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Western Europe and NATO

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once the embargo ended, Turkey would show greater flexibility and make a settlement of the Cyprus situation that much easier. Congress remained skeptical, but over the summer of 1978 the House and Senate grudgingly approved legislation repealing the embargo, thereby giving the administration a freer hand. The Government of Turkey reciprocated promptly by amending the provisional status it had imposed on US forces and by allowing US installations to remain open until negotiation of a new Defense Cooperation Agreement. But as many observers predicted, the Cyprus question remained unresolved.<sup>132</sup>

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(U) Despite having lifted the embargo, Congress hesitated to sanction the resumption of grant aid, along with other assistance, until Turkey offered concrete evidence of being willing to work toward a settlement on Cyprus. In fact, lack of progress on the Cyprus question remained a major stumbling block for the duration of the Carter administration. Meanwhile, among JCS planners, worries grew over how to provide Turkey with new supplies and equipment. According to one set of Joint Staff projections, Turkey would need \$1 billion a year for ten years in order to bring its armed forces up to minimum NATO standards.<sup>133</sup> Realizing that Turkey would have to settle for less, the Joint Chiefs supported a security assistance package totaling \$300 million annually, including \$30 million in military (MAP) grant aid.<sup>134</sup> However, resistance in Congress convinced the State Department that it would be pointless to make any new requests for grant assistance until there was a breakthrough in the Cyprus negotiations; and in the administration's FY 1981 Security Assistance Program submission to OMB, State eliminated grant aid entirely. The Joint Chiefs pleaded for reconsideration, arguing that grant aid was essential both to help rebuild Turkey's armed forces and as "a measure of US resolve and commitment."<sup>135</sup> But after reviewing the matter among themselves, Secretaries Vance and Brown and National Security Advisor Brzezinski decided not to risk a run-in with Congress that might embarrass the Turks, and to concentrate instead on finding ways of providing Turkey with liberal amounts of foreign military sales credits under the most favorable circumstances.<sup>136</sup>

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context

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<sup>132</sup> Theodore A. Coulombis, *The United States, Greece, and Turkey: The Troubled Triangle* (NY: Praeger, 1983), 106-07.

<sup>133</sup> See Tab to J-5 TP 4-79 for JCS mtg with Ambassador Spiers, 1 Feb 79, S, 970 (3 Jan 79).

<sup>134</sup> JCSM-2-79 to SecDef, 4 Jan 79, S/GDS, JCS 1704/216; and TP on US Assistance to Turkey for SecDef and CJCS, 7 Mar 79, S/GDS, both in 970 (28 Feb 79) HB.

<sup>135</sup> JCSM-316-79 to SecDef, 16 Nov 79, C/GDS, JCS 1704/224, 7 Nov 79, 970/496 (7 Nov 79).

<sup>136</sup> Memo, ASD(ISA) to DJS, 20 Dec 79, S/GDS, JCS 1704/224-1, 970/496 (7 Nov 79).

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