

DES(94)2- VI

CIVIL EMERGENCY PLANNING DOCUMENTS 1952-1958

A. Introduction

1. The members of the North Atlantic Treaty Organization are pledged to "maintain and develop their individual and collective capacity to resist armed attack."¹ To keep this pledge the member countries made plans and preparations in peacetime for the organization and protection of the civilian population and for the direction of civilian activities in time of war. Such plans in the civilian field in time of war had to parallel the military buildup.

2. Complete master plans worked out in advance and encompassing all possible contingencies in all areas could never be prepared. Nevertheless the Council saw it as their duty to indicate to member governments the fields where action is both necessary and possible, and to make recommendations based on firm and accepted concepts of the purpose and techniques of preparing the civilian front for the realities of modern warfare.

3. The NATO Council undertook to provide a forum for the exchange of information so that the more experienced countries shared their experience and research with other member countries. The Council also judged whether each member government was doing all that it could or encouraged it to do more. It also attempted to so coordinate the separate national plans that they did not conflict with, but rather supported each other.²

4. The North Atlantic Council created a variety of boards and committees between 1950 and 1958 to meet evolving requirements for civil emergency planning. Generally the committees were at liberty to determine for themselves the frequency of their meetings and the procedure for conducting their business. They were authorized to set up subordinate groups to examine specific problems.

5. All NATO countries were entitled to be represented on the boards, committees and working groups. Nations had a free choice of their representation; in practice, national representatives were either experts sent from the capitals or members of the permanent delegation in Paris. A number of subordinate working groups were established with specific subject or regional interests as well as ad hoc subgroups acting either as study groups or drafting groups.

6. Until the end of 1954 all the bodies engaged in civil emergency planning based their work on the assumption that a future war would be fought with conventional weapons. In 1955 the Council laid down new basic assumptions for civil emergency planning (C-M(55)8 of 19.1.55 discussed at C-R(55)3 on 26.1.55

¹ Article 3 of the North Atlantic Treaty.

² Ismay, NATO, The first Five Years 1949-1954, 144-145. Chapter XIII, Emergency Planning, provides a useful brief overview of the developments in the early years of the Organization.

and adopted at C-R(55)5 on 9.2.55). The Council provided further guidance in the form of "The Application of the New Assumptions to the Work of the Emergency Planning Committees" (C-M(55)43 of 21.4.55 and C-M(55)48(Final) of 27.5.55 discussed at C-R(55)R/15, R/17 and R/23 meetings on 29.4.55, 6.5.55 and 26.5.55 respectively):

(a) that on the outbreak of hostilities the enemy would launch their nuclear attacks;

(b) priority should be given in NATO planning to study of the measures needed to meet nuclear attacks in the initial "survival" stage [subsequently interpreted as in the first 30 days]; and

(c) that plans covering the first phase should subordinate everything to the maintenance in working order of the government and administrative machinery, and to the preservation of human lives and tolerable living conditions in order to be able to take rapidly the action necessary for the war effort.

All civil emergency planning thereafter had to be based upon this concept. As a result entirely new aspects had to be considered and many of the ongoing studies had to be abandoned or treated with a lesser degree of priority.

7. By the end of 1955 the Council had created a civil emergency planning structure directly subordinate to the Council and reporting directly to it. The structure in 1955 covered a wide range of fields and allowed essential studies in many fields such as civil defence, commodity problems, ocean shipping, European inland surface transport and the use of manpower.

8. In November 1955 the Council established the Senior Civil Emergency Planning Committee (SCEPC or "Senior Committee") in large part to give a new impetus to civil emergency planning activities, especially in the light of the new assumptions. But the Council also directed all of the existing agencies to report to the Senior Committee and take their guidance from that Committee. It also empowered the Senior Committee to decide which additional subjects should be examined, either by the existing bodies or by new permanent or temporary bodies they would establish (subject to Council approval).³

B. Planning Board for Ocean Shipping (PBOS)

1. The Planning Board for Ocean Shipping was set up by the Council in May 1950 (C.4/11) with the object of providing the Council with guidance on merchant shipping factors, and to develop plans and working principles and procedures for a shipping control organization of a civilian character to mobilize and allocate merchant shipping on a worldwide basis in time of war or emergency. The Planning Board was to obtain from member governments, non-member governments when appropriate, and the NATO bodies concerned, all relevant information about

³ Descriptions in paragraphs 4-8 are based on an introduction to the first SCEPC document, AC/98-D/1 of 21.12.55.

military and civil requirements for, and the availability of, merchant shipping in time of emergency.

2. The Board was directed to establish and maintain close working relations with other NATO committees, and to look to the Standing Group (SG) for information on military requirements and other military matters. The Board worked on the principle that shipping cannot be treated regionally, that the worldwide inter-relation of all shipping activities must be taken into account, and that the essential requirements of countries outside the NATO area must be considered as well as those of NATO countries.

3. PBOS was organized with two chairmen, one being the leader of the U.S. delegation and the other, the leader of the U.K. delegation. Meetings were held alternately in Washington and in London. Each of the co-chairmen presided at meetings held in his own country and continued to exercise the responsibilities of Chairman, acting where necessary in consultation with the alternate Chairman, until shortly before the next meeting for the purpose of dealing with any business that arose between meetings.

4. The Planning Board accepted that liaison with other NATO bodies located in Europe would be maintained by the London Chairman while liaison with the Standing Group and other NATO bodies in the United States would be maintained by the Washington Chairman. Additional links with the work of the Planning Board for European Inland Surface Transport (PBEIST), the Petroleum Planning Committee (PPC), and the Standing Group (SG) were maintained by certain of the PBOS specialized committees or working groups, such as:

- (a) Tanker and Bunker Committee (liaison with PPC);
- (b) Coasting Committee (liaison with PBEIST);
- (c) Screened Planning Liaison Group (liaison with SG on estimates of secret military shipping requirements);
- (d) Heavy Lifts Working Party (consideration of the problem of providing shipping for abnormally heavy items of military cargo);
- (e) Troopship Standards Working Party (consideration of uniform standards for the fitting and equipping of troopships);
- (f) Communication Working Party (liaison with military and naval communication bodies and, after 1957 with the Civil Communications Planning Committee); and
- (g) Working Party on Ships' Destinations.

5. PBOS held ten full meetings between 1950 and April 1958. The activities of PBOS through its Third Meeting in April 1952 are described in the Consultants' first report (DES(92)1, paragraphs 165-168) and the records it created are listed in an appendix thereto (Appendix III, 1-14).

6. Soon after its establishment in 1950 the PBOS drew up plans for organizing ocean-going shipping in wartime in a single allied pool, and for its allocation to employment to the best advantage of the common effort by a shipping control organization named the Defense Shipping Authority (DSA). The DSA would not itself be a claimant for shipping, nor would it be subordinate to any other agencies, military or civil, which were claimants for shipping. The DSA would be responsible to the central authority for the higher direction of the common effort, and would serve the needs for shipping, both military and civil, of the cooperating nations. It would not be responsible for determining priorities.

7. Plans for the subordinate executive machinery of the DSA were well developed by 1956. The chief feature was a Defence Shipping Executive Board (DSEB) which, for purposes of day-to-day operation, would function in two branches; one in the UK and one in the US, dealing primarily with shipping and the demands for shipping of the Eastern and Western Hemispheres respectively. Physical preparation for the coming into operation of the DSEB included the preparation by member countries of cards for a standardized card index giving full particulars of each ship to be pooled. Procedures for activating the DSA in an emergency were agreed with the SG and approved by the Council.

8. No non-NATO countries participated in the work of PBOS, but the basic plans of the DSA were communicated to several countries. The DSA plans provided that non-NATO countries which chose to participate would place their ships in the pool and become members of DSA.

9. Beginning with the Sixth Meeting in May 1955, PBOS began adjusting its planning to take into consideration the new strategic assumptions (C-M(55)8). In its report to the Council that year (C-M(55)57) the Planning Board recognized the need for a flexible organization along the lines of the PBOS' previous planning, but adjusted in such a way as to ensure the most efficient use of the available tonnage in a future war. It was accepted that whatever the outcome of the initial phase of a nuclear war, there would be heavy demands for shipping in the following period, whether to keep the war going or to maintain and rehabilitate the national commands (C-M(55)94).

10. At its Seventh Meeting in April 1956, the PBOS considered further studies under the new assumptions. Further modification of the DSA was considered in conjunction with additional plans for dealing with control over the employment of ocean-going shipping, both national and international, in the initial "survival" phase of a nuclear war. Further attention was given to the need for plans to secure the most efficient use of coastal shipping.

11. PBOS shared with the Planning Board for European Inland Surface Transport the coordination of plans of national wartime organizations for determining the destination of individual ships and for allocating changes of destination. A great deal of joint planning had been done to ensure that each national Destination Room maintained effective liaison and cooperation with the Destination Rooms of

neighboring countries and with the appropriate NATO naval and military authorities.⁴

12. The 1952-1958 documents, reports, records of meetings, communications and notices of the PBOS continued to be arranged in a single numerical order in a sequence leading to the next meeting of the Planning Board (e.g., PBOS/4/ numbered items are arranged chronologically following the records associated with the Third Meeting of the PBOS). The titles of the documents are sufficient generally to give the reviewer a good idea of the subject matter covered.

13. All of the records created by the Planning Board for Ocean Shipping between the Fourth Meeting in 1952 and the Tenth Meeting in 1958 are listed in Annex VI, 1/1 with information on the microfilm roll number where each document is located. Nearly all of the 219 documents listed in Annex VI, 1/1 underwent a downgrading/declassification review in 1981-82. All except three documents (PBOS/5/10, PBOS/6/15 and PBOS/9/2) which were regraded Confidential, were downgraded to Restricted (138 documents) or Unclassified (73 documents). The PBOS decision is in AC/271-N/49, Decision of 13.1.82 and Addendum to Decision of 30.5.83. The PBOS decision was further disseminated in DN(82)3. Five documents listed in Annex VI, 1/1 are not included in the Annexes to AC/271-N/49 (PBOS/5/19 and PBOS/10/6 through 9). These five appear to have been unclassified at the time of origin. The present level of classification in accordance with the decisions of the PBOS in 1982-83 is indicated for each listed document in Annex VI, 1/1.

14. The Planning Board for Ocean Shipping should undertake the review for declassification and release of the pre-1959 records it created, and advise the Council of its determination. The SPB and PBOS records created between June 1950 (First Meeting) and the Third Meeting (1951) are listed in Appendix III, H to report DES(92)1. The remainder (Fourth through Tenth Meetings) are listed in Annex VI, 1/1 to this report.

15. A scattering of records created by some of the committees and working groups of the PBOS are also among these rolls of microfilm. They are listed in Part A of Annex VI, 1/2 with information on the roll of microfilm where they are located. They should be considered as declassified and released if the documents of the PBOS bearing on the work of these groups are declassified and released.

16. The Consultants recommend release of all of the pre-1959 records of PBOS without reservation. When this is agreed the pages and portions of pages listing the 1950-1958 documents in Annexes A, B and C of Restricted document AC/271-N/49 should be downgraded and released. The affected page numbers are indicated in Part B of Annex VI, 1/2 of this Report.

C. Petroleum Planning Committee (PPC)

1. The Petroleum Planning Committee (AC/12) was established by the

⁴ The description of PBOS in this section is based on an analysis by the International Staff provided to the Senior Committee in December 1955, AC/98-D/1, pp. 3-6.

Council Deputies in January 1952 (D-D-D-D-D(52)6(Final) 29.1.52, approved at meeting of the Deputies on 28.1.52, D-R(52)8). Representatives and advisors from each country made up its membership. They were to coordinate their activities with the Finance and Economic Board (reporting through that body to the Council Deputies) and to establish working relations with the Standing Group, PBOS and the Defence Production Board. The reorganization of NATO was underway when the committee first convened in April 1952 (AC/12-R/3). Its retention was approved by the Council on 25th June 1952 (C-R(52)11).

2. The functions of the PPC were: (a) to assess the total wartime military and civil petroleum requirements of the governments of member countries of NATO in relation to the likely availability; and (b) to recommend measures to be taken in peacetime by the governments of the member countries and plans they might draw up for wartime in order to assure the satisfaction of their wartime petroleum requirements. In determining the action to be recommended, studies were to be made on such subjects as rationing consumption, the relative importance of the various sectors of civilian consumption, standardization of specifications for civilian products, stock levels, storage availabilities, transport and distribution facilities, bunker requirements, production and refining capacities.⁵

3. Between 1952 and 1958 each of these subjects for study and many related additional topics were the subject of 105 documents and 43 working papers listed in Annex VI, 2/1 and 2/2 respectively. They were discussed at 30 meetings of the PPC. Annexes VI, 2/1 and 2/2 identify the number of the roll of microfilm containing each of the listed documents and working papers. The 30 summary records of meetings of the PPC and 76 notices for 1952 through 1958 are on the microfilm rolls indicated in Part A of Annex VI, 2/5.

4. The earliest PPC records are actually two records of meetings on 3rd and 15th January 1952 (AC/12-R/1 and R/2) of a working party established by the Council Deputies for the setting up of a "Planning Committee for Petroleum Products." An informal record of the first meeting of the PPC (AC/12-R/3) discusses the possible modification of the terms of reference following the reorganization of the Council and considers two PPC documents (AC/12-D/1 and D/2) which discuss the work which might be assigned to, and a draft resolution establishing a PPC Working Group. The resolution (adopted as modified by the PPC at its second formal meeting on 2nd April 1952, AC/12-R/4), called for a Working Group to prepare studies and perform additional functions as directed by the PPC. The Working Group had a restricted membership comprised of representatives of the Governments of the U.S. (Chairman), the U.K., France, Norway, Italy and the Netherlands. However, any member country could attend any Working Group meeting where questions concerning that country were studied.

5. The Working Group of the PPC (records given designation AC/12(PC)A, D, N, R, or WP) held its first meeting on 2nd and 3rd May 1952 (memorandum of discussion is AC/12(PC)-D/1 of 16.5.52). The PPC Working Group initiated studies of civilian consumption and POL supplies, merchant shipping bunker requirements,

⁵ Resolution on the establishment of the NATO Petroleum Planning Committee, DD(52)6(Final). See also Ismay, pp. 148-149.

military petroleum requirements (the Working Group asked the PPC to consider approaching the Standing Group to acquire needed information), and the worldwide petroleum supply and consumption situation. Subsequently the Working Group studied transport deficiencies in Central Europe (see also AC/15(BIPOLT)), the SHAPE proposals for pipeline systems in 4th and 5th slice infrastructure programs (AC/12(PC)R/3-R/4), replies to questionnaires (e.g., AC/12-D/57), national readiness measures, stockpiling and storage.

6. The PPC Working Group's 7 documents prepared between 1952 and 1956 and the 15 working papers prepared between 1955 and 1958 are listed in Annexes VI, 2/3 and 2/4, with the microfilm roll number indicated. Annex VI, 2/5 identifies the rolls of microfilm containing the unlisted agenda, notices and summary records of meetings of the Working Group.

7. In 1953 the NATO Infrastructure Committee (AC/4) requested the PPC to indicate whether in its opinion the proposals of SHAPE in their fifth slice POL infrastructure program contained the basis of a rational solution to the problem of wartime deficiencies in transport facilities as estimated by PPC and the PBEIST. The working groups of these two committees had studied only the situation in the Central European Command area and had determined that a pipeline network would compensate to a large extent for the transport deficit in meeting military requirements in wartime.⁶ The PPC called together a team of pipeline and storage experts to examine the military requirements in other commands and the SHAPE proposals for additional pipeline networks to meet those requirements (AC/12-D/41 of 8.6.53). The team of experts met on 7th September 1953 and was addressed by the Chairman of the PPC who suggested the details they should study and on which they should report as soon as possible. The team also heard from the Standing Group representative before adjourning until the next day. Only the record of the first day's meeting has survived (it is AC/12(PS)R/1 and is on microfilm roll 65 following AC/12(PC)R/6; the report of the team is AC/12-D/46 of 23.9.53).

8. The reorganization of NATO in 1952 meant that the PPC reported directly to the Council (AC/12-N/7, 15.12.52). The first progress report on the work of the PPC (AC/12-D/39 of 15.5.53), was incorporated as an annex to the Secretary General's Report on progress during the period 1st December 1952 to 16th April 1953 (C-M(53)45 of 18.4.53).

9. The application of the new assumptions to the work of the emergency planning committees was circulated in the PPC as AC/12-D/60 (4.6.55) while AC/12-D/64 lays out the general effects of thermonuclear weapons. The PPC launched a survey of national readiness measures in the light of the new assumptions (AC/12-D/61 and D/62) and prepared a draft report based on the responses in February 1956 (AC/12-D/65). In May 1956 (AC/12-N/29, 17.5.56) the Chairman of the PPC identified the need for coverage of the state of readiness under three aspects: national organization for storage and stockpiling, national

⁶ Joint sessions of PPC and the PBEIST were held in July and August 1953. Report by the Working Group of PPC and BIPOLT on wartime inland transport deficit in Central Europe, AC/15(BIPOLT)D/8 is AC/12(PC)D/3 of 24.8.53. A similar study on the transport deficit in Northern and Southern European Commands was not completed until December. It is AC/15(BIPOLT)D/15 which is AC/12(PC)D/4 of 21.12.53.

alternative importing and distribution facilities, and wartime international organization for the control of oil supplies.

10. As a result of the reorganization of the NATO civil emergency planning apparatus in 1955, the PPC's 1956 report of progress was submitted to the Senior Civil Emergency Planning Committee where it first appears as AC/98-D/34 (24.10.56). The Senior Committee considered the PPC report (along with those of the other planning boards and committees) and drafted a report to the Council (AC/98-D/40 of 5.11.56) including at Annex III, the PPC's proposal for establishing a wartime international organization for the control of oil supplies. That report and proposal was approved at the third meeting of the Senior Committee on 15th January 1957. The report and proposal were circulated inside the PPC as AC/12-D/68 (13.11.56) while extracts from the report of the discussion of the Senior Committee affecting the PPC were circulated as AC/12-D/71 (25.2.57).

11. The draft report covering PPC progress in planning in 1957 (AC/12-WP/23 of 5.7.57) was submitted to the Senior Committee and it appears as an SCEPC document (AC/98-D/46 of 24.7.57). The Senior Committee approved the report and PPC's recommendations for an international organization for control of oil supplies at its meeting on 15th-16th October 1957 (AC/98-R/4 paragraphs 68-74). The actions of the Senior Committee were reported to the PPC representatives in AC/12-D/83 (26.11.57) and discussed at its meeting on 14th January 1958 (AC/12-R/25). The SCEPC's report to the Council including the PPC recommendations (AC/98-D/56 of 16.9.57, Annex B, paragraphs 80 and 81) were approved by the Council (C-M(57)131 (Revised) of 11.2.58; the PPC portion appears at Part II, subpart V, paragraphs 75-81).

12. The functions of commodity boards in wartime had been considered in the PPC in November 1954 (AC/12-WP/9). The possible functions of a wartime petroleum board was the subject of working papers and documents in 1955 and 1956 (AC/12-WP/10, AC/12(PC)WP/7, AC/12-WP/16 and WP/17, AC/12-D/66 and D/70). It was further discussed by the PPC at a meeting on 3rd and 4th October 1956 (AC/12-R/17).

13. When the Senior Committee approved the proposal for a NATO Wartime Oil Organization (NWO), it asked the PPC to consider its relationship to the proposed Central Supplies Agency (AC/101) and the way in which allocations would be made (AC/98-R/3, meeting on 14th and 15th January 1957, relevant portions are reproduced in AC/12-D/71). Further consideration of this high priority project is carried forward into 1957 by a U.K. note (AC/12-WP/18, 23.4.57 discussed at AC/12-R/20 of 29.4-1.5.57, revised and expanded as AC/12-D/74, 9.5.57). At the 21st meeting of the PPC the proposal was discussed and amended (in AC/12-D/74 (Revised), 7.6.57). The U.S. offered to host a Western Branch to coordinate the NWO allocation activities with the tanker allocation body of the Defense Shipping Authority (the wartime body of the PBOS) with which it was agreed it must work hand-in-hand. A European Branch was located in England (AC/12-N/47 of 27.7.57). A technical study subgroup of the PPC was established to study the problem of correlating international oil requirements in wartime and to report to the Working Group of the PPC.

14. The structure of the NATO Wartime Oil Organization and its nomenclature was affirmed by the Senior Committee on 24th July 1957 (AC/98-D/46, Annex II). The NWOO, representing the complete NATO organization, was to be responsible for coordinating the national and regional organizations concerned with oil. The NATO Petroleum Authority with representatives from all member countries was the senior body. An Executive Board was to act for the Authority and be responsible for continuity in the discharge of its functions. Finally, there was to be a joint operational staff (status, duties and composition to be elaborated in a later study). The joint operational staff was to be responsible for promoting and coordinating the work of the two branches of the Executive Board, as well as day-to-day matters arising between the NATO oil organization and national and regional organizations.

15. The report of the subworking group was presented to the Working Group (AC/12-WP/25 of 20.9.57) and discussed at a meeting on 25th and 26th September 1957 (no record of this meeting has survived) and to the full PPC on 1st and 3rd October 1957 (AC/12-R/23). The subgroup and Working Group continued to study and to prepare papers for consideration by the PPC (e.g., AC/12-WP/25(Revised), WP/28 and WP/29). Comments at meetings (e.g., AC/12-R/25 on 6.12.57) and collected written comments were discussed at a meeting of the subgroup on 10th and 24th January 1958 (no record) and resulted in a paper (AC/12-WP/31 of 28.1.58) laying out the divergent approaches to the coordination problem.

16. The Petroleum Planning Committee considered the working paper (WP/31) at its meeting on 5th February 1958 (AC/12-R/26) and delayed selecting an option. It deferred in order to see if the new strategic concept (MC 55 and MC 70) which was expected to be issued shortly might provide any principles which might be applied to logistics. Comments on the working paper were sought and obtained from the Netherlands (WP/34), France (WP/35), Greece (WP/36), Germany (WP/37), U.S. (WP/39) and Luxembourg (WP/40). Comments from the Standing Group were received in June 1958 but not circulated as a PPC document until June 1959 (AC/12-D/123). At a meeting on 20th June 1958 (AC/12-R/29), the five alternative proposals were reduced to two (outlined by the subworking group in AC/12(PC)WP/14 of 3.9.58 which was reconsidered at a meeting of the subgroup on 15th September 1958 for which there is no record).

17. The two-options working paper was considered at the meeting of the PPC in October (AC/12-R/30), while the final 1958 Working Group paper on requirements and availabilities (AC/12(PC)WP/15) was revised and issued as a PPC working paper (AC/12-WP/43). It was not considered until January 1959 (AC/12-R/31). In it the Working Group recommended that further consideration of wartime coordination of oil requirements be deferred until the Senior Committee reached decisions on general questions of wartime commodity board organization. The PPC concurred.

18. All of the records of the Petroleum Planning Committee issued between its beginning in January 1952 and 31st December 1965 were downgraded to Unclassified by decision of the Petroleum Planning Committee in NATO Restricted document AC/12-N/336 (decision of 13.3.80). See also DN(80)16 (18.3.80). Every pre-1959 document of the PPC proposed for release in this report is listed in both

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languages in Annexes B and C of AC/12-N/336.

19. The Petroleum Planning Committee should undertake the review for release of the 1952-1958 records which were created by that Committee and advise the Council of its determination. The Consultants recommend that they all be released without reservation. When this is agreed, the pages listing the 1952-58 documents in Annexes B and C of AC/12-N/336 should be downgraded to Unclassified and released. The affected pages are listed in Part B of Annex VI, 2/5.

D. Planning Board for European Inland Surface Transport (PBEIST)

1. In December 1951 the Council Deputies directed the International Staff to prepare an analysis of the transportation problems facing NATO (D-R(51)88(Final) meeting on 12.12.51). This analysis was to serve as a basis for discussion of the question of an interallied European transport coordination organization. The draft proposal (D-D(52)1 of 4.1.52) identified the outstanding questions as:

(a) What were the military and civilian transport requirements in time of war, expressed in quantities, by nature of commodities, by sources of supply and by destination?

(b) What were the transport facilities available in case of emergency and how to make them available?

(c) What should be the authority responsible for establishing the transport priorities and for allocating the available facilities in accordance with rules of priority?

(d) How to coordinate in time of war, with the required speed and flexibility, the day to day allocation of transport facilities to both civilian and military requirements taking into account the continuous changes in operational situation and in the availability of facilities resources? (D-D(52)1, paragraph 1).

2. The draft recognized that the inland surface transport problems to be considered by NATO were essentially European problems and that European transportation systems were essentially civilian in nature. The need then was for a NATO organization which would permit military transport problems to be discussed by direct contact between SACEUR and the national authorities concerned in order to obtain agreed solutions rapidly.

3. The Western Union and the Western European Regional Planning Group already had undertaken various studies. The proposed agency would be responsible for completing these technical transport studies. It would also evaluate the inland surface transport facilities and develop plans for the employment of these facilities in time of emergency, and if found necessary, for submitting regulations for their employment in time of peace. The proposed new agency was to establish international coordination of national agencies then existing in most European Governments to deal with inland surface transport. Finally, the new agency would be responsible for obtaining information concerning military and civilian inland surface

transport requirements and making recommendations for the building of such facilities wherever shortages were revealed (D-D(52)1, paragraph 3).

4. The proposal recommended the changing of the original title to the "Planning Board for European Inland Surface Transport" (PBEIST) as this would emphasize that its mission was limited to inland surface transport problems and that it would work in parallel with the Planning Board for Ocean Shipping (PBOS). In order to deal with both military and civil interests it was to be composed of senior SHAPE representatives and of national directors general of transport thereby providing a medium for direct contact between the various interests concerned and for issuing recommendations for executive action to the concerned national authorities (paragraph 4).

5. The draft laid out general provisions of terms of reference and concluded with recommendations that the French member of the Planning Board serve as its chairman. He should convene the first meeting with an initial assignment of recommending any desirable changes in the terms of reference (paragraphs 4 and 5).

6. The Council Deputies agreed at its meeting on 23rd January 1952 (D-R(52)7(Final)) that a group of experts should without delay examine the draft proposal prepared by the International Staff.

7. The "Group of Experts to Consider an Allied Organization for the Coordination of European Inland Surface Transport" held its first meeting on 5th February 1952 (AC/15-R/1). The Group proceeded to examine in detail the proposed terms of reference (paragraph 4 of D-D(52)1). One outstanding question was the relationship of SACEUR to the PBEIST. The decision and comments of delegations and of SHAPE were consolidated into a revised set of terms of reference (AC/15-D/1(Revise) of 5.3.52) for approval by the Council Deputies (AC/15-D/2). Both these terms and the written comments by the French and U.S. delegations (AC/15-D/3 and D/4) were discussed by the Group at a second meeting on 4th April 1952 where a final version (AC/15-D/5 of 4.4.52) was prepared for consideration by the reorganized Council. The Council approved the proposed terms of reference of the PBEIST and resolved the outstanding question by giving SACEUR associate membership on the Board (C-R(52)14 and 17, meetings on 2nd and 24th July 1952; the final terms approved by the Council are in AC/15-D/6 of 9.8.52).

8. The first meeting of the Planning Board for European Inland Surface Transport (PBEIST) was held on 22nd September 1952 (AC/15-R/3). The session chaired by M. Dorges (France) examined its terms of reference and established a Steering Group (SG) composed of representatives of Belgium, France, the U.S., the U.K., Italy, the Netherlands and SACEUR. The Steering Group (chaired by the Belgian representative) was to be responsible for preparing the work of the Planning Board. The Planning Board planned to meet every other month while the Steering Group planned to meet on a monthly schedule (AC/15-R/3 and R/4 meetings on 22nd and 23rd September 1952).

9. The titles of the 94 documents created by the PBEIST between 1952 and

1958 provide a good view of the functions and work of this organization.⁷ The documents are listed in Annex VI, 3/1. The microfilm roll number where each can be found is indicated. The numbers of the microfilm rolls containing the 27 notices, 19 summary records of meetings and 8 working papers are identified in Part A,1 of Annex VI, 3/7.

10. As stated above, at its meeting on 22nd September 1952 (AC/15-R/3), the PBEIST created a Steering Group to be responsible for preparing the work of the Planning Board. (Draft terms of reference are in AC/15(SG)D/1 of 6.10.52; revised as AC/15(SG)D/3 of 7.11.52 and adopted by the PBEIST without change at AC/15-R/5 meeting on 25.11.52, Item III.)

11. The Steering Group created 55 documents and 8 working papers (listed in Annex VI, 3/2 and 3/3). The rolls of microfilm containing each of these listed records are identified. The rolls of microfilm containing the 13 notices and 25 summary records of meetings of the PBEIST Steering Group are indicated in Part A,2 of Annex VI, 3/7.

12. At a meeting on 23rd September 1952 (AC/15-R/4) the Steering Group recommended to the Planning Board further internal organization of PBEIST based on the recommended work program (AC/15-D/9 of 23.9.52 and same (Revised) of 7.10.52) and the list of proposed working groups (AC/15-D/8 of 12.9.52). The PBEIST called for the establishment of three working groups based on mode of transport: Railroad Transport (RRT), Road Transport (RT), and Inland Waterway Transport (IWT). A fourth working group was established at the same time to consider the problems of Ports and Beaches (PB) which would be used to receive and move supplies and equipment inland.

13. Each working group was to take up the questions then under consideration by the working groups formed by the G-in-C, Allied Land Forces Central Europe. The PB Working Group was directed to coordinate its studies with the PBOS and was to include consideration of the port emergency planning studies already begun by SHAPE.

14. A separate PBEIST Working Group on Port Emergency Planning (PE) was established. It worked with the Working Group on Ports and Beaches to examine the capacities of principal and secondary ports and of beaches which might be available during the first 45 days of a war, taking into account the damages which would likely result from a violent enemy attack.

15. The Steering Group was to ensure continuing coordination of the work of the specialized working groups. Each working group was to set up a select committee under the chairmanship of an officer selected by SHAPE to give preliminary consideration to questions of a more specifically military interest before they were discussed by the working group as a whole. The reports by the working groups and their select committees were to be submitted to the PBEIST through the Steering Group.

⁷ The purposes and accomplishments of PBEIST during its formative period are described briefly in Ismay, pp. 146-147.

16. The Ports and Beaches Working Group (PB) had representation by all NATO countries while the RRT, RT and IWT were made up of representatives of the Western European countries with inland transport networks (Belgium, France, Italy, Luxembourg and the Netherlands) plus the U.S. and the U.K. because they had military lines of communication across them.

17. The Planning Board furnished the specialized groups with basic strategic and economic assumptions and considered questions of standardization and of evacuation or destruction of transport material and installations. The specialized groups examined the organization and the functioning of transports, the possibility of improvements, the reduction of their vulnerability to an enemy attack, and also questions of maintenance, repair and evacuation.

18. The PBEIST initially postponed consideration of establishing a working group on transport of petroleum products (POL). But when SHAPE commented on the proposed organization, it suggested to the Steering Group a further revision (in AC/15(SG)D/2 of 14.10.52). At its second meeting the Steering Group agreed with SHAPE on the need for a study group on POL transport and recommended the establishment of a Bulk Inland POL Transport Working Group (BIPOLT) which was to work closely with the Petroleum Planning Committee's Working Group (coordination was set out in AC/15-D/38 of 11.6.53 and AC/12-D/40 of 18.5.53).

19. The BIPOLT took a census of the existing European facilities for the inland transport of petroleum products. At the end of its sessions (AC/15(BIPOLT)D/8 to D/15) BIPOLT and the PPC decided to invite the delegations of member countries to draw the attention of their governments to the extent of the overall POL transport deficiency in their areas and to study the problem in the light of their own requirements and the transport facilities available to them. They were invited to report what measures they were taking or intending to take in order to overcome these deficiencies.

20. One of the tasks assigned to the PBEIST by the Council at its meeting on 12th May 1954 (C-R(54)21, Item III) was to consider the organization and mission of a NATO wartime agency to administer an agreed program for co-ordination of the use of the roads, railroads, canals and ports of Western Europe. An ad hoc working party of the Steering Group was established in July 1954 (at AC/15(SG)R/14, 28.7.54) and in the following months drafted the constitution of an Authority for the Coordination of Transport in Central Europe (ACTICE). The proposed organization (AC/15-D/50 of 24.2.55) called for a chairman appointed by the Steering Group which gives it direction. It was to come into being only in time of war. The French authorities were to provide it with a location close to the Central European military headquarters. The Central Europe Committee (when established in 1954) was to designate personnel for an integrated staff. A peacetime core of ACTICE experts and technicians were to study tasks and procedures, identify basic data requirements, participate in exercises and to propose the structure of the wartime agency when mobilized. An ACTICE Steering Committee representing the members of the Central Europe Committee, was to be the governing body of ACTICE. The lessons learned in the fall of 1955 in exercise LIFE LINE (report is AC/15(CE)D/6 of 5.12.55) led to the further consideration by the Steering

Committee of the initial terms of reference of ACTICE (C-M(54)46 of 18.5.54 circulated as AC/15(CE)D/5 of 21.10.55) and led to revised terms of reference in April 1957 (AC/15(CE)D/5(Revised)).

21. The PBEIST proposed an important amendment to the ACTICE terms of reference in its 1958 report to the Senior Civil Emergency Planning Committee (AC/98-D/63). The proposal, approved by the Senior Committee at its meeting on 15th and 16th October 1958 (AC/98-R/5), called for ACTICE to come into being automatically in a crisis without further action required by the Council.

22. The 10 documents originated by the Central Europe Committee's ACTICE Working Group between 1955 and 1957 are listed in Annex VI, 3/5. The roll number of the microfilm where each can be found is indicated. Part A,4 to Annex VI, 3/7 identifies the microfilm roll numbers where the 2 notices, 8 summary records of meetings, and 3 working papers can be found.

23. The success of ACTICE caused the PBEIST to overcome its initial reluctance concerning the creation of a wartime agency in the Southern Command area. It directed the Southern Europe Committee (SE) to create an organization to replace its Committee for the Coordination of Inland Surface Transport in Wartime. At its second meeting on 27th-29th March 1956 (AC/15(SE)R/2), the Southern Europe Committee initiated a study and then approved the resulting proposals for a "Working Group ACTISE" (modeled on ACTICE) at its following meeting on 4th and 5th September 1956 (AC/15(SE)R/3, agreed text is AC/15(SE)D/24 of 21.9.56). The PBEIST noted the proposal and amended the acronym to ACTISUD in order to avoid confusion with ACTICE (AC/15-R/14 of 26.10.56, paragraph 5).

24. A further examination of the organization, mission and functions, and operations of ACTISUD by the SE's Working Group on ACTISUD led to further proposals (AC/15(SE)D/31 of 26.2.57) and revision of its terms of reference (AC/15(SE)D/24(Revised) of 26.2.57). A report on the status of progress on the establishment of ACTISUD was submitted to the PBEIST Steering Committee (AC/15(SE)D/36 of 24.5.57) where it was considered at its meeting on 28th May 1957 (AC/15(SG)R/22). The PBEIST considered the proposed ACTISUD terms of reference at its meeting on 8th June 1957 (AC/15-R/16). The ACTISUD Working Group submitted reports on progress of organization and operations (AC/15(SE)D/39 and D/40) which were considered by the Southern Europe Committee at its 6th meeting on 7th November 1957. It was then agreed to set up the nucleus of the wartime ACTISUD (AC/15(SE)R/6, Item V) and a list of subjects to be studied was approved also (Addendum to R/6 dated 10.2.58). [None of the pre-1959 documents of ACTISUD are on microfilm.]

25. A similar wartime agency for the Northern Europe region (covering Denmark and Norway) was not established as it was felt that the existing agencies were adequate to secure the necessary coordination (AC/15-D/78(Revised) 29.10.56).

26. In 1954 the terms of reference of the Steering Group were revised and a reorganization of all of the working groups took place. This reorganization of the internal structure of the PBEIST was on a regional basis to get around the difficulties

which had hindered the activities of the functional working groups whose territory covered the whole of Europe. In the original organization the various working groups had had to take account of the technical aspects of all questions in relation to the various means of transport as well as their geographical aspects (in relation to regional commands). The Steering Group was tasked in the revised terms of reference to ensure the coordination of the various regionally based working groups and was authorized to re-establish some of them on a European-wide scale if that proved necessary in order to avoid undue coordination difficulties at a higher level.⁸ The reorganized Steering Group consisted of a chairman, a representative of each of the regional committees for Northern Europe (NE), Southern Europe (SE), Central Europe (CE), and a representative of SHAPE. However, any representative of a member country was free to attend all meeting of the Steering Group and to participate in its discussions.

27. The Steering Group was empowered to lay down working programs, to set priorities and time limits, to review the conclusions and recommendations of the regional committees, to arrange for studies of certain special questions to be made on an extraregional basis and to call for reports on the status of work. The Steering Group also was required to submit consolidated reports to the PBEIST on the work of various study groups and particularly of the regional committees. Periodic progress reports were to be prepared also by the Steering Group for consideration of the PBEIST.

28. The terms of reference of the Central Europe Committee (CE)⁹ served as a model for Northern and Southern Europe. The CE consisted of representatives of Belgium, France, Germany, Luxembourg, the Netherlands, the U.K. and the U.S. as well as a representative of C-in-C, Central Europe. It was responsible at regional level for co-ordinating the activities of the specialized Working Groups on Rail Transport (CE-RRT), Road Transport (CE-RT), Inland Waterway Transport (CE-IWT), Ports and Beaches (CE-PB), and POL Transport (CE-POL). It determined the studies to be carried out by these working groups and gave them guidance. The CE Committee also planned the wartime coordination of inland transport matters between national authorities concerned and in particular the wartime coordination of

⁸ Steering Group documents pertinent to the reorganization are AC/15(SG)R/10, D/24, D/28, D/29 and R/11. PBEIST documents are AC/15-D/46 (6.5.54) and its final form, AC/15-D/48. AC/15-N/12 of 21.3.55 announced the PBEIST approval of the proposal in the meeting on 3rd March 1955 (AC/15-R/10).

The first draft of the revised terms of reference of the Steering Group are in AC/15(SG)D/35 (29.6.54) which was considered and amended at the meeting of the Steering Group on 13th July 1954, (AC/15(SG)R/13). The terms (including the comments) were then issued as AC/15-D/48 (26.10.54). The terms were considered by the Planning Group and approved at its meeting on 16th March 1955 (AC/15-R/10, Item 10).

⁹ The first draft of the Central Europe Committee terms of reference was proposed on 11th October 1955 (AC/15(CE)D/3) and was discussed at the CE Committee meeting on 14th October (AC/15(CE)R/3). The Belgian delegate submitted written comments on this draft on 5th May 1956 (Addendum to AC/15(CE)D/3). The comments were considered at the 4th and 5th meetings of the Central Europe Committee (AC/15(CE)R/4, meeting on 7.12.55 and R/5, meeting on 30.5.56). It was approved by the CE Committee as amended on 30th September 1956 (AC/15(CE)D/3(Revised)). The PBEIST Steering Group approved the terms of reference at its meeting on 24th September 1956 (AC/15(SG)R/20, Item IV) and forwarded them to the PBEIST which approved them at the Planning Board's meeting on 5th October 1956 (AC/15-R/14). The approved version was then recirculated to the CE committee as AC/15(CE)D/3(Final) of 31.10.56.

SHAPE surface transport requirements with national requirements and transport resources.

29. The CE Committee arranged (normally through its specialized working groups) to obtain information it required to pursue its studies and for the interchange of information between the member governments. It recommended to the PBEIST measures which might usefully be taken in peacetime to ensure that the inland transport facilities of the region would be adequate in wartime to meet the national and allied military requirements of NATO. It also studied means for improving the efficiency of ACTICE with particular reference to the development in peacetime of the active nucleus of this authority. The CE Committee submitted periodic progress reports to the Steering Group which used them in the preparation of the PBEIST annual reports to the Council.

30. The 22 documents originated by the Central Europe Committee between 1955 and 1958 are listed in Annex VI, 3/4 with the roll number of the microfilm indicated. The remaining records originated by the CE (6 notices and 9 summary records of meetings) and its working groups (IWT, PB, POL, RRT and RT) are listed in Part A,4 of Annex VI, 3/7. The roll number of the microfilm containing each series of documents is indicated.

31. The Belgian delegate to the ACTICE Working Group submitted a memorandum in November 1955 on "Transport potential and exchanges of wagons" in which he recalled the history of the WW II predecessor of ACTICE, the European Central Inland Transport Organization or ECITO (AC/15(CE-ACT)D/7 of 25.11.55). The memorandum explained how it functioned and how the Committee for the Exchange of Wagons (CEW) was organized and operated. The memorandum also described the organization then in operation, "EUROP," a pool for exchange of wagons (created by convention of 15.3.53) which was made up of ten member countries (Austria, Belgium, Denmark, France, German Federal Republic, Italy, Luxembourg, the Netherlands, Switzerland and the Saar Administration). The composition of the wagon pool and the personnel and operation of the pool also were described. The Belgian delegate suggested that if ACTICE agreed, the CE's Railroad Transport Working Group (CE-RRT) should examine whether an organization similar to EUROP should be set up for wartime operation under ACTICE auspices.

32. The suggestion was discussed by the ACTICE Working Group at its meeting on 12th January 1955 (AC/15(CE/ACT)R/4). The group agreed that matters relating to transport potential in peacetime should be dealt with by the CE Committee and its working groups, and in wartime by ACTICE and its specialized section on railroad transport. The whole matter was referred to the Central Europe Committee (AC/15(CE)D/6 where the Belgian delegation statement appears as an Annex). The German delegation submitted a note further to the Belgian suggestion. It was referred to the CE Railroad Transport Working Group as that group was considered better qualified to study the specific suggestions it contained (AC/15(CE/RRT)D/4 of 4.7.56). The technical examination of the basic proposal began in October 1956 and continued through the end of 1958

33. The Planning Board considered the final report on the constitution of a Central Europe Wagon Pool at its meeting on 12th December 1958 (AC/15-R/19) and directed the report be forwarded to its regional committees which would be responsible for circulating the recommendations directly to the Central Europe countries concerned. Implementation discussion began at the meeting of the CE/RRT Working Group on 8th and 9th January 1959 (AC/15(CE/RRT)R/8 of 25.2.59 on roll 269).

34. The Southern Europe Committee (SE) terms of reference were drafted in February 1956 (in AC/15(SE)D/11 of 22.2.56) based on the CE Committee model. The proposal was approved by the Steering Group at its meeting in September 1958 (AC/15(SG)R/25, 4-5.9.58) and by the PBEIST in June 1959 (AC/15-R/20, Item VII of 23.6.59). The SE was composed of representatives of Greece, Italy, Turkey, the U.S. and representatives of CINCSOUTH and CINCAFMED. SE formed working groups along the lines of those created by the Central Europe Committee.

35. The 49 documents originated by the Southern Europe Committee between 1956 and 1958 are listed in Annex VI, 3/6. The 3 notices and 7 summary records of meetings are listed in Part A,4 of Annex VI, 3/7 with the roll number where they can be found. None of the early records of the SE working groups were forwarded to Paris and consequently none are on the microfilm.

36. The PBEIST reported to the Senior Civil Emergency Planning Committee on its progress in planning, and in meeting the 1956 high priority goals and objectives (AC/98-D/30 of 22.10.56, a slightly revised final report is AC/15-D/78(Revised) of 29.10.56). It reported on national readiness measures, the consequences of an initial nuclear attack, the progress in planning for ACTICE and ACTISUD, and on planning for alternative port facilities. The Senior Committee examined the report (AC/98-R/3) and tasked the PBEIST to establish physical accommodations and communications for national and international coordination in time of war, to earmark transport and to train personnel, and to plan and assist nations to take physical measures to compensate for anticipated deficit of port facilities as a result of war (AC/98-D/40 of 5.11.56 which became GM(57)12 of 8.2.57).

37. The Planning Board assigned to its Port Emergency Planning Group (PE) the task of preparing one of its reports (to be based on national responses to a questionnaire) while the specialized services of the various countries were requested to assess for each category of surface transport the capacity expected to remain available for use according to the military assumptions on the damage likely to occur during initial atomic attacks (AC/15-D/81, discussed at AC/15-R/15 of 18.3.57 and AC/15(SG)R/21 of 27.2.57).

¹⁰ The 16 Addenda to this document include reports, comments by several delegations (German comments are Add. 4), reports of meetings (including the meeting of the ACTICE-RRT Sub-Group on 12-13.5.58 at Add. 12), Standing Group comments (Add. 7), and the views of AFCENT (Add. 9). The final report by the Belgian delegate on constitution of a Central Europe Wagon Pool (Add. 10 of 26.8.58) was amended at the seventh meeting of the CE/RRT (AC/15(CE/RRT)R/7).

38. The 1957 progress report to the Senior Committee (first draft is AC/15-D/84 of 4.6.57) was discussed at its sixteenth meeting on 8th June 1957 when a need for amending Part III on planning of alternative port facilities leads to a further report (AC/15-WP/6 which becomes both the revised PBEIST paper, AC/15-D/84(Revised), and the final report to the Senior Committee, AC/98-D/45 of 17.7.57). The Senior Committee's comments on it are in AC/98-D/56, and its report to the Council, C-M(57)131 (of 13.11.57).

39. The PBEIST 1958 progress report (AC/98-D/63 of 12.7.58) was prepared in a manner to meet the Senior Committee's revised procedures for further reviews modeled on the military annual reviews (requirements passed to the PBEIST in an addendum to AC/15-D/89 dated 13.1.58). It focused on a series of questions prepared by the Senior Committee for every emergency planning board and committee (listed in Appendix II to AC/98-D/56). The PBEIST's questions covered: (a) the progress in establishing ACTICE and ACTISUD; (b) the problem of communications - including liaison between ACTICE and the Ship's Destination Rooms; and (c) planning of alternative port facilities.

40. The Senior Committee reviewed the 1958 PBEIST report at its fifth meeting (AC/98-R/5 meeting on 15-16.10.58, Section VIII and paragraphs 76-86) along with the comments of the newly formed Civil Emergency Planning Review Sub-Committee on that same report (AC/134-D/8 of 6.9.58). In summing up the Senior Committee Chairman said that he had the impression that the PBEIST had grown into a rather cumbersome body, consisting of numerous working groups and subgroups covering a large field of technical questions, while the essential question of advancing the concrete planning for ACTICE had not been sufficiently emphasized (paragraph 80 of AC/98-R/5).

41. The record of the Senior Committee's meeting was reported to the PBEIST in AC/15-D/94 (26.11.58) and was discussed at the next meeting of the Planning Board (AC/15-R/19 meeting on 12.12.58). The Planning Board's reaction to the Chairman's comment was that the PBEIST should continue to review its methods and the progress initiated at its previous meeting (AC/15-R/18).

42. All of the records of the PBEIST issued between its beginning in May 1952 and 31st December 1965 were downgraded to Unclassified by action of the Planning Board in NATO Restricted document AC/15-N/247 (28.5.80, Decision on 15.12.80). This downgrading action is also noted in DN(80)45. Nearly every document of the PBEIST proposed for release in this report is listed in both languages in Annexes B through J of AC/15-N/247 (28.5.80).

43. The Planning Board for European Inland Surface Transport should undertake the review for release of the 1952-1958 records which were created by the Board and advise the Council of its determination. The Consultants recommend that they all be released without reservation.

44. When this is agreed, the pages listing the 1952-58 documents in Annexes B, C, D, E, F, G, H and J of AC/15-N/247 (28.5.80) should be downgraded to Unclassified and be released. A listing of the affected PBEIST (AC/15) document series and the pages of the annexes to AC/15-N/247 is provided in Part B of Annex

VI, 3/7 of this report.

45. The Joint Transportation Office of the U.S. European Command prepared a "PBEIST Documents Index" covering all the PBEIST documents issued from September 1952 through 1960. The broad subjects are alphabetically arranged by initial letter and chronologically thereunder. The Consultants recommend that this ca. 80 page index (located in the IS Registry, file EP 5-13-01(1)) be reproduced on a supplementary microfilm to assist reviewers and future researchers in the records of PBEIST and all of its working groups and committees.

E. Working Group on Civil Organization in Time of War (AC/23)

1. A month after the reorganization of NATO and its establishment in Paris, Secretary General Ismay submitted a memorandum to the Council inviting their attention to the neglected field of defense planning covering the homefront (C-M(52)27 of 5.6.52). The Council discussed the issue at a meeting on 11th June 1952 (C-R(52)8) and referred the memorandum to a working group with the task of examining the scope of the problem and indicating topics which could be studied usefully by NATO.

2. The Working Group on Civil Organization in Time of War met on 26th June and 2nd July 1952 (AC/23-R/1 and R/2) and submitted an interim report (C-M(52)49 of 4.7.52) identifying a number of subjects in two areas as most urgent and suitable for NATO study: civil defence and refugees. Three other questions were identified but reserved for later consideration in the light of national reactions. The report also recommended the methods to be employed.

3. The Council endorsed the recommendations in the report and approved the methods proposed (C-R(52)16 meeting on 16.7.52). The effect of this decision was to make the interim report the terms of reference of the AC/23 Working Group on Civil Organization in Time of War.

4. The approved method of work called for the Secretariat to invite the NATO Governments, the Brussels Treaty Organization, the Standing Group and SHAPE to provide information on the measures they were taking or planning to take on the subjects listed and agreed for study. The Secretariat was then to circulate the information provided (as AC/23 formal documents) and to prepare a preliminary report summarizing the action taken and suggesting areas where closer cooperation or further investigation would be helpful. After considering the report the Working Group "would no doubt suggest setting up small parties of experts to consider specific problems" (paragraph 5(3) of C-M(52)49). "Finally, a consolidated report would be submitted to the Council suggesting supplementary measures which Governments might take individually or collectively to ensure an efficient civil organization in NATO countries in time of war" (*Ibid.*, paragraph 5(4)).

5. At Annex VI, 4/1 is a listing of the 67 documents created by the Committee on Civil Organization in Time of War (AC/23) between July 1952 and November 1954. This provides the fullest view of the matters studied and methods employed. Nearly all of these documents and the 6 notices and summary records of

the 13 meetings held by the Committee (between June 1952 and December 1954) are on microfilm roll 100 (see also Part A,1 of Annex VI, 4/8). Three formerly COSMIC Top Secret documents are on microfilm roll 119.

6. The AC/23 Committee proposed the establishment of two committees in November 1952 to carry on the detailed technical questions they had begun: a Committee on Refugees and Evacuees (RE) and a Civil Defense Committee (CD). Each of these committees and their records are described below.

7. The AC/23 Committee also created a Working Group on Treatment of Enemy Shipping and Aircraft Immediately before and on the Outbreak of War (ESA). The terms of reference of this Group (AC/23-D/50 of 9.11.53) were agreed at the 10th meeting of the AC/23 Committee (AC/23-R/10, paragraph 12, meeting on 17.11.53). Records of the two meetings of this Group have survived (see Part A,2 of Annex VI, 4/8 for a description and information on microfilm roll numbers where these two records can be found). Their report was submitted to the Committee on 20th February 1954 (AC/23-D/61; see also D/44).

8. The AC/23 Committee also established a Working Group on the Protection of Vital Installations and Key Points (VI). The proposed constitution of a group of experts to study this issue was introduced at the same time (9th November 1953 in AC/23-D/51). Only a single working paper from the early period of this Working Group has survived - a draft of the report to the AC/23 Committee (AC/23(VI)WP/1 of 12.2.54; the finished report is AC/23-D/63 of 10.3.54). The later records of this working group (1956 through 1958) consist largely of reports on national efforts to identify and protect vital installations and key points (see also the documents AC/23-D/34, D/47 and D/48). All of the surviving records and the microfilm rolls containing them are described in Part A,3 of Annex VI, 4/8.

9. One of the last initiatives of the AC/23 Committee was the establishment of the AC/23 Medical Committee (MC). Its origins, work and records are described below. The Committee on Civil Organization in Time of War was desolved by Council decision on 9th November 1955 (C-R(55)50 accepting resolution in C-M(55)95).

F. Committee on Refugees and Evacuees (RE)

1. The establishment of a Committee on Refugees and Evacuees (AC/23-D/24 of 29.11.52) was urged by the AC/23 Committee in its progress report to the Council (C-M(53)27 of 21.3.53). AC/23-D/29 is a report by the RE Committee Chairman. Its terms of reference is in C-M(52)101 of 10.11.52.

2. The 42 documents of the RE Committee are listed and their location on the microfilm rolls is indicated in Annex VI, 4/2. The documents are made up largely of questionnaires and responses by nations along with reports of the three working groups (4-Pays and 7-Country and Central Europe) examining the anticipated problem of coping with refugees from Germany and their onward evacuation. The location on the microfilm rolls of the 7 notices, 9 summary records of meetings and the single working paper of the RE Committee is indicated in Part B of Annex VI, 4/8. The surviving records of the RE Committee's three working groups

are listed in the same Annex. No separate records of the Ad Hoc Working Party on Evacuation and Dispersal have survived (but see AC/23(RE)D/39, D/41 and N/6).

3. The AC Committee on Refugees and Evacuees was dissolved by mutual agreement between the Chairman of the RE Committee and the Chairman of the Civil Defense Committee which absorbed its functions. A Senior Committee document (AC/98-D/22) of 11th July 1956 laid out the reorganization proposal and directed that the terms of reference of the RE Committee (in paragraphs 7 and 8 of C-M(52)101) be added to those of the CD Committee. The two remaining subgroups on evacuation and dispersal and that on refugees in Central Europe became subgroups of the CD Committee (AC/23(CD/RE)(Sub-Group I) was the successor of AC/23(RE/CE).

4. The Council concurred in this reorganization at its meeting on 4th July 1956 (paragraphs 53 and 54 of C-R(56)36). This reorganization was promulgated to both Committees in identical notices (AC/23(RE)N/5/AC/23(CD)N/15 of 7.5.56 and AC/23(RE)N/7/AC/23(CD)N/18 of 6.8.56).

G. Civil Defence Committee (CD)

1. At the same time that the Council established the Refugee and Evacuee Committee, it also established the Civil Defence Committee (C-M(52)101 of 10.11.52 contains its terms of reference; AC/23 Committee proposal for establishment is AC/23-D/25 of 20.11.52). The Secretary General addressed the assembled experts making up this new Committee at its first meeting on 9th and 10th February 1953 (paragraphs 1-10 of AC/23(CD)R/1). Lord Ismay recognized that,

There was perhaps a feeling in certain quarters that civil defence was a matter for each individual nation. This was not disputed, but international co-operation in this respect should not be precluded. All fourteen nations were pledged to build up their collective strength, and civil defense in total war was an essential element in collective defense. (paragraph 3)

He reminded the experts that in total war civil defense plans formed an integral part of the whole military defense plan and could not be isolated. Therefore, the Standing Group and SHAPE should be represented on the CD Committee.

2. The CD Committee agreed on a revised program of work at its first meeting (Annex to AC/23(CD)R/1). Questionnaires were devised and national responses submitted and circulated. Consolidated reports were prepared. Numerous working groups of technical experts were established by the CD Committee. These met and prepared documents and reports for consideration by the parent committee and onward submission or incorporation into periodic progress reports to the Senior Civil Emergency Planning Committee.

3. Annex VI, 4/3 lists the 284 documents originated by the Civil Defense Committee between 1953 and 1958 along with information on the microfilm rolls containing them. Part C of Annex VI, 4/8 identifies the rolls of film containing the 42 notices and 13 summary records of meetings originated by the CD Committee through 31st December 1958.

4. The 3 CD working papers created in 1953 by a Technical Sub-Group on Protection of the Civilian Population against Poison Gas are on roll 100. Its report is AC/23(CD)D/83 of 22.3.54. A CD working paper (AC/23(CD)WP/2 of 22.12.53) contains three papers prepared by SHAPE in response to questions posed by the CD Committee at its meeting in November 1953 (AC/23(CD)R/3) including comments on vesicant gasses and biological warfare.

5. Most of the twelve working parties of experts which created distinct records met just a few times, created a few documents and submitted a few reports before they ceased to operate. All of the unlisted documents, notices, records of meetings and working papers of the 12 working parties are found in alphabetical order (after CD/...) in Part C of Annex VI, 4/8 with information on the rolls of microfilm on which the records are found. Many of the working groups studied organizing and preparing aid to the populations which would suffer from an act of war. One of the earliest working groups to be established in this area was the Ad Hoc Working Party on Firefighting (AC/23(CD)FF) which originated 11 documents between 1954 and 1958. One scheme considered worth studying was the organization of mobile columns (AC/23(CD)MC) - not to be confused with the records of the Medical Committee, AC/23(MC) described below). Its recommendations were presented to the CD Committee in September 1954 (AC/23(CD)D/97).

6. The Working Party on Civil Defence in a Port Area met just once. The Working Party was made up of concerned officials of Belgium, Germany, the Netherlands and the U.K. Port authorities of Antwerp, Hamburg, Rotterdam and London were joined by representatives of the PBEIST and its Working Group on Ports and Beaches. In a three day meeting (13-15.9.55) they discussed warning arrangements, including special warnings for fallout, for gas and for biological warfare, as well as blackouts, shelters, fire and police organization, organization of civil defense, recruiting and training of personnel, communications, protection of vital points and special risk sites (oil storage, etc.), vessels in the port areas and such special problems as radioactivity (AC/23(CD/P)WP/1).

7. The promulgation of the new assumptions and their impact on civil defense planning caused the CD Committee to address the problem of the lack of information on which to base future plans. The Scientific Working Party (AC/23(CD)SC) was established by the CD Committee at its 7th meeting in November 1955 to study the effects of thermonuclear explosions - blast, heat and radioactivity, including fallout (AC/23(CD)R/7, Item III). Its terms of reference are in its first document (AC/23(CD)SC)D/1 of 21/12/55) which also set out ten areas to study and the agenda for its first meeting: to consider the effect of an underwater or surface water burst of thermonuclear weapons and the probable pattern and effects of fallout from a thermonuclear explosion. Because of their probable particular interest to reviewers, the fifty documents originated by the Scientific Working Party between December 1955 and 1958 are listed with information on the rolls of microfilm where they appear in Annex VI, 4/4.

8. Two additional working parties - on shelters and on warnings also were established soon after the Civil Defense Committee examined the application of the new assumptions on the work of the Committee. The 14 documents of the

Working Party on Shelters (composition and terms of reference in AC/23(CD)D/111 of 29.7.55) are listed in Annex VI, 4/5. The 12 documents of the Working Party on Warnings (composition and terms of reference in AC/23(CD)D/112 of 29.7.55), dealing primarily with warnings of radioactive fallout, are listed in Annex VI, 4/6.

9. The Senior Civil Emergency Planning Committee, at its first meeting held on 26th and 27th January 1956 "invited the Civil Defense Committee to study the problems relative to public utilities in time of war" (AC/98-R/1, paragraph 170). Three working parties were established initially by the Civil Defense Committee (AC/23(CD)D/129 of 12.3.56) for electricity (CD/E), gas (CD/G), and water (CD/W). A fourth utility was considered by a Working Party on Sewers established late in 1956 (AC/23(CD)D/158 of 15.11.56). Its report is AC/23(CD/SC)D/35. The common civil defense measures were considered at a joint meeting (AC/23(CD/W,G&E)R/1, an undated 13 page summary of the meeting annexed to both AC/23(CD/E)R/1 and AC/23(CD/G)R/1, both on roll 178). Separate reports were prepared by the three working parties to cover maintenance of supplies.

H. Medical Committee (MC)

1. The Committee on Civil Organization in Time of War established a Medical Committee, AC/23(MC), in June 1954 as one of its last actions (AC/23-D/65 of 28.6.54).¹¹ It consequently fell to the Civil Defence Committee to provide it guidance and receive its reports through most of this period. The MC was tasked in its earliest years specifically to collect and disseminate information on planning for treatment of injuries caused by hydrogen and atomic bombs, biological warfare agents and chemical warfare (AC/23(MC)D/1) while the terms as revised in 1958¹² called for the MC "to undertake the study of medical problems submitted by the Senior Committee, by other NATO committees, by NATO members or which the Medical Committee itself may wish to raise" (AC/23(MC)D/78 (Final).

2. The 105 documents originated by the MC between September 1954 and December 1958 are listed in Annex VI, 4/7. Information on the microfilm rolls containing the 27 notices, 8 summary records of meetings and the single working paper is in Part D of Annex VI, 4/8.

I. Reports of the AC/23 Committees

1. The periodic reports of the AC/23 Committees are excellent summaries of the progress made, internal structural reorganizations and establishment of new working groups, the studies completed or still in progress, the shifts in emphasis in the committees' programs, and the impact of national and

¹¹ The approved terms of reference are Annex A. At Annex B and in AC/23(MC)D/2 of 22.9.54 are supplementary items for the terms of reference suggested by the U.S. which were considered at the first meeting of the Committee (AC/23(MC)R/1) held on 22nd November 1954. The approved terms are also reproduced as AC/23(MC)D/1 of 14.9.54.

¹² A proposal for revision of the terms of reference was drafted on 15th January 1958, discussed at the 7th meeting of the MC and revised. Final approved terms of reference were promulgated in December 1958 (AC/23(MC)D/78 of 15.1.58, revised on 19.3.58; the final is dated 19.12.58; the meeting is AC/23(MC)R/7). The changes greatly simplified the terms, making them extremely broad and flexible, and placed the Senior Committee as the body to which the Medical Committee would report and from which it could receive guidance.

international forces on their agendas. Following is a brief summary of the most significant reports.

2. The first draft of a progress report to the Council (AC/23-D/17 of 24.10.52) responds to the Council's request for an interim report (C-R(52)16 meeting on 16.7.52). The Working Group recommended modification of the title from "Working Group" to "Committee" on Civil Organization in Time of War and recommended approval of the establishment and proposed terms of reference of the committees on Refugees and Evacuees (RE) and Civil Defense (CD). It recommended that the Secretary General establish a small section of the International Secretariat to be composed of persons qualified to deal with all technical problems connected with refugee and civil defense matters.

3. This first draft report was considered by the AC/23 Committee at its meeting on 6th November 1952 (AC/23-R/4) and was amended and submitted to the Council (C-M(52)101 of 10.11.52). The Council approved the recommendations at its meeting on 19th November (C-R(52)29) and it was incorporated into the "Report by the Secretary General of progress during the period 4th April to 30th November 1952" (C-M(52)125 of 8.12.52).

4. A second progress report (AC/23-D/30 of 14.3.53) was received by the Council (C-M(53)27 of 21.3.53) and considered at the Council's 11th meeting of 1953 (C-R(53)11 meeting on 25.3.53). The Committee Chairman suggested that the AC/23 Committee take over from the Civil Defense Committee of the Brussels Treaty powers. But the Council decided that there was still useful work for the Brussels Treaty's Committee to perform and that instead the AC/23 Committee should maintain close contact and to regard it as a kind of regional clearing house for the NATO Committee. As the AC/23 Committees became more active they assumed full responsibility for civil affairs planning in Western Europe.

5. The third progress report submitted to the Council (C-M(53)148 of 14.11.53) notes the establishment of the 4-Pays subgroup of the RE Committee to examine the problem of dealing with refugees from Germany in the event of war. A letter from the Deputy Secretary General to the U.S. High Commissioner in Germany on the subject had been sent (AC/23-D/33 of 26.5.53).

6. The AC/23 Committee's third report noted that it was considering the establishment of a small working party of experts to prepare for the use of NATO Governments a comprehensive body of advice on the selection of key points and on the most effective and economical means of protecting them. (See AC/23-D/34 of 2.7.53 which sets out the situation; terms of reference are AC/23-D/51 of 9.11.53; report of the working party is AC/23(VI)WP/1 of 12.2.54 and AC/23-D/63 of 10.3.54).

7. The Committee also was considering setting up a small group of experts to examine whether advice could be provided to NATO Governments on action to be taken in respect to enemy shipping and aircraft on the outbreak of war. (This leads to establishment of the Working Group on Treatment of Enemy Shipping and Aircraft, AC/23-D/44 of 9.9.53 and AC/23-D/50 of 9.11.53. Their report is AC/23-D/61 of 20.2.54). The Council took note of the AC/23 Chairman's report at its meeting on 25th November 1953 (C-R(53)49).

8. The final document of the Committee on Civil Organization in Time of War is dated 19th November 1954 (AC/23-D/67). It circulates the text of a letter addressed by the Executive Secretary to all of the secretaries of NATO committees and working groups (RDC/571/54) calling attention to the appointment "in June 1954" of Sir John Hodsoll as Senior Civil Defense Advisor, of the work he had performed and of his availability to advise any NATO committee wherever civil defense problems arise in the course of their work. In fact, Sir John was already at work in early May 1954 as he outlined for the Civil Defense Committee at their meeting on 4th and 5th May 1954 the manner in which he as the Chief Technical Advisor to the NATO CD Committee and his assistant envisioned their duties (Annex B to AC/23(CD)R/4).

9. Sir John set out the "Order of Priorities of Civil Defense Measures" in a memorandum on 25th June 1954 (AC/23(CD)D/91) which identified four priority international matters: warning systems, communications, the ability to give mutual support, and the care of the homeless. He also identified several additional national measures which required local action. He describes national preventive measures which would minimize casualties and damage (e.g., evacuation, shelters, education of the public, provision of respirators-gas masks) and remedial measures (such as organizing of local and national civil defense services; authorizing those organizations to issue necessary instructions; and providing training facilities, equipment and handbooks; and recruiting personnel). The memorandum also described general measures of the highest priority which would affect all the others: a requirement for scientific research especially on atomic, chemical and biological warfare - to cover protective measures and the action which can be taken by civil defense services and civil populations. Other measures included building up of the CD services, measures to increase their efficiency, protective measures in industrial establishments, the securing and disseminating of information about casualties, missing and evacuated.

10. The AC/23 Committee reviewed Sir John's memorandum at its final meeting on 2nd December 1954 (AC/23-R/13) and submitted it to the Council suggesting the formulation of a resolution drawing countries' attention to the paper. This was done as C-M(55)2 (4.1.55). When discussed by the Council on 19th January 1955, the Council invited the member Governments to make use of the priority indications contained in it as a guide when developing their own national civil defense plans. Much of the form of reporting on international and national civil defense programs between 1955 and 1958 addressed the measures initially suggested in Sir John's memorandum.

11. The attention of the Civil Defense Committee from 1955 through 1958 focused on the "new assumptions." At the Civil Defense Committee's meeting on 30th and 31st May 1956 (AC/23(CD)R/8) the Committee decided that each country should report on the state of its planning in regard to the seven points listed in the Annex to the meeting record (same as Annex to AC/98-R/2) indicating the national goals adopted for each point. These reports could touch on the international aspects. Guidance in preparing the report was provided in "High Priority Goals and Objectives in the Field of Civil Defense" (AC/23(CD)D/141 of 23.6.56). Based on these reports the Secretary of the CD drafted a report with the same title to the

Senior Committee (AC/23(CD)D/144 of 14.9.56 and Addendum of 21.9.56) for consideration at the meeting of the CD Committee on 3rd and 4th October 1955.

12. This report (AC/98-D/31 and Addendum) was considered by the Senior Committee at its meeting on 14th and 15th January 1957 (AC/98-R/3) along with the reports of all of the other emergency planning boards and committees. The national reports on the seven priority objectives and progress in civil defense planning were consolidated and submitted as AC/23(CD)D/153 (of 22.9.56 with three addendums to 30.1.57) and D/154 (Belgian response of 26.9.56).

13. The Medical Committee made an oral presentation at that same meeting (*ibid.*, paragraphs 78-82). There is no report by the Refugees and Evacuees Committee as the CD and RE Committees had agreed in June 1956 to amalgamate the RE into the CD and to include the question of evacuation as a part of the CD's report on high priority goals (AC/23(CD)D/141).

14. The Senior Committee's evaluation of this plethora of reports led to the conclusion that an annual review in the civil emergency planning field, having the same broad objectives as that of the military annual reviews, was necessary (AC/98-D/40). The CD Committee and the MC were asked to report by 1st July 1957.

15. Sir John Hodsoll drafted a questionnaire for the 1957 annual progress review for the use of the Civil Defense Committee (AC/23(CD)D/175 of 11.3.57, approved as information request no. 69 in AC/23(CD)D/176 of 21.3.57). The national responses are incorporated into a single report by the CD Committee to the Senior Committee (Part III of AC/98-D/53 of 13.9.57) covering the high priority goals and objectives of the Council (set out in C-M(57)12 of 8.2.57). The Medical Committee submitted a comparable report (AC/98-D/54). These and similar reports were consolidated with recommendations by the Senior Committee into C-M(57)131 and were discussed at the Council meeting on 12th March 1958 (C-R(58)15).

16. When considering the CD report, the Council set out new "super priorities" for civil defense planning (in Part I of Appendix I to C-M(57)131 of 13.11.57) on which it wanted a report by mid-1958. Included among the super priorities were such items as: (a) warning arrangements, including warnings of fallout; (b) recruiting, organizing, equipping, and training of civil defense services, including mobile columns; and (c) planning for evacuation, dispersal and reception arrangements in evacuation areas.

17. Member Governments were asked to identify their absolutely essential yearly national goals, to indicate what progress had been made in achieving those goals (by 1st January 1958), the reasons why the goals could not be reached, or could be reached with considerable delays and what funds were being made available or were expected to be made available in the future (*ibid.*)

18. The "1958 Review of Civil Defense Planning" was discussed at the CD Committee meeting in May (AC/23(CD)R/12) and submitted to the Senior Committee in July (appeared as AC/98-D/68 of 12.7.58). The CD Committee reported: (a) that its final report on the civil defense services in peacetime national disasters (AC/23(CD)D/196 and D/208) had been adopted by the Senior

Committee and forwarded to the Council for approval (C-M(58)102 of 25.6.58); (b) that the problem of control of population under nuclear conditions had been the subject of two meetings and a final report had been forwarded to the Senior Committee (AC/98-D/64 of 3.7.58); (c) that the Committee's conclusions on the preparation in peacetime and mobilization of civil defense services were submitted to the Senior Committee on 3rd July 1958 (AC/98-D/65); (d) that a final report on the assistance of the armed forces to civil defense was forwarded to the Senior Committee at the same time (AC/98-D/66); and (e) that the Committee had not yet reached final conclusions on a great variety of other subjects.

19. When discussing the CD Committee's report at its meeting on 15th and 16th October 1958 (AC/98-R/5) the Senior Committee noted the psychological and financial problems which needed to be solved and recognized that there were intractable national problems. A report of the decisions taken by the Senior Committee at its October meetings affecting CD are in AC/23(CD)D/278 (10.11.58). The conclusions of the Senior Committee on the CD and other planning committees' reports were given to the Council in C-M(58)129 (8.12.58). They were discussed at its 6th meeting in 1959 (C-R(59)6 of 16.2.59) and several portions were incorporated in the Secretary General's progress report covering the period 1st July to 31st December 1958 (C-M(59)29 of 18.3.59).

J. AC/23 Conclusions

1. All of the AC/23 records created between 1952 and 31 December 1958 by the Committee on Civil Organization in Time of War, the Committee on Refugees and Evacuees, the Civil Defense Committee and the Medical Committee and their subordinate working groups were downgraded to Unclassified by decision of the Civil Defense Committee in NATO Restricted document AC/23-N/323 (18.1.80, Decision on 30.5.80). This downgrading action is also noted by DN(80)27 (3.6.80). Nearly every pre-1959 document proposed for release in this report is listed in both languages in Annex A, B and C of AC/23-N/323 (18.1.80).

2. The Civil Defense Committee should undertake the review for release of the 1952-1958 records created by its predecessors, the Committee on Civil Organization in Time of War, the Committee on Refugees and Evacuees, the Civil Defense Committee and the Medical Committee and advise the Council of its determination. The Consultants recommend that they all be released without reservation.

3. When this is agreed, the pages (or portions of pages) listing the 1952-1958 documents in Annexes A, B and C of AC/23-N/323 (18.1.80) should be downgraded to Unclassified and be released. A listing of the affected AC/23 document series and the pages of the annexes to AC/23-N/323 is provided in Part E of Annex VI, 4/8 of this Report.

K. Committee on Wartime Commodity Problems (AC/25)

1. The U.K. representative suggested that the Council invite the experts on food and agriculture problems attending an FAO meeting in Rome to visit Paris to examine a proposal for a NATO food and agriculture planning body (C-M(52)29 of

9.6.52). Delegations were unsure whether the proposal was acceptable in their capitals and the idea was modified to authorize an informal meeting (C-R(52)8 meeting on 11.6.52).

2. At their 11th meeting on 25th June 1952 (C-R(52)11), the Council discussed two papers, "Civil Imports in Time of War" (C-M(52)37) and "Organization of the Supply and Distribution of Commodities in Time of War - Note by the French Delegation" (C-M(52)41). The French representative urged the creation of a committee to study questions of an authority which in wartime would be responsible for establishing transport plans and allocating military and civilian supply priorities. Other delegations felt this proposal was premature. The Council Chairman was asked to draft the terms of reference of a committee for economic organization in time of war. The one page draft (C-M(52)47) was submitted on 30th June 1952.

3. The Council modified the language of the proposal at its meeting on 9th July (C-R(52)15) to direct the proposed committee to: (a) make recommendations to the Council about the committees and working groups, whether already existing or to be established, which should be responsible for estimating the requirements and availabilities in time of war of the more important commodities; and (b) coordinate the work of committees and working groups referred to above and make recommendations on the problems which arise as a result of the studies by the commodity working groups.

4. The report identified the existing boards and committees in the field of economic organization in time of war (AC/25-D/1 of 17.7.52) as: the PBOS (formed in 1950 by Resolution 4/9 of the Council), the PBEIST (formed in July 1952 by C-M(52)45), the Working Group on Civil Import Requirements in Time of War (formed by the Council Deputies in June 1951 by D-D(51)135), PPC (formed by the Council Deputies in January 1952 by D-D(52)6), and a Working Group on European Steel Supplies (formed in January 1952 by FEB-R(52)1).

5. At its first meeting on 17th July 1952 (AC/25-R/1) the Committee expanded on the concept of "to co-ordinate" (in subparagraph b) to include approval of terms of reference for working groups, collection and collation of their reports, and the extraction of conclusions on which the Committee would base its recommendations to the Council. The Committee also decided to replace its provisional name with that of "Committee on Wartime Commodity Problems."

6. The original proposal to establish a food and agriculture organization was revived in September (AC/25-D/3 of 19.9.52 and discussed at a meeting on 25th September AC/25-R/3). The U.S. delegation proposed draft terms of reference for a food and agriculture planning body (AC/25-D/6 of 26.9.52) which after much discussion and revision, was finalized on 3rd November 1952.

7. The Economic and Finance Division of the International Staff submitted a note in October suggesting studies which the AC/25 Committee might undertake usefully (AC/25-D/5 of 2.10.52) - most of which subsequently were examined by the Committee.

8. At the same time the French delegation submitted a further

memorandum on organization of work recommending: (a) that the Working Group on Civil Import Requirements be attached to the AC/25 Committee, (b) that the AC/25 Committee should coordinate the work of the PPC along with those of other specialized commodity groups, (c) expansion of the competence of the Working Group on Steel Supplies for European Defense to other raw materials essential to defense orders and extend it to wartime considerations, and (d) creation of a working group on foodstuffs and agriculture - but also to consider creation of working groups for coal, wood and iron ore since together with foodstuffs and petroleum they made up the greater part of imports essential to western European countries (AC/25-D/8).

9. At its meeting on 6th October 1952 the Committee agreed to recommend to the Council the creation of a Food and Agriculture Planning Committee (based on AC/25-D/6) and tasked the U.K. delegation and Secretariat to submit a draft terms of reference for an industrial materials planning board (AC/25-R/4). The draft was submitted on the 14th of October (AC/25-D/9), revised and expanded greatly to cover coal, steel, iron ore, wood pulp, leather and any other industrial raw material not covered above. After consideration at the 7th meeting of the Committee, it was resubmitted on 20th of November as the terms of reference for a NATO Industrial Raw Materials Planning Committee (AC/25-D/14). The terms of reference for a NATO Coal and Steel Planning Committee were submitted for Committee consideration the same day (AC/25-D/13 of 20.11.52).

10. The first progress report by the AC/25 Committee was drafted with many blank paragraphs on 2nd November (AC/25-D/11) and considered at meetings on the 7th and 19th November (AC/25-R/6 and R/7). The Committee resolved at those meetings that there would be a single planning committee for all industrial raw material (i.e. for commodities other than coal, steel and petroleum). This cleared the way for completion of the progress report to the Council (C-M(52)112 of 28.11.52 where the terms of each of the proposed planning committees appear in Annexes A, B and C.

11. The Council considered all of the AC/25 Committee's recommendations at its meeting on 3rd December 1952 (C-R(52)31, Item V). In addition to creating the three planning committees, the Council: (a) amended the terms of reference of the PPC (AC/12) to provide that the PPC report to the Council through the Committee on Wartime Commodity Problems (AC/25) and (b) abolished the Working Group on Steel Supplies for Defense and gave its responsibility to the Coal and Steel Planning Committee.

12. The nature of the work of the Committee on Wartime Commodity Problems (AC/25) is evident from its 48 documents and 21 working papers. They are listed in Annexes VI, 5/1 and 5/2 and are on microfilm roll 104 along with 9 notices and 27 summary records of meetings. The 27th and last meeting of the Committee was held on 20th September 1955.

13. The last dated AC/25 document is a notice (AC/25-N/10 of 4th January 1956 (on microfilm roll 181) reminding delegations of the request to submit comments on the Secretariat's guidance on preparation of memoranda on national readiness measures in the field of commodity supplies (AC/25-D/48(Final)) in order

to prepare a progress report under the new assumptions requested by the Council for April 1956. The Committee on Wartime Commodity Problems was dissolved by the Council on 9th November 1955 (C-R(55)50) when it accepted a resolution establishing the Senior Civil Emergency Planning Committee (C-M(55)95 and C-M(55)100). The Senior Committee noted the final report on national readiness measures in the field of commodity supplies (C-M(55)86) and the recommendations of the Chairman of the defunct committee (in C-M(55)94, Part I, Annex A) at its first meeting in January 1956 (AC/98-R/1).

L. Food and Agriculture Planning Committee (FAPC)

1. The progress reports and associated documents of the Food and Agriculture Planning Committee (FAPC) are particularly helpful in examining that organization's function, status of studies and decisions taken. They show the evolution of thinking and the adjustments made to programs as a result of policy shifts and changes of requirements suggested to or imposed by the Council and after 1955 by the Senior Civil Emergency Planning Committee.

2. Eleven months after its first meeting, the FAPC invited the Chairman and the International Staff to prepare a draft of a first progress report to the Council (AC/25(FA)R/5 meeting on 16-17.11.53). It was to focus on the administrative measures which member countries ought to take to prepare in peace covering matters concerning the Committee and on their present state of preparedness.

3. The draft report (AC/25(FA)WP/3 of 28.1.54) was considered at the Committee's next meeting on 1st and 2nd February 1954 (AC/25(FA)R/6, Item V). The draft was revised (second draft AC/25(FA)D/42 of 11.2.54) in light of the discussion and considered at the following meeting (AC/25(FA)R/7 meeting on 1-3.3.54) where final amendments were agreed and it was forwarded to the AC/25 Committee for consideration (AC/25-D/31 of 9.3.54, considered at the meeting AC/25-R/18 on 15.3.54 along with draft comments to the Council, AC/25-D/32).

4. The 22-page "First Report of the Food and Agriculture Planning Committee to the Council" (C-M(54)19 of 16.3.54) was discussed at the Council's meeting on 24th March 1954 (C-R(54)9) and deferred to a meeting on 7th April 1954 (C-R(54)14). The Council accepted this as simply an initial progress report of the work so far done by the FAPC and approved the recommendation (paragraph 2 of C-M(54)19) to invite governments that have not already done so to take necessary steps to prepare for the speedy introduction of food rationing at the outbreak of war.

5. The process of preparing another progress report began in November 1954 with a review of progress in defense planning in the field of food and agriculture (AC/25(FA)D/55 of 25.11.54). The Committee approved the procedures (at AC/25(FA)R/10 meeting on 11-12.1.55) to be based on updated replies to questionnaires on national readiness measures (AC/25(FA)D/1) and on rationing (AC/25(FA)D/34, national responses are in AC/25(FA)D/56/1 through /9).

6. Before work on the second progress report could be completed, the Chairman reported to the FAPC (AC/25(FA)R/12 meeting on 26.7.55) on the meeting of the chairmen of all of the emergency planning committees held on 28th

March 1955 (under the Deputy Secretary General) to discuss application of the new assumptions to the work of the various NATO committees and the coordination and reorganization of the committees' work. The Committee discussed the problem of assessing fallout and contamination of agricultural products and livestock. The Senior Civil Defense Advisor (Sir John Hodsoll) shared Civil Defense Committee documents (AC/23(CD)D/98 and D/106) and the FAPC had already distributed a paper on the "Further Assumptions" (AC/25(FA)D/58 of 28.6.55).

7. The FAPC agreed at its meeting on 26th July 1955 to adopt the draft progress report (AC/25(FA)WP/18) as the basis for its report to the Council - with additions to expand it by reference to the new assumptions - emphasizing the first 30 days and reference to stockpiling and decentralization. The Committee also agreed to submit the proposed report on the "Applications of the new assumptions to the current work of the Food and Agriculture Planning Committee" (AC/25(FA)WP/16 of 13.7.55) in response to the Council's request. The "Second Progress Report of the Food and Agriculture Planning Committee to the Council" is the penultimate document of the Committee on Wartime Commodity Problems (AC/25-D/47 of 11.8.55).

8. Reorganization of the NATO civil emergency planning committee structure was introduced about this same time (C-M(55)75 of 20.8.55). The FAPC report was consolidated into a Council report on "National readiness measures in the field of commodity supplies in the event of an emergency" (C-M(55)86 of 6.10.55, Annex D).

9. The Secretariat reported to the FAPC (AC/25(FA)N/23 of 24.5.56) on the second meeting of the Senior Civil Emergency Planning Committee (AC/98-R/2 of 26-27.4.56) which adopted a new basis for nations to report progress in planning national stockpiles (AC/98-D/18). At the same meeting the Senior Committee invited member governments to make every effort to establish necessary food stocks for the first 30 days. This report was discussed at the FAPC meeting on 29th May 1956 (AC/25(FA)R/16).

10. A draft report (AC/25(FA)WP/24 of 15.9.56 based in part on WP/22 and WP/23) was reviewed and revised by the FAPC at its meeting on 24th and 25th September 1956 (AC/25(FA)R/18) and forwarded to the Senior Committee. The report covered: (a) stockpiling and storage for national requirements; (b) stockpiling to meet the needs not appropriately met by national stockpiles; (c) plans for organization of food supplies; and (d) plans for the most effective utilization and protection of national sources of food supplies (Annexes I to IV of AC/98-D/33 of 26.10.56). The FAPC concluded that for various reasons - among them financial difficulties or unwillingness of member countries to take action - very little progress had been achieved in most countries in the field of planning for survival of the population during the first 30 days. The Committee sought the guidance of the Senior Committee on line of action to take in the face of this conclusion.

11. The Senior Committee decided (paragraph 61 of AC/98-R/3 of 15.1.57) that the FAPC should proceed on a country-by-country examination of the vital minimum measures necessary to ensure food supplies for the first 30 days in terms of stocks, organization and distribution. The U.S. offered at the same meeting

to assist member nations in building up of stocks from U.S. surplus via bilateral agreements.

12. The FAPC discussed the recommendations of the Senior Committee (distributed as AC/25(FA)D/70 of 18.2.57) at its meeting on 25th February 1957 (AC/25(FA)R/19). The Committee established a subgroup (made up of representatives of Belgium, France, Germany, Greece, Norway and the U.K.) which organized its work to require national responses under four headings: present and future national plans, financial commitments, dates when these plans would be realized and the physical and organizational measures achieved by 1st July 1957 (AC/25(FA)D/71 of 18.3.57, approved information request no. 68). The subgroup of six divided into two groups for the detailed country-by-country study and reported to the full committee on 12th June 1957 (AC/25(FA)WP/28).

13. In its report to the Senior Committee (AC/98-D/48 of 1.8.57) the FAPC concluded that "...none of the countries have taken measures to build up stocks to ensure food supplies for the first 30 days....the lack of progress is mainly due to the absence of financial provision." It also concluded that stocks held on farms and by the food trade and industry were "...badly located both as regards vulnerability and availability to consumers in an emergency." The Committee asked the Senior Committee to recommend that countries reconsider their food stockpiling measures. The bulk of the report is a country-by-country examination of the responses to the questionnaire.

14. The Senior Committee examined and endorsed these recommendations and several additional conclusions (drawn from AC/98-D/48) by its own staff (in Part IV of AC/98-D/56 of 16.7.57, Annex B) at its meeting on 15th and 16th October 1957 (AC/98-R/4). The pertinent parts of the Senior Committee's record of the meeting were reported to the FAPC in November 1957 (AC/25(FA)D/72 of 26.11.57). The thinking of the Senior Committee for future reports on the "super priorities" is also included. The chairman briefed the FAPC at its meeting in January 1958 (AC/25(FA)R/21 meeting on 16-17.1.58) where the relevant parts of the "Progress Report on Emergency Planning" to the Council were discussed (Part II, Section IV of C-M(57)131 of 13.11.57; revised 11.2.58).

15. The Council called for yearly reviews of all of the vital measures needed for the immediate purposes of survival (Appendix I to Part I of C-M(57)131). A questionnaire prepared by the Civil Emergency Planning Yearly Review Sub-Committee of the Senior Committee called for national responses on various issues by 1st April 1958. The FAPC was required to study those sections of the country replies in their field of responsibility and submit their comments to the Sub-Committee (AC/134-D/1(Final)).

16. When the FAPC met in May 1958 (AC/25(FA)R/21 meeting on 28-29.5.58) several of the national responses had not yet been received and circulated (AC/134-D/4 and Addenda). A further meeting was proposed for July in order to consider a draft report to be prepared by the Secretariat based on delegations' reviews of the national review reports insofar as these related to foods supply. The Committee also wanted to incorporate in some way the report by the Scientific Working Group on Long-Term Food Storage (AC/25(FA)D/73 - based on the 10

working papers produced by the Working Group in November and December 1956). No further meetings were held in 1958.

17. The draft report to the Senior Committee, "1958 Civil Emergency Planning Yearly Review" (AC/25(FA)D/75 of 25.6.58), included a proposal on the composition and functions of a wartime food and agriculture board. The report also noted the need to coordinate closely with the proposed Central Supplies Agency (outlined in Part V of C-M(57)15).

18. Following discussion and amendment by the Chairman and delegations, the report reached the Senior Committee in July 1958 (AC/98-D/70 of 17.7.58). The Senior Committee reviewed the FAPC report (along with those of other boards and committees) and a draft summary and commentary (AC/98-D/75) at its 5th meeting on 15th and 16th October 1958 (AC/98-R/5). The Senior Committee approved all of the recommendations (in Section IV (Food) of AC/98-D/75 at AC/98-R/5, Item B) and submitted its final report on the 1958 Yearly Review to the Council (C-M(58)129 of 8.12.58). The 80th and last 1958 document of the FAPC circulated pertinent extracts from the record of the meeting of the Senior Committee (AC/25(FA)D/80 of 28.11.58).

19. The 81 documents and 29 working papers of the Food and Agriculture Planning Committee are listed in Annexes VI, 5/3 and 5/4. The location of each item on the rolls of microfilm is indicated. The rolls of microfilm containing the 34 notices and 22 summary records of meetings of the FAPC are identified in Part B of Annex VI, 5/9. That Annex also identifies the microfilm rolls containing all of the surviving records of the Sub-Group on Fertilizers (FA/F), the Sub-Group on Stockpiling of Wheat (FA/SW), and of the Scientific Working Group on Long-Term Food Storage (FA/WG).

M. The Coal and Steel Planning Committee (CSPC)

1. The Coal and Steel Planning Committee was established by decision of the Council at its meeting on 3rd December 1952 (C-R(52)31). The Committee had held nine meetings up to March 1955 when it drafted its first annual progress report to the Committee on Wartime Commodity Problems (AC/25(CS)WP/9 of 1.3.55). The Report noted that two working groups had been formed at the outset - one for coal and one for steel to study problems peculiar to each section (no series of records of these working groups has survived on microfilm). The draft report identified two problems: the lack of direct liaison with western Germany and the lack of liaison with the European Coal and Steel Community. (Problem of liaison with Germany previously laid out in AC/25-D/25, an interim report of the Chairman of the CSPC to the Committee, 22.9.53.)

2. The report noted some progress: (a) in peacetime readiness measures where a questionnaire had been sent to nations and a consolidated report had been prepared (AC/25(CS)WP/1 of 18.3.54); (b) the CSPC had undertaken several technical studies of coal and steel stockpiling; (c) the Committee had accepted most of the principles in the U.K.'s paper on the functions of commodity boards in war (AC/25(CS)WP/6 of 3.11.54); (d) the CSPC had begun examining the

problem of coal and steel supplies for NATO countries in wartime (AC/25(CS)WP/8; and (e) had collected and forwarded information on the scale of the manpower problem (AC/25(CS)D/19 of 7.7.53 and replies) to the Expert Working Group on Manpower (AC/36-D/29).

3. The CSPC considered the draft report at its meeting on 29th March 1955 (AC/25(CS)R/10) and agreed to forward it to the Council as it represented the end of the phase where assumptions were based on conventional warfare and before any consideration was given to the new assumptions. With some modifications the draft (AC/25(CS)WP/9(Revised) of 12.4.55) was submitted to the Committee on Wartime Commodity Problems for forwarding to the Council. (The Council, however, had already focused on the application of the new assumptions to the emergency planning committees and it was never presented as a Council document.)

4. The "further assumptions" and "application of new assumptions" papers were circulated to the CSPC on 16th June 1955 (AC/25(CS)D/25 and D/26). Two working papers were issued simultaneously on "Studies to be made on the basis of the new assumptions" and the "Effects of the new assumptions on the current work of the Committee" (AC/25(CS)WP/12 and WP/13 both dated 17.6.55).

5. The CSPC submitted questionnaires on national readiness measures and on national stockpiling and distribution of coal for the first thirty days of war (AC/25(CS)D/30 of 13.2.56 with responses as addenda through 9.5.56 and AC/25(CS)D/31 of 29.5.56). A draft report on the latter subject was prepared in August 1956 (AC/25(CS)D/32 of 28.8.56), discussed and revised at the Planning Committee meeting on 21st September 1956 and submitted to the Senior Committee on 17th October 1956. Part I of the report dealt with broad principles and the goals and objectives the CSPC felt should be realized by member countries. Part II consisted of country statements on the state of their national coal defense planning to meet thermonuclear conditions (AC/98-D/36).

6. The Senior Committee considered the CSPC report at its meeting on 14th and 15th January 1957 (AC/98-R/3) and concluded that the time had come to give consideration to the requirements in the recovery period, *i.e.*, after the first 30 days. The Senior Committee had established a Working Group to Examine International Co-ordination of Supplies in Wartime (AC/101 described below). The report of the Senior Committee's third meeting was circulated to the CSPC in March 1957 (AC/25(CS)D/34 of 15.3.57).

7. At its 2nd July 1957 meeting (AC/25(CS)R/16) the CSPC directed the Secretariat to prepare a draft progress report to the Senior Committee for consideration at its next meeting. The draft report (AC/25(CS)D/45 of 9.10.57) stated that a Working Group on Steel was examining two problems: (a) steel supplies during the first 30 days of war (the Civil Defense Committee, the PBEIST and the PBOS had been asked to state their steel requirements for the survival period); and (b) the rehabilitation of the iron and steel industry (see AC/25(CS)D/39 of 21.6.57 and revision of 27.5.58). The only surviving record of the Working Group on Steel is AC/25(CS/SWG)R/1 (report of a meeting 10.3.58). The draft also reported progress in planning for the establishment of a wartime coal and steel

board and expected to report on that subject at the next meeting of the Senior Committee. The CSPC had begun also a detailed study of manpower problems in the European coal and steel industry and was working with the Manpower Planning Committee to determine how any assessed requirement could be met. In the end, the Chairman of the CSPC made an oral report to the Senior Committee along the lines agreed at the meeting (draft statement is AC/25(CS)WP/18 of 29.8.57).

8. A draft of the 1958 report of progress by the CSPC to the Senior Committee (AC/25(CS)WP/19 of 10.6.58) was discussed at the meeting on 20th June 1958 (AC/25(CS)R/18). The Committee reported that it had agreed on functions of a wartime coal board and of a wartime steel board (detailed in AC/25(CS)D/49 of 30.5.58 where it is attached to an agreed report by the Belgian representative on rehabilitation of the steel industry (AC/25(CS)D/39 revised on 27.5.58 and final of 26.6.58). The Committee reported no further progress on problems relating to steel supplies as the NATO committees had not submitted lists of steel products required. The working paper draft report was amended and submitted (as AC/25(CS)D/50 of 24.6.58) to the Senior Committee (AC/98-D/69 of 17.7.58). It was discussed at the Senior Committee's meeting on 15th and 16th October 1958 (AC/98-R/5, Item B). The Chairman stressed the desirability of establishing separate coal and steel wartime machinery (pertinent extracts are in AC/25(CS)D/51 of 11.12.58).

9. At the same October meeting the Senior Committee accepted (paragraphs 136-150 of AC/98-R/5) the recommendations in the report of the Working Group to Study Certain Proposals Relating to Raw Material Planning (AC/98-D/73 of 29.8.58). The decision suspended the activities of the Coal and Steel Planning Committee and the Industrial Raw Material Planning Committee. Their work was to be absorbed by the Industrial Planning Committee (a new component of AC/25) at least through 1959 when the whole question of consolidation was to be reviewed again.

10. The 51 documents and 19 working papers originated by the Coal and Steel Planning Committee are listed in Annexes VI, 5/5 and 5/6. The roll of film containing each of the listed documents is indicated also. The rolls of microfilm containing the 34 notices and 18 summary records of meetings are identified in Part C of Annex VI, 5/9. The single surviving record of the meeting of the Working Group on Steel (CS/SWG) is on microfilm roll 233.

N. The Industrial Raw Material Planning Committee (IRMPC)

1. The Industrial Raw Material Planning Committee was established by decision of the Council on 3rd December 1952 (C-R(52)31). Its terms of reference had been proposed by the Committee on Wartime Commodity Problems (AC/25-D/14 and C-M(52)112, Annex C).

2. The first order of business was to submit a questionnaire to assess the member nations' state of war-time planning for industrial raw materials (AC/25(IRM)D/2 of 7.3.53) followed by a second questionnaire on the effect of a reduction in seaborne imports on wartime supplies of industrial raw materials (AC/25(IRM)D/20 of 23.6.53; report is AC/25(IRM)D/26 of 16.12.53 and C-M(55)33,

Annex I). A variety of reports on the problems of supply in wartime of various key commodities were prepared and submitted on metals such as tin, molybdenum, tungsten, aluminium, cobalt, nickel and copper; forest products such as woodpulp and timber; and several other products essential to the European wartime effort such as fertilizers and rubber (see list of documents and working papers 1953-55 of the IRMPC in Annexes VI, 5/7 and 5/8).

3. The Senior Committee examined the IRMPC's report on the "Wartime supply position in respect to certain products" (AC/25(IRM)D/45(Revise) of 29.12.55) at its second meeting in April 1956 (AC/98-R/2, Item VIII). The report had been based on the old assumptions and the Senior Committee requested that it be revised in light of the new assumptions. Several delegations also agreed that whenever possible the report should give consideration to the problems on commodities during the second or recovery phase (pertinent extracts are in AC/25(IRM)N/26 of 6.6.56).

4. In September 1956 IRMPC submitted the requested report to the Senior Committee (AC/98-D/35 of 17.10.56; draft is AC/25(IRM)D/50 of 20.9.56) covering the high priority goals and objectives for civil emergency planning. The IRMPC noted that the list of high priority goals drawn up by the Senior Committee (annexed to AC/98-R/2) did not include any which directly concerned the IRMPC. The Planning Committee recommended: (a) approval of its proposal for a review of information to be provided by CDC, MC, the PBEIST and the PBOS on end-items vital for survival; (b) that IRMPC give priority to follow-up on their inquiry into national readiness measures of concern in the industrial raw material area which had been started by the defunct Committee on Wartime Commodity Problems (AC/25-D/48(Final)); (c) that the Senior Committee provide further guidance as to circumstances which should be taken into account in civil emergency planning for the period following the first 30 days of war; and (d) that the Senior Committee determine on the necessary extension of the terms of reference to enable the IRMPC to study problems involving all stages of the industrial process.

5. The Senior Committee considered the report, especially recommendation (d), at its third meeting on 14th and 15th January 1957. It agreed to establish a working group to consider the proposal in light of the recognition of the need for peacetime planning to attain adequate stocks of certain end-items for the survival period and of the need to utilize whatever industrial capacity remained available at the end of that period to produce certain end-items for the purposes of survival and rehabilitation. The working group was to make recommendations on how to accomplish this either through extension of the mandate of the IRMPC or other existing committees (e.g., CSPC) or by the establishment of a new committee. This working group was to be chaired by a member of the International Staff and would consist of representatives of all delegations and the chairman of the appropriate existing committees (IRMPC, CSPC, Defense Planning Committee and CDC). The pertinent portions of the report of the 3rd meeting of the Senior Committee were circulated to the IRMPC (AC/25(IRM)D/52 of 20.2.57) and were discussed at the Committee's meeting on 10th May 1957 (AC/25(IRM)R/15).

6. The Chairman was asked to present the views of the IRMPC to the working group explaining the problems of stockpiling and of production (decision at

AC/25(IRM)R/15). When the IRMPC met again in June 1957 it determined that because of delays in the review of the Committee's terms of reference and because the work had not progressed sufficiently to justify the submission of a written report, that the Chairman should make a verbal progress report to the Senior Committee at its next meeting (AC/25(IRM)R/16 meeting on 27.6.57).

7. The working group had not completed its work when the IRMPC met again in March 1958 (AC/25(IRM)R/17 meeting on 12.3.58). The IRMPC prepared and submitted a 1958 civil emergency planning yearly review progress report to the Senior Committee (AC/25(IRM)D/56 of 11.7.58). In its report the IRMPC recommended suspension of its work until a decision had been taken by the Senior Committee on its new terms of reference. The report before the Senior Committee (AC/98-D/71 of 1.8.58) was noted briefly at the 5th meeting of the Senior Committee on 15th and 16th October 1958 (paragraphs 129 and 130 of AC/98-R/5). The working group's final recommendations (in AC 98-D/73 of 29.8.58) were accepted at the same meeting and the IRMPC was dissolved along with the CSPC.

8. The 57 documents and 17 working papers of the Industrial Raw Materials Planning Committee are listed in Annexes VI, 5/7 and 5/8. The roll of microfilm containing each individual item listed is indicated in those annexes. The microfilm rolls containing the 36 notices and 17 summary records of meetings are identified in Part D of Annex VI, 5/9.

O. AC/25 Conclusions

1. All of the AC/25 records created between 1952 and 31st December 1958 by the Committee on Wartime Commodity Problems and by the Food and Agriculture Planning Committee and its subordinate working groups were downgraded to Unclassified by decision of the Food and Agriculture Planning Committee in NATO Restricted document AC/25-N/260 (18.2.80, Decision on 26.6.80). This downgrading action is noted also by DN(80)30 (4.7.80). Every pre-1959 document of the Committee on Wartime Commodity Problems and of the Food and Agriculture Planning Committee proposed for release in this report is listed in both languages in Annexes A, B and C of AC/25-N/260 (18.2.80). The Food and Agriculture Planning Committee should undertake the review for release of the 1952-1958 records created by its predecessors and advise the Council of its determination.

2. All of the AC/25 records created between 1953 and 1958 by the Coal and Steel Planning Committee and its subordinate working group the Industrial Raw Material Planning Committee were downgraded to Unclassified by decision of the Industrial Planning Committee in NATO Restricted document AC/143-N/229 (18.2.80; Decision on 25.7.80 and Addendum of 8.9.80). This downgrading action is noted also by DN(80)32 (1.8.80) and DN(80)36 (16.9.80). Every pre-1959 document of the Coal and Steel Planning Committee and of the Industrial Raw Material Planning Committee proposed for release in this report is listed in both languages in Annexes A, B and C of AC/25-N/229 (18.2.80). The Industrial Planning Committee should undertake the review for release of the 1953-1958 records created by its predecessors and advise the Council of its determination.

3. The Consultants recommend release without reservation of all of the pre-1959 records of these four committees. When this is agreed, the pages and portions of pages listing the 1952-1958 documents in Annexes A, B and C of AC/25-N/260 and Annexes A, B and C of AC/25-N/229 should be downgraded to Unclassified and released. A listing of the affected AC/25 documents and the pages of the annexes is provided in Part B of Annex VI, 5/9 of this report.

P. Working Group on Labour Mobility - Expert Working Group on Manpower - Manpower Planning Committee (AC/36)

1. At the third session of the Council meeting in Lisbon the report by the Committee on the North Atlantic Community was adopted (C/9-R/3). The report contained a section on manpower (paragraph 28, C/9-D/8) as did the Temporary Council Committee report (paragraph 14 of C/9-D/20). These reports enjoined NATO to consider the mobility of labour in connection with shortages hindering defense production and called for a review of immigration policies and regulations of the member countries. The Council Deputies summarized these issues and established a multilateral working group of representatives familiar with labour and immigration policies in their countries (paragraph 7 of D-D(52)94 of 2.4.52).

2. The new permanent Council discussed the Deputies' proposal at its meeting on 18th September 1952 (C-R(52)21). The Council agreed that a small section of the International Staff/Secretariat should be charged with specific responsibility of dealing with the manpower problem working in close contact with national experts in this field. The results of its work were to be submitted to the Working Group on the Movement of Labour.

3. At its meeting on 15th October 1952 the Council determined that permanent representatives of three countries would act as the hard core of the Working Group. The three had met in private to plan a timetable of work and schedule an initial meeting (C-R(52)25, Part XII and AC/36-D/1 and D/2).

4. At its first meeting on 31st October 1952, the Working Group on Labour Mobility (WGLM) (with the permanent representative of Greece as the first Chairman together with representatives of Italy and the U.S. as the "hard core") decided to take advantage of the presence in Paris of experts on labour questions from several member countries. They established an interim expert working group out of these visitors to meet on 7th November to examine the draft recommendations (in AC/36-D/2) and to provide comments to the Working Group (AC/36-R/1 and AC/36-N-2). No record of this separate meeting has survived, but the original recommendations were revised following the second meeting of the Working Group on 7th November (AC/36-R/2; and see AC/36-D/4 of 14.11.52) and reconsidered and further amended by the WGLM at its third meeting on 18th November (AC/36-R/3).

5. The revised recommendations constituted an interim report by the Working Group on Labour Mobility (AC/36-D/4(Revised) of 19.11.52). It called for the Council to direct the Secretary General to address a communication to all member countries on behalf of the Council inquiring as to steps taken by each country pursuant to the Council's recommendations at Lisbon (C/9-D/20, paragraph

14 and C/9-D/8, paragraph 28 annexed to report) and asking each country to proceed as soon as possible to practical implementation of those recommendations. The interim report to the Council (C-M(52)111 of 28.11.52) and the proposed communication were considered and approved by the Council at its meeting on 3rd December 1952 (C-R(52)31).

6. The WGLM stated in their report that there were three main aspects of the problem of labour mobility:

- (a) action to increase migration, especially from areas with surplus population problems;
- (b) planning to prevent manpower shortages interfering with defense activities; and
- (c) planning to avoid manpower disruption in the event of war.

In the interim report the Working Group stressed the political aspects of the first problem while recognizing the importance of underlying basic economic factors. The communication to member countries was a first step toward urging the importance of the problem and requesting each country inform the Council of the steps they had taken following the Lisbon resolutions on the manpower problems (the responses are AC/36-D/7/1 to D/7/14). The Working Group had established also an expert working party which was scheduled to meet again to determine what NATO could do usefully in fields (b) and (c) and to plan future work accordingly.

7. The 4th recorded meeting of the AC/36 Working Group (AC/36-R/4 meeting on 17.2.53), a meeting of the "Expert Working Group on Manpower," considered AC/36-D/3, D/5 and D/6 in order to plan its future work. The considerations led to a draft program (AC/36-D/8) which was revised at the second meeting of the Expert Working Group on 27th February 1953 (AC/36-R/5; AC/36-D/8(Final) of 2.3.53).

8. Many of the documents nominally created between January 1953 and January 1955 by the Working Group on Labour Mobility and bearing the designation "AC/36" were actually created by this Expert Working Group on Manpower (for example the AC/36 records of meetings: R/4, R/5, R/7, R/10 and R/11). In mid-January 1955 the Working Group's Secretariat called for clearly distinguishing between the two by marking all records originated by the Expert Working Group on Manpower with the serial number AC/36(M)D/, R/ or N/ (AC/36-N/6 of 12.1.55). The 57 documents bearing the designation AC/36-D/1 through D/48 are listed in Annex VI, 6/1. The listing also identifies the number of the roll of microfilm containing each document. The microfilm rolls containing the 9 notices, 15 summary records of meetings and 3 working papers are indicated in Part A,1 of Annex 6/3.

9. A draft interim report by the Chairman of the Expert Working Group on Manpower was tabled on 24th June 1953 (AC/36-D/22) and was discussed at the meeting of the Working Group on Labour Mobility on 17th November 1953. The Chairman provided an oral update on the status of the studies undertaken by the

Working Party (AC/36-R/8). A draft progress report by the Working Group to the Council (AC/36-WP/2 where the progress report of the Expert Working Group is Annex B) was considered and amended at a further meeting on 20th November 1953 (AC/36-R/9). The member- country responses to the questions posed by the Council are in Annex A to the working paper. The approved report to the Council (C-M(53)155 of 20.11.53) was considered at its meeting on 25th November 1953 (C-R(53)49). (One part of the WGLM recommendations was revised in C-M(53)175 of 23.12.53 and considered at C-R(54)1.)

10. An interim progress report was prepared by the Expert Working Group and incorporated responses by member countries to update information on progress on developments in the fields of employment, migration and labour mobility as requested by the Council. (Country responses are AC/36-D/31/1 through D/31/10). The revised reports to the Council (AC/36-D/34 and D/35 of 28 & 30. 10.54; C-M(55)9 of 20.1.55 and C-M(55)12 of 2.2.55) were considered at two Council meetings in February 1955 (C-R(55)4 meeting on 2.2.55 and C-R(55)7 meeting on 23.2.55).

11. The Working Group on Labour Mobility prepared another report to the Council reviewing the 1955 trends in employment, labour mobility and migration together with information on action taken by member countries (summarized in AC/36-N/8 of 2.6.55) and international organizations (AC/36-D/41 of 9.1.56; C-M(56)37 of 23.3.56).

12. In mid-1957 the Working Group again began collecting information on trends in employment, labour mobility and migration (AC/36-D/43 of 31.5.57 and revised as AC/36-D/45 of 10.7.57 with additional national responses in AC/36-D/44[GR], D/46[NO], D/47[FR], D/48[IT]). No final report for 1957 was prepared as the Working Group on Labour Mobility expired.

13. The Expert Working Group on Manpower was renamed the "Manpower Planning Committee" (MPC) by the Senior Civil Emergency Planning Committee on 2nd May 1956 (footnote to AC/36(M)D/14 of 29.5.56). In his oral presentation to the Senior Committee at that meeting, the Chairman of the Expert Working Group noted that they had to know the manpower requirements for various defense activities and for such branches of industry as might be deemed essential even under the conditions of thermonuclear war. It had given consideration to the problem of adapting the machinery for allocating manpower in an emergency to the conditions envisaged under the new assumptions and a study had been made of the role of the employment service in time of war. The Expert Group also was paying attention to the problem of highly qualified scientists and engineers (extract of pertinent portions of the second meeting of Senior Committee are in AC/36(M)D/14).

14. In January 1957 the Chairman of the Manpower Planning Committee made another oral presentation to the Senior Committee. He announced that the Committee was studying four topics: (a) arrangements for the screening and calling up of reservists immediately prior to an emergency, (b) requirements for scientific manpower, (c) registration of essential medical personnel and (d) manpower requirements in the survival period - focusing on adequacy of machinery to control

manpower at the local level (AC/98-R/3 of 14-15.1.57; extracts in AC/36(M)D/31).

15. The Senior Committee invited the Manpower Planning Committee to recommend high priority goals and objectives in the field of manpower for inclusion in the Senior Committee's list (appended to AC/98-D/40). Tentative proposals of NATO manpower goals were presented, commented upon, discussed at several meetings and refined (AC/36(M)D/32, D/35, D/36, D/38, D/39 and AC/36(M)R/9, meeting 15.3.57 and R/10, meeting 15.5.57), and finally incorporated into a formal report to the Senior Committee (draft is AC/36(M)D/40, 22.5.57, discussed at AC/36(M)R/11 meeting on 13.6.57 and revised 18.6.57). The Committee's report with proposed NATO manpower goals was accepted by the Senior Committee at its 4th meeting on 15th and 16th October 1957 (AC/98-R/4; extracts in AC/36(M)D/45). The four NATO manpower goals and objectives were:

- (a) organization of a national employment service,
- (b) control of allocation of labour,
- (c) arrangements for the screening and calling up of reservists, and
- (d) best utilization of specialists.

16. The Manpower Planning Committee's next report (AC/36(M)D/55 of 3.4.58) covering the progress made in the member nations in the four manpower priority areas resulted in a revision of the list of priority goals (C-M(57)131(Revised) of 11.2.58, approved by the Council on 12.3.58 at C-R(58)15).

17. The 74 documents originated by the Expert Working Group on Manpower-Manpower Planning Committee between 1955 and 31st December 1958 are listed in Annex VI, 6/2 with an indication of the number of the microfilm roll containing each item. Part A,2 of Annex VI, 6/3 identifies the microfilm roll numbers where the 6 notices and 15 summary records of meetings are located.

18. All of the AC/36 records created between 1952 and 31st December 1958 by the Working Group on Labour Mobility, the Expert Working Group on Manpower and the Manpower Planning Committee were downgraded to Unclassified by decision of the Civil Defense Committee in NATO Confidential document AC/23-N/318 (19.10.79; Decision 26.2.80). This downgrading action is noted also by DN(80)11 (6.3.80). Nearly every AC/36 document proposed for release in the report is listed in both languages in Annexes A and B of AC/23-N/318 (19.10.79). The Civil Defense Committee (AC/23) should undertake the review for release of the 1952-58 records created by its predecessors and advise the Council of its determination.

19. The Consultants recommend release without reservation of all of the pre-1959 records of the AC/36 working groups and committees. When this is agreed, the pages and portions of pages listing the 1952-1958 documents in Annexes A and B of AC/23-N/318 should be downgraded to Unclassified and released. A listing of the affected AC/36 documents and the pages of the annexes is provided in Part B of Annex VI, 6/3 of this report.

Q. Ad Hoc Working Group on Alerts (AC/53)

1. An Ad Hoc Working Group on Measures to be Taken on or after Warning of an Attack originated a single record of a three-session meeting in Paris on 20th, 23rd and 26th June 1953. The Group was established by the Council on 17th June 1953 (paragraph 33 of C-R(53)30) to consider the issues of the member governments in developing a coordinated alert system.¹³ At its first session the Chairman, R/Adm. R.M. Dick, the Standing Group Liaison Officer to the Council, described the general principles proposed by the Standing Group in SG 129/4(Final)¹⁴ concerning alerts. This paper called for the details of alert procedures in each country to be worked out in bilateral negotiations between NATO military command authorities and national authorities. The Standing Group (SG) included in its paper a proposal whereby if it became apparent that negotiations for implementation of agreed alert measures would be too protracted, the military authorities could lay the matter before the Council.

2. The second session discussed the comments received by the Secretariat from delegations on SG 129/4(Final). The Working Group on Alerts agreed that SG 129/4(Final) should be presented to the Council as submitted. The Group reviewed the replies already on hand and proposed a series of amendments to the paper and requested delegations without authority to approve the SG document to endeavor to obtain instructions as soon as possible.

3. At its third session, the Chairman submitted a draft report to the Council as an introduction to SG 129/4(Final). This introduction advocated its adoption by the Council subject to certain amendments. The draft report outlined also the questions put by the delegations and the replies to those questions. The Working Group discussed the draft report and approved it subject to incorporation of agreed amendments to the language of the report and any further suggested amendments. The Working Group on Alerts noted that although the Canadian, Norwegian, Portuguese and Turkish delegations were still without authority to approve formally SG 129/4(Final), they raised no objection to the dispatch of the report.

4. The report to the Council (C-M(53)89 of 27.6.53) was discussed together with SG 129/4(Final) and a third paper, "Measures to be Taken on or after Warning of an Alert" (C-M(53)83 of 12.6.53) at its meeting on 1st July 1953 (CTS Annex to C-R(53)33). A week later the Canadian representative proposed amendments to the CTS annexed summary report of that special meeting (CTS Annex to C-R(53)34 meeting on 8.7.53 and CTS Corrigendum 2 to Annex to C-R(53)33, 3.9.53). The Canadian amendments proposal (CTS document C-M(53)100 of 10.7.53) was discussed at the Council's meeting on 15th July 1953 (CTS Annex to C-R(53)35). The Council agreed to the amendments as modified in the discussion.

¹³ The Supreme Allied Commander had alerted the Council to the problem of securing adequate warning of enemy attack in a statement on 24th April 1953 (Secret Annex B to C-R(53)22).

¹⁴ "A Report by the International Planning Team on Measures to be taken on and after Warning of Attack" approved by SG at its 185th meeting on 7.5.53 as amended at that meeting.

5. The Standing Group prepared a new version of SG 129/4(Revised Final) on 5th August 1953 superseding the previously issued SG 129/4(Final) and forwarded it to the Secretary General (SGM-1099-53 of 20.7.53).

6. Nearly all of the documents described above in connection with AC/53 were initially classified as TOP SECRET (TS) or COSMIC TOP SECRET (CTS). They have all been downgraded. The TS AC/53 record of the meeting of the Ad Hoc Working Group was downgraded to Confidential (by DN/287 of 30.6.67); the two CTS Council Memoranda (C-M(53)89 and C-M(53)100) were downgraded first to Confidential (by DN/287 of 30.6.67) and then to Unclassified (by DN(77)15 of 11.7.77); while the two versions of SG 129/4 (Final and Revised Final) were downgraded to Secret in March 1968 before those records were transferred from Washington. However, the CTS annexes to the records of meetings of the Council (C-R(53)33, Annex and Corrigendum 2 to that Annex and C-R(53)35 Annex) have never been downgraded. A proposal to downgrade these CTS annexes and the Secret related discussions at the meetings (C-R(53)33, Part IV, and C-R(53)34, Part X) to Unclassified was proposed by the Executive Secretary in 1985 (EXS/85/74 of 14.6.85). The Italian and the Netherlands Governments agreed to the downgrading proposal and the U.K. Government agreed subject to positive vetting before release. Inasmuch as there was no response from the other member governments, that downgrading proposal is considered as not accepted.

7. The record of the meeting of the AC/53 Ad Hoc Working Group on Measures to be Taken after Warning of an Attack (AC/53) should be reviewed for declassification and release by the Council. It is on microfilm roll 59 in both languages. Simultaneous review of the related Council and Standing Group documents described in the preceding paragraphs would be the most efficient way of approaching this entire subject.

R. Working Group to Examine the U.S. Proposal for the Reorganization of Civil Emergency Planning Structure (AC/95)

1. The U.S. delegation proposed a number of modifications of the NATO civil emergency planning committee structure in the summer of 1955 (C-M(55)75 of 28.8.55).¹⁵ The Council considered the matter at a meeting on 14th September 1955 (C-R(55)37) and agreed, "that it was desirable to set up a high level committee to coordinate the whole field of civil emergency planning." The Council also agreed that a working group would draft the terms of reference and the composition of the committee (Ibid., paragraph 30).

2. The Working Group to Examine the U.S. Proposal for the Reorganization of Civil Emergency Planning Structure held its first meeting on 6th October 1955 under the Chairmanship of F.D. Gregh, Assistant Secretary General for Economics and Finance. The Working Group examined a draft resolution prepared by the Secretariat calling for the establishment of a "Steering Committee for Civil Emergency Planning" (AC/95-D/1 of 4.10.55) at their first and second

¹⁵ Proposal was circulated informally among delegations and discussed at meeting on 13th July 1955 (C-R(55)31, Item VII. The Council agreed to study the proposal during summer recess and consider it in early autumn.

meetings (AC/95-R/1 and AC/95-R/2 meeting on 20.10.55). A revised draft resolution was prepared (AC/95-D/1(Revised) of 22.10.55) and considered at a third meeting of the Working Group on 24th October 1955 (AC/95-R/3).

3. The final meeting of the Working Group was held on 2nd November 1955 when it examined and amended the latest version of the resolution (AC/95-D/1(2nd Revise) of 25.10.55) and a draft report to the Council (AC/95-D/2).

4. The revised draft resolution and report of the Working Group (C-M(55)95 of 3.11.55) was discussed and amended by the Council at its meeting on 9th November 1955 (C-R(55)50). The amended resolution (C-M(55)100 of 10.11.55) established the Senior Civil Emergency Planning Committee (AC/98) described below. The same resolution also dissolved the Committee on Civil Organizations in Time of War (AC/23) and the Committee on Wartime Commodity Problems (AC/25).

5. All nine AC/95 records created between October and November 1955 by the Working Group to Examine the U.S. Proposal for Reorganization of Civil Emergency Planning Structure are classified Confidential (as are C-M(55)75 and C-M(55)95). The Senior Civil Emergency Planning Committee (AC/98) should undertake the review for declassification and release of these documents and advise the Council of its determination. All are on microfilm roll number 138.

S. Senior Civil Emergency Planning Committee (AC/98)

1. The origins of the Senior Civil Emergency Planning Committee (SCEPC, also referred to as "Senior Committee") are described above. The final agreed terms of reference are in a resolution (Part II of C-M(55)100 of 10.11.55) in which the Council recognized the need for a comprehensive survey of civil emergency planning and the coordination of plans drawn up for various special sectors of civilian activity. The Council was particularly anxious to see that all future planning was based on the new assumptions (C-M(55)8 of 19.1.55 and C-M(55)48(Final) of 27.5.55). The Council wanted to give a fresh impetus to the studies already undertaken by the specialized committees and to provide coordinated guidance in regard to the problems raised in the adoption of the new assumptions. The Council also desired to receive information and advice covering the whole field of problems relating to civil emergency planning for an atomic war. It concluded that these objectives could be attained only by the establishment of a committee capable of exercising wide authority.

2. Each nation was to be represented "at the highest possible level, whenever possible by the senior official primarily responsible for national coordination of Civil Emergency Planning." The Chairman of the Senior Committee would be the Secretary General or his designee. Representatives of the NATO military authorities would attend its meetings as would the chairmen of the boards, committees and working groups whenever questions relating to their activities were discussed (Part I of resolution in C-M(55)100; resolution is also Annex B to AC/98-D/1).

3. The terms of reference (Part II of the resolution) called for the Senior Committee to:

- (a) advise the Council and make recommendations to it on any matter with respect to civil emergency planning;
- (b) coordinate the activities of all boards, committees and working groups engaged in civil emergency planning, including guidance on issues raised by the new assumptions;
- (c) coordinate their activities, transmit their reports with appropriate comments;
- (d) undertake additional studies on any aspects of civil emergency planning as considered necessary, if necessary it could establish special working groups;
- (e) report to Council on activities of boards, committees and working groups which it coordinated and recommend possible changes in their structure and functions; and
- (f) review periodically the progress made by countries in their civil emergency planning and report findings to the Council.

4. The Secretariat prepared a background paper surveying the structure of civil emergency planning through 1955 and describing the past activities of all of the boards, committees and working groups engaged in this field. The terms of reference of each of them was provided (AC/98-D/1 of 21.12.55).

5. In May 1955 the Council approved a paper on the implications of the new assumptions on civil emergency planning (C-M(55)48(Final) of 27.5.55 approved by Council on 26.5.55 at C-R(55)23, Item II) and required the boards and committees to submit reports in the fall of 1955 on the effect of the new assumptions in their fields. The Defense Production Committee report was submitted in September (C-M(55)79 of 27.9.55) while the others were consolidated into a single report in October (C-M(55)94 of 31.10.55).

6. The Council referred these reports to the Senior Committee for consideration at its first meeting in January 1956 (AC/98-D/2). At that meeting the delegations and committee chairmen noted that it was difficult to plan given the limited information available on the new assumptions and that detailed information was required from military authorities. A hope was expressed that the work of the "Expert Group on the Effects of Thermo-nuclear Attack" would also help the planners (AC/98-R/1, Part III).¹⁶

7. The Senior Committee undertook in cooperation with the military authorities to provide more detailed assumptions to give a uniform basis for civil emergency planners. The Secretariat with the assistance of Mr. Haraldson and General Huglin from the U.S. Office of Defence Mobilization prepared a draft paper which took into account informal comments from SHAPE and the Standing Group.

¹⁶ Reference apparently is to the proposal for such a group under the Scientific Working Party of the Civil Defense Committee (AC/25(CD/SC)D/1. See also AC/98-D/8 of 30.12.55).

This basic paper (AC/98-D/14) as amended and revised over the years provided broad guidance for planners. It described the effects of attack by various weapons (Annex B) and provided an assumed list of targets and target areas (Annex A). The paper was discussed at length at the second meeting of the Senior Committee on 26th and 27th April 1956 (AC/98-R/2). The Secretariat was directed to amend the draft in the light of the points made at this meeting and to distribute it promptly (AC/98-D/14(Final) of 2.5.56). The Senior Committee agreed that even more detailed assumptions within this broad framework would have to be drawn up by nations and by NATO boards and committees in the light of their special knowledge.

8. In May 1955 the Council invited member governments to set up, if they had not already done so, a coordinating agency for national civil emergency planning (C-M(55)48(Final)). The Chairman of the Senior Committee, Secretary General Lord Ismay, called upon the representatives to inform him of the progress achieved in their countries in setting up the type of coordinating agency recommended by the Council. The replies (in AC/98-D/11 of 24.1.56 and 4 addenda to 14.9.56) were discussed at the first meeting of the Senior Committee (AC/98-R/1).

9. The Senior Committee reserved to itself the subject of maintenance of governmental control (AC/98-D/4 of 30.12.55). The U.S. delegation submitted a note emphasizing the need in this area and the progress it had made in this regard in time to be considered at the first meeting. A list of the main problems (AC/98-D/16 of 29.3.56) along with a report of the status of the national planning in this area (AC/98-D/17 of 10.4.56) were considered at the second meeting. A draft report to the Council on the state of national planning based on the national reports (AC/98-D/26 of 3.11.56 and addenda to 8.1.57) was considered at the third meeting in January 1957. The 44-page Review of Measures to Insure Maintenance of Governmental Control (C-M(57)13 of 8.2.57) was presented to the Council following its approval by the Senior Committee.

10. The numerous outstanding issues lead the Senior Committee to establish a Working Group on Problems of Governmental Relocation in Wartime (AC/122) described below. That Working Group's initial report (AC/98-D/50 of 20.8.57) was submitted together with a further review of national measures to ensure maintenance of governmental control (AC/98-D/49 of 19.8.57 and two addenda based on further responses to the same questions originally posed in AC/98-D/16 of 29.3.56). These two reports were discussed as part of the 1957 review of civil emergency planning at the Senior Committee's fourth meeting, 15th and 16th October 1958 (AC/98-R/4).

11. At its first meeting the Senior Committee instructed the International Staff to prepare a paper on the means of reviewing progress in emergency planning for consideration at the next meeting. The objective was to enable the AC/98 Committee (and the Council) to be kept informed of the state of readiness, both nationally and internationally, in the most important fields of civil emergency preparation for the survival period (*i.e.*, the first 30 days). Initially the reports were to concentrate on preparations essential to effective prosecution of war, maintenance of governmental and administrative machinery, the preservation of human lives and tolerable living conditions. Progress was to be reviewed in connection with planning and physical preparation. The planning committees were instructed to defer such

problems as restoration of industrial production and rehabilitation of the economies of member countries to a later stage. The reports were to be submitted at 6 month intervals and to be short and concise. The proposal (AC/98-D/19 of 29.3.56) included a listing of subjects for the initial report in autumn 1956. The proposal was discussed and the high priority list amended and agreed at the second meeting of the Senior Committee on 26th and 27th April 1956 (revised listing is annexed to record of the meeting, paragraph 76 of AC/98-R/2).

12. Each of the boards, committees and working groups submitted written progress reports on their high priority goals and objectives (which became AC/98-D/29-D/36) in October 1956, or made oral reports to the Senior Committee. The individual reports were presented by the Committee Chairman and were discussed at the SCEPC's third meeting on 14th and 15th January 1957. A draft report to the Council (AC/98-D/40 of 5.11.56) was also discussed and amended. Finally, the Senior Committee agreed that an annual review should be instituted in the civil emergency planning field having the same broad objectives as that of the military annual review.

13. The Council approved the conclusions reached by the Senior Committee (in paragraph 89 of C-M(57)12 of 8.2.57 along with amendments proposed by the Portuguese representative) at their meeting on 6th March 1957 (C-R(57)15, paragraph 7).

14. The 1957 progress reports of the various boards and committees proceeded along the same lines as the 1956 reports, *i.e.*, individual reports prepared for and discussed by the Senior Committee at its 4th meeting on 15th and 16th October 1957 (AC/98-R/4) along with a draft report to the Council on the 1957 yearly review (AC/98-D/56 of 16.9.57 with annexes and corrigenda to 10.10.57). The report to the Council (C-M(57)131 of 13.11.57) was discussed by the Council at its meeting on 5th December 1957 (C-R(57)74). The Council asked the newly created Civil Emergency Planning Yearly Review Sub-Committee (AC/134) to reconsider some of the conclusions of the Senior Committee (in C-M(57)131) in the light of comments from several delegations. The conclusion of this effort and an account of the preparation and consideration of the 1958 yearly review of civil emergency planning is in the account of the AC/134 Sub-Committee described below.

15. The 77 documents created by the Senior Civil Emergency Planning Committee between 1955 and 1958 are listed in Annex VI, 7/1. All were refilmed on microfilm roll 1593 which includes AC/98 documents through 1961.¹⁷ The summary records of the first five meetings of the Senior Committee, 1956-1958 were refilmed on roll 1598 (previously copied on rolls 138, 189, 217 and 285). The agenda for those same meetings were included on roll 1593. The four notices (all created in 1958) are on microfilm roll 285.

16. All of the records created between 1955 and 1958 by the Senior Civil Emergency Planning Committee were downgraded to Unclassified by decision of

¹⁷ The pre-1959 SCEPC documents were originally filmed on rolls 138, 189, 217, 237 and 285. The 1960 and 1961 editions of AC/98-D/14 are on roll 383; the 1968 edition on roll 900.

the Senior Committee in NATO Restricted document AC/98-N/289 (2.11.79; Decision on 13.3.80). This downgrading action is also noted by DN(80)17 (18.3.80).

Every pre-1959 document of the Senior Committee proposed for release in this report is listed in both languages in Annexes A, B and C of AC/98-N/289 (2.11.79). The Senior Civil Emergency Planning Committee should undertake the review for release of the 1955-1958 records created by the Senior Committee and inform the Council of its determination.

17. The Consultants recommend release without reservation of all of the pre-1959 records of the AC/98 Committee and the 1960, 1961 and 1968 editions of AC/98-D/14. When this is agreed, the pages and portions of pages listing the 1955-1958 documents in Annexes A, B and C of AC/98-N/289 should be downgraded to Unclassified and released. A listing of the affected AC/98 documents and the pages of the annexes is provided in Part B of Annex VI, 7/2 of this report.

T. Working Group to Prepare Terms of Reference of a NATO Civil Aviation Planning Committee (AC/99)

1. At its first meeting on 26th and 27th January 1956, the Senior Civil Emergency Planning Committee considered a proposal by the U.S. delegation on civil air transport (AC/98-D/9 of 5.1.56). The Senior Committee approved in principle the need for emergency planning in the field of civil aviation and agreed that a working group should be convened to prepare (for consideration by the Senior Committee and by the Council) draft terms of reference for a NATO civil aviation planning body, including general principles of civil aviation planning and coordination. Each delegation was invited to nominate a member of the working group. The group was empowered to elect its own chairman (AC/98-R/1, paragraph 181).

2. The Secretary to the Working Group to Prepare Terms of Reference of a NATO Civil Aviation Planning Committee invited nominations in a notice on 9th February 1956 (AC/99-N/1). A copy of a report by the Military Transportation Committee to the Standing Group on planning for the coordination of allied air transport operations was distributed. It included as an appendix "General principles governing the planning for coordination of allied air transport operations" (AC/99-D/1 of 23.2.56 and Appendix A to same). The International Staff prepared a working paper on general principles of civil aviation planning on 9th March 1956 (AC/99-WP/1).

3. The Working Group met on 9th and 10th March 1956 (AC/99-R/1). It considered the two documents described above (AC/99-D/1 and AC/98-D/9), amended and approved the draft terms of reference and general principles (in AC/99-WP/1) subject to incorporation of the amendments made at their meeting. The Secretariat was directed to prepare a revised text. This was done on 14th March 1956 (AC/99-D/2). The delegations were asked to submit these revised terms for their governments' approval and to submit comments by 31st March 1956. The Chairman, J.W.F. Backer, was directed to embody any minor amendments in a final form for presentation to the Senior Committee at its next meeting scheduled for

26th April 1956. The Chairman determined that the country comments were minor in nature and incorporated them into the final form (AC/99-D/2(Revised) of 13.4.56) for presentation to the Senior Committee along with his report.

4. The report by the Chairman (AC/98-D/21 of 16.4.56) was presented to the Senior Committee at its 2nd meeting on 26th April 1956 (AC/98-R/2). It was approved and forwarded to the Council for final action. The "Establishment of a Civil Aviation Planning Committee" (C-M(56)64 of 2.5.56) was considered and approved by the Council at its meeting on 16th May 1956 (C-R(56)25).

5. None of the seven documents originated at the Confidential level by the Working Group to Prepare the Terms of Reference of a Nato Civil Aviation Planning Committee have been reviewed for declassification. The Civil Aviation Planning Committee (AC/107(CAPC)) should review these documents for declassification and release at the same time it is reviewing its own early records as called for below. All seven documents are on microfilm roll 189.

U. Working Group to Examine International Co-ordination of Supplies in Wartime (AC/101)

1. The Senior Civil Emergency Planning Committee discussed the French delegation proposal on coordination of civilian and military wartime requirement programs (C-M(55)71 of 25.7.55 and AC/98-D/6 of 11.1.56) at its first meeting (AC/98-R/1). The Senior Committee was unable to reach unanimous agreement on whether such an allied agency should or should not be set up in the event of war. It decided as a first step to set up a "Working Group to Examine International Coordination of Supplies in Wartime" with instructions to put forward proposals, in alternative forms if so desired, for the composition and terms of reference of such an agency. The enquiry was to be without prejudice to the ultimate decision as to whether an agency of this kind should be established (AC/98-R/1, paragraph 164 and AC/101-N/1 of 25.2.56).

2. The French delegation submitted a further memorandum on establishment of a Central Supplies Agency (CSA) and annexed a draft resolution on the establishment of a Central Supplies Agency for consideration at the first meeting of the Working Group (AC/101-D/1 of 6.3.56). The discussion of the French delegation memorandum on 19th March 1956 (AC/101-R/1) led to establishing a subgroup to examine the draft terms of reference in the French resolution and to submit redrafts at its next meeting (redraft is AC/101-D/2 of 29.3.56). The Secretariat was directed at the same meeting to prepare a draft report on the role of various agencies in charge of supplies and merchant fleets (report is AC/101-D/3 of 12.4.56).

3. At its second meeting on 19th and 21st April 1956 the redrafted resolution, the Secretariat's report on programs for seaborne imports, and a memorandum by the Italian delegation on the redrafted terms of reference (AC/101-D/2, D/3 and D/4 of 17.4.56) were discussed (AC/101-R/2). The Chairman of the Working Group (the Assistant Secretary General for Economics and Finance, Mr. Gregh) was directed to report orally to the Senior Committee and to seek authority to consult the PBOS and the PBEIST. The Secretariat was requested to revise further

the redrafted resolution in the light of the discussion (AC/101-D/2(Revised) of 16.5.56).

4. The third meeting of the Working Group on 23rd May 1956 (AC/101-R/3) showed wide divergence over composition and functions of a central supplies agency. The Secretariat was instructed to prepare a new text on composition of such an agency (AC/101-D/2(2nd Revise) of 29.5.56) and to draft a report to the Senior Committee (AC/101-D/5 of 4.6.56).

5. The fourth meeting of the Working Group on 5th June 1956 (AC/101-R/4) examined the 2nd revise of the draft terms of reference which showed five versions of composition of the proposed agency. The Working Group settled on solution "E." It deferred discussion of the draft report.

6. At its fifth meeting a month later the Working Group accepted the final form of the agency composition proposal, "E" as incorporated into the draft Council resolution (AC/101-R/5 meeting on 6.7.56). The Working Group directed the Chairman to forward it to the PBOS, the PBEIST and the NATO Military Authorities for comment. The Working Group ammended the revised report to the Council (AC/101-D/5(Revised) of 21.6.56) which was also to be forwarded to the same organizations for comment. The Working Group deferred action on a Secretariat paper (AC/101-D/6 of 22.6.56) summarizing the role of the various agencies concerned with supplies and merchant shipping in wartime pending receipt of comments on the draft resolution and draft report (final text distributed as AC/101-D/7 of 17.8.56).

7. Four months later the Working Group was informed (AC/101-N/8 of 17.10.56) that the PBOS and the PBEIST had raised no objection to the two papers. Further, the Standing Group posed no objection to the draft resolution as a basis for discussion and planning, but requested a revision of the military stand section in the draft report (paragraph 12) to state:

SGN [Standing Group NATO] considers that civilian/military requirements might usefully be co-ordinated by the Central Supplies Agency, which must have adequate military representation. The military authorities, however, maintain the position that essential military requirements must be met in full, unless modified by the military authorities in the light of consultation. Should there be any disagreement on these matters between the Central Supplies Agency and the military authorities the latter have the right of direct access to the supreme authority.

8. When the Working Group met on 27th October 1956 (AC/101-R/6) it reviewed the comments and directed that the report be revised and forwarded together with the resolution to the Senior Committee.

9. The SCEPC approved the report and resolution (AC/98-D/41 of 31.10.56) and invited the Working Group to proceed with studies on establishment of a Central Supplies Agency and implementation of the terms of reference. The Council approved the resolution (C-M(57)15 of 8.2.57) at its meeting on 6th March 1957 (C-R(57)15, paragraphs 15 to 20). The Working Group representatives were informed of these decisions on 5th April 1957 (AC/101-D/8).

10. The French delegation submitted a note the following week (AC/101-D/9 of 13.5.57) discussing such outstanding matters as military representation, procedures, problems which would arise during the initial stages of a nuclear war and proposed initial steps to immediately set up in peacetime a central supplies committee to pave the way for a Central Supplies Agency in wartime.

11. On 20th June 1957 the Working Group met (AC/101-R/7) to consider the French proposal to set up a committee of technical experts foreshadowing in peacetime the CSA. The majority felt that to do so would exceed the authority of the Working Group which was a thorough study of those terms of reference. Discussion of the issue of military representation on CSA or only a liaison presence led to an invitation to the Standing Group to clarify their views on military representation on CSA and on procedures the SG visualized for coordination of civilian and military requirements.

12. The Standing Group's views were provided to the Working Group on 27th June 1958 (AC/101-D/10). The SG would appoint military liaison representatives to the CSA empowered to take part in any meetings and prepared to provide military information requested. If the Defense Shipping Authority could not meet requirements in full and the CSA and military organizations could not secure agreed and sufficient modification in civilian and military programs, the matter would have to be referred to the central authority charged with the higher direction of the common effort for decision.

13. The Working Group met on 24th July 1958 to consider the SG response (AC/101-R/8). The Group reexamined the implications of the French proposal and the expressed concern of the specialized commodity committees for guidance on cooperation with the Central Supply Agency. The terms of reference of the Working Group were felt to preclude it from studying measures to ensure the desirable coordination. The Group agreed that the work outlined by its terms of reference had been accomplished and it should be dissolved. The Group recommended that a new committee be established by the Senior Committee with appropriate terms of reference to meet the need for coordination between the Central Supplies Agency and the wartime boards.

14. The conclusions drawn by the dissolving Working Group were meshed with related recommendations of the Industrial Raw Material Planning Committee and the International Staff (AC/98-D/73 of 29.8.58, "Proposals for the reorganization of the present committee structure in the field of wartime supply and the preparation of an international wartime supplies machinery").

15. The first 9 documents, 13 notices and the summary records of the first seven meetings of the Working Group to Examine International Co-ordination of Supplies in Wartime are on microfilm roll 189. The final document (AC/101-D/10 of 27.6.58) is on roll 237. The final meeting record is on roll 245 (AC/101-R/8, 13.8.58 meeting on 24.7.58) while its corrigendum (26.9.58) is on roll 249.

16. These documents have never been reviewed for declassification. Three documents, one notice and two summary records of meetings are presently

classified at the Secret level (AC/101-D/1, D/9, D/10; AC/101-N/13; and AC/101-R/7 and R/8). Eight of the 13 notices are classified at the Restricted level with the remainder classified at the Confidential level. The Senior Civil Emergency Planning Committee should review the records of the AC/101 Working Group for declassification and release and advise the Council of its determination. The Consultants recommend that they be released without reservation.

V. Civil Aviation Planning Committee (AC/107)

1. The terms of reference of the Civil Aviation Planning Committee (CAPC) are in a Council Memorandum entitled "Establishment of a Civil Aviation Planning Committee" (C-M(56)64 of 2.5.56). These terms were the outgrowth of the work of the Working Group to Prepare the Terms of Reference of a NATO Civil Aviation Planning Committee (AC/99) described above. In a report to the Senior Committee the Chairman of the Working Group, J.W.F. Backer, explained the thinking behind the principles and the terms of reference (AC/98-D/21 of 16.4.56). The Council approved the terms of reference and the general principles which should govern civil aviation planning and coordination in time of war (as set out in Annex to C-M(56)64) at its meeting on 16th May 1956 (C-R(56)25). The Council also agreed that the Chairman of the CAPC should be selected by the Committee from among its members.

2. That same day the Secretary of the new Civil Aviation Planning Committee (AC/107) issued a notice requesting of delegations the names of their national representatives to the CAPC and called a meeting for the second half of July 1956. The notice also reminded delegations that the first point of business would be election of the Chairman of the Committee (AC/107-N/1).

3. The Secretary prepared an introductory note for the representatives to the CAPC laying out the background of its creation. He also called attention to the detailed new assumptions (AC/98-D/14(Final) of 2.5.56). The Secretary suggested that the Committee examine the impact of these assumptions and also consider the order in which the various tasks should be undertaken emphasizing the first phase (i.e., first 30 days) but not neglecting later phase.

4. At its first meeting on 23rd October 1956 (AC/107-R/1) the Committee discussed a French delegation proposal for five working groups, but opted for establishment of three working groups (an alternative offered by Italian representative). The Secretariat followed up as directed by setting out a proposal for three groups with lists of suggested topics each would address: (a) Transportation Planning Group, (b) Legal Group, and (c) Technical and Logistics Group (AC/107-D/4 of 5.11.56).

5. At their second meeting on 16th February 1957 (AC/107-R/2) the CAPC discussed and approved the setting up of the three technical working groups and also agreed these working groups would hold their first meetings on 16th - 18th April 1957 with terms of reference as follows:

- (a) to appoint their own chairmen, (the chairmen were expected to attend meetings of the CAPC);

- (b) to discuss particular technical points arising out of assignments (in AC/107-D/4); and
- (c) to report progress to the CAPC.

At this second meeting the CAPC recognized that usefulness of further meetings of the Planning Committee depended upon further guidance based on responses to questionnaires and country reports and on obtaining views from military authorities

6. At the fourth meeting of the CAPC on 24th May 1957 (AC/107-R/4) the Chairman pointed out that the Committee in cooperation with the military authorities was expected to examine the action required in the event of nuclear attack, and particularly during the first 30 days of war. Civil aviation was described as particularly vulnerable during this phase. The Chairman felt the Committee would have to study first the evacuation of aircraft and only afterwards the methods to be adopted for civil operations in war. The Chairman also pointed out that part of the Committee's task was to make arrangements for coordination between civil and military planning in wartime.

7. A month later the CAPC held its sixth meeting (AC/107-R/6 of 25.6.57). The Committee adopted a timetable for submission and consideration of reports of its three technical working groups. It called on representatives to submit comments on the Committee's draft paper calling for establishment of a wartime board for the coordination of civil aviation (AC/107-D/12 of 21.6.57; comments are Addenda 1 through 6 of 1.5.58). The CAPC called on the U.K. to provide more definite information on their plans for evacuation and utilization of civil aircraft (provided in AC/107-D/24 of 22.10.57) and expressed the hope that U.K. expert representatives would attend future meetings of the working groups. The Committee also instructed the technical working groups to proceed with studies as best they could on the basis of information already available from military authorities. At the same time it emphasized the need for fuller information on military planning for air traffic control and air transportation. Finally, it was left to the chairman of the working groups to call joint meetings of groups if it was considered useful.

8. CAPC reports to the Senior Civil Emergency Planning Committee provide an excellent view of developments in planning, the principle matters of concern, and progress in studies. The Chairman made an oral statement of progress in meeting the high priority goals and objectives at the January 1957 meeting of the Senior Committee (AC/98-R/3, IV, A, paragraphs 83 and 84, extracted in AC/107-D/7 of 21.2.57).

9. The Secretary explained to the CAPC at its meeting on 24th May 1957 (AC/107-R/4) its report requirement set out by the Senior Committee (AC/98-D/40). The Secretary suggested matters which might be covered. The Committee directed the Chairman and Secretary to draft a report along the lines indicated for examination at its next meeting. The requested draft report was ready by 13th June (AC/107-D/11) and was discussed at the meeting on 25th June (AC/107-R/6). The Committee suggested amendments to particular parts and delegations were requested to send additional corrections on points of fact.

10. The report by the CAPC to the Senior Committee reviewing its progress in 1957 (AC/98-D/43 of 27.6.57) was incorporated into the draft report to the Council on the 1957 yearly review of civil emergency planning (the section on CAPC is Annex B, Part VIII of AC/98-D/56 of 16.9.57). It was considered at the Senior Committee's meeting of 15th and 16th October 1957 (AC/98-R/4). The CAPC Chairman introduced the Committee's report to the Senior Committee stressing the continuing problem of coordination with the military authorities and the need for participation by all countries. The Senior Committee noted the report and approved the CAPC portion of their report to the Council. More importantly, it invited the Standing Group to draw up, in consultation with CAPC, plans for the control of civilian air traffic in time of war. The NATO military authorities were to provide appropriate representation at meetings of the CAPC from Military Transport Committee, the Air Traffic Control Committee and the Supreme Commands concerned in order to achieve the highest degree of cooperation between NATO civil and military authorities. The pertinent portions of the record of the meeting (AC/98-R/4) and the report to the Council (AC/98-D/56) were extracted and distributed to the CAPC representatives (AC/107-D/29 of 27.2.58).

11. The 1958 Yearly Review of Civil Emergency Planning, Report by the CAPC (AC/98-D/72 of 21.8.58) invited the Senior Committee to note the progress made concerning the evacuation plan for civil aircraft (AC/107-D/25(Final) of 31.7.58) and the planning for a wartime coordinating organization (AC/107-D/33 of 4.8.58). The CAPC submitted a draft resolution prepared by the Legal Group (see AC/107-D/27 for report of work of the Group and earlier versions) on "Resumption of civil air transport services after an alert or possible war" for forwarding to the Council for adoption. The Senior Committee took note of the report and approved the draft resolution at its meeting on 15th and 16th October 1958 (AC/98-R/5). Relevant extracts of the record of that meeting were circulated to the Committee on 28th November 1958 (AC/107-D/36).

12. The Senior Committee's 1958 yearly review of civil emergency planning report to the Council contained a section on CAPC (Part II, C of C-M(58)129 of 8.12.58). It reported progress on planning for preservation of aircraft, equipment and personnel including their evacuation, and on planning of a wartime coordinating organization. The draft resolution on resumption of civil air transport services after an alert or a possible war was amended and approved in 1959.

13. The CAPC had submitted a questionnaire to all countries on evacuation planning of civil airliners (AC/107-N/16 of 30.5.58) requesting them to study the position of their aircraft during a certain week in July 1958. The replies had been analysed and consolidated reports had been issued (AC/107-D/35 of 15.12.58 and AC/107-D/37 of 15.12.58 - with a final version of 6.2.59. See also AC/107-D/38 of 7.1.59 on microfilm roll 265).

14. The 37 documents and 15 working papers originated by the Civil Aviation Planning Committee and its technical working groups are listed in Annexes VI, 8/1 and 8/2. The microfilm roll containing each document is indicated. The numbers of the rolls of microfilm containing the 16 notices and 5 surviving summary records of meetings are indicated in Part A of Annex VI, 8/3. There are no summary

records of the third, fifth or eighth meeting of CAPC. The three technical groups of experts left no separate records beyond those appearing as AC/107 documents.

15. All of the records created between 1956 and 1958 by the Civil Aviation Planning Committee were downgraded to Unclassified by decision of the Committee in NATO Restricted document AC/107-N/273 (23.10.79; Decision on 3.3.80). This downgrading action is noted also in DN(80)10 (6.3.80). Nearly every pre-1959 document proposed for release in this report is listed in both languages in Annexes A, B and C of AC/107-N/273 (23.10.79). The Civil Aviation Planning Committee should undertake the review for release of the 1956-1958 records it created and advise the Council on its determination.

16. The Consultants recommend release without reservation of all of the pre-1959 records of the AC/107 Committee. When this is agreed, the pages and portions of pages listing the 1956-1958 documents in Annexes A, B and C of AC/107-N/273 should be downgraded to Unclassified and released. A listing of the affected AC/107 documents and the pages of the annexes is provided in Part B of Annex VI, 8/3 of this report.

W. Working Group on Wartime International Communication Requirements (AC/109)

1. Upon the establishment of the Senior Civil Emergency Planning Committee, the Secretariat prepared a document on possible gaps in NATO emergency planning (AC/98-D/7 of 30.12.55). One of the potential problem areas identified was the need for communications in time of an emergency, especially in light of the new assumptions. A review of planning activities in this area was suggested (*ibid.*, paragraphs 6 and 7). At its first meeting the Senior Committee invited the International Staff to explore further the communications problem in consultation with such bodies as the PBOS and the PBEIST and the appropriate military authority, the European Military Communications Co-ordinating Committee (EMCCC) (AC/98-R/1, paragraph 174).

2. The Secretariat reported on the communications problem following preliminary discussions with representatives of the PBOS, the PBEIST and with the Chairman of EMCCC (AC/98-D/20 of 13.4.56). The paper was considered by the Senior Committee at its second meeting. It decided to set up a working group with the Chairman of the EMCCC as Chairman, a member of the International Staff as Secretary and with representatives of the PBOS, the PBEIST, the Civil Defense Committee and the Petroleum Planning Committee. The terms of reference were:

- (a) to study overall requirements for international communications required in time of war for civil purposes;
- (b) to identify facilities available to meet these requirements;
- (c) to determine as a result of these studies any gaps that might exist;
- (d) to make recommendations to the Senior Committee on how

these gaps should be closed. (AC/98-R/2)

National communications would remain a national responsibility and would be outside the scope of this Working Group. At the same time, the Senior Committee adopted a paper on maintenance of governmental control which emphasized the need for an adequate system of national communications to meet these additional requirements (AC/98-D/16 of 29.3.56).

3. The Working Group on Wartime International Communications Requirements (AC/109) met just once, on 13th July 1956 (AC/109-R/1) and originated three documents:

(a) An introductory note by the Secretary providing background information, describing the communication situation as seen by the PBOS Communications Working Party and the PBEIST's ACTICE Working Group of the Central Europe Committee; the wartime agencies which had been approved with potential communications requirements; and the possible needs in relation to an international warning service against air attack, fallout and chemical and biological warfare (AC/109-D/1 of 1.6.56);

(b) A note by the Secretary concerning the procedure for submitting communications requirements which had been adopted by the Working Group. The forms - used by the European Long Lines Agency and the European Communications Security Agency (both NATO military authorities) were to be completed by all of the concerned civil committees (AC/109-D/2 of 26.7.56);

(c) An interim report to the Senior Committee by the Chairman of the Working Group in which the status of the situation as reported by the committees is recounted (AC/109-D/3 of 5.10.56).

4. The Chairman concluded that decisions were needed on such matters as (a) the wartime location of ACTICE (PBEIST); (b) the wartime communications requirements of national ships' destination rooms - particularly between those in neighboring countries (the PBOS and the PBEIST); (c) the location of relocation centers and those of agencies which would communicate with DSEB and ACTICE; (d) requirements to meet the need for maintenance of communications between countries and international agencies; and (e) national governments requirements to ensure review of their plans in order to minimize the damage likely to occur due to the concentration of main terminations in probable target areas (AC/109-D/3).

5. The interim report to the Senior Committee (portions of AC/109-D/3 became AC/98-D/28 of 22.10.56) was discussed at its third meeting on 14th and 15th January 1957 (AC/98-R/3). The Senior Committee accepted a proposal by the U.S. representative to establish a Civil Communications Planning Committee which would absorb the functions of the AC/109 Working Group and have a broader composition and scope of activities.

6. The three documents and the summary record of the single meeting originated by the Working Group on Wartime International Communication Requirements are on microfilm roll 185. They have never been reviewed for declassi-

fication and are at the Secret classification level. The Civil Communications Planning Committee (CCPC) should include these four records in their review for release of the records of the CCPC.

X. Civil Communications Planning Committee (AC/121)

1. The interim report and recommendation of the Chairman of the AC/109 Working Group on Wartime International Communication Requirements (AC/98-D/28) were accepted by the Senior Civil Emergency Planning Committee at its third meeting (AC/98-R/3). At the same time a U.S. proposal for immediately establishing a Civil Communications Planning Committee (CCPC) was accepted. The Chairman of the European Military Communications Coordinating Committee (EMCCC) was to chair the new Planning Committee made up of representatives of all member nations. Representatives of the concerned NATO military authorities (SG, SHAPE, CINCSOUTH, ECSA, ELLA and ENCA attended the first meeting) and of the PBOS, the PBEIST, PPC, CDC, CAPC and of any other committees whose interests were affected were to serve as advisors. In absorbing the tasks of the AC/109 Working Group, the terms of reference of the CCPC were unchanged from those of the AC/109 Working Group described above (AC/121-D/1 of 12.2.57).

The scope of the Committee's activities were, however, enlarged to cover both national and international wartime communications.

2. The CCPC held its first meeting on 8th and 9th April 1957 (AC/121-R/1). Decisions were reached at that meeting on procedures to implement in the CCPC the Council's decision regarding the institution of an annual review in the civil emergency planning field (C-R(57)15) and also on items for further action (AC/121-D/4 of 10.4.57). A questionnaire was developed for national responses by 1st June 1957 to selected topics for the 1957 annual progress review (AC/121-D/5 of 11.4.57). The Council had invited nations to ensure, so far as possible, that a communications network be available to meet needs of a survival period which must include all available methods (C-M(57)12, paragraph 77).

3. The national responses were to contain assessments of the reduction in communications facilities and in traffic loads which may be caused by thermonuclear or nuclear attack on selected targets (using AC/98-D/14(Final) as assumptions base). The reports were to include national plans for overcoming shortages in communications facilities, including the organizational structure of communications both within and between countries. The countries were asked also to estimate the total sum of money required to implement the plan divided between funds needed for internal communications and those needed for links with other countries. Countries were invited to report on their progress toward implementation of their plans, their funding plans for calendar years 1957 and 1958 in this area, and their best estimate of the time schedule for completion of the execution of the plans (AC/121-D/5).

4. The country responses were slow in arriving (AC/121-N/2 of 4.6.57 notes that only two had been received) and it was October 1957 before the final national response to the questionnaire was received (AC/121-D/7 is U.S. response, remaining country responses are AC/121-D/9 including addenda and annexes).

5. The CCPC submitted a report to the Senior Committee on 18th September 1957 (AC/98-D/55) providing a view of the situation in the civil emergency agencies (DSEB and SDRs of the PBOS, ACTICE of the PBEIST, and progress of CDC in establishment of ACTISUD) and an analysis of national civilian communication plans. The Senior Committee reviewed the report of the CCPC and a draft report to the Council touching on communication (AC/98-D/56 of 16.9.57, Annex B, Part VII), at its meeting on 15th and 16th October 1957 (AC/98-R/4) and affirmed the progress reported and approved the future actions proposed (in paragraph 49 of AC/98-D/55). The Council concurred (C-M(57)131(Revised) Part II, paragraph VII is Annex B, Part VII of AC/98-D/56 as ammended in discussion at AC/98-R/4).

6. The 1958 yearly review of civil emergency planning report by the Chairman of the CCPC (AC/98-D/74 of 9.9.58) covered international communications requirements for the wartime agencies and the requirements for an international warning system against hostile aircraft or missiles and fallout (developed in cooperation with CDC). Information was provided on background studies undertaken and included recommendations of the Chairman based on information furnished or developed by the Committee (See AC/121-N/4 through N/8 which laid out requirements for reports). Many of these same topics were considered by the CCPC at its second meeting on 7th and 8th January 1958 (AC/121-R/2).

7. The Chairman's extended analysis of the national reports and the recommendations he proposed to discuss at the October 1958 meeting of the Senior Committee were submitted to the committee members on 24th September 1958 (AC/121-D/28) with a request for comments by national representatives. The national reports of progress and general comments of the Chairman were included in the Senior Committee's draft report to the Council (AC/98-D/75 of 15.9.58, Part III, Communications).

8. Extracts from the record of the meeting of the Senior Committee on 15th and 16th October 1958 (AC/98-R/5) discussing the CCPC report and extracts from draft report to Council were circulated to the CCPC on 27th November 1958 (AC/121-D/34). Included was the proposal introduced by the Netherlands delegation for the creation of an ad hoc working group - in which both military and civil representatives would participate - to study the possible terms of reference for a wartime international communications priority agency. The Senior Committee agreed that the subject should be remitted to the CCPC for study. It became a major topic in 1959 documents and discussions.

9. The 35 documents and single working paper originated by the CCPC during 1957 and 1958 are listed in Annex VI, 9/1. The number of the microfilm roll containing the listed item is indicated. The location on the microfilm rolls of the 8 notices and the 2 summary records of meetings is indicated in Part A of Annex VI, 9/2. Another set of copies of the first 31 documents (of 35) and all the remaining pre-1959 records of the CCPC were reproduced on just two "A" rolls of microfilm (A306 and A307) while these records were in Paris. These copies subsequently were destroyed. These two rolls provided the most easily used copies of the records of the CCPC under review.

10. All except one document of the records created between 1957 and 1958 by the Civil Communications Planning Committee were downgraded to Unclassified by decision of the Committee in NATO Restricted document AC/121-N/305 (30.10.79; Decision on 14.5.80). This downgrading action is also noted in DN(80)25 of 3.6.80. The exception is a CCPC document (AC/121-D/11) of 26th August 1957, "Requirements for DSEB communications." Except for the single working paper (AC/121-WP/1 listed in Annex VI, 9/1) all of the pre-1959 documents proposed for release in this report are listed in both languages in Annexes B and C of AC/121-N/305 (30.10.79). The Civil Communications Planning Committee should undertake the review for declassification of AC/121-D/11, AC/121-WP/1 and the four documents in AC/109; and the release of all of the records of the AC/121 CCPC and its predecessor, the AC/109 Working Group and inform the Council of its determination.

11. The Consultants recommend release without reservation of all of the pre-1959 records of the AC/109 Working Group and of the AC/121 Committee. When this is agreed the pages and portions of pages listing the 1957-1958 documents in Annexes B and C of AC/121-N/305 should be downgraded to Unclassified and released. A listing of the affected AC/121 documents and the pages of the annexes is provided in Part B of Annex VI, 9/2 of this report.

Y. Working Group on Problem of Governmental Relocation in Wartime (AC/122)

1. The Senior Civil Emergency Planning Committee had reserved the subject of continuity of government to itself. After examining a "Review of measures to ensure maintenance of governmental control" (AC/98-D/26 of 3.11.56 and Addenda of 20.12.56 and 8.1.57 also circulated as C-M(57)13 of 8.2.57) the Senior Committee decided to establish a Working Group on Problem of Governmental Relocation in Wartime. Representatives of all member governments and of the NATO military authorities were invited to participate. Sir John Hodsoll, the Senior Civil Defense Advisor of the International Staff, served as Chairman. The Working Group was to report to the Senior Committee: (a) on the problems related to the establishment of safe wartime sites for national governments and for the NATO international agencies; and (b) on a possible time-phased program for moves to such sites, such a program being related where appropriate to military alert measures. (Terms of reference in AC/122-D/1 of 13.2.57; other relevant early documents are AC/98-D/16 and D/17 and Addenda.)

2. The Chairman provided a list of subjects to discuss at the first meeting - location, size, type of accommodation, communication, equipment, security, movement plans, training, alternative emergency headquarters, phasing of movement, etc., (AC/122-D/2 of 5.3.57). At its first meeting on 4th and 5th April 1957, the Working Group discussed location issues, communications requirements, the delegation of powers and form of government in an emergency, the evacuation of officials, and the headquarters facilities and personnel requirements to function.

3. At its second meeting on 18th June 1957 (AC/122-R/2) the Working Group examined a draft report to the Senior Committee (AC/122-D/3 of 16.5.57). Many changes were suggested and the Chairman was directed to redraft the report

in the light of discussion (AC/122-D/3(Revised) of 11.7.57). The report reached the Senior Committee on 20th August 1957 (AC/98-D/50). It set out principles for government relocation sites selection (*ibid.*, paragraphs 74-76).

4. The Chairman presented the Working Group with a note on the influence of warning or lack of warning on the policy of relocation (AC/122-D/6 of 7.2.58) and also some further observations concerning the criteria for determination of sites of NATO wartime agencies (AC/122-D/7 of 12.2.58) for consideration at its next meeting. He suggested that the Senior Committee invite the boards and committees to consider these observations in determining their sites: (a) location should not be too far from headquarters of the supreme authority; (b) agencies concerned with supply questions should be co-located together with the proposed Central Supplies Agency; (c) they must be located sufficiently far from any main target areas; (d) they must not be in a communications desert; (e) personnel working in the wartime agencies may have to be interchangeable; and (f) area must be easily accessible as time to reach destination may be quite short. Sir John concluded that the sites must be chosen and prepared in advance - including communications. He felt that all personnel needed for operation of the agencies (national representatives, experts, secretaries and technical staff) must be selected and trained in peacetime with exercises to test the effectiveness of these measures. He also urged that the terms of reference of all wartime agencies should provide for automatic activation related to the alert phases, *i.e.*, the agencies would come into existence automatically once the simple alert was proclaimed without further action by the Council.

5. At the third and final meeting of the Working Group on 24th February 1958 (AC/122-R/3) the two proposals described above (AC/122-D/6 and D/7) were discussed and commented upon. Additional written comments were sought. Only the Netherlands and the U.K. responded by 5th May (AC/122-N/1). They served as part of the supplementary report (AC/122-D/8 of 31.3.58; a draft of the report to supplement AC/98-D/50) to the Senior Committee. The Chairman was authorized to report orally to the AC/134 Committee (described below) but the written report was addressed to the Senior Committee in accordance with its terms of reference. The Working Group agreed that it had performed its specific functions and would meet again only if necessary to consider the revised papers and report. In the absence of substantive comments the final text of the draft report (AC/122-D/8) was distributed as a Senior Committee document (AC/122-N/1 of 9.5.58, the report is AC/98-D/57 of 9.5.58) and the Working Group was dissolved.

6. The 8 documents, 1 notice and 3 summary records of meetings of the Working Group on Problem of Continuity of Government in War (AC/122) have never been reviewed for declassification. The records of the first meeting, the Addendum to the third meeting (AC/122-R/1 and R/3(Addendum) of 14.3.58) and two documents (AC/122-D/6 and D/7) are classified at the Secret level. The remainder are classified at the Confidential or Restricted level.

7. The 1957 documents are on microfilm roll 221 and the 1958 documents are on roll 238. All of the AC/122 records are also on microfilm roll A307.

8. The Senior Civil Emergency Planning Committee should include the AC/122 records for declassification and release along with its own pre-1959 records on the subject of maintenance of government continuity and advise the Council on its determination.

Z. Working Group to Study Certain Proposals Relating to Raw Materials Planning (AC/125)

1. The Senior Civil Emergency Planning Committee considered a report (AC/98-D/35) by the Industrial Raw Materials Planning Committee (IRMPC) at its meeting on 14th and 15th January 1957 (AC/98-R/3), which requested an extension of its terms of reference to enable it to study the stockpiling of end-items and the problems involved in all stages of industrial production. The discussion (ibid., paragraphs 70-75) led to the establishment by the Senior Committee of a Working Group to consider the IRMPC proposal in the light of the Senior Committee's recognition of the need for peacetime planning to attain adequate stocks of certain end-items for the survival period. The Senior Committee also recognized the need to utilize whatever industrial capacity remained available at the end of that period to produce certain end-items for the purpose of survival and rehabilitation. It invited the "Working Group to Study Certain Proposals Relating to Raw Materials Planning" to make recommendations on how to accomplish these tasks either by an extension of the mandate of the IRMPC or other existing committees, or by the establishment of a new committee. Any such recommendations should include draft terms of reference. Sir John Hodsoll was named to chair the Working Group which was composed of representatives of all delegations and chairmen of the appropriate existing committees (AC/125-N/1 of 4.3.57 and AC/125-D/2 of 16.9.57).

2. At its first meeting on 10th March 1957 (AC/125-R/1) the Working Group examined its terms of reference (AC/125-N/1) and discussed the status of present work by the committees in the area of industrial planning. A detailed memorandum was prepared by the Secretariat at the request of the Working Group covering semi-manufactured and finished products essential for survival under broad heading with identification of the NATO committees and working groups dealing with each of them. It was considered that this approach would point out gaps in NATO emergency planning fields. The broad fields covered were food, housing, medical requirements, public utilities, shelters, civil defense, transportation and communications (AC/125-D/1 of 9.5.57).

3. The Working Group met again on 23rd May 1957 (AC/125-R/2) to review the Secretariat's compilation along with a U.S. submitted listing of essential survival items with underlying criteria and assumptions (AC/125-WP/1 of 16.5.57) and a proposal by the French delegation setting out procedures for studying semi-manufactured and finished products for survival (AC/125-WP/2 of 21.5.57). A third working paper was prepared by the Secretariat (AC/125-WP/3 of 22.5.57). The Working Group concluded that most of the problems were being dealt with by the present NATO organizations. The gaps in housing, personal clothing, etc., could be covered by existing committees. The Belgian delegation pilot study (for the Coal and Steel Planning Committee) on recovery of the steel industry might help in deciding on the feasibility of restoring production to meet deficiencies in the survival period.

That study would be completed in about a month. The Working Group decided to meet again only when lists of semi-finished and finished products had been established by the various NATO civil bodies and the Belgian pilot study was available.

4. The Working Group made a first report to the Senior Committee on progress after the two meetings (draft is AC/125-D/2 of 16.9.57; final report is AC/98-D/51 of 25.9.57).

5. The Chairman submitted an extended note to the Working Group on 16th June 1958 recounting action taken thus far and asked the Group to consider the need for another approach based on certain assumptions he delineated:

- (a) stockpiling of certain military and civil items before war could be accomplished;
- (b) planners could identify nationally the essential items for survival;
- (c) planners could not assume or plan on any production capacity in the survival or post-survival period;
- (d) recognized the need to ensure that any production capacity that does survive would be used to meet civil and military survival needs;
- (e) many of the requirements would be known although quantity needed would be unknown. Further, imports are unlikely to meet needs due to destruction of ports and transportation; and
- (f) one pressing need will be to utilize any remaining production capacity to meet requirements (e above) and to restore production.

The Chairman suggested that they would then need raw materials, food, fuels and other material and equipment together with transport. Thus there would be a need for a rapid stock taking of surviving NATO resources and capabilities so that decisions could be made and action taken to meet the situation on a priority basis. The Chairman recognized that the situation would vary greatly from country to country and that NATO would need intelligence on which to initiate action. Further, there would be a need for the closest cooperation of NATO wartime agencies if any successful plans were to be made and implemented. Sir John suggested the need for some board or agency for this purpose. He recommended consideration of alternative organizations: (a) whether to use one or a combination of present boards or committees to do this; or (b) whether work presently being done is helpful in meeting this requirement; or (c) whether it might be better to create a new committee by initiation or by merging some existing committees or working groups into one body with a composition and terms of reference for the task proposed. Sir John also included draft special terms of reference for consideration by the Working Group (AC/125-D/3 of 16.6.58).

6. The U.S. delegation supported the Chairman's appraisal of the situation and urged the creation of a new committee. The U.S. response (AC/125-D/4 of 10.7.58) also suggested suspension of the activities of the Coal and Steel Planning Committee and the Industrial Raw Materials Planning Committee and discontinuance of the Working Group (AC/125).

7. The Working Group met for the third and final time on 22nd July 1958 and considered the Chairman's note and the U.S. note. Suggested amendments also had been circulated informally by the German and U.K. delegations. The Chairman described two distinct problems:

(a) coordination of the various agencies to be set up in wartime. He informed the Working Group that the International Staff was preparing a paper in consultation with national delegations for submission to the Senior Committee in October together with recommended measures;

(b) setting up of machinery for collating at an international level information collected nationally about available facilities and stocks in the survival and post-survival period. The task of the Working Group was to make suggestions and recommendations to the Senior Committee about the proper type of committee to be set up to study this machinery and in particular to specify its terms of reference (AC/125-R/3).

8. The delegations were in general agreement with the proposals and stressed that the terms of reference should include matters previously dealt with by the IRMPC and CSPC which would be suspended after creation of the new committee. A detailed examination of the terms of reference followed and led to the recommendation that the Secretariat circulate the revised paper (AC/125-D/5 of 24.7.58) which would be combined with the proposed staff paper on the coordination of wartime boards under a single covering note for submission to the Senior Committee. The final conclusion was that no further meeting would be necessary and that the work of the Group had come to an end (AC/125-R/3).

9. A revision of the final paper to meet some objections by one or two delegations was circulated as a final document of the Working Group (AC/125-N/4 of 8-8-58). It contained the Working Group's recommendations that a new Industrial Planning Committee (IPC) should be set up (with terms of reference provided) and that the Senior Committee consider suspending the CSPC and IRMPC and the merging of any future work of these committees in the new committee proposed.

10. The Secretariat prepared paper brought all these proposals together (AC/98-D/73 of 29.8.58) and recommended that the Senior Committee approve the three papers and establish an IPC to absorb the work then being done by the IRMPC and CSPC, with the terms of reference proposed by the AC/125 Working Group, under a chairman to be selected by the committee. The Senior Committee also was invited to instruct the Yearly Review Sub-Committee (AC/134) to undertake the examination of the problems of the coordination of wartime boards and agencies and to arrange with the SG for appropriate military representation on the Sub-Committee for this purpose. The Sub-Committee was to consider also the wartime functions of the Central Supplies Agency in making their recommendations.

11. The Senior Committee considered these proposals (in AC/98-D/73) and discussed again the merits of keeping the CS and IRM Planning Committees at its meeting on 15th and 16th October 1958 (AC/98-R/5). It approved the report of the AC/125 Working Group, "...it being understood that the first year of the operation of the IPC should be regarded as a trial period and progress reviewed at the end of that time."

12. The 5 documents, 4 notices, 3 summary records of meetings and 2 working papers of the AC/125 Working Group have not been reviewed for declassification. More than half were originally classified at the Secret level. They should be reviewed for declassification and release by the Industrial Planning Committee, AC/143(IPC). That committee should inform the Council of its determination. The Consultants recommend their release without reservation.

13. The 1957 records of the AC/125 Working Group are on microfilm roll 221. One document in 1958 (AC/125-D/3) is on microfilm roll 238. The remainder are on the chronological microfilm rolls as follows:

<u>Reference</u>	<u>Date</u>	<u>Roll</u>
AC/125-D/4	10.7.58	241
D/5	24.7.58	243
AC/125-N/4	8.8.58	244
AC/125-R/3	6.8.58	244
	(meeting 22.7.58)	

All of the AC/125 records are on microfilm roll A307.

AA. Civil Emergency Planning Yearly Review Sub-Committee (AC/134)

1. The experience of the Senior Civil Emergency Planning Committee in preparing an acceptable comprehensive report to the Council on the 1957 yearly review of civil emergency planning led to the creation of the Civil Emergency Planning Yearly Review Sub-Committee. The Sub-Committee was tasked to review procedures and questionnaires and generally to assist the International Staff in preparing the annual report (paragraphs 8-10 of Part I of C-M(57)131).

2. The first task of the Sub-Committee was to review, coordinate and approve the questionnaire for the 1958 yearly review of progress. A draft was prepared by the International Staff (AC/134-D/1 of 16.11.57) and amendments were suggested (AC/134-WP/1 of 26.11.57 contains the PBEIST proposed amendment to Section VIII of Part II of AC/134-D/1) for consideration at the first meeting of the Sub-Committee on 28th and 29th November 1957 (AC/134-R/1). The Sub-Committee agreed on revisions to the general questions (AC/134-WP/2 of 28.11.57) and the questionnaire was revised and circulated for comment as the Secretariat hoped to circulate a final version by 11th January 1958 (AC/134-D/1(Revised) of 5.12.57). Governments meantime were to begin work based on the revised form of the questionnaire in order to have responses ready by 1st April 1958. The final form of the questionnaire (AC/134-D/1(Final)) bears the same date of 5.12.57.

3. The Senior Committee draft of the 1957 review report to the Council (AC/98-D/56 of 16-18.9.57) was discussed and approved as amended at the SCEPC's fourth meeting and was forwarded to the Council (as GM(57)131 of 13.11.57). Several Council representatives commented on the 1957 yearly report and the Council decided that the report should be revised. The request and comments were forwarded to the newly created Sub-Committee to prepare a revision. Comments by the French and the Netherlands delegations (AC/134-D/2) were submitted for consideration at the Sub-Committee's first meeting. At the meeting an additional comment was submitted by the U.K. supported by other delegations to delete paragraph 9 of C-M(57)131 (U.K. comments are AC/134-D/2 Addendum of 20.12.57). The Belgian delegation reaction (AC/134-D/2 Addendum 2 of 13.1.58) to the U.K. proposal, and the other comments, were considered at the Sub-Committee's second meeting on 27th January 1958 (AC/134-R/2). The discussion and resolutions led the Sub-Committee to direct the International Staff to prepare a revised text of the Senior Committee's 1957 report to the Council (C-M(57)131(Revised) of 11.2.58). The revised report was accepted by the Council at its meeting on 12th March 1958 (C-R(58)15) thereby approving the action taken by the Senior Committee in paragraphs 8 and 11 of Part I and the preparation of a consolidated report by the Senior Committee as suggested therein by 1st November 1958.

4. The question of procedures for conducting the 1958 yearly review (AC/134-D/3 of 11.12.57) was discussed and approved at the Sub-Committee's second meeting in January 1958.

5. The national reports were not available to the International Staff for distribution and consideration by the Sub-Committee in time for the scheduled meeting. The Secretary noted that just one had been received by 26th June 1958 and the meeting of the Sub-Committee therefore was postponed until 16th and 17th September 1958 to allow the Secretariat time to prepare a draft comprehensive report and time for nations and functional boards and committees to prepare their comments (AC/134-N/3 of 26.6.58). The Senior Committee was scheduled to meet on 15th October 1958.

6. The national review reports (AC/134-D/4 of 19.4.58 and Addenda 1 through 13 of 17.7.58) and the draft report to the Council on the results of the 1958 yearly review of civil emergency planning (AC/134-D/6 of 21.7.58 with suggested amendments by CCPC and by the PBEIST) were considered by the Sub-Committee at its third meeting on 16th September 1958 (AC/134-R/3). The principle substantive comments were summarized and included in the report submitted to the Senior Committee for consideration at its fifth meeting on 15th and 16th October 1958 (AC/98-D/75).

7. The Senior Committee approved the draft report as amended at its fifth meeting (AC/98-R/5) and directed the International Staff to prepare for Council a summary review of progress. At the same time the Senior Committee examined each of the reports by the functional boards and committees on the vital measures in which further examination and review were determined to be needed (per C-M(57)131(Revised) of 11.2.58).

8. The final report to the Council (C-M(58)129 of 8.12.58) was considered by the Sub-Committee in a pre-publication version at its meeting on 20th and 21st November 1958. Several suggested changes were made by the Sub-Committee along with minor drafting amendments. The final paper was approved by the Council at its meeting on 11th February 1959 (C-R(59)6). The Council endorsed the recommendations made to the countries in Part I, approved the amendments to the terms of reference of ACTICE and ACTISUD and instructed the Senior Committee to continue to review progress in civil emergency planning and to submit a report on results of the 1959 yearly review by 15th December 1959.

9. The 11 documents created by the Civil Emergency Planning Yearly Review Sub-Committee in 1957 and 1958 are listed in Annex VI, 10/1 of this report with information on the microfilm roll where each is located. The 3 notices, 4 summary records of meetings and 2 working papers are located on the rolls of film indicated in Annex VI, 10/2.

10. Most of the 20 documents created by the Sub-Committee were downgraded in 1967 (by AC/98-N/66 of 11.5.67, confirmed by DN/328 of 11.6.69). The current classification of the 11 documents is indicated in Annex VI, 10/1. All of the remaining records were regraded Confidential. The Senior Civil Emergency Planning Committee should review the 20 records of its Sub-Committee for declassification and release along with its own records of this period and its progress reports to the Council (C-M(57)131 of 13.11.57 is Unclassified while C-M(57)131 of 11.2.58 is Confidential, and C-M(58)129 is Confidential). The Committee should then inform the Council of its determination. The Consultants recommend their release without reservation.

BB. Supplementary Filming

1. The emergency planning committees were deeply concerned in 1954-1955 with the new strategic concepts and the related assumptions involving possible nuclear war in western Europe. The development of the new assumptions and their impact on the individual emergency planning boards and committees is evident from the documents of each board and committee. The development of the broader NATO view is evident from certain Council memoranda and records of meetings.¹⁸

2. The impetus given by the Secretary General, Deputy Secretary General, the Executive Secretary and the Senior Civil Defense Advisor together with the Chairmen of the emergency planning committees¹⁹ in developing realistic basic assumptions which could be acted upon by the boards and committees is not as well documented. The Consultants have identified a number of documents which were not heretofore microfilmed and which should be reproduced so that they may be reviewed for declassification and release along with the related records of the committees described in Part VI of this report.

¹⁸ The principle Council memoranda and records of meetings - already on microfilm - are: C-M(55)8, C-M(55)43, C-M(55)48, C-M(55)48(Revised), C-M(55)48(Final), C-M(55)79, C-M(55)86, C-M(55)94; C-R(55)5, C-R(55)14, C-R(55)16, C-R(55)17, C-R(55)23. See also PO/55/409 (roll 118 or Index roll 30) and RDC/287/55, RDC/535/55, RDC/552/55, RDC/553/55 and RDC/555/55 (all on roll 114).

¹⁹ The Chairmen met and created documents as the "Co-ordinating Committee on Emergency Planning" (CCEP).

3. The documents which should be included in a supplementary microfilm are listed in Annex VI, 11. The documents are in several folders among the records of the Civil Emergency Planning Directorate in the custody of NISCA. Their current classification level is indicated on the listing.

4. The Senior Civil Emergency Planning Committee should undertake the review for declassification and release of the documents listed in Annex VI, 11, and advise the Council of its determination. The Consultants recommend their microfilming and release without reservation.