

LBJ LIBRARY DOCUMENT WITHDRAWAL SHEET

Page 1

| Doc # | DocType | Doc Info | Classification | Pages | Date | Restriction |
|-------|---------|---|----------------|-------|---------|-------------|
| 02a | memo | Fisher to Galifano see 4a, this folder <i>open 7/8/17</i> | G | 3 | 9/5/67 | A |
| 04a | memo | To Herman Pollack from Acting Director | C | 17 | 9/15/67 | A |

Collection Title NSF, Files of Charles E. Johnson
Folder Title Arms Control on the Ocean Bottom
Panel I (Nat'l. Security)
Box Number 19

Restriction Codes

- (A) Closed by Executive Order 12958 governing access to national security information.
(B) Closed by statute or by the agency which originated the document.
(C) Closed in accordance with restrictions contained in the donor's deed of gift.

U.S. PRESSES PLAN FOR OCEANS STUDY

41 Nations Consulted on Research and Usage

By EVERT CLARK

Special to The New York Times

WASHINGTON, March 11 — The Administration disclosed today that it was taking a number of steps toward international cooperation and control of the study and use of the oceans.

The steps have included recent State Department meetings with 41 nations and efforts in the United Nations that eventually would produce a treaty banning weapons of mass destruction and "colonial competition" from the subsurface and seabed areas of the world.

In statements by President Johnson and Vice President Humphrey, and a briefing by Mr. Humphrey, the Government outlined broad plans that included a proposed "international decade of ocean exploration."

Congress Gets Report

Mr. Humphrey said, that only "preliminary steps" had been taken toward an international treaty that would govern scientific research and commercial exploitation of the underseas. He said such a treaty could probably not be completed until the early 1970's. But he added:

"The time is at hand to do exactly with the seabed what we did with outer space" — that is, to lay down international agreements limiting national activities there.

The statements came as Mr. Johnson forwarded to Congress the second annual report on marine science affairs. It was

prepared by the National Council on Marine Resources and Engineering Development, better known as the Marine Sciences Council.

The Cabinet-level advisory group, which Mr. Humphrey heads, was established by Congress in 1966 to coordinate Federal, state, local and private activities in marine affairs. Its interests range from the use of recreational areas along the Great Lakes to the processing of food from the sea for the benefit of underdeveloped nations.

Mr. Johnson mentioned his desire for international ocean exploration in his State of the Union Message earlier this year and in his Environmental Message to Congress last week.

Today he said he had asked the Secretary of State "to explore with other nations their interest in joining together in long-term ocean exploration."

Sea Law A Main Issue

Mr. Humphrey disclosed that "in the past week, State has met with representatives of 41 nations to see what fits into the decade and to seek ways to pool the resources of all nations, but primarily the maritime nations."

Next Monday, he said, a United Nations ad hoc committee on ocean exploration will hold its first meeting to look into the same questions. The committee was formed last December, largely as a result of this country's initiative.

The basic issue, the Vice President said, is this:

"What is the law of the sea in the last third of the 20th century?"

Current international sea law "relates to a period rather remote" from modern times, and "it is time to take another good look," he added.

Mr. Humphrey said the Administration was not yet ready

to comment on a proposed treaty offered last week by Senator Claiborne Pell, Democrat of Rhode Island.

Mr. Pell's proposal is "very constructive," he said, but "as of the moment we are not ready for a treaty" because more exploratory work must be done.

Work toward international cooperation will be coordinated by the Marine Council staff, which is headed by an executive secretary, Dr. Edward Wenk Jr.

The President has asked Congress for \$516-million in the fiscal year 1969 for marine affairs, including the Navy's programs. Despite the budgetary pressures of Vietnam and inflation, this is a 15 per cent increase from last year and a 17 per cent increase over the funds for the fiscal year 1967, Mr. Humphrey said.

Accord Urged By HHH on Sea Probing

By Victor Cohn

Washington Post Staff Writer

Vice President Humphrey said yesterday that the time has come to do for the sea bed what we've done for space—to seek world agreement removing the ocean-floor and from international rivalry.

He spoke at a news conference introducing the President's second annual report to Congress on marine resources and engineering.

As a first step, Humphrey said, Ambassador Arthur J. Goldberg will appear next Monday before a new United Nations ad hoc committee to propose an "International Decade of Ocean Exploration" in the 1970s.

It will be modeled on the 1957-58 International Geophysical Year which led to the 1959 treaty for peaceful exploration of Antarctica. The same idea—to preserve a new environment for peaceful study and use and bar weapons—was applied in the 1967 space treaty.

"We very much have ocean-bed arms control in mind," one Government ocean-resource specialist commented yesterday. Some weaponeers have seen the ocean beds as possible secret storage sites for atomic weapons.

Goldberg will work at the U.N. for three goals stated by President Johnson in his letter transmitting the marine report. Mr. Johnson pledged the United States to: (1) "Work to strengthen international law to reaffirm the traditional freedom of the seas"; (2) "encourage mutual restraint among nations so the oceans do not become the basis for military conflict"; (3) seek agreements to insure that ocean resources are harvested equitably and sensibly.

In the past year, in the view of American observers, traditional freedom of the seas has suffered many blows—a Soviet refusal to let a U.S. Coast Guard vessel sail northern Arctic waters; Peru's detention of U.S. fishermen; Egypt's attempted blockade of the Gulf of Aqaba; and the Pueblo incident off North Korea.

The ocean-science report spoke of attempts by some

nations to unilaterally abrogate the traditional freedom of the sea."

Humphrey declined to comment on individual cases, but said nations obviously need "a body of law relating to the oceans beyond anything we now have."

And "most of the law has related to the surface. Now we need to be thinking about the ocean in depth," he added.

In the past week, Humphrey reported, the State Department has met with 41 nations to discuss an ocean decade, and will talk with "many more."

Sen. Claiborne Pell (D-R.I.) proposed last week a treaty now to govern "ocean space." Humphrey called this "a very constructive proposal," but said: "We're neither behind it or adverse to it—we."

Yesterday's ocean-science report called for the start of much greater American use of the oceans.

President Johnson is asking Congress for \$516 million for fiscal 1969 (15 per cent over fiscal 1968) to:

- Broaden training and research. ("Trained manpower," Humphrey said, "is the number one problem.")

- Speed research to use fish protein concentrate against hunger.

- Develop better buoys to collect data to help predict weather and waves.

- Expand Navy technology for deep-ocean operations, including rescue, search and salvage.

- Build a high-strength Coast Guard cutter for Arctic research and ice-patrol.

- Prevent and combat pollution from oil leaks and other causes.

- Map the continental shelf.

- Plan better use of our coastal zones and Great Lakes.

- Develop spacecraft to help watch the oceans.

The report was prepared by the President's National Council on Marine Resources and Engineering Development—a cabinet-level group chaired by Humphrey and charged by Congress with coordinating ocean development.

*file
Arms Control
on Oceans*

NATIONAL SECURITY COUNCIL

Memo for Califano from Fisher re
Possible Arms Control Agreement
Affecting the Ocean Bottom, 9/5/67

BKS sent this over to CEJ on 9/8/67 asking that he be filled in on the background of this proposal. Checked with BKS's office and they said he had forgotten CEJ was on leave and asked that I send it on to Keeny. Keeny's office to keep me informed of what action is taken.

9/15/67 - I checked with Jean Barker and she informed me that Keeny was doing something on it now. She ^{will} send me a copy as soon as it is available.

Orig terms by sent to.
Keeny ON 9-8-67
per Smith's request.

~~CONFIDENTIAL~~

C. Johnson ^{2a}
Will you fill me
in on the background
of this proposal?

SEP 8 1967

B1C5

MEMORANDUM FOR MR. JOSEPH A. CALIFANO, JR.
SPECIAL ASSISTANT TO THE PRESIDENT

Subject: Possible Arms Control Agreement Affecting
the Ocean Bottom (U)

1. This Agency has been examining for some time the possibility of recommending that we discuss with other nations a proposal that would prohibit the stationing of nuclear weapons and other weapons of mass destruction on the ocean floor. In consultation with senior officials of the Department of State, we are agreed that the results of our examination show the proposal to be sufficiently important and practicable to warrant coordination with the Department of Defense. Such coordination has begun under the auspices of the Security Panel of the Ad Hoc Committee on Marine Sciences, chaired by Mr. Herman Pollack of the State Department, and on which Mr. Charles Johnson of the White House serves as a member.

2. The representative of Malta to the U.N. on August 19th presented for inclusion on the agenda of the forthcoming 22nd U.N. General Assembly a memorandum including a statement of principles declaring that the seabed is not subject to national appropriation and is reserved for peaceful purposes in perpetuity. Within the framework of the United Nations, some discussions of this topic, including arms control possibilities, will inevitably be held in the near future.

3. The prohibition against the emplacement of weapons of mass destruction on the ocean floor can be expressed in several different formulations. In view of the present state of on-going coordination of our proposal with the Department of Defense, no single formulation can be suggested to you as representing the best interests of the Government in the considered judgment of this Agency at the present time.

~~CONFIDENTIAL~~

DECLASSIFIED

Authority: NS-6368-19-1-1
by NARA, Date 04-07-2017

CONFIDENTIAL

-2-

4. During our examination of the U.S. national security implications and feasibility of an arms control measure affecting the ocean floor, we are exercising care to ascertain whether any present naval operational activities or contingency plans would be affected so that a balanced recommendation, consistent with sound requirements of national defense, can be made.

5. In general it can be stated that some of the principal objectives of our arms control measure would be to avoid disturbing any known current or planned commercial or military activities; to avoid disturbing the U.S. position on the law of the sea except as to the specific weapons prohibition; and to minimize the risk of propaganda attacks following another Palomares-like accident.

6. The various formulations will be examined in consultation with the Department of the Navy to determine to what degree, if any, they would pose difficulties for the Navy. The Navy would also have to be satisfied that any treaty provisions would not be binding on the U.S. in time of war.

7. It is not known at this time whether verification or inspection rights should be included in any definitive version. Under the law of the sea, the rights of other nations to inspect are not limited, except in waters shallower than 200 meters under the U.N. Convention on the Continental Shelf. The inclusion of the rights of inspection and verification on celestial bodies were found in our best interest in the Outer Space Treaty, but were not included in the Limited Test Ban Treaty. The final decision on this point will be made at a later date.

8. Our study of any draft arms control measure must include an exhaustive scrutiny of its most sensitive features. In this case, one sensitive feature is our ability to utilize the most advanced naval hardware to detect cheating; another, our ability to detect and anticipate cheating through our intelligence apparatus. The capabilities of our intelligence and ASW sources to apprise us of possible

CONFIDENTIAL

CONFIDENTIAL

-3-

hostile activities involving the stationing of weapons on the ocean floor must be explored in greater detail. Furthermore, the Palomares incident has shown that the U.S. can recover nuclear bombs at depths up to 1000 meters. From the operations of our bathyscaph, the Trieste, it is also widely known that the U.S. can go to any depths and recover very small objects at depths up to 3000 meters, as it did following the Thresher disaster. These capabilities have demonstrated that the U.S. can recover objects from the ocean bottom if the search can be localized.

9. The proposal we are coordinating is complex and yet offers the distinct promise of making a practicable contribution to reduce international tensions and to eliminate provocative and inflammatory situations. It provides a clear analogy to the arms control provision contained in the Outer Space Treaty.

/s/ Adrian S. Fisher
Acting Director

Adrian S. Fisher
Acting Director

cc: ACDA/SEC - Gen. Davis
ACDA/SEC - Capt. Smith
ACDA/ST - Dr. Scoville
ACDA/ST - Mr. Graybeal
ACDA/IR - Mr. De Palma
ACDA/IR - Mr. Stillman
ACDA/E - Mr. Alexander
ACDA/E - Mr. Brill

ACDA/GC: CIPoirier: PJ.

CONFIDENTIAL

(ADVANCE FOR RELEASE AT NOON EDT TODAY, SEPT. 29)
OCEAN

BY DAVID LAWDAY

(ADVANCE)...WASHINGTON, SEPT. 29 (REUTERS)--AN INTERNATIONAL TREATY BANNING NUCLEAR WEAPONS ON THE SEABED AND COVERING UNDERSEA CRIMES WAS PROPOSED IN THE SENATE TODAY AS A FOLLOWUP TO THE OUTER SPACE PACT.

A RESOLUTION OFFERED BY CLAIBORNE PELL (D., R.I.) LOOKED FORWARD TO A JULES VERNE-TYPE WORLD OF UNDERSEA CITIES, TOURISM AND SUB-SURFACE CLASHES BETWEEN FISHERMAN OF DIFFERENT NATIONS.

PELL ASKED THE JOHNSON ADMINISTRATION TO WORK ON THE TREATY IN THE HOPES OF FORESTALLING INTERNATIONAL LEGAL TANGLES WHEN THE IMAGINARY UNDERSEA WORLD BECAME A REALITY.

"WE MUST PREPARE FOR THE FUTURE LEST IT OVERTAKE US," HE SAID.

A MAJOR AIM WOULD BE TO PRECLUDE ANY RACE TO STATION NUCLEAR WEAPONS ON THE OCEAN BED OUTSIDE THE 12-MILE TERRITORIAL WATERS AND CONTINENTAL SHELF LIMITS.

"THE OCEAN FLOOR, JUST AS OUTER SPACE, SHOULD NOT BE SUBJECT TO NATIONAL APPROPRIATION BY CLAIM OF SOVEREIGNTY, BY MEANS OF USE OR OCCUPATION, OR BY ANY OTHER MEANS," PELL STATED.

(MORE) RP 6:44A

(ADVANCE FOR RELEASE AT NOON EDT TODAY, SEPT. 29)
FIRST ADD WASHINGTON OCEAN X X X STATED.

(ADVANCE) HE WARNED THAT THE POTENTIAL HEADACHE OF INDIVIDUAL CRIMES BENEATH THE HIGH SEAS WAS COMING INEXORABLY CLOSER.

"WHO HAS JURISDICTION WHEN A MURDER TAKES PLACE IN AN UNDERSEA COLONY, OR BETWEEN SUB-SURFACE FISHERMEN OF DIFFERENT NATIONS, OR BETWEEN OCEANOLOGIC RESEARCHERS? WHO WILL POLICE THE MINERAL EXTRACTION ACTIVITY?" HE ASKED.

PELL SAID INTERNATIONAL AGREEMENT ON THESE ISSUES WOULD ALSO PUT DOWN FEARS THAT RUSSIA AND THE UNITED STATES MIGHT ATTEMPT TO CARVE UP THE OCEAN BEDS INTO CO-DOMINIONS.

AGREEMENT OF THE WORLD'S TWO MAJOR POWERS WAS CRUCIAL TO THE SUCCESS OF LAST YEAR'S OUTER SPACE TREATY, WHICH BARRED NUCLEAR WEAPONS FROM THE PLANETS AND RECOGNIZED THEM AS THE PROVINCE OF ALL MANKIND.

STRESSING THE TIMELINESS OF HIS PROPOSAL, SENATOR PELL NOTED VARIOUS RECENT INTERNATIONAL PROBLEMS ON THE HIGH SEAS INVOLVING OIL DRILLING AND MINING RIGHTS.

RP 6:48A

Johnson
file
3

4
UNITED STATES ARMS CONTROL AND DISARMAMENT AGENCY
ASSISTANT DIRECTOR

September 15, 1967

Mr. Herman Pollack
Dr. Robert Frosch
Dr. Edward Wenk
Mr. Charles Johnson ✓

Gentlemen:

Per agreement at the last Security Panel Meeting of the Ad Hoc Committee on International Policy in the Marine Sciences, ACDA has prepared the attached paper on alternative wordings for a possible arms control provision for inclusion in a possible statement of principles on the seabed.

Sid
S. N. Graybeal
Acting Assistant Director
Science and Technology



DEPARTMENT OF STATE

WASHINGTON

CHC/NS/8/25/67

5

IN REPLY REFER TO:

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachments)

August 25, 1967

MEMORANDUM

TO: Members, Panel I (National Security Affairs)
FROM: Chairman, Panel I
SUBJECT: Meeting of Panel I

A meeting of Panel I is called for 3:30 p.m. August 29,
Room 7831, Department of State.

The agenda will be:

The study and recommendations required of
Panel I as indicated in the attached
Memorandum from the Chairman, Ad Hoc
Committee, to the Chairman, Panel I.

Herman Pollack, Director
International Scientific
and Technological Affairs

Attachment:
As stated.

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachment)



DEPARTMENT OF STATE

WASHINGTON

CHC/NS/8/25/67

5a

IN REPLY REFER TO:

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachment)

August 25, 1967

MEMORANDUM

TO: Chairman, Panel I (National Security Affairs)


FROM: Chairman, Ad Hoc Committee on International Policy
in the Marine Sciences

SUBJECT: Policy Determinations for Panel Consideration

As a result of proposed actions by other nations in the 22nd U.N. General Assembly, it is considered desirable that U.S. policy positions be developed on several issues concerning the ocean floor. Therefore, the following item is assigned for panel action.

Assignment:

1. Study and develop recommendations as to whether the U.S. should support, as national policy, the principle enunciated in paragraph 5 of the "Statement of Principles Concerning the Deep Ocean Floor." (Enclosure)
2. Submit preliminary views to the Ad Hoc Committee for consideration at its meeting on September 7, 1967, with final report to appropriate higher authority not later than October 15, 1967.


Herman Pollack, Director
International Scientific
and Technological Affairs

Enclosure

cc: Members, Ad Hoc Committee

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachments)

STATEMENT OF PRINCIPLES CONCERNING THE DEEP OCEAN FLOOR

The General Assembly,

56

Desiring to encourage the exploration and use of the deep ocean floor to the fullest extent possible for the benefit and in the interest of all mankind,

Believing that such exploration and use of the deep ocean floor will contribute to international cooperation and understanding,

Conscious of the importance of furthering scientific study and the conservation of natural resources,

Reaffirming the traditional freedoms of the high seas under international law,

(additional preambular paragraphs will be added referring to previous U.N. resolutions on this subject)

Solemnly declares that the exploration and use of the deep ocean floor shall be guided by the following principles:

1. The exploration and use of the deep ocean floor shall be open to all states and their nationals without discrimination and in accordance with international law.
- 1/ 2. The deep ocean floor is not subject to national appropriation by claim of sovereignty by means of use or occupation or by any other means. There shall be free access to all areas of the deep ocean floor.

CONFIDENTIAL

DECLASSIFIED
DECLASS
E.O. 12958 Sec. 3.6
NLJ-S-98001
By J04, NARA, Date 5-2-02

3. States shall conduct their activities on the deep ocean floor in accordance with international law, including the Charter of the United Nations, and in the interest of maintaining international peace and security and promoting international cooperation, understanding and development.

2/ 4. In order to promote the development of the deep ocean floor and to encourage international cooperation in its scientific investigation, States shall:

- (a) disseminate information regarding plans for scientific programs on the deep ocean floor;
- (b) arrange for cooperative activities by scientific personnel of different states;
- (c) make freely available observations and results of scientific studies of the deep ocean floor.

3/ 5. States shall undertake not to ^{station or attach} ~~fix by design~~, nuclear or other weapons of mass destruction on, within, or to the deep ocean floor seaward of a line where the superjacent waters reach a generally constant depth of not less than 700 meters, or landward of that line to the coast of any other State.

CONFIDENTIAL

4/ 6. In the exploration and use of the deep ocean floor states and their nationals:

- (a) shall have due regard for the corresponding interests of other states and their nationals;
- (b) shall avoid pollution of the oceans and unjustifiable interference with fishing or the conservation of the living resources of the sea;
- (c) shall avoid unjustifiable interference with navigation.

If a state has reason to believe that an activity or experiment planned by it or its nationals on the deep ocean floor would cause potentially harmful interference with activities of other states in the peaceful exploration and use of the deep ocean floor, it shall undertake appropriate consultations before it or its nationals proceed with any such activity or experiment. A state which has reason to believe

that a deep ocean floor activity or experiment planned by another state or its nationals would cause potentially harmful interference with activities in the peaceful exploration and use of the deep ocean floor, may request consultation concerning the activity or experiment.

7. States and their nationals shall render all possible assistance to one another in the event of accident, distress, or emergency arising out of activities on the deep ocean floor.

8. Facilities and equipment used by States and their nationals in the exploration and use of the deep ocean floor shall, at all times, remain the property of such States and their nationals, until and unless the State or nationals concerned have declared the property to be abandoned.

9. For the purpose of these principles, the deep ocean floor refers to the seabed and subsoil of the submarine areas seaward of the "continental shelf", as that term is defined in the Convention on the Continental Shelf.

10/UNP:GBHelman:jdm 8/1/67 (revision)



Department of State

TELEGRAM

~~CONFIDENTIAL~~

536

47

PAGE 01 NATO 02044 081620Z

46-43.

ACTION EUR 20

INFO NEA 13, IO 13, SFW 02, ACDA 16, CIAE 00, DODE 00, GPM 03, H 02, INR 07,
L 03, NSAE 00, NSC 10, P 04, RSC 01, SC 01, SP 02, SS 20, USIA 12, MSC 01,
INT 06, AEC 11, OIC 05, RSR 01, SCI 05, OST 01, /159 W

R 081148Z MAR 68
FM USMISSION NATO
TO SECSTATE WASHDC 1516
INFO ZEN/AMEMBASSY ANKARA UNN
AMEMBASSY ATHENS UNN
AMEMBASSY BONN UNN
AMEMBASSY BRUSSELS UNN
AMEMBASSY COPENHAGEN UNN
AMEMBASSY THE HAGUE 319
USMISSION GENEVA 114
AMEMBASSY LISBON UNN
AMEMBASSY LONDON 448
AMEMBASSY LUXEMBOURG UNN
AMEMBASSY OSLO UNN
AMEMBASSY OTTAWA UNN
AMEMBASSY PARIS UNN
AMEMBASSY REYKJAVIK UNN
AMEMBASSY ROME 353
USUN NEW YORK 153

*Drawn Control
on Seabed*

~~CONFIDENTIAL~~ USNATO 2044

NATUS/DISTO

SUBJECT: SEABEDS

REF: STATE 123899

1. SUMMARY: COUNCIL HAD INFORMAL EXCHANGE ON SEABEDS
MARCH 6, WITH DUTCH PRESSING FOR MILITARY COMMITTEE

~~CONFIDENTIAL~~

DECLASSIFIED
E.O. 12958 Sec. 3.5
NLJ-S-93001
By 50w, NARA, Date 5.2.02



Department of State

TELEGRAM

~~CONFIDENTIAL~~

PAGE 02 NATO 02044 081620Z

STUDY IN DEPTH OF MILITARY ASPECTS SEABEDS, AND ITALY URGING GENERAL PRELIMINARY EXCHANGE ON SUCH POINTS BEFORE MARCH 18 MEETING OF UN AD HOC COMMITTEE. CLEVELAND, AFTER STATING US INTEREST IN NAC CONSULTATION, CITED NEED TO HAVE ALL FACTS AND TO NARROW FOCUS BEFORE ANY NAC STUDY. THERE GENERAL CONSENSUS AMONG PERMREPS THAT SECURITY ASPECTS OF GREATEST INTEREST TO NAC, BUT FULL-BLOWN NAC STUDY PRE MARCH 18 IMPRACTICAL. MORE CAUTIOUS, ORDERLY APPROACH URGED.

PAGE 3 RUFHNA 2044 ~~CONFIDENTIAL~~
AROSIO SUMMED UP AS CONSENSUS THAT MC STUDY PREMATURE, AND THAT MORE DATA NEEDED TO DETERMINE (A) DEFINITE

MOOV#
OF SEABEDS; (B

1) WHAT USES OF SEABEDS OF SPECIAL INTEREST TO NATO; AND (C) WHAT SHOULD BE SPECIAL FOCUS FOR NAC STUDY. HE AGREED THAT SEABEDS WOULD BE KEPT ON NAC AGENDA ON CONTINUING BASIS, WITH DELS TO CIRCULATE THEIR RESPONSES TO UN SYG QUESTIONNAIRE, AND GET PREPARED FOR FURTHER COUNCIL CONSULTATION ASAP. END SUMMARY.

2. BOON (NETHERLANDS) SAID GON MAIN AIM IN PRESSING MC STUDY, WITH ASSISTANCE OTHER RELEVANT PARTS NATO, IS TO PROTECT SECURITY INTERESTS OF ALLIANCE TO AS GREAT AN EXTENT AS POSSIBLE. HE SAID THAT DISARMAMENT ASPECTS SEABEDS SHOULD BE HANDLED BY ENDC, AND ECONOMIC EXPLOITATION OF SEABEDS FOR GENERAL BENEFIT SHOULD PROBABLY BE HANDLED THROUGH UN. GON HAS SUBMITTED, AS PART OF ITS REPLY TO UN SYG QUESTIONNAIRE, OUTLINE OF A POSSIBLE INTERNATIONAL SYSTEM TO DIRECT ECONOMIC EXPLOITATION OF SEABEDS. GON HOPES TO DIRECT UN STUDY

PAGE 4 RUFHNA 2044 ~~CONFIDENTIAL~~
TOWARD ECONOMIC AND DISARMAMENT SIDE OF SEABEDS TO GIVE NAC MORE TIME TO STUDY MILITARY ASPECTS WHICH COMPRISE MOST URGENT QUESTION IN GON MARCH 5 MEMO. BOON HOPED

~~CONFIDENTIAL~~



Department of State **TELEGRAM**

~~CONFIDENTIAL~~

PAGE 03 NATO 02044 081620Z

THAT THERE COULD BE AT LEAST COUNCIL DISCUSSION PRE MARCH 18.

3. DEFERRARIIS (ITALY) ASKED THAT SEABEDS BE PUT ON NAC AGENDA FOR NEXT MEETING IN ORDER HAVE PRELIMINARY EXCHANGE OF DEFENSE ASPECTS OF SEABEDS PRE MARCH 18.

4. CLEVELAND SAID US GLAD GON HAS RAISED SEABEDS IN NAC, AND WE PREPARED CONSULT ON STRATEGY IMPLICATIONS FOR ALLIANCE. HE SAID US REPLY TO UN SYG QUESTIONNAIRE WOULD BE CIRCULATED TO NAC UPON RECEIPT. CLEVELAND HOPED OTHER DELS WOULD FOLLOW SUIT. HE STRESSED IMPORTANCE LOOKING AT ALL SIDES OF QUESTION SO WE WOULD HAVE MORE IDEA OF WHAT WE ARE DEALING WITH BEFORE NAC UNDERTAKES STUDY.

5. BURROWS (UK) EMPHASIZED UK VIEW THAT ANY NAC WORK

PAGE 5 RUFHNA 2044 ~~CONFIDENTIAL~~
ON SEABEDS WILL TAKE LONG TIME. HE NOTED THAT THERE ONLY PREAMBULAR REFERENCE TO MILITARY ASPECTS SEABEDS IN UN RES 2340. BURROWS SAID UK COULD NOT AT THIS STAGE AGREE TO A MILITARY STUDY ON SEABEDS IN NAC UNLESS FULL FACTUAL BACKGROUND DEVELOPED FIRST.

6. BIRGI (TURKEY) AGREED THAT NAC WORK ON SEABEDS SHOULD CONCENTRATE ON MILITARY ASPECT, AND SUGGESTED THAT DUTCH AND OTHERS WITH BACKGROUND INFORMATION SHOULD MAKE SUCH AVAILABLE.

7. KRISTIANSEN (NORWAY) SAID GON SUPPORTS NAC STUDY AND THAT MILITARY ASPECTS SEABEDS SHOULD HAVE FIRST PRIORITY.

8. CAMPBELL (CANADA) SAID GOC AGREES WITH DESIRABILITY OF NAC STUDY, BUT POINTED OUT IT IMPOSSIBLE BEFORE MARCH 18. THE GOC UNDERSTANDING IS THAT ARMS IMPLICATIONS OF SEABEDS DELIBERATELY LEFT OFF UN AD HOC COMMITTEE AGENDA SO THAT LEGAL, TECHNICAL AND SCIEN-

~~CONFIDENTIAL~~



Department of State

TELEGRAM

~~CONFIDENTIAL~~

PAGE 04 NATO 02044 081620Z

PAGE 6 RUFHNA 2044 ~~CONFIDENTIAL~~
TIFIC BACKGROUND WORK COULD BE DONE FIRST. CAMPBELL
SUPPORTED THE IDEA TO CIRCULATE UN SYG QUESTIONNAIRES
AND SAID THAT THEY SHOULD BE STUDIED PRIOR TO FURTHER
NAC EXCHANGE.

9. HJORTH-NIELSEN (DENMARK) SAID GOD HOPES THAT
ARRANGEMENTS SIMILAR TO THOSE DEVELOPED FOR OUTER
SPACE CAN BE DEVELOPED FOR SEABEDS. GOD HAS "CERTAIN
HESITATION" TO NAC IMMEDIATELY EMBARKING ON MILITARY
STUDY, BUT RESERVES POSITION UNTIL THERE CHANCE TO
STUDY DUTCH PAPER AND MARCH 6 NAC EXCHANGE.

10. SIGURDSON (ICELAND) POINTED OUT "UTMOST IMPOR-
TANCE" OF SEABEDS STUDY TO GOI. HE NOTED THAT POLITICAL
AND ECONOMIC ASPECTS, AS WELL AS MILITARY, OF INTEREST
TO GOI.

11. SEYDOUX (FRANCE) SAID GOF FEELS ECONOMIC ASPECT
OF SEABEDS SHOULD BE EMPHASIZED WITH INTERNATIONAL
ARRANGEMENTS ESTABLISHED TO DIRECT EXPLOITATION --

PAGE 7 RUFHNA 2044 ~~CONFIDENTIAL~~
PERHAPS FOLLOWING OUTER SPACE EXAMPLE. GOF FEELS
MILITARY ASPECTS OF SEABEDS SHOULD BE THROWN IN WITH
DISARMAMENT ASPECTS.

12. DECUMONT (MC REP) WAS ASKED BY BROSIO TO COMMENT.
DECUMONT SAID MC, OF COURSE, WILLING TO DO STUDY, BUT
WOULD WANT MORE PRECISE DEFINITION OF TASK BEFORE
UNDERTAKING IT. SUGGESTED ANY MILITARY STUDY SHOULD
ALSO INCLUDE SACLANT.

13. BROSIO AGREED TO PUT SEABEDS ON NAC AGENDA ON
CONTINUING BASIS AFTER DEFERRARIIS AND BOON CONTINUED
TO PRESS FOR COUNCIL EXCHANGE PRE MARCH 18.
BROSIO CONCLUDED THAT COUNCIL CONSENSUS WAS THAT IT
PREMATURE TO UNDERTAKE MC STUDY NAC, AND THAT IN ANY

~~CONFIDENTIAL~~



Department of State

TELEGRAM

~~CONFIDENTIAL~~

PAGE 05 NATO 02044 081620Z

EVENT IT NECESSARY FIRST TO DEFINE THE PROBLEM.

14. BOON INDICATED AGREEMENT WITH BROSIO SUMMATION, SINCE SEABEDS WOULD BE CONTINUING ITEM ON NAC AGENDA, AND THIS MAINTAINED AN "URGENCY" REGARDING QUESTION WHICH MET PREOCCUPATION OF GON AUTHORITIES.

PAGE 8 RUFHNA 2044 ~~CONFIDENTIAL~~

15. COMMENT: IT LIKELY THAT ITALY AND DUTCH MAY HAVE COMMENTS ON SEABEDS MARCH 13, BUT OTHER DELS CERTAINLY WANT MORE TIME TO STUDY DUTCH PAPER, REPLIES TO UN SYG QUESTIONNAIRE, AND TO GET THEIR NATIONAL DUCKS IN A ROW BEFORE ENGAGING IN FURTHER NAC EXCHANGE.
END COMMENT. GP-4. CLEVELAND

HAS RECEIVED.

CONFIDENTIAL



~~CONFIDENTIAL~~

EXECUTIVE OFFICE OF THE PRESIDENT

NATIONAL COUNCIL ON MARINE RESOURCES
AND ENGINEERING DEVELOPMENT

WASHINGTON 20500

R. Johnson

1

August 28, 1967

MEMORANDUM

TO: Ed Wenk

FROM: Glenn Schweitzer *GES*

SUBJECT: Ban on Seabed Nuclear Weapons

The enclosed memorandum argues for a total ban on nuclear weapons on the seabed rather than the partial ban advocated by ACDA. ACDA apparently wants to retain the option to deploy nuclear mines near the U.S. coast.

Several copies have been prepared should you decide to distribute them at the meeting of the national security panel.

encl.
a/s

GES/lgi

~~CONFIDENTIAL~~

DECLASSIFIED
E.O. 12958 Sec. 3.5
NLJ-S-99001
By *JW*, NARA, Date *5-02-02*

~~CONFIDENTIAL~~

Recommendation

The United States should propose a total ban on nuclear or other weapons of mass destruction stationed or attached to the floor of the oceans.

Discussion

The proposed initiative would

- impose another boundary condition on the arms race
- enhance efforts to promote international cooperation in the exploration and use of the oceans and their resources
- divert attention from more drastic ocean disarmament proposals which are unacceptable
- further establish U. S. leadership in efforts to reduce the possibility of a nuclear exchange

There appears to be a general consensus that a seabed deterrent force will not be competitive with other types of deterrents in the foreseeable future. The installation and maintenance of a seabed deterrent would be extremely complex and costly, particularly in view of the command and control and reliability requirements of a deterrent force.

Serious consideration has been given to the deployment of nuclear mines in depths of less than 700 meters off the U. S. coast. (The 700 meter contour ranges from about 40 to 200 miles off the Atlantic Coast, 10 to 80 miles off the Pacific Coast, and 20 to 150 miles off the Gulf Coast. Most of the Bering Sea has a depth of less than 700 meters.) Given the ever increasing range of Soviet submarine-launched missiles (i. e. probably already more than 1000 miles), such mines could not have a significant impact on Soviet capabilities to inflict damage on the continental U. S. Furthermore, we are rapidly developing ship-launched

~~CONFIDENTIAL~~

DECLASSIFIED
E.O. 12958 Sec. 3.5
NLJ-S-93001
By JW, NARA, Date 8-2-02

~~CONFIDENTIAL~~

- 2 -

nuclear weapons for countering the submarine threat.

Specific objections to a limited ban on seabed nuclear weapons to retain the nuclear mine option include

- deployment of nuclear weapons in coastal areas would be "legalized" which would seem to make the proposal politically unacceptable
- the artificial denuclearization line at 700 meters could tempt nations to propose restricting other naval activities to the coastal area behind the line
- since both the U. S. and USSR could deploy nuclear weapons in the Bering Sea, the East-West detente element of the scheme would be largely eliminated

Inspection would be handled in the same manner as was done in the space treaty. Details of our monitoring capabilities are available at the appropriate security level.

~~CONFIDENTIAL~~



DEPARTMENT OF STATE

WASHINGTON

CHC/NS/8/25/67

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachments)

August 25, 1967


MEMORANDUM

TO: Members, Panel I (National Security Affairs)
FROM: Chairman, Panel I
SUBJECT: Meeting of Panel I

A meeting of Panel I is called for 3:30 p.m. August 29,
Room 7831, Department of State.

The agenda will be:

The study and recommendations required of
Panel I as indicated in the attached
Memorandum from the Chairman, Ad Hoc
Committee, to the Chairman, Panel I.


Herman Pollack, Director
International Scientific
and Technological Affairs

Attachment:
As stated.

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachment)

N. Davis
cy S.M. Keeny



DEPARTMENT OF STATE

WASHINGTON

CHC/NS/8/25/67

8a

IN REPLY REFER TO:

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachment)

August 25, 1967

MEMORANDUM

TO: Chairman, Panel I (National Security Affairs)

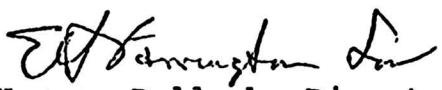
FROM: Chairman, Ad Hoc Committee on International Policy
in the Marine Sciences

SUBJECT: Policy Determinations for Panel Consideration

As a result of proposed actions by other nations in the 22nd U.N. General Assembly, it is considered desirable that U.S. policy positions be developed on several issues concerning the ocean floor. Therefore, the following item is assigned for panel action.

Assignment:

1. Study and develop recommendations as to whether the U.S. should support, as national policy, the principle enunciated in paragraph 5 of the "Statement of Principles Concerning the Deep Ocean Floor." (Enclosure)
2. Submit preliminary views to the Ad Hoc Committee for consideration at its meeting on September 7, 1967, with final report to appropriate higher authority not later than October 15, 1967.


Herman Pollack, Director
International Scientific
and Technological Affairs

Enclosure

cc: Members, Ad Hoc Committee

~~CONFIDENTIAL~~
(LIMITED OFFICIAL USE
when separated from attachments)

STATEMENT OF PRINCIPLES CONCERNING THE DEEP OCEAN FLOOR

The General Assembly,

86

Desiring to encourage the exploration and use of the deep ocean floor to the fullest extent possible for the benefit and in the interest of all mankind,

Believing that such exploration and use of the deep ocean floor will contribute to international cooperation and understanding,

Conscious of the importance of furthering scientific study and the conservation of natural resources,

Reaffirming the traditional freedoms of the high seas under international law,

(additional preambular paragraphs will be added referring to previous U.N. resolutions on this subject)

Solemnly declares that the exploration and use of the deep ocean floor shall be guided by the following principles:

1. The exploration and use of the deep ocean floor shall be open to all states and their nationals without discrimination and in accordance with international law.
- 1/ 2. The deep ocean floor is not subject to national appropriation by claim of sovereignty by means of use or occupation or by any other means. There shall be free access to all areas of the deep ocean floor.

DECLASSIFIED
E.O. 12958 Sec. 3.5
NLJ-S-98001

By JDW, NARA, Date 5-2-02

~~CONFIDENTIAL~~

3. States shall conduct their activities on the deep ocean floor in accordance with international law, including the Charter of the United Nations, and in the interest of maintaining international peace and security and promoting international cooperation, understanding and development.

2/ 4. In order to promote the development of the deep ocean floor and to encourage international cooperation in its scientific investigation, States shall:

- (a) disseminate information regarding plans for scientific programs on the deep ocean floor;
- (b) arrange for cooperative activities by scientific personnel of different states;
- (c) make freely available observations and results of scientific studies of the deep ocean floor.

3/ 5. States shall undertake not to ^{station or attach} ~~fix, by design,~~ nuclear or other weapons of mass destruction on, within, or to the deep ocean floor ^{seaward of} ~~of~~ a line where the superjacent waters reach a generally constant depth of not less than 700 meters, or landward of that line to the coast of any other State.

Right to inspect?

low tide
territorial waters

~~CONFIDENTIAL~~

4/ 6. In the exploration and use of the deep ocean floor states and their nationals:

- (a) shall have due regard for the corresponding interests of other states and their nationals;
- (b) shall avoid pollution of the oceans and unjustifiable interference with fishing or the conservation of the living resources of the sea;
- (c) shall avoid unjustifiable interference with navigation.

If a state has reason to believe that an activity or experiment planned by it or its nationals on the deep ocean floor would cause potentially harmful interference with activities of other states in the peaceful exploration and use of the deep ocean floor, it shall undertake appropriate consultations before it or its nationals proceed with any such activity or experiment. A state which has reason to believe

that a deep ocean floor activity or experiment planned by another state or its nationals would cause potentially harmful interference with activities in the peaceful exploration and use of the deep ocean floor, may request consultation concerning the activity or experiment.

7. States and their nationals shall render all possible assistance to one another in the event of accident, distress, or emergency arising out of activities on the deep ocean floor.

8. Facilities and equipment used by States and their nationals in the exploration and use of the deep ocean floor shall, at all times, remain the property of such States and their nationals, until and unless the State or nationals concerned have declared the property to be abandoned.

9. For the purpose of these principles, the deep ocean floor refers to the seabed and subsoil of the submarine areas seaward of the "continental shelf", as that term is defined in the Convention on the Continental Shelf.

10/UNP:GBHelman:jdm 8/1/67 (revision)