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OPERATIONS COORDINATING BOARD
WASHINGTON 25, D.C.

March 19, 1954

STAFF STUDY

SUBJECT: Coordinating Information and Timing of Projects
in Nuclear Energy and Related Fields

THE PROBLEM

1. To formulate recommendations with regard to overall coordination of public statements, information and timing of projects relative to the question of nuclear energy, particularly as to the extent of responsibility in these fields and as to which if any additional agencies the Board or other agencies might be charged with up to the date.

FACTS BEARING ON THE PROBLEM

2. OCB Responsibilities under Executive Order 10483 - The purpose of Executive Order 10483 provides for two types of OCB action:

a. Subparagraph (1) which deals with actions assigned to OCB by NSC, charges the Board with "advising, coordinating and monitoring" respecting "the execution of each security action" and that it will make its full contribution to the attainment of the security objectives and of the particular climate of opinion the United States is seeking to achieve in the world." In recognition of this function, the NSC recently assigned the actions to the OCB in the general nuclear energy field:

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- (1)
- (1) NSC Action 1077 charges the OCB with advising the Council with respect to the timing of release of the Ivy Film.
- (2) NSC Action 1061 charged OCB with coordinating the timing of the public announcement of the nation-wide Civil Defense Exercise, as well as the general line to be taken by publicity about it.

b. A second responsibility of OCB stems from subparagraph (f) of Section 2 of Executive Order 10453 which provides that this group shall initiate new proposals for action within the framework of national security policies in response to opportunities and changes in the situation. In fulfillment of this function, the OCB, by action of December 1, 1953, authorized a program for the domestic and international information program in support of the President's third speech. This group included representatives of the AEC and FCIA.

c. Subparagraph (g) of Section 2, cited above, provides that the OCB can make recommendations to the NSC staff regarding projects and related projects, which have not been officially referred to the Council, but which may affect national security policies. Projects have been assigned to OCB by the Council.

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d. OCB's interest responsibility for such official statements is recognized by the Atomic Energy Commission. Although OCB staff, including the "Official Statements on Nuclear Weapons," charged officials of the Executive Branch with clearing nuclear weapons statements with the Chairman, AEC, and charges the latter with clearing intelligence aspects with the Director of CIA, and foreign relation aspects with State. In two recent instances, the Chairman AEC has sought the advice of the OCB with respect to clarity and content of official statements on nuclear weapons. By letter to the OCB Staff Representative of February 14, 1954, the Chairman, OCB, requested OCB approval of the timing of the announcement of the United States Force Seven, and by letter to the OCB Staff Representative on March 1, 1954, OCB requested public reporting of the Joint Chiefs of Staff report on the OCB. The Chairman AEC stated:

"The ultimate decisions on whether to use nuclear materials, how to adopt them, and what timing to place in issuance, if it should be found desirable, must of course be made in the light of the judgments that may be assembled by the International Coordinating Board."

3. Additional Major Actions are Presently Assigned for Completion.

a. A number of major public statements will be required on the application of atomic energy, international exchange of technology, and exchange of weapons with OCB staff. In connection with the forthcoming hearings on amendments of the Atomic Energy Act. These hearings are presently a top priority for the

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b. The FCDA has developed a statement with regard to planning assumptions for the fiscal year 1955 which it will be released for use by state and local Civil Defense organizations. These assumptions include a considerable amount of significant data with respect to the effect of nuclear weapons, targets destruction, etc.

c. A number of additional actions and public statements will need to be developed with respect to the annual report, the exchange of Civil Defense information with friendly countries, and public information developed through the OCM with respect to civil defense measures (industrial dispersion, dispersal of factories, etc.). These actions may have important aspects affecting the United States and its overseas, depending principally upon their content and their relation to other significant overseas developments.

4. Major Responsibilities for Actions Cited Above

a. The FCDA under authority of the Atomic Energy Act, 1946, to disseminate appropriate Civil Defense information, and to coordinate such

b. The AEC under the Atomic Energy Act of 1946, to make available to Congress and the public pertinent information with respect to atomic energy.

c. The OCM, under authority of the National Security Act, 1947, and Reorganization Plan No. 2, to coordinate and to make available to the public non-military defense measures and to make public reports on such measures.

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d. The Chairman of the Atomic Energy Commission is to coordinate programs for the disclosure of atomic energy information to friendly countries. In carrying out this responsibility he operates through various agency channels depending upon the purpose involved.

DISCUSSION

5. NSC Actions 1045 and 1061, and the AEC Letters of 29 February and 1 March 1954, cited above, acknowledge the U.S. interests in the nuclear energy field. As precedents they suggest that the NSC should instruct the AEC to advise with the Chairman of the Joint Atomic Energy Board and the Director of the FCMA on the timing, and nature of proposed disclosure programs as may significantly affect the U.S. position in the world. The United States is seeking to maintain security of such programs as outlined in those previously cited, logically would include:

- a. the timing of disclosure of information concerning nuclear energy in 1954/1, disclosure of classified information to friendly countries;
- b. manner and timing of release of proposed information to public officials, and information to the public concerning nuclear weapons;
- c. domestic nuclear power, ground publication;
- d. military applications reports of U.S. military reports, and non-military applications reports of U.S. military reports.

Defense unclassified reports.

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6. In addition, since the American defense program in the United States, coordinated by the Office of Defense Mobilization, clearly defined OCB's responsibilities in the area of foreign climate, the OCB should make explicit the primary coordinating role of OCB, and the advisory role of OCB with respect to the timing of projects and the release of information of significance to foreign climate of opinion.

CONCLUSIONS

7. In the discharge of its functions of coordinating the timing and execution of the programs affecting the national security, the operations Coordinating Board has the clear responsibility of:

- a. Formulating the general or chronological schedule of projects which should be taken into account by agencies of the Department of Defense Branch in the execution of approved defense programs, and in the solution of this problem.
- b. Proposing particular operations designed to produce specific results of high significance to foreign climate of opinion which supports the high priority program. These proposals should serve as a basis for the development of projects done to achieve a specific and desirable result. The OCB should and as definite projects to be approved by the OCB for execution by its member agencies, and should be reported to the Joint Chiefs of Staff Council for execution, and should be reported to the OCB for execution.

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8. Climate of opinion considers that formulated by the AEC provide all government actions in the sphere of nuclear energy and related projects which are capable of significant overseas impact. However, since there are many other significant factors which might militate against a program which seems desirable from a climate of opinion standpoint, the AEC must exercise judgments in balancing our domestic interests with international political objectives.

9. Review of the AEC program assigned to OCE, AEC program assigned to the AEC, the Office of Defense Information, and the various obligations imposed upon departments and agencies by the Atomic Energy Act, 1954 (AEA) and Public Law 920 (FCDA) indicates that significant gaps in coordinated operational control exist in the area of information pert. timing and timing of, nuclear energy projects and related matters. It is further evident that the OCE, as a principal operational control mechanism of the National Security Council, should, in the execution of its duties, in this position world-wide, take notice of these deficiencies and steps to be taken to the detriment of national policy.

RECOMMENDATION

10. It is recommended that the operations coordinating committee

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a. Inform the NSC with respect to OCB responsibilities for the timing of projects and coordination of information in the field of nuclear energy and related projects, that:

"The OCB interest and concern is primarily to assure maximum foreign support of the U.S. international position with respect to national policies, programs and objectives. The OCB should therefore be in a position to express its views with respect to important statements and the timing of actions in the field of nuclear energy which in their turn have significant bearing on overseas programs."

"Inasmuch as the OCB interest is primarily in the foreign field as indicated above, it should not be the final authority for balancing domestic considerations against overseas considerations with respect to actions and statements in the field of nuclear energy, but it will notify the NSC whenever such conflict of interests appear to exist."

"The OCB will develop a statement of foreign policy considerations involved in statements and actions with respect to nuclear energy and related problems. This statement would be designed to provide guidance with respect to sensitive positions in the foreign policy opinion field as they relate to nuclear energy programs."

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"Release of public information in connection with military defense related to the following topics will be coordinated by the Office of Defense Mobilization:

- "A. Reduction of urban target vulnerability.
- "B. Civilian defense activities other than those cited above.
- "C. Continuity of industry.
- "D. Continuity of government.
- "E. Physical security of facilities.

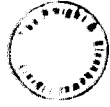
"OCB guidance as to the timing of release of information in connection with the above topics will be furnished by the Operations Mobilization Office of Defense Mobilization.

"Memorandum for the National Security Council, Dated 10/10/53, Subject: Office of Defense Mobilization, is hereby amended so as to read:

"Following the words 'the Office of Defense Mobilization' add: 'the Chairman of the Atomic Energy Commission request the guidance of the Operations Mobilization Office on aspects affecting the information concerning the diplomatic relations of the United States with the Atomic Energy Commission and the Atomic Energy Commission'.

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Federal Civil Control Administration (FCCA) shall
the Operations Coordinating Board (OCB) shall
in the formulation of the Board's recommendations
such other activities of the Board as may be determined
with this program."

c. Contingent upon NSC approval of the above, circulate the memorandum
attached as TAB "A" with enclosure, to members of OCB, Chairman, Director
FCCA, and the Director OMA.

d. Establish working group composed of such other agencies as may be
appropriate (1) to assist the Board in obtaining the views of the
other agencies concerned with respect to OCB views as to the initiation of
proposed actions or statements pertaining to nuclear energy; (2) to
initiate suggestions to the NSC or to other appropriate authorities for the
more effective exploitation of actions or statements in the field of nuclear
energy. This group should have appropriate security clearance and access
to AEC restricted data and the United States ^{should} participate in the work of
the OCB at which nuclear energy matters are discussed.

Attachment:

TAB "A" - Draft Statement by OCB with
attached Check List, dated 9/27/54.

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Draft Statement by OCB to:
Members of Board
Chairman, AEC
Director, FCDA
Director, CDM



The area of United States Government policy regarding the most important problems of nuclear energy development, both for defense and general peaceful uses. The urgency of bringing about such coordination has been heightened by the need to maintain and improve the American leadership established by the President's message of December 8, 1955, to the UN General Assembly. Major actions taken and the numerous public statements on nuclear energy and findings since that time will be examined with an eye to making the policy the public sees in support of this Nation's objective throughout the world.

The Board stands ready to select the type of coordinated action. It will give first priority of working groups to expediting it and to making written reports where appropriate. Our purpose is to bring quickly to the attention of timing and content of official action and statements. A wide range of judgments available in the government is represented by the Board and the working groups to make sure that no pertinent consideration will be overlooked; and that the national viewpoint for the United States international position in nuclear energy matters is clearly stated. The timing of actions taken and by official officials will be coordinated in this field.

To reduce the possibility of duplication, overlap, and delay,

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consultation on matters of nuclear energy action or any other matter. The Board's staff and working groups have compiled the attached check list of items which in the judgment of the various agency representatives hold potentialities for harm or help in the advancement of the United States' interests.

It is suggested that agency heads advise their principal assistants dealing with these matters to bring them to the attention of the Board for advisory comment on content or timing or operational significance as concerns national policy. The longer in advance notice can be provided, the more adequate and useful will be our advisory action.

The check list, of course, does not include all points that might merit attention. It will be revised periodically. We will welcome your comments on additions--or deletions--which occur to you and your staff.

Attachment: Check List

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Check List of Actions of Interest to OGB Headquarters
in the Nuclear Energy and Related Fields

1. Actions in support of the President's proposals in the UN speech of December 8, 1953.
2. Major policy statements expressing or furthering OGB proposals on international control of armaments.
3. Executive Branch proposals with respect to amendments to the Atomic Energy Act.
4. General content of information plans for, and timing of public announcements on weapons test series at Pacific or Nevada Proving Grounds.
5. General content of information plans for and timing of public announcements, and official reporting materials including evaluations of nation-wide civil defense exercises.
6. General content of information plans for and timing of public announcements and official reporting materials on military exercises, such as the proposed Strategic Air Command Air Defense Command (SAC-ADC) exercises planned for July 1954.
7. General content of information plans for and timing of public announcements and reporting materials on major non-military industrial defense activities in the United States and abroad by ODM.
8. Declassified information proposed for release to public, private and law enforcement agencies to aid them in detection of espionage.

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clandestine delivery of nuclear weapons by aircraft.

9. Timing of public announcements of current deployment of military combat elements capable of employing nuclear weapons.
10. Official comment on guided missile developments reflecting air offensive or air defensive capabilities involving nuclear characteristics.
11. Timing and content of public reporting materials on nuclear warfare, either offensive or defensive.