

Soviet-proposed Protocol, arguing that a START Treaty should not be tied to restrictions on SDI. On 22 January 1988, the United States presented a draft treaty intended to provide a basis for a transition to a defence-oriented military structure by allowing for development, testing, and deployment of advanced missile defences.

On 22 April 1988, during a Shultz-Shevardnadze meeting in Moscow, the Soviets presented a new draft agreement. However, they have refused to develop a Joint Draft Treaty text, as proposed by the US.

From 24 to 31 August 1988 the third ABM Treaty Review Conference took place. Prior to the Conference, attention was focussed on whether or not the US would charge the Soviet Union with a "material breach" of the Treaty, as possible justification for an American withdrawal from it. Shortly before the beginning of the Conference, however, the United States announced it would postpone its decision until later. The Review Conference ended, unlike its two predecessors, without a joint statement reaffirming the Treaty's aims and purposes.

As a result of its strategic review in early 1989, the Bush Administration declared that it would take a somewhat different approach to the issue of SDI than did the Reagan Administration. This would involve a more limited view of what to expect from SDI and lower appropriations for research. For fiscal year 1990, requests for SDI funds were reduced from \$5.9 billion to \$4.9 billion;<sup>1</sup> funding requests for the next five years were reduced from \$41 billion to \$33 billion. Priority has shifted within the Strategic Defense Initiative Organization (SDIO) from developing a system of large satellites from which up to ten interceptor rockets each would be launched against incoming warheads, to a system called "Brilliant Pebbles," involving thousands of smaller space-based rockets. In July 1989, by a margin of 248 to 175, the US Congress voted to cut SDI funding for 1990 from the \$4.9 billion requested by President Bush to \$3.1 billion.

On 21 September, Soviet Foreign Minister Shevardnadze delivered a letter from Secretary General Gorbachev to President Bush detailing significant changes in the Soviet position on arms control. The contents of the letter were made public on 22 and 23 September during the Jackson Hole, Wyoming, meetings between Shevardnadze and US Secretary of State James Baker. Reversing its previous position on the issue, Gorbachev wrote that the Soviet Union would agree to a START treaty without first receiving assurances that the US would not deploy a space-based ABM system. However, Moscow reserved the right to abrogate any future START treaty in the event of a US move to deploy a strategic defence system that contravened the strict interpretation of the ABM Treaty. As part of this proposed "delinking" of START and SDI, the Soviets asked that both sides agree in writing to this abrogation clause.

Also at the Jackson Hole meetings, the Soviets announced that they had decided unconditionally to dismantle the Krasnoyarsk radar station. At the same time, they reiterated their concerns about US radar stations at Thule, Greenland, and Fylingdales Moor, in Great Britain. One month later, on 23 October, Shevardnadze, in a speech before the Supreme Soviet,

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<sup>1</sup> Michael R. Gordon, "Stars Wars' Fading as Major Element of US Strategy." *New York Times*, 28 September 1989, pp. A1 and A11.