimates assume that the implementing projects can each proceed at a business-like pace because the research projects have been completed in advance. Otherwise, <sup>1/</sup> stretching out an individual project can escalate its costs.

We estimate that the total costs for the Government Planning Program as defined in this memorandum would range in 1973 dollars from about \$755,000 to \$930,000. <sup>2/</sup> (See Table 1.) The costs for Stage A would be about \$475,000 <sup>3/</sup> and would require immediate funding as part of Phase I. The costs for Stage B would range from about \$280,000 to \$455,000; because of the time period involved, funding could be delayed somewhat. As reflected by the range of costs, there is some uncertainty in the estimates here and, of course, adding or subtracting some projects from those described will affect the costs.

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<sup>1/</sup> See discussion at pp. 7-8.

<sup>2/</sup> This includes \$75,880 for the "Government Reorganization Planning" which is also in MPSC, Proposed Planning Program, pp. 53-57.

<sup>3/</sup> Ibid.

I. CONTENT OF THE GOVERNMENT PLANNING PROGRAM

This section describes the various projects in the Government Planning Program. As noted earlier, these projects can be separated into two stages: (A) Planning and Preparing for Implementation, and (B) Implementation.

A. Planning and Preparation for Implementation

The first stage includes nine projects which cover a wide range of complex issues and which usually will require efforts by teams of experts who will mesh their particular skills. These experts will come from the Marianas and from the states and will include lawyers, political scientists, and other social scientists.

The first stage can itself be separated roughly into two subgroups: (1) those projects which must be completed or substantially completed in the 18-month period which should begin as soon as possible; and (2) those projects which should be undertaken in the near future and completed in large part by the time of the signing of the status agreement or some other formal document.

The first subgroup includes those projects which are linked closely to the economic, social, and physical planning; these efforts are projected to be undertaken as soon as possible and require about an 18-month period to complete.<sup>1/</sup> The

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<sup>1/</sup> See Figure 2 (Proposed Schedule of Work) in MPSC, Proposed Planning Program, p. 48.

clearest example of these projects is the one which provides legal support for this other planning. (Project A-1.) Such legal support would be of little use were it not available when the other planning was underway. Likewise, research on the application of the federal laws (project A-2), on Executive Branch reorganization (project A-3), on Legislative and Judicial Branch reorganization (project A-4), and on establishing an interim government (project A-5) should not only be started during the 18-month period but should be finished early in the period. Otherwise, the economic, social, and physical planning efforts would be delayed or would have to be unnecessarily tentative since many fundamental questions about the application of federal laws or about the organization of the Marianas government would be unexplored. For example, how the federal income tax or U.S. customs would apply, if at all, to the Marianas greatly affects economic planning. Likewise, the local system of zoning and land transfer greatly affects economic and physical planning.

The second subgroup of projects includes those which are not as directly linked to the other planning efforts, but which still need to be completed, at least in large part, in the near future. Hence, it is likely that, as with the first subgroup, the work will be completed in large part in the same 18-month period. Special cases are research on political education and the political education itself. (Projects A-6 and A-7.) Choosing among status alternatives and the details of any alternative are difficult issues even for experienced lawyers and political scientists. It is necessary to research



and commence a political education program as soon as possible to inform Marianas citizens of the issues and arguments, thereby reducing the chances of unnecessary confusion and enabling the Marianas people to participate intelligently in public discussions. As detailed later, this program would continue after the signing of the status agreement and until the start of the new government. (Project B-1.) However, its start should not wait for the signing of any agreement.

The other projects in the second subgroup are research on conducting a plebiscite and research preparing for a Constitutional Convention. (Projects A-8 and A-9.) In these two cases (and with political education as well), early research could, first, accelerate the pace of some of the implementing activities. For example, if the research has been completed, a plebiscite on the status arrangement, an election for representatives to the Constitutional Convention, and the start of the convention could all occur within a period of about three months after the agreement has been signed.<sup>1/</sup> Not only would a business-like pace for the implementing activities help shorten the length of the transition period, but it would help keep down the costs for staff and overhead. For example, thorough preparation for the Constitutional Convention will

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<sup>1/</sup> See discussion at p. 29.

minimize the need for recesses to allow research and drafting.<sup>1/</sup> Finally, advance research would also help avoid the confusion caused by uncertainty on sensitive issues -- e.g., the format for the plebiscite.

The following are brief descriptions of the individual projects in Stage A.

1. Legal Support for Economic, Social, and Physical Planning

This project involves providing legal support for the other planning efforts -- economic, social, and physical -- which will be underway concurrently. The project is distinct from, though supplemental to, the more comprehensive projects described below which will research the application of federal laws and the organization of the Marianas government (projects A-2 through A-5), since it will provide more direct and responsive legal support. Essentially, a lawyer(s) will be made available on a regular basis to help define the issues and alternatives as the other planning efforts proceed. For example, to assess better the implications for development, the economic and physical planners will need readily available legal advice regarding the interpretation of the federal

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<sup>1/</sup> The Virgin Islands "Second" Constitutional Convention was in session on a sporadic basis for almost a full year. Since there was little preparation prior to the convention, the first meetings spent most of their time on organization issues and then the convention had to recess until working committees researched issues and drafted sections.

and local tax laws which are likely to be applicable. Likewise, social and economic planners will have frequent questions about details in the applicable immigration laws.

2. Research on the Application of Federal Laws

The formal U.S.-Marianas negotiations will apparently include some decisions on which important federal laws (e.g., income tax, immigration) will apply in the Marianas and, if so, how. However, the negotiations are not likely to resolve all the questions about the important laws and will barely touch on the great mass of less-important federal legislation.

Two further efforts will be required. The first effort, which is this project, will explore as soon as possible the important legal issues which provide a basic framework within which the economic, social, and physical planning will proceed. For example, how will federal income tax or maritime laws apply to the Marianas? With the work in the formal negotiations serving as a starting point, the Marianas will need to retain expert consultants to: study the federal laws in detail; consider how these laws apply to the states, territories, and Puerto Rico; possibly develop new approaches; define the alternatives clearly; and, where decisions have been made in the formal negotiations, help clarify the implications. Given the complexity and extent of federal legislation,

this will be a difficult, time-consuming project.

A subsequent project (B-2) will involve supporting the Marianas representatives on any joint commission or equivalent group which might be established during the course of or at the conclusion of the formal negotiations as a vehicle for further deciding issues of applicability. This project will be discussed later.

3. Research on Executive Branch Reorganization<sup>1/</sup>

The status agreement will presumably provide some agreed guidelines about local self-government in the Marianas and the Constitutional Convention should produce a basic charter for local government. However, much more detailed tasks concerning government organization must be undertaken.

This particular project will involve a careful analysis of the requirements for reorganizing the Executive Branch of the present Marianas District Government and reorganizing TTPI administration programs. The analysis will include a study of existing local laws and of analogous laws in other jurisdictions. Issues will range from how might the budget office be structured to what kind of educational system is needed. Consideration will be given to the training needs of governmental employees and to methods of insuring adequate standards of productivity. Alternatives will be defined and, after informal

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<sup>1/</sup> This is the same as the "Government Reorganization Planning" in MPSC, Proposed Planning Program, p. 53.

conversations with popular leaders, the project will seek to narrow the alternatives so that they can be useful inputs to the economic, social, and physical planning.

4. Research on Legislative and Judicial Branch Reorganization

The issues and alternatives for reorganizing the Judicial and Legislative Branches must also be researched and analyzed. This project will proceed much the same way as the preceding one for the Executive Branch.

5. Research on Establishing an Interim Government

At least by the time the Marianas people and the U.S. Government have approved the status agreement,<sup>1/</sup> an interim government must be established to govern the Marianas until the Trusteeship is terminated and the new Marianas government is established. Since the U.S. negotiations with the rest of Micronesia might drag on for months and since the United States apparently will not seek partial termination of the Trusteeship, this interim government will be needed for at least a few months and possibly longer. The operation of the interim government is not considered part of the Government Planning Program since the financing of this government should appropriately be on a basis very similar to the operation of the present TTPI government -- i.e., a combination of direct U.S. financial assistance and revenues from local taxes.

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<sup>1/</sup> The interim government might be established earlier -- e.g., after the signing of the status agreement or after the Marianas plebiscite approving it. This needs to be researched and negotiated.

Research on establishing an interim government, however is very much a part of the Government Planning Program. Lawyers and consultants need to consider a number of issues, including: How will the interim government be established -- e.g., by agreement between the U.S.-Marianas delegations, by an executive order from the U.S. Executive? What should be the structure of the interim government -- e.g., might a public corporation be created with some responsibilities? How can Marianas control over this government be maximized and U.S. control be minimized?

6. Research on Political Education

Providing timely, complete and objective information about the political status alternatives, the actual arrangement negotiated, and the underlying details is necessary to allow Marianas voters to discuss the issues and to make wise decisions. In large part, political parties, candidates, and interested individuals will provide a dialogue which will inform the voters. However, an independent political education program can disseminate critical information. This information would range from a balanced discussion of commonwealth versus independence to a set of instructions on how to register to vote.

Political education could start as soon as possible and should continue until the new government has begun to function. (This project -- A-6 -- will cover the period prior

to the conclusion of the U.S.-Marianas negotiations, while another project -- B-1 -- includes the subsequent period.) Its intensity will vary as dictated by the circumstances. For example, political education will be especially important just prior to a plebiscite on the status agreement.

Considerable thought by political scientists, media experts, and lawyers will be needed. The research will have to address issues such as: Who should direct the program? What should the political education program do to inform the people versus what can and should the political parties and political candidates do? What is the line between providing information and indoctrinating? Each implementing event -- e.g., the plebiscite, a Constitutional Convention -- will raise new issues.

#### 7. Political Education

The objective and scope of a political education program are already set forth in the description of the preceding project.

The actual program for political education should be an imaginative one using all media. It can employ seminars, discussions and written materials as well as radio and TV broadcasts.

#### 8. Research on Conducting a Plebiscite

A plebiscite should be held as soon as possible after the signing of the political status agreement but still allowing adequate time for public discussion. This will

insure that there is support for the agreed-upon approach, so that the Marianas can proceed with the transition to the new status. The vote should probably be solely on the issue of approving or not the political status agreement (or possibly with one or two alternatives). Voting at the same time for representatives to a Constitutional Convention would probably delay the holding of the plebiscite, would confuse the issues, and, if the voters do not approve the agreed political arrangement, would be premature.

Prior to holding the plebiscite some legal research will be needed on issues such as: Should the United Nations supervise or somehow participate in the plebiscite? Should some independent Elections Board be set up to register voters and conduct the vote? (Such a Board might well be established not only for the plebiscite but for the subsequent votes which will be necessary.) What exactly should be on the ballot?

9. Research Preparing for a Constitutional Convention

The drafting of a constitution and related laws (e.g., possibly a Federal Relations Act) is a difficult and timely process. Lawyers and other experts must collect information about analogous constitutions and assess the existing substantive law in the Marianas on issues which might be appropriate for a constitution. Of course, the researchers would



not make any political decisions -- explicit or implicit -- but would define the issues and formulate alternative solutions.

B. Implementation

The second stage includes ten projects which would be needed sometime between the end of the U.S.-Marianas negotiations and the start of the first legislative session of the new government. The first two projects -- political education and support for a joint commission on the applicability of federal laws -- are continuing activities which will extend over a substantial part of this period. The remaining projects are discrete activities necessary to implement the permanent status arrangement; these are presented here in what is their likely chronological order.

1. Political Education (continued)

This has already been described. (Projects A-6 and A-7.)

2. (Possible) Support for a Joint Commission on the Applicability of Federal Laws

If, as is likely, the regular U.S.-Marianas negotiations do not decide all the issues regarding the applicability of federal laws, then there will be a need for some mechanism by which the remaining issues can be resolved by the two parties. The current thinking in the negotiations is that a joint commission or some equivalent group will be established to continue the work of deciding issues of applicability. There

is an analogy to the case of Guam where a joint commission was established as a part of the Organic Act in 1950.

Whatever the mechanism selected, this group should finish its work in time for its proposals to be approved by the U.S. Congress as part of the review of the entire status arrangement.<sup>1/</sup> Otherwise, as with the Guam commission, there is the danger that the recommendations will not be enacted into law by a Congress which no longer feels the issues are pressing ones.<sup>2/</sup>

The Marianas should not be expected to finance this Commission entirely or even halfway, given the size and wealth of the United States. Rather, this project assumes that the Marianas would only need support its representatives on the Commission; this would help them avoid any conflicts of interest

### 3. Holding a Plebiscite

As discussed in more detail earlier (project A-8), a simple plebiscite on the status agreement should be held as soon as possible after the signing of the agreement. An

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<sup>1/</sup> The Marianas people might approve the recommendations as part of the referendum on the new constitution. (Project B-6.)

<sup>2/</sup> While the Guam Commission's recommendations might have generally influenced the Congress in determining whether new federal legislation should apply to Guam or not, the specific recommendations, either for existing or future legislation, were never enacted into law.

independent Elections Board, possibly with U.N. observers, might conduct the election.

4. Election for Representatives to the Constitutional Convention

Once a plebiscite has been held and the status arrangement has presumably received public support, then the Marianas should proceed as quickly as possible to the next step where the public is involved -- the election of representatives to the Constitutional Convention. Presumably there should be about 10-20 representatives.<sup>1/</sup> While the representatives might be in the same number and from the same districts as the present Marianas District Legislature, it would seem necessary that there be a special popular election.<sup>2/</sup> This will allow a focused, public debate on the basic issues which the convention will be considering. The research project preparing for the convention (project A-9) should have prepared some papers which could be the basis for public discussion. This election, like the preceding plebiscite, might be conducted by an independent Elections Board.

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<sup>1/</sup> The present Marianas District Legislature has 16 members.

<sup>2/</sup> Puerto Rico had a special election in 1951 for delegates (92) for its Constitutional Convention. The Virgin Islands did not have an election. Rather, the V.I. legislature and the political parties designated the membership (33); this might have been a reason why the proposed constitution and Federal Relations Act obtained an unexpectedly small majority in the subsequent referendum. (The vote was about 57%-43%, with many blank ballots cast.)

5. The Constitutional Convention

The purpose of the convention is obviously to draft a proposed Marianas Constitution. Additionally, the convention would draft a Federal Relations Act or some appropriate document if it were felt necessary to have any further agreements between the United States and the Marianas besides the political status agreement.

The membership of the convention was discussed earlier. (See project B-4.) The convention will probably want to have a few plenary sessions to discuss organizational matters, then split into committees to do drafting, and finally have further plenary sessions.

6. Referendum on the Constitution

The Marianas people, by some appropriate majority, will have to approve the constitution. While allowing sufficient time for public education and discussion, the vote should be held as soon as possible after the closing of the convention. The independent Elections Board could conduct the referendum.

7. Participation in Considerations by the U.S. Congress and the United Nations

After the Marianas people have approved the status agreement and the Marianas Constitution, the U.S. Congress still must approve the arrangement and the United Nations needs to accept the termination of the Trusteeship.

Presumably the appropriate congressional committees

want to hold extensive hearings. There will be a need to make presentations at these hearings, as well as to inform a wide range of Senators and Congressmen of the status arrangement. This effort would continue up until Congress has approved the arrangement, including the requested funds.<sup>1/</sup>

As for the United Nations,<sup>2/</sup> the Trust Territory of the Pacific Islands will be the last Trusteeship; this alone insures that the United Nations will focus much attention on it. Moreover, since the Marianas and the rest of the TTPI are pursuing separate negotiating tracks, the termination of the Trusteeship might encounter some opposition. Hence, there is a requirement for continuing and occasionally intensive discussions with the appropriate U.N. representatives and officials.

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<sup>1/</sup> It is not certain that the U.S. Congress would have to approve the Marianas Constitution. The terms of the status agreement might be important here. As for analogies, the U.S. Congress did approve (with changes) the Puerto Rican Constitution, and the Virgin Islands' new proposal would include Congressional review of the proposed V.I. Constitution.

<sup>2/</sup> Given the slower pace of the U.S. negotiations with the rest of the TTPI, the start of formal U.N. consideration of termination might well be many months or even years after the conclusion of U.S. congressional considerations of the Marianas arrangement or the Marianas referendum on the constitution since the United States has announced that it will not seek partial termination of the Trusteeship.

8. (Possible) Reconvening the Convention and Holding Another Referendum

In the unlikely event that the Marianas people do not approve the Constitution or in the possible case that the U.S. Congress suggests some changes in the status arrangement, the Constitutional Convention will have to be reconvened and there will have to be another referendum. However, the same delegates at the first convention can continue to serve and the issues should be simple enough to allow a short convention and a quick referendum.

9. Drafting an Initial Legislative Program

The earlier work on defining the issues and alternatives for the reorganization of the Executive, Legislative, and Judicial Branches (projects A-3 and A-4) must be converted at some time into specific legislative proposals for the first session of the new Marianas Legislature. The legislature would then consider and pass, as appropriate, the broad range of legislation needed to create a functioning new government.

This project will mainly require experts skilled in drafting legislation. The work probably should not be started until it is clear that the status arrangement has been approved by the Marianas people and the U.S. Congress. However, to avoid costly and confusing delays, the work should be undertaken prior to the first session of the new legislature.

10. Election of the Officials in the New Government

After all the parties -- the Marianas people, the U.S. Government, and the United Nations -- have agreed to the new political status, there must still be elections for all those elected officials in the new government. The same procedures for political education and an independent Elections Board could apply here as with the previous popular votes (projects B-3, B-4 and B-6).

Following the election, it only remains for the new government to take office. In that process, the initial Legislative Program, discussed earlier (project B-9), will be very important.

## II. COSTS

Besides defining the content of the Government Planning Program and outlining the chronological order of the implementing activities, it is necessary for planning purposes to estimate costs. Preparation of these estimates required assumptions about the particular mix and amount of professional skills needed and about the levels of compensation for the requisite individuals. The assumptions on mix and amount are detailed later in the individual discussions of each project.

Some general assumptions were made about the salaries, overhead, and other expenses for individuals with the appropriate professional qualifications for the various planning tasks. Because it is less expensive and provides continuity to the work, individuals would be hired for an extended period and on an annual salary basis whenever the particular task was long-term enough to justify it. However, many projects were either short-term themselves or required a meshing of several disciplines and varied experiences in which many of the individuals needed would be required only for a short-term basis. For example, the research preparing for the Constitutional Convention (project A-9) is assumed to require only a two-week input from



a political scientist who is expert in comparative government and overall government organization. In such cases, the individuals would be hired on a short-term basis. It is assumed that the Marianas Political Status Commission or the appropriate successor group will seek out and hire competent persons whose abilities and experience allows these tasks to be done as quickly and inexpensively as possible, consistent with work of the required quality.

Appendix B provides the basic cost factors which are used in this Government Planning Program. For Marianas officials, lawyers hired for the long-term, and all non-legal professionals (long-term or short-term), their salaries would be consistent with prevailing salary scales. To determine the total professional staff costs where these individuals are concerned, their salaries are multiplied by factors based on relevant experience for administrative overhead costs. These additional overhead costs reflect indirect professional salary costs and the costs of establishing and maintaining offices, secretaries and other support facilities and personnel for these professionals. Finally, incidental costs (e.g., xeroxing and long-distance telephone calls) plus travel costs and per diem expenses when traveling are added. For example, a short-term consultant from stateside would receive \$150 per day in salary, \$100 for overhead, \$10 for

incidentals, plus travel costs and per diem expenses when traveling.

Lawyers retained for the short term would be compensated at a rate, differing for stateside and Marianas lawyers, which includes both salaries and overhead (except for incidental expenses). This rate, which reflects prevailing billing rates, is a composite figure, a mix between the rates charged by younger lawyers and older, more experienced lawyers. In addition to this rate, the lawyers would receive a small sum for incidentals (5% of the billing rate) plus travel costs and per diem expenses when traveling.

Based on our assumptions, we estimate that the total costs for the Government Planning Program as defined in this memorandum would range in 1973 dollars from about \$755,000 to \$930,000.<sup>1/</sup> (See Table 1.) The costs for Stage A would be about \$475,000<sup>2/</sup> and would require immediate funding as part of Phase I. The costs for Stage B are estimated to be about \$280,000 to \$455,000; because of the time period involved, funding could be delayed somewhat.

The range for the total costs and for Stage B results from low and high estimates made on four projects

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<sup>1/</sup> This includes \$75,880 for the "Government Reorganization Planning" which is also in MPSC, Proposed Planning Program, pp. 53-57.

<sup>2/</sup> Ibid.

as a way to quantify some of the uncertainty. The four projects and the underlying issues were: (A) whether the Marianas would need to help support a joint commission or equivalent group studying the applicability of federal laws;<sup>1/</sup> (B) the length of the Constitutional Convention;<sup>2/</sup> (C) whether the Constitutional Convention would have to be reconvened and another referendum held;<sup>3/</sup> and (D) the length of the political education program after the close of the formal U.S.-Marianas negotiations and whether the program would be needed for a possible second referendum on the constitution.<sup>4/</sup>

As a result of our analysis and the precautions taken, we expect that the estimate here of the total cost is well "within the ballpark" of reasonable estimates and that some of the specific estimates will be very accurate.

Following are the cost estimates for each project. Detailed estimates are in Appendix A.<sup>5/</sup>

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1/ The low estimate assumed not. The high estimate assumed that the Marianas would support three representatives for 26 man-weeks each.

2/ The low estimate assumed a convention lasting three months; the high assumed eight months.

3/ The low estimate assumed there would not be a reconvened convention nor another referendum; the high estimate assumed the convention reconvened for two weeks and that there was a second referendum.

4/ The low estimate assumed that a "permanent" staff would be required for one and one-half years and that there would not be a second referendum; the high estimate assumed an additional one year and four months and a second referendum.

5/ The cost factors upon which some of these estimates are based are in Appendix B.

A. Planning and Preparation for Implementation

1. Legal Support for Economic, Social, and Physical Planning

This project is estimated to require one lawyer hired on a full-time basis for six months, and a Marianas lawyer and a stateside lawyer acting as standby consultants who will each be used for four man-weeks.

Total Cost . . . \$36,300

2. Legal Research on the Application of Federal Laws

This project will require extensive efforts by stateside lawyers (42 man-weeks) and by various consultants (40 man-weeks) who are experts in particular areas of federal legislation and programs.

Total Cost . . . \$170,680

3. Research on Executive Branch Reorganization

This research will require the combined efforts of a public administration specialist (24 man-weeks) and a variety of short-term experts (32 man-weeks total).

Total Cost . . . \$75,880<sup>1/</sup>

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<sup>1/</sup> The mix and amount of work needed and the estimated costs are from MPSC, Proposed Planning Program, pp. 53-57.

4. Research on Legislative and Judicial Branch Reorganization

This effort will involve efforts by stateside lawyers (ten man-weeks) and Marianas lawyers (ten man-weeks), assisted by consultants from outside the Marianas (five man-weeks) and by local consultants (ten man-weeks).

Total Cost . . . \$54,820

5. Research on Establishing an Interim Government

A combination of skilled personnel will be required for this project -- stateside lawyers, a Marianas lawyer, a public administration consultant, and two community development consultants (one a local resident). A total of 28 man-weeks will be needed. Consultants from outside the Marianas should each make a two-week trip there.

Total Cost . . . \$46,750

6. Research on Political Education

This project is estimated to require six man-weeks by local and stateside consultants on political education and media as well as two man-weeks from stateside and local lawyers. The consultants would develop programs and would help define any legal issues which the lawyers might have to research.

Total Cost . . . \$7,770

7. Political Education.

A long-term political education director would allow for a continuing, consistent program. This project assumes that such a person will be employed for eighteen months as Stage A of the Government Plan proceeds. Additionally, he will have an adequate budget for publishing materials and local travel.

Total Cost . . . \$32,400

8. Research on Conducting a Plebiscite

This legal research will involve one man-week of work by stateside lawyers.

Total Cost . . . \$2,520

9. Research Preparing for a Constitutional Convention

This project will require 16 man-weeks from stateside lawyers, two man-weeks from a Marianas lawyer, and two man-weeks by a public administration consultant.

Total Cost . . . \$47,830

B. Implementation

1. Political Education (continued)

As with the earlier political education project (A-7), a long-term director would allow for a continuing, consistent program. For estimating purposes, we assume that the professional would be needed from a minimum of one

and one-half years<sup>1/</sup> to a maximum of two years and ten months.<sup>2/</sup> In addition, three local political education consultants should be added to his staff for the six weeks preceding each vote. There will be either four or five Marianas-wide votes, depending on whether Congress insists on any amendments in the status agreement or Marianas Constitution. Because of the breadth of issues, the plebiscite and first referendum on the Constitution will require two pamphlets; the other votes will require one pamphlet each.

Total Cost:

Low estimate. . . \$55,940

High estimate . . \$80,270

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1/ This assumes a hypothetical period starting at the close of the U.S.-Marianas negotiations, a plebiscite about 40 days after the signing of a formal status agreement, the election of representatives to the Constitutional Convention about 40 days later, the start of the convention within two weeks, a convention lasting three months, a referendum one and one-half months later, U.S. Congressional considerations for five months, no reconvening of the convention or second referendum, U.N. considerations for four months, and the election of officials to the new government one-and-a-half months after U.N. approval. The estimate of four months for obtaining U.N. approval is probably quite low because the U.S. plans not to seek partial termination. However, the political education office might go on a stand-by basis after congressional approval and until the U.N. considerations become active.

2/ The longer term results from assuming a longer Constitutional Convention (eight months versus three); longer U.S. Congress considerations (ten months versus five); three months for reconvening the Constitutional Convention and holding a second referendum; and longer active U.N. considerations (seven months versus four).

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2. (Possible) Support for a Joint Commission on the Applicability of Federal Laws

If there is a joint commission or some equivalent group, the Marianas would help support its representatives -- the assumption here is that there will be three such representatives for 26 man-weeks each.<sup>1/</sup>

Total Cost . . . \$30,240

3. Holding a Plebiscite

This project covers the administrative costs of conducting a Marianas-wide plebiscite. (See Appendix B, item 3b.)

Total Cost . . . \$12,000

4. Election for Representatives to the Constitutional Convention

This project includes the administrative costs of conducting a Marianas-wide election.

Total Cost . . . \$12,000

5. The Constitutional Convention

The Constitutional Convention is assumed to have 16 representatives and a full-time staff which includes a

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<sup>1/</sup> By way of analogy, the 1950 Organic Act for Guam (Public Law 630, 81st Cong., 2d Sess.) established a Commission on the Application of Federal Laws to Guam. The Commission had seven members, including three representatives from Guam. The Commission was given one year in which to make its report, and took that entire period to do so.



lawyer and another professional. The low estimate assumes the convention will last for three months, with the representatives each averaging eight man-weeks of official work. The high estimate assumes the convention will last eight months, with the representatives each averaging 17 man-weeks of official work.<sup>1/</sup> In either case, there would be consultants -- stateside lawyers (five man-weeks), Marianas lawyers (five man-weeks), and political scientists (ten man-weeks).

Total Cost:<sup>2/</sup>

Low Estimate . . . \$ 80,590

High Estimate . . . \$169,920

6. Referendum on the Constitution

This project includes the administrative costs of conducting a Marianas-wide referendum.

Total Cost . . . . \$12,000

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<sup>1/</sup> The Puerto Rico Constitutional Convention in 1951-52 lasted almost five months. As noted before, the Virgin Islands' "Second" Constitutional Convention met on a sporadic basis for almost a full year.

<sup>2/</sup> The Congress of Micronesia considered this year a bill to provide for a Micronesian Constitutional Convention. As amended, \$750,000 would have been appropriated. The bill passed the Senate, but stalled in the House. For details on costs, see Appendix C.

The Congress of Micronesia itself has a budget of \$1,268,900 for the period July 1, 1973 through March 31, 1974. The Congress has one 50-day session at the start of the calendar year. In most previous years, it has had special sessions, but it passed supplemental appropriations to defray the costs of the special sessions. The Congress includes 12 Senators and 20 Representatives. For details on costs, see Appendix C.

7. Participation in Considerations by the U.S. Congress and the United Nations

Participation in considerations by the U.S.

Congress will require two trips of two full weeks' duration each to Washington, D.C. by two Marianas representatives.

As for the United Nations, two Marianas representatives will need to appear at the United Nations for a two-week period. Stateside lawyers will provide them with three man-weeks of assistance.

Total Cost . . . \$18,940

8. (Possible) Reconvening the Convention and Holding Another Referendum

The low cost estimate assumes that the activities in this project are not required and, hence, do not occur. The high estimate assumes that the convention will be reconvened for two weeks, with each representative working full-time. In addition, while the staff will have been disbanded, the consultants (a stateside lawyer, a Marianas lawyer, and a local political scientist) will be available both weeks. In addition, there will be the administrative costs of conducting another Marianas-wide referendum.

Total Cost:

Low Estimate . . . 0

High Estimate . . . \$29,210

9. Drafting of an Initial Legislative Program

Drawing upon the research on reorganizing the Executive, Legislative, and Judicial Branches (projects A-3 and A-4), this project will essentially be a drafting effort and will mainly be undertaken by the legislative program staff with two full-time lawyers (one for 30 weeks and one for 20 weeks) and a public administration expert (20 weeks). These people would be hired on a long-term basis with the understanding that, if possible, they would become the nucleus of the legislative staff for the new Marianas Legislature. These people would have the assistance of stateside lawyers (four man-weeks), Marianas lawyers (ten man-weeks), political consultants from outside the Marianas (five man-weeks), and Marianas public representatives and local consultants (ten man-weeks).

Total Cost . . . \$76,900<sup>1/</sup>

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<sup>1/</sup> This project, along with projects A-3 and A-4, involves more than a recodification and minor revision of the existing Trust Territory Code. It involves preparing a Legislative Program which might include wide-ranging changes in the TT Code; indeed, the Executive Branch reorganization will require significant changes in the laws.

Given that caveat, a limited analogy to this project is found in the effort initiated in 1969 to revise and recodify the TT Code. John Steincipher, a lawyer has done much of the work under the supervision and with the cooperation of a Committee on the Code. While estimates are not exact, this effort has cost over \$140,000. See the discussion in Appendix C.

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10. Election of the Officials in the New  
Government

This project includes the administrative costs  
of conducting a Marianas-wide election.

Total Cost . . . \$12,000

TABLE 1

Total Costs of the Government Planning Program

	<u>Low Estimate</u>	<u>High Estimate</u>
<u>Planning and Preparation for Implementation</u>		
1. Legal Support for Economic, Social, and Physical Planning	\$ 36,300	\$ 36,300
2. Research on the Application of Federal Laws	170,680	170,680
3. Research on Executive Branch Reorganization	75,880 <sup>b/</sup>	75,880 <sup>b/</sup>
4. Research on Legislative and Judicial Reorganization	54,820	54,820
5. Research on Establishing an Interim Government	46,750	46,750
6. Research on Political Education	7,770	7,770
7. Political Education	32,400	32,400
8. Research on Conducting a Plebiscite	2,520	2,520
9. Research Preparing for a Constitutional Convention	47,830	47,830
<u>Subtotal:</u>	\$474,950	\$474,950
<u>B. Implementation</u>		
1. Political Education (continued)	\$ 55,940	\$ 80,270 <sup>a/</sup>
2. (Possible) Support for a Joint Commission on the Applicability of Federal Laws	-	30,240 <sup>a/</sup>
3. Holding a Plebiscite	12,000	12,000
4. Election for Representatives to the Constitutional Convention	12,000	12,000 <sup>a/</sup>
5. The Constitutional Convention	80,590	169,920 <sup>a/</sup>
6. Referendum on the Constitution	12,000	12,000
7. Participation in Considerations by the U.S. Congress and the United Nations	18,940	18,940
8. (Possible) Reconvening the Convention and Holding Another Referendum	0	29,210 <sup>a/</sup>
9. Drafting on Initial Legislative Program	76,900	76,900
10. Election of the Officials in the New Government	12,000	12,000
<u>Subtotal:</u>	\$280,370	\$453,480
<u>Total:</u>	\$755,320	\$928,430

<sup>a/</sup> Except for the projects designated by this footnote, only one cost is estimated for each project. The reasons for the range of estimates are discussed in the text at pp. 24-25.

<sup>b/</sup> This is the same as the "Government Reorganization Planning" in MPSC, Proposed Planning Program, pp. 53-57.

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APPENDIX A:  
DETAILED COSTS

The following are detailed costs estimates for the 19 projects. Many of the underlying cost factors are noted in Appendix B.

A. Planning and Preparation for Implementation

1. Legal Support for Economic, Social, and Physical Planning

-- Lawyer hired on full-time basis for six months (including moving allowance of \$2,000):	\$19,500
-- Four man-weeks by a local lawyer in the Marianas:	6,720
-- Four man-weeks by stateside lawyers:	<u>10,080</u>
Total . . .	\$36,300

2. Research on the Application of Federal Laws

-- 40 man-weeks by stateside lawyers, including two visits of two weeks (14 days with travel) each in the Marianas:	\$113,480
-- 40 man-weeks by various consultants, including four visits of two weeks (14 days with travel) each in the Marianas:	<u>57,200</u>
Total . . .	\$170,680

3. Research on Executive Branch Reorganization

-- 24 man-weeks by a public administration specialist, hired on long-term basis (including a moving allowance of \$2,000):

-- 32 man-weeks by a variety of short-term experts, including 12 two-week trips to the Marianas:

Total . . . \$75,880<sup>1/</sup>

4. Research on Legislative and Judicial Branch Reorganization

-- ten man-weeks by stateside lawyers, including two weeks (14 days with travel) in the Marianas: \$26,500

-- ten man-weeks by a Marianas lawyer: 16,800

-- five man-weeks by short-term consultants from outside the Marianas, including two trips (14 days each with travel) in the Marianas: 9,100

-- ten man-weeks total by Marianas public representatives and local consultants: 2,420

Total . . . \$54,820

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1/ This total is from MPSC, Proposed Planning Program, pp. 53-57. That plan uses similar factors as contained in Appendix B. If the Appendix B factors were used, the figures would be \$18,150 + \$57,220 = \$75,370.

5. Legal Research on Establishing an Interim Government

-- Eight man-weeks by stateside lawyers, including two weeks (14 days, including travel) in Marianas by one:	\$21,460
-- Four man-weeks by Marianas lawyers:	6,720
-- Eight man-weeks by a public administration consultant, including two weeks (14 days with travel) in the Marianas:	11,300
-- Four man-weeks by a community development consultant, including two weeks (14 days with travel) in the Marianas:	6,300
-- Four man-weeks by a local community development consultant:	<u>970</u>
Total . . .	\$46,750

6. Legal Research on Political Education

Five man-weeks of legal work would be required and one man-week from a political education consultant.

-- Four man-weeks by short-term local political education and media consultants:	\$ 970
-- Two man-weeks by stateside consultants on media and political education:	2,600
-- One man-week by stateside lawyers in Washington, D.C.:	2,520
-- One man-week by a local lawyer in Saipan:	<u>1,680</u>
Total . . .	\$ 7,770



7. Political Education

-- 78 man-weeks of a local political education director, hired on a long-term basis:	\$18,900
-- Two 20-page pamphlets for each eligible voter:	13,000
-- Miscellaneous inter-island travel	<u>500</u>
Total . . .	\$32,400

8. Research on Conducting a Plebiscite

-- One man-week by stateside lawyers:	\$ 2,520
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9. Research Preparing for a Constitutional Convention

-- Sixteen man-weeks by stateside lawyers, including four weeks (28 days with travel) in the Marianas:	\$41,970
-- Two man-weeks by a Marianas lawyer:	3,360
-- Two man-weeks by a public administration consultant:	<u>2,500</u>
Total . . .	\$47,830

B. Implementation

1. Political Education

The low estimate would be:

-- 78 man-weeks of a local political education director, hired on a long-term basis:	\$18,900
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-- 24 man-weeks (six before each election) by each of three local political education consultants (= 72 man-weeks):	\$17,540
-- Two 20-page pamphlets for each person eligible to vote for the plebiscite and the first referendum on the Constitution:	13,000
-- One pamphlet for each of the two elections:	<u>6,500</u>
Total . .	\$55,940

A longer transition period and an additional referendum on the Constitution would create the following additional costs:

-- 69 man-weeks of a permanent political education director:	\$16,720
-- Six man-weeks by each of three local political education consultants (= 18 man-weeks):	4,360
-- One pamphlet:	<u>3,250</u>
Total Additional . .	\$24,330

This makes the high estimate: \$80,270.

2. (Possible) Support for a Joint Commission on the Applicability of Federal Laws

-- 26 man-weeks by each of three Marianas representatives to a joint commission or equivalent group, with each representative making two trips of 30 days' each to Washington, D.C.:	<u>\$30,240</u>
Total . .	\$30,240

3. Holding a Plebiscite

-- See Appendix B, item 3b: \$12,000

4. Election for Representatives to the Constitutional Convention

-- See Appendix B, item 3b: \$12,000

5. The Constitutional Convention

The low estimate would be for a 13-week (four-month) convention:

-- Eight man-weeks of official work for each of 16 representatives (= 128 man-weeks), including per diem expenses and weekly trips home for five representatives from islands other than Saipan:	\$30,840
-- Thirteen man-weeks by a lawyer hired full-time:	8,750
-- Thirteen man-weeks for a professional employee from the Marianas:	3,150
-- Five man-weeks by stateside lawyers, including 28 days in the Marianas:	14,250
-- Five man-weeks by Marianas lawyers:	8,400
-- Ten man-weeks by political scientist consultants, including 50 days in the Marianas:	<u>15,200</u>
Total . . .	\$80,590

A longer convention (8 months or 39 weeks) would create the following additional costs:

-- 17 man-weeks of official work for each of 16 representatives (= 272 man-weeks), including per diem expenses and weekly trips home for five representatives from islands other than Saipan:	\$65,530
-- 26 man-weeks by a lawyer hired full-time:	17,500
-- 26 man-weeks for a professional employee from the Marianas:	<u>6,300</u>
Total Additional . . .	\$89,330

This makes the high estimate: \$169,920.

6. Referendum on Constitution

-- See Appendix B, item 3b: \$12,000

7. Participation in Considerations by the U.S. Congress and the United Nations

-- Four weeks (28 days, including travel) in Washington, D.C. in two-week segments by each of two Marianas representatives (= 56 days): \$ 7,220

-- Two weeks (14 days, including travel) in New York by each of two Marianas representatives (= 28 days): 3,710

-- Three man-weeks by stateside lawyers, including four trips between Washington, D.C. and New York and 10 days in New York: 8,010

Total . . . \$18,940

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8. (Possible) Reconvening the Convention and Holding Another Referendum

a. Reconvening the Convention (2 weeks)

- Two man-weeks of official work for each of 16 representatives (= 32 man-weeks), including per diem expenses and weekly trips home for non-Saipanese representatives: \$ 7,210
  - Two man-weeks for a Marianas lawyer: 3,360
  - Two man-weeks for a stateside lawyer, including 7 days in the Marianas: 6,160
  - Two man-weeks by a local political science consultant: 480
- \$17,210

b. Referendum. See Appendix B, item 3b: 12,000

Total . . \$29,210

9. Drafting of an Initial Legislative Program

- Two lawyers hired full-time, one for 30 weeks and one for 20 weeks: \$33,650
- One professional staff member hired full-time for 20 weeks: 4,850
- Four man-weeks by stateside lawyers, including two weeks (14 days with travel) in the Marianas: 11,380
- Ten man-weeks by a Marianas lawyer: 16,800

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-- Five man-weeks by short-term consultants from outside the Marianas, including one trip (14 days with travel) in the Marianas:	\$ 7,800
-- Ten man-weeks total by Marianas public representatives and local consultants:	<u>2,420</u>
Total . . .	\$76,900

10. Election of the Officials in the New Government

-- See Appendix B, item 3b: \$12,000

APPENDIX B:

COST FACTORS

The following are the basic factors used for making cost estimates. (See the explanation at pp. 22-25 of some of the underlying assumptions here.)

1. Salaries and Expenses for Marianas Citizens Who Are Officials, Employees, and Consultants

a. Representatives and Elected Officials. (This category includes Marianas people serving as representatives to the U.S. Government or the United Nations and those elected as officials to the Constitutional Convention.) 1/

-- Salary: \$30 per day.

-- Overhead (secretarial support, supplies, telephone): \$6 per day (or 25% of salary).

-- Per diem expenses (when out of the Mariana Islands or on an island other than one's own -- e.g., a Tinian resident on Saipan): \$25 per day.

-- Travel Expenses:

-- Between islands: average of \$20 round trip.

-- Between Saipan and Washington, D.C.: \$950 round trip.

-- Between Washington, D.C. and New York: \$50 round trip.

b. Employees -- Professional. (This includes, inter alia, the political education officers, the professional staff for the Constitutional Convention, and the legislative staff preparing the Legislative Program.)

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1/ Members of the Marianas District Legislature presently receive \$30 per day salary. Members of the Congress of Micronesia receive a salary of \$12,000 per year, \$25 per day expenses (when outside of their District), travel expenses, and \$1,500 per year for office expenses. The U.S. Government allows its employees \$25 per diem expenses.

- Salary: average \$9,000 per year.
- Overhead (secretarial support, supplies, telephone, etc.): \$3,600 per year (or 40% of salary).
- Per diem and travel expenses: see 1.a. above.

c. Consultants. (This would include former TTPI employees or others.)

- Same as 1.b.

## 2. Salaries and Expenses for Lawyers and Stateside Professionals.

a. Lawyers and Consultants Hired for the Long-Term.

- Salary: average \$25,000 per year.
- Overhead (secretarial support, supplies, telephone, etc.): \$10,000 (or 40% of salary).
- Per diem and travel: see 1.a. above.

b. Short-Term Lawyers from the Marianas.

- Salary and overhead (including secretarial support): \$40 per hour.
- Xeroxing and out-of-pocket expenses (e.g., taxis, long-distance phone calls): \$2 per hour.
- Per diem and travel expenses: see 1.a. above.

c. Short-Term Lawyers from Stateside.

- Salary and overhead: average of \$60 per hour.
- Xeroxing and out-of-pocket expenses: \$3 per hour
- Per diem (when out of Washington, D.C.) and travel expenses: see 1.a. above.

d. Short-Term Consultants

- Salary: \$150 per day.
- Overhead: \$100 per day (2/3 of salary).
- Xeroxing and out-of-pocket expenses: \$10 per day.
- Per diem (when out of home town) and travel expenses: see 1.a. above.



### 3. Elections

- a. Voters. (Compared to present numbers, these numbers assume some increase in eligible voters as a result of increased population, and more registered and voting voters as a result of political education and voter interest.) 1/
- Number eligible: 6,500.
  - Number registered: 6,000.
  - Number who vote: 5,000.
- b. Administrative costs of conducting a Marianas-wide vote. (This includes the cost of printing ballots, distributing them, supervising the election, and counting ballots. It also covers the costs, allocated over a series of votes, of establishing and maintaining an independent Elections Board. It does not include political education.) 2/
- Each plebiscite, referendum, or election: \$12,000.

### 4. Political Education

- a. Publications. (This assumes a 20-page black-and-white pamphlet.)
- To each eligible voter: \$.50 each 3/ x 6,500 eligibles = \$3,250.
- b. Radio and TV time: No cost. (The TTPI government owns the radio stations and could provide free air time. The TTPI government also has access to twenty percent of the television time each day and could make some of this available for public elections.)

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1/ There are now about 6,300 people eligible to register and 5,680 are registered. In the 1972 election, 4416 people voted.

2/ The TTPI government specifically earmarked \$1,300 and \$2,300 for the administrative costs of the last two elections, 1970 and 1972, respectively. However, there were many hidden costs incurred and absorbed in other government accounts. For example, government employees were deployed on a temporary basis to assist in the conduct of the elections with their salaries, including overtime, charged to their regular activities, not election funds. The TTPI Government estimates that the "many hidden costs . . . would increase actual cost of administration for any given year approximately five times greater than amount earmarked." TTPI Cable 524, "Joint Exercise with Economic and Legal Consultants," September 1973.

3/ Ibid.

APPENDIX C:

SOME ANALOGIES

The following are three analogies which deserve some detailed discussion.

1. Revision and Recodification of the Trust Territory Code

From 1969 through the present, there has been an on-going project to revise and recodify the TT Code. John Steincipher, an attorney from outside the Marianas, was initially retained in 1969 to do the work under the supervision and with the cooperation of a Committee on the Code. The Committee is composed of the Attorney General of the TTPI, the Chief Justice of the High Court, the Legislative Counsel of the Congress of Micronesia, and, since April 1972, a representative from the office of the Public Defender and one from the Micronesian Legal Services Corporation. Members of the Committee employed two staff attorneys to assist Steincipher and specifically to proofread and scrutinize the drafts he proposed.

While it has not been possible to obtain the total cost or time involved in the project, the TTPI Government reports the following expenditure of time and funds. Steincipher worked on Saipan for approximately six months in 1969 to devise a structure for the new code. The Committee on the Code then modified and revised his proposals, whereupon he worked at least another six months to prepare an initial preliminary draft. The Committee

read every volume thoroughly and made suggestions. A ten-member committee from the House and Senate of the Congress of Micronesia met with Steincipher and with the Committee on the Code for approximately two weeks. The Congressional committee suggested the code include only existing material, and that all new statutes drafted by Steincipher be deleted. All of the new material was then deleted, and the Congress of Micronesia then enacted the draft into law on September 22, 1970.

A supplementary agreement was subsequently entered into between TTPI and the Book Publishing Co. of Seattle to create a supplement to the Code. The Committee on the Code met several times to review proposed drafts of the supplement, and members and their staffs once again spent days proof-reading material. The revision and recodification involved no substantive changes or additions to the TT laws. Public Law 3C-51, which enacted the code as law, reads in part: "This enactment of the Trust Territory Code is intended to effect a recodification of the general and permanent laws of the Trust Territory and is not intended to effect any substantive changes therein."

The Congress of Micronesia appropriated a total of seventy thousand dollars (\$70,000) for revision and

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recompilation. The TTPI Government contracted on June 9, 1969, with Book Publishing Co. for the company's services in return for \$62,000, and an additional amount of approximately \$14,000 will be paid to Book Publishing Co. for the supplement.<sup>1/</sup>

2. Proposed Constitutional Convention for Micronesia.

In 1973, the Congress of Micronesia considered S.B. No. 38, S.D. 1, "A Bill for an Act Calling a Constitutional Convention for Micronesia; Prescribing its Powers, Duties, and Functions; Appropriating Money Therefore; and for Other Purposes." The bill passed the Senate, but was stalled in the House. As reported from the Senate Committee on Ways and Means and as passed by the Senate, the bill provided the following:

A Constitutional Convention was to be held. There would be 60 delegates. Elections would be held in early November 1973 and the convention would convene on May 6, 1974. There would be a Pre-Convention Committee, consisting of seven members, which would be authorized to take "necessary and appropriate" steps to facilitate the work of the convention. The convention itself was not to

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<sup>1/</sup> Source for the above: TTPI Cable #540, "Joint Exercise with Economic and Legal Consultants," October 4, 1973.

last longer than 120 days. The Constitutional Convention and the Pre-Convention Committee would be assisted by the staff of the Congress of Micronesia and by such other staff as the convention or the committee deemed necessary. There would be a referendum on the draft constitution in April 1975.

The total appropriation would be \$750,000, with a hope expressed by the Senate Committee on Ways and Means that the U.S. Government would help finance some of the costs out of other than COM funds. The detailed budget was as follows:

A. Expenses of the Convention and Pre-Convention Committee:	
Delegates' Compensation (130 days) <sup>1/</sup>	\$411,000
Staff travel and per diem (140 days)	157,500
Miscellaneous salaries	11,500
Consultants' travel and allowance	45,000
Per-Convention Committee travel and per diem	<u>25,000</u>
Subtotal	650,000
B. Expenses to Conduct an Election for Delegates	
	25,000
C. Expenses for Referendum on Constitution	
	25,000
D. Expenses for the Political Education Commission.	
	<u>50,000</u>
Total	\$750,000

1/ Delegates were to be paid at a rate of \$30 per day. Delegates were entitled to all necessary travel expenses and to per diem at standard TTPI rates.

3. Congress of Micronesia.

The Congress of Micronesia has appropriated for its operating expenses for the period from July 1, 1973, to March 31, 1974, the sum of about \$1,268,659. This is apparently for the regular 50-day session, since the usual practice in the past has been to seek a supplemental appropriation when there is a special session. The Congress has 12 Senators and 20 Representatives.<sup>1/</sup>

The detailed budget is as follows:

A. House of Representatives . . . . .	\$395,419
B. Senate . . . . .	256,287
C. Office of the Legislative Counsel . . . . .	377,683
D. Joint Committee . . . . .	139,270
E. Special Session . . . . .	80,000
F. Outside Travel . . . . .	<u>20,000</u>
Total	\$1,268,659

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<sup>1/</sup> The present size of the Congressional staff when the Congress is not in session is 28. When in session there are 73 staff members, including clerks and pages.