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1974 and 1975, \$60,000,000" and inserting in lieu thereof the following: lieu thereof the following: "for fiscal year 1975, \$75,000,000; and for fiscal year 1976, \$80,000,000; for the period beginning July 1, 1976, and ending September 30, 1976, \$15,100,000; and for fiscal year 1977, \$79,000,000 which amounts for each fiscal year or other period shall be adjusted upward or downward, in the budget transmitted to the Congress for the next succeeding fiscal year, to offset changes in the purchasing power of the United States dollar by multiplying such amounts by the Gross National Product Implicit Price Deflator for the third quarter of the calendar year preceding the fiscal year or other period for which the appropriations are made and dividing the resulting product by the Gross National Product Implicit Price Deflator for the third quarter of the calendar year 1974.

Sec. 2. There is authorized to be appropriated \$1,500,000 to aid in the transition of the Mariana Islands District to a new Commonwealth status as a territory of the United States; *Provided, however,* That no part of such sum may be obligated or expended until final agreement between the Marianas Political Status Commission and the United States has been signed.

[S. 326, 91th Cong., 1st sess.]

A BILL To amend section 2 of the Act of June 30, 1954, as amended, providing for the continuance of civil government for the Trust Territory of the Pacific Islands

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the Act of June 30, 1954 (68 Stat. 330), as amended, is amended by deleting "and for each of the fiscal years 1974 and 1975, \$60,000,000" and inserting in lieu thereof the following: "for fiscal year 1975, \$65,650,000."

Sec. 2. There is authorized to be appropriated \$1,500,000 to aid in the transition of the Mariana Islands District to a new Commonwealth status as a territory of the United States; *Provided, however,* That no part of such sum may be obligated or expended until final agreement between Marianas Political Status Commission and the United States has been approved by the Congress.

[H.R. 5313, 94th Cong., 1st sess.]

A BILL To amend section 2 of the Act of June 30, 1954, providing for the continuance of civil government for the Trust Territory of the Pacific Islands

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the Act of June 30, 1954 (68 Stat. 330), is amended by deleting "and for each of the fiscal years 1974 and 1975, \$60,000,000 plus such sums as are necessary, but not to exceed \$10,000,000, for each of such fiscal years, to offset reductions in, or the termination of, Federal grant-in-aid programs or other funds made available to the Trust Territory of the Pacific Islands by other Federal agencies", and inserting in lieu thereof the following: "for fiscal year 1975, \$75,000,000, and for fiscal year 1976, \$80,000,000; for the period beginning July 1, 1976 and ending September 30, 1976, \$15,100,000; and for fiscal year 1977, \$80,000,000 which amounts for each such fiscal year or other period shall be adjusted upward or downward to offset changes in the purchasing power of the United States dollar and presented to the Congress in the budget document for the next succeeding fiscal year as a supplemental budget request for the current fiscal year, by multiplying such amounts by the Gross National Product Implicit Price Deflator for the third quarter of the calendar year numerically preceding the fiscal year or other period for which such supplemental appropriations are made, and dividing the resulting product by the Gross National Product Implicit Price Deflator for the third quarter of the calendar year 1974, plus such sums as are necessary, but not to exceed \$10,000,000, for each of such fiscal years, or periods, to offset reductions in, or the termination of, Federal grant-in-aid programs or other funds made available to the Trust Territory of the Pacific Islands by other Federal agencies".

Sec. 2. There is authorized to be appropriated \$1,500,000 to aid in the transition of the Mariana Islands District to a new Commonwealth status as a territory of the United States; *Provided, however,* That no part of such sum may be obligated or expended until final agreement between the Marianas Political Status Commission and the United States has been approved by Congress.

UNITED STATES DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., February 26, 1975.

HON. CARL B. ALBERT,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: Enclosed is a proposed bill "To amend section 2 of the Act of June 30, 1954, as amended, providing for the continuance of civil government for the Trust Territory of the Pacific Islands."

Late in the 93rd Congress legislation was introduced and hearings were held on the Administration's proposal to authorize appropriations for the continuance of the civil government of the Trust Territory for fiscal year 1975 and 1976. The reason for the two year proposal was that it would coincide with Stage I of the transition of Micronesia to a new political status. Since that legislation was introduced, negotiations with the Congress of Micronesia's Joint Committee on Future Status have experienced some delay. It now appears that Stage I of the transition will also include fiscal year 1977. The attached Departmental proposal has been amended to reflect that change in schedule by including fiscal year 1977. In addition, authorizations have been included for the transition quarter between fiscal year 1976 and fiscal year 1977. This transition quarter will cover July 1, 1976 through September 30, 1976. We recommend new consideration of the proposed bill and strongly urge that it be enacted.

Public Law 93-111 currently authorizes the appropriation of \$60 million for fiscal year 1975. Our proposed bill would authorize a total annual appropriation of \$75 million for fiscal year 1975, and the 1975 constant dollar equivalent of \$80 million for 1976, \$15.1 million for the transition quarter and \$79 million for 1977. Section 2 of our proposed bill would authorize \$1.5 million for a special program to aid transition of the Mariana Islands District to a new commonwealth status as a territory of the United States.

The Trust Territory of the Pacific Islands is administered by the United States pursuant to a strategic trusteeship agreement concluded in 1947 with the Security Council of the United Nations. Governmental responsibilities are carried out through a territorial government which has executive and judicial branches, and a bicameral legislative body composed entirely of Micronesians.

Under the trusteeship agreement, the United States is charged with the promotion of political, social, educational and economic development. Beginning in 1964, with the establishment of the Congress of Micronesia, political development in the Trust Territory has been rapid and, by most accounts, effective. Indeed, the United States has been engaged since 1969 in continuing negotiations with the Micronesians to determine new political relationships for the area. One major topic of the negotiations is the future financial assistance by the United States to Micronesia.

The bulk of the increased annual authorization would be devoted to the Department's accelerated capital improvement program which the Secretary of the Interior announced in a January 1974 speech to the people of Micronesia. The accelerated capital improvements program has been agreed to because, despite a great expansion of Micronesia's capital plant over the past six years, much remains to be done. The accelerated program is designed for construction of such rudimentary physical infrastructure as will be necessary for a sound and self-sufficient economy. To the extent possible, we would like to have this physical infrastructure in place within the next few years before the trusteeship gives way to a new political status for Micronesia in order to make economic self-sufficiency a more feasible goal when the trusteeship ends.

This policy dovetails with concern over the economy expressed by members of the Congress of Micronesia who cite roads, airports, and shipping facilities as high priority items. Construction or improvement of these and other facilities is vital to education, health, commerce, and even the most simple operations of government and private enterprise in the Trust Territory. Their importance is underlined by the fact that Micronesia's 115,000 population is scattered across 3,000,000 square miles of ocean. The proposed program will reflect a policy of holding down the cost of governmental operations in order that maximum funding may be devoted to important capital improvement projects. The on-going Trust Territory Government program of replacing U.S. personnel with qualified Micronesians will remain an integral part of policy in Micronesia. Future requests for appropriations will also seek to continue the fledgling program for education in self-government and on-going programs in the fields of health and

education. In addition, we look for improvement in communications and transportation among the 2100 islands of Micronesia.

The bill provides an authorization of \$80,000,000 for 1976, \$15,100,000 for the transition quarter and \$79,000,000 for 1977 plus or minus such amounts as will offset changes in the purchasing power of the U.S. dollar measured by the Gross National Product Implicit Price Deflator. This last provision is necessary for implementing an agreement reached in the negotiations. The selection of the GNP Implicit Price Deflator as the appropriate index is based on the need to have as broad and objective an indicator as possible of the changes in the purchasing power of the U.S. dollar.

Our proposal for an expended authorization would make unnecessary the existing authorization of \$10,000,000 for terminated categorical grant programs past its present expiration date at the end of fiscal year 1975. We note that in fiscal year 1975 only \$700,000 was appropriated to cover such terminated grants.

Section 2 of the proposed legislation relates to the negotiations between the United States and the Marianas Political Status Commission which will lead to a new Commonwealth status as a territory of the United States for the Marianas Islands District. The U.S. Congress has final approval authority over these negotiations. Section 2 would authorize the appropriation of \$1,500,000 for a special program of transition in the Marianas which will include, among other things, a constitutional convention and referendum, a political status plebiscite, political education programs and economic, fiscal and physical planning studies. The need for these funds is quite urgent since the agreement was signed on February 15, 1975. The transition period is scheduled to begin as soon as the political status agreement is approved by the people of the Northern Marianas in a plebiscite tentatively scheduled for June, 1975.

The proposed increases in authorizations are endorsed by Ambassador Franklin Hayden Williams, the President's Personal Representative for Micronesian Status Negotiations. The proposal in section 1 is deemed vital to our negotiating efforts since it reflects the tentative agreements reached with the Congress of Micronesia's Joint Committee on Future Status at Carmel, California, in March 1974. Section 2 supports the agreement on a Marianas transition program reached in Saipan in May 1974 during the Fourth round of Marianas political status negotiations.

The Office of Management and Budget has advised that the presentation of this proposed legislation is in accord with the program of the President.

Sincerely yours,

ROYSTON C. HUGHES,
Assistant Secretary of the Interior.

Enclosure.

A BILL To amend section 2 of the Act of June 30, 1954, as amended, providing for the continuance of civil government for the Trust Territory of the Pacific Islands

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the Act of June 30, 1954 (68 Stat. 330), as amended, is amended by deleting "and for each of the fiscal years 1974 and 1975, \$80,000,000" and inserting in lieu thereof the following: "for fiscal year 1975, \$75,000,000; and for fiscal year 1976, \$80,000,000; for the period beginning July 1, 1976 and ending September 30, 1976, \$15,100,000; and for fiscal year 1977, \$79,000,000 which amounts for each fiscal year or other period shall be adjusted upward or downward, in the budget transmitted to the Congress for the next succeeding fiscal year, to offset changes in the purchasing power of the United States dollar by multiplying such amounts by the Gross National Product Implicit Price Deflator for the third quarter of the calendar year preceding the fiscal year or other period for which the appropriations are made and dividing the resulting product by the Gross National Product Implicit Price Deflator for the third quarter of the calendar year 1974.

Sec. 2. There is authorized to be appropriated \$1,500,000 to aid in the transition of the Mariana Islands District to a new Commonwealth status as a territory of the United States; *Provided however,* That no part of such sum may be obligated or expended until final agreement between the Marianas Political Status Commission and the United States has been signed.

Mr. BURTON. We would like to welcome all of you here. It is the intention of the Chair to deal with the trust territory authorization proposals, and then with the Bikini payment proposals.

Mr. BURTON. Without objection, the statement of Mr. Wilson will be included in the record at this point, as well as the prepared statement of Mr. Johnston.

[The prepared statements of Mr. James M. Wilson, Jr., and Mr. Edward E. Johnston in full follow:]

STATEMENT BY JAMES M. WILSON, JR., U.S. DEPUTY REPRESENTATIVE FOR
MICRONESIAN STATUS NEGOTIATIONS

Mr. Chairman, members of the subcommittee, it is a privilege to appear once again before the members of this subcommittee to support the Administration's supplemental authorization request for FY-75 and for fiscal year's 1976 and 1977 authorization requests for the Trust Territory of the Pacific Islands. Ambassador Hayden Williams, the Personal Representative of the President of the United States for these status negotiations would be only too pleased to appear before you today to lend his support to this request. Unfortunately, he is presently in San Francisco and could not be reached in time to make an appearance here. I am his deputy and represent him here now.

In October of last year, I appeared before this subcommittee to describe the need to raise the authorization ceiling for the Trust Territory of the Pacific Islands as a whole to \$75 million in 1975 and to \$80 million in 1976. I also addressed the need for \$1.5 million to finance a series of transitional activities in preparation for the establishment of a future Commonwealth of the Northern Mariana Islands in political union with the United States.

At that time I said that this request to raise the ceiling authorization for the Trust Territory was closely related to our negotiations. In our discussions with the Co-Chairmen of the Congress of Micronesia's Joint Committee on Future Status, they took the position that the new status arrangements should not be put into effect abruptly but rather should be phased in over an extended period of time. This would provide time for two important things to happen which they consider essential to their new status:

1. It would permit a gradual change-over in administration from the present American orientated organization to a new one which will function after the end of the Trusteeship.

2. It would also permit the present administration to put in place much of the basic infrastructure before the end of the Trusteeship.

We have agreed in principle with the Micronesians that this would be desirable in a transitional period leading into a new status arrangement between Micronesia and the United States on the termination of the Trusteeship. Our negotiating efforts have naturally been concentrated on the post-trusteeship period. We have both recognized, however, that what happens between now and the end of the trusteeship (the period up to FY 1980 which has been alluded to) has a material bearing on the amounts of financial assistance to be included in the new status agreement.

The draft agreement or "Compact of Free Association", as it is called makes provision for a capital improvement program level in the first five years of the post-trusteeship period of \$12.5 million, dropping progressively each five year period thereafter but would make possible a sustained long term program for infrastructure development beyond the basics provided in the transition period. It also provides for a steadily declining level of support for Government Operations over these post-trusteeship years as Micronesia's income from its own resources hopefully picks up and it is able to become increasingly more self-sufficient.

Since my appearance of last October the status of the draft Compact, which had been agreed to on a provisions basis, has been cast in doubt by a recent resolution of the Congress of Micronesia declaring that the amounts outlined above were in its opinion unacceptably low. That action took place only this month, and we are now in the process of determining what the next steps will be. The increased authorization for Fiscal Years 1975-77 nevertheless still appears to be justified.

In October of last year, I also outlined the negotiations we have been conducting with the Mariana Islands District of the Trust Territory for a separate commonwealth status. I said at that time that \$1.5 million was badly needed to develop a series of basic economic studies and for planning and conducting a series of activities necessary to the orderly transition to a new government of the Northern Marianas to be established under its own constitution.

I would like to summarize recent events and what we expect to happen with regard to the Marianas. In February of this year, after over two years of negotiations, a Covenant was signed which will, if finally approved by the people of the Marianas and this Congress, establish a Commonwealth of the Northern Mariana Islands in political union with the United States on termination of the present United Nations Trusteeship. This Covenant was unanimously approved by the Marianas District Legislature on February 20 and will be submitted to the people of the Mariana Islands for their approval in a plebiscite sometime in June of this year.

The United Nations and the Congress will be invited to send observers to witness the plebiscite and the political education program which will precede it. If at least 55% of the voters approve the Covenant, the Covenant will be submitted to both Houses of the United States Congress for their approval. The text of the Covenant and associated documents appeared in the Congressional Record on March 17.

We have asked that the special authorization of \$1.5 million be made available now for transitional studies and activities for one reason only. This is to get as much of a head start as possible in the planning process. It is not intended in any way to prejudice or foreclose the action of the Congress on the substantive question of its approval of the Commonwealth Covenant itself. That will come later after the plebiscite in the Marianas.

Originally the Marianas asked for this \$1.5 million to be available at the time of signature of the Covenant. Since then this time was pushed back until after the plebiscite. The Senate has now passed S-326, which is currently before this committee for its consideration. Section 2 of S-326 would delay the availability of the \$1.5 million even further—until the Congress had in fact approved the Covenant.

We would still prefer, Mr. Chairman, for the reasons indicated above, an earlier availability date but will of course be bound by wishes of the Congress in this regard. Delay in making the funds available until after the Congress approves the Covenant will simply delay the start of the planning process. However if the \$1.5 million can be actually approved but released only after Congress approves the Covenant this will still provide a substantial time saving in that it would not be necessary then to delay the start of the entire authorization and appropriation process until after Congress had acted on the Covenant.

The detailed breakdown of the \$1.5 million is included in the record of last October's hearings. Mr. Chairman, and I will not repeat it now. But I will be glad to review it again for the benefit of any members of the Committee during the hearing in whatever detail is desired. Thank you.

STATEMENT OF EDWARD E. JOHNSTON, HIGH COMMISSIONER OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

Mr. Chairman, We appreciate this opportunity to appear here today in support of H.R. 5216 which provides, in section one, for an increase of \$15 million over the \$60 million currently authorized for fiscal year 1975, new authority in the amount of \$80 million for fiscal year 1976, \$79 million for fiscal year 1977 and \$15.1 million for the fiscal year 1976-77 transition quarter. Section two of the bill provides authority in the amount of \$1.5 million for assistance to the Mariana Islands District in achieving the commonwealth status it is seeking. It should be noted that the authority proposed in section one, except for the increased authority for FY 75, is proposed to be adjusted in accordance with annual changes recorded in the Gross National Product Implicit Price Deflator in order to maintain the purchasing power of these authorizations at the fiscal year 1975 level.

The \$15 million increase in fiscal year 1975 authority is urgently needed to cover: (1) sharp increases in prices being experienced over prices on which the FY 75 budget estimates were based, \$5.5 million; (2) the costs of programs and projects required in fiscal year 1975 but which could not be included in the current \$60 million authorization, \$8.6 million; and (3) the over-obligation by \$945,000 of funds available in fiscal year 1974 for Grant-Operations due to costs incurred on behalf of the Receiver of the Trans-Pacific Line, Inc. (TRANSPAC), primarily to get cargoes to Micronesia which had been stranded when TRANSPAC went into receivership in February, 1974.

The \$5 million increase in fiscal year 1976 authority over the increased fiscal year 1975 authority of \$75 million is required wholly to support an accelerated capital improvement program which the Secretary of the Interior announced in a January 1974 speech to the people of Micronesia as necessary to provide the basic

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infrastructure required to develop a sound and self-sufficient economy. The \$1 million decrease in fiscal year 1977 authority, as compared to the fiscal year 1976 authority of \$80 million, marks the first step downward in reducing operations costs gradually over the next five years so that, when the Trusteeship is terminated governmental operations costs will have been reduced to a level which the new Government of Micronesia may be better able to support.

The \$15.1 million authority requested for the fiscal year 1976-77 transition quarter is essentially one-quarter of the operations portion of the fiscal year 1976 authorization plus the usual additional costs incurred in the first quarter of the July-June fiscal year for the education program at the start of the school year and \$478,000 required to support continuing capital improvement program costs.

As indicated earlier, the authorizations proposed in section one (with the exception of the increased authority for fiscal year 1975) are proposed to be adjusted to reflect changes in the purchasing power of the dollar using the Gross National Product Implicit Price Deflator figure reported for September 30, 1974 (which was 172.07) as the base figure and annual changes in that figure as the adjustment factor. By this means, forward planning estimates cast in fiscal year 1975 constant dollars can be easily adjusted on a retroactive basis each year for experienced changes in the purchasing power of the dollar.

Mr. Chairman, this completes my summary of the bill before the Committee, but it does not fully express the urgency with which I view the necessity for early action on the bill particularly with regard to the increased authority requested for fiscal year 1975. The fact is that our experienced price increases during the current fiscal year have been so sharply higher than the prices on which our fiscal year 1975 appropriations were based that we are virtually at the point of having to shut down some operations if relief is not provided. Further, unless the authorization of \$8.1 million requested for the procurement of four interisland ships in the increased fiscal year 1975 authority is provided, we will have to continue to struggle along with our present obsolete, unreliable and costly to maintain and operate ships, until it is possible to again program their replacement in a future year capital improvement schedule. With regard to the authorization required to cover the TRANSPAC over-obligation, if this authorization and the relevant funds are not provided, it will be necessary for us to submit a reprogramming request to cover that deficit from committed, but unobligated, June 30, 1974, balances in our Grant-Capital Improvement account which are needed to proceed with fiscal year 1974 construction projects.

I most earnestly solicit your favorable consideration of these very urgent requirements, Mr. Chairman, and we are prepared to discuss them in as much detail as the Chairman and the members of the Committee may find useful.

STATEMENT OF JAMES WILSON, DEPUTY DIRECTOR, OFFICE OF MICRONESIAN STATUS NEGOTIATIONS

Mr. WILSON. With your permission, Mr. Chairman, I would like to call attention to the three separate paragraphs in my prepared statement on page 3, the final three paragraphs which they are particularly on the question of the difference between the bills which are now before this committee and S. 326, particularly section 2 thereof.

We ask, Mr. Chairman, that the special authorization of \$1.5 million be made available now for transitional studies and activities for one reason only. This is to get as much of the headstart as possible on the planning process. It is not intended to prejudge or to foreclose the action of the Congress on the substantive question of its approval of the Commonwealth covenant itself. That will come later after the plebiscite in the Marianas. Originally, the Marianas asked for this \$1.5 million to be available at the time of signature of the covenant.

Mr. BURTON. Will you repeat that, please?

Mr. WILSON. The Marianas originally asked—

Mr. BURTON. Was this our proposal or theirs?

Mr. WILSON. It was their proposal, Mr. Chairman.

Mr. BURTON. Who do you mean when you say the Marianas?

Mr. WILSON. This is their political status commission appointed by the district legislature of the Marianas. Since then this time was pushed back until after the plebiscite, which is now planned for June of this year. The Senate has now passed S. 326, which is currently before this committee for its consideration. Section 2 of S. 326 would delay the availability of the \$1.5 million even further until the Congress had, in fact, approved the covenant.

We would still prefer, Mr. Chairman, for the reason indicated above, an earlier availability date, but will, of course, be bound by the wishes of the Congress in this regard.

The delay in making the funds available until after the Congress approved the covenant will simply delay the start of the planning process. However, if the \$1.5 million can be actually approved but released only after Congress approves the covenant, this would still provide a substantial time saving in that it would not be necessary then to delay the start of the entire authorization and appropriation process until after Congress had acted on the covenant.

Thank, you, Mr. Chairman.

Mr. BURTON. As I understand the administration's position, without regard to the speed or delay with which Congress authorizes an appropriate portion of \$1.5 million, none of that will be available for any purpose until after the plebiscite in the northern Marianas.

Is that statement of the position of the administration?

Mr. WILSON. This is our preferred position at this time, Mr. Chairman.

We think, however, if the Congress feels "we should delay further until after such time as the Congress has approved the covenant, we could live with it.

Mr. BURTON. I have to say I cannot understand the action of the Senate if they believe in self-determination, which is a flag everybody wears these days.

What, in effect, they seem to be saying is no matter what the people of the Marianas, no matter what the leadership of the Marianas both may believe to be in the best interest of the people in the northern Marianas, we are not going to permit them to proceed with any rational plans to implement that political judgment.

That appears to me to be the only political evaluation that anyone can make with reference to the Senate action or state it differently. No matter what the leaders, no matter what the people of the northern Marianas vote as their self-determined will, unless it pleases the people in Congress, we are going to hold them up on this startup fund to begin a plan with some rationality of the future.

Now that is my reaction to the Senate's statement and for the same reason I do not like the delay—if I may point it out to the administration, for this \$5 million from 1977 to 1979. It is just the other end, it appears to me, of the same coin. I do not think it fair, just and equitable that we tilt this process either way, and tilting it either way means we do not deny funding, if it is otherwise justified, until we approve of the conduct of the people of Micronesia in whole or in part. I do not know quite how to come to grips with this particular situation. I am not happy with the Senate restrictions, but I am just not sure whether S. 326 is a vehicle to correct that. That is part of this dilemma that we are faced with and that will have to await the deliberations of the subcommittee markup.

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