

PROCEDURES FOR THE HANDLING OF OCCUPIED AREAS  
MATTERS BETWEEN THE DEPARTMENTS OF STATE AND THE ARMY

Study by the SANACC Secretariat

THE PROBLEM

1. To recommend procedures for the handling of occupied areas matters in the future in view of anticipated agreement between the departments concerned that occupied areas matters will not be considered in the future by SANACC, but will be handled directly between the Departments of State and the Army.

FACTS BEARING ON THE PROBLEM

2. There is now under consideration by the departments concerned new provisional terms of reference for the State-Army-Navy-Air Force Coordinating Committee. These revised terms of reference would remove from SANACC matters concerning occupied areas and matters of limited interest which can be more expeditiously coordinated by direct interdepartmental consultation.

3. SWNCC 295 dated 29 April 1946 provides that SANACC, under the chairmanship of the Department of State, is responsible for the coordination of U.S. policy with respect to such occupation and government and for its communication through appropriate channels to U.S. representatives in the field and to U.S. representatives on Allied bodies such as the Far Eastern Commission.

4. The present channel for transmission of U.S. policy to U.S. representatives in the field is through the Joint Chiefs of Staff, and the channel for transmitting U.S. policy to the U.S. Member of the Far Eastern Commission is through the Department of State.

DISCUSSION

5. To create a system of direct coordination between the Department of State and the Department of the Army would appear to place an additional burden on these departments, inasmuch as it would require the establishment of some form of a secretariat to coordinate occupied areas matters. Such an agency would not initially have the background on occupied matters, nor would it be in a position to properly determine what policies would be superseded by revisions of occupied policy.

6. It would appear that the channel to the U.S. representatives in the field should continue to be through the Joint Chiefs of Staff, and likewise the channel to the U.S. Member of the Far Eastern Commission should be through the Department of State. However, it has always been understood that the Chief of Staff of the U.S. Army, acting for the Department of the Army, has the authority to implement decisions taken by SANACC or the State and Army Departments on matters of an occupied nature. It would appear logical, therefore, that implementation of future decisions which amend previous policies on occupied areas should be transmitted through the same channels through which it was originally forwarded to commanders in the field so that previous instructions may be amended accordingly.

7. The SANACC Secretariat would appear to be the logical organization to continue the handling of decisions taken by the State and Army Departments on occupied matters. Not only does it have the facilities for reproduction and distribution, which facilitates the clearing of matters within a department, but it also has the reference library to properly reference new material and authority to direct implementation of decisions by the departments concerned. Also, it is felt that

even though occupied areas matters are removed from SANACC the Navy and Air Force Departments should continue to receive information on decisions taken by the State and Army Departments. This could be accomplished by the SANACC Secretariat in the circulation of the necessary information paper in the appropriate SANACC series.

8. Normally matters of an occupied nature originate in one of the following ways:

a. Radios from the U.S. representatives in the field to the Joint Chiefs of Staff or the Department of the Army.

b. Introduction by either the State or Army Department of studies or instructions for SANACC consideration.

Matters received under a above are either forwarded to the Department of State for an appropriate reply or referred to a SANACC Subcommittee for preparation of a draft reply. In some instances the Department of the Army prepares the reply, and after clearance by the Department of State, dispatches the answer to the U.S. representative in the field. Matters under b above, after clearance by SANACC, are usually dispatched to the U.S. representative in the field by the Joint Chiefs of Staff.

9. To facilitate the handling of occupational matters under direct State-Army coordination, the following channels would appear to be the most feasible:

a. All requests for instructions received either by the Department of the Army or the Joint Chiefs of Staff, if of a military nature, should be referred to the Department of the Army for preparation of appropriate instructions. After these instructions have been prepared

they should then be forwarded to the Department of State for approval, through the SANACC Secretariat. After approval by the Department of State the SANACC Secretariat should then request the Joint Chiefs of Staff or the Department of the Army to transmit the instructions to the appropriate commander or request the Department of State to transmit it to the U.S. representative on the Far Eastern Commission.

b. All requests for instructions received from the U.S. representatives in the field, of a political nature, should be referred to the Department of State by the Department of the Army for preparation of appropriate instructions. After preparation by the Department of State these instructions should be forwarded to the Department of the Army through the SANACC Secretariat for approval and dispatch by either the Department of the Army or the Joint Chiefs of Staff, or be forwarded by the Department of State to the U.S. Member of the Far Eastern Commission, if deemed appropriate.

c. When the Department of State desires to instruct the U.S. representatives in the field on matters of a political nature they should submit the study or instructions to the SANACC Secretariat for transmittal to the Department of the Army for approval and dispatch to the U.S. representatives in the field or on the Far Eastern Commission.

d. When the Department of the Army desires to instruct the U.S. representatives in the field on matters of a military nature these instructions should likewise be transmitted to the State Department for approval through the SANACC Secretariat, and after approval by the Department of State the SANACC Secretariat should direct either the Department of the Army or the Joint

Chiefs of Staff to transmit these instructions to the field, or request the State Department to transmit the instructions to the U.S. Member of the Far Eastern Commission for his guidance in obtaining a policy decision in the matter.

The above procedure would enable the SANACC Secretariat, if time permits, to circulate the proposed instructions to all interested departments for information prior to final action. Likewise, the SANACC Secretariat would also inform the departments of the final action taken by the State and Army in each matter. The reproduction of proposed action would facilitate the clearance of the matters within the State and Army Departments and would also provide a document for follow-up action by the Department of the Army after the cable has been dispatched.

#### CONCLUSIONS

10. It is concluded that:

a. The SANACC Secretariat should be utilized by the Departments of State and the Army for the administrative handling of occupied areas matters.

b. The appropriate channel for transmitting decisions taken by the Department of State and the Army on occupied matters is through the Joint Chiefs of Staff (or Army) to the field and through the State Department to the U.S. Member of the Far Eastern Commission.

c. The procedures set forth in paragraph 9 above should be adopted by the State and Army Departments in the event occupied areas matters are removed from SANACC.

#### RECOMMENDATIONS

11. It is recommended that SANACC approve the above Conclusions.

*Questions  
in all caps*

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*Approved by  
Col. Field  
Chas. B. Jones  
Schuyler  
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Procedure*

1. Name of Committee.

State-Army-Navy-Air Force Coordinating Committee (SANACC), formerly  
State-War-Navy Coordinating Committee (SWNCC).

2. Establishment.

*Drafted by  
Mr. C. E. Conger*

(a) Date established.

December 19, 1944.

(b) Instrument of establishment.

Established by exchange of letters dated 29 November 1944 and 1 December 1944 between the Secretaries of State, the Navy and War. This establishment was brought up to date on 4 November 1947 by a memorandum of agreement signed by the Secretaries of State, Defense, Army, Navy and Air Force.

(c) What agency or agencies, if any, were consulted regarding the establishment of this committee?

State, War, Navy and the Joint Chiefs of Staff.

(d) What were the reasons for establishment of this committee?

Informal conversations were held late in 1944 by the Secretary of State and War and Navy Department representatives on the question of improving existing methods of obtaining for the State Department advice on politico-military matters and of coordinating the views of the three Departments on matters in which all had a common interest, particularly those involving foreign policy and relations with foreign nations.

Many matters arose during the latter stages of World War II in which the military and political questions involved were of substantially equal importance, or in which even the preliminary decisions made in one Department would have grave effects upon the policies, plans, and operations of the other two Departments. Lack of coordination between the State, War and Navy Departments had been rather a common theme of critics of governmental administration.

The mutuality of problems, interdependence of operation, and the resulting importance of close coordination in the early stages of any post-war program are particularly apparent in matters involving foreign policy and relations between the United States and foreign governments. In these cases the need for maintaining world-wide consistency for the United States in dealings with other nations is obvious, as are the types of embarrassment which might result from pluralism of policy or independent action in international politico-military affairs by any one department.

Closer coordination between the three Departments and the Joint Chiefs of Staff was deemed necessary in order to mutually discuss these politico-military problems. Existing relationship between the State Department and the military agencies of the Government were too formalized and infrequent; closer, more informal liaison was a necessity to efficient consideration and implementation of the mutual problems arising.

RESTRICTED

(113)

RESTRICTED

- 2 -

(e) Were other methods of coordination considered in place of establishing the committee?

Current arrangements for the coordination between the Departments had not been adequate. Organizations such as the Working Security Committee, an interdepartmental agency to furnish guidance to the U.S. representative on the European Advisory Commission, and the Joint Post War Committee of the Joint Chiefs of Staff had not been as successful as had been hoped. The Working Security Committee was later absorbed by SWNCC.

3. What are the terms of reference?

"The State-War-Navy Coordinating Committee (SWNCC) is reconstituted as the State-Army-Navy-Air Force Coordinating Committee (SANACC) and is designated as the agency to reconcile and coordinate the action to be taken by the Departments of State, Army, Navy, and Air Force on matters of common interest, and under the Chairmanship of the Department of State will be responsible for the coordination of policy on politico-military questions referred to it.

"Action taken and decisions made by the State-Army-Navy-Air Force Coordinating Committee will be construed as action and decisions by and the approved policy of the Secretaries of State and Defense, as well as the Secretaries of Army, Navy, and the Air Force. Dissemination of the decisions of the Committee will be accomplished by the departments concerned for the information and guidance of all concerned and, where appropriate, with necessary instructions for action."

Does it recommend?

Yes.

To whom?

To the National Security Council and/or the President of the U.S.

Does it advise?

Yes.

Whom?

The Secretaries of State, Defense, Army, Navy and Air Force, and the Joint Chiefs of Staff.

Does it establish policy?

Yes.

For whom?

The Secretaries of State, Defense, Army, Navy and Air Force.

4. Membership.

(a) Agencies represented.

Departments of State, Army, Navy and Air Force.

(b) Names of the officers of the committee and their respective agencies.

- Mr. Charles E. Saltzman - Assistant Secretary of State for Occupied Areas, Chairman (~~S 4101~~), ~~1033 New State Bldg.~~
- Mr. William H. Draper, Jr. - Under Secretary of the Army (~~NE 4207~~) ~~3E 973 Pentagon~~
- Mr. W. John Kenney - Under Secretary of the Navy (~~N 3213~~) ~~2034 Navy Building~~
- Mr. C. V. Whitney - Assistant Secretary of the Air Force (~~NE 5610~~) ~~4E 978 Pentagon~~

RESTRICTED

113

RESTRICTED

- 3 -

(c) Level of representation.

Under Secretaries and Assistant Secretaries of Departments.

(d) Level of active participants if different from (c) above.

Virtually all levels in the four Departments are represented in the various Subcommittees and Working Parties. See #7 below.

(e) Names of active members, their respective agencies, and their particular specialty (expert on wheat, international trade, petroleum, etc.).

Same as 4 (b) above. For membership of the various Subcommittees and Working Parties see Roster attached as Tab "A".

5. Procedures and Operations.

(a) Number of meetings in 1947.

Eleven

(b) Number of meetings during first half of 1948. *(Sub-Committees Not included)*

Seven

(c) Average time spent in each meeting. *(Sub-Committees Time Not included)*

Two hours.

(d) What agency or agencies initiated most of the matters considered? Why?

State Department, because State is responsible for the formulation of foreign policy and policy for the Occupied Areas (Germany, Austria, Japan, Korea and Trieste).

(e) Are final actions reviewed by other committees or agencies?

In a very few ~~xxx~~ instances, final actions are reviewed by the National Security Council and the Air Coordinating Committee.

(f) How are divisions of opinion resolved?

Divisions of opinion are resolved by polling the working staffs of the four Departments on the subject at issue when the division of opinion is before a Subcommittee or Working Party. When before the main Committee, division of opinion is resolved by a vote of the Committee members. In a ~~very~~ few instances the matter could be referred to the National Security Council.

(g) Who implements the decisions of the Committee?

Decisions of the Committee are implemented by the Departments of State, Army, Navy and Air Force, and by the Joint Chiefs of Staff.

RESTRICTED

113



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- 4 -

- (h) What assurances are there that the committee decisions will be implemented?

The Chairman of SANACC, as a result of committee decisions, issues directives to the Departments concerned. The implementing Department is then required to advise SANACC of final action taken.

- (i) What liaison is ~~maintained~~ maintained with other committees or agencies?

The Joint Chiefs of Staff (Special relationship as concerns State).

The National Security Council  
 The Air Coordinating Committee  
 The Committee on Economic Foreign Policy  
 The Advisory Committee on Occupied Areas  
 The Office of the Secretary of Defense  
 The Central Intelligence Agency  
 The Research and Development Board  
 The Policy Planning Staff of the Department of State  
 Munitions Board  
 National Security Resources Board  
 Military Liaison Committee of the Atomic Energy Commission  
 Department of Justice  
 Department of Commerce  
 Department of the Interior

6. Secretariat.

- (a) Where located?  
 New State Department Building, 21st & Virginia Ave., N.W.  
 Washington 25, D. C.

- (b) Does it serve only this committee and its subcommittees, or others?

The Secretariat ~~maintains~~ serves only the committee and its subcommittees.

- (c) How many officers are engaged full-time in the secretariat operations for this committee?

Seven

- (d) How many clerical personnel?

Twelve

- (e) What are the general functions and procedures of the secretariat with respect to this committee? (~~Describe briefly~~)

The Secretariat is directed to perform secretarial and such other ~~make~~ duties as the Committee from time to time prescribed. Specifically it is to be responsible for:

RESTRICTED

113

RESTRICTED

- 5 -

*State, Army, Navy, Air Force*

(1) Making preparation for the meetings of the ~~State-War-Navy~~ Coordinating Committee and recording the minutes of the proceedings thereof.

(2) Maintaining close liaison with the Secretariat of the Joint Chiefs of Staff and other appropriate agencies and making arrangements for obtaining technical advice and assistance as desired by the Committee.

(3) Proper disposition of communications to, and appropriate actions in connection with decisions and policies of, the Committee.

(4) The reproduction, distribution, and security of all official papers of the Committee.

The Secretary is held responsible for the proper functioning of the Secretariat.

RESTRICTED

113

RESTRICTED

- 6 -

## 7. Subcommittee Structure.

## (a) Number of standing subcommittees

Ten.

(b) Number of working groups or ad hoc subcommittees.

Eight.

## (c) Names of standing subcommittees.

Subcommittee for Europe  
 Subcommittee for Latin America  
 Subcommittee for the Far East  
 Subcommittee for the Near and Middle East  
 Subcommittee for Military Information Control  
 (Formerly Technical Information Security Control)  
 Subcommittee for Rearmament  
 Subcommittee for Security Control  
 (Security Advisory Board)  
 Subcommittee on Foreign Policy Information  
 Subcommittee for Release of State Papers  
 Subcommittee for Special Studies and Evaluations

Why was each established?

The Subcommittee for Europe was established to assume the duties performed by the Working Security Committee, an interdepartmental agency formed in December 1943 to furnish guidance to the U.S. representative on the European Advisory Commission. The Working Security Committee in collaboration with the Joint Post War Committee of the Joint Chiefs of Staff had prepared some 17 U.S. Directives on the Post-War Treatment of Germany. In addition these Groups had been preparing comments for the U.S. Member, EAC, on some 40 British (SWNCC 14) Directives introduced into the European Advisory Commission by the British Government. The Working Security Committee was ~~xxxx~~ composed of personnel of the State, War, and Navy Departments and soon after the formation of SWNCC was absorbed into an ad hoc Committee on Control of Germany, later designated as the State-War-Navy Coordinating Subcommittee for Europe.

On 9 February 1945, SANACC agreed to broaden the scope of the ad hoc Committee on Germany and redesignated it as the ad hoc Committee on European Affairs to enable this group to consider non-German matters.

EXTENT of ACTIVITY? Active  
 The Subcommittee for Latin America was established because the State Department desired the services of Army and Navy officers as advisors in preparing for the then (1944) forthcoming United Nations Conference on International Organization for Peace and Security, on which the Department of State already had a group working. State also requested that the War and Navy Departments be prepared to assist in the preparation for the then projected Conference of Foreign Ministers of the American Republics. It was suggested that officers of the Army and Navy be detailed to assist the Assistant Secretary of State for American Republic Affairs, who would be prepared to present their Departments' views on (1) objectives of the War and Navy Departments in Latin America; (2) assistance from Latin America to shorten the war; and (3) solutions to problems which would arise in this hemisphere upon conclusion of the war. The War Member and the Navy Member agreed to take this matter up with their respective departments and the com-mittee was established.

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113

RESTRICTED

- 7 -

The Subcommittee for the Far East was established first as an ad hoc committee in January 1945 when SANACC required a Committee to consider problems arising in connection with the control of Pacific and Far Eastern Areas. In July 1945, the subcommittee was organized on a full-time basis to handle the many subjects relating to the Pacific and Far East such as, Instrument of Surrender of Japan, Basic Directive for Post-Surrender Military Government in Japan Proper, and United States Initial Post-Defeat Policy Relating to Japan. *Very Active*

The Subcommittee for the Near and Middle East was initially appointed in February 1945 to study and report on a paper dealing with financial assistance to Saudi Arabia. In August 1945, SANACC agreed to redesignate this committee as the Subcommittee for the Near and Middle East so as to determine the extent and character of American interests in the area and their relative importance; prepare recommendations as to the policies, both short and long-range, to be adopted in the light of its determinations and also recommend the means and methods for giving effect to these policies; seek proper clearance and authority in all appropriate cases and arrange for proper coordination.

The Subcommittee for Military Information Control was established in March 1945 so as to control the release of classified technical information to foreign nationals. This subcommittee was designated as the interdepartmental agency to pass on requests for the release of classified technical information to foreign nationals, subject to established policy of the State, War and Navy Departments and the Joint Chiefs of Staff and to serve as the agency for the promulgation of departmental and JCS policy with regard to such releases. *Active*

In October 1945, the Joint Chiefs of Staff recommended that SWNCC expand its functions in relation to the disclosure of classified technical information to foreign governments to include the control of disclosure of classified military information to foreign governments for any reason. SWNCC approved this proposal and the policy contained therein was forwarded to the President for final approval. The President approved this policy in February 1946 and directed the Secretaries of State, War and Navy to exercise control of the disclosure of classified military information. *Very Active*

The Subcommittee for Rearmament was established in May 1945 for the purpose of considering all problems relating to the post-war rearmament of foreign military forces. *Active*

The Subcommittee for Security Control (Security Advisory Board) was established to take over functions formerly performed by the Security Advisory Board of the Office of War Information (absorbed by Executive Order 9608 on October 31, 1945) having to do with declassification of documents originating in non-military federal departments and agencies, top secret control procedures for ~~non-military~~ non-military federal departments and agencies, security clearances of civilian officials to receive certain classified material from the War and the Navy Departments and Joint Chiefs of Staff committees, conversion of security regulations for civilian agencies ~~and~~

RESTRICTED

(113)

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from a war-time to a peace-time basis, clearance of statistical information under Executive Order 9103 and performance of functions previously transferred to the Security Advisory Board by the Bureau of the Budget, and survey of security measures affecting administrative efficiency.

In July 1947, the terms of reference for this Committee were revised to read as follows:

"a. Drafting minimum rules applicable to the handling and/or transmission of all classified documents or information within all departments and agencies of the ~~executive~~ executive branch of the Government, including the rendering of advisory opinions on the problems arising from the application of these rules.

"b. Formulating policies and ~~procedures~~ procedures relating to the declassification of ~~classified~~ documents originating in non-military agencies and departments.

"c. Preparing studies and recommendations on matters referred to it by SWNCC."

*Active*

The Subcommittee on Foreign Policy Information was established in October 1946 to serve as the agency of SWNCC charged with the exchange of views between the three Departments with respect to information to be disseminated to the public on developments and policies in the field of foreign politico-military affairs.

*Active*

The Subcommittee for Release of State Papers was established in October 1945 to consider and act upon requests received from the Congress for documents whose release raises important questions of policy affecting the three departments and which could not appropriately be cleared through routine channels between the interested departments.

*Active*

The Subcommittee for Special ~~Studies~~ Studies and Evaluations was established in April 1947 to handle classified projects which cannot be discussed in this report.

*Very Active*

Who provides the Secretariat for each?

The secretariat of the State-Army-Navy-Air Force Coordinating Committee.

~~What is the extent of activity of each?~~

~~Shown above~~

RESTRICTED

113

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- 9 -

8. Add additional pertinent comments regarding the operations of this committee, growth, adequacy, overlap with other committees, etc. 3

(a) A recent development in the activity of SANACC has been a series of conversations between the four ~~Department~~ Member Departments relating to the withdrawal of occupied areas matters from consideration by the full Committee. Formal terms of agreement have not yet been decided, but it is anticipated that these matters will be handled directly between the Department of State and the Department of the Army. Further, it is expected that the SANACC Secretariat will perform the secretariat and record functions on the occupied areas matters as before, but with the necessary changes in numbering/ systems, designations, etc.

(b) The relation of SANACC to the National Security Council is a subject of some concern to the two organizations. As originally conceived, the National Security Council might have replaced SANACC or SANACC might have been merged into the Council. However, during the later stages of consideration of the National Security Act this conception was modified so that as finally drafted, the function of the Council is primarily "to advise the President ~~with~~ with respect to the integration of domestic, foreign and military policies relating to the national security". Therefore, the Council considers only such high policy matters which are brought to the attention of the President, whereas, SANACC considers politico-military matters which may be settled by the Member Departments, and therefore covers a wider range of subjects.

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**DEPARTMENT OF STATE**  
**THE SECRETARY**

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June 4, 1948

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SANACC - Mr. Moseley

The following extract of the Record of Actions by the National Security Council at its meeting of June 3rd is forwarded for your information:

HANDLING OF SANACC PAPERS SUBMITTED FOR CONSIDERATION BY THE NATIONAL SECURITY COUNCIL

Directed that, whenever a SANACC paper is referred to the Council for consideration, the Executive Secretary will also submit, for concurrent consideration, comments on that paper by the National Security Council Staff.

SANACC SECRETARIAT

- State Member *[initials]*
- Army Member *[initials]*
- Navy Member *[initials]*
- Air Force Member *[initials]*
- Ass't State Member *[initials]*
- Ass't Army Member *[initials]*
- Ass't Navy Member *[initials]*
- Ass't Air Force Member *[initials]*
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- File *[initials]*

*[Signature]*  
S/S:WJMcWilliams:vee

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**112**