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PRESENTED BY AMBASSADOR WILLIAMS DECEMBER 10, 1974

MARIANAS V - FOURTH WORKING SESSION - DECEMBER 10, 1974

MILITARY LAND REQUIREMENTS

OUTLINE PRESENTATION

I. Review of work of Joint Land Committee

A. Meetings of Joint Land Committee

- Members of Joint Committee meetings in Saipan beginning in July and later in Washington lasting to late September accomplished a great deal in U.S. view, particularly in the area of achieving basic understandings of the problems involved in meeting U.S. military land requirements and accommodating resulting needs of civilian community.

- Where major differences still remain in areas of method of acquisition and price, believe work of committee at least succeeded in introducing large degree of understanding of other sides' points of view.

B. Surveys

- One of the first items to which land committee addressed itself was that of survey of the boundaries of areas involved to determine actual location of proposed boundaries on the ground and acreage involved.
- Surveys now completed and results have been furnished MPSC
- Contains no surprises.
- Some adjustment, however, in acreage has resulted--a slight

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increase in Tinian (up from 17,475 acres to 17,808) and
down in other areas (Tanapag and Isely)

- Must now proceed to determine extent to which we can reach final agreement on boundaries as actually laid out on the ground so that technical description can be incorporated in detailed land agreements.

C. Report of Land Committee

- While Land Committee draft report has not been finally worked out and approved it seems clear that large measure of agreement reached on certain important points.

(1) On San Jose Harbor believe we have basis for working out agreement regarding allocation of space and accommodation of civilian needs, although more work needs to be done in determining which of the alternatives presented will most nearly satisfy the interests of all concerned.

(2) On joint use of harbor believe committee came very close to agreement on how operations are to be phased over to civilian control just as rapidly as possible making maximum use of civilian joint service contracts.

(3) On the joint use of West Field again a large measure of agreement was reached on basic principles of operation and division of responsibilities.

(4) Additionally at West Field committee seems to be very close in principle on such critical questions as division of costs and the development of civilian terminal and other facilities.

(5) In the area of other joint uses similar progress was made

though further studies were indicated in certain specific areas. On this I will have more to say shortly.

(6) In certain of the so-called social structure areas there are clear differences of opinion. What I will say further along in this presentation will likely have a material bearing on these.

(7) So far as leasebacks or so-called out-grants are concerned, I am happy to note that there seems to have been a real meeting of the minds on many important points, both as regards the extensive area south and east of the runway on Tinian and as regards the other areas not immediately needed for military purposes within the proposed base boundaries, though some differences remain with respect to whether these areas should be offered to the Government of the Northern Mariana Islands or private individuals and at what rates.

(8) With regard to method of acquisition and price I will have more to say on these subjects in my next presentation and prefer to reserve comment on these until that time.

II. Rationale for Separate Technical Agreement on Land

A. Background

- U.S. had originally assumed that Marianas land entity would have been created and all public land would have been turned over to it prior to signature of agreement and military retention lands upon signature.

- On this basis it would have been possible to draw up the actual instrument of conveyance for military land transfer between the title holder (the legal entity) and the U.S. and to execute it simultaneously with the Covenant to become effective upon final approval of the Covenant and the payment of the agreed consideration by the U.S.
- Instrument would also have included terms of lease-backs or out-grants as discussed by land committee and approved by principals.
- Unfortunately veto of Marianas land entity bill makes it look now as if land entity might not be ready in time and some other arrangement must be made to handle conveyancing problem.
- Would expect legal entity to be formed and conveyance to be executed before Covenant finally approved, but we need something to cover the point in the interim.

B. Other Problems

- We also have considered problem of what other types of arrangements must be entered into relating to land.
- Clear that we will need some kind of joint use agreement on harbor and airfield, which would also include points discussed by land committee and agreed to by principals, plus other technical matters.
- But these would have to await formation of an appropriate authority on part of Marianas to enter into such joint use agreements and meanwhile an appropriate means needs to be

found to record agreements and understandings reached between us regarding joint use.

- Same is true of so-called social structure items: use of beaches and recreation facilities, water, utilities, etc. which would normally be worked out between civilian community and military command, perhaps through medium of proposed Joint Civil/Military Committee, which is yet to be formed.

C. Proposal for Technical Agreement on Land

- Given these considerations it seemed to us that easiest way to get around these problems would be to enter into a technical agreement which would serve several purposes at once:

- (1) It would record the important points to be included in the conveyancing instrument to be executed by the legal entity once it is formed.
- (2) It would also record the major features to be incorporated in the joint use agreement between the Marianas authorities once formed and the military command.
- (3) It would set down basic understanding regarding the social structure which would guide the future deliberations of the military command and the local civilian community and might form a part of the terms of reference for a future Joint Civil/Military Committee.

- On Marianas side we would think it appropriate for technical agreement to be submitted for approval by MDL in order to bind legal entity and airport and harbor authorities when formed. This would go right along with MDL approval of Covenant. But technical agreement would not have to be given to people of Marianas or U. S. Congress for approval though it would be available to both for their information at time they were asked to approve the Covenant.
- We see then a technical agreement in three parts:
 - (1) Items for inclusion in conveyance
 - (2) Items for inclusion in joint use agreements
 - (3) Items to provide guidance to future Civil/Military Committee
- We have drawn up a draft of such a technical agreement.
- Format is as indicated; substance follows draft report of joint land committee and incorporates several features of MPSC version of Section 803 of Covenant but shows splits on the yet unresolved questions of method of acquisition and payment.
- Suggest you study it and give us your reactions both as to form and as to substance.
- Believe that if this idea is generally acceptable process of working out the draft should substitute for any further need for final report from drafting committee.

III. New Developments Since Last May with Respect to the Defense Department's Proposed Plans for Tinian

A. Over past few months the DOD has been reviewing the political-military situation in Asia and the Western Pacific. This review has included a reexamination of military priorities and allocations of defense funds and the deployment of U.S. forces in the Pacific.

B. While this review has not been completed and will not be for a month or more it has already resulted in the restructuring of certain base planning due in part to:

- the world wide economic situation and rising inflation.
- constraints on the DOD's budget and the impact of an inflation on a fixed or declining budget.

C. Tinian and the plans for the development of a joint service base have been included in this review and the restructuring of base planning.

It has been concluded that

- there continues to be an important near term and a long term military requirement for the proposed Tinian land requirements as previously set forth and agreed to last May.
- the projected long-term repeat long-term use of Tinian for the various missions mentioned in previous rounds remains unchanged, i.e.,
 - Joint service land air and sea training and maneuver area.
 - Ammunition storage area.
 - Forward logistics base
 - Operational joint service air field
 - Harbor facilities to support above activities (San Jose

and Dump Coke.)

-- The major planned use for Tinian in the near term will be for ground-sea-and air training exercises.

--- will be used as needed by Marines, the Army, the Navy and the Air Force.

--- Will become an important site for keeping U.S. forward forces, especially fleet marine units at sea, in a high state of readiness through combined exercises.

--- Will be used by units of various sizes--up to 2,000 men. Ground operations, amphibious landings, to be supported by appropriate naval and air units.

-- To support these operations and to facilitate the rapid build-up and implementation of future plans for Tinian, the harbor at San Jose will be rehabilitated and West Field will be up-graded.

-- Ammunition storage may come later; if it does, a wet slip for off-loading ships will be built at Dump Coke.

D. In brief what does this mean short-term (statements made with caveat that planning still in process).

-- West Field will not be reoriented and it will not be lengthened at this time. It will however be upgraded in the near future (next year or two). I have asked what does upgrading mean--resurfacing, lights, new POL facilities? I hope to have answers in a day or so.

-- San Jose Harbor will be rehabilitated in the near future.

--- the breakwater rebuilt.

--- the channel dredged

--- the dock area repaired.

- There will also be the possibility of related improvements to support the training mission and to provide the capability to expand rapidly in case of an emergency. (Roads)
- No permanent structures are planned at this time.
- No plans for stationing permanent military personnel on Tinian in the near term.

E. For the long term I have been advised by OSD that the plans for the further development of the Tinian base are being reviewed and any required construction would be completed over a long range period--unless world conditions dictate otherwise--i.e., an acceleration.

- Earlier we had talked of completing the base in seven phases.
- Now the planning is being stretched out to cover a much longer build-up period.
- And it should be noted that pace and the degree to which current plans will be implemented will be determined by the general security situation in the Western Pacific and other considerations including financial ones.

F. Some will view this stretch-out and more limited immediate planned use of Tinian for military operations with relief--others with disappointment.

- For the short term it will mean less in terms of local income from construction and a military presence--for the future government and for the general business community.
- It will mean the loss in the short term of training and employment opportunities.
- On the other hand present plans will, at no local cost, result in an upgrading of San Jose Harbor and West Field and possible other

improvements. Also Civic Action Programs will make contributions.

-- It will also provide for continued access to the central and northern areas of Tinian--and the prospect of increased acreage being available for leasebacks in the northern two-thirds for agricultural-farming and grazing to the local people or to Farmer's cooperatives serving the military market for fresh produce on Guam.

-- It will provide for more time for the Northern Marianas to become accustomed to working with the military and to plan with them for cooperative efforts of mutual benefit for the present and the future.

G. In meantime would hope that Tinian would benefit from -

- Special \$500,000 fund for CIP.
- Plus CIP grants from regular funds of future government of Northern Mariana Islands.
- More agricultural development, etc., should be encouraged by special loan fund for farmers and fishermen and cooperatives.
- Finally from various U.S. federal programs for schools, utilities, roads, etc.

H. Regret this late development--but changing conditions--in Asia--in the world at large--and pressures on the DOD budget has necessitated this modification in the plans to build over the next 7-10 years a fully operational joint services military base on Tinian with full military facilities and housing and personnel and dependents.

-- Its strategic importance remains however unchanged. Tinian is still considered to be highly important to the JCS and to CINCPAC for its immediate value and for its great potential

as a ready reserve base in the case of emergencies.

-- We therefore would like to proceed with our discussions leading to an agreement on land, as called for in our proposed separate technical agreement.

-- We will provide you copies of our draft technical agreement on defense lands tomorrow morning.