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DEPARTMENT OF STATE  
WASHINGTON

NSC UNDER SECRETARIES COMMITTEE

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NSC-U/DM-123

May 10, 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Possible International Restraints  
on Environmental Warfare

Pursuant to your directive of April 26, 1974 I am transmitting herewith an Under Secretaries Committee study on possible international restraints on environmental warfare, prepared by an Ad Hoc Working Group under the chairmanship of the Department of State.

The study does not present recommendations, and the participating agencies reserve their respective positions concerning their preference among the options presented.

The study has the concurrence of the Department of State, the Central Intelligence Agency, the Joint Chiefs of Staff, the Arms Control and Disarmament Agency, and the National Security Council Staff. Due to the time constraints involved in its preparation, the study does not yet have the formal concurrence of the Deputy Secretary of Defense, which is expected shortly.



*Kenneth Rush*  
Kenneth Rush  
Chairman

Attachment:

Study

~~SECRET~~/NODIS  
XGDS-3

DECLASSIFIED  
E.O. 12958, SEC. 3.5  
NSC MEMO, 11/24/98, STATE DEPT. GUIDELINES  
BY *WJ* MADE DATE 8/17/05

NATIONAL SECURITY COUNCIL  
WASHINGTON, D.C. 20506

SECRET/LIMDIS

April 26, 1974

MEMORANDUM FOR

CHAIRMAN, NSC UNDER SECRETARIES COMMITTEE

SUBJECT: International Restraints on Environmental Warfare

The President has directed that a study be made of possible international restraints on environmental warfare.

The study should specifically examine the advantages and disadvantages of promptly initiating discussions with the USSR, or in a broader international context, on such restraints, and should address the following:

- The definition of "environmental warfare" and related terms for such discussions, including options for narrowing the area of discussion to those environmental modification techniques considered practical in this decade.
- The military utility of various forms of environmental modification, including technically and/or politically acceptable distinctions between hostile and non-hostile use.
- The state of Soviet development in environmental modification and its relationship to their capability to engage in environmental warfare.
- The options for various levels of restraint (for example, all use, first use, hostile use, development of capabilities, R&D) and how such restraints might be defined in terms of capabilities or intent. For each of the restraint options, assessment should be made of verification possibilities and their security implications, and the impact on our civil activities and programs in environmental modification.
- Alternative forms an agreement might take (for example, bilateral or multilateral renunciation, treaty, moratoria), possible fora for conducting discussions, and the advantages and disadvantages of various positions the US might take in discussions.

This study should draw upon (1) the 1972 Report of the NSC Under Secretaries Committee on International Aspects of Weather Modification, (2) the report

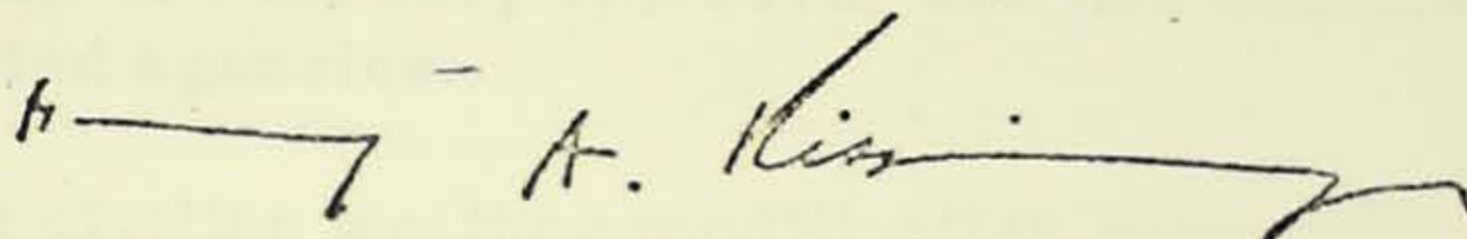
SECRET/LIMDIS/GDS

DECLASSIFIED  
E.O. 12958, Sec. 3.5  
State Dept. Guidelines, nsc memo 11/24/48  
By WJN, NARA, Date 8/17/05

being prepared by the Department of Defense on the military aspects of environmental and geophysical modification activity, and (3) the recent briefing by the Department of Defense on weather modification activity in Southeast Asia.

The President has directed that this study be undertaken by the NSC Under Secretaries Committee, with its membership supplemented by representatives of the Arms Control and Disarmament Agency and the Department of Commerce.

Because of the sensitivity of the subject, knowledge of the study and participation in its preparation should be kept on a strict need-to-know basis. The study should be submitted no later than May 13, 1974, for consideration by the President.



Henry A. Kissinger

cc: The Secretary of Defense  
The Secretary of Commerce  
The Director, Arms Control and  
Disarmament Agency  
The Director of Central Intelligence  
The Chairman, Joint Chiefs of Staff



~~CONFIDENTIAL~~

May 2, 1972

National Security Decision Memorandum 165

TO:           The Secretary of State  
              The Secretary of Defense  
              The Secretary of Commerce  
              The Director, Arms Control and Disarmament Agency  
              The Director of Central Intelligence  
              The President's Science Adviser

SUBJECT:    International Aspects of Weather Modification

The President has reviewed the Under Secretaries Committee's report on international aspects of weather modification, as forwarded by the Chairman's memorandum of February 12, 1972, and has considered the views of the interested agencies.

In continuing to advance civilian weather modification research and development efforts and to apply this technology for human benefit, the President has decided that:

-- The United States shall further international cooperation and understanding in this rapidly developing field and conduct its programs with maximum openness and within the framework of clearly established operational and procedural safeguards designed to protect the interests of the United States and of other countries.

-- The United States will not encourage requests by other countries for assistance in the conduct of operations involving a high risk of damage or where the effects cannot be foreseen with reasonable assurance. With regard to assisting other countries, each request for assistance shall be considered on the basis of its own merits.

-- The United States shall continue research bearing on climate modification, but no climate modification operation (civilian or military) shall be conducted until its total impact can be predicted with great assurance and without the specific approval of the President.

DECLASSIFIED

AUTHORITY NSC memo 4/20/05  
BY [initials] NLF, DATE 8/17/05



~~CONFIDENTIAL~~

The NSC Under Secretaries Committee shall be responsible for continuing review of the international aspects of weather modification generally and of U. S. activities affecting other countries or outside U. S. territory, for instituting and overseeing implementation of appropriate guidelines for such U. S. activities, for reviewing any requests from other countries for assistance in weather modification activity, and for reporting any policy issues for the President's decision. For these purposes representatives of other interested agencies will participate.

The President has decided not to propose at this time legislation for the licensing and regulation of weather modification activities.

The President has decided to defer decision on the matter of policy governing military aspects of weather modification.

  
Henry A. Kissinger

- cc: The Secretary of Interior
- The Secretary of Agriculture
- The Administrator, Agency for International Development
- The Director, National Science Foundation

~~CONFIDENTIAL~~



Summary

Calendar No. 255

93<sup>d</sup> CONGRESS  
1<sup>ST</sup> SESSION

## S. RES. 71

[Report No. 93-270]

## IN THE SENATE OF THE UNITED STATES

FEBRUARY 22, 1973

Mr. PELL (for himself, Mr. BAYH, Mr. CASE, Mr. CHURCH, Mr. CRANSTON, Mr. GRAVEL, Mr. HART, Mr. HOLLINGS, Mr. HUGHES, Mr. HUMPHREY, Mr. JAVITS, Mr. KENNEDY, Mr. MCGOVERN, Mr. MONDALE, Mr. MUSKIE, Mr. NELSON, Mr. STEVENSON, Mr. TUNNEY, and Mr. WILLIAMS) submitted the following resolution; which was referred to the Committee on Foreign Relations

JUNE 27 (legislative day, JUNE 25), 1973

Reported by Mr. PELL, with amendments

[Omit the part struck through and insert the part printed in *italic*]

## RESOLUTION

Expressing the sense of the Senate that the United States Government should seek the agreement of other governments to a proposed treaty prohibiting the use of any environmental or geophysical modification activity as a weapon of war, or the carrying out of any research or experimentation directed thereto.

Whereas there is vast scientific potential for human betterment through environmental and geophysical controls; and

Whereas there is great danger to the world ecological system if environmental and geophysical modification activities are not controlled or if used indiscriminately; and

Whereas the development of weapons-oriented environmental and geophysical modification activities will create a threat to peace and world order; and



Whereas the United States Government should seek agreement with other governments on the complete cessation of any research, experimentation, or use of any such activity as a weapon of war: Now, therefore, be it

1       *Resolved*, That it is the sense of the Senate that the  
 2 United States Government should seek the agreement of  
 3 other governments, *including all Permanent Members of*  
 4 *the Security Council of the United Nations*, to the following  
 5 a treaty along the following general lines which will provide  
 6 providing for the complete cessation of any research, ex-  
 7 perimentation, and use of any environmental or geophysical  
 8 modification activity as a weapon of war:

9       “The Parties to this Treaty,

10       “Recognizing the vast scientific potential for human  
 11 betterment through environmental and geophysical  
 12 controls,

13       “Aware of the great danger to the world ecological  
 14 system of uncontrolled and indiscriminate use of environ-  
 15 mental and geophysical modification activities,

16       “Recognizing that the development of weapons-  
 17 oriented environmental and geophysical modification  
 18 techniques will create a threat to peace and world order,

19       “Proclaiming as their principal aim the achievement  
 20 of an agreement on the complete cessation of research,  
 21 experimentation, and use of environmental and geo-



Summary

1 physical modification activities as weapons of war,

2 "Have agreed as follows:

3 "ARTICLE I

4 "(1) The States Parties to this Treaty undertake to  
5 prohibit and prevent, at any place, any environmental or  
6 geophysical modification activity as a weapon of war;

7 "(2) The prohibition in paragraph 1 of this article  
8 shall also apply to any research or experimentation directed  
9 to the development of any such activity as a weapon of  
10 war, *but shall not apply to any research, experimentation, or*  
11 *use for peaceful purposes;*

12 "(3) The States Parties to this Treaty undertake not  
13 to assist, encourage or induce any State to carry out activities  
14 referred to in paragraph 1 of this article and not to partici-  
15 pate in any other way in such actions.

16 "ARTICLE II

17 "In this Treaty, the term 'environmental or geophysical  
18 modification activity' includes any of the following activities:

19 "(1) any weather modification activity which has  
20 as a purpose, or has as one of its principal effects, a  
21 change in the atmospheric conditions over any part of  
22 the earth's surface, including, but not limited to, any  
23 activity designed to increase or decrease precipitation,  
24 increase or suppress hail, lightning, or fog, and direct  
25 or divert storm systems;





1 ... (2) any climate modification activity which has  
2 as a purpose, or has as one of its principal effects, a  
3 change in the long-term atmospheric conditions over  
4 any part of the earth's surface;

5 ... (3) any earthquake modification activity which  
6 has as a purpose, or has as one of its principal effects,  
7 the release of the strain energy instability within the  
8 solid rock layers beneath the earth's crust;

9 ... (4) any ocean modification activity which has as  
10 a purpose, or has as one of its principal effects, a change  
11 in the ocean currents or the creation of a seismic dis-  
12 turbance of the ocean (tidal wave).

13 "ARTICLE III

14 "Five years after the entry into force of this Treaty, a  
15 conference of Parties shall be held at Geneva, Switzerland,  
16 in order to review the operation of this Treaty with a view  
17 to assuring that the purposes of the preamble and the pro-  
18 visions of the Treaty are being realized. Such review shall  
19 take into account any relevant technological developments  
20 in order to determine whether the definition in Article II  
21 should be amended.

22 "ARTICLE IV

23 "1. Any Party may propose an amendment to this  
24 Treaty. The text of any proposed amendment shall be sub-



mitted to the Depositary Governments which shall circulate  
it to all parties to this Treaty. Thereafter, if requested to do  
so by one-third or more of the Parties, the Depositary Gov-  
ernments shall convene a conference, to which they shall  
invite all the Parties, to consider such an amendment.

“2. Any amendment to this Treaty shall be approved by  
a majority of the votes of all the Parties to this Treaty. The  
amendment shall enter into force for all Parties upon the  
deposit of instruments of ratification by a majority of all  
the Parties.

#### “ARTICLE V

“1. This Treaty shall be of unlimited duration.

“2. Each Party shall, in exercising its national sov-  
ereignty, have the right to withdraw from the Treaty if it  
decides that extraordinary events, related to the subject  
matter of this Treaty, have jeopardized the supreme interests  
of its country. It shall give notice of such withdrawal to  
all other Parties to the Treaty three months in advance.

#### “ARTICLE VI

“1. This Treaty shall be open to all States for signature.  
Any State which does not sign this Treaty before its entry  
into force in accordance with paragraph 3 of this Article  
may accede to it at any time.

“2. This Treaty shall be subject to ratification by sig-



1 natory States. Instruments of ratification and instruments of  
2 accession shall be deposited with the Governments of the  
3 United States of America, ; and  
4 which are hereby designated the Depositary Governments.

5 "3. This Treaty shall enter into force after its ratifica-  
6 tion by the States, the Governments of which are designated  
7 Depositaries of the Treaty.

8 "4. For States whose instruments of ratification or ac-  
9 cession are deposited subsequent to the entry into force of  
10 this Treaty, it shall enter into force on the date of the deposit  
11 of their instruments of ratification or accession.

12 "5. The Depositary Governments shall promptly inform  
13 all signatory and acceding States of the date of each signa-  
14 ture, the date of deposit of each instrument of ratification of  
15 and accession to this Treaty, the date of its entry into force,  
16 and the date of receipt of any requests for conferences or  
17 other notices.

18 "6. This Treaty shall be registered by the Depositary  
19 Governments pursuant to Article 102 of the Charter of the  
20 United Nations."



Summary

Calendar No. 255

93<sup>d</sup> CONGRESS  
1<sup>st</sup> SESSION

S. RES. 71

[Report No. 93-270]



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## RESOLUTION

Expressing the sense of the Senate that the United States Government should seek the agreement of other governments to a proposed treaty prohibiting the use of any environmental or geophysical modification activity as a weapon of war, or the carrying out of any research or experimentation directed thereto.

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By Mr. PELL, Mr. BAYH, Mr. CASE, Mr. CHURCH,  
Mr. CRANSTON, Mr. GRAVEL, Mr. HART, Mr.  
HOLLINGS, Mr. HUGHES, Mr. HUMPHREY,  
Mr. JAVITS, Mr. KENNEDY, Mr. MCGOVERN,  
Mr. MONDALE, Mr. MUSKIE, Mr. NELSON, Mr.  
STEVENSON, Mr. TUNNEY, and Mr. WILLIAMS

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FEBRUARY 22, 1973

Referred to the Committee on Foreign Relations

JUNE 27 (legislative day, JUNE 25), 1973

Reported with amendments

JOINT STATEMENT ON ENVIRONMENTAL WARFARE

The United States of America and the Union of Soviet Socialist Republics:

Desiring to limit the potential danger to mankind from possible new means of warfare;

Taking into consideration that scientific and technical advances in environmental fields, including climate modification, may open possibilities for using environmental modification techniques for military purposes;

Recognizing that such use could have widespread, long-lasting, and severe effects harmful to human welfare;

Recognizing also that proper utilization of scientific and technical advances could improve the inter-relationship of man and nature;

1. Advocate the most effective measures possible to overcome the dangers of the use of environmental modification techniques for military purposes.

2. Have decided to hold a meeting of United States and Soviet representatives this year for the purpose of exploring this problem.

3. Have decided to discuss also what steps might be taken to bring about the measures referred to in paragraph 1.

Moscow, July 3, 1974

For the United States  
of America:

The President of the United  
States of America

For the Union of Soviet  
Socialist Republics:

General Secretary of the  
Central Committee of the CPSU



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August 7, 1974. Letter From  
USSR Minister of Foreign Affairs A. Gromyko  
to the Secretary-General of the United Nations

The Soviet Government proposes the inclusion of the agenda of the twenty-ninth session of the United Nations General Assembly of the following item as an important and urgent matter: "Prohibition of action to influence the environment and climate for military and other purposes incompatible with the maintenance of international security, human well-being and health."

The twentieth-ninth session of the United Nations General Assembly is opening at a time when, as a result of the efforts of all progressive and peace-loving forces, considerable progress is being made on the international scene towards improving the political climate, and the policy of detente is receiving increasing support. In the practice of international relations between states with different social systems such basic norms of inter-state relations as respect for independence and sovereignty, equality, territorial integrity, abstention from the use of threat of force, and non-interference in domestic affairs are becoming even more widely and firmly established, detente has played a decisive part in the trend towards the political settlement of conflict situations in many parts of the world. Active negotiations are being held on a number of complex international problems.

Recent years have seen the conclusion and entry into force of such major international agreements limiting the scale of the arms race as the Moscow Treaty banning nuclear weapons tests in the atmosphere, in outer space and under water, the Treaty on the Non-Proliferation of Nuclear Weapons, and others. Wide international recognition has been accorded to the Convention on Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction, signed by more than 100 states.

The agreement between the Soviet Union and the United States on the prevention of nuclear war, strategic arms limitation and the limitation of underground nuclear tests constitute an important contribution to the strengthening of peace and control of the arms race.

Other concrete measures for the limitation of armaments including measures for the reduction of armed forces and armaments in Central Europe, are being actively discussed.



However it has not yet proved possible to stop the arms race completely. States are still spending vast sums on the improvement of weapons and on stocking their military arsenals. There is a real danger that the achievement of science and technology will be used to create new types of weapons of mass destruction and to devise new means of waging war.

In the opinion of the Soviet Government, present-day conditions require that the activities of the United Nations should concentrate on the study of ways and means to consolidate and expand the positive processes taking place in the world of today, to back up political detente by military detente and achieve new concrete results in the field of the limitation of the arms race and disarmament.

The Soviet Union believes that an important step in this direction would be the prohibition of action to influence the environment and climate for military and other purposes incompatible with the maintenance of international security, human well-being and health.

For many centuries mankind has been seeking to discover how to influence natural elements in a positive way, and mitigate the deleterious effects of natural disaster. At present, with this end in view, many states are carrying out scientific research and practical work in an attempt, for example, to create artificial rain, disperse clouds, etc. Activities in this field, pursuing peaceful and constructive ends, should, of course, be encouraged and welcomed in every way. However, the results of this research could also be used for destructive military purposes, and thus present an extreme danger to world peace, and to human well-being and health.

It is urgently necessary to draw up and conclude an international convention to outlaw action to influence the environment for military purposes. Compliance with the provisions of such a convention could be ensured by the adoption by each state, in accordance with its constitutional procedures, of measures to prohibit activities contrary to the convention and also by means of consultations and co-operation between states, inter alia within the framework of the United Nations. The conclusion of such a convention would be not only a measure to limit the scope of the arms race but also an important means of preserving the environment. All states of the world without exception, and all peoples, would stand to gain from the implementation of this measure.

Needless to say, such an agreement should on no account restrict scientific research and practical work on the alteration of natural conditions to meet the peaceful needs of states for the benefit of mankind.

The adoption by the General Assembly of a resolution approving the idea of concluding a broad agreement on the prohibition of action to influence the environment and climate for military and other purposes incompatible with the maintenance of international security, human well-being and health, and the preparation of a draft international agreement on the subject, would certainly be in the interest of strengthening peace and make a substantial contribution to the cause of preserving mankind from the danger of the use of new means of waging war, and also serve the interests of limiting the arms race and of disarmament.

I should be grateful, sir, if you would consider this letter an explanatory memorandum pursuant to Rule 20 of the Rules of Procedure of the United Nations General Assembly and issue it as an official document of the United Nations General Assembly.

