

-2-

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

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

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

RECOMMENDATIONS

5. It is recommended that:

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

b. After approval by the JCS, the report be approved by SWNCC.

APPENDIX "A"

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APPENDIX "A"
FACTS BEARING ON THE PROBLEM

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

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

2. Ratifications of the United Nations Charter

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

To date 30 nations have ratified the Charter, including the five nations named above. It is expected that a sufficient number of ratifications will have been deposited to bring the Charter into force by 15 October 1945.

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

15 October 1945 - Deposit of Requisite Number of Ratifications

1-12 November 1945 - Meeting of Preparatory Commission

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

10 December 1945

-4-

10 December 1945 - First meeting of Security Council
to be followed as soon as practicable
by the first meeting of the Military
Staff Committee.

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APPENDIX "B"DISCUSSION

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

2. In general, the functions of the Military Staff Committee are to advise and assist the Security Council on military matters and to provide the strategic direction of any armed forces used in military enforcement action.

3. The Military Staff Committee will function continuously from the date of its organization. The manner in which it will be eventually organized to carry out its long-range functions is not an immediate problem. Its organization will properly be a matter of evolution. The immediate problems are (a) the manner in which the Committee should be organized initially, and (b) the composition of the initial U. S. representation on the Committee.

4. The first and most important problem facing the Security Council and the Military Staff Committee will be the preparation and negotiation of agreements between
the Security

-6-

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

5. The chairmanship of the Military Staff Committee should rotate on a quarterly basis among the five nations in English alphabetical order.

6. With regard to U. S. membership, it can be assumed that the Chiefs of Staff would attend the meetings of the Military Staff Committee in person only on rare occasions. Each U. S. Chief of Staff should therefore have a permanent representative. One of the U. S. members should act as spokesman for the group. The U. S. members will need initially a small but highly competent staff. A proposal for the composition of the initial U. S. representation is contained in Part II of Appendix "C".

7. It appears probable that the Security Council will come into existence before the end of 1945 (see Appendix "A", paragraph 3). It is important, therefore, that decision as to the composition of the U. S. representation on the Military Staff Committee be expedited. Further, a cadre of key personnel should be selected immediately

in order

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in order that they can devote full time to plans and discussions with respect to the organizations and functions of the Military Staff Committee.

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

APPENDIX "C"

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APPENDIX "C"U. S. VIEWS ON THE ORGANIZATION AND FUNCTIONS OF THE
MILITARY STAFF COMMITTEE OF THE UNITED NATIONS AND OF
THE U. S. REPRESENTATION ON THE MILITARY STAFF COMMITTEEPart I

ORGANIZATION AND FUNCTIONS OF THE MILITARY STAFF COMMITTEE

1. Functions

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

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

(1) the preparation and negotiation of the military agreements

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

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

(4) regulation of armaments and possible disarmament.

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

c. To

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

2. Sessions

The Military Staff Committee should be in continuous session.

3. Membership

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

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

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

4. Chairmanship

The chairman should be only a presiding officer and, since the Military Staff Committee is to be in continuous session, should represent it in its corporate capacity only in accordance with its instructions.

5. Methods

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5. Methods and Procedures

- a. In general, voting should be avoided.
- b. When a decision on procedural matters, including an invitation under Article 47, paragraph 2 of the Charter, requires a vote, each national representation should have one vote, and the decision should be reached by the concurrence of three such votes.
- c. No formal vote should be taken on recommendations to the Security Council. When the desired unanimity can not be achieved, full statements of all divergent views should be transmitted to the Security Council.
- d. When the Military Staff Committee cannot reach unanimity on questions related to the strategic direction of forces, or to the organization of regional subcommittees, all divergent views should be similarly referred to the Security Council for prompt decision.

6. Staff

- a. The needs of the Military Staff Committee as a whole for staff and clerical assistance will presumably be supplied from the staffs of the national representations.
- b. The Military Staff Committee should work out with the Secretary-General the relationship to be established between the Military Staff Committee and the International Secretariat of the United Nations Organization.

7. Location

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7. Location

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

8. Expenses

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

PART II

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

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

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

b. To furnish military advice to the United States Representative on the Security Council and to the U. S. representatives on other organs of the United Nations as required.

c. To make recommendations to the Joint U.S. Chiefs of Staff where appropriate, and to keep them informed of matters of military interest to the U.S.

2. Organization and Compositiona. General

The exact organization and composition of the U.S. representation can not be accurately determined at this time. The suggestions which follow should be subject to change as precise requirements are clarified. Certain key personnel should be selected as soon as possible in order to participate in organizational problems
from the

-13-

from the start. As a minimum, the initial staff should be organized to function effectively with regard to the preparation and negotiation of the special agreements to be made between the Security Council and Members of the United Nations. Developments in the next few months may also make it necessary to deal with problems of regulation of armaments.

b. Members of the Military Staff Committee

The U. S. members of the Military Staff Committee are the U.S. Chiefs of Staff or their representatives. Since the U.S. Chiefs of Staff will not be continuously present, each should select a permanent representative. The U.S. members of the Military Staff Committee should be assisted by such other service and civilian personnel as may be necessary to permit the efficient performance of the functions indicated in Part II, paragraph 1, above.

c. Representatives

The representatives of the U.S. Chiefs of Staff should possess high rank (e.g., General/Admiral) and broad experience in international affairs. Considerable benefit would be derived from the assignment of such officers in the expectancy of a long tenure. Each should be assisted by an aide of appropriate rank.

d. Policy

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d. Policy and Planning Staff

The U.S. section of the Military Staff Committee should include a Policy and Planning Staff of highly qualified officers which would be responsible for the military staff work required by the senior members of the section. There should be sufficient numbers of experienced officers from the three services to permit adequate representation on combined teams or committees as may be required. Initially, the principal work of the staff would relate to the preparation and negotiations of the military agreements to be concluded between the Security Council and the Members of the United Nations. The Policy and Planning Staff should be large enough to permit the work on these agreements to be performed by several teams simultaneously.

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

e. Administrative Staff(1) Secretary

The Secretary of the U.S. representation should be an officer with the rank of Colonel/Captain with experience in the workings of international committees and in

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and in negotiations. Skill in administration and in the drafting and processing of documents is essential. To achieve maximum continuity the person selected as secretary should be available for that assignment so long as his services are desired by the U.S. members of the Military Staff Committee.

(2) Personnel

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

(3) Secretarial Services

A secretarial services section should provide the necessary stenographic, clerical, and miscellaneous office services. It should be headed by a Warrant Officer and should consist initially of the following civilians; one CAF 6, five CAF 5, eight CAF 4, and sixteen CAF 3.

(4) Information

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

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International Secretariat, with U.S. agencies in Washington, with libraries in the vicinity, and with other sources to enable it to provide accurate and timely information. It should consist of the following personnel: Chief of Section (Major/Lt. Cmdr.), three officers (Captain/Lieutenant), and six civilian research technicians (3 P-4, 3 P-3).

(5) Translation and Interpretation

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

(6) Communications

Exact requirements in communications facilities and personnel will depend largely upon conditions existing in the location selected for the seat of the United Nations Organization. It is considered necessary for the U.S. representatives on the Security Council and the Military Staff Committee to have a communications system separate from that of the other Members of the United Nations. It is, however, believed unnecessary for the U.S. members of the Military Staff Committee to have a system separate from the U.S. Representative on the Security Council.

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Council. A minimum requirement in the Military Staff Committee will be a Message Center consisting of a Captain/Lieutenant, a Warrant Officer, and four civilians (two CAF 5; two CAF 3).

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

Service Personnel

<u>Rank</u>	<u>Number</u>	
General/Admiral	3	
Major General/Rear Admiral	1	
Colonel/Captain	10	
Lt. Colonel/Commander (including aides)	9	
Major/Lt. Commander	10	
Captain/Lieutenant	6	
Warrant Officer	2	
	<u>2</u>	41
	Total	

Civilians

<u>Rank</u>	<u>Number</u>	
P-4	6	
P-3	6	
CAF-8	1	
CAF-6	1	
CAF-5	7	
CAF-4	8	
CAF-3	19	
	<u>19</u>	46
	Total	
	Grand Total	89

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

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APPENDIX "D"

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

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

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

Formal

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

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

2. Relationship

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

It is assumed that governmental instructions forwarded to the U. S. Representative on the Security Council, and military instructions forwarded to the military representatives on the MSC will properly reflect coordinated national policies formulated in Washington. ^{A single foreign policy, with all its phases adequately integrated,} A means of achieving ^{is pre-arranged} this integration is suggested in Section 3 below. In any case, it seems clear that the U. S. Representative on the Security Council and the U. S. members of the MSC will not be competent to determine matters of U. S. policy which must necessarily be referred by them to Washington. They will, ^{to an effective perhaps for an inter-national security system} however, be senior civilian and military representatives, and should be given reasonably broad discretion to make decisions on the spot within the limits of previously determined governmental policy.

The relationship between the U.S. Representative of the Security Council and the U. S. members of the MSC must be close and informal. [^] The U. S. members of the MSC should provide the military advice upon which the U. S. Representative on the Security Council must be dependent in making decisions of a technical character. [^] ^{HH has language}

3. Relationship

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

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

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

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

The relationship between the Joint U. S. Chiefs of Staff in Washington and the U. S. representatives on the MSC must be direct ~~on all matters~~. Communications with

non-military

It is ^{not} ~~unfortunate~~ to ~~deprecate~~ ^{deprecate} the ~~relationship~~ ^{relationship} which ~~must~~ ^{must} be ~~critical~~ ^{critical} in ~~the~~ ^{the} ~~US~~ ^{US} ~~see~~ ^{see} ~~04~~ ⁰⁴

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

Pending estab. of program

PROPOSED REVISION OF
PAGES 20, 21, AND 22 OF SIMCC/MS
UNO Doc 6, October 11, 1945

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

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

The relationship between the U. S. Representative of the Security Council and the U. S. members of the MSC must be close and informal. The imperative need that these representatives shall function as a unit abroad coincides with the new necessity that their corresponding Departments shall

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shall function together towards a unity of foreign policy at home. The U. S. members of the MSC should provide the military advice upon which the U. S. Representative on the Security Council must be dependent in making decisions of a technical character. Since the U. S. Representative on the Security Council will be instructed by the President or as the President may direct, his decisions based upon his instructions should be conclusive regarding matters of concern to him and to the U.S. members on the Military Staff Committee.

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

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

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

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

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the British Chiefs of Staff who regularly conducted the work of the Combined Chiefs of Staff in Washington.

The relationship between the Joint U.S. Chiefs of Staff in Washington and the U.S. representatives on the MSC must be direct on all matters. It is not possible to delineate definitely now the other relationships which must be established pending the clarification of the national security organization in this country. Communications with non-military agencies of the government, when required, should be effected through the Joint U.S. Chiefs of Staff in Washington, in order that the U.S. representatives on the MSC, in representing the Joint Chiefs of Staff, will properly reflect U.S. national policies.

It would be a notable step forward to establish in Washington a Council composed of high level representatives of the Departments of State, War, and Navy, and of the Joint Chiefs of Staff, to correlate political and military factors involved in the formulation and implementation of national policy. Decisions reached by this Council where appropriate should be forwarded to the U.S. representative on the Security Council through the Department of State, and to the U.S. representatives on the MSC through the Joint U.S. Chiefs of Staff.

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

DECLASSIFIED

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

NNDG# 740132

5

M. J. Johnson

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SWNCC/MS
UNO Doc. 5
September 11, 1945REGIONAL SUBCOMMITTEES OF THE
MILITARY STAFF COMMITTEE.

(Paragraph from a statement on the San Francisco Conference released by the Mexican Foreign Office, July 21, 1945.)

"It was also a result of the efforts of the Mexican delegation and of other delegations that regional sub-committees, which will be created under the Military Staff Committee, will be established by means of consultation with the corresponding regional organizations. In other words, a country within the American Continent which has to negotiate with the Security Council will not be alone in doing it, but will do it together with the entire 21 American Republics through the organizations of the Pan American system."

DECLASSIFIED

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

NNDG# 740132

4/2/68

*Swanee/mb*SWNCC/MS
UNO Doc. 4 Prel.
September 4, 1945.

SECRET

Interim Report of the Working Subcommittee of
the SWNCC Subcommittee on Military and Security Functions
of the United Nations Organization

With respect to the organization of the Military Staff Committee there are three principal problems which need to be solved:

- I. The organization of the Military Staff Committee itself.
- II. Determination of the relationship between the Military Staff Committee and the Security Council and procedures necessary to carry out this relationship.
- III. Relationships, and procedures necessary to carry out these relationships, between:
 - a. the U. S. representatives on the Military Staff Committee and the Security Council.
 - b. the U. S. representatives on the Security Council and the Military Staff Committee on the one hand and the appropriate agencies of the United States Government in Washington on the other.

Separate papers are to be prepared on each of these topics, to be respectively Annex A, Annex B, and Annex C of this paper.

SECRET

ANNEX A - DRAFT

Organization of the Military Staff Committee.

A. Functions to be performed.

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

1. Advise and assist the Security Council on all questions relating to the Security Council's military requirements, including:
 - a. Negotiation of the military agreements.
 - b. Formulation of plans for the application of armed force by the United Nations.
 - c. The regulation of armaments and possible disarmament.
2. Exercise the strategic direction of armed forces placed at the disposal of the Security Council.
3. Consider problems involved in the establishment of regional subcommittees.

B. Substantive matters of organization.

The following are among the recommendations on matters of substance which should be included in any statement of this government's position on the organization of the Military Staff Committee:

1. Initially the Military Staff Committee should be organized to perform the functions listed in 1(a) and (b), under A, above.
2. The Chiefs of Staff should attend the initial meetings of the Military Staff Committee and such subsequent meetings as may appear desirable.
3. When the Chiefs of Staff are present, the Military Staff Committee would consist of all Chiefs of Staff of each of the five powers.
4. One of the U. S. Chiefs of Staff or of their representatives may be designated as head of the U. S. delegation.

5. The

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5. The Military Staff Committee should have its headquarters at the seat of the Organization and be authorized to meet elsewhere, as appears desirable.
6. The Chairmanship of the Military Staff Committee should rotate among the delegations on a quarterly basis. The Chairman should be no more than a presiding officer who would also sign on behalf of the Military Staff Committee any documents emanating from it. It should be agreed that he would sign such documents only under the direction of the Committee and would have no independent status.
7. The Military Staff Committee should have a military secretariat comprising in combination secretaries appointed by the several national delegations.

SECRET

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5. The Military Staff Committee should have its headquarters at the seat of the Organization and be authorized to meet elsewhere, as appears desirable.
6. The Chairmanship of the Military Staff Committee should rotate among the delegations on a quarterly basis. The Chairman should be no more than a presiding officer who would also sign on behalf of the Military Staff Committee any documents emanating from it. It should be agreed that he would sign such documents only under the direction of the Committee and would have no independent status.
7. The Military Staff Committee should have a military secretariat comprising in combination secretaries appointed by the several national delegations.

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UNO Doc 4 Prel.
August 28, 1945

23

Interim Report of the Working Subcommittee of the
SWNCC Subcommittee on Military and Security Functions
of the United Nations OrganizationI. Organization of the Military Staff Committee

Four principal problems need to be met:

1. The organization of the Military Staff Committee itself.
2. The relationship between the Military Staff Committee and the Security Council.
3. Relationships between the U.S. ^{representatives} members on each of the two bodies. *on the one hand*
4. Determination of relationships which should exist between the U.S. representatives on the Security Council and the Military Staff Committee and the appropriate agencies of the United States Government. *in Washington on the other*

II. Functions of the Military Staff Committee

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

1. Assist in the negotiation of the military agreements.
2. Assist in the formulation of plans for the application of armed force by the United Nations.
3. Exercise ~~of~~ the strategic direction of armed forces *planned with the approval of the S-C*
4. Assist the Security Council in regard to the regulation of armaments and possible disarmament.
5. Consider problems involved in the establishment of regional subcommittees.

III. Recommendation

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III. Recommendation for Organization of the Military Staff Committee

1. Initially the Military Staff Committee should be organized to perform the first two of the above-mentioned functions.
2. The Chiefs of Staff should attend the initial meetings of the Military Staff Committee and such subsequent meetings as may appear desirable.
3. When the Chiefs of Staff are present, the Military Staff Committee would consist of all Chiefs of Staff of each of the five powers.
4. One of the U.S. Chiefs of Staff or their representatives may be designated as head of the U.S. delegation.
5. The Military Staff Committee should have its headquarters at the seat of the Organization and be authorized to meet elsewhere, as appears desirable.
6. The Chairmanship of the Military Staff Committee should rotate among the delegations on a quarterly basis. The chairman should be no more than a presiding officer who would also sign on behalf of the Military Staff Committee any documents emanating from it. It will be clearly understood that he would sign such documents only under the direction of the Committee and would have no independent status.
7. The Military Staff Committee should have a military secretariat comprising in combination secretaries appointed by the several national delegations.

SECRET

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

NNDG# 740132

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*discussed + revised*SECRETSWNCC/MS
UNO DOC 3 Prel. a
August 28, 1945.PROGRAM OF WORK ON MILITARY AND SECURITY FUNCTIONS OF
THE UNITED NATIONS ORGANIZATION

I. The estimated time schedule for establishment of the United Nations Organization, based on prospects of ratification and subject to completion by the Preparatory Commission of its work is as follows:

1. Necessary ratifications will have been deposited by October 1, of this year.
2. The first meeting of the General Assembly will be held between November 1 and December 1 and that body should proceed immediately to elect the six non-permanent Members of the Security Council.
3. The Security Council should, therefore, be able to meet early in December.
4. The Military Staff Committee should be organized and able to function by January, 1946.

II. It is believed that the first program of work of the Security Council should be:

1. Temporary organization of the Security Council for the purpose of nominating the Secretary-General *and of electing judges to the ICJ.*

2. The

-2-

2. The nomination of a Secretary-General and the election of judges to the International Court of Justice.
3. Adoption of rules of procedure, including method of selecting a President.
4. The election of a President.
5. Directive to the Military Staff Committee ^{Concerning} ~~fixing~~ the time and place of its first meeting and instructing it to proceed with its organization, to make recommendations regarding the preparation and negotiation of agreements for the provision of armed forces, facilities and assistance, and to undertake its other duties under the Charter.
6. The organization of the Security Council's staff, and possible establishment of subsidiary organs other than the Military Staff Committee.

III. With respect to items (1) through (4) of II, it is ~~recommended~~ ^{considered} that the State Department ^{should} prepare recommendations.

IV. With respect to item 5 of (II).

- (1) There is no objection either to the discussion of this topic by the Executive Committee or the Preparatory Commission ~~for~~ to placing it on the

-3-

the provisional initial program of work of the Security Council; but no substantive recommendations ^{should} ~~are to~~ be made by either the Committee or the Commission. There need only be a brief recommendation to the Security Council that it issue the directive.

3 (2) When the position of this Government has been formulated ^{with respect to the organization of the MSC} it would be desirable to exchange views informally with the other five permanent Members preparatory to the organization of the Military Staff Committee.

2 (3) United States position papers are to be prepared for the guidance of United States representatives on the Military Staff Committee.

(3) (4) With regard to the agreements, ^{the} United States position papers ^{of this gov't} should be ^{formulated during} prepared on at least the following topics.

1. What ^{major} steps should be the ^{requirements of steps} to which the MSC should follow in regard to the present ^{of the} ^{immediately} ^{these} agreements

1. Will military forces to be made available be defined by numbers or units of each arm, or on a percentage basis of the countries' military establishment -- or on some other basis, perhaps a combination of these two systems?

2. Whatever

2400

- 2. Whatever the system, ^{would be the} about what proportion ~~of our military establishment~~ ^{extent of military forces which the U.S. will} will we be prepared to provide?
- 3. ~~Will there be, and should there be,~~ any restrictions as to the use of ~~our~~ ^{national} contingents ~~— political, geographical, etc.?~~ ^{and if so what should be the basis of the restrictions.}
- 4. How about the time element, in providing forces?
- 5. How meet the special provisions of the Charter as to readiness of air contingents?
- 6. Will facilities be provided on a specific or general basis, and on what basis will we choose them?
- 7. Will facilities be constantly available or only when called for in connection with enforcement action?
- 8. Will it be possible and if so, desirable, to stipulate in detail in the agreements what "assistance" will be furnished, or shall such commitments be in general terms?
- 9. What will be the place of the small nations in the general scheme?
- 10. ^{What effect if any will recent new weapon developments have on the Charter's concept of enforcing security?}
- 11. ^{What effect if any will recent new weapon developments have on the Charter's concept of enforcing security?}

? fundamental (1)?

10. What will be the place of regional arrangements in the general scheme

V. With

-5-

V. With reference to item (6) of II an immediate study needs to be made as a basis for establishing the United States position on the staff functions, other than military, which will be required by the Security Council, and on the means by which they should be performed.

VI. In addition, the United States position needs to be formulated on ~~the following~~:

1. Military and security matters arising out of ~~peace settlements and the trusteeship system.~~
2. National (and international) bases.
3. Interim arrangements.

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

NNDG# 740132

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SECRETSWNCC/MS
UNO DOC 3
September 4, 1945.PROGRAM OF WORK ON MILITARY AND SECURITY FUNCTIONS OF
THE UNITED NATIONS ORGANIZATION

I. The estimated time schedule for establishment of the United Nations Organization, based on prospects of ratification and subject to completion by the Preparatory Commission of its work is as follows:

1. Necessary ratifications will have been deposited by October 1, of this year.
2. The first meeting of the General Assembly will be held between November 1 and December 1 and that body should proceed immediately to elect the six non-permanent Members of the Security Council.
3. The Security Council should, therefore, be able to meet early in December.
4. The Military Staff Committee should be organized and able to function by January, 1946.

II. It is believed that the first program of work of the Security Council should be:

1. Temporary organization of the Security Council for the purpose of nominating the Secretary-General and electing judges to the International Court of Justice.
2. The nomination of a Secretary-General and the election of judges to the International Court of Justice.
3. Adoption of rules of procedure, including method of selecting a President.
4. The election of a President.
5. Directive to the Military Staff Committee concerning the time and place of its first meeting

and

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and instructing it to proceed with its organization, to make recommendations regarding the preparation and negotiation of agreements for the provision of armed forces, facilities and assistance, and to undertake its other duties under the Charter.

6. The organization of the Security Council's staff, and possible establishment of subsidiary organs other than the Military Staff Committee.

III. It is considered that the State Department should prepare recommendations with respect to items (1) through (4) of II.

IV. With respect to item 5 of (II):

- (1) There is no objection either to the discussion of this topic by the Executive Committee or the Preparatory Commission or to placing it on the provisional initial program of work of the Security Council; but no substantive recommendations should be made by either the Committee or the Commission. There need be only a brief recommendation to the Security Council that it issue the directive.
- (2) When the position of this Government has been formulated with respect to the organization of the Military Staff Committee it would be desirable to exchange views informally with the other five permanent Members preparatory to the organization of the Military Staff Committee.
- (3) With regard to the agreements, the United States position on at least the following topics should be formulated:
 1. What should be the sequence of steps in the negotiation of the agreements?
 2. What will be the place of the small nations in the general scheme?
 3. What will be the place of regional arrangements in the general scheme?

4. Will

-3-

4. Will military forces to be made available be defined by numbers or units of each arm, or on a percentage basis of the countries' military establishment -- or on some other basis, perhaps a combination of these two systems?
5. Whatever the system, what would be the extent of military forces which the United States would be prepared to provide?
6. Should there be any restrictions as to the use of national contingents, -- and if so, what would be the basis of such restrictions?
7. How about the time element, in providing forces?
8. How meet the special provisions of the Charter as to readiness of air contingents?
9. Will facilities be provided on a specific or general basis, and on what basis will we choose them?
10. Will facilities be constantly available or only when called for in connection with enforcement action?
11. Will it be possible and if so, desirable, to stipulate in detail in the agreements what "assistance" will be furnished, or shall such commitments be in general terms?
12. What effect if any will recent new weapon developments have on the Charter's concept of enforcing security?

V. With reference to item (6) of II an immediate study needs to be made as a basis for establishing the United States position on the staff functions, other than military, which will be required by the Security Council, and on the means by which they should be performed.

VI. In addition, the United States position needs to be formulated on interim arrangements.

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NNDG# 740132

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SWNCC/MS

UNO DOC 3 Prel.

August 21, 1945

PROGRAM OF WORK ON MILITARY AND SECURITY FUNCTIONS OF
THE UNITED NATIONS ORGANIZATION.

I. The ^{and of the} estimated time schedule for establishment of the United Nations Organization ^{is ~~bound~~ on prospects of ratification, subject to completion of PRE CO work.} is as follows:

1. Necessary ratifications will have been deposited by October 1, of this year.
2. The first meeting of the General Assembly will be held between November 1 and December 1 and that body should proceed immediately to elect the six non-permanent Members of the Security Council.
3. The Security Council should, therefore, be able to meet early in December, ~~at the latest.~~
4. The Military Staff Committee should be organized and able to function by January, 1946.

II. It is believed that the first program of work of the Security Council should be:

1. ^{Temporary for purpose of nominating S.G.}
3. Adoption of rules of procedure, including method of selecting a President.
4. The election of a President.
5. The nomination of a Secretary-General.
6. ^{election} The organization of the Military Staff Committee. ^{Judges of the SC +}
- 6.7. The organization of staff ^{S. Committee} and possible establishment of other subsidiary organs, ^{other than PSC.}

6. Directive

C. [Signature]

to meet at a given time place with [unclear]

6. Directive to the Military Staff Committee to make recommendations regarding the preparation and negotiation of agreements for the provision of armed forces,

*+ to under-
take
duties
under [unclear]*

III. With respect to items (1), (2), and (3) of II, it is recommended that the State Department prepare recommendations.

Done by Staff

IV. With respect to item (4) of II, the following questions need to be answered:

agreed that no change this

1. What work should the Preparatory Commission and the Executive Committee do in this regard?

a. Should they themselves prepare recommendations or should that be left to the five permanent Members?

2. Should there be an informal exchange of views preparatory to the first meeting of the Security Council?

yes

a. If the answer is "yes", then when we have thoroughly examined the subject from the United States point of view, it would be desirable to exchange views informally with the other four permanent Members, with a view to facilitating later agreement, after the Security Council and Military Staff Committee are set up.

yes

3. If

3 papers on [unclear] + [unclear] on SC for guidance of U.S. Refs on MSC

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3. If U.S. position papers are needed, on what topics and by whom should they be prepared?

V. With reference to item (5) of II:

1. What provisions are to be made for servicing the Security Council with intelligence, military, economic, political? *other necessary*

a. What staff will be required?

b. What committees?

2. What ~~other~~ staff functions need to be provided for and by what means?

VI. With regard to item (6) of II, U.S. position papers will be required on at least the following topics:

1. Will military forces to be made available be defined by numbers or units of each arm, or on a percentage basis of the countries' military establishment--or on some other basis, perhaps a combination of these two systems?
2. Whatever the system, about what proportion of our military establishment will we be prepared to provide?
3. Will there be, and should there be, any restrictions as to the use of our contingents--political, geographical, etc.?
4. How about the time element, in providing forces?

5. How

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5. How meet the special provisions of the Charter as to readiness of air contingents?
6. Will facilities be provided on a specific or general basis, and on what basis will we choose them?
7. Will facilities be constantly available or only when called for in connection with enforcement action?
8. Will it be possible and if so, desirable, to stipulate in detail in the agreements what "assistance" will be furnished, or shall such commitments be in general terms?
9. What will be the place of the small nations in the general scheme?
10. What effect if any will recent new weapon developments have on the Charter's concept of enforcing security?

VII. In addition, the United States position needs to be formulated on the following:

1. Military and security matters arising out of peace settlements and the trusteeship system.
2. National (and international) bases.
3. Interim arrangements.

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NNDG# 740132

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PROVISIONAL INITIAL PROGRAM OF WORK
FOR THE SECURITY COUNCIL

It is recommended that the following items, and only the following items, constitute the provisional initial program of work for the Security Council and that the United States Representative on the Preparatory Commission and on the Executive Committee thereof be so instructed. The United States Representative should be further instructed to endeavor to postpone discussions of, and in no case to make substantive comment on, items 4, 5 and 6 pending further instructions.

1. Adoption of rules of procedure, including methods of selecting a President.
2. The election of a President.
3. The nomination of a Secretary-General.
4. The organization of the Military Staff Committee.
5. Organization of staff and possible establishment of other subsidiary organs.
6. Directive to the Military Staff Committee to make recommendation regarding the preparation and negotiation of agreements for the provision of armed forces.

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NNDG# 740132

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UNO DOC 1 Prel.

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August 21, 1945

INTERIM MACHINERY FOR BIG FIVE CONSULTATION ON THE
MAINTENANCE OF INTERNATIONAL PEACE AND SECURITYDISCUSSION

1. A matter requiring urgent consideration and decision is the problem of establishing interim Big Five consultative methods for the maintenance of international peace and security.
2. Paragraph 5 of the Moscow Declaration provides that the signatories will consult with one another and, as occasion requires, with other members of the United Nations with a view to joint action on behalf of the community of nations. Article 106 of the Charter of the United Nations, which will come into force perhaps in two or three months, provides that, pending the coming into effect of the special agreements for provision of armed forces, facilities and assistance, these four powers and France shall consult with one another and as occasion requires with other United Nations with a view to joint action on behalf of the Organization for the purpose of maintaining international peace and security.
3. Thus not only is there a double commitment as among the Big Four, but they and France have assumed a commitment vis-a-vis the other United Nations which will become binding as soon as the Charter becomes effective. Moreover, there will certainly be many problems arising in the near future relating to the
maintenance

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maintenance of international peace and security, separate from those involved in the control of Germany and Japan. They will be problems of the type with which the Security Council is designed to deal.

4. It is apparent, therefore, that on the assumption the basic concept of the International Organization is correct, interim machinery will be required to perform the functions of the Security Council and Military Staff Committee pending their actual assumption of prescribed functions.

5. The Council of Foreign Ministers appears to furnish a better instrument for consultation in the interim period than any possible alternative such as (1) the consultation among the Foreign Ministers of the U.S.S.R., the U.K., and the U.S. provided for at Yalta, (2) a new ad hoc body, or (3) ordinary diplomatic channels. The Council is to be at a high level and in continuous session, and will consist of representatives of all five permanent members of the Security Council. Moreover, in dealing with some problems of the peace settlement, such as those involving future boundaries between two or more United Nations, it will be touching on problems relating to the future maintenance of international security. In addition, although Article 107 of the Charter leaves to the victorious powers the enforcement of the peace settlements against the enemy states, it is certainly anticipated that eventually matters relating
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to those states will be brought within the scope of the Organization. Thus the Council of Foreign Ministers will be ^{directly} dealing with matters which will affect the development of the Charter and the operations of the Security Council.

6. It appears that the scope of the Council of Foreign Ministers could be readily expanded to permit it to function as an "Interim Security Council." An assisting Military Group organized to perform all prescribed functions of the Military Staff Committee with the exception of matters relating to the special military agreements between the Security Council and Member nations, would complete the necessary machinery for the interim maintenance of international peace and security.

RECOMMENDATIONS

7. It is recommended that:

a. The United States take the initiative at an early date in proposing to the other four powers that the Council of Foreign Ministers to be set up in London be made the instrument for carrying out the pledge of the Moscow Declaration and the obligation assumed under Article 106 of the Charter.

b. At the first session of the Council of Foreign Ministers, the United States Secretary of State propose to the other four governments that the scope of this Council be expanded to include the functions of an "Interim Security Council."

c. Soon

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c. Soon after the actual establishment of the Security Council the matter be reviewed for the purpose of deciding whether future consultation under Article 106 should be through the Council of Foreign Ministers or through the representatives on the Security Council of the Five Powers.

d. A Military Group be set up to function as an "Interim Military Staff Committee", organized to perform all functions of the Military Staff Committee except matters relating to the special agreements provided for in Article 43 of the Charter.

e. The preparation of papers be undertaken at once representing U.S. views regarding implementation of a and d above.

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