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Sheet 10*

**ORGANISATION DU TRAITÉ DE L'ATLANTIQUE NORD  
NORTH ATLANTIC TREATY ORGANISATION**

BUREAU DU REPRÉSENTANT  
DU GROUPE PERMANENT

**COSMIC TOP SECRET**  
OFFICE OF THE STANDING GROUP  
REPRESENTATIVE



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Page 1 of 1 pages.

SGPO 23/62

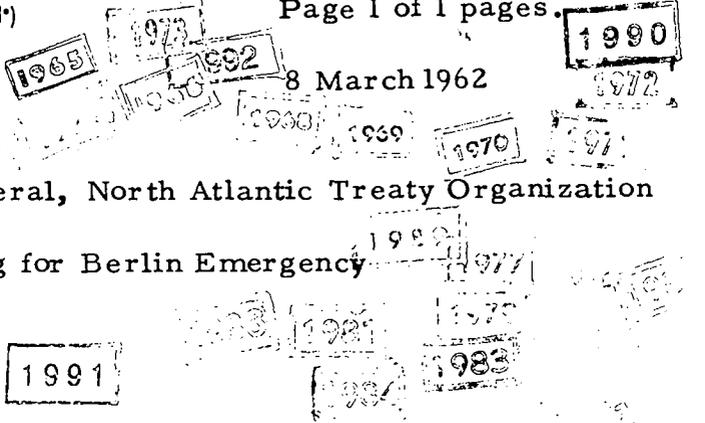
8 March 1962

MEMORANDUM FOR : Secretary General, North Atlantic Treaty Organization

SUBJECT : NATO Planning for Berlin Emergency

Reference : CM(61)104

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297*



1. Pursuant to the instructions in paragraph 7 of reference, SACLANT, in coordination with SACEUR and CINCHAN, has prepared and submitted to the Standing Group a maritime contingency plan, a copy of which is attached for your personal advanced information.

2. As stated by General Norstad at his briefing to the Council on 23 February, the SHAPE contingency plans will be forwarded to the Standing Group in the near future. They have not as yet been sent, however. As soon as the Standing Group has appraised these plans, in consultation with the Military Committee, they will be forwarded to you through us for transmittal to the North Atlantic Council for approval by Governments through the Permanent Representatives, as directed by reference. Pending this action, and on the basis of the scope and nature of the material being submitted as indicated by the enclosure, you may wish to give preliminary consideration to how the Council processing of these submissions should be handled.

*7*  
*1 I prefer to wait for  
reply by Sd. Br. to ask to  
I believe that the council  
should first discuss 1-4 and  
especially 3.  
In case we could agree all  
the rest would  
go easier.*

DOWNGRADED TO  
Public Disclosure  
SECTION (2010) 0007

J. M. GUERIN  
Lieutenant General  
STANDING GROUP REPRESENTATIVE

Enclosure: 1-4  
Ser:3011/C-191 (cy #159)

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NOTE : This memorandum may be downgraded to NATO CONFIDENTIAL when detached from Enclosure.

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NATO MARITIME CONTINGENCY PLAN  
SHORT TITLE - "MARCON"

1. General Situation

The Soviet Bloc having undertaken actions against the agreed status of Berlin the NATO Council has decided to implement certain military measures.

2. Intelligence

Prior to implementing any of these measures a current intelligence estimate will be provided.

3. Assumptions

a. Prior to the decision to execute these plans, the governments of the NATO countries have agreed to accept the risk of general war.

b. The necessary Alert Measures as contained in Annex B have been effected. These include:

(1) NATO Maritime Forces earmarked to Major NATO Commanders have been assigned and reassigned to MSCs.

(2) NATO nations have agreed to implement selected measures of naval control of Allied shipping which might eventually include some convoy measures.

c. The use of tactical nuclear weapons at sea has been authorized in self defense.

d. That full NATO and National communication facilities, including Broadcast and Ship-shore facilities, have been made available to NATO commands.

e. A NATO embargo of the Soviet Bloc is in effect, and:

(1) NATO ships under charter to the Soviet Bloc have been repatriated

(2) NATO ships are clear of Soviet Bloc ports and Areas subject to Soviet Bloc control.

f. National authorities may have imposed certain administrative non-military measures against Soviet Bloc merchant shipping such as:

(1) Denying insurance facilities

(2) Denying bunkering facilities

(3) Denying communications facilities

(4) Denying port and harbor facilities

(5) Discontinuing chartering services

(6) Non-delivery of hulls ordered by East German and/or Soviet Bloc interests building in NATO countries.

(7) Prohibiting use of the Panama or Kiel canals.

4. Mission

To support the aims of the North Atlantic Council by the use of selected Maritime Military Measures.

5. Concept of Operations

a. Execution

(1) The Maritime Forces of NATO will be prepared, on order, to implement any one or a combination of the following maritime military measures: (Note: Annex A contains an appraisal of risks and advantages).

MARCON ONE - To shadow designated Soviet Bloc merchant ships in specified areas.

- DISCUSSION:
1. This measure is the mildest of the series of maritime military measures.
  2. Normally it should involve neither personnel casualties nor damage to property.
  3. Shadowing in itself is not a highly significant action. However, it would demonstrate our ability to interfere seriously with Soviet Bloc shipping should we wish to do so. After this demonstration its value would diminish. Our ships could then be more profitably employed on other tasks.

MARCON TWO - To shadow Soviet Bloc warships in specified areas.

- DISCUSSION:
1. This measure is designed to keep Soviet Bloc naval forces under close surveillance in the specified areas and further to enable NATO to take rapid retaliatory action against these forces should it be necessary.
  2. Normally this measure should involve neither personnel casualties nor damage to property.

MARCON THREE - To hinder and directly annoy designated Soviet Bloc ships.

- DISCUSSION:
1. This measure provides direct actions of increasing severity designed to directly hinder and annoy and may result in minor damage to designated ships.
  2. This measure is aggressive in nature but does not include the more severe measures of boarding, search, seizure, blockade, or diversion from specified areas.

MARCON FOUR - To Board and Search designated Soviet Bloc merchant ships.

- DISCUSSION:
1. This measure is aggressive in nature and may well meet resistance. Subordinates will be directed that a specific task should not be initiated if it is obvious from the outset that it cannot be successfully consummated.

2. This measure provides actions of increasing severity which may be employed in boarding and searching.

MARCON FIVE - To seize designated Soviet Bloc merchant ships.

- DISCUSSION:
1. This measure is deliberately aggressive in nature and it may well meet resistance.
  2. The objective of the task is to take these ships to a designated NATO nation controlled port without damage and with minimum use of force. The measure provides actions of increasing severity to ensure accomplishment of the task.

MARCON SIX - To blockade or enforce diversion and exclusion of Soviet Bloc ships from specified areas.

- DISCUSSION:
1. This measure is deliberately aggressive in nature and may well meet with resistance.
  2. The objective of this task is to prevent Soviet Bloc ships from entering specified ports or to divert and deny them access to or passage through specified areas.
  3. This measure provides actions of increasing severity.
  4. Blockade and forced diversion are even more severe acts which normally are only undertaken in or immediately prior to war and would lead to Soviet reprisals. However the function of the Soviet fishing fleet can be neutralized by merely preventing the fleet from using the fishing areas. No seizure of trawlers is necessary.

(2) "Rules of Conduct" which give explicit guidance to unit commanders as to the degree of force and the manner of its application in the various Maritime Military Measures will be provided to the Major Subordinate Commanders.

b. Operational Limitations - In order not to commit capabilities to the prejudice of the overall capacity to execute promptly the EDP and NSP in the defense of NATO the following considerations apply:

(1) The STRIKFLT and CVS Groups will only be employed in specific support roles and within the close vicinity of their EDP deployment.

(2) Maritime measures will be directed on a highly selective basis as to the type and nationality of Soviet Bloc ships.

(3) Maritime measures will be directed on a highly limited basis as to the area limits of the task; e.g., confined to focal areas or within 100-150 miles of the Baltic exits.

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(4) All units, aircraft and ships, will be employed on tasks at the normal peacetime utilization rates unless otherwise directed or specifically requested to exceed these rates by a Major Subordinate Commander in order to successfully consummate a task.

c. Common Tasks - All Major Subordinate Commands will:

- (1) Maintain the necessary alert with all forces.
- (2) Be prepared to defeat enemy hostile reactions.
- (3) Be prepared, on order, to execute the EDP and NSP.
- (4) Provide the necessary defense and safeguarding of nuclear capabilities.
- (5) Be prepared, on order, to use nuclear weapons.

6. Coordination

This plan has been coordinated with the Major NATO Commanders.

7. Command Relationships

Operational command over assigned forces will be exercised by established NATO Command procedures.

Annex (A) - Appraisal of Risks and Advantages

Annex (b) - Alert Measures

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APPRAISAL OF RISKS AND ADVANTAGES  
(SACLANT)

1. GENERAL

a. The execution of any of the measures will indicate to the Soviet/GDR that NATO is, in fact, willing to act with significant military means to regain access to West Berlin. In this sense the political objective will be attained. Whether or not the attainment of the political objective will result in reopening access to Berlin is difficult to determine.

b. A significant military advantage will be gained in ACE/ACLANT/ACCHAN in the preparation for the execution of these measures when NATO forces have been transferred to NATO command.

c. The following are risks of a general nature more or less common to the execution of any of the measures:

(1) The Soviet reaction will probably be one of the following:

(a) General War.

(b) Indicate a willingness to negotiate.

(c) Contain and frustrate the limited NATO military/naval actions; otherwise do nothing on their part to escalate the military situation, but continue to deny access to Berlin.

If the second reaction occurs the NATO mission will have been accomplished. However, either of the other two reactions constitute a definite risk to NATO.

(2) A special risk lies in the possibility that in response to any NATO action on land, at sea, or in the air, Soviet forces may seize West Berlin.

(3) A risk exists that the Communists may initiate aggressive military/naval action in an area other than Central Europe.

d. Maritime Plan. The execution of these measures has the disadvantage of not being particularly related to access to West Berlin. They should be executed only in conjunction with one or more of the land/air measures of the SACEUR series, and, in addition, with corresponding naval measures of Major NATO Commanders. The danger of escalation by execution of any of the Maritime Measures is relatively low in comparison with that of the large scale land or air measures in Europe. However, the measures of seizure and blockade or forced diversion are more serious measures. These are normally taken only in, or just prior to war. These measures, therefore, do contain a very definite degree of danger of escalation. They may precipitate a large scale Soviet submarine attack against Allied shipping world-wide.

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## NATO MARITIME CONTINGENCY PLAN

ALERT MEASURESAlert Measures to be Implemented

1. Prior to the initiation of any of the MARITIME CONTINGENCY PLAN MEASURES, it is necessary that certain steps of preparedness be completed in order that the NATO Commands are prepared militarily to undertake such operations and further, be prepared to meet any possible Soviet retaliatory actions.
2. These preparatory steps, taken from the SACLANT Alert Systems represent individual Alert Measures which should be implemented to meet the requirements of the above paragraph.
3. Recommended individual Alert Measures are:
  - a. SACLANT State of Military Vigilance - All Measures
  - b. SACLANT Simple Alert - All Measures
  - c. SACLANT Re-Inforced Alert 201 - Manning of NATO headquarters
    - 210 - Increase of Communications facilities
    - 213 - Preparation for control of electronic radiation
    - 214 - Preparation for ECM
    - 240 - Activation of support facilities
    - 250 - Assignment of Forces
    - 256 - Reconnaissance of Vital areas
    - 259 - Protective measures to provide security of forces
    - 264 - Final preparation for offensive minelaying
    - 271 - Diversion of merchant ships from certain areas
    - 274 - Routes and Movements of important ships
    - 277 - Assumption of Control of Fishing Vessels
    - 280 - Full state of readiness for MET facilities
  - d. In addition to the above Alert Measures SACLANT would employ assigned submarines to increase the level of effort for surveillance and reconnaissance of the north-eastern approaches to the Atlantic.

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