ESTABLISHMENT OF AN EXECUTIVE OFFICE IN THE EMBASSY IN CHINA TO ENABLE THE AMBASSADOR TO EXERCISE OVER-ALL SUPERVISION AND COORDINATION OF BASIC POLICIES GOVERNING OFFICIAL AMERICAN ACTIVITIES IN CHINA

711.93/3-1047

The Secretary of State to President Truman


Subject: Supervision and Coordination of Basic Policies Governing American Activities in China.

The State-War-Navy Coordinating Committee has reviewed the situation in China and has agreed that the over-all supervision and coordination of basic policies governing official American activities in China heretofore exercised by me while Special Envoy to China should be continued. The Committee considers this action necessary to insure that all American agencies, political, military, and economic, act in complete harmony with our policy toward China, the protection and implementation of which the Committee regards as of foremost importance. Since the political effort predominates, the Committee considers that the responsibility for over-all policy supervision and coordination should be vested in the Ambassador.

I concur in the views of the State-War-Navy Coordinating Committee and submit the enclosure for your approval.1

G. C. Marshall

[Annex]

Draft Presidential Directive

In order to insure complete and consistent implementation of our policy toward China, I authorize the Ambassador to China to exercise over-all supervision and coordination of basic policies governing all official American activities in China, including political, military, and economic. To assist in discharging this responsibility with respect to military activities, the Embassy is authorized to establish a small Executive Office, consisting of Embassy, Army, and Navy personnel. The establishment of this Executive Office will in no way interfere with the

1 Marginal notation: “Approved. Harry S. Truman.”

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normal functioning of the Embassy. The War and Navy Departments are authorized to detail appropriate personnel to serve in this office.

In the event that major differences arise over policy matters within China, the Ambassador will submit the necessary reports and recommendations to the State Department for resolution among Departments concerned.

124.93/3-1447

The Acting Secretary of State to the Ambassador in China (Stuart)

No. 283

WASHINGTON, March 14, 1947.

The Acting Secretary of State encloses for appropriate action a copy of a memorandum, dated March 3, 1947, for the President entitled "Supervision and Coordination of Basic Policies Governing American Activities in China."\(^2\) Attached to this memorandum is a copy of a Presidential Directive, approved by the President, authorizing the establishment of an Executive Office in the Embassy, consisting of Embassy, Army and Navy personnel, as a means of insuring complete and consistent implementation of American policy toward China. The War and Navy Departments, authorized under the Directive to assign personnel to serve in this office, are being requested to take appropriate action to that end.

In approving the paper (SWNCC 349) providing for the Executive Office, which was first submitted to the State-War-Navy Coordinating Committee, the Navy member made the following statement:

"The Navy Department believes that the duties outlined in the subject paper to be performed for the Ambassador by naval personnel can best be performed by an officer ordered as Naval Attaché and is prepared to assign an officer with suitable qualifications to such duty. Such an arrangement will avoid the establishment of a new naval headquarters with undesirable expense and possibly involving undesirable comment."

In accepting this statement, the Secretary of State made the following comment:

"I approve SWNCC 349 as amended, and note the statement of the Navy member, but wish to insert, as a matter of record, that it may be desirable at a later date to review the manner in which the Navy representative of the Executive Office is appointed. I make this comment since it is my view that it would be preferable to divorce the activities of the Executive Office in its effort to assist the Ambassador in supervising and coordinating basic policies governing Amer-

\(^2\) Supra.
ican activities in China from the normal intelligence functions of the Naval or Army Attaché's office."

In view of the lack of precedents for the Executive Office, it is believed that the functioning and procedures of the Office must be worked out on the ground and that the Embassy will find it desirable to adapt the Office, within the framework of the Presidential Directive, to meet the situation and the existing needs. The Department has not, therefore, attempted to lay down specific rules for the functioning of the Office, believing that its functions and procedures can best be worked out through actual experience and experimentation in the Embassy.

It is believed desirable, however, that all communications relating to the activities of the Executive Office should, as a regular procedure, be forwarded through Embassy channels. This should not, of course, preclude the use by Army and Navy representatives in the Office of communications facilities available to them in seeking instructions from their respective Departments or agencies of such Departments.

With regard to personnel assigned to the Office, it is understood that the War and Navy Departments will name a general officer and a flag officer, respectively, as their chief representatives in the Executive Office, together with such personnel of lower rank as are believed to be necessary. In this connection, it would seem desirable that the Minister-Counselor of Embassy serve as the chief Embassy representative in the Office in order that parallel rank may be maintained vis-à-vis the War and Navy Departments.

It is requested that the Embassy inform the Department of the effective date of the establishment of the Executive Office and that it submit to the Department, from time to time, reports of the functioning of the Office, together with suggestions it may have for increasing its effectiveness.

124.93/3-2047: Telegram

_The Acting Secretary of State to the Ambassador in China (Stuart)_

WASHINGTON, March 20, 1947—noon.

326. President has approved Directive authorizing Ambassador to exercise over-all supervision and coordination policies governing all official American activities in China and authorizing Embassy to establish Executive Office of Embassy, Army and Navy personnel to assist in discharging this responsibility with respect to military activities. War and Navy Departments being asked to detail personnel to serve in Executive Office.

Instruction no. 283, March 14, regarding details being forwarded
air pouch. In view lack precedents Dept not laying down specific rules for activities of Office, believing procedures can best be worked out through experience and experimentation within framework Presidential Directive. Believed desirable, however, all communications regarding activities of Office should be through Embassy channels, which should not preclude use by Army and Navy representatives of their own channels in seeking instructions from their Depts or agencies. As Army and Navy expected name general and flag officer, respectively, as chief representatives in Office, it would seem desirable to have Minister-Counselor as chief Embassy representative.

ACHESON

124.93/3-2447: Telegram

The Ambassador in China (Stuart) to the Secretary of State

NANKING, March 24, 1947—6 p. m.
[Received March 25—3 a. m.]

642. I appreciate the Department’s thoughtfulness in not laying down too specific rules applicable to the functioning of the new Executive Office, many of which experience itself will of necessity dictate. However, there is one very important aspect of this project referred to in Department’s telegram 326, March 20, noon, and two others of pertinency which must be clarified forthwith.

First and foremost, the Minister-Counselor who is now in direct charge of the Embassy must also act in the matter of the Executive Office as my deputy and therefore cannot both from a functional point of view as well as from the point of view of available time become the chief Embassy representative in that office. The Executive Office will be under his immediate jurisdiction and it will be to him that it will report its suggestions and recommendations. The fact that the War and Navy Departments will be represented by a general and flag officer, respectively, is not in my opinion a determining factor. Furthermore, the present Military Attaché, for example, is also a general, but his routine liaison with the Embassy is with the Chief of the Political Section. Accordingly, I would propose to assume that Embassy’s chief representative in the Executive Office should by reason of that fact alone be regarded as appropriate opposite number to a general or flag officer even though he be a first secretary.

Secondly, it would be helpful to have background guidance information regarding what in particular Department had in mind by inserting in the original draft of the Presidential Directive the

1 W. Walton Butterworth.
sentence: “The establishment of this Executive Office will in no way interfere with the normal functioning of the Embassy”.

Thirdly, there is no doubt that the establishment of an Executive Office with advisory duties in the matter of supervision and coordination of basic policies governing all phases of American activities in China will add decidedly to the responsibilities and work of the Embassy. Therefore, I should like to have assurance that Department is prepared to supply such additional officer and clerical personnel as may be necessary to undertake these new duties and to make it possible for the experiment to be a success. In this general connection I would like to have telegraphic confirmation that the War and Navy Departments will be responsible in the matter of their personnel for providing such requirements as clerical assistance, transportation and living quarters, etc., for Embassy does not have such facilities. I assume that Embassy will provide office space and, accordingly, an affirmative answer to request contained in Embassy’s telegram 618, March 21, 11 a. m., is urgently needed. Embassy now has real need of an additional experienced code clerk (Embassy’s telegram 641, March 24, 5 p. m.), and even now before establishment of Executive Office, it is quite obvious that a second experienced code clerk and one stenographer will be needed forthwith, and request is hereby made that they be sent by air.

STUART

124.33/3-2447: Telegram

The Acting Secretary of State to the Ambassador in China (Stuart)

WASHINGTON, March 28, 1947—2 p. m.

372. 1. It was Dept’s thinking that Minister-Counselor would be chief Emb representative in Executive Office (EmbTel 642, Mar 24) and that Chief of Political Section or other competent officer be appointed as his alternate. However, especially in view of Navy’s intention to assign Captain rather than Flag Officer as its representative (Deptel 382, Mar 25) no objection perceived to assignment of Chief of Political Section as Emb representative.

2. Dept by inserting sentence quoted penultimate paragraph reference telegram meant merely to indicate that Executive Office should have no priority with respect to Embassy’s facilities which would prejudice efficient administration normal Emb functions.

3. Dept will of course bear in mind need for strengthening Emb staff sufficiently to undertake additional responsibilities involved in

*Not printed.
establishment of Executive Office. War and Navy understand necessity for supplying their own personnel and services. War is arranging for detail of 2 officers of General or Colonel rank, 3 captains and 2 sergeants; and Navy is detailing 1 Captain of rank junior to that of present Naval Attaché and 1 Yeoman. Action already taken (Deptel 361, Mar 26) authorizing expenditure $15,000 through FLC procedures.

ACHESON

124.33/4-147: Telegram

The Ambassador in China (Stuart) to the Secretary of State

NANKING, April 1, 1947—5 p. m.
[Received April 1—9:43 a.m.]

706. Embassy is awaiting Dept’s detailed instruction 283 of March 14 referred to in Deptel 326, March 20, midnight [noon], which it assumes will contain specific instructions as to the notification to be made to Chinese Foreign Ministry regarding status of the personnel assigned to the Executive Office.

Embassy has been informed that War Dept has confirmed to General Timberman his appointment and that he is proceeding to Nanking April 2; also that he is under pressure to make known to the press what assignment he will receive on terminating his connection with Executive Headquarters now in process of dismemberment.

In view of fact that the institution of an Executive Office is subject of a Presidential Directive, Embassy has indicated that it regards the announcement of its establishment as a matter which should be dealt with in Washington. Accordingly, it requests telegraphic instructions as to what should be notified to the Chinese Foreign Office which should receive notification prior to public announcement, and also date, time and content of Washington announcement re Presidential Directive.

STUART

124.33/4-147: Telegram

The Acting Secretary of State to the Ambassador in China (Stuart)

WASHINGTON, April 3, 1947—7 p.m.

397. It is Dept’s view establishment Executive Office is internal organization matter and there is therefore no need for publicity (Emb-

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7 Not printed.
8 Foreign Liquidation Commissioner.
9 Gen. Thomas S. Timberman, formerly Director of Operations, Executive Headquarters at Peiping.
Office as such would have no legal standing vis-à-vis Chinese Govt and no useful purpose would be served by notifying Chinese authorities of its establishment. However, Dept suggests if Embassy perceives no objection, it informally describe FonOff nature Executive Office and general scope its functions and state that War and Navy personnel being assigned in liaison capacity connection such functions.

Dept understands Navy representatives in Office will from purely routine administrative standpoint be attached NA’s office and Army representatives will similarly be attached Army Advisory Group. Dept thinks it would not be necessary formally notify FonOff such personnel for inclusion on diplomatic list and that questions of titles by which they would be designated on such list and relative ranks vis-à-vis Embassy personnel make it desirable they not be carried on diplomatic list.

If Chinese Govt should insist formal notification, which is believed unlikely, or if Embassy thinks such action advisable, Dept would welcome expression Embassy’s views.

Dept suggests General Timberman if questioned inform press he will act in liaison capacity with Embassy assisting in coordination Embassy’s functions relating War Dept and its agencies, such statement to be made, of course, after informal notification Executive Office to Chinese Govt.

ACHESON

124.93/4-1047: Telegram

The Ambassador in China (Stuart) to the Secretary of State

NANKING, April 10, 1947—2 p. m. [Received April 10—2:46 a. m.]

775. In course of conversation with Foreign Minister, Minister-Counselor acquainted him with appropriate parts of Department’s telegram 397, April 8, 7 p. m. Dr. Wang Shih-chièh interposed no objection but requested that Foreign Office be informed of personnel attached to Executive Office before assignments became publicly known. While he was not insistent that personnel of Executive Office be included in diplomatic list, he feels—unless there are over-riding considerations against doing so—it would be preferable to include them. There appears to be no urgency about the latter but inasmuch as Army Section of personnel of Executive Office will begin functioning April 11 Embassy proposes, unless urgently instructed to contrary,

10 Naval Attaché.
11 Wang Shih-chièh.
to comply with Foreign Minister's request and notify him of personnel, giving General Timberman descriptive title of "Special Military Adviser" and Colonel Barclay "Deputy to Special Military Adviser" and designating other officer and clerical personnel as administrative assistants.

In view of non-arrival of Department's instruction 283 of March 14, Embassy would appreciate institution of inquiry and telegraphic advice as to any pertinent part which may not have been summarized in previous Department telegrams.

STUART

124.93/4-1047: Telegram
The Acting Secretary of State to the Ambassador in China (Stuart)

WASHINGTON, April 11, 1947—6 p. m.

426. Dept perceives no objection notifying FonOff Army and Navy personnel Executive Office described Emtel 775 Apr 10. If Embassy feels it desirable have such personnel included diplomatic list and can appropriately solve problem place such personnel on list, Dept perceives no objection their being included.

Depts instruction 283 Mar 14 forwarded Mar 21 registered cover no. 16622 via air pouch no. 1915 to Embassy, contained air pouch no. 62 Shanghai.

Assumed you have seen text presidential directive which War Dept forwarded Underwood 12 Mar 21. Depts instruction contained little that was not in directive itself or in Deptel 326 Mar 20 and other telegrams. Only additional information might be helpful is idea of Executive Office was based on General Marshall's own experience in China and that it was felt necessary have over-all policy supervision and coordination ensuring all US agencies act in concert and in complete harmony in view practices in China where various elements quick to seize every opportunity exploit US mistakes and inconsistencies.

ACHESON

124.93/4-2747: Telegram

The Ambassador in China (Stuart) to the Secretary of State

NANKING, April 27, 1947—10 a. m.
[Received April 27—12:40 a. m.]

909. The present status of the Executive Office (Deptel 466, April 22, 6 p. m. 19) is that the Army representative and his staff reported

12 Col. G. V. Underwood, formerly on staff of General of the Army George C. Marshall, Special Representative of President Truman in China.

19 Not printed.

386-748—72——91
for duty on April 11. They consist of the following: Brigadier General Thomas S. Timberman, Col. John A. Barclay, Captain Linton B. Smith, Captain Ernest K. H. Eng, Sgt. David A. Dow, and Sgt. Helen Mun Tayne Ng. Since General Timberman came from Executive Headquarters, Col. Barclay from Army Advisory Group, and the rest of the staff from General Marshall's former office, no action is feasible or required by the Department in preventing unnecessary enlargement of personnel.

Embassy personnel in Executive Office are First Secretary Raymond P. Ludden as Embassy's representative and Third Secretary Wallace W. Stuart as Secretary of the Executive Office.

Executive Office is housed in separate small building connected with main chancery which contains private offices for both Army and Navy representatives and space for several stenographers as well as spacious main room which can be used like a partner's room in a merchant bank. Ludden and Stuart have desks there as well as offices the chancery proper.

Until arrival of Navy representative and staff, the Executive Office cannot function appropriately. When its representation is complete, it will obviously not reach its full utility until the Army and Navy Advisory Group programs are activated. However, it can and will in the interim perform most useful and necessary work. In this connection see Embtel 847, April 19, Embassy's top secret despatch 612, of April 4\(^14\) et seq. It is now considering 51/2 group air program, aerial mapping program (Deptel 281, Mar 6\(^15\)) and in due course it will be called upon to deal with the various other uncompleted aid to China programs (see enclosures to letter Secretary of War hand to Secretary of State on Feb. 26\(^16\)). It will review situation regarding external survey group and manner in which its successor is taking hold. It will also review current activities of Army and Navy Advisory Groups, 159 ship program and repatriation of Japanese, particularly hold out units in Manchuria and no doubt many ad hoc problems will come into its province including manner in which withdrawal of Marines is proceeding.

Stuart

124.93/4-2747: Telegram

The Secretary of State to the Ambassador in China (Stuart)

WASHINGTON, May 2, 1947—5 p.m.

523. Informative report on Executive Office Embtel 909 Apr 27 appreciated. In light Presidential Directive authorizing establish-

\(^{14}\) Neither printed.
\(^{15}\) Ante, p. 999.
\(^{16}\) Ante, p. 802.
ment Office which stated ExOff to assist Ambassador exercise overall supervision coordination basic US policies with respect to military activities, it is assumed ExOff review 159 ship program mentioned final paragraph your refTel is for purpose of advising Ambassador concerning possible military aspects such program.

MARSHALL

124.92/5-1647

The Ambassador in China (Stuart) to the Department of State

No. 731

NANKING, May 16, 1947. [Received May 28.]

The Ambassador has the honor to enclose for the information of the Department a copy of a self-explanatory letter addressed to the Minister-Counselor in regard to the establishment of the Embassy Executive Office. Copies of this instruction have been forwarded to the Chief, Army Advisory Group, Nanking; Chief, Naval Advisory Group, Nanking; Commander United States Naval Forces, Western Pacific; Commander, Army Transport Command, Shanghai; Commanding Officer, American Graves Registration Service, Shanghai; and Chief, Foreign Liquidation Commission, Shanghai.

[Enclosure]

The Ambassador in China (Stuart) to the Minister-Counselor of Embassy (Butterworth)


Sir: In order to implement Presidential Directive dated March 3, 1947, a copy of which is attached for ease of reference, you are instructed to establish in the Chancery an Executive Office of the Embassy for the purpose of assisting me in supervising and coordinating the application of basic American policies with regard to China in connection with the activities of U. S. military organizations functioning in China.

It is my desire that the Executive Office will function as an integral part of the Embassy directly under the Minister-Counselor, to whom it will report. You are authorized to appoint such Embassy personnel as you may deem necessary to serve in the Executive Office in addition to their other duties.

The Embassy Executive Office will be charged with making such recommendations as may seem necessary to it in order to insure complete and consistent implementation of United States policy toward China on the part of all United States military agencies operat-
ing in China and with the preparation of such memoranda and reports for me as may be necessary. The establishment of the Executive Office will not in any way interpose a barrier to the direct and free access to the Embassy of any military command or agency in China.

Although the Executive Office will be composed of Embassy, Army and Navy members, it is my desire that the office function as a unit and that such recommendations as may emanate from it will be prepared jointly by all members, reflecting, of course, when pertinent, the opinion of any military agency which may be the subject of such recommendations.

When it is necessary on matters of policy to address any communication to a United States military command or agency in China, such communication will continue, as in the past, to be from the Embassy. Likewise, the Embassy Executive Office will utilize Embassy channels of communication with Washington. However, this should not be construed as to preclude the Army and Navy members of the Executive Office from using service channels to their respective departments or to military commands or agencies in China when seeking information or guidance or in matters connected with local administrative support.

Army and Navy personnel assigned to the Embassy Executive Office will be considered as members of the Embassy staff responsible to me and reported to the Chinese Government as such, but for purely administrative purposes will be considered as attached to appropriate military commands.

This instruction is of a tentative nature and will be modified as experimentation and experience dictate.

Very truly yours,

J. Leighton Stuart