

TOP SECRETTOP SECRETCOPY NO. 61J.C.S. 1398/1016 January 1946Pages 44-48, incl.JOINT CHIEFS OF STAFFTENTATIVE AGREEMENT TO FACILITATE ESTABLISHMENT
OF THE BRITISH COMMONWEALTH FORCE IN JAPAN

Reference: J.C.S. 1398 Series

Note by the Secretaries

The enclosed memorandum from the Australian Military Mission, dated 15 January 1946, has been referred to the Joint Staff Planners for consideration and draft of a reply in connection with their current study of J.C.S. 1398/7 and J.C.S. 1398/9.

A. J. McFARLAND,

C. J. MOORE,

Joint Secretariat.

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E N C L O S U R E

15 January 1946

The United States Joint Chiefs of Staff
Washington, D. C.

BRITISH COMMONWEALTH OCCUPATION FORCE - JAPAN

1. I enclose a copy of the announcement proposed to be made by the various participating British Commonwealth Governments in connection with the formation and despatch to Japan of the British Commonwealth Occupation Force (Appendix).
2. It will be seen that the announcement follows the general lines of the agreement reached between the Supreme Commander for the Allied Powers and Lieutenant-General Northcott, commanding the British Commonwealth Occupation Force (J.C.S. 1398/9).
3. The Australian Government acting on behalf of the British Commonwealth, desires to obtain the agreement of the United States Government to the terms of this announcement and the Australian Legation in Washington, D.C. has today approached the United States State Department with this object.
4. It would be very greatly appreciated if the United States Joint Chiefs of Staff could lend their good offices to getting approval of this announcement accelerated as the matter is regarded by the Australian Government as one of very great urgency.
5. Might I request that steps be taken to avoid any premature disclosure of the terms of the announcement. I will ensure that the United States Joint Chiefs of Staff are advised of the date and time at which the British Commonwealth Governments will release it.

/s/ J. D. LAVARACK
Lieutenant-General
AUSTRALIAN MILITARY MISSION

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A P P E N D I X

The following is the text of the proposed announcement referred to in the covering memorandum herewith:

1. As a result of discussion between members of the British Commonwealth, proposals for a joint British Commonwealth force to participate in the occupation of Japan were agreed upon and conveyed to the United States Government by the Australian Government acting on behalf of the British Commonwealth Governments concerned.
2. Following recent representations in Washington by the Australian Minister for External Affairs Dr. H. V. Evatt, the United States Government have now formally accepted the participation of British Commonwealth forces in the occupation of Japan. Arrangements are now well advanced for the force to proceed on the following basis.
3. The force is drawn from the United Kingdom, Australia, New Zealand and India. The Commander in Chief of the force is Lieutenant General J. Northcott, CB, MVO, of the Australian Military Forces. His headquarters is fully integrated with representatives drawn from each service and from each Commonwealth country contributing to the force. Air Commodore F. M. Bladin, CBE, Royal Australian Air Force has been appointed Chief of Staff to Lieutenant General Northcott.
4. The force comprises:
 - a. Force and base troops drawn from each of the contributing countries.
 - b. A land component organized as a corps of one British Indian division and two independent brigade groups one each from Australia and New Zealand.
 - c. An air component comprising squadrons drawn from the Royal Air Force, the Royal Australian Air Force, the Royal New Zealand Air Force and the Royal Indian Air Force.

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5. A squadron of the British Pacific Fleet which includes ships of the Royal Navy, the Royal Australian Navy and the Royal Indian Navy is stationed in Japanese waters under operational control of the Admiral commanding the ^{detachment of the} ~~Fifth~~ United States Fleet.

6. The British Indian division is commanded by Major General D. T. Cowan CB, DSO, MC, Indian Army, and includes 5th Brigade (of Second British Division) and 268th Indian Infantry Brigade. The Australian Infantry Brigade Group includes 34th Australian Infantry Brigade commanded by Brigadier R. H. Nimmo; the Commander of New Zealand Brigade, which is coming from Italy, is Brigadier K. L. Stewart, CBE, DSO.

7. Commander of the air component is Air Vice Marshal C. A. Bouchier, CB, CBE, DFC, Royal Air Force. His Senior Air Staff Officer is Air Commodore I. D. McLaughlin DFC, Royal Australian Air Force. Air Component includes 81st Australian Fighter Wing of three Mustang Fighter Squadrons, Numbers 11 and 17 Spitfire Squadrons, Number 96 Medium Transport Squadron, Royal Air Force, Number 4 Spitfire Squadron, Royal Indian Air Force, and Number 14 Corsair Squadron, Royal New Zealand Air Force.

8. The British Commonwealth Occupation Force (BCOF) will form part of the occupation forces in Japan under the supreme command of General Douglas MacArthur, Supreme Commander for the Allied Powers. He has assigned the land component to the general operational control of the Commanding General, 8th United States Army who is in military control of the whole area of Japan. The air component has been assigned to general operational control of the Commanding General, Pacific Air Command, United States Army (PAC USA). Lieutenant General Northcott as Commander in Chief, BCOF is entirely responsible for maintenance and administration of the British Commonwealth Occupation Force as a whole. He has direct access to General MacArthur on matters

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of major policy affecting the operational ^{commitments} capabilities of the force. On policy and administrative matters affecting the force, the Commander in Chief is responsible to the British Commonwealth Governments concerned through a British Commonwealth organization set up in Melbourne and known as the "Joint Chiefs of Staff in Australia". Their instructions to the Commander in Chief, BCOF will be issued by the Australian Chiefs of Staff. The Joint Chiefs of Staff in Australia (JCOSA) comprise the Australian Chiefs of Staff and representatives of the Chiefs of Staff in United Kingdom and New Zealand, and of the Commander in Chief in India. This organization is fully associated with Australian Joint Service machinery. The Commander in Chief, BCOF has right of direct communication with the Joint Chiefs of Staff in Australia on administrative matters affecting the force. On matters of governmental concern affecting the policy and operations of BCOF he will communicate through the JCOSA to the Australian Government who act as the representative of the other Commonwealth Governments concerned.

9. ~~The area allotted to the BCOF is the Hiroshima prefecture~~ ^{will be located initially in} ~~(including the cities of Kure and Fukuyama.)~~ ~~The BCOF will relieve a United States corps at present occupying this area.~~ BCOF will be responsible for demilitarization and disposal of Japanese installations and armaments and for exercising military control of its area, but not for its military government which remains the responsibility of United States agencies. The BCOF area will not constitute a national zone. The BCOF may be called upon to conduct military operations outside its normally allocated area. When air support for the land component of BCOF is required this will primarily be provided by the BCOF air component. Kure will be the base port for BCOF which will be responsible for the working of the entire port, the Kure Naval Yard remaining under United States naval control.

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10. Provision is being made for the BCOF to be represented in Tokyo prefecture by a detachment which will probably be of battalion strength. This detachment will be drawn in turn from each national component in the force.

11. The British Commonwealth Occupation Force may be withdrawn, wholly or in part, by agreement between the United States Government and the Commonwealth Governments concerned, or upon six months notice by either party. It has also been agreed that progressive reduction in the strength of the force will be made from time to time in conformity with progressive reductions which may be made in the strength of United States occupation forces in Japan.

12. Australian Services Mission hitherto located in Tokyo has been transformed into an advanced echelon of Headquarters, BCOF with the addition of officers from other Commonwealth components. For the present it remains in the Tokyo area to facilitate liaison with General MacArthur's headquarters.

13. Details of the move to Japan of the various components of BCOF cannot yet be announced but detailed planning is now in progress of the following basis:

- a. Naval port parties for working of Kure port to arrive in the first week of February.
- b. Leading elements of the Australian component to arrive in third week of February.
- c. Leading elements of the British Indian Division to arrive about 1st March.
- d. Leading elements of the New Zealand Brigade, which is moving from Italy, to arrive about 23rd March.

14. The organization of BCOF and the arrangements for its control through JCOSA which are outlined above, constitute a further development in the closer integration of British Commonwealth cooperation. They ensure that each of the governments concerned has a full and effective voice in this joint undertaking.

COPY NO. 63S E C R E TJ.C.S. 1398/914 January 1946Pages 35 - 43, incl.JOINT CHIEFS OF STAFFTENTATIVE AGREEMENT TO FACILITATE ESTABLISHMENT
OF THE BRITISH COMMONWEALTH FORCE IN JAPAN

Reference: J.C.S. 1398/7

Note by the Secretaries

The enclosed tentative agreement has been referred to the Joint Staff Planners for consideration in connection with their current study of J.C.S. 1398/7.

A. J. McFARLAND,
C. J. MOORE,
Joint Secretariat.

JAN 18 1946

STATE WAR & NAVY COORDINATING
COMMITTEE

JCS 1398/9

1760

SECRETENCLOSUREGENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

18 December 1945

MEMORANDUM FOR RECORD:

Tentative arrangements covering establishment of the British Commonwealth Occupation Force in Japan have been effected between staff conferees of the Supreme Commander for the Allied Powers (SCAP) and the British Commonwealth Force as enumerated below. These arrangements have been concluded on a staff level to facilitate establishment of the force in Japan when directed. It is understood that they are subject to agreement between the governments concerned and in no way constitute commitments of the parties to specific courses of action. The substance of these arrangements is being communicated by the Supreme Commander for the Allied Powers to the United States Government, and by the General Officer Commanding (GOC), British Commonwealth Force, to the Australian Government, for appropriate action.

1. COMMAND RELATIONSHIPS:

a. MISSION

The British Commonwealth Force will constitute a component of occupation forces in Japan under the supreme command of the Supreme Commander for the Allied Powers. It will be charged with the normal military duties of a force of its size and composition, including military control of Hiroshima Prefecture and such other ground and air areas as may be allocated to it for this purpose, demilitarization and disposition of Japanese installations and armaments within such ground areas and measures necessary for the security of the force. These areas do not constitute a national zone. It will accomplish such ground and air patrol and surveillance missions within allocated areas as may be directed. Military government functions within areas allocated to the British Commonwealth Force will be conducted by U.S. agencies as directed by SCAP. Relationships of the British Commonwealth Force with the Japanese, and routine security functions pertaining primarily to Eighth Army operations as a whole, will be prescribed by the Commanding General, (CG), Eighth Army.

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The British Commonwealth Force will conduct such military operations outside normally allocated areas as may be directed to the CG, Eighth Army for ground forces and the CG, Fifth Air Force for air forces.

b. COMMAND ORGANIZATION:

SCAP will assign ground forces of the British Commonwealth Force to operational control of the CG, Eighth U.S. Army. SCAP will assign operational control of the air component of the British Commonwealth Force to the CG, Pacific Air Command, U.S. Army (PACUSA). Such air component will function as a separate air command under the Fifth Air Force. SCAP will assign operational control of Royal Naval Port Party, British Commonwealth Force, to the U.S. naval commander exercising jurisdiction over Japanese ports, for operation of the port of Kure. Such assignments to operational control will become effective upon arrival of the forces concerned at Japanese ports of debarkation. Ground forces of the British Commonwealth Force will function as a corps of two divisions under the command of the GOC, British Commonwealth Forces as corps commander. The corps will be composed of one British-Indian Division of two brigade (bde) groups with supporting troops, and an Anzac division of one brigade and one brigade group with supporting troops. Logistic organization of the British Commonwealth Force will be as prescribed by the commander thereof. GOC, British Commonwealth Force will remain responsible for the maintenance and administration of the British Commonwealth Force as a whole.

c. COMMAND AND ADMINISTRATIVE CHANNELS:

(1) GOC, British Commonwealth Force will have the right of direct access to the Supreme Commander for the Allied Powers for matters of major policy effecting the operational capabilities of the force.

(2) GOC, British Commonwealth Force will retain the right of direct communication with the British Commonwealth Joint Chiefs of Staff in Australia on administrative matters affecting the force.

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(3) It is understood that for matters of governmental concern effecting the policy and operations of the British Commonwealth Force, the channel of communication lies from the Australian Government as representative of the British Commonwealth of Nations through the United States Government and the United States Joint Chiefs of Staff to the Supreme Commander for the Allied Powers.

(4) In administrative matters pertaining to relations with United States forces or with the Japanese, the GOC, British Commonwealth Force will be governed by policies prescribed by commanders exercising operational control. Such policies will in general conform to those prescribed for United States forces. In case of conflict between such administrative instructions received from the CG, Eighth Army and the CG, PACUSA (or his designated representative), the matter will be referred to General Headquarters (GHQ) SCAP for decision.

d. LIAISON

GOC, British Commonwealth Force is authorized to exchange liaison officers by mutual arrangement with CG's, First Corps and Fifth Air Force. Provisions for liaison between British Commonwealth Force and Japanese Central Liaison Committees in areas occupied, are subject to future arrangements between British Commonwealth Force Headquarters and CG, Eighth Army. Liaison between British Commonwealth Force Headquarters and GHQ, SCAP on military government matters will be conducted through the Eighth Army. Liaison between British Commonwealth Force and U.S. naval authorities will be conducted through naval port director of the port or ports concerned for local matters pertaining thereto. Liaison with U.S. naval authorities on all other matters will be conducted through GHQ, SCAP.

2. AREAS OF RESPONSIBILITY:

a. The British Commonwealth Force will be allocated Hiroshima Prefecture for exercise of the functions and responsibilities enumerated in sub-paragraph 1 a above.

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b. If proven necessary by reconnaissance, the British Commonwealth Force may be allocated an additional area or areas by SCAP for air base purposes. Within such areas, British Commonwealth Force will exercise the security and surveillance functions and responsibilities prescribed for Hiroshima Prefecture, subject to local modification at the direction of CG, Eighth Army.

3. FORCES:

a. It is understood that the total strength of the British Commonwealth Force will be determined by inter-governmental decision. It is also understood that the British Commonwealth Force plans to maintain its basic organization as a corps of two divisions of two brigades each, with suitable air and (air and ground) service supporting elements within the strength eventually determined. Major unit strength will be adjusted to meet the total strength determined by inter-governmental decision. Composition and strength of the air component of the force is also subject of inter-governmental decision.

b. It is understood that the British Commonwealth Force may be withdrawn wholly or in part upon agreement between the Governments of the United States and Australia or upon six months notice by either party. It is also understood that reductions will be made in the British Commonwealth Force from time to time in conformity with progressive reductions in United States occupation forces in Japan.

c. GOC, British Commonwealth Force will provide SCAP with troop lists including units strengths, upon final determination of the composition of the force.

d. For planning purposes, the GOC, British Commonwealth Force has submitted tentative designation of units of the force, current location and availability for arrival in Japan as follows:

UNIT AND LOCATION

Force Headquarters, Australia
Headquarters Anzac Division, Australia,
34th Aust. Bde, Morotai
New Zealand Bde, Italy

SECRETUNIT AND LOCATION (Cont'd)

British-Indian Division, Bombay
 (Hq & 2 bdes)
 Force Troops, Australia and SEAC
 Royal Australian Air Force, Labuan (Borneo)
 3 Sqdns Mustangs
 Hq Staff Planes (2) & Detachment (Australia)
 Royal New Zealand Air Force, New Zealand
 1 Sqdn F (Spitfires)
 Royal Air Force
 2 Sqdns Mosquitos (BR), Madras
 1 Sqdn Spitfires (Ind), Madras
 2 Sqdns Spitfires (BR), Singapore
 1 Sqdn TC (BR), Rangoon
 Com Flt (BR), Madras
 Royal Navy Port Party, Singapore
 Air Force Construction Sqdn, Labuan
 Base and Port troops, various locations

TARGET ARRIVAL DATES IN JAPAN

RN Port Party--28 Jan
 34th Bde--1 Feb
 AF Const Sqdn--1 Feb
 Adv Ech Force & Base Troops--1 Feb
 1st Ser. Air Ground Ech--1 Feb
 Hq Anzac Div--23 Feb
 Adv Ech B-I Div--23 Feb
 Main Body Air Ground Ech--23 Feb
 Main Body B-I Div--15 March
 NZ Bde--23 March

e. (1) It is understood that actual arrival dates of the above units are subject to clearance by SCAP upon evacuation by U.S. forces of areas to be occupied.

(2) Arrangements will be made by PACUSA for staging of air echelons of the force to Japan via the Philippines and Okinawa, except for RAF Spitfires and airplanes of the New Zealand Squadron, which it is understood will be delivered by water transport.

5. MISCELLANEOUS:

a. Initial arrangements for establishment of British Commonwealth Force in Japan:

(1) The Australian Services Mission in Tokyo will be disbanded and its functions taken over by an Advance Echelon, Headquarters, British Commonwealth Force, made up of Australian Services Mission personnel, augmented by three or four additional officers to be designated by GOC, British Commonwealth Force.

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(2) Direct communication between the GOC, British Commonwealth Force, or his authorized representatives, and CG, Eighth Army, CG, PACUSA and CG, Fifth Air Force, for matters pertaining to the establishment and operation of the force, will be authorized by SCAP upon receipt of authority for entry of the Force from the United States Joint Chiefs of Staff.

(3) Pending further instructions, travel of staff officers of the force headquarters and of preliminary reconnaissance parties and individuals for inspection of areas and other orientation purposes is authorized subject to current clearance procedures by SCAP.

(4) Quarters, subsistence and transportation of advance parties of the British Commonwealth Force will be provided by the force.

(5) Preliminary movement of casual airplanes of the British Commonwealth Air Forces to and in Japan for staff purposes will be subject to current clearance procedures by SCAP. Temporary use by such aircraft of U.S. facilities in Japan and enroute will be arranged by PACUSA.

b. SIGNAL COMMUNICATIONS:

(1) It will not be necessary for the British Commonwealth Force to establish radio communications in Tokyo as SCAP will be able to handle its required traffic until such time as the Commonwealth force moves into its proposed area. Matter of coordinating the use of codes and ciphers will be worked out by technical representatives of U.S. and British Commonwealth Forces at a later date.

(2) Existing wire facilities used by Tenth Corps will be made available to the British Commonwealth Force.

(3) Courier service in Japan will be continued as presently established by the Eighth Army and Fifth Air Force and will be made available to the British Commonwealth Force.

S E C R E Tc. PRESS RELEASES:

No press release concerning the British Commonwealth Force will be made pending governmental arrangements for simultaneous announcement in Washington, Tokyo, Canberra, Wellington, New Delhi and London of the formation of the force. Necessity steps will be taken to insure against premature press reports in this respect.

6. LOGISTICS:

a. The British Commonwealth Force agrees to assume complete logistic responsibility for the support of the force.

b. Transportation required for the force will be furnished from British Commonwealth sources. (Rail within Japan excepted).

c. The British Commonwealth Force will be equipped with tentage.

d. Considerable housing is known to be available in the area to be occupied. Details as to procurement will be worked out by the British Commonwealth Force and Eighth Army based on schedule of withdrawal of U.S. and arrival of force units.

e. Maintenance of the force will be furnished by the British Commonwealth Force. Plans provide for 90 days supplies to accompany troops, with ammunition stockages to conform to Eighth Army and PACUSA levels.

f. Inasmuch as strength of British Commonwealth Force is indefinite at this time, tonnages involved in troop and supply movement are undetermined. Preliminary investigation indicates a sufficient port capacity to handle the force.

g. The British Commonwealth Force indicates that resupply will be from Australia.

h. Intransit and substantial permanent storage warehousing is available in contemplated areas. The British Commonwealth Force will be prepared to provide such additional storage as may be required.

i. Air base facilities in areas allocated to the British Commonwealth Force for such purposes will be made available to the force, subject to arrangements for continuation of essential United States functions therein. Additional construction and maintenance becomes the responsibility of the British Commonwealth Force.

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j. Upon arrival of its port director personnel the British Commonwealth Force will assume port director functions for the entire port of Kure, under operational control of the U.S. Navy. U.S. personnel will be withdrawn. The Kure Navy Yard will remain under United States control.

k. The control of shipping schedules pertaining to the British Commonwealth Force will be a force responsibility.

l. Requirements for a minor increase of the British Commonwealth Force Advance Headquarters in the Tokyo Area will be submitted to SCAP.

m. In area of occupation, requirements for office space, officers' billets, enlisted men's billets, warehouse and ammunition storage areas will be procured through the Eighth Army.

n. The British Commonwealth Force desires to secure three airdromes. Decisions on this point will be made after physical inspection of existing facilities in Hiroshima Prefecture and, if deemed essential, in adjacent areas. Inspection of Itami airdrome at Kobe as a possible alternate site is authorized.

o. Bulk petroleum products and packaged aviation lubricants will be furnished by the U.S. on a dollar reimbursement basis while all other packaged petroleum products will be furnished by the British Commonwealth Force. U.S. forces will deliver bulk products to the water line. The British Commonwealth Force will be responsible for receiving and distributing bulk products. Informal reports indicate that adequate bulk tankage exists in the proposed area of occupation.

p. Local procurement for the British Commonwealth Force area will be accomplished in conformance with Eighth Army directives.

q. Rail transportation will be procured through normal Eighth Army channels.

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r. The British Commonwealth Force agrees to furnish such railway guards as may be required for its own operations.

s. Yen currency will be supplied through the Eighth Army with accounting in accordance with Eighth Army procedures. Current conversion rate on basis of 15 yen to 1 U.S. Dollar will obtain for the British Commonwealth Force.

t. The British Commonwealth Force will be prepared to furnish pay schedules, both military and civil, to the Eighth Army when requested.

u. Improvements made to Japanese facilities with U.S. materials will be accepted by the British Commonwealth Force on a dollar reimbursement basis, when such facilities are needed and desired by the British Commonwealth Force.

/s/ J. NORTHCOTT
Lieutenant General, A.I.F.,
Commanding, British Commonwealth Force

/s/ R. J. MARSHALL,
Major General, G.S.C.,
Chief of Staff.
Supreme Commander for
the Allied Powers.