Political Status of Puerto Rico: Brief Background and Recent Developments for Congress

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Puerto Rico lies approximately 1,000 miles southeast of Miami and 1,500 miles from Washington, DC. Despite being far outside the continental United States, the island has played a significant role in American politics and policy since the United States acquired Puerto Rico from Spain in 1898.

Puerto Rico’s political status—referring to the relationship between the federal government and a territorial one—is an undercurrent in virtually every policy matter on the island. Puerto Rico has held several popular votes (referenda or plebiscites) on the island’s relationship with the United States. Most recently, plebiscites were held in 2012, 2017, and 2020. In 2020, 52.5% of voters answered affirmatively when asked a single ballot question of whether Puerto Rico should immediately be admitted to the union as a state.

In some cases, the results of previous plebiscites have been controversial, as political parties on the island debated ballot wording and voter participation. If Congress chose to alter Puerto Rico’s political status, it could do so through statute. Ultimately, the Territory Clause of the U.S. Constitution grants Congress broad discretion over Puerto Rico and other territories. Although Congress may authorize a popular vote on status, Puerto Rico may hold, and has held, such votes without congressional approval.

As of this writing, there have been no major status or legislative developments during the 118th Congress. Legislation substantially similar to some of the bills introduced in the 117th Congress has been reintroduced. The 118th Congress bills share the Puerto Rico Status Act title, but not all contain the same provisions. In April 2023, Representative Grijalva reintroduced his version of the Puerto Rico Status Act as H.R. 2757. The legislation is substantially similar to the version of Representative Grijalva’s legislation that passed the House during the 117th Congress (H.R. 8393). The 118th Congress bill proposes a November 2, 2025, plebiscite date and a March 8, 2026, runoff date. Senator Heinrich’s S. 3231 appears to be a companion measure to Representative Grijalva’s H.R. 2757. In September 2023, Senator Wicker reintroduced his status bill, which is also called the Puerto Rico Status Act but takes a different approach than other bills of the same name. Senator Wicker’s bill also proposes a plebiscite, but, unlike the other two 118th Congress bills, it would include consideration of a “commonwealth” option on the plebiscite ballot.

Congress has not enacted any recent legislation devoted specifically to status. However, even in seemingly unrelated federal policy debates, Puerto Rico status often arises at least tangentially. The Puerto Rico Oversight, Management, and Economic Stability Act (PROMESA; P.L. 114-187; 48 U.S.C. §2101 et seq.), enacted during the 114th Congress, does not explicitly affect territorial status, although some Members have suggested that economic issues on the island should be addressed before considering political status, while others contend that the two topics are inherently linked. This report does not provide economic or legal analysis of topics that may provide context for considering political status; instead, it provides policy and historical background for understanding status and its potential relevance for Congress.

This report will be updated in the event of significant legislative or status developments.
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Introduction

This report provides policy and historical background about Puerto Rico’s political status—referring to the relationship between the federal government and a territorial one. Congress has not altered the island’s status since 1952, when it approved a territorial constitution. Status is the lifeblood of Puerto Rican politics, spanning policy and partisan lines in ways that are unfamiliar on the mainland.

Because the U.S. Constitution grants Congress broad discretion over territories, the House and Senate may choose to reexamine Puerto Rico’s political status, or to decline to do so. If Congress chose to alter Puerto Rico’s political status, it could do so through statute regardless of whether a plebiscite were held or what sentiment such a vote revealed.

Scope of the Report

As with all CRS reports, this product provides background information and analysis for Congress. It emphasizes those facets of the status policy debate that historically have been most relevant for House and Senate consideration, and that appear to remain most relevant for Members and staff who are considering those issues. It emphasizes the recent status debates in Puerto Rico specifically rather than examining status in all U.S. territories.

This report is not intended to substitute for a comprehensive analysis of the complex and culturally sensitive issues surrounding Puerto Rico’s more than 100-year affiliation with the United States. The report also is not intended to be an analysis of the various legal, economic, or social issues that might arise in considering Puerto Rico’s political status or a change in its relationship with the United States. Parts of this report are adapted from another CRS product, which provides additional discussion of the 2012 plebiscite.

Brief General Background

Puerto Rico has been the subject of strategic and political attention for more than 500 years. Spain was the first colonial power to claim the island. Christopher Columbus landed on the west coast of the main island of present-day Puerto Rico on November 19, 1493. There, he encountered native Taíno Indians, who called the island “Borinquén” (or, in some spellings, “Borinkén”). As one scholar has noted, “[a] permanent foothold was finally established in 1508, when Juan Ponce León led a group of settlers from Hispaniola.” Spanish colonizers forced the Taíno into servitude, and “[b]y 1521, the Indian Borinquén had become another Spanish

1 For a brief overview of territorial political status and statehood, see CRS In Focus IF11792, Statehood Process and Political Status of U.S. Territories: Brief Policy Background, by R. Sam Garrett. On historical statehood admission, see CRS Report R47747, Admission of States to the Union: A Historical Reference Guide, by Ben Leubsdorf, Kathleen E. Marchsteiner, and Carol Wilson.


4 Columbus called the island “San Juan Bautista.”

settlement in an expanding empire.” For the next 400 years, Puerto Rico served as a Spanish agricultural and mining outpost in the Caribbean.

When the United States defeated Spain in the Spanish-American War (1898), the United States acquired Puerto Rico, Guam, and the Philippines from Spain via the Treaty of Paris. The United States provided the United States with a central location from which to exercise military and strategic power in the Caribbean, particularly before World War II. The U.S. military briefly administered the island until Congress established a civilian government in 1900.

**Figure 1. Puerto Rico and Surrounding Area**

![Puerto Rico and Surrounding Area](image)

*Source: CRS figure using data from Map Resources (2012).*

Today, Puerto Rico is both deeply integrated into American society and insulated from it. On one hand, the American flag has flown over San Juan, the capital, for more than 100 years. In addition, those born in Puerto Rico are U.S. citizens. Many live and work on the mainland and serve in the military. On the other hand, as shown in **Figure 1**, the island is geographically isolated from the mainland United States; it lies approximately 1,500 miles from Washington, DC, and 1,000 miles from Miami. Residents of Puerto Rico lack full voting representation in Congress, typically do not pay federal income taxes on income earned on the island, do not have

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9 Despite consisting of three major islands, Puerto Rico is typically referred to as “the island,” as a reference to the largest island of the same name. Culebra and Vieques are also inhabited. A fourth major island, Mona, primarily serves as a nature preserve.
the same eligibility for some federal programs as those in the states, do not vote in presidential elections (although they may do so in party primaries), and enjoy a culture and predominant Spanish language that some argue more closely resembles Latin America than most of the 50 states.

**Why Status Might be Relevant for Congress**

Some regard status as the fundamental political question that drives everything else about the Puerto Rico-U.S. relationship. Others see status as a distraction from more compelling everyday policy and economic challenges. Perhaps because that debate remains unsettled, status is an undercurrent in virtually every policy matter on the island. Federal policy debates generally are less affected by status, but here, too, status often arises at least tangentially. As such, even a basic knowledge of the topic may be helpful in multiple policy areas.

Status has also been a contextual factor in congressional oversight of the Puerto Rico Oversight, Management, and Economic Stability Act (PROMESA)10 enacted during the 114th Congress (a topic that is generally beyond the scope of this report and addressed in other CRS products)11 in response to the island’s financial crisis. Legislation introduced in the 118th Congress (see “Status Developments in the 118th Congress”) could affect the island’s political status. Congress also could choose to take no action.

Finally, before proceeding, it is noteworthy that much of the status debate in Puerto Rico concerns attitudes surrounding past or future plebiscites. Whether in the past or future, Puerto Rico may choose to hold its own plebiscites without congressional authorization. Recently, however, plebiscite supporters have argued that federal support for a plebiscite could increase the perceived legitimacy of the results. Plebiscites are not required to revisit status. Whether or not a plebiscite were held, Congress could admit Puerto Rico as a state, or decline to do so, at its discretion, through statute.

**Brief Political Status and Policy History**

Puerto Rico is a U.S. territory subject to congressional authority derived from the Territory Clause of the U.S. Constitution.12 The Territory Clause grants Congress “Power to dispose of and make all needful Rules and Regulations respecting the Territory or other Property belonging to the United States.”13 Congress has enacted various statutes to address specific matters concerning the island’s political status. Puerto Rico’s current political status, as determined by federal statute (or otherwise, as noted), is summarized briefly below.

- After military governance since the United States acquired Puerto Rico in 1898, Congress established a civilian government on the island in 1900. Among other points, the Foraker Act established an “executive council” consisting of a presidentially appointed civilian governor and various department heads. The new government also included a popularly elected House of Delegates (which

11 See, for example, CRS Report R46788, *Puerto Rico’s Public Debts: Accumulation and Restructuring*, by D. Andrew Austin; and CRS Legal Sidebar LSB10965, *SCOTUS Rules That PROMESA Does Not Abrogate Puerto Rico Oversight Board’s Sovereign Immunity—If It Has Any*, by Mainon A. Schwartz.
12 U.S. Const., Art. IV, Sec. 3, cl. 2. For background discussion of the Territory Clause, see CRS, *The Constitution of the United States of America: Analysis and Interpretation*, available to congressional clients on the CRS website under the Quick Link “Constitution Annotated.”
13 U.S. Const., Art. IV, Sec. 3, cl. 2.
shared decisionmaking power with the executive council) and a U.S.-style judiciary system.\(^{14}\)

- The Foraker Act also established the Resident Commissioner position to represent island interests in Washington.\(^ {15}\) These duties came to include nonvoting service in the U.S. House of Representatives (the primary role of the Resident Commissioner today).\(^ {16}\) Through the Jones Act (1917), Congress authorized appropriations for legislative staff and franking privileges for the Resident Commissioner.\(^ {17}\)

- Devoted primarily to strengthening Puerto Rico’s civil government, the Jones Act also extended U.S. citizenship to Puerto Ricans and established a bill of rights for the island.\(^ {18}\) Major governmental changes included establishing a three-branch government similar to the one on the mainland.\(^ {19}\)

- Congress recognized island authority over matters of internal governance in 1950 through the Federal Relations Act (FRA) and when it approved the island’s Constitution in 1952.\(^ {20}\) No major status changes have occurred since.

After enactment of the FRA and approval of the territorial constitution, Puerto Rico became known formally as the “Commonwealth of Puerto Rico.” Use of the word “commonwealth” and whether the term carries particular legal or political significance is a topic of substantial historical and scholarly debate—most of which is not addressed herein. A brief summary of the competing major perspectives, however, provides important context for understanding the ongoing status debate.

Some contend that Puerto Rico’s commonwealth status signifies a unique recognition somewhere between territory and state. This perspective is often called “enhanced commonwealth” or “new commonwealth.” As longtime territories scholar Arnold H. Leibowitz has summarized, those holding this view have

> argued that more than local self-government was achieved by the 1950-1952 legislation. It contends that a new legal entity was created with a unique status in American law: the Commonwealth, a status which is an internationally recognized non-colonial status.... Most important, in this view, Commonwealth is not a “territory” covered by the ‘Territory Clause’ of the Constitution, nor quite obviously is it a state; rather, Commonwealth is \textit{sui generis} and its judicial bounds are determined by a “compact” which cannot be changed without the consent of both Puerto Rico and the United States.\(^ {21}\)

Others, however, contend that, at least in the Puerto Rican context, the term “commonwealth” does not hold particular legal or political significance. From this viewpoint, “commonwealth” is a stylistic or historical term of art, as used in the formal names of states such as the Commonwealth

\(^{14}\) 31 Stat. 77.

\(^{15}\) 31 Stat. 86.

\(^{16}\) For additional discussion, see CRS Report R40170, \textit{Parliamentary Rights of the Delegates and Resident Commissioner from Puerto Rico}, by Christopher M. Davis.

\(^{17}\) 39 Stat. 951; 39 Stat. 963.

\(^{18}\) 39 Stat. 951.

\(^{19}\) The act created a bicameral legislature by transferring the previous executive council legislative functions to a new Senate and by establishing a House of Representatives. See 39 Stat. 958.

\(^{20}\) See 64 Stat. 319 (popularly known as “P.L. 600” (P.L. 81-600)); and 66 Stat. 327 respectively.

of Pennsylvania. Some also suggest that commonwealth refers to a form of government, but does not designate a unique nonterritorial status. As Leibowitz has observed,

> From the outset the non-Commonwealth parties in Puerto Rico, seeking either Statehood or independence ... questioned the concept of the Commonwealth. They have argued that although Congress may delegate powers to a territorial government, the broad powers granted to Congress under the Territorial Clause of the Constitution and the implied powers of the national government remain and may be exercised should the need arise. Further they cite the legislative history of Public Law 600 [the FRA] to challenge the compact and Commonwealth concept.22

Debate over significance of the “commonwealth” term notwithstanding, action by Congress would be necessary to alter Puerto Rico’s political status. Doing so, of course, would require passage of legislation by Congress and approval by the President.

Finally, those rejecting the status quo also generally suggest that Puerto Rico’s current status was not intended to be—or perhaps should not be—permanent, and that statehood or independence are natural next steps.

**Political Parties and Status**

The dominant Democratic and Republican party labels found in the mainland United States do not necessarily translate to Puerto Rican politics. In Puerto Rico, politics tends to revolve around three status perspectives represented by the three most established political parties:

- The status quo or “pro-commonwealth” position is generally associated with the Popular Democratic Party (PDP/PPD).
- The pro-statehood position is generally associated with the New Progressive Party (NPP/PNP).
- The independence position is generally associated with the Independence Party (PIP or Independentistas). In recent years, the PIP has not consistently received sufficient electoral support to be certified a major party, but the independence perspective continues to be a factor in the status debate.

Views within the three major parties, as well as among other parties and interest groups, are not necessarily uniform. These differences regularly produce active factional groups or officially recognized minor parties.23 The PDP, NPP, and PIP nonetheless remain the most consistent partisan forces in Puerto Rican politics.

Other options that call for modified versions of the current commonwealth status or independence may appeal to members of one or more parties. Typically, the two major perspectives other than the status quo, statehood, or independence are (1) “enhanced commonwealth” and (2) “free association.” The former arguably signals a semiautonomous status whereas the latter suggests independence with closer ties to the United States than a more traditional independence option. The viability of the “enhanced commonwealth” position is not universally accepted.

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23 For example, in 2020, the Citizens’ Victory Movement (CVM) and Project Dignity became “registered” political parties, entitled them to membership on the territorial State Elections Commission (CEE). The CVM and the PIP reportedly formed an electoral alliance for the 2024 elections. See, for example, Jorell Meléndez-Badillo, “Puerto Rico is Voting for Its Future,” *Time*, updated May 6, 2024, [https://time.com/6969980/puerto-rico-voting-future/](https://time.com/6969980/puerto-rico-voting-future/).
At the federal level, positions on status do not necessarily follow clear partisan patterns. For those Members of Congress who have firm positions on status, personal preference or constituent issues appear to be key motivations. Particularly in recent years, Members of both parties in Congress have generally argued that if the island is to choose a different status, clear consensus is necessary among the Puerto Rican people, regardless of the selected option.

**Recent Policy and Political Developments Most Relevant for Congress**

A series of votes in Puerto Rico, held since 2012, have organized much of the status debate during the past decade. An overview appears below.

**The 2012 Plebiscite in Brief**

In 2012, voters were asked to answer two questions: (1) whether they wished to maintain Puerto Rico’s current political status; and (2) regardless of the choice in the first question, whether they preferred statehood, independence, or to be a “sovereign free associated state.” Figure 2 shows a sample ballot.
Figure 2. Sample 2012 Plebiscite Ballot

**PAPELETA OFICIAL
OFFICIAL BALLOT**

**CONSULTA
PLEBISCITE**

**CONSULTA SOBRE EL ESTATUS POLÍTICO DE PUERTO RICO
PLEBISCITE ON PUERTO RICO POLITICAL STATUS**

**MODELO**

**SAMPLE**

**Instrucciones:** Marque la opción de su preferencia. La papeleta con más de una (1) opción marcada en esta sección no será contabilizada.

**Instructions:** Mark your option of preference. These ballots with more than one (1) mark in this section shall not be tallied.

¿Está usted de acuerdo con mantener la condición política territorial actual?
Do you agree that Puerto Rico should continue to have its present form of territorial status?

<table>
<thead>
<tr>
<th>Sí /Yes</th>
<th>No /No</th>
</tr>
</thead>
</table>

**Instrucciones:** Respectivamente de su contestación a la primera pregunta, conteste cuál de las siguientes opciones no territoriales usted prefiera.

**Instructions:** Regardless of your selection in the first question, please mark which of the following non-territorial options would you prefer.

La consulta con más de una (1) opción marcada en esta sección no será contabilizada.

These ballots with more than one (1) mark in this section shall not be tallied.

**Estadidad:**

Prefiere que Puerto Rico sea un estado de Estados Unidos de América, para que todos los ciudadanos americanos residentes en Puerto Rico tengan iguales derechos, beneficios y responsabilidades que los demás ciudadanos de los estados de la Unión, incluyendo derecho a la plena representación en el Congreso y participación en las elecciones presidenciales, y que se nombre al Congreso Federal que promulge la legislación necesaria para iniciar la transición hacia la estadidad. Si está de acuerdo, marque aquí.

**Independencia:**

Prefiere que Puerto Rico sea una nación soberana y totalmente independiente de Estados Unidos y que se nombre a un Congreso Federal que promulgue la legislación necesaria para iniciar la transición hacia la nación independiente de Puerto Rico. Si está de acuerdo, marque aquí.

**Estado Libre Asociado Soberano:**

Prefiere que Puerto Rico adopte una entidad fuera de la Cláusula Territorial de la Constitución de Estados Unidos, que reconoce la soberanía del Pueblo de Puerto Rico. El Estado Libre Asociado Soberano se basa en una asociación política libre y voluntaria, cuyos términos equivalen a las relaciones entre Estados Unidos y Puerto Rico como naciones soberanas. El acto acorde disponería el alcance de los poderes jurisdiccionales que el pueblo de Puerto Rico autónomo detendrá en manos de Estados Unidos y restringirá los restantes poderes a autoridades jurisdiccionales. Si está de acuerdo, marque aquí.

**Sovereign Free Associated State**

Prefiere que Puerto Rico adopte a una entidad fuera de la Cláusula Territorial de la Constitución de los Estados Unidos que reconozca la soberanía de la gente del Pueblo de Puerto Rico. El Estado Libre Asociado Soberano sería basado en un acuerdo voluntario y voluntario político, el específico de los cuales que se basarían upon between the United States and Puerto Rican sovereignty. Such agreement would provide the scope of the jurisdictional powers that the People of Puerto Rico agree to confer to the United States and retain all other jurisdictional powers and authorities. If you agree, mark here:

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**Source:** Sample November 2012 plebiscite ballot provided to CRS by the Puerto Rico State Elections Commission, September 2012.

**Notes:** Size and spacing differed on the actual ballot. Ballot wording and format are as provided in the original document. To fit the image in the space herein, CRS removed some white space on the ballot and at the margins of the original file.
According to results certified by the Puerto Rico State Elections Commission, approximately 54.0% of those who cast ballots answered “no” to the first question. In the second question, approximately 61.2% of voters chose statehood.24 However, results of the plebiscite were controversial. Debate focused on whether almost 500,000 blank answers on the second question should be included in the total, thereby affecting whether any option received a majority. A concurrent resolution approved by the territorial legislature and supported by PDP Governor Alejandro García Padilla (who was elected on the same day as the plebiscite) contended that the results were “inconclusive.” Another CRS report provides additional detail about the 2012 plebiscite.25 After Governor García Padilla assumed office in 2013, momentum toward revisiting status waned on the island. As explained below, interest in status rebounded in 2016.

In Washington, the House and Senate provided federal funds to support a future plebiscite. Specifically, in the FY2014 omnibus appropriations law, Congress appropriated $2.5 million for “objective, nonpartisan voter education about, and a plebiscite on, options that would resolve Puerto Rico’s future political status.”26 These plebiscite-education funds remain available until expended, but Congress placed conditions on their release that appear to exclude the “enhanced commonwealth” status option as a choice on the ballot.27 As discussed below, the Justice Department determined in 2017 that enhanced commonwealth remained inconsistent with the U.S. Constitution. As of this writing, the funds remain unexpended.

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26 The $2.5 million was provided in the Commerce, Justice, Science, and Related Agencies Appropriations Act, 2014 (Div. B of P.L. 113-76, Consolidated Appropriations Act, 2014), as part of the appropriations for the Edward Byrne Memorial Justice Assistance Grant program (see 128 Stat. 61).

The 2016 Elections in Puerto Rico

In the 2016 general election, Puerto Rico voters selected NPP candidates for both the Governor and Resident Commissioner posts. The proto-statehood NPP also retained majorities in the territorial House and Senate. Governor-Elect Ricardo Rosselló announced that he “intend[ed] to make joining the union [as a state] the central focus of his administration.” Soon after the November election, some in the NPP began urging congressional action to admit Puerto Rico as a state.

In his election night victory speech, according to one media report, Rosselló called his election an “unequivocal mandate to tell the world that the transition to statehood has started,” which he will promote through the Tennessee Plan. The “Tennessee Plan” refers to the method by which Tennessee and six other states joined the union. Each territory employed this method somewhat differently, but the central thrust of the Tennessee Plan involves organizing a political entity that is essentially a state in all but name. Steps typically include drafting of a state constitution, election of state officers, and sending an elected congressional delegation to Washington to lobby for statehood. These developments notwithstanding, there is no single path to statehood. Changing Puerto Rico’s political status by the Tennessee Plan or any other method ultimately would require a statutory change by Congress with presidential approval.

The 2017 Plebiscite

In January 2017, Rosselló assumed the governorship and the NPP assumed the majority in the legislature. Puerto Rico was thus now primarily represented by a Governor, legislative majority, and Resident Commissioner who publicly favored statehood. On February 3, 2017, the legislature enacted, and the Governor subsequently signed, legislation setting the June 11, 2017, plebiscite date. The new NPP government framed the 2017 plebiscite as the first “sanctioned” by the federal government (through the FY2014 appropriations language discussed above). The legislature also characterized the 2017 plebiscite as a way to “reassert the desire for decolonization and the request for Statehood” from 2012. Similar arguments that had

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28 Dánica Coto, “Top Candidate Wants Puerto Rico Statehood,” Chicago Tribune, November 6, 2016, p. 27.
31 Tennessee was the first territorial area admitted to the union as a state. For historical background, see, for example, John Whitfield, The Early History of Tennessee: From Frontier to Statehood (Paducah, KY: Turner Publishing Company, 1999), p. 125. Other former territories that followed statehood paths similar to the Tennessee Plan include, in chronological order, Michigan, Iowa, California, Oregon, Kansas, and Alaska.
32 See, for example, CRS In Focus IF11792, Statehood Process and Political Status of U.S. Territories: Brief Policy Background, by R. Sam Garrett; and Grupo de Investigadores Puertorriqueños, Breakthrough from Colonialism: An Interdisciplinary Study of Statehood (Río Piedras, PR: Editorial de la Universidad de Puerto Rico, 1984), pp. 1209-1215. Some of these steps would be relevant for Puerto Rico, while others would not; an analysis of the topic is beyond the scope of this report.
33 Puerto Rico Act No. 7-2017. This report refers to a certified translation provided to CRS by the Puerto Rico Office of Legislative Services, May 2017.
34 Puerto Rico Act No. 7-2017, p. 25.
surrounded the previous plebiscite language resurfaced in 2017. Similar criticisms also emerged from those who opposed the plebiscite.

**Initial Plebiscite Ballot and DOJ Reaction**

As explained below, the initial ballot was subsequently amended after the U.S. Department of Justice (DOJ) declined to certify the federal funds appropriated in FY2014 (discussed above) to administer the plebiscite.

- NPP supporters argued that the 2012 plebiscite established that Puerto Rican voters preferred a nonterritorial option, and that statehood or a form of independence were the only constitutionally permissible choices.

- The plebiscite law thus included two “non-territorial and non-colonial political status” options on the ballot: (1) “Statehood” and (2) “Free Association/Independence.” The law further specified that only ballots marking one of those options would be counted—a reference to controversy over “blank” ballots believed to be cast in protest in 2012.

- The law also directed that if the “Free Association/Independence” option received a majority in the June 11 plebiscite, an October 8, 2017, referendum would be held for voters to select from these two choices. Both free association and independence would entail Puerto Rico becoming an independent country. The former suggests an ongoing, mutually negotiated relationship in which the United States might continue to provide some benefits or services, such as the United States today has with the Western Pacific nations of the Federated States of Micronesia (FSM), the Republic of Micronesia, and the Republic of Palau.

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36 For example, the “statement of motives” section of the law states that “The issue of rejecting the century-old territorial and colonial status was clearly resolved locally by a majority vote of the citizens of Puerto Rico in the 2012 Plebiscite. Colonialism is not a choice for Puerto Rico under any method or modality of judicial interpretation of the ‘territory clause’ of the U.S. Constitution.” See p. 10 of the English translation. The “statement of motives” is similar to committee-report language or a “findings” section in federal legislation.

37 This information appears on pp. 43-45 of the certified English translation of Puerto Rico Act No. 7-2017.

38 The law uses the terms “plebiscite” and “referendum” separately. Definitions in the law (p. 30) address both terms but do not indicate why different terms are used. It is possible that different terms are used simply to avoid confusion between the June 11 and October 8 events. In general, “plebiscite” was more common historically and in European contexts than currently and in the U.S. context. In modern U.S. usage, “referendum” typically refers to voter approval of legislative action. “Plebiscite” in modern U.S. usage (to the extent it is relevant) typically refers to a popular vote as an expression of nonbinding preference. For additional discussion of these terms, see, for example, *Referendums: A Comparative Study of Practice and Theory*, ed. David Butler and Austin Ranney (Washington: American Enterprise Institute, 1978), pp. 4-5; Francesco Biagi, “Plebiscite: An Old But Still Fashionable Instrument,” *University of Illinois Law Review*, 2017, pp. 713-738; and Rafael A. Declet, Jr., “The Mandate Under International Law for a Self-Executing Plebiscite on Puerto Rico’s Political Status, and the Right of U.S.-Resident Puerto Ricans to Participate,” *Syracuse Law Review of International Law and Commerce*, vol. 28, no. 19 (2001), pp. 19-60.

39 The United States administered these three freely associated states (FASes) on behalf of the United Nations after World War II. For additional discussion, see CRS Report R44753, *The Pacific Islands: Policy Issues*, by Thomas Lum and Bruce Vaughn.
PDP supporters objected to the ballot wording and choices. They argued that the ballot improperly omitted a status-quo option and was biased to favor a statehood outcome.\footnote{See, for example, Aníbal Acevedo-Vilá, “Puerto Rico and the Right to Self-Determination of the USA,” The Hill, blog posting, February 13, 2017, http://thehill.com/blogs/congress-blog/politics/319024-puerto-rico-and-the-right-to-self-determination-of-the-usa. Acevedo-Vilá is a former PDP Governor and Resident Commissioner. In addition, a group of eight U.S. Senators wrote to Attorney General Jeff Sessions to oppose the draft ballot and related materials. The Senators wrote that the draft ballot language and related materials “[d]id not comply with the requirements set forth in the [FY2014] Consolidated Appropriations Act” because they excluded a status quo (“commonwealth”) option. See Letter from Roger Wicker, U.S. Senator, et al. to Hon. Jeff Sessions, U.S. Attorney General, April 5, 2017.}

After the legislature enacted the initial law establishing the plebiscite date and ballot, attention turned to whether the U.S. Justice Department would approve releasing the federal funds appropriated in FY2014. Importantly, Puerto Rico does not require federal approval to conduct a plebiscite or to otherwise reconsider its political status, but plebiscite supporters argued that federal approval would enhance the vote’s perceived legitimacy in Washington.

On April 13, 2017, Acting Deputy Attorney General Dana Boente wrote to Governor Rosselló that “multiple considerations preclude [DOJ] from notifying Congress that it approves of the plebiscite ballot and obligating the funds.”\footnote{Letter from Dana J. Boente, Acting Deputy Attorney General, to Ricardo A. Rosselló Nevares, Governor of Puerto Rico, April 13, 2017, p. 1.} According to the letter, “the Department does not believe that the results of the 2012 plebiscite justify omitting Puerto Rico’s current status as an option on the [2017] ballot.” Boente explained that DOJ also had determined that the ballot language included “several ambiguous and potentially misleading statements, which may hinder voters’ ability to make a fully informed choice as well as efforts to ascertain the will of the people from the plebiscite results.” In particular, DOJ raised concerns about what it regarded as deficiencies in how U.S. citizenship rights were explained in the “statehood” ballot description; and the chance that voters could “misperceive” the “free association” option as a constitutionally impermissible form of “enhanced commonwealth.”\footnote{Letter from Dana J. Boente, Acting Deputy Attorney General, to Ricardo A. Rosselló Nevares, Governor of Puerto Rico, April 13, 2017, p. 2-3.}

**Amended Plebiscite Ballot**

After DOJ issued its determination, attention shifted back to the island. As discussed briefly below, the pro-statehood government amended the plebiscite law to include a commonwealth option.

Soon after the DOJ issued its April 13 letter, the Rosselló Administration and the NPP majority in the legislature announced that they would amend the plebiscite law.\footnote{Ismael Torres, “Status Referendum Process Affected by Commonwealth Inclusion,” Caribbean Business, April 17, 2017, http://caribbeanbusiness.com/status-referendum-process-affected-by-commonwealth-inclusion/.} The amended “statement of motives” declared that,“[D]ue to the position stated by the U.S. Department of Justice, [the Legislative Assembly has] acted, under protest, on [DOJ’s] recommendation to include the current territorial status...
among the options, so that the Plebiscite may be fully supported by the Federal Government."44

- As Figure 3 below shows, the revised ballot included three options: (1) statehood, (2) “free association/independence,” and (3) “current territorial status.”

- The Justice Department did not formally respond to the ballot changes before voters went to the polls. However, supporters framed the new ballot options as tantamount to federal endorsement for the plebiscite. Opponents noted that the department had not approved the language.45

- Changing the ballot language was intended to address the Justice Department’s concerns, but it also reignited political controversy among the island’s political parties. The Independence Party (PIP), which initially announced that it would encourage its supporters to participate in the plebiscite in hopes of defeating statehood, changed its position. In light of what it regarded as a colonial “commonwealth” ballot option now being included, the PIP announced that it would boycott the plebiscite, as did the PDP, in addition to some other nonparty groups.46 PDP leadership called for repealing the plebiscite law and beginning anew.47

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44 This text appears on p. 6 of the certified English translation of Puerto Rico Act No. 23-2017, the amendments to Puerto Rico Act No. 7-2017.


Figure 3. Sample Amended 2017 Plebiscite Ballot


Notes: Size and spacing will differ on the actual ballot. Ballot wording and format are as provided in the original document.
2017 Plebiscite Results

On June 11, 2017, voters in Puerto Rico chose among the three options on the revised plebiscite ballot.

- 97.2% of voters chose statehood,
- 1.5% of voters chose free association/independence, and
- 1.3% of voters chose the “current territorial status.”

Turnout for the plebiscite was 23% (approximately 518,000 of 2.3 million registered voters).48

In anticipation of a statehood victory in the plebiscite, the territorial legislature enacted, and the Governor signed, legislation in June 2017 to pursue a “Tennessee Plan” path to statehood, including appointing a “delegation” to advocate for statehood before the House and Senate in Washington.49 The PDP opposition criticized the law and vowed to challenge it in court and in future elections.50

The 2020 Plebiscite and Election Results

Partially as a result of ongoing debate surrounding previous results, the Puerto Rico Legislature authorized another plebiscite in May 2020, to be held in conjunction with the November general election. In the November 3, 2020, plebiscite, approximately 52.5% of voters answered affirmatively, compared with 47.5% who answered negatively, when asked a single ballot question of whether Puerto Rico should immediately be admitted to the union as a state. Approximately 52.2% of voters participated in the 2020 plebiscite (approximately 1.2 million of 2.4 million registered voters).51 At the same time that voters selected the statehood option in 2020, they also elected a pro-statehood Governor, Pedro Pierluisi (NPP), and reelected Resident Commissioner Gonzalez-Colon (NPP), but defeated the previous pro-statehood New Progressive Party majority in the legislature.52

As with previous status debates, controversy continues over the extent of popular interest in revisiting status and, if so, how. Discussions within the major parties in Puerto Rico regarding status also appear to be ongoing.53 Statehood supporters generally argue that statehood has been victorious in multiple recent plebiscites, while opponents counter that previous plebiscite methods have predetermined the statehood outcome, that participation was insufficient, or both.

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48 These data, posted by the Puerto Rico State Elections Commission, are based on 99.5% of precincts reporting results. See http://resultados2017.ceepur.org/Noche_del_Evento_78/index.html#es/default/CONSULTA_DESCOLONIZACION_Resumen.xml.


52 Some observers have argued that the 2020 election results suggested increasing popular interest in nontraditional parties. See, for example, Robert Slavin, “Puerto Rico Governance Clash Likely with Changes in Party Control,” The Bond Buyer, November 13, 2020, accessed via CRS Factiva subscription.

Status Developments in the 117th Congress

During the 117th Congress, no changes to Puerto Rico’s political status became law. The House passed one bill, and several others were introduced in both chambers.

- In April 2021 and June 2021, the House Natural Resources Committee held hearings on H.R. 1522 and H.R. 2070.54
- In December 2022, the House passed (233-191) H.R. 8393.55
- Status legislation introduced in the Senate (S. 780, S. 865, and S. 4560) did not substantially advance beyond introduction.

House Passage of Status Legislation During the 117th Congress

Representative Grijalva, then the House Natural Resources Committee chair, introduced H.R. 8393, the Puerto Rico Status Act, on July 15, 2022. On July 20, 2022, the House Natural Resources Committee held a markup on the bill. His version of the bill would have authorized another plebiscite among three status options: (1) independence; (2) “sovereignty in free association with the United States”; and (3) statehood.

At the markup, Chair Grijalva stated that H.R. 8393 represented a compromise measure based on two other bills, H.R. 1522, the Puerto Rico Statehood Admission Act (Soto), and H.R. 2070, the Puerto Rico Self-Determination Act (Velázquez), both of which had been introduced previously in the 117th Congress.

During the markup on H.R. 8393, Resident Commissioner González-Colón, Puerto Rico’s Delegate to the House, voiced support for the compromise bill. Discussion during the markup addressed issues such as whether maintaining territories is consistent with U.S. democratic values; how Congress had addressed statehood admission previously; whether the committee had adequately considered H.R. 8393; whether input from other committees was needed; and whether or how federal benefits and citizenship should be extended during a transition process to an independent or freely associated Puerto Rico. The committee considered several amendments during the markup.56 The committee ordered an amended version of the bill favorably reported on July 20, 2022.57

House Consideration and Passage

House debate58 on the bill focused on many of the same issues that were addressed in the markup, and on the timing of the bill’s consideration. After the report accompanying H.R. 8393 was published on December 14, 2022, the House debated the measure. The House passed (233-191)
the bill on December 15, 2022. The Biden Administration issued a Statement of Administration Policy supporting H.R. 8393 the same day. The legislation did not receive additional consideration in the Senate.

Highlights of the House-passed version of H.R. 8393, which was substantially similar to the reported version, include the following.

- The bill would have authorized another plebiscite, to be held on November 5, 2023. Under the bill, the ballot options would have included (1) independence; (2) “sovereignty in free association with the United States”; and (3) statehood. If one of those options did not receive a majority vote, a runoff would have been scheduled for March 3, 2024, between the two options that received the largest number of votes in the first plebiscite. The bill also specified explanatory text to accompany each ballot option. The bill did not include a ballot option for maintaining the status quo.

- The bill would have assigned the Puerto Rico State Elections Commission with conducting a voter education campaign, and would have authorized federal funding for such purposes.

- If voters chose the independence or sovereignty in free association options, the bill would have authorized a transition process, such as establishing a convention in Puerto Rico to draft a constitution; electing governmental officers; reviewing implications for terminating federal law over the island; and establishing a joint federal-Puerto Rico transition commission. The bill also specified transition provisions regarding federal programs and rights, such as those affecting citizenship, education, and employment. In the case of sovereign free association, the bill would have established a bilateral commission to negotiate articles of free association establishing the future relationship between Puerto Rico and the United States. Under the statehood option, the current Puerto Rico constitution would have been deemed to serve as the state constitution. The bill provided that the President would make recommendations to Congress about any necessary changes to federal law, such as those affecting federal benefits. Under statehood, Puerto Rico would have been entitled to House and Senate representation consistent with other states.

- The bill called for a presidential proclamation recognizing the chosen status option. It did not appear to specify an additional approval role for Congress beyond authorizing the plebiscites. As noted previously, Congress could choose to admit or otherwise alter Puerto Rico’s political status through a statutory change, as long as Puerto Rico remained a territory. Congress also could affect future United States relations with an independent or freely associated Puerto Rico through federal law governing such relationships (e.g., treaties or free association agreements). Because the independence and free association options would entail a new, independent Puerto Rico, the details of future relationships between the United States and Puerto Rico in those cases would be subject to future negotiation.

59 Roll call vote no. 529.
Senate Legislation Considered During the 117th Congress

Three Senate bills were introduced in the 117th Congress regarding Puerto Rico status. None advanced substantially beyond introduction.

- **S. 780 (Heinrich)**, the Puerto Rico Statehood Admission Act, would have authorized a “ratification vote” in the form of a single ballot question asking voters whether Puerto Rico should be admitted as a state. If a majority of voters answered affirmatively, the bill would have directed the President to issue a proclamation admitting Puerto Rico as a state. The bill also specified transition provisions.

- **S. 865 (Menendez)**, the Puerto Rico Self-Determination Act of 2021, proposed a publicly financed campaign fund (matching funds) for those seeking election as delegates to a proposed “semipermanent” Puerto Rico status convention, which would have been charged with developing status options. The bill also proposed a bilateral negotiating commission, including Members of Congress, to advise convention delegates, and specified status transition steps, if applicable. The bill provided that the island’s status debate may include a referendum, which would have formed the basis for congressional action to ratify the status choice.

- Senator Wicker introduced S. 4560 on July 20, 2022, the same day as the H.R. 8393 House Natural Resources Committee markup discussed above. In a press release, the Senator’s office characterized the bill as “an alternative” to the Representative Grijalva bill. Also titled the Puerto Rico Status Act, S. 4560 adopted some elements of H.R. 8393. Most notably, S. 4560 also proposed a November 5, 2023, status plebiscite, to be followed by a March 3, 2024, runoff, if necessary. Unlike H.R. 8393, S. 4560 would have included a “commonwealth” option on the ballot, in addition to independence, sovereignty in free association with the United States, and statehood choices. The bill proposed ballot language that characterized the commonwealth option, among other provisions, as an opportunity for “a reaffirmation” of the current status while also preserving an opportunity for future renegotiation of the Puerto Rico-United States relationship. As with the other status options presented, the bill proposed a bilateral negotiating commission if voters chose the commonwealth option. Unlike H.R. 8393, if voters chose statehood under S. 4560, the Senate bill would have required a Government Accountability Office (GAO) study on Puerto Rico’s “readiness for statehood,” including, among other factors, whether a “stable majority” to support statehood existed and how statehood could affect economic and federal programs in Puerto Rico and on the mainland. The bill

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61 See S. 780, §7.
62 Campaign finance issues are beyond the scope of this report. For additional general discussion, see CRS Report R41542, *The State of Campaign Finance Policy: Recent Developments and Issues for Congress*, by R. Sam Garrett.
65 See §101, S. 4560.
66 See §402, S. 4560.
proposed that the House and Senate would vote on statehood, followed by a presidential proclamation (if Congress approved statehood), after receiving the GAO study. S. 4560 also included generally similar language to H.R. 8393 regarding transition provisions (if necessary) and a voter education campaign.

Status Developments in the 118th Congress

As noted below, Members have reintroduced legislation that is substantially similar to bills introduced in the 117th Congress.

- On April 20, 2023, Representative Grijalva, the ranking member of the House Committee on Natural Resources in the 118th Congress, reintroduced the Puerto Rico Status Act as H.R. 2757. The legislation is substantially similar to the version of Representative Grijalva’s legislation that passed the House during the 117th Congress (H.R. 8393), as discussed above. The bill proposes a November 2, 2025, plebiscite date and a March 8, 2026, runoff date.
- On September 27, 2023, Senator Wicker reintroduced his status bill as S. 2944. Although the measure is also called the Puerto Rico Status Act, as in the 117th Congress (S. 4560), Senator Wicker’s bill takes a different approach than other bills of the same name. Most notably, S. 2944 includes a “commonwealth” option on the plebiscite ballot.
- On November 6, 2023, Senator Heinrich introduced S. 3231. Unlike the Senator’s 117th Congress legislation (S. 780), S. 3231 appears to be a companion measure to Representative Grijalva’s H.R. 2757. S. 3231 and H.R. 2757 are substantially similar. Both are called the Puerto Rico Status Act.

PROMESA and Status

Much of the status debate emphasizes governance, political participation, and democratic principles rather than economic issues or other policy matters. Furthermore, the relationship between status and economics is subject to ongoing debate, with some arguing that the two issues are inextricably linked and others replying that the status debate distracts from long-standing economic problems. Most recently, Puerto Rico’s financial situation has, however, shaped some aspects of attention to status, as discussed briefly below. As noted previously, economic issues are otherwise beyond the scope of this report.

In June 2016, Congress enacted legislation responding to an ongoing economic crisis in Puerto Rico. The Puerto Rico Oversight, Management, and Economic Stability Act (PROMESA; P.L. 114-187) establishes a process for restructuring the island government’s public debt. PROMESA also establishes a federal oversight board, formally known as the Financial Oversight and Management Board for Puerto Rico, with “broad powers of budgetary and financial control over” the island.

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67 See §402, S. 4560.
68 This includes a discussion of Puerto Rico’s tax status, which relates to its political status as a territory rather than a state. For additional discussion of tax policy in U.S. territories, see CRS Report R44651, Tax Policy and U.S. Territories: Overview and Issues for Congress, by Sean Lowry.
Status was not a central component of the congressional deliberation over PROMESA, although some Members addressed status in testimony or floor statements. Some comments during hearings also addressed the topic. Perhaps most consequential for the status debate, some of those who opposed PROMESA, including some Members of Congress, characterized the broad powers provided to the oversight board as undemocratic. In particular, opponents objected to the board’s powers to approve fiscal plans submitted by the Governor and to approve territorial budgets, among others. Although not necessarily addressing the oversight board explicitly, proponents generally argued that, in the absence of bankruptcy protection for territories, PROMESA was necessary to help the island’s government to restructure its debts in an orderly fashion. Critics, on the other hand, contended that the oversight board undermines the mutually agreed status relationship established in 1952.

One brief section of PROMESA explicitly addresses status. Section 402 of the law states that “[n]othing in this Act shall be interpreted to restrict Puerto Rico’s right to determine its future political status, including” through another plebiscite as authorized in the FY2014 omnibus appropriations law (P.L. 113-76). A December 2016 report released by a congressional task force established in PROMESA (devoted primarily to economic issues) recommended that if such a plebiscite is held, Congress “analyze the result ... with care and seriousness of purpose, and take any appropriate legislative action.”

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73 On the board’s powers, see, in particular, Titles II and III of PROMESA (P.L. 114-187); and archived CRS Report R44532, The Puerto Rico Oversight, Management, and Economic Stability Act (PROMESA; H.R. 5278, S. 2328), coordinated by D. Andrew Austin.
74 For various congressional perspectives on PROMESA, in addition to the hearings cited above, see, for example, Senate debate throughout the day on June 28, 2016, Congressional Record, daily edition, vol. 162, part 104 (June 28, 2016). On opposition to the oversight board in particular, see, for example, the colloquy between Sens. Robert Menendez and Bernie Sanders, “PROMESA,” remarks in the Senate, Congressional Record, daily edition, vol. 162, part 104 (June 28, 2016), p. S4610.
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