

DECLASSIFIED

E.O. 11652, Sec 3(E) and 5(D) or (E) NNDG# 740132

SWNCC SUBCOMMITTEE
ON UNITED NATIONS

File

12

SECRETSWNGC /MS
UNO Doc 13SECRETPARAPHRASED TELEGRAM TO THE DEPARTMENT OF STATE FROM
THE UNITED STATES REPRESENTATIVE ON THE PREPARATORY
COMMISSION DATED DECEMBER 6, 1945

British believe at working level that it is a political matter as to who should be present for the five prospective members of the Military Staff Committee, and they therefore will no doubt communicate with their Embassies in the four capitals asking the governments concerned whether the Chiefs of Staff themselves intend to proceed to London for the meeting of the Military Staff Committee and if not who will be coming. It would be helpful, the British feel, in expediting the consideration of procedural and organizational matters when the Military Staff Committee formally convenes if a pre-Military Staff Committee meeting could be arranged of those who will meet in response to the directive from the Security Council. There would be ample opportunity for these informal discussions, Blaisdell was informed, if these military representatives arrived in London coincident with the General Assembly opening, since it is the British opinion that the Security Council cannot convene and authorize the directive to the Military Staff Committee earlier than a week or perhaps more after the General Assembly opens.

Blaisdell was told also that Admiral Rodionov has been given by the British a copy of their paper dealing with the Military Staff Committee's organization and procedure. On his own initiative Admiral Rodionov called on General Jacob before he left London for Moscow, and the two informally exchanged views relating to the organization of the Military Staff Committee. Although encouraged over this initiative, Jacob now is discouraged by learning of Rodionov's appointment as Russian Ambassador to Greece.

General Jacob emphasized, in the same talk with Blaisdell, that he favored consultation, prior to the General Assembly, with the Soviets on the subject of the proposals, whether jointly or individually made by the UK, US and Canada, implementing paragraph seven of the agreed declaration. In Blaisdell's opinion the Foreign Office companion of Jacob on the UK working team is in agreement on this matter.

STEVENSON

SECRETSECRET

US PC Gen 126

12

SUMMARY OF PREPARATORY COMMISSION TELEGRAMS

Decisions and Discussions in the
Preparatory Commission

In the first meeting of Committee 1 (General Assembly) the U. S. representative proposed that the phrase "including regulation of armaments" be omitted from the title of the Committee of Political and Security Affairs, but the consensus of opinion in the Committee was that the reference to the regulation of armaments should remain in the title for the present.

The U. S. representative reported that the intensive campaign waged by the British Government, both in the press and among the Preparatory Commission delegations, to locate the United Nations headquarters in Europe has had the following three results:

1. It has tended to solidify minority sentiment in favor of Europe.
2. It has tended to strengthen the trend toward the East Coast among Latin American countries.
3. It has caused some confusion and doubt as to the real attitude of the United States.

The London press is considered as being the most responsible agent in producing this situation. So far has this campaign progressed that the U. S. representative expressed his concern that it was having a detrimental effect on U. S. public opinion toward Britain and the United Nations Organization in general. The Chilean delegate expressed the opinion, however, that the British had so far made no converts of the Latin American states.

The U. S. representative informed the Department that the British have a strong preference for general discussion in the General Assembly of the atomic bomb, and that they had proposed that the United States and Canada join the United Kingdom in placing it on the General Assembly agenda. There is no evidence yet that the question will arise in the Preparatory Commission. If it does, the U. S. representative is prepared to ask postponement of its consideration until the General

Assembly

-2-

Assembly meets.

In this connection the U. S. representative thought it very unlikely that the General Assembly would meet before January 7.

In Committee 2 (Security Council) the draft directive to the Military Staff Committee as recommended by the Executive Committee was adopted. The U. S. representative remarked in general at the rapid progress which this Committee was making in approving the report of the Executive Committee.

In Committee 6 (Secretariat) the Soviet representative argued for a special staff of the Secretariat designed to serve the Security Council, proposing that this section be entitled "Department of Security Council Affairs". He went on to say that he had no objection if this staff were made available to work for the General Assembly or other organs.

The U. S. representative reported that, although it was still his objective to confine the work of the London session of the General Assembly to organizational matters as much as possible, it had become more apparent that, at the first session, substantive matters will probably be raised and discussed extensively. In urging that the American delegation to the General Assembly be kept as small as possible, he recommended that the delegation include two scientists for atomic energy matters and two additional civilians for security matters. He also remarked that it was his understanding that the Joint Chiefs of Staff had proposed tentatively to send a delegation comprising eighteen military personnel, and suggested that probably a smaller number would be sufficient for the work at the present time. He urged strongly that in no event should this number be increased.

INSTRUCTIONS TO THE U. S. REPRESENTATIVE

Anticipating a question on Mr. Eden's proposal to revise the veto provisions of the Charter, the Department cabled its position that the Charter was viewed as a living and dynamic document which possessed sufficient flexibility to respond to changing world conditions, and that we should consider possible amendments in the light of experience

gained

-3-

gained through the activities of the Organization, rather than to take them up before the United Nations Organization has even begun to function.

The Department informed the U. S. representative that it attached the highest importance to the election of Canada to a two-year initial term on the Security Council.

Mr. Bushig

12

SECRETSECRETUSPC Gen. 4 (Rept 9)
November 8, 1945SUMMARY OF EXECUTIVE COMMITTEE TELEGRAMS:
DECISIONS AND DISCUSSION IN THE
EXECUTIVE COMMITTEE

The United States Representative reported that the Executive Committee had agreed on November 23 as the date for the convening of the Preparatory Commission, and on the period between January 2 and January 7 as the time to be recommended to the Preparatory Commission for convening the first part of the first session of the General Assembly. All but one member spoke for some postponement of the Preparatory Commission after November 12, and a large majority suggested a date between November 19 and November 23. A large majority also felt that under the present circumstances, the General Assembly could not be convened before early January. Australia proposed a longer postponement for both the Preparatory Commission and the General Assembly than Ambassador Gromyko had originally suggested.

In a brief statement to the Executive Committee, which was released to the press, the United States Representative remarked, in part, as follows:

"In this connection all of us neglected to refer yesterday afternoon to the fact that it will be a most historic and significant step forward when the Military Staff Committee meets. For the first time in war or peace the Chiefs of Staff or their representatives of China, France, the Soviet Union, the United Kingdom, and the United States will all meet together around the table. And the military leaders of these powers, whose growing collaboration during the war was so essential to our common victory, will meet this time to work together for the enforcement of lasting peace under the Charter of the United Nations."

A discussion took place in the Executive Committee on the report of Committee 6 (Secretariat). At the start, Ambassador Gromyko proposed the establishment of separate departments in the Secretariat to serve the General Assembly and the Security

Council

-2-

Council. He based his argument chiefly on the provisions of Article 101, paragraph 2, stating that the Soviet delegation considered separate departments which would serve the different organs as the only effective type of Secretariat structure. Ambassador Gromyko said his objection to the proposed structure of the Secretariat inevitably affected his position on any recommendation dealing with the structure of the Secretariat.

The United States Representative reported that the Soviet delegate opposed the temporary trusteeship committee primarily on the ground that it was not provided for in the Charter, and secondarily, because it might delay creation of the Trusteeship Council. Two undisclosed factors are also believed to be in his mind, first, that he desires to inaugurate the Trusteeship Council with the Big Five, and second, that mention of present mandatory states for the trusteeship committee might tend to make possible transfer of any mandated territory to a new trust power less likely.

The United States Representative expressed the belief that the United Kingdom proposal for a permanent General Assembly committee on the regulation of armaments was not alone Noel-Baker's idea, but had additional support in Governmental circles. In this matter, however, the United States Representative believes that the Minister of State has not been guided completely by the advice of permanent Foreign Office officials, some of whom doubt that the General Assembly should have such a committee as part of its structure, and it is assumed that unless the reference to the regulation of armaments in the title of the first committee of the General Assembly is removed, the United Kingdom will not press in the Preparatory Commission for a separate committee on the subject. The impression obtained, moreover, that it may be possible during the Preparatory Commission, by the use of a descriptive footnote mentioning the regulation of armaments, to remove the reference in the title of the committee without reviving a demand for a separate committee.

Mr. Buehig

12

CONFIDENTIALSWNGC/MS
UNO Doc. 6a
November 5, 1945.FUNCTIONS AND ORGANIZATION OF THE
MILITARY STAFF COMMITTEE OF THE
UNITED NATIONS ORGANIZATIONTHE PROBLEM

1. To establish U. S. views on the functions and initial organization of the Military Staff Committee of the United Nations Organization (Enclosure "A") and to recommend the functions, organization and composition of the initial U. S. representation to the Military Staff Committee (Enclosure "B").

RECOMMENDATION

2. It is recommended that:

a. Enclosures "A" and "B" be immediately forwarded to the Joint Chiefs of Staff for approval and thereafter be approved by the State-War-Navy Coordinating Committee.

b. Upon approval, copies of Enclosure "A" be sent informally through military channels to the Chiefs of Staff of the permanent members of the Security Council on the understanding that representatives of the U. S. Chiefs of Staff will be prepared to meet in London for preliminary discussions shortly before the first meeting of the Security Council (probably in January, 1946) on the subject of the organization of the Military Staff Committee.

ENCLOSURE "A"

U. S. VIEWS ON THE FUNCTIONS AND ORGANIZATION OF THE
MILITARY STAFF COMMITTEE OF THE UNITED NATIONS1 Functions of the Military Staff Committee

Military Staff Committee should be organized to perform the following functions:

a. To advise and assist the Security Council on all questions relating to:

1. The Security Council's military requirements for the maintenance of international peace and security, including:

(a) the preparation and negotiation of the agreements for the provision of armed forces, assistance and facilities, including rights of passage.

(b) plans for the application of armed force by the Security Council.

(c) employment and command of forces placed at its disposal.

2. Regulation of armaments and possible disarmament.

b. To exercise, under the Security Council, the strategic direction of armed forces placed at the disposal of the Security Council.

c. To deal with questions relating to the possible establishment of regional subcommittees of the Military Staff Committee.

d. To perform such other functions as the Security Council may require.

2. Relation Between the Military Staff Committee and the Security Council.

a. The Charter clearly intends that the Military Staff Committee function as a subsidiary agency of the Security Council. Thus, its corporate relations to other organs of the United Nations Organization, to agencies outside the United States Organization, or to member or

CONFIDENTIAL

non-member

-2-

non-member states are under the control and authority of the Security Council. The draft directive to the Military Staff Committee recommended for adoption by the Security Council of the United Nations, approved by the Executive Committee of the Preparatory Commission, is acceptable. (Annex 1 to Enclosure A)

b. Formal communications between the Security Council and the Military Staff Committee should normally be by direct memorandum from one to the other. Experience may indicate the desirability on occasion of informal joint meetings of the Military Staff Committee with the Security Council.

c. The Security Council should instruct the Military Staff Committee as to the particular subjects upon which it requires the Committee's advice, recommendations or assistance and as to the priority to be attached to these various tasks. The Military Staff Committee should undertake the study of problems relating to the military aspects of ~~and to~~ the maintenance of international peace and security, and submit its conclusions and recommendations to the Security Council.

d. The primary responsibility for maintaining international peace and security rests upon the Security Council. This responsibility carries with it the authority to decide upon and to take action necessary to achieve those ends, including the use of armed force. Initiating action to settle a dispute by peaceful means may ultimately lead to the necessity of settling such dispute by force. The Security Council should accordingly keep the Military Staff Committee fully informed as to all matters pending before it. Unless there is free interchange of information and views between the Security Council and the Military Staff Committee neither body can function to maximum efficiency.

3. Membership

a. Each of the nations entitled to representation on the Military Staff Committee should inform the Security Council as soon as the latter is established of the names of its Chiefs of Staff to be designated members of the Military Staff Committee and of their representatives.

b. In

CONFIDENTIAL

-3-

b. In the absence of a Chief of Staff, his representative will be a member of the Military Staff Committee.

c. Representatives of any Member of the United Nations Organization not represented on the Committee, invited by the Committee (under Article 47, paragraph 2 of the Charter) to be associated with it, should not be considered members of the Military Staff Committee.

4. Chairmanship

The chairmanship of the Military Staff Committee should rotate on a quarterly basis among the five nations in English alphabetical order. The chairman should be only a presiding officer and should represent the Military Staff Committee in its corporate capacity only in accordance with its instructions.

5. Location

The Military Staff Committee should have its headquarters at the seat of the Organization, but should be authorized to meet elsewhere, as appears desirable.

6. Continuous Session

The Military Staff Committee should be in continuous session.

7. Methods and Procedures

a. In general, voting should be avoided.

b. When a decision on procedural matters, including an invitation under Article 47, paragraph 2 of the Charter, requires a vote, each national representation should have one vote, and the decision should be reached by the concurrence of three such votes.

c. No formal vote should be taken on recommendations to the Security Council. When the desired unanimity cannot be achieved, full statements of all divergent views should be transmitted to the Security Council.

d. When the Military Staff Committee cannot reach unanimity on questions related to the strategic direction of armed forces, or to the organization of regional sub-committees, all divergent views should be similarly referred to the Security Council for decision.

8. Staff

CONFIDENTIAL

-4-

8. Staff

a. An important problem immediately facing the Security Council and the Military Staff Committee will be the preparation and negotiation of agreements between the Security Council and the Members of the United Nations with regard to the armed forces, assistance and facilities, including rights of passage, to be made available to the Security Council. The initial organization of the staffs of the national representations on the Military Staff Committee should be such as to facilitate the prompt conclusion of these agreements.

b. The needs of the Military Staff Committee as a whole for staff and clerical assistance should be supplied from the staffs of the national representations.

c. Subject to the approval of the Security Council, the relationship to be established between the Military Staff Committee and the International Secretariat of the United Nations Organization should be worked out by the Military Staff Committee with the Secretary-General.

9. Expenses

The pay and allowances of all personnel assigned to the national representations of the Military Staff Committee should be paid by their respective governments.

CONFIDENTIAL

-2-

non-member states are under the control and authority of the Security Council. The draft directive to the Military Staff Committee recommended for adoption by the Security Council of the United Nations, approved by the Executive Committee of the Preparatory Commission, is acceptable. (Annex 1 to Enclosure A)

b. Formal communications between the Security Council and the Military Staff Committee should normally be by direct memorandum from one to the other. Experience may indicate the desirability on occasion of informal joint meetings of the Military Staff Committee with the Security Council.

c. The Security Council should instruct the Military Staff Committee as to the particular subjects upon which it requires the Committee's advice, recommendations or assistance and as to the priority ⁺ be attached to those various tasks. The Military Staff Committee should undertake the study of problems relating to the military aspects ~~of and to~~ the maintenance of international peace and security, and submit its conclusions and recommendations to the Security Council.

d. The primary responsibility for maintaining international peace and security rests upon the Security Council. This responsibility carries with it the authority to decide upon and to take action necessary to achieve those ends, including the use of armed force. Initiating action to settle a dispute by peaceful means may ultimately lead to the necessity of settling such dispute by force. The Security Council should accordingly keep the Military Staff Committee fully informed as to all matters pending before it. Unless there is free interchange of information and views between the Security Council and the Military Staff Committee neither body can function to maximum efficiency.

3. Membership

a. Each of the nations entitled to representation on the Military Staff Committee should inform the Security Council as soon as the latter is established of the names of its Chiefs of Staff to be designated members of the Military Staff Committee and of their representatives.

b. In

CONFIDENTIAL

CONFIDENTIALENCLOSURE "B"

FUNCTIONS, ORGANIZATION AND COMPOSITION
OF THE INITIAL U.S. REPRESENTATION
TO THE MILITARY STAFF COMMITTEE

1. Functions of U.S. Representatives on Military Staff Committee

The functions of the U. S. members of the Military Staff Committee should be:

- a. To participate in the work of the Military Staff Committee outlined in paragraph 1, Enclosure "A".
- b. To furnish military advice to the United States Representative on the Security Council, and to the U. S. representatives on other organs of the United Nations as required.
- c. To make recommendations to the U. S. Chiefs of Staff where appropriate, and to keep them informed of matters of military interest to them.

2. Coordination of U. S. Policy

- a. As the U. S. Chiefs of Staff have already agreed, the U. S. representatives on the Military Staff Committee should in fact "represent" them and should not be their deputies, and the representatives should be experienced senior officers appointed for periods of time which will assure continuity of policy.
- b. The relationship between the U. S. Chiefs of Staff in Washington and the U. S. representatives on the Military Staff Committee must be direct, and should resemble, in a general way, the relationship during the war between the British Chiefs of Staff and their representatives who regularly conducted the work of the Combined Chiefs of Staff in Washington.
- c. It is assumed that governmental instructions forwarded to the U. S. Representative on the Security Council, and military instructions forwarded to the military representatives on the Military Staff Committee will properly reflect coordinated national policies formulated in Washington. A single foreign policy, with all its phases adequately integrated, is prerequisite to
our

-2-

our effective participation in this international security system. A means of achieving this is suggested in paragraph (e) below. In any case, it seems clear that the U.S. Representative on the Security Council and the U.S. members of the Military Staff Committee will not be competent to determine matters of U.S. policy which must necessarily be referred by them to Washington. They will, however, be senior civilian and military representatives, and should be given reasonably broad discretion to make decisions on the spot within the limits of previously determined governmental policy.

d. The relationship between the U.S. Representative on the Security Council and the U.S. members of the Military Staff Committee must be close and informal. The U.S. members of the Military Staff Committee should be the source for such military advice as the U.S. Representative on the Security Council may require. The imperative need that these representatives shall function as a unit emphasizes the necessity for a unified U.S. policy.

e. The direct responsibilities imposed on the Chiefs of Staff by the Charter of the United Nations make a revision of existing machinery imperative if the essential unity of policy is to be achieved. It would therefore be highly desirable to establish in Washington a Council composed of high level representatives of the Departments of State, War and Navy, and of the Chiefs of Staff. The function of this Council would be to ensure a unified policy by correlating political and military factors. Its decisions, where appropriate, should be forwarded to the U.S. Representative on the Security Council through the Department of State, and to the U.S. representatives on the Military Staff Committee through the U.S. Chiefs of Staff.

f. Pending the establishment of such adequate machinery for the coordination of national security policy, coordination of military and non-military policy shall be effected through existing machinery.

3. Organization and Composition

a. General

The exact organization and composition of the U.S. representation cannot be accurately determined

at this

CONFIDENTIAL

-3-

at this time. Certain key personnel should be selected now in order to participate in organizational problems from the start. As soon as the organization of the Military Staff Committee is determined, the personnel will probably have to be expanded to function effectively in the preparation and negotiation of the special agreements to be made between the Security Council and the Members of the United Nations and possibly with problems regarding the regulation of armaments.

b. Members of the Military Staff Committee

The U.S. members of the Military Staff Committee are the U.S. Chiefs of Staff or their representatives. Since the U.S. Chiefs of Staff will not be continuously present, each should select a permanent representative. The U.S. members of the Military Staff Committee should be assisted by such other service and civilian personnel as may be necessary to permit the efficient performance of their functions.

c. Representatives

The Representatives of the U.S. Chiefs of Staff should be general or flag officers of high rank and should have had broad experience in international affairs. Considerable benefit would be derived from the assignment of such officers in the expectation of a long tenure.

d. Key Personnel to be Selected Now

Three General or Flag Officers as Representatives of the U.S. Chiefs of Staff, each with one assistant who might appropriately be in the grade of Brigadier General or Commodore.

One Secretary (Colonel or Captain) with one assistant (Lt. Colonel or Commander).

Three Interpreters (one each for French, Russian, Chinese).

One Chief Clerk (Warrant Officer).

Six Civilian or Enlisted Stenographers and Clerks.

TOTAL - 18

(The

CONFIDENTIAL

-4-

(The above representation should be divided approximately equally among Army, Navy and Air personnel, except that the Chief Clerk may be from any service and the translators and clerical personnel may be civilians).

e. Proposed Table of Organization

It is envisaged that the United States representation on the Military Staff Committee may ultimately include a Policy and Planning Staff and that the Secretariat might be expanded to include secretarial services, a small personnel section, an information section, a translation and interpretation section and a communications section. To avoid delay in obtaining authority for the procurement of personnel to meet the needs of the U.S. representatives on the Military Staff Committee as finally organized, it is suggested that the following Table of Organization be approved at this time. This will allow flexibility initially and may be revised upward or downward at a later date as necessary.

Service Personnel

<u>Rank</u>	<u>Number</u>
General and Flag Officers	6
Colonels/Captains	8
Lt. Colonels/Commanders	9
Majors/Lt. Commanders	10
Captains/Lieutenants	6
Warrant Officers	2
Total	<u>41</u>

Civilians

<u>Rank</u>	<u>Number</u>
P-4	6
P-3	6
CAF-8	1
CAF-6	1
CAF-5	7
CAF-4	8
CAF-3	19
Total	<u>48</u>
Grand Total	89

CONFIDENTIAL

ms. Buehrig

12

SECRETUSPC Gen 4 (Rent 8)
October 25, 1945SUMMARY OF EXECUTIVE COMMITTEE TELEGRAMS
DISCUSSIONS AND DISCUSSION IN THE EXECUTIVE COMMITTEEDECISIONS AND DISCUSSION IN THE EXECUTIVE COMMITTEE

In a conversation with the United States Representative the Delegate from the Netherlands inquired about the former's expectations for Military Staff Committee talks, asking whether they were really going to take place and whether it was anticipated that the Russians would postpone formulation of the military agreements. The United States Representative replied that he was unable to say how long it would take to formulate the agreements, but that he had no doubt that his Government would be prepared to enter into serious discussion in the Military Staff Committee promptly. The Netherlands Delegate appeared to feel that unless there was evidence that this work was proceeding there might be difficulty in continuing with the economic and social and other work, and that public opinion would measure prospects for constructive work by progress in the Security Council.

The United States Representative learned that the U.S.S.R. Delegate had definitely stated that the Soviet ratification is in transit to Washington and has already passed through London.

In the appendix to its report to the Executive Committee prepared by Committee 2 (Security Council) certain subjects were listed which had been advanced by a minority opinion in the Committee and which were therefore classified as subjects which "may ultimately need to be covered in the permanent rules of procedure of the Security Council." Among these were included the negotiation and approval of special agreements, relations with the Military Staff Committee, the taking of enforcement action, and strategic areas in trust territories.

In a conversation with the U.S.S.R. Delegate the United States Representative discussed the reason for the Soviet opposition to the temporary trusteeship committee. Mr. Gromyko admitted that part of this objection proceeded from the fear that the inclusion of the present mandatory powers on such a committee might prejudice the allocation of mandates under the trusteeship system,

adding

-2-

adding that his Government believed that the establishment of such a committee would tend to postpone, rather than to expedite, the negotiation of the trusteeship agreements. He also repeated his desire that the General Assembly meeting take place on schedule on December 4. He emphasized that his Delegation considered it presumptuous for the Preparatory Commission to propose permanent rules of procedure for the Security Council, and went on to agree emphatically that the delegates from the Big Five powers should hold an early meeting, stressing the necessity for leadership by the Big Five.

The reservations which the United States and the U.S.S.R. Delegates had made to the item on the Security Council agenda calling for discussion of the best methods of concluding the special military agreements were withdrawn when an insertion was made to the effect that this discussion should be in general terms and should not go into the substance of the special agreements.

SECRET

Mr. Buchrig

12

SECRETSECRETUSPC Gen 4 (Rept 7)
October 1, 1945

SUMMARY OF EXECUTIVE COMMITTEE TELEGRAMS:
INSTRUCTIONS TO THE U. S. REPRESENTATIVE
DECISIONS AND DISCUSSIONS IN THE EXECUTIVE COMMITTEE

INSTRUCTIONS TO THE U. S. REPRESENTATIVE

We informed the U. S. Representative that there seemed to be two different concepts as to the type of Secretariat which would serve the Military Staff Committee; namely that the International Secretariat would assign a section to the Military Staff Committee, or alternatively that the Military Staff Committee should have a combined separate Secretariat composed of military personnel drawn from the five national representations on the Military Staff Committee. Until a position is established on this question it was suggested that the matter be kept open.

The U. S. Representative was advised that the Secretariat draft rule requiring the presence of all members of the Security Council for discussion or decision was highly undesirable, since such a rule might provide the means by which the Security Council could be prevented from functioning. It was suggested that the inclusion in the temporary rules of procedure of any references to a quorum be strongly opposed.

On the question whether signatory states which have not deposited their ratifications might send observers to the first General Assembly meeting, the Department took the position that it would be an undesirable precedent to grant such government representatives the right to express their views in plenary and committee sessions. It was thought that such permission might open the way for the admittance to the meetings of representatives of specialized agencies and perhaps even private organizations. It was also thought that this might somewhat encourage dilatory governments to delay the deposit of the ratifications.

The U. S.

SECRET

-2-

The U. S. Representative was advised to oppose the Netherlands proposal for a standing committee of the General Assembly for Peace and Security since the Department believes that such a committee would result in confusion of responsibility in the vital field of peace and security, and would constitute a dangerous invasion of the Security Council's responsibilities.

The Department counseled against sending a sub-committee of the Executive Committee to the United States to consider proposals from interested cities and sections for the permanent headquarters, since considerable data and material on this subject already had been sent to London. The position was also taken that even if the first General Assembly meeting is delayed until January the meeting should still be held in London rather than to suffer the ill effects of dispersal and administrative confusion by bringing it to the United States.

DECISIONS AND DISCUSSIONS IN THE EXECUTIVE COMMITTEE

The Netherlands Delegation presented in Committee One (General Assembly) a proposal that there be established a standing committee of the General Assembly for Peace and Security. It was contemplated that this organ would prepare recommendations to the Assembly on subjects referred to it by the General Assembly, that it would function exclusively during intervals between sessions of the Assembly, and that it would decrease the tendency to call special sessions of the Assembly. It was pointed out that any of the activities reserved by the Charter to the Security Council would be excluded from the powers of this committee. The U. S. Representative indicated that he was strongly opposing this measure. The Department was subsequently informed that this proposal will not be discussed until the Preparatory Commission meets, and will be transmitted without comment along with the other Executive Committee documents to the Preparatory Commission.

The United Kingdom proposal on the question of attendance at the first General Assembly meeting by signatories which have not yet ratified the Charter was sympathetically received by a majority of the Executive Committee, but at the request of the U. S. Representative

it was

SECRET

-3-

it was agreed to postpone discussion of this question until the Preparatory Commission meets.

In a discussion on the location of the United Nations Organization headquarters the U.S.S.R. Representative stated that after considerable thought he felt that New York is the only possibility. The Chinese Representative preferred Long Island to any other point in the New York vicinity, although his first choice remained San Francisco.

The U.S.S.R. Representative was unable to state when the Soviets would deposit their ratification of the Charter, but promised to cable Moscow on this question.

Committee Two (Security Council) drew attention to the special Secretariat requirements of the Military Staff Committee, stating that this Committee's Secretariat constitutes a special problem in view of the composition of the Military Staff Committee.

The U. S. Representative was successful in persuading Committee Two (Security Council) to reconsider its earlier action to recommend a provisional rule for a quorum on the voting procedure of the Council, and the Committee agreed to make no recommendation on this matter.

12

SECRET

No paraphrase necessary

SWNCC/MS
UNO Doc 7
Tel. 14London
Dated October 16, 1945
Rec'd 8:45p.m.Secretary of State
Washington
10831, October 16, 7 p.m.
COPRE 266

Blaisdell is informed on good authority of the existence of a British paper outlining the organization, including secretariat, and procedure for MSC. The last paragraph in the draft directive to MSC, agreed to by Committee 2 yesterday, was drafted deliberately by the British in order that the paper in question might be made the basis for discussion by MSC at its initial meeting. Blaisdell's information is that this paper was prepared for use in the informal talks among military representatives of the five envisaged in the UK proposal in PC/EX/SC/5. Although the British agreed not to press for consideration of this proposal, as the Department is aware, they have pushed the preparation of the paper on MSC organization and it is understood that both Foreign Office and Chiefs of Staff Committee have been working together in its preparation. If details of the British paper become available, they will be telegraphed to the Department.

STEVENSON, Acting

SECRET

WTD

S.MCC/MS
U NO Doc 10

Committee Two (Security Council) of the Executive Committee, has agreed without objection to recommend for adoption by the Security Council the following draft directive to the Military Staff Committee:

"Whereas by Article 47 of the Charter of the United Nations have agreed that there shall be established a Military Staff Committee to advise and assist the Security Council,

And whereas it is further provided that the Military Staff Committee shall consist of the Chiefs of Staff of the permanent members of the Security Council or their representatives,

The Security Council requests the permanent members of the Security Council to direct their Chiefs of Staff to meet, or to appoint representatives who shall meet, at (place) on (date);

Directs that the Chiefs of Staff or their representatives when so assembled shall constitute the Military Staff Committee referred to above;

Directs the Military Staff Committee thereupon as its first task to draw up proposals for its organization (including Secretariat) and procedure and submit these proposals to the Security Council."

The last paragraph, altered from the original text prepared by the Secretariat, is a British redraft.

SECRETSECRETUSPC Gen. 4 (Kept 3)
October 9, 1945SUMMARY OF EXECUTIVE COMMITTEE TELEGRAMS:
INSTRUCTIONS TO U.S. REPRESENTATIVE
INSTRUCTIONS TO THE DEPARTMENTINSTRUCTIONS TO U.S. REPRESENTATIVE

The Department's opposition to the establishment of a permanent General Assembly committee on the regulation of armaments was conveyed to the U.S. representative, stressing the fact that the Security Council has primary responsibility in this field, especially since the problem is one affecting chiefly the great powers. It was suggested that if it were necessary, an ad hoc committee might be formed to study the problem, or, alternatively, the matter might be handled within the proposed Committee on Political and Security Affairs. It was suggested also that the British Delegate's insistence on the subject be explored.

On the subject of admission of new members to the United Nations Organization, the suggestion was made that the Security Council might set up a committee to prepare recommendations to the General Assembly meeting in April on the admission of certain states.

INSTRUCTIONS TO THE DEPARTMENT

The Delegate from the United Kingdom continued to insist that the subject of regulation of armaments be included in the title of the Committee on Political and Security Affairs. He stated that if this were not acceptable he favored a separate committee to deal with this matter.

In Committee 2 (Security Council) discussion continued on the tentative agenda for the Security Council. The item on methods of negotiating the special agreements referred to in Article 43 was adopted, with the Delegates from U. S. and U.S.S.R. dissenting.

The United

-2-

The United Kingdom Delegate pressed for the inclusion of an item on the agenda for the procedure on methods of admission of new members at the first General Assembly. The U.S. representative pointed out that this might raise controversial and political issues, that at the December meeting of the General Assembly many members will not have ratified the Charter and thus would not be seated, and that furthermore one of the Big Five might exercise the veto on this question, which would strike an unfortunate note at the birth of the Organization. Committee 2, however, decided to incorporate, in the draft provisional rules of procedure of the Security Council, its recommendations on procedure for consideration of applications of states for membership.

At a meeting of the Big Five all except the U.K. favored rotation of the Security Council presidency. It was finally agreed that it should rotate among all eleven members.

The U.S.S.R. Delegate promised that Russia would very soon deposit its ratification and same promise was forthcoming from the U.K. Delegate.

The proposed initial agenda was read in Committee 2 (Security Council) and a number of items tentatively agreed on, including adoption of a directive to the Military Staff Committee to meet at a given time and place, and discussion of the best method of concluding the specific agreements referred to in Article 43. The U.S. representative expressed the view that military and naval advisors would be needed during the first Security Council meeting, but added that it was still too early to make recommendations and that he would take up the subject further when he reaches Washington.

In the report of Committee 6 (Secretariat) to the Executive Committee it was recommended that the Secretary-General be appointed for a 5 year term, renewable for another 5. It further recommended that it would be desirable for the Security Council to present only one candidate for the consideration of the General Assembly, and that his nomination and appointment be discussed in camera and a vote, if taken, in either the Security Council or General Assembly should be by secret ballot.

The British

-3-

The British Delegate expressed the fear that the General Assembly could not be held in London in December and that it might be wise to postpone it until January, pointing out the formidable difficulties attendant on arranging a meeting so soon in that city. The U.S. Delegate believes that if it is not held in December it should not be held in London, but brought to the United States, where probably the permanent headquarters will be located.

In a discussion on the question of the permanent headquarters for the Organization the French Delegate made a strong plea for a site in Europe, indicating that either Denmark or Austria would be satisfactory, and arguing that it would be unwise to locate the Organization in a country which is a permanent member of the Security Council, adding that he would carry this fight to the Preparatory Commission. Mr. Evatt argued strongly for San Francisco, deprecating the criticism that time and distance would be a factor against this choice. The Delegate from the U.K. again came out vehemently for a permanent site in Europe, preferably in Geneva, stating that the past failures of the League were not due to the peace machinery but rather to the way in which governments used it, suggesting that though a permanent headquarters be located in the United States a temporary site in Europe might be chosen. He also said that he would continue his fight for a European headquarters through the meetings of the Preparatory Commission and of the first General Assembly. The Delegate from the Netherlands favored a site in Europe, citing the difficulties of travel if it were located in San Francisco. Both Russia and Yugoslavia argued for headquarters in the United States, although no specific section of the country was mentioned. Mexico also came out for the United States. The Czechoslovakian Delegate favored a location in the eastern half of the United States, and Chile and Brazil also voted for bringing the organization to this country. In a vote that was taken, nine voted for the headquarters in the United States, three voted against, while Canada and United States abstained.

Mr. Buckley

12

SECRETSWNCC/MS
UNO Doc 7
Tel. 10

Paraphrased extract of a telegram sent to the Department
From London, dated October 9, 1945, COPRE 220.

Yesterday Committee Two (Security Council) indicated that it preferred to have the Secretariat organized administratively along functional lines, with provision for a Department of Peace and Security, as endorsed by Committee Six (Secretariat). The Yugoslav and Soviet delegates were the sole dissenters. Without dissent Committee Two agreed to this Department being organized into (a) general political and security division and (b) division for enforcement measures. Committee Two did not favor Committee Six's recommendation that the latter division be subdivided into civil enforcement section and military enforcement section, and instead will advise dropping this suggestion on ground that to attempt to define internal organization of this division is premature at this time. That provision of staff for Military Staff Committee was a special matter was generally agreed to and on this there will be no recommendation. Committee said that this raised problems which can be best settled when the Security Council, Secretary General and governments represented on the Military Staff Committee have been able to analyze its staff needs.

A new item to be added to provisional agenda was agreed on by Committee, which provides for the organization and composition of the staff to be assigned, under Article 101, para. 1 and 2, to the Security Council.

STETTINIUS

SECRETSWNCC/MS
UNO Doc 7
Tel. 13

Paraphrased telegram sent to London from Department, dated October 5, 1945, PRECO 156

FOR STETTINIUS

Our opinion on question of secretariat for MSC (re PRECO 132), after exploring subject in SWNCC Subcommittee, is that PRECO or EXCOM should not settle this issue. The relationship to be established between the MSC and the international secretariat should be effected by the former, when it is organized, in conjunction with the Secretary-General.

The proposal (re COPRE 135) for including a Military Section in the Department of Political and Security Affairs of the Secretariat is, in our estimation, undesirable, and we should like to see it eliminated. For your information, a very strong position has been adopted on this point by military members of SWNCC Subcommittee.

ACHESON
(Acting)

SECRET
SECRET

Rio Con Pre Doc 32 5a
SUNCC/MS 12
UNO Doc 9

October 2, 1945

U.S. POLICY REGARDING MILITARY ARRANGEMENTS
AND THE ESTABLISHMENT OF AN INTER-AMERICAN
MILITARY AGENCY AT RIO

I. PROBLEM

The problem is to determine the position which should be taken by the U.S. Delegation at the forthcoming conference at Rio de Janeiro with respect to the conclusion of arrangements or procedures for military action, including the establishment of a permanent inter-American military agency.

II. U.S. POSITION AND ALTERNATIVE

It is recommended that

- (a) The U.S. Delegation resist the conclusion at the Rio Conference of any arrangements or procedures for military action, including the establishment of a permanent inter-American military agency.
- (b) If, despite the considerations outlined in Part IV below, pressure develops such as to make some type of action by the Conference on this subject politically necessary-- but only in that event--the U.S. Delegation press for the acceptance of the appended draft "Resolution on Permanent Military Agency".

III. BACKGROUND FACTS

1. Resolution XV of the Second Meeting of Foreign Ministers (Havana, 1940), declared in effect that an act of aggression by a non-American state on an American state should be considered an act of aggression against all of the signatory states. It provided for consultation in the event of such an act of aggression and recommended the conclusion, among all the signatory states or any combination of them, of complementary agreements for mutual defense in the event of such aggression.

2. Resolution

-2-

2. Resolution XXXIX of the Third Meeting of Foreign Ministers (Rio de Janeiro, 1942) recommended the establishment in Washington of an Inter-American Defense Board to study and to recommend to the governments "the measures necessary for the defense of the Continent." The Board was organized in March, 1942, and has existed since that time. It has confined its activities largely to the consideration of long range policies for military collaboration which it has stated in the form of recommendations to the participating governments. The Board has not undertaken any strategic planning nor has it engaged in any operations.

3. Resolution IV of the Inter-American Conference on Problems of War and Peace (Mexico City, 1945), called upon the Governments to "consider the creation, at the earliest possible time, of a permanent agency formed by the representatives of each of the General Staffs of the American republics, for the purpose of proposing to the said governments measures for a closer military collaboration among all the governments and for the defense of the Western Hemisphere." The Resolution further recommended that the Inter-American Defense Board continue as an agency of inter-American defense until the permanent body provided for in that recommendation was established.

4. The United States has during the past year held bilateral military and naval staff conversations with the other American republics (except Argentina) with a view to laying the groundwork for continued military cooperation with those countries. The conversations, which were purely exploratory, covered such subjects as the size of the military establishments desired by the other countries and their willingness to adopt U.S. tables of organization and equipment and training methods. They did not cover questions of bases. On the basis of the findings of these staff conversations which are now being analyzed, this Government will be able to suggest to the others the methods whereby close collaboration in military and naval matters can best be effected including the provision of equipment and training facilities on satisfactory terms.

5. Negotiations have been undertaken with certain American republics regarding base facilities desired by the U.S. in the postwar period. Such negotiations have been undertaken on a strictly bilateral basis with full

regard

-3-

regard for the continued sovereignty of the other governments over the areas concerned. The fact that any discussion of permission for U.S. forces to be stationed permanently in other American republics immediately tends to promote hot political debates, has necessitated the handling of these negotiations with the utmost delicacy.

IV. DISCUSSION

1. The obligations to be assumed by the American republics in the proposed Treaty envisage the possibility of joint use of armed forces either to meet an armed attack or to carry out, with the authorization of the Security Council of the United Nations, enforcement measures against an American State threatening aggression against any party to the treaty. It is essential, therefore, to consider to what extent it is necessary or advisable to provide in conjunction with the treaty for arrangements whereby the plans for such military action can be formulated and put into effect.

There are many aspects of this problem. Establishment of effective military arrangements whereby the need for military action could be anticipated would include provisions for: agreements whereby States would allocate categories of armed forces which would be kept in readiness for such emergency; permission for reciprocal rights of transit for troops participating in authorized defensive or enforcement action; agreement on assignment of command; and preparation of strategic plans for the disposition of armed forces to meet any need for military action which might arise. These various aspects of the problem are closely related, and it must be assumed that once the general subject of military arrangements is opened up for discussion there is a likelihood that all these aspects will have to be considered whether we are ready to do so or not. Establishment of a military staff committee will not in itself prevent consideration of subjects which we wish to avoid, but merely postpone their consideration. The question, therefore, may be stated as whether the United States favors entering into a discussion at this time of the establishment of a complete system of military arrangements such as is contemplated for the United Nations as a whole.

The interest

-4-

The interest of the United States in the purely military aspects of the security arrangements contemplated in the Treaty concerns primarily the eventuality of an attack on an American State by a non-American State. Although the distinction between such an attack and one originating with an American State cannot for important policy reasons be set forth in the treaty, it must be borne in mind in considering the subject under discussion. For it is our major objective, strategically speaking, to gain in this Treaty the obligatory support of the other American republics in the event of an attack from a non-American source, and it is not our desire to assume responsibility per se for the use of our armed forces to help one American republic repel an attack from another.

This distinction is important because of the different strategic situation which each of the two eventualities involves. Any attack on this continent by a non-American State would in all probability be initiated only by one of the leading military powers of the world. An attack by one American republic on another, however, would present from a military viewpoint a problem of relative insignificance in terms of the armed forces required to stop it. Under any foreseeable situation it would require the full employment of all available forces to meet an attack by a non-American state, but would require only a relatively small contingent of naval or air forces successfully to quell any attack initiated even by the most powerful of the other American republics.

To this consideration must be added the fact that in view of the obligations which the United States assumes in the proposed treaty, it is highly unlikely that any American State will in the foreseeable future attack another American State party to the treaty, aside from the possibility of border clashes between armed forces which break out in the heat of local argument from time to time but which do not constitute planned and premeditated acts of aggression and which are easily stopped by any show of firmness on the part of the United States acting in conjunction with the remaining republics.

Having long ago recognized our primary interest in the defense of the hemisphere against attack by a non-American State, the United States has initiated a program

of military

-5-

of military arrangements calculated to meet such an emergency. The pattern of such arrangements has provided two parts: first, the establishment, primarily through the Inter-American Defense Board, of multilateral military policies such as the recommendation that armed forces of all republics be standardized in organization and equipment; and second, implementation of such multilateral policies through bilateral agreements. This plan has made it possible for the United States to observe the principle of multilateral responsibility among equal sovereign States for the establishment of policy, while permitting recognition of the preponderant military position of the United States in the hemisphere when it came to plans for military action. As mentioned above under Background Facts, this Government has proceeded on this basis in holding military and naval staff conversations with the other American republics and in negotiating bilaterally for the acquisition of base rights in the postwar period.

Were we to establish in the forthcoming treaty provisions for military arrangements under it, we would have to include under such arrangements, of course, plans and procedures for any kind of attack. Our bilateral approach to military problems affecting our greatest and only serious interest would therefore have to be encroached upon at least to some extent by multilateral arrangements. It is highly doubtful whether the admission of 20 other nations to our plans for continental defense would improve the efficiency of such plans. Because of this fact we might very likely be faced with the unpleasant alternatives of either neglecting the machinery once established or of exerting such control over it as to rob it of its multilateral character.

Establishment of an inter-American military staff committee which would have planning functions or become involved in operations, would raise complicated procedural problems, such as voting regulations, and methods of agreeing upon available forces. The Military Staff Committee of the United Nations consists of the representatives of the five great powers, which will have to be responsible for enforcement action. A military staff committee of the American republics, however, will consist of the only one major military power and twenty other countries of doubtful or non-existent military strength.

Without

-6-

Without wishing to draw any conclusions on the general subject at this time, suffice it to point out the many and very serious issues which have to be settled before a decision is made which would throw us definitely on the side of a multilateral approach to military problems in this hemisphere. It is clear that far more thought must be given to the many ramifications of this question before we should hazard a move which might endanger the favorable politico-military position we now have among the American republics.

2. The treaty is intended to set forth basic commitments and obligations, not procedural details. If discussion of military arrangements is begun, the door will have been opened for consideration of other procedural details, including those of peaceful settlement. As provided in Article 5 of the United States draft treaty, consultations and measures referred to in the treaty are to be undertaken by means of such inter-American procedures and agencies as are now in existence or may hereafter be established by agreement of the high contracting parties.

3. Because a regional military agency would be an integral part of the machinery of the inter-American system, it would seem best to reserve decision on such a project for the Ninth International Conference of American States (Bogota, 1946) which will consider overall reorganization of the inter-American system. Meanwhile, as provided in Resolution IV, paragraph 2 of the Inter-American Conference on Problems of War and Peace (Mexico City, 1945) the Inter-American Defense Board will function as an agency of inter-American defense.

4. Although any arrangements for military action which might be concluded under this treaty would relate primarily to action under Article 51 of the United Nations Charter, it would be difficult to avoid giving the impression of anticipating action by the United Nations Organization which has not yet been established, should they be concluded at this time. Such anticipatory action should be avoided for the following reasons:

a. It might

-7-

a. It might prejudice action in this direction by the Security Council, which is charged with initiating military agreements under the Charter, and embarrass the United States representative on the Council.

b. Advance action even though relating solely to Article 51 might engender among other members of the United Nations Organization a suspicion of the intention of the American republics.

c. If the inter-American system takes the initiative in this respect, neither this Government nor that of any other of the American republics could logically object to similar action taken by other regional groups in the world without regard to the overall world picture or to the coordination of the military agreements.

5. Should military action be required under Article 51 of the Charter, before arrangements for military action are worked out, cooperative action could probably be taken on the basis of bilateral agreements now in existence or under negotiation between the United States and other American republics.

IS:JWAdams:hky

RL:JCDreier 10-2-45

Mr. Buehrig

12

CONFIDENTIALSMCC/13
UNO Doc. 6 Prel. a.
October 1, 1945ORGANIZATION AND FUNCTIONS OF THE
MILITARY STAFF COMMITTEE
OF THE SECURITY COUNCIL OF THE UNITED NATIONSTHE PROBLEM

1. To establish U. S. views on the functions and initial organization of the Military Staff Committee of the Security Council of the United Nations and to recommend the functions, organization and composition of the initial U. S. section of the Military Staff Committee

FACTS BEARING ON THE PROBLEM

2. See appendix "A"

DISCUSSION

3. See appendix "B"

CONCLUSIONS

4. It is concluded that:

a. The functions and initial organization of the Military Staff Committee should be as stated in Part I of appendix "C".

b. The functions, organization and composition of the initial U. S. Section of the Military Staff Committee should

-2-

should be as stated in Part II of Appendix "C".

c. The relationships between (a) the Military Staff Committee and the Security Council, (b) the U. S. Representatives on the Military Staff Committee and the U. S. Representative on the Security Council, and (c) the Representatives on the Military Staff Committee and other agencies of the U. S. Government, should be as stated in Appendix "D".

d. The prospect of an early meeting of the Military Staff Committee indicates that immediate action should be taken to select, assemble and orient the personnel who are to constitute the initial U. S. Section of the Military Staff Committee.

e. Views on the organization of the Military Staff Committee should be exchanged as soon as practicable among the representatives of the permanent members of the Security Council.

RECOMMENDATIONS

5. It is recommended that:

a. A copy of this report be forwarded to the Joint Chiefs of Staff for approval.

b. After approval by the JCS, the report be approved by S.MCC.

APPENDIX "A"

-3-

APPENDIX "A"
FACTS BEARING ON THE PROBLEM

1. Provisions of the United Nations Charter Relating to the Military Staff Committee

Certain principles which govern the actions of the Military Staff Committee, and its specific duties and functions, are set forth in the Charter of the United Nations Organization, articles 2, 26, 42-49, and 106.

2. Ratifications of the United Nations Charter

In addition to China, France, Russia, the United Kingdom and the United States, 24 of the other signatories of the United Nations Charter must deposit ratifications in order to bring the Charter into force.

To date 28 nations have ratified the Charter, including the five nations named above. It is expected that a sufficient number of ratifications will have been deposited to bring the Charter into force by 15 October 1945.

3. Estimated Sequence of Events Leading to the Organization of the Military Staff Committee and their probable Date

15 October 1945 - Deposit of requisite number of ratifications

1-12 November 1945 - Meeting of Preparatory Commission

4 December 1945 - First Meeting of General Assembly (election of non-permanent members of Security Council)

10 December 1945

-4-

10 December 1945 - First Meeting of Security Council
(Initial instructions to
Military Staff Committee)

5 January 1945 - First Meeting of Military Staff
Committee

-5-

APPENDIX "B"DISCUSSION

1. The United Nations Charter makes specific provision for the organization and functions of the Military Staff Committee, which is to function as a subsidiary organization of the Security Council.
2. In general, the functions of the Military Staff Committee are to advise and assist the Security Council on military matters and to provide the strategic direction of any armed forces used in military enforcement action.
3. The Military Staff Committee will function continuously from the date of its organization. The manner in which it will be eventually organized to carry out its long-range functions is not an immediate problem. Its organization will properly be a matter of evolution. The immediate problems are (a) the manner in which the Committee should be organized initially, and (b) the composition of the initial U. S. Section of the Committee.
4. The first and most important problem facing the Security Council and the Military Staff Committee will be the preparation and negotiation of agreements between
the Security

-6-

the Security Council and the Member nations with regard to the armed forces, assistance and facilities, including rights of passage, to be made available to the United Nations. The initial organization of the Military Staff Committee should be such as to facilitate the prompt conclusion of these agreements.

5. The Military Staff Committee should have its own combined military secretariat, the personnel of which should be drawn from the secretariats of the five national sections.

6. The chairmanship of the Military Staff Committee should rotate on a quarterly basis among the five national sections in English alphabetical order. The Secretaryship of the Military Staff Committee should rotate to correspond with the chairmanship.

7. With regard to the U. S. Section, it can be assumed that the Chiefs of Staff would attend the meetings of the Military Staff Committee in person only on rare occasions. The U. S. Chiefs of Staff should therefore have a single permanent representative with appropriate deputies. The U. S. Chiefs of Staff and their permanent Representatives will need initially a small but highly competent staff of service and civilian personnel who will act as technical advisers on the

negotiation

-7-

negotiation of the special agreements. This nucleus staff could be expanded later if necessary. A proposed composition of the initial U. S. Section is found in Part II of appendix "C".

8. It appears probable that the Security Council will come into existence before the end of 1945 (see appendix "A", paragraph 3). It is important, therefore, that decision as to the composition of the U. S. Section of the Military Staff Committee be expedited. Further, a cadre of key personnel should be selected immediately in order that they can devote full time on the plans and initial discussions with respect to the Military Staff Committee.

9. Should the interim arrangements provided in article 106 of the Charter be invoked, the Military Staff Committee would form an available channel for such military coordination as might be required.

-8-

APPENDIX "C"U. S. VIEWS ON THE ORGANIZATION AND FUNCTIONS OF THE
MILITARY STAFF COMMITTEE OF THE UNITED NATIONS AND
OF THE U. S. SECTION TO THE MILITARY STAFF COMMITTEEPart IORGANIZATION AND FUNCTIONS OF THE MILITARY STAFF COMMITTEE1. Functions of the Military Staff Committee

The Military Staff Committee should be organized to perform the following functions:

a. To advise and assist the Security Council on all questions relating to the Security Council's military requirements for the maintenance of international peace and security, including:

(1) the preparation and negotiation of the military agreements

(2) plans for the application of armed force by the United Nations

(3) employment and command of forces placed at its disposal

(4) regulation of armaments and possible disarmament.

b. To exercise, under the Security Council, the strategic direction of armed forces placed at the disposal of the Security Council.

c. To

-9-

c. To deal with questions relating to the possible establishment of regional subcommittees of the MSC.

2. Membership

a. For the purpose of membership on the MSC, the Chiefs of Staff should be considered to be not more than three service representatives of each permanent member of the Security Council.

b. In the absence of the Chiefs of Staff, their representatives should sit as members of the Military Staff Committee. Normally, each government entitled to permanent representation on the Security Council should have one principal representative of its Chiefs of Staff.

c. Representatives of any member of the U.N. not represented on the Committee, invited by the Committee to be associated with it under Article 47, paragraph 2 of the Charter, should not be considered members of the MSC.

3. Chairmanship

The chairman would be only a presiding officer and, since the MSC is expected to be in continuous session, would represent it in its corporate capacity only in

accordance

-10-

accordance with instructions from the MSC.

4. Voting

In general, voting should be avoided, but when a vote of the MSC is required, each national section should have one vote. [The manner in which decisions of the MSC should be reached requires further study.]

5. Secretariat

a. The Military Staff Committee should have a Combined Secretariat composed of personnel drawn from the five national delegations.

b. The Secretaryship of the Combined Secretariat should rotate on a quarterly basis among the five national sections in English alphabetical order to correspond with the chairmanship of the MSC.

c. The MSC should work out with the Secretary-General the relationship to be established between the combined secretariat of the MSC and the international secretariat of the UNO.

6. Location of the Military Staff Committee

The Military Staff Committee should have its headquarters at the seat of the Organization, but should be authorized to meet elsewhere, as appears desirable.

7. Expenses

-11-

7. Expenses

The pay and allowances of all personnel assigned to the national sections of the Military Staff Committee should be paid by their respective governments. Expenses other than pay and allowances should be provided for under the budget of the United Nations Organization.

-12-

PART IIFUNCTIONS, ORGANIZATION AND COMPOSITION OF THE
INITIAL U.S. SECTION TO THE MILITARY STAFF COMMITTEE1. Functions

The functions of the U.S. members of the MSC should be:

- a. To participate in the work of the MSC outlined in Part I, paragraph 1 above, in accordance with instructions supplied under the procedures suggested in section (3) of Appendix "D".
- b. To furnish military advice to the United States Representative on the Security Council of the United Nations.
- c. To make recommendations to the Joint U.S. Chiefs of Staff where appropriate, and to keep them informed of matters of military interest to the U.S.

2. Organization and Compositiona. General

The exact organization and composition of the U.S. section can not be accurately determined at this time. The suggestions which follow should be considered as tentative only, subject to change as precise requirements are clarified. Certain key personnel should be selected as soon as possible in order to participate in organizational problems from the start. As a minimum, the initial staff should be organized to function effectively with regard to the preparation and negotiation of the special agreements on armed forces to be made between the Security Council and Members of the United Nations. Developments in the next few months may also make it necessary to deal with problems

of

-13-

of regulation of armaments.

b. Members of the Military Staff Committee

The U.S. members of the Military Staff Committee are the U.S. Chiefs of Staff, i.e., the service heads of the Army, Navy, and Army Air Forces. Since the U.S. Chiefs of Staff will not be continuously present, they should select a single permanent representative and appropriate deputies. The U.S. members of the Military Staff Committee should be assisted by such other service and civilian personnel as may be necessary to permit the efficient performance of the functions indicated in Part II, paragraph 1, above.

c. Representatives and Deputy Representatives

The representative of the U.S. Chiefs of Staff and Deputy Representatives should possess high rank (e.g., General/Admiral) and broad experience in international affairs. Considerable benefit would be derived from the assignment of such officers on a tenure of at least four years. Each should be assisted by an aide of appropriate rank (Lt.-Col./Commander).

d. Policy and Planning Staff

The U.S. section of the Military Staff Committee should include a Policy and Planning Staff of highly qualified officers which would be responsible for the military staff work required by the senior members of the section. There should be sufficient numbers of experienced officers from the three services to permit adequate representation on combined teams or committees as may be required. Initially, the principal work of the staff would

relate

-14-

relate to the preparation and negotiations of the military agreements to be concluded between the Security Council and the members of the United Nations. The Policy and Planning Staff should be large enough to permit several subcommittees to work on these agreements.

The Policy and Planning Staff should be headed by a Major General/Rear Admiral and should comprise, additionally, seven officers each from the Army, Navy, and Army Air Forces.

e. Secretariat

(1) Secretary

The Secretary of the U.S. section should be an officer with the rank of Brig. General/Commodore with broad international background and specific experience in the workings of international committees and in negotiations. Skill in administration and in the drafting and processing of documents is also essential. To achieve maximum continuity the person selected as secretary should be available for that assignment so long as his services are desired by the Representative and Deputy Representatives of the U.S. section.

(2) Personnel Administration

A small section consisting of an Army Captain, a Navy Lieutenant, and two civilians (CAF 8, CAF 3) should be able to handle personnel matters.

(3) Communications

Exact requirements in communications facilities and
personnel

-15-

personnel will depend largely upon conditions existing in the location selected for the seat of the United Nations Organization. It is considered necessary for the U.S. representatives on the Security Council and the MSC to have a communications system separate from that of the other Members of the United Nations. It is however believed unnecessary for the U.S. members of the MSC to have a system separate from the U.S. Representative on the Security Council. A minimum requirement in the MSC will be a Message Center consisting of a Captain/Lieutenant, a Warrant Officer, and four civilians (two CAF 5; two CAF 3).

(4) Secretarial Services

A secretarial services section should provide the necessary stenographic, clerical, and miscellaneous office services. The personnel of this section will be distributed in part through the offices of the U.S. section, with the remainder working in a central secretarial office. It should be headed by a Warrant Officer and should consist initially of the following civilians; one CAF 8, five CAF 5, eight CAF 4, and sixteen CAF 3.

(5) Information

An information section is required to provide in usable form the information of all types required by the U.S. section to carry on its functions. It will provide a small library of convenient reference materials. In addition, it will maintain necessary liaison with the International Secretariat, with U.S. agencies in Washington, with libraries in the vicinity, and with other

sources

-16-

sources to enable it to provide accurate and timely information. It should consist of the following personnel: Chief of Section (Major/Lt. Cmdr.), three officers (Captain/Lieutenant), and six civilian research technicians (3 P-4, 3 P-3).

(6) Translation and Interpretation

A translation and interpretation section competent to handle Russian, Chinese, and French is essential to the work of the U.S. section. For each of the three languages required there should be a Major/Lt. Cmdr., and two civilians (P-4, P-3).

f. Summary of Personnel Required Initially for Duty with the U.S. Delegation to the Military Staff Committee

Service Personnel

<u>Rank</u>	<u>Number</u>	
General/Admiral	3	
Major General/Rear Admiral	1	
Brigadier General/Commodore	1	
Colonel/Captain	9	
Lt. Colonel/Commander	9	
Major/Lt. Commander	11	
Captain/Lieutenant	6	
Warrant Officer	1	
	<u>1</u>	
	Total	41

Civilians

<u>Rank</u>	<u>Number</u>	
P-4	9	
P-3	9	
CAF-8	2	
CAF-5	7	
CAF-4	8	
CAF-3	19	
	<u>19</u>	
	Total	<u>54</u>

Grand Total 95

Depending upon the permanent location of the UNO, certain other personnel, such as drivers, communications, men, etc., may be required.

-17-

APPENDIX "D"

Relationships between the Military Staff Committee and the Security Council, between the U. S. representatives on those two bodies, and between the representatives on the MSC and other U. S. Agencies

1. Relationship between the Military Staff Committee and the Security Council.

The Military Staff Committee (MSC) is a subordinate agency of the Security Council, and exercises functions in relation to other organs of the United Nations Organization, or to agencies outside the United Nations Organization, or in relation to member or non-member states, under the authority of the Security Council. Plans for the application of armed force are to be made by the Security Council assisted by the Military Staff Committee. Although questions relating to command of forces will be worked out subsequently, the Charter provides that strategic direction of such forces will be a responsibility of the MSC under the Security Council. In addition, the MSC will advise and assist the Security Council in preparing recommendations pertaining to the regulation of armaments and possible disarmament and in negotiating the special agreements for provision of armed forces, assistance and facilities.

Formal communications between the Security Council and the Military Staff Committee should normally be by direct memorandum from the one to the other. Experience may indicate the desirability on occasion of informal joint meetings of the MSC with the Security Council.

The

-13-

The primary responsibility for maintaining peace and security rests upon the Security Council. This responsibility carries with it the authority to decide upon and to take action necessary to achieve those ends, including the use of armed force. Initiating action to settle a dispute by peaceful means may ultimately lead to the necessity of settling such dispute by force. The Security Council should accordingly keep the MSC fully informed as to all matters pending before it. Unless there is free interchange of information and views between the Security Council and the MSC, neither body can function to maximum efficiency.

2. Relationship between the U.S. Representatives on the MSC and the U.S. Representative on the Security Council.

It is assumed that governmental instructions forwarded to the U.S. representative on the Security Council, and military instructions forwarded to the military representatives on the MSC will properly reflect coordinated national policies formulated in Washington. A means of achieving this integration is suggested in Section 3 below. In any case, it seems clear that the U. S. representative on the Security Council and the U.S. members of the MSC will not be competent to determine matters of U.S. policy which must necessarily be referred by them to Washington. They will, however, be senior civilian and military representatives, and should be given reasonably broad discretion to make decisions on the spot within the limits of previously determined governmental policy.

The

-19-

The relationship between the U.S. member of the Security Council and the U.S. members of the MSC must be close and informal. The U.S. members of the MSC should provide the military advice upon which the U.S. representative on the Security Council must be dependent in making decisions of a technical character.

3. Relationship between the U.S. Representatives on the MSC and other Agencies of the U.S. Government.

The U.S. representatives on the MSC should have no responsibilities in relation to any agencies of the U.S. Government other than the U.S. representative on the Security Council with the exception of the Joint Chiefs of Staff and the Chiefs of their respective services in Washington.

The Joint U.S. Chiefs of Staff have already expressed the view that the U.S. representatives should in fact "represent" the Joint Chiefs of Staff and should not be their deputies; and that the representatives should be experienced senior officers appointed for periods of time which will assure continuity of policy.

The relationship between the Joint U.S. Chiefs of Staff and their representatives on the MSC should resemble, in a general way, the relationship during the war between the British Chiefs of Staff in London and the Representatives of the British Chiefs of Staff who regularly conducted the work of the Combined Chiefs of Staff in Washington.

The

-20-

The relationship between the Joint U.S. Chiefs of Staff in Washington and the U.S. representatives on the MSC must be direct on all matters. Communications with non-military agencies of the government, when required, should be effected through the Joint U.S. Chiefs of Staff in Washington, in order that the U.S. representatives on the MSC, in representing the Joint Chiefs of Staff, will properly reflect U.S. national policies. It would be a notable step forward to establish in Washington a Council composed of high level representatives of the Departments of State, War, and Navy, and of the Joint Chiefs of Staff, to correlate political and military factors involved in the formulation and implementation of national policy. Decisions reached by this Council where appropriate should be forwarded to the U.S. representative on the Security Council through the Department of State, and to the U.S. representatives on the MSC through the Joint U.S. Chiefs of Staff.

SWNCC/MS
UNO Doc 7
Tel No. 12

SECRET

Paraphrased extract from telegram sent to Department of State from London. (COPRE 167)

Discussion continued on tentative initial agenda for SC in Committee 2. Item on action to be taken by SC to discharge duties under Article 24 to maintain peace and security (ref COPRE 162, paragraph 2) was dropped by Committee at our suggestion. This subject will be placed by Committee in prominent position in its recommendations of items to receive early attention by SC. In view of Committee Five's opinion (ref COPRE 149 paragraph 4) that early action is unnecessary under Article 35 of Statute and Article 93 (two) of Charter relating to determination of conditions for states not members of United Nations Organization to become parties to Statute Committee Two eliminated from SC agenda item on this subject. However, Committee agreed that relatively early steps should be taken by SC to determine conditions under which states not parties to Statute might have access to International Court of Justice. Wording suggested by U. S. (ref COPRE 149 paragraph 2) for item on adoption of directive to MSC to meet a given place and date was adopted by Committee.

In Committee 3 (ECOSOC) the USSR representative argued that SC should be empowered to convene Economic and Social Council. We indicated that this would exceed Article 65 of Charter and that SC might be adequately assisted by ECOSOC in certain cases without convening meeting of latter.

Mr. Bushby

12

SECRETSECRETSWNCC/MS
UNO Doc 7
Tel No. 11

Paraphrased extract from telegram sent to Department from London, dated Sept. 27, 1945, COPRE 162

Draft permanent rules of procedure (PC/EX/A/26) have been submitted to Committee One (General Assembly) by Secretariat. Committee concurred on the following four GA committees: Legal Committee, Trusteeship Committee, Political and Security (including regulation of armaments), and Administrative and Budgetary Committee.

Scope of action and desirability of nominating Committee discussed. Now major issue is whether Committee will nominate only chairman and vice chairman of GA and GA committees, but also states to be elected to SC.

Tentative initial draft agenda for SC continued to be discussed in Committee 2. It was agreed to drop item proposed by Canadian delegation on consideration between Economic and Social Council and SC with special reference to desirability of asking Economic and Social Council to include in agreements negotiated with specialized agencies provisions by which decisions of SC for maintenance of peace and security would be carried out by specialized agencies. Item on consideration of necessity of establishing relations with any temporary organ established by GA to deal with trusteeship also was dropped by Committees. We proposed eliminating of final item proposed by Canadian delegation on action to be taken up SC to discharge under Article 24 duties to maintain international peace and security. We suggested that prominent position be given this matter in Committee's report instead of as item on agenda. No decision on this item has been reached.

SECRETS.W.NCC/MS
UNO Doc 7
Tel 8
SECRET

12

AMEMBASSY

SEPT 27
1 p.m.

LONDON

U. S. URGENT

PRECO 115 8518

FOR STETTINIUS

1. Position of DEPT and S.W.NCC subcommittee regarding work of SC subcommittee remains as outlined in PRECO 39 and reaffirmed in Sections II and IV (1) of S.W.NCC/MS UNO Doc 3, SEPT 4, 1945, forwarded to Blaisdell from Johnson. Your COPRE 33 (sic: tel no. 9385 (undated), 100, 105, 112, 119, 120, 129, 138). As to election of President prior to nomination of SYG and election of judges of ICJ, (COPRE 112) see paragraph 3 below. We are agreeable to Item (5) of draft agenda, (COPRE 112), provided the provisional rules of procedure are limited merely to those necessary for election of President, nomination of SYG, and election of judges of ICJ; in view of very tight time schedule, we regard it as most important that there should be as little delay as possible in action by SC with respect to selection of SYG. Item (7) of your draft (COPRE 100) appears subject to interpretation that PRECO will prepare detailed provisional rules of procedure for SC, which would be inconsistent with our view on the scope of provisional rules of procedure. Therefore, suggest this item be changed to read: QUOTE appointment of subcommittee to prepare complete rules of procedure and report. UNQUOTE. Suggest you also give further consideration to location of this item on draft provisional agenda, with a view to possibly appointing such subcommittee sooner.

2. DEPT'S opinion on five QUOTE questionable UNQUOTE items in Secretariat's draft is as follows:

(a) Possibility of including item re admission of new members should be left open pending final decision on matter of admitting new members at first, organizational, meeting of GA.

SECRET

-2-

(b) The inclusion of item regarding notification to GA of matter QUOTE to be dealt with UNQUOTE should be vigorously opposed. It is unlikely that SC will during organizational part of session of GA be dealing with any such items; it is certainly impossible for SC to state in advance what items of this kind are to be dealt with; if any such matters are dealt with by SC during first session of GA, the SYG or provisional SYG will notify GA under article 12 (2).

(c) Establishment of RSC is not with below.

(d) Negotiations regarding special agreements cannot be initiated until substantial preparations have been carried out and this item should accordingly not repeat not be on provisional agenda.

(e) Formulation of plans for regulations of armaments should not repeat not be on provisional agenda. In discussing these items you should emphasize our opinion that they are based on a misconception of the way in which the SC will function, a misconception arising out of thinking of QUOTE agenda UNQUOTE of SC as similar to that of GA. There can be no question but what all these items must be dealt with by SC in due course, but the decision as to when and in what terms must be made by SC itself in light of existing circumstances. With possible exception of (a), there is no repeat no justification in our opinion for ENCOM or RECO including them in provisional program of work to be submitted to SC.

3. DEPT approves selection of temporary SC chairman on basis agreed on by Committee two (your COIRL 129). In view of need for speed in selection of SYG, suggest you offer for consideration proposal that temporary chairman remain in office until the nomination of SYG accomplished. However, if for some reason it appears desirable to decide on method of selecting President and to select President before this nomination, we are agreeable to order in this respect proposed in your COIRL 112.

4. Military

SECRET

-3-

4. Military Staff Committee.

(a) Our conception of establishment of MSC is that it would be brought about either by or in connection with the directive to MSC from SC. (PRECO 39 and Item 6 of your draft of provisional agenda.) There is no necessity for separate item on SC agenda relating to this establishment.

(b) DEPT'S position on EXCOM and PRECO action with respect to organization of MSC was based on anticipation of desire of non permanent members to attempt to bind MSC in matters of its organization (COPRE 33, sic), and SC and MSC in matters of their relationship inter se, both of which are considered very undesirable.

(c) With respect to UK proposal on MSC (COPRE 105), the preparation by EXCOM of draft resolution on composition and duties of MSC is unnecessary and undesirable. Both composition and duties are set forth in articles 45, 46, and 47 of Charter. No further detail with respect to either is needed prior to first meeting of SC. For your own information we agree in general with first five items of UK list of chief duties of MSC. We definitely do not (repeat not) agree with last item regarding designation of strategic areas. Such designation is not (repeat not) matter for consideration by MSC or SC, but is to be decided on in formulation of trusteeship agreements by states directly concerned. As indicated in 4 (a) above, establishment of MSC and directive to organize itself can be joined. We are completely opposed to suggestion for committee of military representatives of five to draft documents for submission to EXCOM. It presupposes an urgency which does not exist. Moreover, there is no (repeat no) possibility of exchanging views with respect to details of organization of MSC prior to close of EXCOM work. You should inform representatives of four of this fact, and should consistently oppose UK proposal for such a committee. For your own information S.W.N.C.C. subcommittee is now formulating recommendations regarding organization of MSC with a view to exchange of views among the five at the appropriate

time.

SECRET

-4-

time. Neither time nor manner of this exchange can be indicated now. We certainly see no necessity for it prior to first meeting of CA.

Please furnish any available information on how non-permanent members visualize organization of SAC.

DEPT approves action of SAC subcommittee (COMRE 135) re tentative initial agenda. Would appreciate information on what is planned as to SACOM and PRECO recommendations regarding 7(B) NOTE composition and organization of staff of SAC. UN NOTE

Acting

IS:JEJohnson:bp
9-25-45

UA Da Sp. EUR Sa

Mr. Bushing

12

SECRETSECRETUSPC Gen. 4 (Rept 5)
September 26, 1945SUMMARY OF EXECUTIVE COMMITTEE TELEGRAMS:
DECISIONS OF EXECUTIVE COMMITTEEDECISIONS OF EXECUTIVE COMMITTEE

Committee 6 (Secretariat) agreed to recommend that the term of office of the Secretary-General should be five years, renewable for another five.

Committee 9 (League of Nations) unanimously agreed that it would be best for the United Nations Organization if all League functions, activities and assets could be taken over en bloc. Certain League personnel would be retained by United Nations Organization.

Committee 10 (General Assembly) reached preliminary agreement on criteria for permanent headquarters for UNO including freedom from political control on the part of the host state, general accessibility, facility of communications with all parts of the world, access to the sea, vigorous cultural atmosphere, location outside a capital city, and a political and press atmosphere in accordance with the preamble of the Charter.

In Committee 6 there was general agreement that the various functions of the Secretariat should serve all organs of the United Nations Organization. The United Kingdom Delegation proposed that the division assigned to the Security Council should exclusively serve the latter.

The tentative draft agenda of the first part of the first General Assembly meeting was approved by the Executive Committee and telegraphed to those members of the Preparatory Commission not represented on the Executive Committee. Also included was a statement urging that necessary ratifications be actually deposited by October 15.

A United Kingdom memorandum in Committee 1 (General Assembly) proposed that six permanent main General Assembly committees be set up. This memorandum provided for trusteeship and political questions be combined in one committee and that a committee on the regulation of armaments be established.

The U.S.

-2-

The U.S. Representative indicated that he planned to return to this country for consultations around October 15.

The British Delegate pressed to make it possible for new members to be admitted to the December General Assembly meeting, and Noel-Baker indicated that they would like to have Sweden admitted. The United States and Russian Delegates did not favor this measure. The Executive Committee set the target date of October 6 by which to complete all studies and drafting.

The U. S. Representative requested the Department's views on a number of items, including the agenda for the first General Assembly, provisional rules of procedure for the Security Council and the procedure of the latter in approving trusteeship agreements.

Committee 4 (Trusteeship) agreed to recommend that the General Assembly create a temporary trusteeship committee to carry out certain functions assigned in the Charter to the trusteeship committee pending establishment of the latter. It would advise and assist the General Assembly in approving trusteeship agreements in regard to non-strategic areas, assist the Security Council in such matters as the Council refers to it, and advise the General Assembly on any matters arising out of transfer to the United Nations Organization of any functions and responsibilities hitherto exercised by the mandates system.

The Netherlands Delegate indicated preference for Europe as a permanent headquarters of the United Nations Organization.

12

EXTRACT FROM TELEGRAM

SWNCC/MS
UNO Doc. 7
Tel. 6WMB-1144-Z
No paraphrase necessary.
(SECRET)

London via Army

Dated September 22, 1945

Rec'd 7:00 p.m.

Secretary of State,

Washington.

US URGENT

9860, September 22, 7 p.m.

1. Committee two, Security Council (COPRE 138) yesterday continued discussion of tentative initial agenda for Security Council (PC/EX/SC/7, reference COPRE 112). Proposed Iranian compromise text for Item 7 (reference COPRE 129) has failed of approval. Iranian text read: "Consideration of that part of the report of the Preparatory Commission making recommendations regarding the rules of procedures and organization of the Security Council." Therefore, all of Item 7 has been eliminated with the exception of "(B) composition and organization of the staff of the Security Council". Consideration of Item 8, regarding the admission of new members, was deferred at request of US representative. Item 9 on conditions governing access to International Court of Justice of states not parties to statute, was eliminated. Committee agreed without objection to retain Item 10 on election of International Court of Justice members. Items 11, 12, and 13, on consideration of establishment of organs subsidiary to Security Council, consideration of committee reports, and notification to General Assembly of matters relative to maintenance of peace and security being dealt with by Security Council, were eliminated. Item 14 on Military Staff Committee was retained on understanding position of committee on UK paper (PC/EX/SC/5, reference COPRE 105) is not prejudiced. General Jacob (UK) and Gromyko have been attending meetings of this committee.

Signed Stettinius.

WINANT

WMB

12

CEK-1004-R
No paraphrase necessary.
(RESTRICTED)

SWNCC/MS
UNO Doc. 7
London Tel. 5

Dated September 22, 1945

Rec'd 1 p.m., 22nd.

Secretary of State,

Washington.

9822, September 22, 2 p.m.

COPRE 137

In Committee Two September 22, we put off consideration of inclusion on SC (Security Council) agenda of new members item in order to be in position to thrash out question privately in Five-Power conversation Monday. (Refer COPRE 114 paragraphs 1-A and 2, COPRE 107 paragraph 3, and PRECO 81). At September 18 meeting of EXCOM (Executive Committee) at which this question arose, I attempted to have this matter removed from GA (General Assembly) agenda on procedural grounds. In view of the fact that the press were present, I felt it wiser not to make an issue of the matter at that time, particularly as it was not a decision of substance. It was clear that the majority of the members of EXCOM (Executive Committee) wanted this item to remain.

At the meeting of Big Five on Monday, I plan to urge the wisdom of deleting the question of new members from the agenda of SC (Security Council) unless we can foresee a general measure of agreement in certain specific countries. Stettinius.

MESSAGE UNSIGNED

LMS

~~CONFIDENTIAL~~
CONFIDENTIAL

DRAFT

S'NCC/MS
UNO Doc. 6 Prel.
September 20, 1945

ORGANIZATION AND FUNCTIONS OF THE
MILITARY STAFF COMMITTEE
OF THE SECURITY COUNCIL OF THE UNITED NATIONS

THE PROBLEM

1. To establish U.S. views on the functions and initial organization of the Military Staff Committee of the Security Council of the United Nations and to recommend the functions, organization and composition of the initial U.S. Delegation to the Military Staff Committee.

FACTS BEARING ON THE PROBLEM

2. See Appendix "A"

DISCUSSION

3. See Appendix "B"

CONCLUSIONS

4. It is concluded that:

a. The functions and initial organization of the Military Staff Committee should be as stated in Part I of Appendix "C".

b. The functions, organization and composition of the initial U.S. Delegation to the Military Staff Committee should be as stated in Part II of Appendix "C".

c. The relationships between (a) the Military Staff Committee and the Security Council, (b) the U.S. Representative
on the

-2-

on the Security Council and the U.S. Representatives on the Military Staff Committee, and (c) the Representative on the Security Council and the Military Staff Committee on the one hand and agencies of the U.S. Government on the other, should be as stated in Appendix "D".

d. The prospect of an early meeting of the Military Staff Committee indicates that immediate action should be taken to select, assemble and orient the military and civilian personnel who are to constitute the initial U.S. Delegation to the Military Staff Committee.

e. When the U.S. position has been formulated with respect to the organization of the Military Staff Committee it would be desirable to exchange views informally with the other four permanent Members.

RECOMMENDATIONS

5. It is recommended that:

a. The above conclusions be approved.

b. A copy of this report be forwarded to the Joint Chiefs of Staff for approval.

APPENDIX "A"

-3-

APPENDIX "A"FACTS BEARING ON THE PROBLEM1. Provisions of the United Nations Charter Relating to the Military Staff Committee

The duties and functions of the Military Staff Committee and certain principles which govern its actions are set forth in several Articles of the United Nations Charter, the text of which is provided in the Annex to this Appendix.

2. Ratifications of the United Nations Charter

In addition to China, France, Russia, the United Kingdom and the United States, _____ of the other signatories of the United Nations Charter must deposit ratifications in order to bring the Charter into force.

To date ___ nations have ratified the Charter, including the five nations named above. It is expected that a sufficient number of ratifications will have been effected to bring the Charter into force by 1 October 1945.

3. Estimated Sequence of Events Leading to the Organization of the Military Staff Committee and their probable Date

1 October 1945 - Deposit of Requisite Number of Ratifications

1-12 November 1945 - Meeting of Preparatory Commission

4 December 1945 - First Meeting of General Assembly (election of non-permanent members of Security Council)

15 December 1945

-4-

- 15 December 1945 - First Meeting of Security Council
(Initial instructions to
Military Staff Committee)
- 15 January 1946 - First Meeting of Military Staff
Committee

-5-

ANNEX TO APPENDIX "A"

ARTICLES OF THE UNITED NATIONS CHARTER
RELATING TO THE MILITARY STAFF COMMITTEE

Article 2 The Organization and its Members, in pursuit of the Purposes stated in Article 1, shall act in accordance with the following Principles.

1. The Organization is based on the principle of the sovereign equality of all its Members.

2. All Members, in order to ensure to all of them the rights and benefits resulting from membership, shall fulfill in good faith the obligations assumed by them in accordance with the present Charter.

3. All Members shall settle their international disputes by peaceful means in such a manner that international peace and security, and justice, are not endangered.

4. All Members shall refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any state, or in any other manner inconsistent with the Purposes of the United Nations.

5. All Members shall give the United Nations every assistance in any action it takes in accordance with the present Charter, and shall refrain from giving assistance to any state against which the United Nations is taking preventive or enforcement action.

6. The

-6-

6. The Organization shall ensure that states which are not Members of the United Nations act in accordance with these Principles so far as may be necessary for the maintenance of international peace and security.

7. Nothing contained in the present Charter shall authorize the United Nations to intervene in matters which are essentially within the domestic jurisdiction of any state or shall require the Members to submit such matters to settlement under the present Charter; but this principle shall not prejudice the application of enforcement measures under Chapter VII.

Article 26 In order to promote the establishment and maintenance of international peace and security with the least diversion for armaments of the world's human and economic resources, the Security Council shall be responsible for formulating, with the assistance of the Military Staff Committee referred to in Article 47, plans to be submitted to the Members of the United Nations for the establishment of a system for the regulation of armaments.

Article 28

1. The Security Council shall be so organized as to be able to function continuously. Each member of the Security Council shall for this purpose be represented at all times at the seat of the Organization.

2. The

-7-

2. The Security Council shall hold periodic meetings at which each of its members may, if it so desires, be represented by a member of the government or by some other specially designated representative.

Article 42 Should the Security Council consider that measures provided for in Article 41 would be inadequate or have proved to be inadequate, it may take such action by air, sea, or land forces as may be necessary to maintain or restore international peace and security. Such action may include demonstrations, blockade, and other operations by air, sea, or land forces of Members of the United Nations.

Article 43

1. All Members of the United Nations, in order to contribute to the maintenance of international peace and security, undertake to make available to the Security Council, on its call and in accordance with a special agreement or agreements, armed forces, assistance, and facilities, including rights of passage, necessary for the purpose of maintaining international peace and security.

2. Such agreement or agreements shall govern the numbers and types of forces, their degree of readiness and general location, and the nature of the facilities and assistance to be provided.

3. The

-8-

3. The agreement or agreements shall be negotiated as soon as possible on the initiative of the Security Council. They shall be concluded between the Security Council and Members or between the Security Council and troops of Members and shall be subject to ratification by the signatory states in accordance with their respective constitutional processes.

Article 44 When the Security Council has decided to use force it shall, before calling upon a Member not represented on it to provide armed forces in fulfillment of the obligations assumed under Article 43, invite that Member, if the Member so desires, to participate in the decisions of the Security Council concerning the employment of contingents of that Member's armed forces.

Article 45 In order to enable the United Nations to take urgent military measures, Members shall hold immediately available national air-force contingents for combined international enforcement action. The strength and degree of readiness of these contingents and plans for their combined action shall be determined, within the limits laid down in the special agreement or agreements referred to in Article 43, by the Security Council with the assistance of the Military Staff Committee.

Article 46

-9-

Article 46 Plans for the application of armed force shall be made by the Security Council with the assistance of the Military Staff Committee.

Article 47

1. There shall be established a Military Staff Committee to advise and assist the Security Council on all questions relating to the Security Council's military requirements for the maintenance of international peace and security, the employment and command of forces placed at its disposal, the regulation of armaments, and possible disarmament.

2. The Military Staff Committee shall consist of the Chiefs of Staff of the permanent members of the Security Council or their representatives. Any Member of the United Nations not permanently represented on the Committee shall be invited by the Committee to be associated with it when the efficient discharge of the Committee's responsibilities requires the participation of that Member in its work.

3. The Military Staff Committee shall be responsible under the Security Council for the strategic direction of any armed forces placed at the disposal of the Security Council. Questions relating to the command of such forces shall be worked out subsequently.

4. The Military

-10-

4. The Military Staff Committee, with the authorization of the Security Council and after consultation with appropriate regional agencies, may establish regional subcommittees.

Article 48

1. The action required to carry out the decisions of the Security Council for the maintenance of international peace and security shall be taken by all the Members of the United Nations or by some of them, as the Security Council may determine.

2. Such decisions shall be carried out by the Members of the United Nations directly and through their action in the appropriate international agencies of which they are members.

Article 49 The Members of the United Nations shall join in affording mutual assistance in carrying out the measures decided upon by the Security Council.

Article 10a Pending the coming into force of such special agreements referred to in Article 43 as in the opinion of the Security Council enable it to begin the exercise of its responsibilities under Article 42, the parties to the Four-Nation Declaration, signed at Moscow, October 30, 1943, and France, shall, in accordance with the provisions of paragraph 5 of that Declaration, consult with one another and as occasion requires with other

Members

-11-

Members of the United Nations with a view to such joint action on behalf of the Organization as may be necessary for the purpose of maintaining international peace and security.

-12-

APPENDIX "B"DISCUSSION

1. The United Nations Charter makes specific provision for the organization and functions of the Military Staff Committee, which is to function as a subsidiary organization of the Security Council.

2. In general, the functions of the Military Staff Committee are to advise and assist the Security Council on military matters and to provide the strategic direction of any armed forces used in military enforcement action. For the applicable provisions of the United Nations Charter, see the Annex to Appendix "A".

3. The Military Staff Committee will function continuously from the date of its organization. The manner in which it will be eventually organized to carry out its long-range functions is not an immediate problem. Its organization will properly be a matter of evolution in the light of problems presented. However, consideration must be given now to the manner in which the Committee should be organized initially and decision must be made as to the composition of the initial U.S. Delegation to the Committee.

4. The first and most important problem facing the Security Council and the Military Staff Committee will be the preparation and negotiation of agreements between the Security Council and the Member nations with regard to the armed forces, assistance

-13-

assistance and facilities, including rights of passage, to be made available to the United Nations. The initial organization of the Military Staff Committee should be such as to facilitate the earliest possible conclusion of these agreements. The United Nations Organization will have more than fifty (50) Members. After the formulation of general principles and rules of procedure reasonably rapid progress in the negotiation of agreements among so many will probably require assigning the task to a number of subcommittees.

5. The Military Staff Committee should have a combined military secretariat, separate from the secretariat serving with the Security Council. Initially, the personnel of the Combined Secretariat would be furnished by the secretariats of the national delegations. It is believed that one of the Secretaries of the national delegations should be selected as Secretary of the Military Staff Committee, with the remaining four Secretaries of national delegations serving as his deputies.

6. With regard to the U.S. Delegation, it can be assumed that the Chiefs of Staff would attend the meetings of the Military Staff Committee in person only on rare occasions. The U.S. Chiefs of Staff should each have a single representative, one of whom might be designated as chairman of the group.

7. The

-14-

7. The U.S. Chiefs of Staff and their permanent Representatives will need initially a small but highly competent staff of service and civilian personnel who will act as technical advisers on the negotiation of the special agreements. This staff would also constitute the nucleus around which would be built any larger delegation which would be needed later to carry out additional functions of the Military Staff Committee. A proposed composition of the initial U.S. Delegation is found in Part II of Appendix "C".

8. It appears possible that the Security Council may come into existence before the end of 1945 or at the beginning of 1946 (see Appendix "A", paragraph 3). It is important, therefore, that decision as to the composition of the U.S. Delegation to the Military Staff Committee not be delayed. Further, a cadre of key personnel should be selected as soon as possible in order that such persons can spend full time on the plans and initial discussions with respect to the Military Staff Committee. Such a cadre should consist of an Executive Officer, a Chief and three members of a Policy and Planning Staff, a Secretary, a Chief of an Information Section and such stenographic and clerical assistance as is needed. The War and Navy Departments should be requested to start at once the selection and indoctrination of this cadre.

9. Another factor indicates the desirability of early action in the selection of personnel. Article 106 of the
Charter

-15-

Charter of the United Nations (see Annex to Appendix "A") provides that, pending the coming into force of special military agreements which would enable the Security Council to begin the exercise of its enforcement responsibilities, the five major powers will consult with one another and as occasion requires with other Members of the United Nations with a view to such joint action on behalf of the Organization as may be necessary for the purpose of maintaining international peace and security. Should the provisions of Article 106 be brought into force, the initial U.S. Delegation to the Military Staff Committee indicated in Appendix "C" would form a logical and available source for such military advice as may be required.

-16-

APPENDIX "C"U.S. VIEWS ON THE ORGANIZATION AND FUNCTIONS OF THE
MILITARY STAFF COMMITTEE OF THE UNITED NATIONS AND
OF THE U.S. DELEGATION TO THE MILITARY STAFF COMMITTEEPart IORGANIZATION AND FUNCTIONS OF THE MILITARY STAFF COMMITTEE
PROPER1. Functions of the Military Staff Committee

The Military Staff Committee should be organized to perform the following functions:

a. To advise and assist the Security Council on all questions relating to the Security Council's military requirements for the maintenance of international peace and security, including:

(1) the preparation and negotiation of the military agreements

(2) plans for the application of armed force by the United Nations

(3) employment and command of forces placed at its disposal

(4) regulation of armaments and possible disarmament.

b. To exercise, under the Security Council, the strategic direction of armed forces placed at the disposal of the Security Council.

c. To

-17-

c. To consider the establishment of regional sub-committees and to coordinate the activities of such regional subcommittees with other activities of the United Nations.

2. Membership

a. The Chiefs of Staff of the permanent members of the Security Council should be considered the primary members of the Military Staff Committee. The Chiefs of Staff, for this purpose, should consist of not more than three service representatives of each permanent member of the Security Council.

b. In the absence of the Chiefs of Staff, their representatives should sit as members of the Military Staff Committee. Normally, each government entitled to permanent representation on the Security Council should have one principal representative of its Chiefs of Staff, and, if they so desire, not more than two deputy representatives.

c. Any Member of the United Nations not permanently represented on the Committee shall be invited by the Committee to be associated with it when the efficient discharge of the Committee's responsibilities requires the participation of that member in its work (Article 47 of the United Nations Charter).

3. Chairmanship

The Chairmanship of the Military Staff Committee should rotate among the national delegations on a quarterly basis.

Since

-18-

Since the Military Staff Committee is expected to be in continuous session, the Chairman would be only a presiding officer and would act as spokesman, in his capacity as Chairman, only in accordance with instructions from the Military Staff Committee.

4. Voting

In general, voting should be avoided, but when a vote of the Military Staff Committee is required, national delegations should vote as units. Decisions on matters of procedure within the Military Staff Committee should be made by majority vote; decisions on other matters should be made by unanimous vote.

5. Secretariat

a. The Military Staff Committee should have a Combined Secretariat in addition to the separate secretariats of the five national delegations.

b. The Secretary of the Combined Secretariats should be elected by the Military Staff Committee from among the Secretaries of the national delegations. The remaining four Secretaries of the national delegations should be Deputy Secretaries of the Combined Secretariat.

c. Personnel of the Combined Secretariat, other than the Secretary and Deputy Secretaries, should be selected by the Secretary and Deputy Secretaries, with due regard for
proportional

-19-

proportional representation of nationals of the five member nations.

6. Location of the Military Staff Committee

The Military Staff Committee should have its headquarters at the seat of the Organization, but should be authorized to meet elsewhere, as appears desirable.

7. Expenses

The salaries of all personnel assigned to the Military Staff Committee shall be paid by the permanent members of the Security Council, respectively. Expenses other than salaries shall be provided for under the budget of the United Nations Organization.

Part II

FUNCTIONS, ORGANIZATION AND COMPOSITION OF THE INITIAL U.S. DELEGATION TO THE MILITARY STAFF COMMITTEE

1. Functions

The functions of the U.S. Delegation to the Military Staff Committee should be:

a. To participate with other national delegations in the work of the Military Staff Committee outlined in Part I, paragraph 1 above, in accordance with instructions supplied under the procedures suggested in section (3) of Appendix "D".

b. To furnish military advice to the United States Representative on the Security Council of the United Nations.

c. In

-200

c. In the absence of the U.S. Joint Chiefs of Staff, to keep them informed of matters of military interest to the United States transpiring within the United Nations Organization.

d. To make recommendations to the U.S. Joint Chiefs of Staff on United Nations matters affecting the military interests of the United States.

2. Organization and Composition

a. General

The exact organization and composition of the U.S. delegation can not be accurately determined at this time. The suggestions which follow should be considered as tentative only, subject to change as precise requirements are clarified. Certain key personnel should be selected as soon as possible in order to participate in organizational problems from the start. The initial delegation should be prepared, as a minimum, to function effectively with regard to the preparation and negotiation of the special agreements on armed forces to be made between the Security Council and Members of the United Nations. Subsequent changes in organization can be expected as the Military Staff Committee undertakes its other functions. An organizational chart is found in the Annex to this Appendix.

b. Members of the Military Staff Committee

The U.S. Members of the Military Staff Committee are the U.S. Chiefs of Staff, i.e., the service heads of the

Army

-21-

Army, Navy and Army Air Force. In the absence of the U.S. Chiefs of Staff, they should be represented as members by a Representative and two Deputy Representatives selected by the U.S. Chiefs of Staff. The U.S. Members of the Military Staff Committee should be assisted by such other service and civilian personnel as is necessary to permit the efficient performance of the functions indicated in Part II, paragraph 1, above.

c. Representative and Deputy Representatives

The U.S. Representatives and Deputy Representatives should possess high rank (e.g., General/Admiral) and broad experience in international affairs. Considerable benefit would be derived from the assignment of such officers on the basis of a tenure of at least four years. Each should be assisted by an aide of appropriate rank (Lt.-Col/Commander).

d. Executive Officer

An Executive Officer of the rank (Major General/Rear Admiral) should be appointed to administer and to supervise the work of the U.S. Delegation. He should be assisted by an officer of the rank of Major/Lt.-Commander).

e. Policy and Planning Staff

The Military Staff Committee should include a Policy and Planning Staff which would be responsible for the military staff work required by the senior members of the delegation.

-22-

delegation. There should be sufficient numbers of experienced officers from the three services to permit adequate representation on such ad hoc teams or committees as may be required. Initially, the principal work of the staff would involve the preparation and negotiations of the military agreements to be concluded between the Security Council and the Members of the United Nations. The Policy and Planning Staff would need to be large enough to permit several subcommittees to work on these agreements.

The Policy and Planning Staff should be headed by a Brigadier General/Commodore and should comprise, additionally, seven officers from each of the Army, Navy and Army Air Forces.

f. Secretariat

(1) Secretary

The Secretary of the U.S. Delegation should be an officer with the rank of Colonel/Captain with broad international background and specific experience in the workings of international committees and negotiations. Skill in administration and in the drafting and processing of documents is also essential. To achieve maximum continuity the person selected as secretary should be available for that assignment so long as his services are desired by the Representative and Deputy Representatives of the U.S. delegation.

(2) Personnel

-23-

(2) Personnel Administration Section

A small section consisting of an Army Captain, a Navy lieutenant and two civilians (CAF 8, CAF 3) should be able to handle personnel matters.

(3) Communications Section

Exact requirements in communications facilities and personnel will depend largely upon conditions existing in the location selected for the seat of the United Nations Organization. A minimum requirement will be a Message Center consisting of a Captain/Lieutenant, a Warrant Officer and four civilians (two CAF-5; two CAF-3).

(4) Secretarial Services Section

A Secretarial Services Section should provide the necessary stenographic, clerical and miscellaneous office services. The personnel of this section will be distributed in part through the offices of the U.S. Delegation, with the remainder working in a central secretarial office. It should be headed by a Warrant Officer and should consist initially of the following civilians; one CAF 8, five CAF-5, eight CAF-4 and sixteen CAF-3.

(5) Information Section

An Information Section is required to provide in usable form the information of all types required by the U.S. Delegation to carry on its functions. It will provide a
small

-24-

small library of convenient reference materials. In addition, it will maintain necessary liaison with U.S. agencies in Washington, with libraries in the vicinity and with other sources to enable it to provide accurate and timely information. It should consist of the following personnel: Chief of Section (Colonel/Captain), two Deputy Chiefs of Section (Lt.-Col./Commander), three officers (Captain/Lieutenant), and six civilian research technicians (3 P-4, 3 P-3).

(6) Translation and Interpretation Section

A Translation and Interpretation Section competent to handle Russian, Chinese and French is essential to the work of the U.S. Delegation. For each of the three languages required there should be a Major/Lt.-Commander, and two civilians (P-4, P-3).

G. Summary of Personnel Required Initially for Duty with the U.S. Delegation to the Military Staff Committee.

Service Personnel

<u>Rank</u>	<u>Number</u>
General/Admiral	3
Major General/Rear Admiral	1
Brigadier General/Commodore	1
Colonel/Captain	11
Lt.-Colonel/Commander	11
Major/Lt.-Commander	10
Captain/Lieutenant	6
Warrant Officer	<u>1</u>
Total	44
	Civilians

-25-

Civilians

Rank	Number	
	9	
P-4	9	
P-3	2	
CAF-8	7	
CAF-5	8	
CAF-4	<u>19</u>	
CAF-3		
Total		54
Grand Total		98

NOTE: If Army or Navy signal facilities are not already available at the seat of the United Nations Organization, the Communications Section must be enlarged to provide signal services.

-26-

APPENDIX "D"

Relationships between the Military Staff Committee and the Security Council, between the U. S. representatives on those two bodies, and between those representatives and other U. S. Agencies

1. Relationship between the Military Staff Committee and the Security Council.

The Military Staff Committee (MSC) is a subordinate agency of the Security Council, and exercises its functions in relation to agencies outside the United Nations organization, or in relation to member or non-member states, under the authorization of the Security Council. Plans for the application of armed force are to be made by the Security Council assisted by the Military Staff Committee. Although questions relating to command of forces will be worked out subsequently, the Charter provides that strategic direction of such forces will be a responsibility of the MSC under the Security Council. In addition, the MSC will advise and assist the Security Council in preparing recommendations pertaining to the regulation of armaments and possible disarmament and in negotiating the special agreements for provision of armed forces, assistance and facilities.

The primary responsibility for maintaining peace and security rests upon the Security Council. This responsibility carries with it the authority to decide upon and to take action necessary to achieve those ends, including the use of armed force.

Initiating

-27-

Initiating action to settle a dispute by peaceful means may ultimately lead to the necessity of settling such dispute by force. The Security Council should accordingly keep the MSC fully informed as to all matters pending before it. Unless there is a free and unrestricted flow of information and views between the Security Council and the MSC it is inevitable that neither body can function to maximum efficiency.

The offices and records of the MSC should be located physically near the offices of the Security Council and preferably in the same building. The U. S. representative on the Security Council could thus conveniently call upon the U. S. members of the MSC for military advice whenever required. It is considered unnecessary and undesirable for the U. S. representative to have military or naval advisers apart from the U. S. representatives on the MSC.

Formal exchanges of information, recommendations or suggestions between the Security Council and the Military Staff Committee should normally be by direct memorandum from the one to the other. Equally available for use, as experience may prove desirable, should be formal or informal joint meetings of the MSC with the Security Council.

2. Relationship between the U. S. Representative on the Security Council and the U. S. Representative on the MSC.

It is assumed that governmental instructions forwarded to the

the

-25-

the U. S. representative on the Security Council, and military instructions forwarded to the military representatives on the MSC will properly reflect coordinated national policies formulated in Washington. A means of achieving this integration is suggested in Section 3 below. In any case it seems clear that the U. S. member of the Security Council and the U. S. members of the MSC will not be competent to determine matters of U. S. policy which must necessarily be referred by them to Washington. They will, however, be senior civilian and military representatives, and should be given reasonably broad discretion to make decisions on the spot within the limits of previously determined governmental policy.

The relationship between the U. S. member of the Security Council and the U. S. members of the MSC must be close and informal. They should meet frequently from time to time, and should devise procedures on the secretarial level which will ensure full exchange of information.

3. Relationship between the U. S. Representative on the Security Council and the MSC on the one hand and Agencies of the U. S. Government on the other.

The U. S. members of the MSC should have no responsibilities in relation to any agencies of the U. S. government with the

exception

-29-

exception of the Joint Chiefs of Staff and their respective Chiefs of Staff in Washington.

Under the provisions of the Charter the MSC will consist of the Chiefs of Staff of the permanent members of the Security Council or their representatives. As a general rule the Joint U. S. Chiefs of Staff, and for that matter the Chiefs of Staff of the other members of the MSC, cannot be expected regularly to serve on the MSC. Their duties in their respective countries will preclude the possibility of such service, although it is to be expected that the various Chiefs of Staff themselves will attend the first formal meeting of the MSC when it is held early in 1946, and that they will from time to time attend later meetings.

The Joint U. S. Chiefs of Staff have already expressed the view that the U. S. representatives should in fact "represent" the Joint Chiefs of Staff and should not be their deputies; and that the representatives should be experienced senior officers appointed for periods of time which will assure continuity of policy.

The relationship between the Joint U. S. Chiefs of Staff and the U. S. representatives should resemble, in a general way, the relationship during the war between the British Chiefs of Staff in London and the Representatives of the British Chiefs of Staff who regularly conducted the work of the Combined Chiefs of Staff in Washington.

The

-30-

The relationship between the Joint U. S. Chiefs of Staff in Washington and the U. S. representatives on the MSC must be direct on all matters. Consultation with non-military agencies of the government, when required, should be effected by the Joint U. S. Chiefs of Staff in Washington who will undertake to reconcile divergent points of view and communicate desired action to the U. S. representatives. This is the only way that the U. S. representatives can truly represent the Joint Chiefs of Staff, and also be sure that proper account is taken of all interests involved. The most usual military problem requiring consideration of non-military question can be solved by coordination or consultation with the Department of State. The State-War-Navy Coordinating Committee (SWNCC) is the existing machinery for handling problems of this kind. This machinery, improvised to meet the exigencies of the war, has served a useful purpose and one which should be continued with such improvements in the machinery as can be devised. It would be a notable step forward to establish in Washington a Council composed of representatives of the armed forces and the Department of State to correlate national policies and military preparedness. The solutions reached by this Council where appropriate should be forwarded to the U. S. representative on the Security Council through the Department of State, and to the U. S. representatives on the MSC through the Joint U. S. Chiefs of Staff. Such a Council, if it should be established, or the State-War-Navy Coordinating Committee if it is continued, should

also

-31-

also be utilized by the U. S. representatives on the MSC who would submit their problems to the Council through the Joint U. S. Chiefs of Staff.

It is considered necessary for the U. S. representatives on the Security Council and the MSC to have a communications system separate from that of the other members of the United Nations. It is however believed unnecessary for the U. S. members of the MSC to have a system separate from the U. S. members of the Security Council.

Mr. Bushing

12

SECRETUSPC Gen. 4 (Rent 4)
September 19, 1945

SUMMARY OF EXECUTIVE COMMITTEE TELEGRAMS:
INSTRUCTIONS TO U.S. REPRESENTATIVE
DECISIONS OF EXECUTIVE COMMITTEE

INSTRUCTIONS TO U.S. REPRESENTATIVE

The Department has not yet received from London any comment on our proposal for interim arrangements to deal with mandated territory following dissolution of League of Nations.

DECISIONS OF EXECUTIVE COMMITTEE

Agreement was reached to recommend that the chairman of the Preparatory Commission should serve as temporary chairman of the first General Assembly until the election of a President by the General Assembly. Committee I on the General Assembly agreed to give priority to (a) the draft of rules of procedure for the General Assembly (b) the organization and structure of the General Assembly, (c) a draft on physical arrangements for the General Assembly.

It was also tentatively agreed that additional items of the agenda for the first General Assembly will include an election of members of the Economic and Social Council, establishment of General Assembly committees, and election of judges of the International Court of Justice.

Subcommittee 6 on the Secretariat held preliminary discussions on the functions of the office of the Secretary-General and other principal officers.

It was agreed that admission of new members and appointment of the Secretary-General take place as soon as recommendations are received from the Security Council.

The Soviet Union representative suggested the possibility that the General Assembly may recommend that all members voluntarily register their treaties for the period from January 1, 1942 to the date of the commencement of obligatory registration.

The Soviet

-2-

The Soviet Union representative also opposed an early comprehensive transfer of League of Nations functions, indicating that the League could dissolve itself, and that nothing really need be done about accepting the functions and assets of the League of Nations until a permanent headquarters of the United Nations Organization is decided upon, and that none of the League's staff need be taken over by the new organization. Agreement was then reached that the Executive Secretary should establish contacts with League of Nations officials in order to discover a feasible procedure of negotiations.

The Soviet Delegate continues to oppose any recognition of the United Nations Information Office as an organ of publicity for the Preparatory Commission.

The United Kingdom, Australia, Canada and the Netherlands were in favor of its employment. The Soviet Delegation also opposed the listing of the International Labor Organization as one of the inter-Governmental agencies to be brought into relation with the United Nations Organization under Article 57 on the grounds that the International Labor Organization is a non-Governmental agency which should be dealt with, if at all, under Article 71.

Gromyko stated that his Government opposes the holding of the first meeting of the Assembly in London, even if it were of an organizational character only, arguing that the United Nations Organization would thereby become entrenched in Europe and could only with difficulty be moved later to another location. He was willing to have the organizational meeting of the Assembly in the United States before Christmas. The U.S. Representative pointed out London's practical advantages. Gromyko was strongly in favor of a permanent site in the United States. Noel-Baker said informally that he was not anxious to have the first meeting in London. It also seemed clear that the British Foreign Office would like to have the first General Assembly hold a meeting in January in Geneva.

Our representative proposed that there was a likelihood of sufficient ratifications to bring the Charter into effect early in October, and that a meeting of the Preparatory

Commission

-3-

Commission by October 15 should be striven for, followed by a brief meeting of the General Assembly in London about November 15 which would be primarily of an organizational and constituent character. The first regular annual General Assembly meeting would then be held April 25, 1945.

The Executive Committee agreed to convoke the Preparatory Commission to meet in London between November 1 and 12, but as near to November 1 as possible.