

3631



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

June 29, 1973

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Dear Mr. President:

Pursuant to your instructions I met on Saipan from May 15 to June 4 with the Marianas Political Status Commission to conduct negotiations aimed at establishing a close and permanent relationship between the Northern Marianas and the United States. This was the first substantive round of talks since the brief opening session last December launching the effort toward political union, which I reported to you on January 5, 1973.

The common objective in the Saipan talks, which were conducted in a cordial but business-like atmosphere, was to reach preliminary understandings on the basic principles underlying the future U.S.-Northern Marianas relationship. We agreed at the outset to defer to subsequent negotiations discussion of the precise language of a formal status agreement.

The following brief summary of the discussions on Saipan notes under each of the major agenda items the areas of preliminary understanding and some of the questions which require additional study:

1. The Political Relationship. It was agreed that, assuming a final agreement endorsed by the people of the Marianas and the U.S. Congress, the Northern Marianas will become a commonwealth of the United States under a territorial relationship in which sovereignty over the Marianas will be vested in the United States Government. The U.S. will have responsibility for defense and foreign affairs. The Northern Marianas will exercise the maximum possible control over local affairs under a locally-drafted constitution providing for a bill of rights, separation of powers, and a popularly-elected chief executive. While the judicial systems of the Marianas and the U.S. will be compatible and consistent with federal law, the Marianas will have the right to establish local courts for purely local matters. It was agreed that further joint study is necessary on the applicability to the Marianas of specific U.S. laws, the precise extent of self-government to be exercised by the Marianas consistent with the U.S. Constitution and relevant federal legislation, and the status to be accorded those residents of the Marianas who might not wish to become U.S. citizens.

2. Economics and Finance.

It was agreed that the Northern Marianas' goal should be eventual economic self-sufficiency and that the U.S. will assume certain obligations

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to provide budgetary support and other economic assistance until the new commonwealth can meet the financial responsibilities of self-government from its own resources. The U.S. delegation indicated that for the long term the Marianas' needs can best be met through the annual U.S. budget review/appropriations mechanism and through the extension to the Marianas of federal programs and services for which they might become eligible under a commonwealth arrangement. In response to the Marianas Commission's insistence that extraordinary circumstances relating to the start-up costs of a new government require a specific U.S. financial commitment, we agreed that the U.S. will guarantee a specific minimum level of budget support for an initial period of years. No figures, however, were mentioned. The quantum of support and its duration are to be settled in subsequent negotiations.

It was agreed that prior to the next round of talks a joint working committee will examine prospective local revenues in the Northern Marianas, including the substantial increase in income anticipated from U.S. military activities, as well as the likely scale of an adequate capital improvements program and other operations of the new commonwealth government, to determine the actual extent of the Northern Marianas' need for financial assistance. The Marianas Commission is eager to draft at an early date detailed long-term economic development and government reorganization plans. The U.S. delegation emphasized, of course, that any financial commitments it might make are subject to approval by the U.S. Congress.

3. Land

The U.S. reiterated its intention to return to the people of Micronesia the public lands now held in trust for them and assured the Marianas Commission that priority consideration will be given to the early return of these lands in the Marianas District. Recognizing the importance of land to the people of the Marianas, the U.S. proposed that means be found to prevent the alienation of land in the Northern Marianas to people not of Marianas ancestry.

The Marianas Commission explicitly acknowledged that the U.S. has a legitimate need for land in the Northern Marianas for military purposes. The Commission appeared to accept the U.S. requirement for a sizeable base on Tinian, as the majority of the people of that island seemed to do. On the other hand, the Commission's initial reaction to the U.S. delegation's exposition of the full U.S. military land requirements, put forward in their entirety pursuant to your instructions, was that the U.S. should try to accomplish its purposes with less land than it is now requesting on Tinian and Saipan.

I believe the forthcoming negotiations on land will be difficult. The Commission may continue to resist granting the U.S. all the acreage it has asked for on Saipan, and it will probably attempt to get the U.S. to settle for less than the 18,550 acres we have requested for the joint services base on Tinian. It also seems likely that the extent and nature of our Tinian requirement will mobilize against us anti-war groups in Micronesia, the U.S., and Japan, possibly resulting in a less favorable negotiating environment than we now enjoy with the Marianas Commission and the people of Tinian. On the

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other hand, given the Marianas Commission's expressed commitment to having the new commonwealth shoulder its responsibilities as a member of the American political system, I believe that the U.S. Government stands a good chance of obtaining through patience and perseverance its minimum military land requirements. We now need to review those requirements in light of the recent discussions on Saipan to determine whether there are details on the margins which might appropriately be revised to accommodate the Northern Marianas' desires, thus enhancing prospects for obtaining the essential substance of our needs.

As instructed, I will continue informal consultations with key members of the U.S. Congress to keep them up to date on the negotiations and solicit their comments. I will also take up with them the Marianas Commission's intention to seek Congressional approval of a non-voting delegate in the Congress representing the Northern Marianas exclusively. However, the burden of presenting the argument for such Congressional representation will properly fall on the Marianas Political Status Commission.

Although the political relationship between Guam and the U.S. Government falls outside my area of responsibility, I have kept the executive and legislative branches of the Government of Guam informed about developments in the U.S.-Northern Marianas negotiations. While the Guamanian political leadership had in previous conversations professed polite interest but no deep concern about these negotiations, in my most recent consultations on Guam immediately following the recess in the Saipan talks, the Guamanian leadership and the local press evinced considerable chagrin that the Northern Marianas are being offered a commonwealth relationship while Guam, which has been a U.S. territory since 1898, remains in what they labelled an "inferior" status. The Lt. Governor and some members of the legislature vowed that Guam would immediately begin representations to Washington regarding a change in Guam's status. Earlier in the spring, of course, the Governor of Guam had created an Advisory Council on Political Status, and the local legislature had established a Political Status Commission. Present comment on Guam suggests that some among Guam's political leadership would like to see Guam reconsider its earlier disinterest in union with the Northern Marianas, though there is no indication of what proportion of the Guamanian elite may share that sentiment. On the other side of the equation, there is strong evidence that unlike two or three years ago, the Northern Marianas have little present interest in amalgamating with Guam.

My purpose in mentioning Guamanian reactions to the U.S.-Marianas negotiations is to draw to your attention the growing ferment on Guam regarding its political status and to suggest that the U.S. Government begin giving thought now to how the U.S. should respond to what I think will shortly become very persistent requests from the Guamanians to refashion that status.

The United Nations Trusteeship Council has been critical of the separate negotiations between the Northern Marianas and the United States. A Visiting Mission which toured Micronesia in February on the Council's behalf submitted a critical report to the Council while our Saipan talks were actually in

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progress. Such adverse comment has not deflected the Marianas Political Status Commission from its commitment to these negotiations. Following the recess of the talks on Saipan the Commission sent two of its members to New York to argue effectively before the Trusteeship Council that the promise of self-determination contained in the U.N. Charter and the trusteeship agreement requires that the people of the Northern Marianas be permitted to negotiate with the U.S. a status separate from that of the rest of Micronesia. In its summary statement and recommendations to the Security Council last week, the Trusteeship Council indicated continued unhappiness with the separate U.S.-Northern Marianas negotiations but acknowledged there is strong sentiment in the Northern Marianas for separate status.

I shall continue to give priority attention to the early conclusion of a final status agreement between the U.S. and the Northern Marianas. While no precise date has been set, the two delegations have agreed to meet again late this summer or early fall to resume work toward that end. During the intervening months joint working committees from the two delegations will work intensively on some of the more complex technical questions relating to the application of federal laws, finance, and land which have been identified as requiring further study. These joint inquiries should go far toward ensuring that the next series of formal talks is as productive as both sides presently anticipate.

Enroute to Saipan I met in Honolulu with the Chairman and representatives of the Joint Committee on Future Status, the body with which the U.S. is attempting to negotiate a new status for the rest of Micronesia. We agreed our two delegations would try to resume work on the partially completed draft compact of free association later this year, possibly in late September or early October. The Chairman of the Joint Committee and I agreed to meet frequently in the intervening period to discuss informally matters relating to the agenda our full delegations will take up. We have already met twice since the Honolulu discussions, with much of our conversation relating to methods by which the U.S. might return to local control the public lands held in trust for the people of Micronesia. Well before the two delegations resume discussions the Under Secretaries Committee will forward to the White House an in-depth study of prospects for these further negotiations with the Joint Committee which will include recommendations for your consideration and approval.

Attached to this letter is the joint communique issued at the end of the negotiations with the Marianas Political Status Commission on Saipan which will serve to amplify some of the points I have made about the negotiations.

Very respectfully yours,

Franklin Hayden Williams
Franklin Hayden Williams

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P R 040505Z JUN 73 ZNZ-1
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CUMNAV MARIANAS
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(S) --- AT THE CONCLUSION OF THREE WEEKS

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OF NEGOTIATIONS, DELEGATIONS FROM THE UNITED STATES AND THE MARIANA ISLANDS ISSUED A JOINT COMMUNIQUE MONDAY (JUNE 4) SUMMARIZING AGREEMENTS AND UNDERSTANDINGS REACHED TOWARD ACHIEVING A CLOSE POLITICAL RELATIONSHIP WITH THE U.S. FOR THE MARIANAS.

THE STATEMENT INCLUDES A GOOD DEAL OF INFORMATION THAT HAS ALREADY BEEN MADE PUBLIC, IN PREVIOUS STATEMENTS ISSUED DURING THE COURSE OF THE TALKS. BUT THE COMMUNIQUE ALSO INCLUDES A DISCUSSION OF THE LAND QUESTION THAT INDICATES THAT WHAT IS

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DESCRIBED AS "A FIRM BASIS FOR FURTHER PROGRESS" IN THIS AREA HAS BEEN ESTABLISHED. THE MARIANA ISLANDS POLITICAL STATUS COMMISSION HAS AGREED "TO NEGOTIATE WITH THE UNITED STATES IN GOOD FAITH" TO MEET U.S. MILITARY LAND NEEDS IN THE MARIANAS. THE STATEMENT SAYS THE MARIANAS DELEGATION HAS "AGREED IN PRINCIPLE TO MAKE LAND AVAILABLE TO THE UNITED STATES, WITH THE QUESTION OF THE EXTENT OF SUCH LAND AND THE TERMS UNDER WHICH IT IS TO BE MADE AVAILABLE STILL TO BE NEGOTIATED."

HERE IS THE COMPLETE TEXT OF THE FINAL JOINT COMMUNIQUE:

"FROM MAY 15 TO JUNE 4, 1973, THE MARIANAS POLITICAL STATUS COMMISSION AND THE PRESIDENT'S PERSONAL REPRESENTATIVE MET IN SAIPAN FOR NEGOTIATIONS AIMED AT ACHIEVING POLITICAL UNION BETWEEN THE MARIANA ISLANDS AND THE UNITED STATES OF AMERICA. THE NEGOTIATIONS CONSISTED OF PUBLIC PLEBANY OPENING AND CLOSING SESSIONS, SEVERAL WORKING SESSIONS, AND MEETINGS OF SUPPORTIVE ADVISERS ON TECHNICAL MATTERS. THE TWO SIDES RECOGNIZED THAT ANY FINAL AGREEMENT EMERGING FROM THESE AND FUTURE SESSIONS OF NEGOTIATIONS WILL HAVE TO BE APPROVED BY THE MARIANAS DISTRICT LEGISLATURE, THE PEOPLE OF THE MARIANAS IN A PLEBISCITE,

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AND THE UNITED STATES CONGRESS. THE DELEGATIONS ATTEMPTED DURING THESE DISCUSSIONS TO ARRIVE AT PRELIMINARY AGREEMENTS WITH PRINCIPLE AND TO IDENTIFY TECHNICAL QUESTIONS REQUIRING FURTHER WORK BY SMALLER PANELS OF EXPERTS. THERE WAS NO

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ATTEMPT TO AGREE ON PRECISE LANGUAGE FOR FORMAL AGREEMENT. HOWEVER, BOTH DELEGATIONS BELIEVE THEIR WORKING SESSIONS HAVE RESULTED IN SUBSTANTIAL PROGRESS IN THAT PRELIMINARY AGREEMENTS WERE REACHED IN BROAD AREAS.

THE DISCUSSIONS DEALT WITH THE NATURE OF THE FUTURE POLITICAL RELATIONSHIP, UNITED STATES ECONOMIC AND FINANCIAL ASSISTANCE, AND LAND MATTERS INCLUDING UNITED STATES LAND REQUIREMENTS. THE TENTATIVE AGREEMENTS ARE SET FORTH BELOW:

1. THE FUTURE POLITICAL RELATIONSHIP BETWEEN THE MARIANAS AND THE UNITED STATES WOULD TAKE THE FORM OF A COMMONWEALTH ARRANGEMENT, AS DEFINED BY A FORMAL POLITICAL STATUS AGREEMENT. UNDER THIS ARRANGEMENT, THE FUTURE MARIANAS GOVERNMENT WOULD EXERCISE A MAXIMUM AMOUNT OF SELF-GOVERNMENT CONSISTENT WITH RELEVANT PORTIONS OF THE UNITED STATES CONSTITUTION AND FEDERAL LAW. SOVEREIGNTY OVER THE MARIANAS WOULD BE VESTED IN THE UNITED STATES.

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2. FUNDAMENTAL PROVISIONS OF THE FORMAL AGREEMENT ESTABLISHING THE COMMONWEALTH RELATIONSHIP WOULD BE SUBJECT TO MODIFICATION ONLY BY MUTUAL CONSENT. THE PARTIES HAVE AGREED TO EXPLORE ALTERNATIVE METHODS TO IMPLEMENT THIS MUTUAL CONSENT REQUIREMENT.

ARTICLE IV, SECTION 3, CLAUSE 2 OF THE UNITED STATES CONSTITUTION WOULD APPLY TO THE FUTURE POLITICAL RELATIONSHIP BETWEEN THE MARIANAS AND THE UNITED STATES, SUBJECT TO THE DELEGATIONS ARRIVING AT AN ACCEPTABLE ARRANGEMENT UNDER WHICH MODIFICATION OF FUNDAMENTAL PROVISIONS OF THE FORMAL AGREEMENT ESTABLISHING THE COMMONWEALTH RELATIONSHIP IS MADE ONLY BY MUTUAL CONSENT AND SUBJECT FURTHER TO THE PRESERVATION OF THE MARIANAS POLITICAL STATUS COMMISSION. THE PARTIES WILL EXPLORE MEANS TO RECONCILE THE PLENARY POWERS OF THE UNITED STATES CONSTITUTION, ARTICLE IV, SECTION 3, CLAUSE 2 WITH THE EXERCISE OF THE COMMONWEALTH OF THE MARIANAS OF MAXIMUM SELF-GOVERNMENT WITH RESPECT TO INTERNAL AFFAIRS.

3. THE FUTURE MARIANAS GOVERNMENT WOULD BE ESTABLISHED UNDER A CONSTITUTION OF THE MARIANAS. THIS CONSTITUTION WOULD BE DRAFTED BY A LOCAL CONSTITUTIONAL CONVENTION AND WOULD BE

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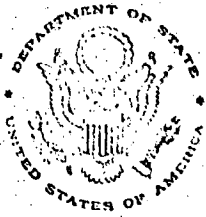
PAGE SIX RUMBSAA3454 UNCLAS
 SUBJECT TO THE APPROVAL OF THE PEOPLE OF THE MARIANAS, THE MARIANAS CONSTITUTION WOULD INCLUDE A BILL OF RIGHTS AND PROVIDE FOR THE SEPARATION OF POWERS AND A POPULARLY ELECTED CHIEF EXECUTIVE. THE MARIANAS CONSTITUTION, AS INITIALLY DRAFTED AND APPROVED BY THE PEOPLE OF THE MARIANAS, WOULD BE SUBJECT TO APPROVAL BY THE UNITED STATES CONGRESS FOR CONSISTENCY WITH THE RELEVANT PROVISIONS OF THE UNITED STATES CONSTITUTION, LEGISLATION ESTABLISHING THE COMMONWEALTH ARRANGEMENT, AND ANY OTHER RELEVANT FEDERAL LEGISLATION. CONSTITUTION AMENDMENTS WOULD NOT REQUIRE APPROVAL BY THE UNITED STATES GOVERNMENT, ALTHOUGH FEDERAL COURTS WOULD BE COMPETENT TO PASS ON THE CONSISTENCY OF SUCH AMENDMENTS WITH RELEVANT PROVISIONS OF THE UNITED STATES CONSTITUTION AND OF FEDERAL LAW.

"5. THE UNITED STATES WOULD HAVE RESPONSIBILITY FOR AND COMPLETE AUTHORITY IN THE FIELDS OF DEFENSE AND FOREIGN AFFAIRS. IN THIS REGARD, THE ADVICE OF THE FUTURE COMMONWEALTH GOVERNMENT ON INTERNATIONAL MATTERS DIRECTLY AFFECTING THE ISLANDS WOULD BE CONSIDERED BY THE UNITED STATES GOVERNMENT AND THE UNITED STATES WOULD SUPPORT THE MEMBERSHIP OF THE MARIANAS IN REGIONAL OR OTHER

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ACTION INT-08

INFO OCT-01 EA-11 10-13 PM-07 4-03 PA-03 /046 W
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P R 040625Z JUN 73 ZNZ-1
FM HICOMTERPACIS SAIPAN
TO ACDISTAD TERPACIS
LNO GUAM
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COMNAVMAIANAS
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COMTWELVE/SAN FRAN CALIFORNIA
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NAVPALENGCOM HQRTS
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UNCLAS (SECTION II OF IV)
COMTWELVE PASS INFO FOR AMB WILLIAMS
SECSTATE PASS TO DEPT INT/SEC INTERIOR/DDTA/OSN
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INTERNATIONAL ORGANIZATIONS CONCERNED WITH ECONOMIC, CULTURAL,
OR COMPARABLE MATTERS OF CONCERN TO THE MARIANAS TO THE EXTENT

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SUCH ORGANIZATIONS PERMIT SUCH REPRESENTATION. THE MARIANAS WOULD ALSO BE ABLE TO ESTABLISH OFFICES ABROAD TO PROMOTE LOCAL TOURISM OR OTHER ECONOMIC OR CULTURAL INTERESTS.

"6. WITH RESPECT TO JUDICIAL MATTERS, THE NEW MARIANAS COMMONWEALTH WOULD HAVE THE RIGHT TO ESTABLISH LOCAL COURTS TO HANDLE CASES ARISING UNDER LOCAL LAW. THE OPERATION OF THESE

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COURTS, IF ESTABLISHED, WOULD BE COMPATIBLE WITH THE FEDERAL COURT SYSTEM AND CONSISTENT WITH APPLICABLE FEDERAL LAW. THE JURISDICTION OF THE UNITED STATES DISTRICT COURT IN THE MARIANAS WOULD BE AT LEAST THE SAME IN THE MARIANAS AS IT WOULD IN A STATE.

"7. RECOGNIZING THAT THE QUESTION OF MARIANAS REPRESENTATION IN THE UNITED STATES CONGRESS IS ULTIMATELY A MATTER FOR DECISION BY THAT BODY, THE UNITED STATES DELEGATION HAS AGREED TO SUPPORT A REQUEST BY THE MARIANAS FOR ITS OWN NON-VOTING DELEGATE IN CONGRESS. THE PARTIES HAVE AGREED TO EXPLORE A COMMON APPROACH TO THE UNITED STATES CONGRESS ON THIS SUBJECT.

"8. ARTICLE IV, SECTION 2, CLAUSE 1 OF THE UNITED STATES CONSTITUTION RELATING TO "PRIVILEGES AND IMMUNITIES" WOULD APPLY IN THE MARIANAS, SUBJECT TO APPROPRIATE LIMITATION IN THE FORMAL STATUS AGREEMENT TO ASSURE THAT THE ABILITY OF THE FUTURE MARIANAS GOVERNMENT TO PRESERVE CONTROL OF THE LAND OF THE MARIANAS IN THE HANDS OF MARIANAS CITIZENS WILL NOT BE COMPROMISED. CITIZENS OF THE MARIANAS WOULD BE ENTITLED TO ALL PRIVILEGES AND IMMUNITIES OF CITIZENS IN THE SEVERAL STATES. ARTICLE IV, SECTION 1 OF THE UNITED STATES CONSTITUTION RELATING

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TO "FULL FAITH AND CREDIT" WOULD APPLY WITH RESPECT TO THE MARIANAS AS IF IT WERE A STATE. THE REQUIREMENTS IN THE UNITED STATES CONSTITUTION OF INDICTMENT BY GRAND JURY AND OF A JURY TRIAL IN CIVIL CASES NEED NOT BE MADE APPLICABLE IN THE MARIANAS. THE MARIANAS POLITICAL STATUS COMMISSION WILL STUDY FURTHER WHICH ADDITIONAL PROVISIONS OF THE UNITED STATES CONSTITUTION SHOULD BE MADE EXPRESSLY APPLICABLE IN THE MARIANAS.

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"9. MARIANAS RESIDENTS WOULD HAVE THE OPPORTUNITY OF BECOMING UNITED STATES CITIZENS. THE PARTIES HAVE AGREED TO STUDY FURTHER, THROUGH A JOINT WORKING GROUP OF LAWYERS, THE STATUS TO BE ACCORDED THOSE RESIDENTS OF THE MARIANAS WHO MIGHT NOT WISH TO BECOME AMERICAN CITIZENS.

"10. THERE WOULD BE CONTINUING DIALOGUE AFTER ESTABLISHMENT OF THE COMMONWEALTH, ON THE NEEDS AND INTERESTS OF THE MARIANAS. THE PARTIES HAVE AGREED TO DISCUSS, AT A LATER STAGE IN THE NEGOTIATIONS, WHETHER TO PROVIDE FOR FORMAL PERIODIC REVIEW OF ALL ASPECTS OF THE RELATIONSHIP BETWEEN THE MARIANAS AND THE UNITED STATES.

"11. THE QUESTION OF WHETHER CERTAIN MAJOR AREAS OF FEDERAL LEGISLATION WILL APPLY IN THE MARIANAS MAY BE DEALT WITH

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EXPLICITLY IN THE FORMAL AGREEMENT ESTABLISHING THE FUTURE POLITICAL STATUS OF THE MARIANAS. THESE AREAS INCLUDE TAXES, IMMIGRATION, CUSTOMS, BANKING, SOCIAL SECURITY, MARITIME LAWS, LABOR STANDARDS, AND THE POSTAL SERVICE. THE PARTIES HAVE AGREED THAT THE JOINT WORKING GROUP OF LAWYERS WILL STUDY FEDERAL LAWS IN THESE AND OTHER AREAS TO DETERMINE WHETHER AND HOW THEIR APPLICATION IN THE MARIANAS SHOULD BE CIRCUMSCRIBED BY THE FORMAL STATUS AGREEMENT AND WHETHER THAT AGREEMENT MIGHT PROVIDE GENERALLY FOR RESOLVING QUESTIONS AS TO THE APPLICABILITY OF FUTURE FEDERAL LAWS IN THE MARIANAS.

"12. AT SOME FUTURE DATE A JOINT COMMISSION WOULD BE ESTABLISHED TO STUDY AND MAKE RECOMMENDATIONS ON THE APPLICABILITY IN THE MARIANAS OF THE LARGE BODY OF FEDERAL LEGISLATION AND REGULATIONS WHICH WILL NOT BE SPECIFICALLY ADDRESSED IN THE FORMAL STATUS AGREEMENT.

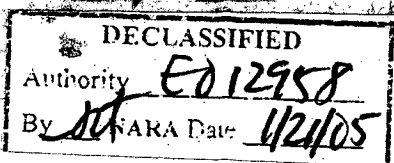
ON THE SUBJECT OF ECONOMICS AND FINANCE, THE COMMUNIQUE LISTS THE FOLLOWING POINTS:

"1. THE OBJECTIVES OF A LONG TERM ECONOMIC DEVELOPMENT PROGRAM FOR THE MARIANAS SHOULD BE:

"A. TO FACILITATE AN ORDERLY TRANSITION TO THE NEW

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POLITICAL STATUS:

"B. TO BUILD TOWARD AN ADEQUATE SOCIAL AND ECONOMIC INFRASTRUCTURE;

"C. TO PROVIDE NECESSARY PUBLIC SERVICES AND PROGRAMS; AND

"D. TO ENCOURAGE AND TO PROMOTE THE FUTURE ECONOMIC DEVELOPMENT OF THE MARIANAS.

"THE UNITED STATES IS AGREED IN PRINCIPLE TO ASSIST THE MARIANAS IN THE ATTAINMENT OF THESE OBJECTIVES IN ORDER TO ACHIEVE THE ULTIMATE GOALS OF RAISING SIGNIFICANTLY THE PER CAPITA INCOME OF THE PEOPLE OF THE MARIANAS AND MOVING THE MARIANAS PROGRESSIVELY TOWARD ECONOMIC SELF-SUFFICIENCY.

"2. THE ACCOMPLISHMENT OF THE ABOVE OBJECTIVES WILL REQUIRE SYSTEMATIC LONG-RANGE PLANNING TO IDENTIFY SPECIFIC ECONOMIC PRIORITIES AND EVALUATE FINANCIAL NEEDS AND POTENTIAL LOCAL SOURCES OF REVENUE (PARTICULARLY AS THEY MAY BE SUBSTANTIALLY AFFECTED BY PROPOSED MILITARY ACTIVITIES IN THE MARIANAS) IN ORDER TO DEVELOP ESTIMATES OF THE QUANTUM OF FINANCIAL SUPPORT FROM THE UNITED STATES WHICH MIGHT BE NECESSARY FOR THE NEW COMMONWEALTH TO ACHIEVE SELF-SUFFICIENCY.

"3. THE TWO DELEGATIONS DISCUSSED SUCH A PRELIMINARY

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ACTION INT-08

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FM HICOMTERPACIS SAIPAN
TO ALDISTAD TERPACIS
LNO GUAM
LNO KWAJ
COMNAVMARIANAS
CINCPAC
CINCPACREPGUAM/TTPI
USNAVINSERVO GUAM
COMTWELVE/SAN FRAN CALIFORNIA
SECSTATE
SEC DEF
JCS
CNO
CHINFO
CINCPAC
CINCPACFLT
USMISSION USUN NY
CGFMFPAC
COMCBPAC

NAVFACENGCOR HDQRTS
PACDIVNAVFACENGCOR
HICOMTERPACIS LNO HONO
SAMTEC/CEI VAFB CA
INFO HQ USARBCO-MACHINATO/TTPI-LNO

UNCLAS (SECTION III OF IV)
COMTWELVE PASS INFO FOR AMB WILLIAMS
SECSTATE PASS TO DEPT INT/SEC INTERIOR/DOIA/OSN
TTPI NO. 315

PLANNING EFFORT INCLUDING SUCH MATTERS AS A LAND CADASTRAL
PROGRAM FOR THE MARIANAS, PREPARATION OF A PHYSICAL PLAN, A

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GOVERNMENT REORGANIZATION PLAN, AN ECONOMIC AND SOCIAL DEVELOPMENT PLAN, AND LEGAL PLANNING IN SUCH AREAS AS POLITICAL EDUCATION, PREPARATION FOR A CONSTITUTIONAL CONVENTION, AND DEVELOPMENT OF INITIAL LEGISLATIVE PROGRAMS. THE UNITED STATES WILL AGREE IN PRINCIPLE TO FINANCE THIS PLANNING EFFORT, SUBJECT TO THE OUTCOME OF A REVIEW OF SUCH QUESTIONS AS TIMING, THE RANGE OF

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ACTIVITIES CONTEMPLATED AND FUNDING PROCEDURES, TO BE UNDERTAKEN BY A JOINT WORKING GROUP ON ECONOMICS AND FINANCE.

"4. THE PARTIES HAVE AGREED THAT SPECIAL ATTENTION WILL BE PAID TO FINDING MEANS TO IMPLEMENT A LAND CADASTRAL SURVEY PROGRAM IN THE MARIANAS AS SOON AS POSSIBLE.

"5. THE PARTIES ARE AGREED IN PRINCIPLE ON THE NEED FOR UNITED STATES FINANCIAL ASSISTANCE FOR CAPITAL IMPROVEMENT PROGRAMS, FOR START-UP COSTS ASSOCIATED WITH THE NEW COMMONWEALTH, AND FOR GOVERNMENT OPERATIONS AND PROGRAMS UNTIL THE PEOPLE AND THE GOVERNMENT OF THE MARIANAS CAN MEET THE FINANCIAL RESPONSIBILITIES OF SELF-GOVERNMENT FROM THEIR OWN RESOURCES. ALTHOUGH THE UNITED STATES BELIEVES THAT LONG-TERM SUPPORT FOR THE MARIANAS CAN BEST BE ASSURED BY THE EXTENSION OF APPROPRIATE FEDERAL PROGRAM AND SERVICES TO THE MARIANAS AND BY DIRECT GRANTS APPROVED ANNUALLY THROUGH THE NORMAL FEDERAL BUDGETARY PROCESS, THE UNITED STATES IS PREPARED TO AGREE, SUBJECT TO THE APPROVAL OF THE UNITED STATES CONGRESS, TO PROVIDE FINANCIAL SUPPORT OVER AN INITIAL PERIOD OF YEARS AT GUARANTEED FIXED LEVELS, IN ADDITION TO THE NORMAL RANGE OF FEDERAL PROGRAMS FOR WHICH THE NEW MARIANAS GOVERNMENT MIGHT

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BECOME ELIGIBLE. THE PARTIES HAVE AGREED TO EXPLORE THE EXACT FRAMEWORK THROUGH WHICH SUCH A COMMITMENT CAN BE IMPLEMENTED.

"6. RELIABLE ESTIMATES OF THE LEVELS OF REQUIRED UNITED STATES FINANCIAL ASSISTANCE CANNOT BE DETERMINED UNTIL AFTER FURTHER STUDY OF THE NEEDS OF THE MARIANAS AND THEIR ANTICIPATED REVENUES. ALTHOUGH THE EXTENSIVE PRELIMINARY PLANNING EFFORTS DISCUSSED ABOVE WILL ADDRESS THESE SUBJECTS

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IN GREATER DETAIL, THE PARTIES HAVE AGREED THAT THE JOINT WORKING GROUP ON ECONOMICS AND FINANCE REFERRED TO ABOVE, WILL STUDY SPECIFIC QUESTIONS RELATING TO THE LONG-TERM FINANCIAL REQUIREMENTS OF THE MARIANAS, INCLUDING THE FOLLOWING:

"A. THE LIKELY NATURE AND EXTENT OF INTERNAL REVENUES IN THE MARIANAS.

"B. THE IMPACT ON ANTICIPATED REVENUES OF CURRENT UNITED STATES PLANS FOR CONSTRUCTION AND OPERATION OF MILITARY FACILITIES IN THE MARIANAS;

"C. THE IMPACT ON ANTICIPATED REVENUES OF FORESEEABLE GROWTH IN THE ECONOMY OF THE MARIANAS;

"D. THE CAPITAL IMPROVEMENT NEEDS AND ECONOMIC DEVELOPMENT GOALS OF THE MARIANAS;

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"E. THE COSTS OF GOVERNMENT OPERATIONS AND PROGRAMS IN THE MARIANAS; AND

"F. THE AMOUNT OF FEDERAL FUNDS THAT COULD BE MADE AVAILABLE TO THE MARIANAS THROUGH CERTAIN CURRENT FEDERAL PROGRAMS AVAILABLE TO THE STATES AND TERRITORIES.

"1. THE TWO DELEGATIONS DEVOTED SEVERAL MEETINGS TO DISCUSSION OF THE QUESTION OF LAND AND CONCLUDED THAT A FIRM BASIS FOR FURTHER PROGRESS IN THIS IMPORTANT SUBSTANTIVE AREA HAD BEEN ESTABLISHED. BOTH SIDES AGREED THAT IT HAS BEEN POSSIBLE TO DEVELOP MEANINGFUL UNDERSTANDING AS TO THE SIGNIFICANT PRINCIPLES INVOLVED ALTHOUGH A NUMBER OF IMPORTANT QUESTIONS STILL REMAIN TO BE RESOLVED IN FUTURE DISCUSSIONS.

"2. WITH REGARD TO PUBLIC LAND, THE UNITED STATES REITERATED ITS PRIOR COMMITMENT TO RETURN TO THE PEOPLE OF THE MARIANAS THE LAND NOW HELD IN PUBLIC TRUST JUST AS SOON AS QUESTIONS OF A LEGAL, TECHNICAL, ADMINISTRATIVE AND TIMING NATURE CAN BE RESOLVED. THESE ARE NOW BEING EXAMINED AS PART OF A LARGER STUDY OF THE EARLY RETURN OF PUBLIC LAND IN ALL THE DISTRICTS OF MICRONESIA, IF THAT STUDY IS DELAYED, PRIORITY

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ATTENTION WILL BE GIVEN TO THE MARIANAS.

"3. THE UNITED STATES AGREED TO WORK WITH THE MARIANAS POLITICAL STATUS COMMISSION TO ESTABLISH AN EFFECTIVE MEANS FOR PREVENTING LAND IN THE MARIANAS FROM BEING ALIENATED TO PERSONS NOT OF MARIANAS ANCESTRY.

"4. WITH REGARD TO UNITED STATES MILITARY LAND REQUIREMENTS, THE MARIANAS POLITICAL STATUS COMMISSION AGAIN ACKNOWLEDGED THE OPT-STATED UNITED STATES NEED FOR LAND IN THE MARIANAS FOR DEFENSE PURPOSES AND AGREED TO NEGOTIATE WITH THE UNITED STATES IN GOOD FAITH ON MEETING THAT NEED. THE UNITED STATES AGREED TO APPROACH THE MATTER IN THE SAME SPIRIT. THE MARIANAS POLITICAL STATUS COMMISSION AGREED IN PRINCIPLE TO MAKE LAND AVAILABLE TO THE UNITED STATES, WITH THE QUESTION OF THE EXTENT OF SUCH LAND AND THE TERMS UNDER WHICH IT IS TO BE MADE AVAILABLE STILL TO BE NEGOTIATED.

"5. THE MARIANAS POLITICAL STATUS COMMISSION AGREED IN PRINCIPLE THAT A SMALL, UNINHABITED AND INACCESSIBLE ISLAND COULD BE MADE AVAILABLE AS A UNITED STATES TARGET AREA, AS FARALLON DE MEDINILLA IS NOW BEING USED. THE UNITED STATES WOULD CONTINUE ITS JOINT USE OF ISLEY FIELD ON SAIPAN. OTHER NEEDS ARE STILL UNDER DISCUSSION.

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ACTION INT-08

INFO OCT-01 EA-11 IO-13 PM-07 L-03 PA-03 /046 W
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P 040625Z JUN 73 ZN2-1
 FM HICOMTERPACIS SAIPAN
 TO ALDISTAD TERPACIS
 LNO GUAM
 LNO KWAJ
 COMNAVMARIANAS
 CINCPAC
 CINCPACREPGUAM/TTPI
 USNAVINSERVO GUAM
 COMTWELVE/SAN FRAN CALIFORNIA
 SECSTATE
 SEC DEF
 JCS
 CNO
 CHINFO
 CINCPAC
 CINCPACFLT
 USMISSION USUN NY
 CGFMFPAC
 COMCBPAC

NAVFACENGCOM HDQRTS
 PACDIVNAVFACENGCOM
 HICOMTERPACIS LNO HONO
 SAMTEC/CEI VAFB CA
 INFO HQ USARBCO-MACHINATO/TTPI-LNO

UNCLAS (FINAL SECTION OF IV)
 COMTWELVE PASS INFO FOR AMB WILLIAMS
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"6. IT WAS THE UNDERSTANDING OF BOTH DELEGATIONS THAT THE
 MARIANAS POLITICAL STATUS COMMISSION WOULD BE PREPARED TO

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NEGOTIATE WITH RESPECT TO THAT PORTION OF TINIAN REQUIRED BY THE UNITED STATES FOR MILITARY PURPOSES. IN THIS CONNECTION, MEANS WOULD HAVE TO BE FOUND TO ASSURE THAT SOCIAL AND ECONOMIC CONDITIONS EVOLVE IN A MANNER COMPATIBLE WITH THE MUTUAL INTERESTS OF BOTH THE CIVILIAN AND MILITARY COMMUNITIES.

"7. DURING THE FORTHCOMING RECESS IN FORMAL TALKS BETWEEN

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THE TWO DELEGATIONS, FURTHER DISCUSSIONS WILL BE HELD AT A TECHNICAL LEVEL TO CLARIFY AND REFINER THE UNITED STATES PROPOSALS IN DETAIL. IN THIS CONNECTION, THE UNITED STATES HAS AGREED TO FURTHER EXAMINE ITS PROPOSALS FOR MILITARY LAND REQUIREMENTS IN THE LIGHT OF THE COMMENTS OF THE MARIANAS POLITICAL STATUS COMMISSION. SIMILARLY THE MARIANAS POLITICAL STATUS COMMISSION HAS AGREED TO GIVE FURTHER CONSIDERATION TO THE UNITED STATES MILITARY LAND PROPOSALS.

"8. THE UNITED STATES WILL SEND A SMALL GROUP OF ENGINEERS TO THE MARIANAS TO MAKE NECESSARY PRELIMINARY ON-THE-SPOT SURVEYS. THESE ACTIONS ARE NECESSARY IN ORDER TO FACILITATE THE PLANNING PROCESS. IN THIS REGARD, THE UNITED STATES OFFERED ASSURANCES THAT IT HAS NO INTENTION OF TAKING FURTHER ACTION TO IMPLEMENT ITS MILITARY LAND PROPOSALS SO LONG AS THIS MATTER IS STILL UNDER NEGOTIATION WITH THE MARIANAS POLITICAL STATUS COMMISSION.

"9. THE PARTIES AGREED TO ESTABLISH A CONSULTATIVE GROUP TO DISCUSS THE DETAILED PLANS FOR MILITARY AND RELATED LAND USE IN THE MARIANAS AS THEY ARE DEVELOPED AND TO CONSULT WITH THE PEOPLE DIRECTLY AFFECTED BY THOSE PLANS. THE PEOPLE OF TINIAN WILL BE REPRESENTED IN SUCH A GROUP.

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"THE CHAIRMAN OF THE MARIANAS POLITICAL STATUS COMMISSION AND THE PRESIDENT'S PERSONAL REPRESENTATIVE AGREED THAT THE TWO DELEGATIONS WOULD MEET AGAIN TO PURSUE ALL OF THESE MATTERS FURT AS SOON AS POSSIBLE, PROBABLY IN THE LATE SUMMER OR EARLY FALL. MEANWHILE TALKS WILL CONTINUE AT THE TECHNICAL LEVEL ON THE SUBJECTS INDICATED ABOVE."

(NOTE TO EDITORS AND NEWS DIRECTORS: WE REALIZE THAT THE

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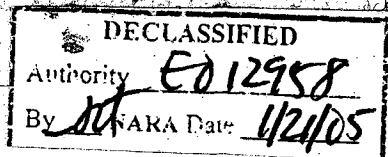
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THE COMPANY TO PONAPE DISTRICT WAS QUESTIONED, SINCE THE PROPOSAL WAS TO SOLICIT BUSINESS IN PONAPE, BUT TO DO THE WORK ON SAIPAN OR GUAM. DAVIS IS AN ARCHITECTURAL AND ENGINEERING FIRM.

THE PONAPE DISTRICT ECONOMIC DEVELOPMENT BOARD STATED DURING ITS MAY MEETING THAT APPLICATIONS ARE WELCOMED FROM FOREIGN FIRMS WISHING TO DO BUSINESS IN PONAPE, PROVIDED THOSE COMPANIES OFFER STOCK TO MICRONESIANS AND INTEND TO PLACE PERMANENT OFFICES AND PERSONNEL IN PONAPE DISTRICT.

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BOVE STATEMENT IS LONG AND UNWIFLDLY, PARTICULARLY FOR USE BY BROADCAST STATIONS. WE REGRET THAT LIMITATIONS OF TIME MADE IT IMPOSSIBLE FOR US TO PROVIDE YOU WITH A SHORTER REWRITE OF THE JOINT COMMUNIQUE.)

MARIANAS COMMISSION TO UN)

SAIPAN, JUNE 4, (MNS)---SENATOR EDWARD PANGELINAN, CHAIRMAN OF THE MARIANA ISLANDS POLITICAL STATUS COMMISSION, HAS ANNOUNCED THAT TWO MEMBERS OF THE COMMISSION WILL TRAVEL TO NEW YORK THIS WEEK FOR THE ANNUAL HEARINGS BEFORE THE U.N. TRUSTEESHIP ROUNCIL.

PANGELINAN SAID THAT COMMISSION MEMBERS JOAQUIN I. PANGELINAN AND BENJAMIN T. MANGLONA WILL ATTEND THE HEARINGS. THEY WILL BE ACCOMPANIED BY COMMISSION LEGAL CONSULTANT HOWARD

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P. WILLENS.

PANGELINAN AND MANGLONA WILL BE AVAILABLE AT THE HEARINGS TO COMMENT ON THE CURRENT STATUS NEGOTIATIONS WHICH HAVE BEEN UNDERWAY FOR THE PAST THREE WEEKS BETWEEN THE MARIANAS COMMISSION AND THE U.S. DELEGATION.

A DELEGATION FROM THE MARIANAS WAS ALSO AT LAST YEAR'S HEARINGS. THEIR APPEARANCE FOLLOWED BY JUST A FEW DAYS THE ENACTMENT OF LEGISLATION CREATING THE MARIANAS COMMISSION BY THE DISTRICT LEGISLATION DURING SPECIAL SESSION.
(APPLICATION DISAPPROVED)

SAIPAN, JUNE 4, (MNS)---TRUST TERRITORY HIGH COMMISSIONER EDWARD E. JOHNSTON HAS ACTED TO DISAPPROVE AN ADDITIONAL APPLICATION FOR A FOREIGN BUSINESS PERMIT INVOLVING PONAPE ECONOMIC DEVELOPMENT BOARD.

THE MOST RECENT ACTION INVOLVED AN APPLICATION ON BEHALF OF THOMAS J. DAVIS OF SAIPANN INCORPORATED, MADE BY PEDRO A9 TENDORIO OF SAIPAN. THE BOARD NOTED THAT THE COMPANY ALTHOUGH CHARTERED TO DO BUSINESS IN THE TT, OFFERS ONLY TEN PER CENT OF ITS STOCK TO MICRONESIANS, AND THOSE MUST BE EMPLOYEES OF THE COMPANY. FURTHERMORE, THE DIRECT ECONOMIC BENEFIT

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NSC CORRESPONDENCE

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MO DA	MO DA HR	<u>3866</u>	<u>Proche</u>
<u>7 11</u>	<u>7 11</u>		

SOURCE / CLASS / DESCRIPTION

TO: PRES _____ FROM: Grove, B _____ LOG IN/OUT ONLY _____
 KISSINGER X _____ RICHARDSON _____ UNCLAS _____ NO FORN _____ NODIS _____
 SCOWCROFT _____ SCHLESINGER _____ LOU _____ EYES ONLY _____ EXDIS _____
 ELIOT _____ S X _____ CODEWORD _____ SENSITIVE _____
 TS _____

SUBJECT: Marras Status negotiator

REFERENCE: S/S _____ OTHER U/N 65 NOT XEROXED _____

DISTRIBUTION / INITIAL ACTION ASGMT

INTERNAL ROUTING AND DISTRIBUTION			ACTION REQUIRED
	ACTION	INFO	
ADVANCE CYS TO HAK/SCOWCROFT			MEMO FOR HAK..... (<u>X</u>)
STAFF SECRETARY		<u>X</u>	MEMO FOR PRES..... ()
FAR EAST <u>Proche</u>	<u>X</u>		REPLY FOR..... ()
SUB-SAHARAN AFRICA			APPROPRIATE ACTION..... ()
MID EAST / NO. AFRICA / SO. ASIA			MEMO _____ TO _____ ()
EUROPE / CANADA			RECOMMENDATIONS..... ()
LATIN AMERICA			JOINT MEMO..... ()
UNITED NATIONS			REFER TO _____ FOR: _____ ()
ECONOMIC			ANY ACTION NECESSARY?..... (<u>X</u>)
SCIENTIFIC			CONCURRENCE..... ()
NET ASSESSMENT GROUP			DUE DATE: <u>7/19</u>
PROGRAM ANALYSIS			COMMENTS: (INCLUDING SPECIAL INSTRUCTIONS)
NSC PLANNING		<u>X</u>	<u>ORW 2090, 2091 & 2753</u>
CONGRESSIONAL			
OCEANS POLICY			

SUBSEQUENT ROUTING / ACTIONS

IF NO ACTION, RETURN W/PROFILE FOR FILES. IF CONVENIENCE CY NEEDED, PLEASE INDICATE:

DATE	FROM	TO	S	SUBSEQUENT ACTION REQUIRED (OR TAKEN):	CY TO
<u>7/12</u>		<u>JRF</u>			
<u>7/28</u>		<u>from C</u>		<u>No action necessary per Proche</u>	

NSC/S DISP INSTR

DISPATCH _____ NOTIFY _____ & DATE _____

SPECIAL DISPOSITION) Original Ret'd to NSC/S 22 Feb 74

OR RECORD COMMENT: _____

CY RQMTS: SEE ABOVE PLUS:
730 2090 NS
730 2091 NS

CROSS REF W/ 730 2753 NS JOINED BY LOG # 730 3631

SEE # _____ FOR FINAL ACTION & FILING.

SUSPENSE CY ATTACHED: X

MICROFILM & FILE RQMTS:
 M/F'D _____ BY _____
 FEB 25 1973
 HP _____
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 TO) PA _____
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) NS _____
) EP _____
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