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ANNEX A

DOD JUSTIFICATION FOR MILITARY LAND REQUIREMENTS IN THE PALAUS

1. In order to determine the importance and the need for a contingency U.S. Navy base and Marine manuver area in the Palau District it is appropriate to consider the extent and role the existing Philippine base complex plays in supporting Navy and Marine mission requirements and national policy.

a. The Navy's real estate holdings in the Philippines (Subic Bay, Cubi Points & San Miguel) comprise over 41,800 acres. The available Marine manuver areas comprise over 83,000 acres. The major activities located there include a naval base, a naval air station, a supply depot, a ship repair facility, a magazine, and a communications station. To man the complex requires 1,300 officers and men and 1,300 civilians. The magnitude of operations and support services is thus considerable. During 1972, the supply depot received 759,206 measurement tons of material for distribution to fleet and local units, and the ship repair facility performed an average of 4495 man days of production work per day on Pacific Fleet ships. The piers at the naval base are capable of supplying shore generated electrical power, fresh water and fuel. There is sufficient room for nesting of destroyer type ships,

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AUTHORITY MR. NLF-00-19-18 TTPI Project
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Annex



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and there are 120 anchorages available. The naval air station accommodates and supports and anti-submarine patrol squadron with 9 P-3 aircraft, a carrier onboard delivery (COD) squadron with 15 aircraft, varying numbers of transient aircraft, and, as required, a carrier air wing.

b. These Philippine bases play an important role in supporting the US military forces employed in carrying out US policy and providing a presence which contributes to maintaining a regional balance of power in the Southwestern Pacific area. If use of all or part of these bases were denied to the U.S. without a possible fallback base in the region, the U.S. would be unable to adequately support forces afloat and our Southwestern Pacific Allies because of the extreme distances involved. It must be remembered that over 95% of all support for the Vietnam war was provided by ship. Therefore, it is in the national interest and necessary under the strategy of forward basing to have an option for another Southwestern Pacific naval base and Marine maneuver area should circumstances warrant.

c. In considering all aspects associated with possible locations for a future contingency support base, the Palau district was determined to be the only location

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possessing the potential for possible future development of even a limited forward support base.

2. The Palaus are unique in meeting Navy needs.

Their strategic location is of considerable import. They are almost 800 miles closer to the South China Sea and the Indian Ocean than locations in the Marianas.

a. Thus a ship at normal transit speed would reduce by four days the time required for a round trip if the ship can use the Palaus rather than Guam or the Marianas.

b. A Radius of 1,500 miles from the Palaus encompasses a major portion of the South China Sea. A similar arc from the Marianas does not reach beyond the Philippines. This difference is especially significant for at least two reasons:

(1) Experience and analysis substantiate that Naval forces are most economically employed when areas of operations are within 1,200 to 1,500 miles of logistic support bases. Beyond that distance, the number of required combatant and replenishment ships rises sharply;

(2) P-3 anti-submarine patrol aircraft are effectively employed within operating radius of 1,500 miles.

c. The ability to stage from the Palaus also permits advanced defense of Guam and Tinian and avoids complete concentration of military facilities in the Marianas, which

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would limit flexibility and increase risk.

3. The physical characteristics of the Palaus are equally important. Malakal Harbor is an excellent "harbor within a harbor." There are additional supplementary anchorages nearby. Babelthuap's large area and sparse population permit its use without significant interference with the island's residents. If necessary during wartime, military facilities could undergo emergency expansion on Babelthuap. These attributes are not duplicated elsewhere in the TTPI west of Guam.

4. The minimum requirements, as described in Secretary Laird's 9 September 1971 letter, will provide, at best, only a partial hedge against loss of existing bases or unsatisfactory limitations on the use of these bases. This risk was accepted in recognition of Micronesian reluctance to part with land and the attitude of many Palauans toward the US. However, these requirements represent the absolute minimum basing options which prudence dictates and are a non-negotiable minimum.

5. It is apparent that the Palauans are concerned about US plans for installations on their islands. The Palauan's interest in these plans is appreciated. Their queries can best be answered by explaining that the exact time and nature of development of facilities is dependent on many variables, including the future of other Pacific bases, political

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decisions concerning US forces in Asia, and the relative priority of military construction projects elsewhere in the world.

6. The Navy has no plans for early development in the Palaus. However, the following hypothetical minimum and maximum conceptual development sequences may be useful for informational purposes.

a. If US basing and force levels in WESTPAC remain stable, the development and use of the Palaus would probably be on a very small scale.

(1) Initially, ship visits may be expected in Malakal Harbor.

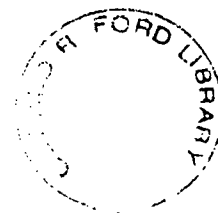
(2) A master plan would be developed for Navy facilities and the joint-use airfield.

(3) The Navy will also assist in development of a master plan for civilian development of the island. These plans would be developed by Navy and local representatives to take advantage of Navy experience and expertise and to ensure that the requirements of both users (civilian and military) are adequately provided for and are compatible.

(4) Airfield construction would follow. Upon completion of the runway, patrol aircraft could be

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staged from the airfield at the rate of several each month.

(5) If circumstances warrant, options may be exercised and minor construction undertaken on the three sites. This could include administrative and living facilities on Babelthuap for possibly 20 to 50 men, a small support building at the airfield and an administrative building at Malakal harbor. It is also expected that storage facilities for POL and ammunition will be constructed on Babelthuap.

(6) Marine Corps use of the maneuver area, or portions thereof, will probably be on an intermittent basis each year.

b. If the need arises for a significant relocation of WESTPAC base facilities, or if there is a major increase of Naval forces in this area, the following expansion could be envisioned for the Palaus.

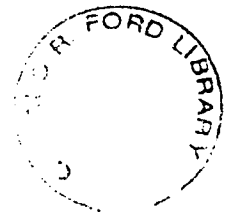
(1) The use of Malakal Harbor and Komebail Lagoon for a fleet anchorage (occasional use by up to 10 or 15 ships).

(2) Placing a tender and floating dry dock in Malakal Harbor for maintenance and repair of submarines and destroyers.

(3) Completing land fill in the 40-acre area in Malakal

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Harbor and construction to provide for alongside berthing and bunkering and for logistic and administrative facilities.

(4) Expansion of storage facilities on Babelthuap for additional prepositioned war reserve stocks of POL and ammunition and operational stores.

(5) Construction of a communications facility at the Babelthuap site.

(6) Expansion of administrative and personnel support facilities (quarters, offices, medical facility, warehouses, sales outlets, recreation facilities, etc) for up to approximately 1,000 military personnel.

(7) Periodic use of the maneuver area for ground force training.

(8) Construction at the airfield of up to approximately 100,000 square yards of parking apron, construction of a hangar and aircrew alert facility and ancillary buildings (e.g., line shack, GSE facility, Wash rack).

(9) Operating a patrol squadron (9 P-3 aircraft) or detachment (2 to 6 P-3's) from the airfield and occasional use by carrier air wing aircraft (intermittent presence of up to approximately 10 to 30 aircraft).

c. For the construction of the Joint-use airfield, the Navy is amenable to participation at Airai or another

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site. The intent of the Navy's contribution of up to \$9 million is to ensure that the airfield meets its requirements for flight activity and that there is adequate area provided for Navy facilities, as described in the development scenario, and a reasonable degree of future expansion, if needed.

d. Some of the facilities for the support of ships will be located at some distance from Malakal Harbor. This division was necessary in order to overcome the problem that Malakal Harbor is the only suitable protected harbor, but 2,000 acres of land near the harbor to accommodate DOD munitions safety criteria is not likely to be available for Navy use. In addition, the unloading, loading and storage of ammunition and POL are well-suited to an isolated location. The disadvantages of use of this remote site must be accepted in order to provide an appropriate site for some functions which should be distant from population centers. Three alternate sites have been selected, one of which will be negotiated for with the Palauans during the US land survey team visit.

e. It may be suggested that all support facilities for ships be collocated at the single 2,000 acre site on the West Coast of Babelthuap. However, this proposal fails to recognize that the use of Malakal Harbor is critical to an

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effective support facility in this area.

(1) Malakal Harbor is the sole site which provides adequate sheltered anchorage and berthing. Protection from wind and sea is present in virtually a full circle. In contrast, the lagoon on the West Coast between the barrier reef and the islands is open to winds from the southwest through the northwest. Winds from these directions exist about 20% of the time. From July through October the wind is from these unsheltered directions well over 50% of the time. The conditions in the anchorage area in the lagoon are described as troublesome with west winds and untenable at times during strong northwesterly winds. As the Palaus are in or near the "typhoon belt", it is also noteworthy that, although Malakal Harbor cannot provide shelter for very high typhoon force winds, there are many instances when moderately high winds from a typhoon skirting the islands make the lagoon unusable while Malakal Harbor remains adequately sheltered. These factors are important for even infrequent transient ship use, but they are crucial in selecting a site where destroyers and submarines can nest alongside a tender, for locating a floating dry dock, for berthing service craft and boats and for the construction of a wharf or pier for

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alongside berthing, bunkering, repair and services.

(2) The proximity of Malakal Harbor to the population center and the probable site of industrial growth is also important. Koror and its environs would provide the civilian work force for the support facility, fresh produce and other commodities, the advantages of at least some measure of urban development and would eventually provide supplemental industrial support. The boost to the economy and infrastructure of the Palaus provided thereby should be of tangible benefit to the residents.

(3) Malakal Harbor is unmatched West of Guam for the proposed use. Its value warrants the effort which may be required to assure access, anchorage rights and to obtain the 40-acre site.

7. The Navy desires to cooperate fully with the Palauans in selecting sites which are mutually agreeable, in ensuring the compatibility of military and civilian facilities and in protecting ecological and sociological interests. The Navy is convinced that by working and planning together that, with little inconvenience, the Palauans will benefit from economic growth, and expanded infrastructure, improved harbor and airport facilities, and from the facilities, and from the assistance that can be provided in their community planning during the development of facilities which future needs may

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dictate. Assuring the acquisition of required basing options is important to the Navy and they are hopeful that the forthcoming land discussions can serve to apprise the Palauans that these are provisions for long-term contingency development, reduce their apprehensions about an undesirable or inordinate military presence and assure them of US intentions to plan with them for future development so as to avoid adverse impact on their plans, their environment and their people.

8. Justification for a 30,000 Acre Maneuver Area on Babelthuap.

a. The Marine Corps has expressed a minimum requirement for an option to maneuver/train on 30,000 acres of Babelthuap as a contingency option to provide training/maneuver areas in the future should circumstances dictate.

b. Guidance by higher authority calls for 2/3 Marine Amphibious Force to be deployed in the Western Pacific as part of the PACOM forces postured to meet mutual defense commitments and to respond to contingencies.

c. Maintaining an acceptable level of training readiness for WESTPAC Marine forces for commitments and contingencies makes it mandatory that sufficient training areas be available for utilization. Babelthuap, due to its central location in the Western Pacific, size and terrain, satisfies this requirement.

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d. Training areas are presently limited and those available to the Marine Corps are being degraded through encroachment, restrictions and/or denial to a point that in the future, they may not be totally or partially available to support the requisite training.

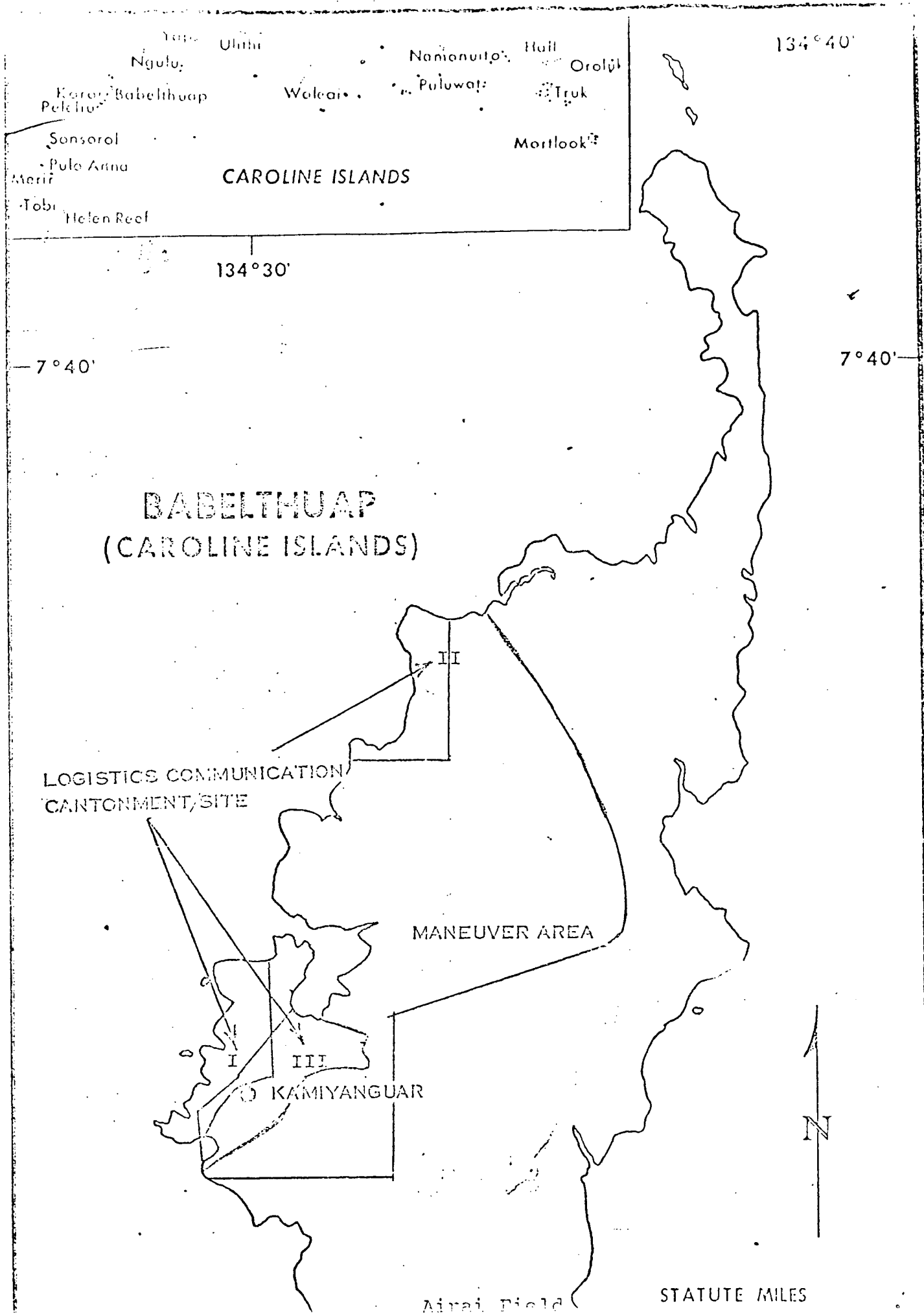
e. The size of the area is dictated by the requirement to provide sufficient maneuver area for the largest unit anticipated to utilize the area. Currently, it is anticipated that training exercises up to a Marine Amphibious Brigade (MAB) level will be conducted on Babelthuap. A notional MAB, consisting of a ground combat element, an air combat element, a combat support element, a combat service support element and naval support forces, numbering approximately 11,200 personnel would probably be the maximum size organization to utilize this area.

f. Based on this notional MAB, the Marine Corps requirement for a maneuver/training area is actually 70,560 acres (computed on 6.3 acres per man; ref: FM 101-10-1). Training maneuvers can be successfully accomplished with some degradation, however, on less than half (30,000 acres) of the required acreage, e.g., by further reducing either the scope of the exercise or the task organization of the notional MAB.

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**BABELTHUAP
(CAROLINE ISLANDS)**

LOGISTICS COMMUNICATION
CANTONMENT SITE

MANEUVER AREA

KAMIYANGUAR

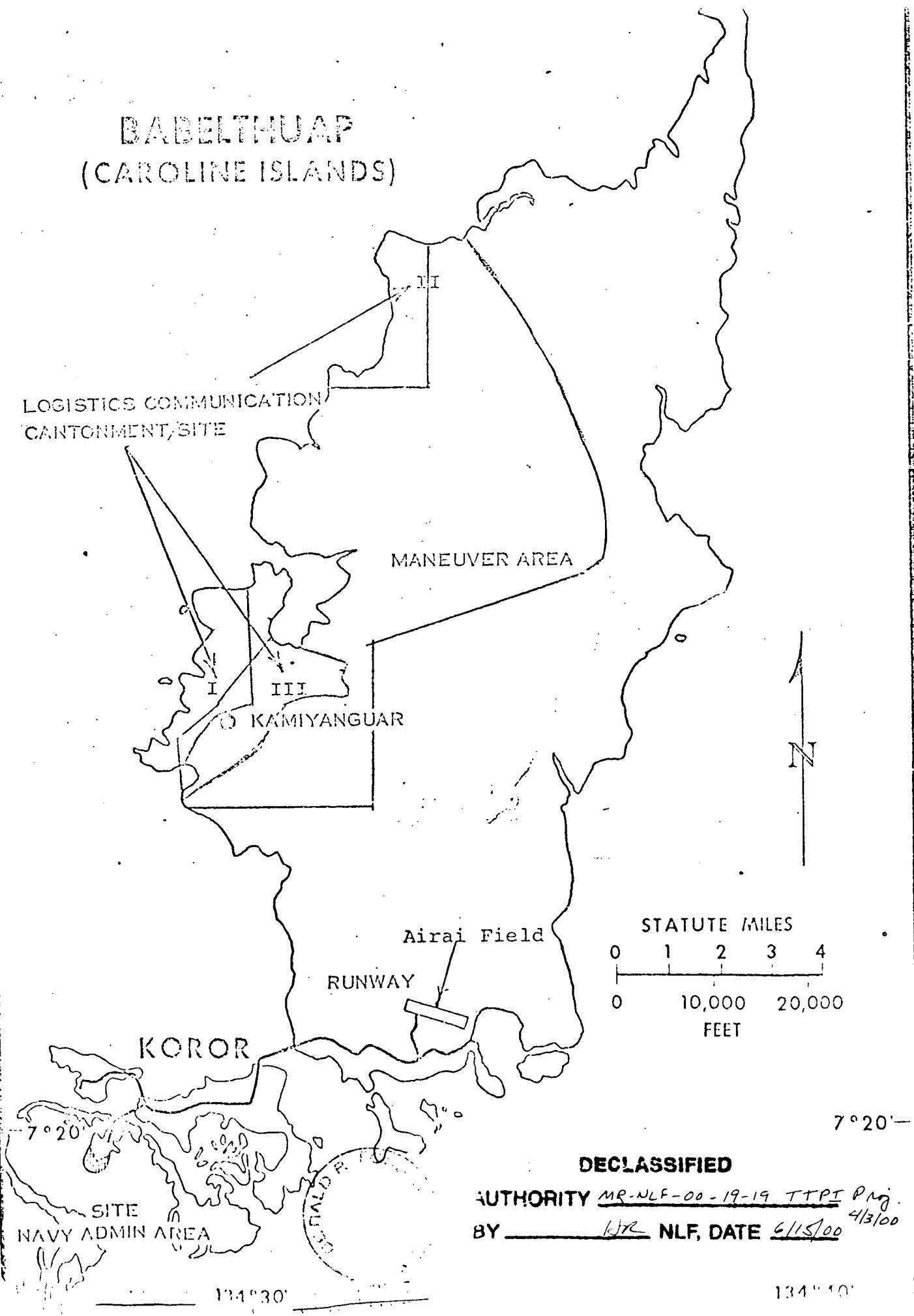
Airai Field

STATUTE MILES

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BABELTHUAP (CAROLINE ISLANDS)

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BY WR NLF, DATE 6/15/00 4/3/00

134°30'

134°10'

134°30'

MALAKAL HARBOR AREA

ARAKABESAN

STATUTE MILES

0 1/2 1 1 1/2

8,000

4,000

FEET

7°21'

KOROR

MALAKAL

APPROX. SITE
ADMIN/LOG FACILITY
(MOSTLY FILL)

7°19'

Yap: Uliithi

Ngulu:

Koror: Babelthuap

Peleliu

Sonsorol

Pulo Anna

Merir

Tobi: Helen Reef

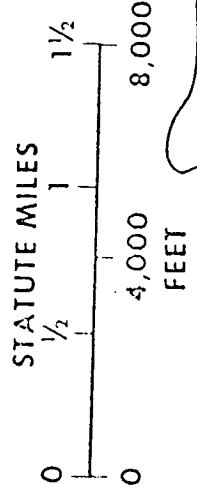
CAR

134°30'

134°26'

134°26'

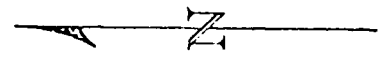
MALAKAL HARBOR AREA
134° 30'



BABELTHUAP

7° 21'

KOROR



7° 19'

APPROX. SITE
ADMIN/LOG FACILITY
(MOSTLY FILL)

- Yap. Uliithi
- Ngulu;
- Koror Babelthuap
- Peleliu
- Sonsorol
- Pulo Anna
- Merir
- Tobi
- Helen Reef
- Woleai
- Puluwat
- Nomonuito
- Hall
- Orolu
- Truk
- Mortlock

CAROLINE ISLANDS

134° 30'