

DES(94)2- XIV

MISCELLANEOUS DOCUMENTS, 1955-1958

A. Working Group on European Air Space Utilization (AC/91)

1. In the course of a wide-ranging discussion on 26th May 1954 of economic mobilization and of emergency planning measures and requirements, the North Atlantic Council asked the Standing Group to report on any examination and conclusions reached on the subject of the employment of civil and military air transport in time of war (C-R(54)23, paragraph 9(5), Item II). The Standing Group was unable to express a united view on this question (SGLP/587/54 of 16.9.54) and the issue remained unresolved in mid-September 1954.

2. SHAPE took the initiative of presenting its views of the European air traffic situation and proposed a fresh approach in a memorandum, "NATO European Civil Military Air Coordination," addressed to the Standing Group Liaison Officer (SGLO) on 15th September 1954 (SHAPE, AG 1520 CS; copied in C-M(55)23). The SGLO forwarded the memorandum to the Secretary General on 25th October 1954 noting that SACEUR had initiated its study based on representations from the International Civil Aviation Organization (ICAO) and the problem of inadequate coordination in peacetime of the increasing civil and military aviation activities within its geographical area of responsibility. SACEUR had concluded that a coordinating agency or procedure was required within the NATO structure and that the successful functioning of such an agency would depend upon the support and cooperation of national authorities. The Standing Group received the same memorandum, however, and informed the SGLO that since this matter had considerable national implications it was desirable to study it more fully before the military would put the matter to the Secretary General for handling with the Council. It was clear from the ICAO's presentation of the problem that the issues involved many non-NATO nations. However, inasmuch as civilian air transportation companies operating in Europe were experiencing interference by military aircraft on established air routes and advisory routes, it was clear that an early solution from a NATO point of view was desirable (SGLP/670/50).

3. On 15th December 1954 the Secretary General made a statement to the effect that the military authorities and he had received representations from the ICAO expressing concern over the possibility of accidents occurring between civilian aircraft in authorized civilian lanes and military aircraft flying on maneuvers. The Secretary General felt that the Council could not take any action until the views of the Standing Group (SG) were known. At that time he understood that the SG had discussed the problem and might soon propose a coordinating committee of civilian and military authorities under NATO auspices (C-R(54)49).

4. The Standing Group response was made on 25th January 1955 (SGM-58-55; copied in C-M(55)23). The SG concurred in the SACEUR proposal for the establishment of a NATO air coordinating agency under the North Atlantic Council. The SG urged the establishment of three technical subcommittees with geographical responsibility coinciding with CINCNORTH, CINCENT, and

CINCSOUTH (including the CINCAFMED area). It was the SG's view that these subcommittees should take regional differences into account and would submit recommendations to the Council's agency or committee for review and approval. The SG also accepted the need for the closest possible coordination with ICAO representatives in Europe by the Council's agency. Coordination with the friendly non-NATO nations (Sweden, Switzerland and Spain) could be accomplished through ICAO. Military participation would be provided in both the Council's agency and any regional committees and the military would also participate in the administrative staffing of the proposed organization. The SG concluded by requesting the SGLO to present their recommendations together with SACEUR's proposal to the Secretary General for consideration by the Council in establishing appropriate agencies. If approved by the Council, the SG considered that details as to specific functions, membership, location, etc., would have to be determined by representatives of the interested civilian and military agencies in Europe.

5. The Secretary General presented the problem in a note covering copies of the SACEUR proposal and the SG recommendations. The essential problem involved coordinating military aircraft operating under Supreme Allied Commander Europe, NATO national military aircraft, civilian aircraft belonging to NATO nations and civilian aircraft belonging to non-NATO nations but operating over Western Europe. The Secretary General felt that the Council might want to have the problem examined by a working group before approving the SG's recommendations.

He suggested that the Council establish an expert working group on which all nations could be represented. Five or six nations would provide highly qualified experts. Representatives of the SGLO and of SACEUR would attend. The working group should be empowered to call on representatives of ICAO when this was considered desirable and when security considerations permitted. The questions to be answered by the working group were what agency or agencies were necessary to coordinate military and civil flying over Europe, and what should be the composition and terms of reference of these agencies (C-M(55)23 of 21.2.55).

6. The Council discussed the Secretary General's proposal at its meeting on 9th March 1955 (C-R(55)9) and approved it in general. The Governments of Belgium, France, Italy, the Netherlands, the U.K. and the U.S. were to provide the highly qualified experts. The working group would appoint its own chairman when it met. The Secretary of the Working Group on European Air Space Utilization (AC/91) called the first meeting on 28th March 1955 (AC/91-D/1 of 11.3.55). Before the Group met the Secretary also provided the delegations with "some observations on the problem" suggesting a three-part agenda: (a) to discuss the tasks to be performed by the coordinating agency, (b) to consider the composition of the agency, and (c) to determine to whom the agency should report (AC/91-D/2 of 25.3.55).

7. The AC/91 Working Group met for three days in late March 1955 (AC/91-R/1 meeting on 28-30.3.55). The Working Group discussed the points brought out in the original proposal and those in the Secretary's memoranda. In the course of the three days a report to the Council (AC/91-WP/1) was drafted and amended (AC/91-WP/1(Revised)) in the light of the detailed discussion of each point. The proposed final report incorporating all the matters agreed to was

circulated on 31st March 1955. The delegations were asked to submit comments by 12th April (AC/91-D/3). The report was submitted as drafted on 13th April 1955 (C-M(55)40).

8. The AC/91 Working Group recommended that a "Committee for European Air Space Co-ordination" be established by the Council with the terms of reference it proposed. It also recommended that all civil and military authorities concerned be requested to give their full support to the activities of the Committee and that it be convened at the earliest practical date (paragraph 10 of C-M(55)40).

9. The U.S. delegation submitted some observations on the AC/91 Working Group's report but not in the form of a request to change the report. They were submitted in writing in advance of the discussion in the Council and were meant to be mentioned by the U.S. permanent representative when the report was discussed. The U.S. memorandum was not circulated as an AC/91 document but the points it raised were discussed at the Council meeting and generally agreed to be considered as interpretation of the proposals in the report. Security clearance arrangements for representatives of the ICAO and joint publicity of the close coordination with ICAO in this field was also agreed to by the Council (C-R(55)13 meeting on 20.4.55). The Committee for European Air Space Co-ordination (CEAC) (AC/92) was to be convened at the earliest practical date with the terms of reference as proposed by the Working Group.

10. The 3 documents, 1 summary record of the three-day meeting and 1 working paper created by the AC/91 Working Group are on microfilm roll 136. They should be considered for declassification and release together with the records of the AC/92 Committee.

B. Committee for European Airspace Coordination (AC/92)

1. Three points raised in the discussion by the Council of the report of the AC/91 Working Group (C-M(55)40) and another point made by that Working Group as guidance for the new Committee were the subject of a note by the Committee's Secretary on 11th May 1955 (AC/92-D/2). The Secretary reminded the Committee for European Airspace Coordination (CEAC) that the Council was in complete agreement that whenever relations or coordination with non-NATO countries was necessary, the good offices of ICAO or the civil aviation authorities of the NATO nations concerned would be solicited. The Council had agreed also that recognized international representatives of the civil users of airspace should be accorded full opportunity to appear and present their views to the Committee. The Council also had invited the Committee to consider at an early meeting a U.S. proposal that the ICAO approved European-Mediterranean Regional Air Navigation Plan should be used as guidance in attempting to resolve CEAC problems. If changes to that plan seemed desirable to CEAC, such proposed changes should be presented to ICAO by an ICAO- member state, normally a state whose territory was primarily involved in the problem. The AC/91 Working Group had agreed that the internal procedures of the Committee should be discussed at an early meeting and that CEAC should give early consideration to the necessity of establishing subcommittees or expert working groups as necessary in order to perform its tasks with efficiency and flexibility.

2. These points were the principle topics discussed at the first meeting of the CEAC on 20th and 21st May 1955. After electing the French Representative, Ingénieur Général C. Teyssier, as Chairman, the Committee discussed the matter of representation from the International Air Transport Association (IATA) at the Committee's meetings and authorized the Chairman to invite, when appropriate, representatives of any of the IATA associations to meetings where the agenda indicated an area of interest. The Committee also agreed to conform to all instructions issued by the ICAO (such as the European-Mediterranean Regional Air Navigation Plan), "so far as possible" or in accordance with the Chicago Convention which had been signed by the member states, on the understanding that military considerations might make it necessary to adopt measures departing from these instructions. The Secretariat was requested to draw up a draft resolution to this effect for consideration at its next meeting. The ICAO representatives at the meeting undertook to provide copies of the documents and regional plans for distribution to the representatives and to SHAPE by the Secretary. Finally, the Secretary was asked to submit a draft set of rules of procedure of CEAC for consideration at its next meeting (AC/92-R/1, Items III and IV).

3. On 2nd June 1955 SHAPE addressed a memorandum to all its subordinate commands on the subject of European airspace utilization and specifically the establishment and mission of CEAC. It recognized that in order to avoid hazardous air incidents, better and more uniform civil and military air traffic control would be required. Whenever military air exercises were being planned, CEAC would consider the effect of these air exercises and joint maneuvers on civil air operations and recommend measures to minimize their disruptive effects. Adjustments could be considered by the NATO military authorities which, without impinging unduly on operational plans, would ensure safety and economy in civil flying. Procedures should be worked out for the dissemination of standard warning notices to civilian air traffic well in advance of the exercises. SHAPE also expected CEAC to examine the effect of military airfields, training areas, firing ranges and bombing ranges with the restrictions they imposed on civil aviation and to formulate recommendations for adjustments. The Commands were asked to notify SHAPE well in advance of air exercises which likely would involve air traffic control problems in order that they could be brought to the attention of CEAC for necessary coordinating action. It was anticipated that the Committee would require normally a detailed briefing on air exercises from the staff of the directing headquarters (SHAPE AG 1520 AD of 2.6.55).

4. The subject of military air exercises including the procedures for coordinating their planning, the security classified information provided by the military commands on their plans and the preparations, agreement and issuance of unclassified Notices to Airmen (NOTAM) became part of the routine business of CEAC. As experience was gained, CEAC began creating ad hoc working groups, made up of representatives of the countries affected and representatives of the responsible Commands, to deal with the particular exercises. These ad hoc working groups reported their findings to CEAC when the exercise had multinational implications. The Commands were instructed to deal with national aviation authorities when the exercise involved the territory of one or only a few nations

5. CEAC also created working groups to address longer term and technical issues requiring regional or subject experts to prepare recommendations for consideration by the Committee. Examples are the Working Group on the Coordination of Airspace in the 4th ATAF (Allied Tactical Air Force) Area, the Working Group on the North Channel Airways, the Working Group on the Operation in Europe of Turbine-Driven Transport Aircraft [jets], the Working Group on Altimeter Setting, the Eastern Mediterranean Working Group and the Six-Country Working Group. Each of these Working Groups held meetings and submitted progress and/or final reports with recommendations to CEAC. The AC/92 working papers and documents were circulated to the delegations, were sometimes commented upon separately by delegations in additional documents and sometimes as addendum to the basic document. Nearly every document was discussed at a working group's meeting or at CEAC's plenary meetings.

6. The Committee reserved to itself wide-ranging topics of policy and procedure where the interest of all of the NATO countries (and sometimes unaffiliated countries) were affected and when the good offices of ICAO and IATA were essential to problem resolution. The introduction of new technologies and equipment (radar, advanced control systems, upper altitude airway traffic, faster jets, etc.) and the problems involving civil and military sharing of the same airspace and related safety concerns were examined by CEAC at the plenary meetings of the Committee between May 1955 and December 1958.

7. The 95 documents created by CEAC between May 1955 and 1958 are listed in Annex XIV, 1/1. CEAC also produced 16 Notices between 1956 and 1958. While most are of a routine nature concerning administrative matters and the calling of meetings, several contain additional unique information on key issues before the Committee. They are listed in Annex XIV, 1/2. Annex XIV, 1/3 lists the 9 meetings of CEAC. Statements by national representatives/delegations which were annexed to the reports of meetings are identified in that listing. The 43 working papers prepared by CEAC and its working groups are listed in Annex XIV, 1/4. While many are earlier drafts of documents which were later AC/92 documents, others are unique items circulated for consideration at meetings of ad hoc groups or the full Committee. Several were notes submitted by national delegations.

8. Most of the AC/92 documents listed in Annexes XIV, 1/1 through 1/4 were originally issued as Unclassified. A significant number, however (usually those documents containing information provided by the military commands on future air exercises) were security classified. The current security classification level of each document, notice, record of meeting and working paper is indicated on the annexed listings.

9. The Committee for European Airspace Coordination (CEAC) should review all of the records listed in Annexes XIV, 1/1 through 1/4, and also the records of the AC/91 Working Group described in subpart A of this Part, for declassification and release. The Committee should inform the Council of its determination. The Consultants recommend that they all be declassified and

C. Working Group on the United Nations Refugee Fund (AC/113)

1. The Working Group on Labour Mobility (AC/36) had responsibility within NATO for the utilization of surplus manpower in Europe. As a part of that responsibility it tracked the activities of the Council of Europe in the field of refugees and overpopulation. The overpopulation pressure especially on the German Federal Republic, Greece, Italy, the Netherlands and Turkey was largely the consequence of the influx of 10 to 11 million refugees, the accumulation of surplus population due to a stoppage of migration since 1930, the very high birth rate after the war and the destruction and upheavals caused by the war.

2. The Committee of Ministers of the Council of Europe convened meetings of a Committee of Experts in June and September 1951 attended by representatives of the ILO, the International Refugee Organization, the UN High Commissioner for Refugees, the OEEC and the International Bank for Reconstruction and Development. The Committee of Experts concluded that because of the overpopulation pressure and risks of political and economic instability, this was a problem of a vital and urgent character not only effecting the countries in which it existed but also of direct concern to the European community and the free world (AC/36-D/21 of 12.6.53 is a 5-page note prepared by the Secretariat of the Council of Europe on its activities in this area).

3. Possible solutions to the problem were developed by the Committee of Experts in 1951 and were reiterated and updated in a final report made in 1954 by Mr. Pierre Schneider, Special Representative of the Council of Europe for National Refugees and Over-Population in Europe. The measures included reorganization of national resources to increase the number of jobs available, the organization of intra-European migration to enable workers from overpopulated countries to settle in others where there were jobs available, and encouragement of migration overseas through the creation of additional openings in those countries. None of these solutions could be realized unless necessary funds were made available. Extracts from Mr. Schneider's report were circulated to the Working Group on Labour Mobility on 29th December 1954 (AC/36-D/37).

4. The Council was kept informed of developments in this field by the AC/36 Working Group in its "Review of Trends in Employment Labour Mobility and Migration and Action Taken by Member Governments and International Organizations" covering 1954 (C-M(55)12 of 2.2.55) and 1955 (C-M(56)37 of 24.3.56). The United Nations High Commissioner for Refugees was reported to be continuing to carry out responsibilities for the promotion of resettlement opportunities and pilot projects for economic integration of refugees. The UN negotiated with governments for voluntary contributions to a program for reintegration of refugees into economic life. In 1955, \$3,070,000 was allocated for the reintegration of refugees in Austria, Germany, Greece and Italy while \$1,000,000 was allocated as aid for difficult cases. In 1956 it was considered that \$3,260,000 would be allocated for reintegration and another \$1,000,000 for emergency aid (C-M(56)37, paragraphs 122-123). The proposal by Mr. Schneider to establish a Council of Europe

Resettlement Fund had been approved by the Committee of Ministers. But not all of the member states of the Council of Europe had agreed to accept this proposal and fund this program (*Ibid.*, paragraph 100).

5. On 3rd July 1956 Secretary General Ismay met with the United Nations High Commissioner for Refugees on the unsolved refugee problem in Europe. The High Commissioner was asked to commit his statement of the problem and his proposal for solution and its funding in writing for simultaneous circulation to the Committee of Three and to the North Atlantic Council. The High Commissioner's memorandum was circulated on 12th July 1956 (C-M(56)94) and was discussed in a preliminary way at the Council's meeting on 14th August 1956 (C-R(56)46, Item II). The discussion revealed that the Council was in favor of considering the problem further and agreed that any practical solution depended upon the availability of funds. Delegations agreed to consult their governments on the possibility of making further funds available to the United Nations Refugee Fund (UNREF) to cover the shortfall in 1955 and 1956 of the funds considered necessary to achieve a permanent solution of the problem of the 69,000 refugees living in camps in Germany, Austria, Italy and Greece.

6. The Council discussed the matter again at its meeting on 5th September 1956. The Netherlands representative pointed out that this was not a topic easily covered under normal NATO activities. He suggested the creation of a working group to prepare a resolution for Council approval which would urge governments to contribute to a solution of the problem. After further discussion the Council agreed to convene a working group under the Chairmanship of the Assistant Secretary General for Political Affairs, A. Casardi, to consider the High Commissioner's memorandum (C-M(56)94) and to submit proposals for any possible further steps including a draft resolution on the subject (C-R(56)4), Item VI).

7. The Working Group on United Nations Refugee Fund (AC/113) met on 12th September 1956.¹ A draft report to the Council was prepared in the light of the discussion (AC/113-WP/1 of 25.9.56). The draft was considered at a meeting on 2nd October, amended and approved for submission to the Council (C-M(56)113 of 4.10.56). In their report the Working Group concluded that it would be undesirable for NATO to take upon itself a task which had been assigned to a specialized agency of the United Nations. They saw, too, that for NATO to take action would tend to relieve a number of reluctant countries of any feeling of obligation of further participation in the program. At the same time the Working Group recognized that a solution of the refugee problem in Europe was in the interest of the Alliance as a whole. The Working Group suggested the Council adopt a resolution drawing the attention of member countries to the importance of a permanent solution of the European refugee problem and to urge member governments to take all possible measures, financial and otherwise, for the solution of the refugee problem in cooperation with the U.N. High Commissioner and the governments of the countries of residence of the refugees.

8. The Council considered the report at its meeting on 10th October 1956

¹ No records of this or subsequent meetings of the AC/113 Working Group were prepared.

(C-R(56)54), Item VI). The more far-reaching proposals which had been considered by the Working Group were reviewed and various additional suggestions were made as well. Ultimately the Council adopted "as an interim measure" the resolution set out in the Working Group's report (C-M(56)113, paragraph 8). The delegations were asked to submit reports on what was being done by their governments to help refugees and what they proposed to do in the future. These reports were to be examined by the AC/113 Working Group in conjunction with the points made in course of the discussion by the Council. The Working Group would then report to the Council (paragraphs 33(1) and (2) of C-R(56)54).

9. The Secretary General was tasked by the Council to consult with the High Commissioner as to whether or not publication of the NATO resolution on refugees was desirable. The Secretary General also was to obtain from the Office of the High Commissioner further details about the program for which the United Nations Refugee Fund was intended (paragraphs 33(3) and (4) of C-R(56)54).

10. Mr. Casardi requested the members of the Working Group to obtain the necessary information (paragraph 8 above) and submit it by 1st November 1956.² The responses by the delegations were received, processed and circulated as AC/113 documents between 5th November 1956 and 17 December 1956.³ The national responses provided information not only on contributions to the United Nations Refugee Fund, but also information on financial assistance to similar refugee assistance programs (notably in the Middle East), on internal settlement, immigration and rehabilitation programs, and assistance for escapees not falling under the mandate of the High Commissioner. Many of the reports also summarized national efforts on behalf of refugees from 1945 through 1956.

11. On 29th November 1956 the Political Affairs Division prepared and submitted a draft report to the Council for consideration by the Working Group (AC/113-WP/2). It summarized the information in the reports from national delegations and the requested detailed information provided by the UN High Commissioner on the UNREF program and its anticipated impact on reducing the number of refugees in camps and non-settled refugees outside the camps. Estimates of the impact of the shortfall in governmental contributions to UNREF was also provided. The Office of the High Commissioner also informed the Secretary General, in response to his inquiry, that it wished that any resolution by the Council at

² DPA/111 of 12.10.56 - which repeats paragraph 33 of C-M(56)113 and announces the meeting - should have been promulgated as a Notice from the Chairman of the AC/113 Working Group. It was forwarded as a memorandum from the Assistant Secretary General for Political Affairs to the Members of the Working Group on the United Nations Refugee Fund and is not on the microfilm with the other records of the AC/113 Working Group.

³ The "National Refugee Programmes" responses are:

AC/113-D/1	5.11.56	US	D/2	16.11.56	IT	
	D/3	16.11.56	BE	D/4	20.11.56	GE
	D/5	20.11.56	DE	D/6	22.11.56	UK
	D/7	22.11.56	CA	D/8	22.11.56	NE
	D/9	22.11.56	GR	D/10	26.11.56	LU
	D/11	17.12.56	NO	D/4/1	1.3.57	GE

AC/113-D/4/1 is an expanded note covering all refugee assistance programs since 1945.

that time be kept secret.

12. The Working Group met on 20th December 1956 and considered the draft report. The Political Affairs Division was requested to draft a cover note to accompany the report. That same day the High Commissioner's Office in Paris informed NATO that the Swedish Government had contributed \$1,350,000 to the Fund thereby bringing the contributions very much closer to the 1956 target figures. This development made the report obsolete in part. The Political Affairs Division informed the delegations of this development and that it had asked the High Commissioner to provide details which would enable it to draft an up-to-date report for submission to the Working Group for consideration (DPA/160 of 3.1.57).

13. The influx of new refugees from Hungary in 1957 meant that the UNREF program needed reconsideration as to the funds required. The report prepared in November 1956 was clearly obsolete and was never updated for submission to the Council. Thus the business of the AC/113 Working Group on United Nations Refugee Fund came to an end without the submission of a final report and no publication of any form of resolution. On the other hand, the member nations had been reminded of the state of UNREF and the ongoing need for political and economic assistance to resolve the problem of refugees in Europe. Further attention to the problem within NATO reverted to the AC/36 Working Group on Labour Mobility.

14. All 11 documents and 2 working papers created by the AC/113 Working Group as security classified documents were regraded NATO Unclassified by decision on EXS(78)81 recorded in DN(79)18 of 24.9.79.⁴ The AC/113 documents and working papers are on microfilm roll 190. The Consultants recommend that the Council release all of them without reservation.

⁴ Included in the same regrading decision was Council Document C-M(56)113 and the portions of the Council's meetings on the topic (C-R(56)47 and 54). AC/113-D/10 and D/11 were issued as NATO Unclassified.