

Memo for Pres
From: Ch USC Irwin
May 15, 1972
S
#4137

*Used as bottom
Forward Copy July 12, 1972*

US Arctic Policy Review and Recoms

On Dec 22, 1971 you estab IAPC to oversee implementation of US Arctic policy and be responsible for reviewing and coord US activities and programs in Arctic with exception of purely domestic Arctic-related matters internal to Alaska. You directed IAPG review US Arctic programs and forward through USC recoms for:

1. Increasing mutually beneficial intl coop in a) exploration, b) scientific research, c) resource devel and d) exchange of sci and tech data.
2. Improving US capability to inhabit and operate in Arctic
3. Understanding Arctic environment
4. Devel framework for intl coop in Arctic
5. Devel coord plan for sci research in and on Arctic
6. Devel comprehensive transportation system capable of meeting US requirements in Arctic.

Review and recoms you requested completed. Report of IAPG, US Arctic Programs Review and Recoms, is attached.

Report makes following recoms:

1. That draft Northlands and Arctic Cooperation Compact be accepted as basis for devel of framework for intl coop in Arctic.
2. That State be authorized to investigate with prospective invitees feasibility of calling conference to develop framework for intl coop in Arctic
3. That US explore with Sovs a) future Arctic bilat coop and b) future multilat cop including desirability of multilateral compase for A coop. Exporation should take place as approp within context of existing agreements with Sovs.
4. That should Sov response be favorable to desirability of multilat compact for A coop, Sov participation in conference to develop such' compact be sought.

Draft Compact designed to estab loose framework for enhancing coop among A and other interested states, particularly those with sci, environmental and econ interests. Compact would provide umbrella under which participating states could share experience and data in areas such as environmental protection, sci research and transport technology.

As noted in greater detail in background discussion attached, in past USSR has shown little interest in A coop with other powers. Also the case with Canadians for reasons related to C juridical claims in A.

In view of short time before your visit to USSR, I recom that Recom 3 be implemented in advance of Recom 2. Implementation of 2 at this time will depend on response to 3.

In addition to recoms made, report notes that IAPG has taken following actions in furtherance of US A policy:

1. Asked State and Interagency Arctic Research Coord Cte to study activities identified as being suitable for increased intl coop and to recom specific proposals for increasing coop to IAPG by May 15. IARCC also asked to identify and report A research activities suitable for intl coop to IAPG on continuing basis.
2. Asked IARCC to continue devel of coord plan for sci research including determination of research priorities and identification of complementary or duplicatory projects. Plan to be forwarded by Sept 15.
3. Assigned to NSF responsibility for coord exchange of A data with other countries. NSD will coord closely with IARCC and Cte on Sci and Tech Info (COSATI) of Federal Council of Sci and Tech. (FCST)
4. Approved outline for A transportation study proposed by DOT and as first step directed DOT to undertake, with coop of other interested agencies, stud of A transportation needs as initial phase in devel comprehensive A transportation ystem. User/needs study to be completed by Nov 30, 1972.

5. Encourage Interior to formulate suitable proposal for coop internaional program re resource and environmental inventorying and to further develop concept of Alaska pilot project in area.

All mmbers of IAPG concur in above steps.

Findings and recoms of USC detailed in attached report. Background re review and recoms on programs attached.

Recom:

That 1-4 be approved
Thqa 3 be implemented in advance of 2.

Attachments: 1. Report on IAPG
2. Background Discussion
3. NSF Reservations. not included in folder

Memo for Pres

From: HAK

Jan 17, 1973

S

#5506

Arctic Program Revie and Recoms

DM 144 estab IAPG for policy coord and implementation and direct USC to review and provide action programs for increasing intl coop, improving our operational capability, improving our understanding of A environment, and devel coord sci research program and adequate transportation system.

USC Ch Irwin has written you noting that studies are underway to develop action programs to fulfill these directives. Final recoms will be complete this year.

USC also directed to examine possibility of developing approp intl framework for A coop. Irwin recoms, with concurrence of interested agencies, that you approve draft Northlands and Arctic Coop Compact as basis on which we should seek multinational framework. Compact would:

--provide loose, flex type of agreement for increasing coop in areas of common concern (e.g. sci research, environmental protection, resource devel)

--not infringing on position of any Party as to its rights under intl law re high seas and superjacent airspace

--not recognize, dispute or estab any territorial or juris claims in A area.

~~USC recoms~~ USC recoms you authorize implementing steps to include sounding out interested countries on desirability of conference to develop such compact and particularly soundout Sovs first. Irwin notes, however, that Sovs have shown little interest in A coop with other powers and that Canadians approach subject cautiously because of their jurisdictional claims in area.

Compact idea has some merit in principle because 1) dangers to Arctic environment become more serious as technology opens area to resource devel and 2) trend toward unilat extensions of jurisdiction would cause us serious strat mobility, econ, environmental and oceans policy problems.

However, initial steps toward A coop with Sovs are just beginning. Canada and USSR have begun discussing A coop. US/USSR environmental protection agreement provides for increasing coop in polar research. Also, in Nov, Norway proposed multilateral experts conference on A environmental quality with idea of intergov meeting later. Initial US reaction internally is favorable.

Given Sov sensitivitie and both Canadian and Sov concerns about preserving jurisdictional prerogatives, US attempt now to institutionalize an umbrella agreement appears premature and could be counterproductive as our bilateral programs are getting off the ground.

I believe therefore we should not propose multinational compact as recm by IAPG. However, we should continue to develop and pursue actively bilat and multilat coop programs in A which will provide basis for future onsideration of any compact approach. Ehrlichman's office concurs.

Recom: A approve foregoing recoms as set forth in DM.

RN initialled Approve.

January 22, 1973

HAK

C

Arctic Program Review and Recommendations

SecState
SecDef
SecInt
SecComm
SecTransp
Dir, NSF
Ch, CEQ

cc: SecHEW

DCI
Admin, EPA
Dir, OMB
Pres Science Advisor

Pres has reviewed report and reooms of Interagency Arctic Policy Group forwarded by Ch USC July 21, 1972 pursuant to DM 144.

Noted progress by Group and reaffirmed his desire that US actively develop and pursue programs for increasing bilateral and multilateral cooperation in the Arctic, particularly in scientific research, resource development and environmental protection.

Does not desire that US undertake discussions at this time with USSR, Canada and other countries with Arctic interests with aim of promoting establishment of multinational Northlands and Arctic Cooperation Compact and convening of international conference to this end.

Memo for HAK
From: Michael A. Guhin through David D. Elliott
Jan 10, 1973
S/GDS
#5506

Arctic Program Review and Recons

Memo updates my earlier one. DM 144 established Interagency Arctic Policy Group (IAPG) for policy coord and impemenetaion and directed USC to review and provide action programs for:

- increasing intl coop in
- improving our operational capability in Arctic
- improving our understanding of Arctic environment
- developing coord Arctic scientific research program
- studying feasibility of comprehensive Arctic transport system

USC Ch Irwin has written Pres noting that studies underway to develop action programs to fulfill these directives. Final program recons will be completed this year.

USC also directed to examine possibility of developing approp intl framework for Arctic coop. Irwin with concurrence of interested agencies recons that Pres approve draft Northlands and Arctic Cooperation Compact as basis on which we should seek multinational framework.

This compact would provide loose, flex type of agreement for increasing copp in areas of common concern (e.g. scientific reseach, environmental protection, resource devel) while protecting our rights under intl law re high seas and superjacent airspace and avoiding any territorial or jurisdictional issues in area. (More details at C)

USC recons Pres authorize implementing steps to include sounding out interested countries on desirability of conference to develop such a compact and particulary sounding out Sovs first. Irwin notes, however, that in past Sovs have shown little interest in Arctic coop with other powers and that Canadians approach subject cautiously because of their jurisdictional claims in area.

For reasons detailed in memo for Pres we believe we should not propose a multinational compact now as recom by IAPG. (In brief, given Sov strat, resource and security sensitivities and both Cansadian and Sov concerns about preserving jurisdictional prerogatives, US attempt now to institutionalize an umbrella agreement, however, harmless and worthy on its face, appears premature and could be counter-productive as our bilat progrms are just getting off the ground.) We should, however, continue to develop and pursue actively bilateral and multilat coop programs in Arctic which will, in effect, lay groundwork for any later consideration of compact approach.

Proposed DM at A reflects foregoing recom. Memo for Pres would forward USC report and recom he approve DM.

Ehrlichman's Office (John Whitaker), Sonnefeldt (Clift for) and Dick Kennedy concur

Recom: Forward memo for Pres, if he approves, sign DM
