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United States Department of the Interior

OFFICE OF THE SECRETARY
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SEP 14 1972

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H. R. SCHMIDT, A.D.D. DATE:

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DOE/ISA-20
BY R.A. CARPENTER, DATE:*

Memorandum

To: Participants in Interagency Meeting on Return of Eniwetok Atoll to the Trust Territory Administration

From: Deputy Assistant Secretary of Interior - Territorial Affairs

Subject: Summary of September 7, 1972 Interagency Meeting on the Rehabilitation and Clean-Up of Eniwetok Atoll and Its Return to the Trust Territory Administration

I. Opening Remarks - Mr. Carpenter, Department of the Interior

When we started organizing this meeting we had no idea it would turn out as large as it has. But we are pleased to have all of the various agencies and sub-agencies represented on this problem. I think in view of the size of the group we would like to make it primarily an information exchange meeting but, hopefully, end up with some tentative conclusions. We have a little agenda before you which we will try to follow, but this is only a broad framework to keep the meeting on the track.

Let me say that we do have a secretary taking notes and a tape going here which won't pick up the whole table but, between the two, we hope to have some kind of a fairly specific memorandum of the meeting itself -- a copy of which we will make available to all those represented here.

I would like to say just a few words at the beginning. First of all, we have been deeply involved in negotiating with the Micronesians for the past three years or so on their future political status; and, as the result of the last meeting here in July, we arrived at a tentative partial compact. We now have another meeting slated for late September in Hawaii, at which time we are hopeful that we can end up with at least a tentative agreed complete compact.

Having said that, however, we realize we are in a somewhat critical stage in our negotiations. There has just concluded a recent special session of the Congress of Micronesia before which the partial compact was placed; and at the Congress there have been some rather general expressions of unhappiness in terms of the compact as thus far negotiated.

I say a somewhat critical stage because from now on, even more so than before, everything we do in Micronesia and at times things we don't do will be the subject of unfavorable comment, criticism, etc. Many of these things have a way of slopping over into the basic problems of the overall status negotiations.

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I mention this specifically today in terms of our problems on the return of Eniwetok; and our desire to make as rapid progress as possible in the clean-up and the return of the atoll by the target date, the end of 1973. For your information, too, the only public statement -- official statement -- we have made on Eniwetok was the basic joint statement by Ambassador Haydn Williams and High Commissioner Edward E. Johnston announcing the decision of DOD to return the atoll at the end of 1973. As you know this was put out on April 18, 1972 in Saipan and the principle paragraphs here are as follows:

"I am therefore authorized to announce that the U.S. Government is prepared to release legally the entire atoll to the Trust Territory Government at the end of 1973, subject to retention of some minor residual rights.

"Prior to the actual resettlement of the atoll, it will be necessary to carry out the same type of survey, clean-up and rehabilitation procedures that have been utilized for Bikini Atoll. As in Bikini, the schedule for resettlement will depend on the results of the survey and the pace of the rehabilitation program. This schedule will be drawn up as soon as practicable.

"As an initial step the United States plans to commence the survey of the atoll probably late this summer. The clean-up and rehabilitation of the three islands -- Parry, Japtan and Aniyaanii -- in the southeastern part of the atoll, will receive first priority.

"The Trust Territory Government looks forward to working with the people of Eniwetok on the actual planning of the rehabilitation and return of the atoll."

This is the public statement which sets the framework for the return of Eniwetok.

I think all of us who have had or do have an interest at one time or another in Eniwetok have been feeling that we needed to get together to at least sort out the problems and try to make sure we are all on the same wave length as we move forward.

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Finally, I would like to mention that in my recent trip out to the Trust Territory several of the local leaders from Ujilang appeared in Saipan having been brought there by the OEO Legal Services people. I had a meeting with them -- a meeting at which the head of the Micronesian Legal Services and two of his people acted as spokesmen for the group.

Their principle demands were a request to return to the island of Japtan as quickly as possible and the other was further compensation for the Ujilang people primarily with respect to the three islands which disappeared during the nuclear tests with further damage to several others. Subsequent to that meeting Mr. Coleman had another meeting with the same group at which more specifics were brought forward on their desire to return to the island of Japtan.

I should mention that Deputy High Commissioner Peter Coleman is here today having just come from Saipan for this meeting. Many of you may know him. On my right is John deYoung, my action officer for Eniwetok. I think it might be helpful at this time to go around the table and have everyone introduce himself.

(Introductions were made -- a list of attendees is attached).

II. Presentations

DOD Status Report -- Mr. Futrall of Defense Nuclear Agency

First, we would like to tell you about some of the actions and thinking we have done in DNA in response to Secretary Nutter's letter of 17 July to our Director and also give you an overall picture of the geography of Eniwetok and preliminary surveys and specific matters which have come to mind which, at some point, will require resolution and also to express some of the objectives that this interagency conference might achieve.

(Slides)

--The general location of Eniwetok Islands.

--The atoll chain consisting of about 43 separate islands. The U.S. Government in 1946 began the resettlement of 136 Eniwetokese from this atoll chain to the Ujilang chain while preparing to use Eniwetok for nuclear weapons research. Between 1946 and 1958 more than 30 nuclear tests were made in the area near Eniwetok. This was brought to a halt by the signing of the Limited Nuclear Test Ban Treaty Nov. 1, 1958. Until 1969 this island chain was used as an impact and scoring area for IBMs launched from Vandenberg Air Force Base.

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--The first joint survey with people from AEC and EPA found five or six islands with radiation problems.

--Problem and Planning Considerations.

1. Magnitude of projects.
2. The constraint of the 18 April announcement.
3. Availability of funds.
4. Remote location - accessible only by air and sea -- 2500 miles from Honolulu.
5. Number of agencies involved.
6. Lack of sufficient data to determine:
 - a. extent of radiological contamination and effect on atoll food chain.
 - b. amount of debris requiring disposal.

--Some other Topics for Discussion

1. Assignment of responsibilities
 - a. Surveys and preliminary planning
 - b. Rehabilitation and resettlement
2. Ability of food chain to support population.
3. Funding responsibility (sources of funds -- separate budget item).
4. Source of logistical and administrative support.
 - a. Logistical base - Eniwetok
 - b. Back-up: Kwajalein - Honolulu, CONUS.
5. Overall control
 - a. Establishment of Interagency policy coordination board/committee
 - b. Single Manager/Lead Agency Concept.

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6. Criteria for clean-up
7. Liaison with TTPI during project planning and execution
8. Employment of Eniwetokese during clean-up phase
9. Retention of real property use rights and transfers
10. Responsibility for preparation and processing environmental impact statement.

--Plan for Clean-Up

1. Detailed survey begins Sept. 27.
 - a. AEC - Radiological
 - b. DOD - Engineering and logistic support.
2. Analysis of survey sufficiently advanced by Jan. 1973 to permit recommendation on adequacies of atoll food chain.
3. Clean-up scheme
 - a. Begin to clean least contaminated islands.
 - b. Proceed clockwise around atoll chain.
 - c. When cleared transfer each island to the Trust Territory for rehabilitation and resettlement. Rate of progress will depend on amount of hazardous materials.

--Objectives

Agreement on assignments of clean-up and rehabilitation and re-settlement tasks.

Agreement on funding.

Agreement on assignments of responsibility establishment of ad hoc interagency policy coordination group.

Agreement on site management.

Criteria applied.

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AEC Report -- Mr. Roger Ray

We completed one preliminary survey of Eniwetok this past May. Briefly stated, if we start with the islands mentioned, Japtan as being the island of immediate interest and work clockwise, we have assigned some preliminary categories to these islands. Four around Japtan are the least contaminated; clockwise around the atoll a group of islands lightly contaminated; north to ones which are moderately contaminated and on to Runit which is highly contaminated. We plan to have a more comprehensive survey late this month or early next. Five or six weeks will be taken, or maybe a longer period of time, to really understand what has to be done. We hope to be able to design a rehabilitation plan. This requires that criteria be established once more information is gathered. By January 1973 we expect to collect a lot more information but don't expect to reduce this to policy or criteria perhaps until summer.

We are not certain about marine life contamination. We need to find out if people can fish or live off the marine life.

III. General Discussion

Interior

One impression that I get is that there is some question as to whether we will meet the date of 1973 for return of the atoll.

AEC

Does return mean people can go back and live there or does return mean administrative transfer -- return to administration of Trust Territory?

Interior

Our public commitment is to return the entire atoll to the administration of the Trust Territory.

AEC

What about the difficulty of keeping the Eniwetokese on some islands and off others once they get back on the atoll?

Interior

We have had a similar experience in Rongelap where certain areas are restricted and the people have been careful to stay out of the restricted area.

AEC

On the joint statement by the High Commissioner and the Ambassador -- does it indicate that completion of defense activities would precede implementation of the rehabilitation activities?

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Interior

Read from joint statement -- "These tests will in no way interfere with an early commencement of the rehabilitation process and will be completed by the end of 1973."

Interior

Comments on recent meeting with local leaders and Micronesian Legal Service by Mr. Peter Coleman, Deputy High Commissioner.

We have had meetings with the Eniwetokese and their lawyers. The return to Eniwetok is a strong emotional issue with the people. They feel it is time for them to go back home. Background -- the Marshallese look at land in a different way. Land is very important to them. Consequently, the people have expressed strongly their desire to return to their own land. The people wish to send about 50 men before the end of 1973 and build temporary houses for them. It takes a long time to rebuild a way of life and they wish to start as soon as possible. This is the message they asked me to convey to you at this meeting here.

Interior

Is there any possibility of a small group returning to Japtan before the end of 1973?

AEC

This would be subject to what has to be done. Japtan was the least damaged of the islands and there is little that needs to be done but the marine life still needs to be cleared and this takes time.

ISA

What structures would the Eniwetokese like to have left standing?

Interior

All those structures which could be hazardous should be removed. Unusable warehouses could be dismantled and the people use the material in rebuilding their homes.

IV. Responsibilities (Funding, etc.)

Interior

Funding seems to fall into three areas -- (1) Radiological clean-up and surveys, (2) non-radiological clean-up which would include removal of hazardous objects and (3) finally the rehabilitation -- planting of trees, building of houses, etc.

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AEC

AEC noted that the location and removal of non-contaminated debris should not be separated from location and removal of contaminated debris. A pre-cleanup survey covering both radiological and engineering aspects would be required and tentatively was being planned for late September.

AEC would fund the radiological aspects of this pre-cleanup survey, the conduct of any other radiological survey activity that might be required to understand conditions in the environment as they relate to exposures of people and developments of standards, and the conduct of periodic follow-up radiological surveys that take place after cleanup. If later field and or laboratory work is done by AEC in support of cleanup, AEC should be reimbursed by DOD.

DOD

DOD would be responsible for funding the engineering portions of the pre-cleanup survey and those monitoring and survey activities that are required to support cleanup operations and to insure safety of personnel involved in cleanup activities. DOD also would fund the later cleanup of both radiological and non-radiological activities. Interior would be responsible for funding rehabilitation costs once cleanup completed.

Interior

For the benefit of Mr. Cardwell from OMB, Interior proposed that appropriations for both cleanup and rehabilitation be separate and not included in overall ceilings.

OMB

Your proposal is heard but there is no way to give you any reaction on that today.

--Environmental Impact Statement

EPA

If DOD is going to fund the major part of the Government's efforts in returning the atoll, then DOD should be the one to prepare the environmental impact statement. This was agreed upon.

V. Working Group

Interior

Suggest we set up a formal working group to serve as a focus on various problems. Certainly should include AEC, DOD and Interior.

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AEC

Suggest that lead department should be DOD.

DOD

In terms of the many sides of the problem, I suggest that Interior should be the lead agency as far as the working group is concerned.

No objection to this. Interior agreed.

Representatives designated from each of the Departments:

AEC - Capt. Gay

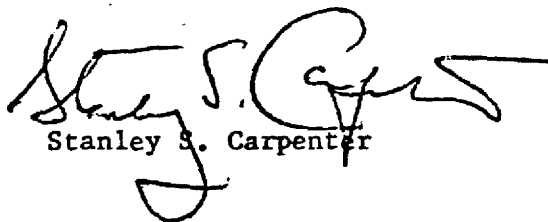
DOD - Capt. Schuller

Interior - Mr. deYoung (Fred Radewagen - alternate)

It was agreed that other agencies would participate as necessary.

Interior

We will keep the other agencies involved through periodic progress reports of the working group.


Stanley S. Carpenter

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ATTENDANCE LIST

(SEATED AT CONFERENCE TABLE)

<u>NAME</u>	<u>AGENCY</u>
1. Mr. Stanley S. Carpenter	INT/DASTA
2. Mr. John deYoung	INT/DASTA
3. Maj. Gen. J. L. Dickman	Defense Nuclear Agency
4. Maj. Gen. Frank A. Camm	Atomic Energy Commission
5. Mr. M. E. Gates	Atomic Energy Commission
6. Mr. Roger Ray	AEC, Nevada Operations Office
7. Dr. M. B. Biles	AEC, Washington
8. Mr. John H. Holdridge	National Security Council
9. Mr. Allen D. South	Assistant Secretary of Defense (Comptroller)
9a. Mr. Lauderdale	
10. Capt. William J. Crowe	Office of Micronesian Status Negotiations
11. B/Gen. A. P. Hanket	Joint Chiefs of Staff
11a. Mr. Bill Hale	OMSN
12. B/Gen. J. R. Brickel	ATSD (AE)
12a. Mr. Sheldon Meyers	Environmental Protection Agency
12b. Mr. L. Cardwell	Office of Management & Budget
13. Mr. William J. Dircks	Council on Environmental Quality
14. Dr. John A. Busterud	Secy. of Defense - H&E
15. Mr. Donald E. Lawyer	Secy. of Defense - H&E
16. Mr. Francis B. Roche	Secy. of Defense - I&L
17. Dr. Dennis J. Doolin	OASD (ISA)
18. Capt. Gordon J. Schuller	OASD (ISA)
19. Deputy High Commissioner Peter Coleman	Trust Territory of the Pacific Islands

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ATTENDANCE LIST

ALONG EAST WALL

<u>NAME</u>	<u>AGENCY</u>
1. Mr. H.H. Almond, Jr.	OSD/OGC/DOD
2. Mr. Thomas L. Whittington	INT/DASTA
3. Mr. C. Brewster Chapman, Jr.	INT/Office of Solicitor
4. LTC James G. Ling	R&D, ATSD (AE)
5. Mr. Fred Radewagen	INT/DASTA
6. Mrs. Odessa M. Mitchell	INT/DASTA

ALONG WEST WALL

<u>NAME</u>	<u>AGENCY</u>
1. Mr. John G. Lewis	Defense Nuclear Agency
2. Mr. Earl L. Eagles	DNA
3. Mr. Allen A. Futral	DNA
4. Mr. M. E. Stevens	DNA
5. Capt. W. W. Gay	AEC - DMA
6. Dr. W. E. Nervik	AEC - LLL
7. Mr. Tom F. McGraw	AEC - OS
8. Dr. William W. Burr, Jr.	AEC - DBER

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