

SECRETINFORMATION

MEMORANDUM FOR THE PRESIDENT

FROM: Henry A. Kissinger

SUBJECT: Soviet Reporting Performance Under the Antarctic Treaty

Ten years of activity involving 12 nations have recently been completed under the Antarctic Treaty. The Treaty requires all signatory countries to exchange advance information on plans, programs and participants in Antarctic research and to share scientific data. In a recent memorandum the CIA has reviewed the Soviet reporting performance under these requirements.

In general, the Soviets have been meeting their requirements concerning activities on Antarctica, and with respect to publishing their scientific findings. However, they have frequently failed to meet deadlines in submitting reports, as do some other nations (although the Soviets are one of the most delinquent). Also, some of the information they furnish is obsolete.

The most serious deficiency is a deliberate concealment of information on Soviet military participation in Antarctic expeditions. Association of military-affiliated scientists with these expeditions is not a violation of the treaty, but the failure to disclose the association is inconsistent with the treaty requirements. It cannot be established whether the Soviet policy of concealment is designed to disguise the extension to Antarctica of sensitive domestic programs, or simply to avoid the embarrassment of disclosing military affiliations.

The Soviets attempt to play the propaganda theme that the USSR is promoting the peaceful uses of Antarctica, while the "imperialist" powers maintain a strong military and nationalistic interest in the area.

The Soviets are probably hoping that the concealment will remain undiscovered, or on the inertia of the other treaty signatories to make no issue if it is discovered. They may also be counting on the existence of the inspection

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provisions of the treaty -- which the Soviets have never exercised -- as proof that they are adhering to the peaceful objectives of the treaty.

Unfortunately, the treaty does not provide a standard by which the adequacy of compliance can be measured, nor is there a procedural mechanism by which non-compliance questions may be raised, judged and corrected without escalating the action into an automatic implication of treaty violation.

ATDowney:mm:4/28/70

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ACTION
April 27, 1970

MEMORANDUM FOR MR. KISSINGER

FROM: Helmut Sonnenfeldt

SUBJECT: Soviet Reporting Performance Under the Antarctic Treaty

The CIA has prepared a memo on this subject, which seemed to be worth a very brief memo for the President (Tab A).

The report concludes that the Soviets have, in general, met the requirements under the Treaty, though with some deficiencies. The most notable area of non-compliance is their failure on occasion to report the identity or affiliation of military scientists associated with their Antarctic expeditions.

RECOMMENDATION

That you sign the memo for the President at Tab A.

~~MX~~ ATD:mm

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