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E.O. 11652, Sec. 3(E) and 5(D) or (E)
NNED mesno, Feb 21, 1975
By Kon NARS, Date 3/18/75

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PROJECT IV - (II of 2)

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Tab No.

1 Memo from Secretary, Far East Subcommittee, to Secy, SWNCC, dated 15 March 45, re Politico-Military Problems in the Pacific, enclosing 13 procedural recommendations - SWNCC 67-79.

2 Excerpt from Minutes of SWNCC 14th Meeting, 16 March 1945, re Politico-Military Problems in the Far East (SWNCC 51-60).

3 Memo from Mr. Dooman, to Secy, Far East Subcommittee, dated 17 March 1945, re priority of papers assigned to State Dept. for drafting (procedural recommendations.)

4 Memo from Secy, SWNCC to Secy, Far East Subcommittee, dated 17 March 1945, re order of priority of procedural recommendations on Politico-Military Problems in the Pacific (Appendix A SWNCC 16/2).

5 Final draft partial revision of Appendix A SWNCC 16/2 indicating the general order of priority on the subjects therein dated 20 March 1945, with covering memo to Secy, SWNCC.

6 Memos from Secy, Subcommittee for Far East to Secy, SWNCC re SWNCC 58 and 60 indicating the scope of the paper in compliance with SWNCC 58/1/D and SWNCC 60/1/D dated 22 March 1945.

7 SWNCC 16/3 - Report by the Far East Subcommittee -(see 5 above).

8 SWNCC 16/4 - Revised list of Politico-Military Problems in the Far East arranged by Subcommittee for the Far East. Dated 30 March 1945.

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COPY NO. 28

SWNCC 78

19 March 1945

Pages 1 to 4 incl.

SWNCC 78

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
UTILIZATION OF KOREANS IN THE ADMINISTRATION OF
A MILITARY GOVERNMENT

Reference: a. SWNCC 16/2

Note by the Secretaries

The Enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

CHARLES W. McCARTHY

ALVIN F. RICHARDSON

RAYMOND E. COX

Secretariat

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SECRET

19 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
UTILIZATION OF KOREANS IN THE ADMINISTRATION OF
A MILITARY GOVERNMENT
Reference: SWNCC 16/2

Report by the
State-War-Navy Coordinating Subcommittee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "The Utilization of Koreans in the Administration of a Military Government."

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Korea: Extent of Participation by Koreans under a Military Government", appears as Item IX-2 on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

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## CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a a discussion of (1) the capacity of Koreans after decades of Japanese rule to fill clerical, technical, and administrative positions; and (2) the desirability of utilizing Koreans in such positions under military government so as to reduce the burden on the occupation authorities and provide Koreans with practical experience in the management of their own affairs.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subjects.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate views within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such views and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement.)

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e. The appropriate JCS agency should then report to the JCS. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. In the event that there are any divergences between the views of SWNCC and those of the Joint Chiefs of Staff, such divergences should be reconciled with the Joint Chiefs of Staff prior to final approval by SWNCC.

h. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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APPENDIX

DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN.

There is enclosed a copy of SWNCC _____,* approved on _____**. Your attention is invited to The Problem (paragraph 1) and the Conclusions (paragraph 5).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____*.

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

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M-D (IV

SECRET

12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
UTILIZATION OF KOREANS IN THE ADMINISTRATION OF
A MILITARY GOVERNMENT

Reference: SWNCC 16/2

Report by the
State-War-Navy Coordinating Sub-Committee for the Far East

THE PROBLEM

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CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a discussion of (1) the capacity of Koreans after decades of Japanese rule to fill clerical, technical, and administrative positions; and (2) the desirability of utilizing Koreans in such positions under military government so as to reduce the burden on the occupation authorities and provide Koreans with practical experience in the management of their own affairs.

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(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

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ation by the appropriate JCS agency and the Coordinating Sub-Committee has resulted in tentative agreement).

g. The appropriate JCS agency should then report to the JCS, ~~giving divergent views, if any.~~ This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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## APPENDIX

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APPROVED:

General Strong

General Brooks

Admiral Train

Mr. Eugene Dooman

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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SWNCC 77

19 March 1945

Pages 1 to 5 incl.

SWNCC 77

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
TREATMENT OF THE KOREAN POPULATION BY THE
MILITARY GOVERNMENT OF KOREA
Reference: SWNCC 16/2

Note by the Secretaries

The enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

CHARLES W. McCARTHY

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ENCLOSURE

# POLITICO-MILITARY PROBLEMS IN THE FAR EAST: TREATMENT OF THE KOREAN POPULATION BY THE MILITARY GOVERNMENT OF KOREA

Report by the
State-War-Navy Coordinating Subcommittee for the Far East

## THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Treatment of the Korean Population by the Military Government of Korea".

## FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations and ultimate implementation.

3. The subject, "Special Problems Concerning Korea: Treatment of the Population: Koreans, Japanese", appears as Item IX-3 on the initial list. (SWNCC 16/2, Appendix "A".)

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

## DISCUSSION

5. See Appendix "B".

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## CONCLUSIONS

6. It is concluded that:

a. In view of the fact that, in due course, Korea is to become free and independent, the scope of the paper should, in general, include a discussion of (1) whether the Koreans should be treated as "enemy nationals" or "liberated peoples", and (2) the treatment to be accorded to these people.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary, who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate views within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such views and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement.)

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e. The appropriate JCS agency should then report to the Joint Chiefs of Staff. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. In the event that there are any divergences between the views of SWNCC and those of the Joint Chiefs of Staff, such divergences should be reconciled with the Joint Chiefs of Staff prior to final approval by SWNCC.

h. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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APPENDIX "A"

DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC_____,* approved on _____.** Your attention is invited to The Problem (paragraph 1) and the Conclusions (paragraph 6).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC_____.*

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

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APPENDIX "B"

## DISCUSSION

1. Since the treatment to be accorded to the Koreans by military government is likely to be different from that to be accorded to the Japanese population, it is suggested that separate papers be written on the treatment to be given each of these groups.

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ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST

TREATMENT OF THE KOREAN POPULATION BY THE MILITARY GOVERNMENT OF KOREA

Reference: SWNCC 16/2

Report by the
State-War-Navy Coordinating Sub-Committee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Treatment of the Korean Population by the Military Government of Koren."

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Sub-Committee for the Far East maintain as a general guide for its activities a master list of Pacific Far-Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Sub-Committee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations and ultimate implementation.

3. The subject, "Special Problems Concerning Korea: Treatment of the Population: Koreans, Japanese," appears as Item IX-3 on the initial list. (SWNCC 16/2, Appendix "A".)

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## DISCUSSION

5. See Appendix "B".

## CONCLUSIONS

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b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Sub-Committee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

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generally be secured after collaboration by the appropriate JCS agency and the Coordinating Sub-Committee has resulted in tentative agreement).

g. The appropriate JCS agency should then report to the JCS, ~~giving the views of the Army~~. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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## APPENDIX "A"

### DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

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It would be appreciated if you woulf inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC ____*.

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## APPENDIX "B"

## DISCUSSION

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APPROVED:

General Strong

Admiral Train

General Brooks

Mr. ~~Eugene Dooman~~

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COPY NO. 28

SWNCC 76

19 March 1945

Pages 1 to 5 incl.

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
TREATMENT OF THE JAPANESE POPULATION BY THE
MILITARY GOVERNMENT OF KOREA
Reference: SWNCC 16/2

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The Enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

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SWNCC 76

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ENCLOSURE

# POLITICO-MILITARY PROBLEMS IN THE FAR EAST: TREATMENT OF THE JAPANESE POPULATION BY THE MILITARY GOVERNMENT OF KOREA

Report by the
State-War-Navy Coordinating Subcommittee for the Far East

## THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Treatment of the Japanese Population by the Military Government of Korea".

## FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

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4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

## DISCUSSION

5. See Appendix "B".

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## CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of the legal, political, military, and social factors which should guide military government in its treatment of the Japanese in Korea.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

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## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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APPENDIX "A"

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APPENDIX "B"

DISCUSSION

1. Since it is probable that the treatment to be accorded to the Japanese by military government is likely to be different from that to be accorded to the Korean populations, it is suggested that a separate paper be written on the treatment to be given each of these groups.

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12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

TREATMENT OF THE JAPANESE POPULATION BY THE MILITARY GOVERNMENT OF KOREA

Reference: SWNCC 16/2

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DISCUSSION

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e. The appropriate JCS agency should then report to the JCS. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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

## APPENDIX "A"

### DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC _____*, approved on _____**. Your attention is invited to The Problem (paragraph 1) and The Conclusions (paragraph 6).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____*.

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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## APPENDIX "B"

## DISCUSSION

1. Since it is probable that the treatment to be accorded to the Japanese by military government is likely to be different from that to be accorded to the Korean populations, it is suggested that a separate paper be written on the treatment to be given each of these groups.

APPROVED:

General Strong

Admiral Train

General Brooks

EUGENE DOOMAN

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

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

## DISCUSSION

5. See Appendix "B".

## CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of ~~(1)~~ legal, political, military, and social factors which should guide military government in its treatment of the Japanese in Korea~~;~~ ~~and (2) the ultimate disposition of the Japanese civilians in Korea and their treatment under military government.~~

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Sub-Committee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Sub-Committee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate.

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(Such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Sub-Committee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to the JCS, giving divergent views, if any. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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

SECRET

COPY NO. 28

19 March 1945

SWNCC 75

Pages 1 - 4 incl.

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
SPECIAL FORMOSA PROBLEMS: SURPLUS PRODUCTION
Reference: SWNCC 16/2

Note by the Secretaries

The enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

CHARLES W. McCARTHY

ALVIN F. RICHARDSON

RAYMOND E. COX

Secretariat

SWNCC 75

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SECRET

ENCLOSURE

# POLITICO-MILITARY PROBLEMS IN THE FAR EAST: SPECIAL FORMOSA PROBLEMS: SURPLUS PRODUCTION

Reference: a. SWNCC 16/2

Report by the

State-War-Navy Coordinating Subcommittee for the Far East

## THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Formosa: Problems of Surplus Production".

## FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendation for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Economic Problems: Surplus Production", appears as Item VIII-2-d on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

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## CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a discussion of (1) the nature, estimated volume, and possible use of surplus agricultural and manufactured products which may be available in Formosa during the occupation period; (2) the linking of these surpluses with the requirements of China and other Far Eastern areas; and (3) the readjustment of Formosa's leading export industries looking to the integration of Formosa's economy with that of China.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary, who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate views within the State, War, and Navy Departments, and coordination with other civilian agencies as

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may be appropriate. (Such views and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to the JCS. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. In the event that there are any divergences between the views of SWNCC and those of the Joint Chiefs of Staff, such divergences should be reconciled with the Joint Chiefs of Staff prior to final approval by SWNCC.

h. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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SECRET

APPENDIX

DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC _____,* approved on _____.** Your attention is invited to The Problem (paragraph 1) and the Conclusions (paragraph 5).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____.*

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper to which this letter is an appendix.

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SECRET

12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

SPECIAL FORMOSA PROBLEMS: SURPLUS PRODUCTION

Reference: SWNCC 16/2

Report by the
State-War-Navy Coordinating Sub-Committee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Formosa: Problems of Surplus Production."

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Sub-Committee for the Far East maintain as a general guide for its activities a master list of Pacific Far-Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Sub-Committee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendation for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Economic Problems: Surplus Production", appears as Item VIII-2-d on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

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

## CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a discussion of (1) the nature, estimated volume, and possible use of surplus agricultural and manufactured products which may be available in Formosa during the occupation period; (2) the linking of these surpluses with the requirements of China and other Far Eastern areas; and (3) the readjustment of Formosa's leading export industries looking to the integration of Formosa's economy with that of China.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Sub-Committee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Sub-Committee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such concurrences and coordination should

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generally be secured after collaboration by the appropriate JCS agency and the Co-ordinating Sub-Committee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to to the JCS, ~~giving divergent views, if any~~. This report should reflect the results of the collaboration and co-ordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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

## APPENDIX

### DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC _____,* approved on _____**. Your attention is invited to The Problem (paragraph 1) and The Conclusions (paragraph 5).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC ____*.

APPROVED:

General Strong

General Brooks

Admiral Train

EUGENE DOOMAN

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper to which this letter is an appendix.

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S E C R E T

COPY NO. 28

SWNCC 74

19 March 1945

Pages 1 to 4, Incl.

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
SPECIAL FORMOSA PROBLEMS: CURRENCY

Reference: a. SWNCC 16/2

Note by the Secretaries

The enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

CHARLES W. McCARTHY
ALVIN F. RICHARDSON
RAYMOND E. COX
Secretariat

SWNCC 74

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ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
SPECIAL FORMOSA PROBLEMS: CURRENCY
Reference: a. SWNCC 16/2

Report by the
State-War-Navy Coordinating Subcommittee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Formosa: Currency questions".

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Economic Problems: Currency", appears as Item VIII-2-b on the initial list (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

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CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a discussion of the special considerations arising out of Formosa's projected return to China which may have to be taken into account in determining (1) the type of currency to be used in Formosa, (2) the control and management of that currency and (3) the desirability of an early integration of Formosa's currency with that of China.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the J.C.S. through its Secretary to designate the appropriate J.C.S. agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate J.C.S. agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate views within the State, War and Navy Departments, and coordination with other civilian agencies as may be appropriate (such views and coordination should generally be secured after collaboration by the appropriate J.C.S. agency and the Coordinating Subcommittee has resulted in tentative agreement).

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e. The appropriate J.C.S. agency should then report to the J.C.S. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the J.C.S., SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. In the event that there are any divergences between the views of SWNCC and those of the Joint Chiefs of Staff, such divergences should be reconciled with the Joint Chiefs of Staff prior to final approval by SWNCC.

h. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

- - - -

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

SECRET

# APPENDIX

## DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF THE STATE, MR. DUNN

There is enclosed a copy of SWNCC ____*, approved on _____**. Your attention is invited to The Problem (paragraph 1) and the Conclusions (paragraph 5).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC ____*.

---

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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

12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

SPECIAL FORMOSA PROBLEMS: CURRENCY
Reference: SWNCC 16/2

Report by the
State-War-Navy Coordinating Sub-Committee for the Far East.

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Formosa: Currency Questions".

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Sub-Committee for the Far East maintain as a general guide for its activities a master list of Pacific Far-Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Sub-Committee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Economic Problems: Currency", appears as item VIII-2-b on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a discussion of:

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the special considerations arising out of Formosa's projected return to China which may have to be taken into account in determining (1) the type of currency to be used in Formosa, (2) the control and management of that currency and (3) the desirability of an early integration of Formosa's currency with that of China.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate (such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to the JCS ~~giving divergent views, if any.~~ This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

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SECRET

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.



Enclosure

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

SECRET

## APPENDIX

### DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF THE STATE, MR. DUNN

There is enclosed a copy of SWNCC _____* approved on _____**. Your attention is invited to The Problem (paragraph 1) and The Conclusions (paragraph 5).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____*.

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.



APPROVED:

General Strong

Admiral Train

General Brooks

EUGENE DOOMAN

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

S E C R E T

COPY NO. 28

SWNCC 73

19 March 1945

Pages 1 to 4, Incl.

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
SPECIAL FORMOSA PROBLEMS: LAND TENURE

Reference: a. SWNCC 16/2

Note by the Secretaries

The enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

CHARLES W. McCARTHY
ALVIN F. RICHARDSON
RAYMOND E. COX
Secretariat

SWNCC 73

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S E C R E T

E N C L O S U R E

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
SPECIAL FORMOSA PROBLEMS: LAND TENURE
Reference: a. SWNCC 16/2

Report by the
State-War-Navy Coordinating Subcommittee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Formosa: Problems of Land Tenure".

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Economic Problems: Land Tenure", appears as Item VIII-2-c on the initial list (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

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



CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a discussion of: (1) the applic tion of the rules or international law which require a military occupant to respect existing property rights, including the titles of landowners and contracts between landowners and tenants; (2) the question of the applicability of these rules to the possible transfer of Japanese-owned land in Formosa to Formosan-Chinese ownership or use prior to the peace settlement; and (3) legal, economic and other considerations pertaining to the initiation of a program of land reform in Formosa during the occupation period.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the J.C.S. through its Secretary to designate the appropriate J.C.S. agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate J.C.S. agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate views within the State, War and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such views and coordination should generally be secured after collaboration by

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the appropriate J.C.S. agency and the Coordinating Sub-committee has resulted in tentative agreement.)

e. The appropriate J.C.S. agency should then report to the J.C.S. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the J.C.S., SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. In the event that there are any divergences between the views of SWNCC and those of the Joint Chiefs of Staff, such divergences should be reconciled with the Joint Chiefs of Staff prior to final approval by SWNCC.

h. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

- - - - -

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

SECRET

# APPENDIX

## DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC ____*, approved on _____**. Your attention is invited to The Problem (paragraph 1) and the Conclusions (paragraph 5).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC ____*.

---

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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

SECRET

12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

SPECIAL FORMOSA PROBLEMS: LAND TENURE.

Report by the
State-War-Navy Coordination Sub-Committee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Formosa: Problems of Land Tenure".

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Sub-Committee for the Far East maintain as a general guide for its activities a master list of Pacific Far-Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Sub-Committee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Economic Problems: Land Tenure", appears as item VIII-2-c on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follows are submitted in compliance with paragraph 6 b of SWNCC 16/2.

CONCLUSIONS

5. It is concluded that:

a. In general, the scope of the paper should include a discussion of: (1) the application of the rules of international law which require

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a military occupant to respect existing property rights, including the titles of landowners and contracts between landowners and tenants; (2) the question of the applicability of these rules to the possible transfer of Japanese-owned land in Formosa to Formosan-Chinese ownership or use prior to the peace settlement; and (3) legal, economic and other considerations pertaining to the initiation of a program of land reform in Formosa during the occupation period.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to the JCS. [redacted] This report should reflect the results of the collaboration and coordination outlined above.

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f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

RECOMMENDATIONS

6. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in the Appendix to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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SECRET

APPENDIX

DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC _____,* approved on _____**. Your attention is invited to The Problem (paragraph 1) and The Conclusions (paragraph 5).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____*.

APPROVED:

| | |
|---|---|
| General Strong | General Brooks |
| Admiral Train | EUGENE DOOMAN |

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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S E C R E T

COPY NO. 28

SWNCC 72

19 March 1945

Pages 1 to 5, Incl.

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
TREATMENT OF THE FORMOSAN POPULATION BY THE
MILITARY GOVERNMENT OF FORMOSA

Reference: a. SWNCC 16/2

Note by the Secretaries

The enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

CHARLES W. McCARTHY

ALVIN F. RICHARDSON

RAYMOND E. COX

Secretariat

SWNCC 72

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

SECRET

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
TREATMENT OF THE FORMOSAN POPULATION BY THE
MILITARY GOVERNMENT OF FORMOSA

Reference: a. SWNCC 16/2

Report by the
State-War-Navy Coordinating Subcommittee for the Far East

## THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Treatment of the Formosan Population by the Military Government of Formosa."

## FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Treatment of the Population: Formosans, Japanese", appears as Item VIII-3 on the initial list (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b. of SWNCC 16/2.

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## DISCUSSION

5. See Appendix "B".

## CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of: (1) whether the Formosan-Chinese and Aborigines should be considered as "enemy nationals" or as "liberated peoples" and (2) the treatment to be accorded these peoples.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the J.C.S. through its Secretary to designate the appropriate J.C.S. agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate J.C.S. agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate views within the State, War and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such views and coordination should generally be secured after collaboration by the appropriate J.C.S. agency and the Coordinating Subcommittee has resulted in tentative agreement.)

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e. The appropriate J.C.S. agency should then report to the J.C.S. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the J.C.S., SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. In the event that there are any divergences between the views of SWNCC and those of the Joint Chiefs of Staff, such divergences should be reconciled with the Joint Chiefs of Staff prior to final approval by SWNCC.

h. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

- - - -

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S E C R E T

APPENDIX "A"

DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC ____*, approved on _____**. Your attention is invited to The Problem (paragraph 1) and the Conclusions (paragraph 6).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC ____*.

---

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.
** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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SECRET

## APPENDIX "B"

## DISCUSSION

1. Since the treatment to be accorded the Chinese-Formosans and Aborigines by military government is likely to be different from that to be accorded to the Japanese population, it is suggested that separate papers be written on the treatment to be given each of these groups.

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SECRET

12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

TREATMENT OF THE FORMOSAN POPULATION BY THE MILITARY GOVERNMENT OF FORMOSA
Reference: SWNCC 16/2

Report by the

State-War-Navy Coordinating Sub-Committee for the Far East.

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "Treatment of the Formosan Population by the Military Government of Formosa".

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Sub-Committee for the Far East maintain as a general guide for its activities a master list of Pacific Far-Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Sub-Committee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Treatment of the Population: Formosans, Japanese", appears as item VIII-3 on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

DISCUSSION

5. See Appendix "B".

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SECRET

## CONCLUSION

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of: (1) whether the Formosan-Chinese and Aborigines should be considered as "enemy nationals" or as "liberated peoples" and (2) the treatment to be accorded these peoples.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to the JCS, ~~giving~~ ~~divergent~~ ~~views~~, ~~if~~ ~~any~~. This report should reflect the results of the collaboration and coordination outlined above.



Enclosure

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f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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SECRET

## APPENDIX "A"

### DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC _____*, approved on _____**. Your attention is invited to The Problem (paragraph 1) and The Conclusions (paragraph 6).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____*.

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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SECRET

## APPENDIX "B"

### DISCUSSION

1. Since the treatment to be accorded the Chinese-Formosans and Aborigines by military government is likely to be different from that to be accorded to the Japanese population, it is suggested that separate papers be written on the treatment to be given each of these groups.

Approved:

General Strong

Admiral Train

General Brooks

Mr. Eugene Dooman

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SECRET

## APPENDIX "B"

## DISCUSSION

1. Since the treatment to be accorded the Chinese-Formosans and Aborigines by military government is likely to be different from that to be accorded to the Japanese population, it is suggested that separate papers be written on the treatment to be given each of these groups.

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S E C R E T

COPY NO. 28

SWNCC 71

19 March 1945

Pages 1 to 5, Incl.

STATE-WAR-NAVY COORDINATING COMMITTEE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
TREATMENT OF THE JAPANESE POPULATION BY THE
MILITARY GOVERNMENT OF FORMOSA

Reference: a. SWNCC 16/2

Note by the Secretaries

The enclosure, a report by the Far East Subcommittee, is circulated for consideration by the Committee.

CHARLES W. McCARTHY

ALVIN F. RICHARDSON

RAYMOND E. COX

Secretariat

SWNCC 71

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SECRET

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:
TREATMENT OF THE JAPANESE POPULATION BY THE
MILITARY GOVERNMENT OF FORMOSA
Reference: a. SWNCC 16/2

Report by the
State-War-Navy Coordinating Subcommittee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "The Treatment of the Japanese Population by the Military Government of Formosa".

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Subcommittee for the Far East maintain as a general guide for its activities a master list of Pacific-Far Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Subcommittee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Treatment of the Population: Formosans, Japanese", appears as item VIII-3 on the initial list (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

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DISCUSSION

5. See Appendix "B".

CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of the legal, political, military and social factors which should guide the military government in its treatment of the Japanese in Formosa.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the J.C.S. through its Secretary to designate the appropriate J.C.S. agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate J.C.S. agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate views within the State, War and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such views and coordination should generally be secured after collaboration by the appropriate J.C.S. agency and the Coordinating Subcommittee has resulted in tentative agreement).

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e. The appropriate J.C.S. agency should then report to the J.C.S. This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the J.C.S., SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. In the event that there are any divergences between the views of SWNCC and those of the Joint Chiefs of Staff, such divergences should be reconciled with the Joint Chiefs of Staff prior to final approval by SWNCC.

h. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance, and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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

S E C R E T

## APPENDIX "A"

## DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC ____*, approved on ____**. Your attention is invited to The Problem (paragraph 1) and the Conclusions (paragraph 6).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC ____*.

---

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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## APPENDIX "B"

## DISCUSSION

1. Since the treatment to be accorded the Japanese in Formosa by military government is likely to be different from that to be accorded to the Chinese-Formosans, it is suggested that separate papers be written on the treatment to be given each of these groups.

- - - -

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McD (5)

SECRET

12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

TREATMENT OF THE JAPANESE POPULATION

BY THE MILITARY GOVERNMENT OF FORMOSA

Reference: SWNCC 16/2

Report by the
State-War-Navy Coordinating Sub-Committee for the Far East

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "The Treatment of the Japanese Population by the Military Government of Formosa."

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Sub-Committee for the Far East maintain as a general guide for its activities a master list of Pacific Far-Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Sub-Committee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "Special Problems Concerning Formosa: Treatment of the Population: Formosans, Japanese", appears as item VIII-3 on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

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DISCUSSION

5. See Appendix "B".

CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of the legal, political, military and social factors which should guide the military government in its treatment of the Japanese in Formosa.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

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SECRET

DISCUSSION

5. See Appendix "B".

CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of ~~(1)~~ the legal, political, military and social factors which should guide the military government in its treatment of the Japanese in Formosa, ~~[and (2) the ultimate disposition of the Japanese civilians in Formosa and their treatment under military government]~~.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

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e. The appropriate JCS agency should then report to the JCS, ~~giving disagreement views, if any.~~ This report should reflect the results of the collaboration and coordination outlined above.

f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant to the Assistant Secretary of State, Mr. Dunn.

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ANNEX

## APPENDIX "A"

### DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC _____,* approved on _____**. Your attention is invited to The Problem (paragraph 1) and The Conclusions (paragraph 6).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____*.

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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

SECRET

## APPENDIX "B"

## DISCUSSION

1. Since the treatment to be accorded the Japanese in Formosa by military government is likely to be different from that to be accorded to the Chinese-Formosans, it is suggested that separate papers be written on the treatment to be given each of these groups.

Approved:

General Strong

Admiral Train

General Brooks

Eugene Dooman

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

(4)

SECRET

12 March 1945

ENCLOSURE

POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

COMPOSITION OF FORCES TO OCCUPY JAPAN PROPER

Reference: SWNCC 16/2

Report by the
State-War-Navy Coordinating Sub-Committee for the Far East.

THE PROBLEM

1. To recommend the procedure to be followed in the preparation and processing of statements of policy to be incorporated in a paper on the subject: "The Extent of United States and Allied Participation, and the National Composition of Forces to Occupy Japan Proper".

FACTS BEARING ON THE PROBLEM

2. SWNCC 16/2, approved by the State-War-Navy Coordinating Committee on 23 February 1945, directs that the Sub-Committee for the Far East maintain as a general guide for its activities a master list of Pacific Far-Eastern problems, arranged in approximate order of priority, and that prior to initiating action on any one of such problems the Sub-Committee submit in each case to SWNCC a detailed recommendation showing (1) a statement of the problem, (2) the agency or agencies to be charged with initiation of the basic documents involved, and (3) the method of processing and coordination thereof, including recommendations for ultimate implementation.

3. The subject, "The Military Occupation of the Japanese Empire and Other Areas: The Extent of United States and Allied Participation, and the National Composition of Forces", appears as item IV-2 on the initial list. (SWNCC 16/2, Appendix "A").

4. The conclusions and recommendations which follow are submitted in compliance with paragraph 6 b of SWNCC 16/2.

DISCUSSION

5. See Appendix "B".

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SECRET

CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of: (1) the relative merits of Allied or United States Military Government; (2) the factors which should determine the nations to participate in military government; and (3) the extent to which the United States and other Allies would participate in military government; and (4) the extent to which the United States and other Allies would participate in the forces to occupy Japan.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to the JCS. This report should reflect the results of the collaboration and coordination outlined above.

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SECRET

CONCLUSIONS

6. It is concluded that:

a. In general, the scope of the paper should include a discussion of: (1) the ~~advantages of Allied Military Government as compared with exclusive United States Military Government~~ question of what type of military government should (relative merits of Allied or U.S. Military Govt.; (2) the factors which should determine the nations to participate in military government; and (3) the extent to which the United States and other Allies would participate in military government; and (3) the extent to which the United States and other Allies would participate in the forces to occupy Japan.

b. The Department of State should be requested by SWNCC through its Secretary to prepare a draft paper on the above subject.

c. The draft of the paper prepared by the Department of State should be submitted to the SWNCC Secretary who will issue a numbered SWNCC paper on the subject.

d. The SWNCC Secretary should then simultaneously:

(1) Request the JCS through its Secretary to designate the appropriate JCS agency to consider the subject.

(2) Direct the Coordinating Subcommittee for the Far East to collaborate with the appropriate JCS agency designated to consider the subject.

(3) Direct the Coordinating Subcommittee for the Far East to secure appropriate concurrences within the State, War, and Navy Departments, and coordination with other civilian agencies as may be appropriate. (Such concurrences and coordination should generally be secured after collaboration by the appropriate JCS agency and the Coordinating Subcommittee has resulted in tentative agreement).

e. The appropriate JCS agency should then report to the JCS, ~~(giving divergent views, if any)~~. This report should reflect the results of the collaboration and coordination outlined above.

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f. Upon receipt of a report from the JCS, SWNCC should consider the report with such further advice as may be necessary from the appropriate officials within the three Departments.

g. The final paper as approved by SWNCC should be transmitted to the interested governmental departments and agencies as approved governmental policy for their guidance and, where appropriate, for proper implementation.

## RECOMMENDATIONS

7. It is recommended that the State-War-Navy Coordinating Committee:

a. Approve the above conclusions.

b. Dispatch the letter in Appendix "A" to the Special Assistant, to the Assistant Secretary of State, Mr. Dunn.

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## APPENDIX "A"

## DRAFT LETTER FROM SWNCC TO THE SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, MR. DUNN

There is enclosed a copy of SWNCC _____*, approved on _____**. Your attention is invited to The Problem (paragraph 1) and The Conclusions (paragraph 6).

It would be appreciated if you would inform this Committee as to the date by which you would be prepared to submit a draft paper on the subject of SWNCC _____*.

It is assumed that the initial draft of this paper would deal primarily with the political aspects of the problem. At a later stage, any military comments which the Joint Chiefs of Staff may advance could be integrated into the paper.

* Here will be inserted the number given by SWNCC to the paper of which this letter is an appendix.

** Here will be inserted the date on which SWNCC approves the paper of which this letter is an appendix.

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APPENDIX "B"

DISCUSSION

1. It is suggested that the first paper on this subject should be restricted to a study of the problem as it relates to Japan Proper. The paper should discuss both the military and political factors effecting a decision as to which countries should participate in the occupation of Japan proper and the extent of United States and Allied participation in that occupation. Such a discussion should include consideration of the probable desires of our Allies and of the most advantageous policy to be recommended by this Government.

Approved:

General Strong

Admiral Train

General Brooks

Eugene Dooman

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TOP SECRET

COPY NO. 5

10 July 1945

# ENCLOSURE

## POLITICO-MILITARY PROBLEMS IN THE FAR EAST:

## MANCHURIA: MILITARY GOVERNMENT: EXTENT AND CONDITION OF UNITED STATES PARTICIPATION

References: a. SWNCC 16/4
b. SWNCC 67

Report by the
State-War-Navy Coordinating Subcommittee for the Far East.

### THE PROBLEM

1. To determine the policy of the United States in regard to the post-hostilities administration of (a) Manchuria and (b) the Kwantung Leased Territory in the event of U. S. participation in the military operations leading to the liberation of these areas.

### FACTS BEARING ON THE PROBLEM

2. See Appendix "A" for "Facts Bearing on the Problem".

### DISCUSSION

3. See Appendix "B" for "Discussion".

### CONCLUSIONS

4. If in the prosecution of the war against Japan United States forces should conduct military operations in Manchuria, the United States commanders should be prepared to assume the responsibility for civil affairs administration, and to continue that responsibility as long as the military situation requires.

5. Control of the areas occupied by our forces should be restored to the National Government of China as soon as and wherever the military situation permits. Should the National Government of China, having been accorded reasonable opportunity to assume this control, not be in a position to do so, the Commander of our forces, after having communicated with and received the approval of the United States Government, and after notifying the National Government, should withdraw, leaving to Chinese in the region responsibility for establishing an administration in the vacated area or areas.



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6. The Kwantung Leased Territory should be assimilated to and treated as a part of Manchuria in all questions of post-hostilities administration, except insofar as separate arrangements may be agreed upon among the principal interested powers.

## RECOMMENDATIONS

7. It is recommended that:

a. This report be forwarded to the Joint Chiefs of Staff with a request for their comments from the military point of view.

b. Upon approval by the SWNCC of the "Conclusions" in paragraphs 4, 5 and 6 this report be transmitted to the Joint Chiefs of Staff, and to the State, War and Navy Departments for their guidance and, where appropriate, for proper implementation.

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## APPENDIX "A"

## FACTS BEARING ON THE PROBLEM

1. The United States, in accordance with the policy first enunciated by Secretary of State Stimson in his note of January 7, 1932 to the Japanese Government, has consistently refused to recognize "Manchukuo" as an independent state, and considers that the territories included in "Manchukuo" (the "Three Northeastern Provinces" of Heilungkiang, Kirin and Liaoning, known as Manchuria, and Jehol) are an integral part of China.

2. President Roosevelt, Prime Minister Churchill and Generalissimo Chiang Kai-shek at the close of the Cairo Conference proclaimed it to be the purpose of their respective nations that "all the territories Japan has stolen from the Chinese such as Manchuria, Formosa and the Pescadores shall be restored to the Republic of China." President Truman, in a conversation on May 14, 1945, with Mr. T.V. Soong, Minister for Foreign Affairs of China, concurred in a statement made by Mr. Soong that Manchuria and Formosa should be handed back to China.

3. J.C.S. 819/5, June 8, 1944, states:

"In China, in combat zones occupied by forces under United States command, the United States should be prepared to assume such responsibility for civil affairs administration as is considered necessary by the United States commander. It is contemplated that Chinese personnel will be used in such zones to the extent permitted by the exigencies of the military situation, and that total administration will be Chinese as soon as military expediency permits."

* * * * *

"In Manchuria the administration of civil affairs is not considered to be the responsibility of the United States, except that if United States forces are employed the extent of United States civil affairs administration shall be a matter of recommendation to the Joint Chiefs of Staff by the United States Commander concerned."

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4. On September 19, 1944 Ambassador Gauss, on instructions from the Secretary of State, communicated the substance of the following statement, agreed to by the Joint Chiefs of Staff and the Department of State (J.C.S. 999/3), to Generalissimo Chiang Kai-shek.

"....in the event strategic developments bring about the occupation by American forces of Chinese territory now occupied by the Japanese, the administration of civil affairs will be turned over to the Chinese governmental authorities as soon as military exigencies permit."

5. At present, however, free China is divided. The Chinese Communists, with their capital at Yenan, exercise complete control in the northern half of Shansi province, and have infiltrated behind the Japanese lines into the provinces of Shansi, Chahar, Hopei, Shantung, Honan, Anwhei and Kiangsu. The Chinese National Government exercises varying degrees of control over unoccupied China and likewise has some military elements behind the Japanese lines. The Communists are interposed between the National forces and Manchuria, in a favorable position to expand into Manchuria with the weakening and surrender of the Japanese forces there. Although the Yenan regime nominally recognizes the National Government as the government of all China it has recently announced plans to establish a "Chinese People's Liberation Union" in Yenan to which all the Chinese guerrilla areas would send representatives, and which, if desired, could form the basis of a separate government.

6. The United States recognizes the National Government of China at Chungking as the legitimate government of China, including Manchuria, and does not recognize the Communist regime at Yenan. We have been providing the National Government with material, financial and other assistance since soon after the outbreak of the Sino-Japanese War in 1937, but we have not so aided the Communists. At all times, however, our purpose in assisting the National Government has been to strengthen China's war effort against Japan, not to aid the National Government in its struggle against the Communists. We have constantly sought to effect a reconciliation

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between the National Government and the Communists so that China's entire resources might be concentrated on the war against Japan.

7. The Kwantung Leased Territory has a different legal status from the rest of Manchuria. In 1898 this territory was leased by China to Russia for a period of twenty-five years. The lease was transferred by the Portsmouth Treaty, with the consent of China, to Japan in 1905, and was extended to a period of 99 years by the Sino-Japanese Treaty of May 15, 1915. China has contested the validity of the extension of the lease in 1915, and the United States, while acquiescing in Japan's possession of the lease, has consistently refused to recognize the validity of the treaties and agreements of 1915 under which the lease was extended.



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## APPENDIX "B"

## DISCUSSION

1. This Government has consistently maintained that Manchuria is an integral part of China, and is committed in the Cairo Declaration to the return of Manchuria to Chinese administration and control.

2. Under international law an armed force is obligated to establish a civil affairs administration in territory which it has occupied if the government of that territory is absent or unable to maintain order, and in the event of military necessity is empowered to establish a civil affairs administration irrespective of the status or powers of the rightful government of the territory. The Joint Chiefs of Staff, in accordance with this rule, have specifically stated that they contemplate the establishment of a civil affairs administration in combat areas occupied by forces under United States command in China, and the Chinese Government has been so informed. The Chinese Government has also been informed of the intention of this Government to restore Chinese administration in such areas as soon as military exigencies permit.

3. The United States is committed in the Cairo Declaration to the return of Manchuria to the "Republic of China". This Government has assured the Chinese National Government that American forces operating in China will turn over the administration of civil affairs, as soon as the military situation permits, to the "Chinese governmental authorities". As long as we continue to recognize the National Government as the legitimate Government of China these commitments obligate us to turn over to that Government, rather than to any other Chinese regime, any Manchurian territory which our forces occupy, provided the National Government is locally represented and in a position to take over the administration of that territory. If, however, the National Government is not locally represented and in a position to take over that administration, our forces are not obligated by these or any other commitments to remain

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indefinitely in occupation of Manchuria until the National Government is able to reassert its control in that area.

4. There is some possibility that the National Government, in the course of combined military operations against Japan, may be able to extend its control northward so as to be in a position to take over the administration of all or part of Manchuria following the surrender of the Japanese forces and subsequent withdrawal of the Allied armies in that area. On the other hand, the Chinese Communists, by virtue of their strategic position between National China and Manchuria, may be able to prevent the National forces from reaching Manchuria, and may succeed in plans already under way to infiltrate into that region, to participate in combat operations against the Japanese forces there, to increase their following among the people of the area, and, finally, to take over the administration of Manchuria.

5. Extension of the area of control of the Chinese Communists to Manchuria, if that should occur, would leave the Yenan regime in control of the richest industrial areas (North China and Manchuria) in China, and would probably mean a marked increase in Soviet influence in China and throughout the Far East. It could be argued that these developments would not be in United States interest, and that we should attempt to prevent them by remaining in occupation of any Manchurian territory which may be recovered by our forces until the unification of the National Government and the Yenan regime has been achieved.

Such a policy, however, is open to serious objections. If the Communists and the National Government have not joined in a coalition government before Manchuria's liberation there will be little chance of their doing so after that time, and we might find ourselves holding Manchuria indefinitely in pawn for the two disputing or actively warring factions. The American people have on several recent occasions opposed the use by our Allies of armed force in the interest of particular groups or factions in liberated countries, and would almost certainly not wish our own forces used for this purpose in China, where the consequence of such action might be to

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involve this country actively and directly in Chinese internal differences or civil war, and to bring us into sharp disagreement or open conflict with the Soviet Union. Use of American forces to influence the settlement of Chinese internal difficulties and to check the expansion of Soviet influence in the Far East would be unlikely to succeed in those purposes, might be extremely costly in American lives and resources, and, through its effect on American-Soviet relations, might do irreparable injury to the cause of world peace. Withdrawal of our forces from Manchuria following the surrender and disarmament of the Japanese forces there would seem legally the correct and practically the most advisable course for this Government to pursue, leaving to Chinese in the region responsibility for establishing an administration in the vacated area or areas.

6. As regards the Kwantung Leased Territory, China's declaration of war against Japan on December 9, 1941, contained the statement: "The Chinese Government further declares that all treaties, conventions, agreements and contracts concerning relations between China and Japan are and remain null and void." China in future will doubtless insist that the lease has been terminated and the Territory is Chinese in full title.

7. The Leased Territory, although not a part of "Manchukuo", has always been regarded as forming a part of Manchuria. Consequently, the United States is committed in the Cairo Declaration to the return of the Territory with the rest of Manchuria to the Republic of China.