- MEMORANDUM

THE WHITE HOUSE

WASHINGTON

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DECI. ASSIFIED E.O. 12958 (as amended) SEC 3.3 MR # <u>MR 10-034</u> #2. <u>etate Jew 319104</u>; CM etc. <u>All</u> 110 By <u>dat</u>_MARA, Date <u>515110</u> Ed

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PARTICIPANTS:

MEMORANDUM OF CONVERSATION

President Ford

Dr. Henry A. Kissinger, Secretary of State and Assistant to the President for National Security Affairs
Congressman Benjamin S. Rosenthal (D-N.Y.)
Congressman Lee H. Hamilton (R-Indiana)
Congressman Charles W. Whalen, Jr. (R-Ohio)
Congressman Dante B. Fascell (D-Florida)
Congressman John Brademas (D-Indiana)
Congressman Paul S. Sarbanes (D-Maryland)
Lt. General Brent Scowcroft, Deputy Assistant to the President for National Security Affairs

DATE AND TIME: Thursday, June 19, 1975 8:50 - 10:22 a.m.

PLACE: The Oval Office The White House

<u>President</u>: This meeting is even more appropriate than when we spoke last week, Ben. There have been some developments since then. There is a glimmer of hope -- the Clerides/Denktash talks have gone on, even though there has been no progress yet.

I met with Karamanlis and Demirel at Brussels. Both of them talked tough and they both realize something needs to be done. They had a good meeting together.

The Senate vote was close but it was good. Something needs to be done. But before we get into a discussion, I would like Secretary Kissinger to bring you up to date on the discussions and on the internal situation in Turkey.

I see Karamanlis nominated Zatsos as President.



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<u>Kissinger</u>: Let me explain where the situation is and what the Turkish domestic situation is. Let me start in February, whatever our views about what happened before.

I met Bitsios in February. He said he would accept a bizonal solution if we could work out the territorial arrangements. Karamanlis wanted a quick solution, to minimize the impact on the Greek domestic situation. I then went on to Turkey, which had a caretaker government. They said they had no power to do anything. But I met with every Turkish leader, urging them to put forth specific proposals to resolve the situation and prevent the development of complex international situation making it more difficult to resolve. They all agreed that they wouldn't discuss it while the embargo was on. They didn't promise to move afterwards, but they certainly would not move before; it would look like they were yielding to pressure. The Greek side has been very conciliatory -we couldn't ask for a better position than they are now willing to take.

Demirel then came in, which complicated the situation. Demirel couldn't accept the deal we had been working on, for domestic reasons. If Ecevit were in office, I am convinced we would now have a solution. I went to the CENTO meeting in May -- not for CENTO but to talk to the Turkish leaders. Ecevit won't take a position until the coalition does. He basically wants new elections which he feels certain -- as do most of the Parliament -- that he would win. He took Cyprus and he can blame the coalition for giving it away. Demirel was Prime Minister when Turkey didn't move in '67.

The President had good talks with Demirel. But Demirel is looking for some way to manage it so he doesn't get beaten to death domestically.

[He read from the message from Demirel of June 9, at Tab A]

This was followed by an intelligence report we received that our NATO bases would be closed Monday. It is the non-NATO ones that we are most concerned about. They are of major importance to us. We called in the Ambassador and we got a 30-day extension.

Demirel wants to be able to show he stood up to the U.S., or to get the embargo lifted so he can show he got something back Ecevit had lost.

We expect Turkey to make progress in the Cyprus negotiation regardless of the embargo. I think the negotiation is now mostly a matter of Greek and Turkish domestic politics. The range of the issues is reasonably clear. It is not clear whether either side can make the required movement.



The Turks spent the first 20 minutes with the President talking about the arms embargo. I know there is a difference of opinion about our strategy. But I assure you we had no other motive than to bring Turkish concessions. Even if the embargo is lifted, progress on Cyprus would be tough. But if the embargo is lifted, they would know the President's prestige is involved and they couldn't sit. There is still a gap, but it is not unbridgeable. There are only two issues: the nature of the central government and the territorial division. There is also the issue of refugees. [He describes refugee issues.] If they can break the logjam, the issues aren't too difficult. But getting started is the problem. If Greece made a move and it was turned down by Turkey, it would be disastrous for them. If Demirel moves in a way which looks weak, the coalition will break up.

Brent, will you discuss our installations.

General Scowcroft: [Described the bilateral installations.]

Fascell: If we move, won't we have Greek riots, etc.?

<u>Kissinger</u>: The Greeks asked the President in Brussels to warn against military action, especially in connection with the Aegean. We did so. We are preparing military assistance to Greece but we shouldn't link them.

Fascell: But you think there would be no eruption?

<u>Kissinger:</u> Papandreou and Mavros would complain bitterly. But we are convinced Karamanlis wants to get this behind him. If the embargo was lifted and there was no progress, there would be trouble.

Whalen: Let's get right down to cases. We are concerned and want to do something. Our way is the Hamilton Amendment which passed the Senate 41 - 40. Let's face it. You have won some victories which have made the freshmen bitter. We need to resolve it in a way to try to avoid a bitter confrontation. Maybe you have some ideas.

The President: What do you all think?

Brademas: I want to thank you for inviting us, Mr. President. One idea I would like to put forth -- we have mentioned it earlier, but maybe we could modify it some. This idea is to employ the waiver authority. We have checked the legality with the GAO. We would want some private assurance that some action was forthcoming acceptable to both sides; then



the President could waive the \$50 million without Turkey publicly having to say anything. To be sure that there is no reneging on the agreement, you could assure them there would be another \$50 million coming -using both FY 75 and 76 -- that is more than the grant we are now giving.

If you announced a reassessment of US-Turkish relations at the same time, it would be a gentle reminder that we don't like ultimatums thrown at us. Another idea is to get NATO more involved to soften the US-Turkish aspects of it. As you know, we here are NATO supporters. We voted against NATO cuts. And I tell the Turks I want aid to Turkey. I have 450 voting Greeks. I don't need it politically.

We know there will be no settlement as good as the Greeks had before the crisis.

<u>President:</u> We discussed the waiver policy before. The lawyers can argue whether the waiver is legal. I think the GAO argument is questionable and I as a lawyer think it is probably not right. Suppose I waive and we either don't get a settlement or it isn't satisfactory. Then I am out on a limb. I don't think that is a satisfactory situation. I talked with Demirel for an hour. He pointed out that there are arms paid for that he can't get shipped and is even having to pay for storage. They just don't understand this and the waiver won't answer it.

<u>Brademas</u>: We are trying to find a way out. I agree, let's forget last August. But it is virtually impossible for Congress to turn around without something happening. We must save face and I think it is fundamentally wrong. Sure it causes you some problems. But we have the national interest to consider. I am offended by the Turkish ultimatums. I disagree with your waiver interpretation. I agree with Kissinger that the sides aren't that far apart. If we could get them \$50 million, get some movement, another \$50 million, more movement and we can end the whole thing in 8 - 12 weeks. In the face of the Turkish ultimatum, even if we tried to just lift the embargo, we would be hung in effigy.

<u>President:</u> I have spoken with some of the leaders -- Tip, for example. Kissinger has talked to Burton. You know the Democratic freshman better than I. I have gotten to know some of them, including Hubbard -- he seems to want to help. It might be worth a try for Kissinger and me to talk to them. I am not sure they understand the nature of the problem.

<u>Whalen:</u> I understand what you both are saying. I see you out on a limb where you could have a problem. What if we applauded your use of the waiver. That might help.



<u>Sarbanes</u>: I think a starting premise has to be an understanding of some accommodation by the Turks. If we can get that, we can orchestrate to save their face. I don't think we can approach the problem from the view of just getting the decision changed. I think it was correct. If we just change, we would be in the position of sustaining aggression. If we know certain things will be done, there are arrangements which can be made -- commercial sales, military sales, grants, etc.

<u>President:</u> Let me follow up on that point. There are differences in the kinds of military deliveries and they can be legally treated differently -- especially when they have bought and paid for things.

Let me throw this out. Is there a possibility of exempting sales?

<u>Sarbanes</u>: There is a fundamental premise though, and that is that movement by us without moves by them.

<u>Kissinger</u>: What bugs the Turks is not grant aid -- that is within our sovereign rights. It is the sales, where they can't get things they have bought. So the waiver gets at what bothers them most.

On the negotiations, there isn't any minor movement on which we could report. It will be done all together, or not at all. If the Turks decide to move, it will be done in six weeks -- but I can't say when they will decide to move.

If Ecevit were in office, we could get a settlement quickly.

<u>Brademas</u>: That is not Clerides' view. He thinks turning the arms on lose us all our leverage. He thinks that sticking fast will put such a bite on Turkish military that they will force a movement.

There is another group in the House which feels more strongly from a different view -- Rangel.

Hamilton: I think there is a trend in the House that the ban should come off. Many who voted for the ban are looking for reasons to change and the trick is to come up with something to help them to change. Can't we explore something other than full restoral? One quirk of the law is that cutoffs are in perpetuity. Maybe we could put on a time limit. Maybe we could permit enough aid to let Turkey fulfill its NATO commitment. I don't think right now you would get the votes to lift the ban.



President: Have you got some language?

Hamilton: We have been working on some ideas.

<u>President:</u> Why don't we have our people work with you. I can see the need for a parliamentary maneuver to avoid a head-on collision. The situation is bound to deteriorate otherwise -- and it is not only Cyprus. Demirel did mention the Aegean and the Greek buildup on the islands. They are just off the Turkish coast. He didn't threaten, but it obviously is a concern. If this continues to unravel, with the Middle East situation nearby, we could have a holocaust. I can't sit here and do nothing.

<u>Brademas</u>: But we can't just turn the arms back on without some actions by the Turks. That leaves us in an indefensible legal and moral situation. That would put the aid bill in jeopardy if we turned any part of it on without any progress from Turkey. We would in that case have to modify our position on the aid bill.

<u>President:</u> We have to be realistic about the situation in Greece and Turkey. For either to take a public position would create an impossible situation.

<u>Brademas</u>: We agree. That is why we want to do it privately -- to let them save face.

<u>Sarbanes</u>: I would like to broaden the discussion to the nature of U.S. foreign policy and providing arms and for what purpose. Aggression has been committed and we can't back off that principle. People may differ on that principle, and the Secretary and I part company on it. But just as we can divide categories of aid, we can divide categories of Turkish response.

The other concern is Greece. Kissinger seems to assume Greece will always be there.

Kissinger: No.

<u>Sarbanes</u>: I don't think so and if we move without any justification, I think there would be an explosion. I know it could even be involved with Yugoslavia, with Tito's departure and a possible crisis involving Greece. So I think we must move in a way which does not antagonize Greece.

President: Can you differentiate between sales and grants?



Sarbanes: Yes, but I can't turn around on any part of it without anything on which to rest it. Because of the critical nature of our relationship to Greece. We want to restore relations with both Greece and Turkey. I think Turkey has more than it needs. I think it is in Turkey's interests to resolve this.

<u>Kissinger:</u> I think most of them want a resolution -- maybe even Makarios. We can't get Turkish progress by 15 July. We also can't get it if there is a linkage with aid. But the President told Demirel that if the President sticks his neck out and they don't act, they are then up against the President also.

Brademas: Then what?

Hamilton: There is another aid bill.

<u>Brademas</u>: We have kept quiet. But it hasn't helped getting Turkish movement when the Executive keeps making statements trying to get Congress to turn around.

Whalen: The language is "substantial progress." I think there has been some.

Kissinger: We can't in good conscience say there has been.

Whalen: Would you rule out John's suggestion on the waiver?

<u>President:</u> It is such a marginal question legally. It puts me out on a limb. I am not saying you would cut it off, but let's be realistic. Statements by you on the floor would be helpful.

Taking Lee's idea of making it affirmative action in support of NATO and sales versus grants, let's see what we can do.

<u>Rosenthal</u>: Findley has a proposal to give NATO \$100 million and let them do it. But the bases problems aren't NATO, but a bilateral problem.

Brademas: Would this proposal... you are discussing be something different from a waiver?

President: Right.

Brademas: But the key part of a waiver was a private assurance from Turkey. If that would be included, I would look at it with an open mind.

President: I haven't explored this with Caramanlis and Demirel.

Brademas: I think that would be crucial.

Sarbanes: Could we keep a couple of tracks open -- the waiver for example? We could also phase down what progress there is in line with what kinds of arms are released. We have tended to look at all this in total packages. Maybe we need to separate things out.

<u>Whalen:</u> I have concerns of time. It will take time. Second, what would we do about private assurances? If we start to debate on the floor....

Sarbanes: There have been peripheral ones -- to Waldheim -- for example. Straightening out some lines, maybe. Can we put together enough peripheral items to justify sales? Maybe. If we can work together.... Congress is helping Greece as against the Turks and the Executive is helping Turkey as against Greece.

<u>President:</u> I will reexamine the waiver, although I have grace reservations. If you could look at Lee's ideas...

<u>Kissinger</u>: I don't exclude that we could put something together like Paul says. The best place to do it is at the Greek-Turkish talks at the end of July.

<u>Rosenthal:</u> We also can't appear to give in to Turkish threats. That would be a sign to others like Portugal.

<u>Sarbanes</u>: Rather than crumble, maybe we should say we should reevaluate our policy.

President: But if I use a waiver, doesn't that look like buckling?

Whalen: That is right. We would have to help the President.

Rosenthal: We are all in this together. Let's explore it again.

<u>Sarbanes</u>: The other should be looked at, too. That puts us in the same boat.

<u>President:</u> We have not only the deadline of the Karamanlis-Demirel talks. There is also the August recess, the end of the fiscal year, etc. There are lots of deadlines.



<u>Brademas</u>: If we would put this together I can't think of anything better for the country right now.

<u>Fascell</u>: I want to table something here about delivering the material already paid for. There is nothing more basic than the sanctity of a contract. We have got to consider resolving that.





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(2)	2. DEGIN URAL MESSAGE:S"I WOULD LIKE TO THANK THE SECRETANY OF STATE VERY MUCH, PARTICULARLY FOR HIS MESSAGE. OUR MEMORIES OF OUR MEETING IN BRUSSELS WITH PRESIDENT FORD AND THE SECRETARY ARE ALSO VERY FRECTOUS. I WOULD LIKE TO EXPRESS MY FEEP THANKS AND APPRECIATION ON BEHALF OF MY PRIME MINISTER AS WELLSAS MYSELF FUR THE PRESIDENT'S AND SECRETARY KISSINGEP'S CONSTRUCTIVE ATTITUDE.
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PRACTICAL OUTCOMES HAVE ALSO EMERGED. IT WAS DECIDED THAT APPRECIATION OF THIS PROGRESS SHOULD BE RECORDED AND EFFORTS SHOULD BE EXERTED TO REACH SOLUTIONS THROUGH MEETINGS AT MINISTERIAL LEVELS.

"THE ISSUE OF TERRITORY SHOULD CONSTITUTE THAT PART OF THE QUESTION WHICH HAS TO BE DEALT WITH AT THE VERY FINAL STAGE. THE SOLUTION OF OTHER IMPORTANT ISSUES, BESIDES THAT OF TERRITORY, THROUGH MUTUAL AGREEMENT, WOULD ENHANCE THE PUSSIBILITIES OF REACHING AN AGREEMENT ON THE ISSUE OF TERRITURY. I THINK THAT OUR GREEK COLLEAGUES HAVE ALSO UNDERSTOOD AND ADUPTED THIS VIEW OF OURS.

"THERE ARE TWO SUBJECTS ON WHICH I HAVE TO SPEAK CLEARLY NOR, I HOPE YOU WILL UNDERSTAND ME. AS LONG AS THE ARMS EMDARGO IS IN EFFECT, THERE IS NOT REPEAT NOT MUCH WE CAN DO ON THE ISSUE OF TERRITORY. AN IMAGE TO THE EFFECT THAT. TURKEY HAS FINALLY GIVEN IN TO THIS THREAT, OR THE EXPLOITATION OF SUCH A CLAIN, IN INTERNAL PULITICS, COULD IRREPARABLY DAMAGE TURKISH-AMERICAN RELATIONS.

"SECONDLY, UNLESS THERE IS AMELIORATION IN THE EMBARGO DECISION, THE POSSIBILITIES TO PREVENT COUNTER ACTION WILL NOW REPEAT NUM BE EXHAUSTED. I HOPE THAT DEVELOPMENTS UN THIS SUBJECT WILL NOT BE CONSIDERED AS A SURPRISE. AS NE HAVE STATED TO YOU SEFORE, WE ARE DUING ALL WE CAN TO REMAIN MODERATE. END OF URAL MESSAGE.

3. FONMIN ASKED IF I HAD ANY GUESTIONS ON FOREGOING. I ASKED HIM TO CAPAND A BIT ON THE "OTHER INPORTANT ISSUES" HE MENTIONED IN FIS THIRD PARAGRAPH OF HIS URAL MESSAGE. HE REPLIED THAT IF AGREEMENT LOULD BE REALHED ON THE FUGERS OF THE FUTURE FEDERAL GUVERNMENT, THIS ROULD HE HELPFUL. HE MENTIONED IN THIS CONNECTION SUCH ANUILLARY ISSUES AS PROVISION FOR A UNIFIED ECONOMY FOR THE ISLAND, DIFLORITIC REPRESENTATION ADROAD, A SINGLE FENAL COUE, AND THE DEFENSE OF THE FEDERAL STATE. UP TO NUM, LUNTINUED CAGLAYANGIL, THE GREEKS SAY THEY HAVE NOT ACCEPTED THE PRINCIPLE OF A FEDERAL STATE. LAGLAYANGIL FELT THIS STILL SHOULD NOT PREVENT DISCUSSION AS TO HOW AS"PURELY HYPOTHETICAL" FEDERAL STATE COULD BE GREATED. THE GREEKS COULD RESERVE THEIR POSITION LONFIDENTIAL

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ON THE PRINCIPLE WHILE SUCH A DISCUSSION WERE GDING FURWARD. CAGLAYANGIL CUNCLUDED BY SAYING THAT ANY PROGRESS ON ISSUES SUCH AS THESE WULLD DE FACILITATING FACTORS ON THE PROBLEMS OF REFUGEES AND TERRITORY. IN PRESENT CIRCUM-STANCES, AS SUGN AS THE TWO SIDES BEGIN TO DISCUSS THESE THO LATTER ISSUES, THEY WERE IMMEDIATELY BLUCKED. THERE IS NO WAY TO MAKE PROGRESS IN THIS FASHION, HE DECLARED. BENGUS

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it with permiting and & let I project its Nato intent. I don't think wight more you bould get curtis to Mft chom P Have you got some long unge Wr hom have writing on por solus. 1 Why don't me home and property w/ Jon 2 Can se med fin pastion. Immunon A arrid healon willion INT es hand to librirenthe attancise - + Nt mot and Express D chil mortim argeson + & michig on ischuds, They are just of I const. Drehit Throwton but it Mining a encer of this instruct & mould, as/c ME sot much, macand homa howant I can't fat have le working B but an cont pot turn com book a alo some artim by c T. That leaves no m an inder. legal & moderet. That would put and will in group if we timelay put get on w/o any prog pont. Warmed in that case time to working an portion on and hill. Par mato he whatis about hit me Ore T. Freithen totake put portin work unte mjærth iD. to but theme tog fire -Son I must like to honder the discussion - to -

wehre of US FP + pourting on mo + for what propose aggetson bore him contid furleant hah of that pringh ligh many differ on that propply for and Sa + + & funt congrand and to level part as man and introver of and an curdent Other comments G. K sens & down a will along the three K NO S Denit think so + if an some w/o on protig., Sthink the could be an explosion, show it en instant or / y ngo, TAD dynamin posside ensis in whig G. Sr & Think an most man in any which does not motagoing 6. P Con ym defin, but Inho + gent S yes, but I can't turn and on any particut w/s anything on which to not it. Becomed of 1 ent. Intra for watering & C. W. cont to realize waters of brits G+T. Strup I has - more than it wals. Schrik it in Thinks to where this K tot Schink most unt usolution - maybe ene Unitario. We could get Type h 15 July CRA also could get it if linkings w/ and . But P Told A that if I stills his meshanit + thing don't act, they are then my aymist c Parbo. B. Thomachat It Three is an etter and hill.



B. We have hept quint. But it how helped getting Times when eyes beyond tutions was trying a get thong to true around. W The longrage in bottominited goog. I think there has have K We untin good inscince so this his him W Would you will and John's jung an common. 1 A ser ma marginal gross ligally - It forts mot on a but Instranging you would and it 20, but lot unketie . & Statumb by you on place and he bright Taking his eler of making it offerentine a chin mapport & Nato + Jaho in growt, lite sie what ma can to R Findly has proporte quin Nate ros milt het timele it. But a based an it Nate, but halothand B Wend this proposed ... you ar dorning smothing dy promism. P Regent____ B But hay pointy whinen was printe assume for I gothat mildle milided, I would look at it will open mind P. Shmit xplored this w/ Ran a dominel. B I think that and I be account S could ma hay a empled tracks from - wounds for erfangel. Was could also plane down what prog is In him w/ what kinds of anno avere chasid-We have tended to woh at all this in total parkages, hoybe we will to regarante things int.

W I have men of and - Strall Take hime. 2 224 what are la Mont private aspranues. Sprastant & libra m flore ... S Them have how prophered one - to Waldhim for exangely a Stranghting out - forms hives, this & prolify sorter? hinghe. How Com week tysthes ... lugis helping 6 cs ayout T + Eque trying Tas agend C P I will refining work, the Show gene - inno. . K I don't explored we could fort monthing together the Pundsonp. Best plant de it is at E-T latke mal & July. R. Wa who can't great give m to I thurts, That would be a reger to within the part. S Kutten this limble, myle misland in wishald remainste our potring. P But if that I was wrising delinit that took like too Man W That nylet. Warmal hurt by c Pub. R Weaking This Triston, but wylne it again C The other challes bracked the That puts to in the same boat. Protonly doubline & C-D talks. New any -ruces, wild froud gr, etc. hots of doubline B of mould got This angthen Sent hick



Do an Arman as had may lift 12) I mything with for country nythe more F I won't to table something have about Whing motivid already puil for. Withing more brain the somethity of enthant. We git & enseter ulrang that

