

1. Attached is a draft JCS paper designed to replace JCS 570/71. In preparation of the draft, consideration has been given to recommendations contained in your radio C-40511 B dated 17 May 1947. The War Department concurs entirely with the position you have taken as expressed in paragraphs 5, 6, 7, and 8 of the above radio.

2. The inclosed paper reviews requirements for military rights in Panama and in effect reaches the conclusion that in the short term of ten years or less the military risk to the vital installations of the Panama Canal may not be increased by failure to acquire in Panama the defense rights set forth in JCS 570/71. On a basis of current estimates, such rights or the equivalent appear necessary in the long term. However, their acquisition for a short-term period only at this time appears of questionable value when the current situation as to funds and other resources to develop and man the sites is taken into account. On the basis of current estimates, it appears unlikely that either funds or troops would be available to men or develop the sites even if rights to them are acquired.

3. It is requested that you review the draft study inclosed and furnish your comments, as a matter of priority, to include:

a. Your recommendations as to specific air warning/direction finding sites (if any) that you consider should be retained in the plan.

b. Your comments on timing and other aspects of withdrawal from sites currently occupied, in case the negotiations develop in such a way that the U. S. will desire the most rapid withdrawal possible without abandonment of useful and retrievable U. S. property.

c. Comments pertinent to a situation under which it is impracticable to obtain rights now even for those sites indicated in Annex "A" to Appendix "A".

TOP SECRET

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the United States. Current war planning emphasizes that the security of the United States be based upon an offensive-defensive concept and that our capability to implement such a concept will depend to a limited extent upon the early availability for use of certain bases in Latin America. Selected bases in Caribbean and in the northeastern countries of South America are required for ILOC support of offensive operations overseas and for the protection of South Atlantic sea and air routes. As a result of the Inter-American Treaty of Reciprocal Assistance agreed to at Rio de Janeiro and the subsequent Bogota conference, permanent machinery has been established for consideration of measures contributing to the collective security of the American continents. Eventually this arrangement may provide the means for obtaining an integrated system of bases required for defensive operations in that portion of the hemisphere controlled by the signatory nations; however, requirements to meet offensive needs and specific U.S. defense requirements may necessitate bilateral diplomatic agreements outside of this organization.

b. Consideration of long-range strategic plans and long-range peacetime United States requirements indicates that the ultimate

Rio,
Bogota,
collective
security

(2) Bases and base rights obtained on a bilateral basis for specific locations in Latin America required by the U.S. in defense of its territories and possessions and in support of offensive operations overseas.

In conjunction with an integrated system for common use, provision will be necessary for the maintenance and development of the required facilities and for their occupancy in the event of war or emergency. In conjunction with rights obtained bilaterally by the United States, agreements should include rights or arrangements for development and maintenance of the required facilities and free access to, or stationing of, forces therein as required.

5. Current United States Rights: The Inter-American Treaty of

Reciprocal Assistance, a regional arrangement within the United Nations Charter, recognizes the obligation of solidarity of the American Republics in face of aggression. At the Bogota Conference in furtherance of the Rio Treaty, there was established an Advisory Defense Committee to advise the Organ of Consultation, created by that treaty, "on the problems of military collaboration which arise in connection with the application of existing treaties dealing with collective defense." At the same time,

the Inter-American Defense Board was continued as a preparatory organ for collective defense against aggression and additionally charged with discharging such advisory functions as may be dele-

*Advisory
Defense
Committee
collective
defense*

either Government gives notice to the other of its intent to terminate the agreement). By the terms of this agreement the military aircraft of each Government are permitted to fly into, over, and away from the territory under the jurisdiction of the other Government and each has the right to land and take off from airports, and use all airport and navigational facilities within the territory of the other open to its own military aircraft.

bases in northern Brazil.

(2) All facilities at Brazilian airports and facilities for delivery, transportation and storage of petroleum products are available for use by U.S. military aircraft. The United States has the right to jointly occupy and maintain the airports of: Amapa, Belem (land and sea-plane), Sao Luis, Fortaleza, Natal (land and seaplane), Recife, Fernando de Noronha, and Bahia (land and sea-plane), all in northern Brazil. The agreement includes the right to maintain at these airports such personnel as may be necessary for the servicing and maintenance of the airport and U.S. aircraft. The United States is committed to share in the maintenance cost of the strategic airfields as decided by the Joint Brazilian-U.S. Military Commission which is charged with determining formulas for distribution of maintenance cost at the airports, and proposed additional equipment and facilities. Since the withdrawal of U.S. Forces no costs have been

to the respective governments any cooperative measures which in its opinion should be adopted.

(2) By reciprocal agreement (signed 1 April 1941 by the Ambassador of Mexico and Under Secretary of State) as amended, U.S. military aircraft may transit Mexican territory over specified routes and land at specified airfields on the basis of 24-hour prior notification. Caribbean Air Command requests 48-hour notification. This agreement may be terminated by simple notification by either

government.

c. Uruguay.

Blanket clearance of an informal nature and for indefinite duration exists for overflight and landing by U.S. military aircraft in Uruguay on the basis of 48 hours advance notice.

d. Cuba.

By treaty, the United States maintains and operates an extensive Naval base at Guantanamo Bay, Cuba, with exclusive rights so long as the United States does not abandon the station or the two governments do not agree to modification of the treaty. Overflight and landing of U.S. military aircraft at Cuban bases is on the basis of 24 hour advance notification to U.S. Air Attache, Havana.

... the Panama Canal in perpetuity. Both governments agree to a joint obligation to insure the effective and continuous operation of the canal. In event of some unforeseen contingency, it is provided that the two governments will agree upon the measures to be taken for the protection of this canal in which the two countries are jointly and vitally interested.

f. Military Missions.

United States missions to assist in military matters are now provided to 14 Latin American Nations, namely, Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Panama, Paraguay, Peru and Venezuela. Arrangements for missions to Uruguay, Mexico, Cuba, Dominican Republic and Haiti are now pending.

Military Missions

77. Joint Chiefs of Staff requirements Established to Date:

Since the termination of hostilities, the Joint Chiefs of Staff have taken the following action to obtain rights in Latin America:

a. Over-all analyses of base requirements in previous studies established the necessity for peacetime rights at bases and in areas as indicated below. Requests to the Department of State to obtain the desired rights which we did not then possess were made at the time the studies were completed:

b. From time to time studies were made of specific areas and countries to determine bases required therein.

The following requirements for Latin American bases were established in these studies and forwarded to the State Department:

- Batista Field and San Julian-LaFe, Cuba
- Galapagos Islands and Salinas, Ecuador
- Galapagos Islands, Ecuador
- Talara, Peru

Reaffirmation of requirements for the above bases [cs established by the above studies] except to modify the type of rights desired at Salinas;

Reaffirmation of requirements for base rights at: Batista Field and San Julian-LaFe, Cuba; Galapagos Islands and Salinas, Ecuador; Talara, Peru; Brazil (as obtained by treaty).

c. An over-all study of air transit rights, developed requirements for rights in Mexico and Central America as follows: (South American requirements were excluded on the assumption such rights would be obtained in implementation of the treaty expected to be concluded as a result of the declarations in the Act of Chapultepec.)

Chapultepec

... base system, which in the event of military action, would be required to implement the treaty expected to be derived from the declarations in the Act of Chapultepec. As a result of this study, a proposed system of air bases was developed which, in conjunction with the bases listed in the study completed 23 October 1945 would facilitate and support timely and adequate employment of the combined armed forces of the American Republics against external attack and as necessary to maintain internal hemispheric peace and security. The Department of State agreed with the general objective of this study, but emphasized that a multilateral defense pact had not yet been concluded, and therefore it was considered premature to discuss details of methods whereby these objectives could best be achieved and recommended review of the study of 23 October 1945 after the defense pact is concluded. After the Rio Treaty was concluded and prior to the Bogota conference, the Secretary of State informed the Secretary of Defense that the matter of base rights was not included on the agenda for that conference and that its addition was not considered to be appropriate since the conference was not considered by the Latin American states as having a military character. The Secretary of State indicated his willingness to consider opening negotiations for specific rights for use of operational facilities, but stated his belief that within the

of Panama and in anticipation of being approached by Panama on the issue of a new defense site agreement, the Department of State has requested views of the National Military Establishment with respect to the need for and the provisions of such an agreement.

*Review New
This file
possible*

78. The United States position with respect to military rights in the areas of the Latin American Republics should be:

a. Category I: Normal Peacetime Conditions:

(1) Rights of air transit, technical stop, and naval visit to the Latin American Republics are adequately provided for under existing agreements. It is desirable, however, that standard agreements be obtained with all the Latin American Republics.

(2) It is desirable, in accordance with the concept of hemisphere defense, that military missions be established in all of the Latin American countries except in those cases where the instability of the government or the negligible contribution to be made to a hemisphere defense scheme would result in the mission becoming a liability rather than an asset. It is desirable that agreements for the functioning of military missions be standardized where practicable with all Latin American countries.

(3) Rights are required on a long-term basis for air transit and technical stops in the Central American

Panama Canal and the air and sea LOC between South America and the United States and the essentiality of Venezuelan oil establish requirements for the right to occupy and operate bases in Galapagos Islands, air bases in Panama, naval and air bases in Cuba (Guantanamo, Batista Field, St. Julian-LaFe), air and naval bases in Brazil (Belem, Natal-Recife) and to provide for the defense of the oil areas. Existing agreements with Brazil cover the above requirements in Brazil, until 1954 except for the naval facilities required at Recife. If the agreement set forth as required in (1) above is not forthcoming, existing agreements with Brazil should be extended indefinitely, and agreements for the rights to occupy and maintain a secondary naval base at Recife, to occupy and operate bases in the Galapagos Islands, Panama and Cuba, to maintain the air route through Central America between the United States and the Panama Canal Zone and arrangement to assure the defense of the Venezuelan oil area should be concluded.

c. Category III: Peacetime Implementation of Plans:

(1) Long-term continuation of present agreements with Brazil is required.

(2) Arrangements to conduct defense and security talks at military level with Venezuelan authorities are required.

independence, to achieve orderly progress in political, social and economic developments. In a declaration to the British Government in September 1943, the United States established its special interest in Liberia, and indicated that it would take active part in the support of Liberia should any attempt be made to despoil its territory or restrain the Liberian Government from exercising its necessary rights and powers as an independent settlement. During World War II, the United States developed a large air base at Roberts Field, Monrovia. This base was primarily required as a main technical stop on the South Atlantic air line of communication. Subsequent to World War II the question of maintaining and operating Roberts Field has presented a problem, which is as yet unresolved, in that the military, although not indicating a strategic requirement for the maintenance of the base, agree with the Department of State that the national interests require that the base be continued in operation. By memorandum to the Secretary of Defense on 13 May 1948 the Joint Chiefs of Staff indicated an increasing U.S. interest in Roberts Field due to the current international situation and the fact that this base is envisaged as a requirement in emergency and middle-range war planning.

81. Current U.S. Rights: Rights in Liberia with regard to strategic bases are adequately covered as part of the port con-

ment of December 31, 1943, for the Construction of a Port and Port Works.)

In addition to the above, the United States currently enjoys full rights to construct, operate, control and defend such military and commercial airports as may be agreed upon, and may assist in the defense of any part of the Republic. Roberts Field is currently operated and maintained at U.S. expense under this provision by contract with the Liberian Roberts Corporation, a U.S. commercial concern. Military aircraft may transit, land, and operate from Roberts Field in any numbers along any routes without prior notification. Use of any other operational airfields within the country, if and when established, is also authorized on similar terms.

32. The United States position with respect to military rights in Liberian territory should be:

a. Category I: Normal Peacetime Conditions

(1) Existing agreements fully meet peacetime requirements.

(2) Interim standard rights of air transit, technical stop, and naval visit are desirable.

b. Category II: Wartime Requirements

Existing agreements adequately provide for wartime requirements for bases in Liberia.

proper which may be required in furtherance of strategic plans are of primary concern to Western Union and/or the North Atlantic Pact Nations, rather than to the United States alone; hence they will and should be obtained through these area arrangements and need not be the subject of bilateral agreements between the United States and the Netherlands. Netherlands overseas possessions, however, are so located as to place them outside the sphere of Western Union or North Atlantic Pact planning. Dutch possessions produce materials of military significance to the United States. Oil refineries are located on the islands of Aruba and Curacao, and bauxite is extensively mined in Surinam. Certain facilities in the Dutch East Indies will, in an emergency, be important to our world-wide air lines of communication and the maintenance of essential sea routes.

b. The United States will require arrangements with the Netherlands Government which will assure that in an emergency the essential raw materials and facilities in the Netherlands possessions of Dutch Guiana and the islands of Aruba and Curacao are adequately protected and continue to be available to the United States. Such arrangements are an immediate as well as a long-term requirement. The

JOINT AIR MISSION

PROBATIONARY
JCS DIRECTORATE
1943
TRINIDAD, SOUTH AMERICA, AND
CALAPAGOS ISLANDS

COJ 1 APRIL - MAY 1944

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Central Zone, Colombia, Ecuador, Galapagos Islands, Northern Peru, Cuba, Jamaica, Haiti, Dominican Republic, Puerto Rico, Windward and Leeward Islands, Netherlands West Indies, Barbados, Trinidad, Venezuela, and the Guianas. Headquarters: Quarry Heights, C. Z.

Panama Canal Department, CDC (PCD)

Includes Central America, Panama Canal Zone, Colombia, Ecuador, Galapagos Islands, Northern Peru. All tactical forces in this area, whether Army or Navy, are under the operational control of the Commanding General, PCD. Headquarters: Quarry Heights, C. Z.

Antilles Department, CDC (AD)

Geographically synonymous with Caribbean Sea Frontier. All Army forces in this area are under the operational control of the Commander, CSF, and under administrative control of Commanding General, CDC. Headquarters: San Juan, P. R.

Antilles Air Command, Antilles Dept.

Has administrative control of all aviation tactical and air base personnel in Antilles Department other than ATC, Army Airways Communications Service (AMCS) and weather personnel. Operates air transport services within Antilles Department. Headquarters: San Juan, P. R.

Windward and Leeward Islands, Barbados, Trinidad, Netherlands East Indies, Venezuela, the Guianas. All tactical forces in this area, whether Army or Navy, are under the operational control of the Commander, CSF. Headquarters: San Juan, P. R.

Panama Sea Frontier (PSF)

Geographically synonymous with Panama Canal Department. Naval forces in this area are under the operational control of Commanding General, PCD. Headquarters: Canal Zone.

Guantanamo Sector, CSF

Includes Cuba, Jamaica and Western Hispaniola. Headquarters: Guantanamo Bay, Cuba.

Puerto Rico Sector, CSF

Includes Eastern Hispaniola, Puerto Rico, Windward Islands and Leeward Islands south to and including Martinique. Headquarters: San Juan, P. R.

Trinidad Sector, CSF

Includes Venezuela, east of Caracas, Trinidad, Leeward Islands south of Martinique, Barbados, and the Guianas. Headquarters: Port of Spain, Trinidad.

of Martinique, Barbados, Trinidad, Netherlands West Indies, Venezuela, the Guianas. Headquarters: Port of Spain, Trinidad.

S O U T H A T L A N T I C A R E A

U.S. ARMY FORCES, SO. ATLANTIC (USAFSA) SOUTH ATLANTIC FORCE

Includes forces located in Brazil and at Ascension Island. USAFSA tactical forces are under operational control of the Commander, South Atlantic Force. Headquarters: Recife, Brazil.

Commander, South Atlantic Force, exercises unity of command of all tactical forces of the Army and Navy in the South Atlantic area. Commander, South Atlantic Force is also Commander, Fourth Fleet, U.S. Navy. Headquarters: Recife, Brazil.

A I R T R A N S P O R T

AIR TRANSPORT COMMAND (ATC)

Air Transport Command personnel are independent of theater commanders and report through ATC channels to the Commanding General, ATC, who is directly responsible to Commanding General, Army Air Forces. Headquarters: Washington, D. C.

NAVAL AIR TRANSPORT SERVICE (NATS)

NATS personnel are independent of theater commanders and report through NATS channels to the Director of NATS who is directly responsible to the Deputy Chief of Naval Operations (Air). Headquarters: Washington, D. C.

Caribbean Wing, ATC (CW)

Controls ATC ferrying and transport operations from West Palm Beach and Miami through the Caribbean area to the Brazilian border and from West Palm Beach and Miami to the Panama Canal Zone and the West Coast of South America. Headquarters: West Palm Beach, Florida.

Commander, Naval Air Transport Service, Atlantic (ComNatslant)

Controls all NATS operations in North and South Atlantic including operations of transatlantic contract services operated by Pan American Airways and American Export Airlines which pass through Caribbean and South Atlantic areas. Headquarters: Patuxent River, Maryland.

areas. Present operations extend south to Montevideo, Uruguay. Headquarters: Municipal Airport, Miami, Florida.

VR-8 (Under Commitment)

Operates seaplanes from Patuxent River, Maryland, to Trinidad, BWI, via Bermuda and San Juan, P. R. Headquarters: Patuxent River, Maryland.

ANNEX TO APPENDIX TO ENCLOSURE "A"

Agency	Max. Rights	Min. Rights	Use
Man.	Exclusive (2)	Joint	Naval and Air
or	Exclusive (1)	Joint	Naval and Air
	Exclusive	Joint	Naval and Air
British	Exclusive	Exclusive	Naval and Air
rk	Exclusive	Joint	Naval and Air
gal	Joint	Participating (3)	Naval and Air
gal	Joint	Participating	Naval and Air
sh	Exclusive	Joint	Air

made by negotiations, but not absolutely essential to the base system

use as a military base under the exclusive control of the United States. be as a military base jointly with the government of original sovereignty. right to participate with other nations, on the most-favored-nation principle military base.

Exclusive Joint Naval and Air

Identity	Max.	Rights	Min.	Use
ed U.S.-British	Exclusive	Joint	Joint	Naval and Air
	Joint	Participating	Participating	Air
	Joint	Participating	Participating	Naval and Air
	Joint	Participating	Participating	Air
	Joint	Participating	Participating	Naval and Air
	Joint	Participating	Participating	Naval and Air
	Joint	Participating	Participating	Naval and Air
	Joint	Participating	Participating	Naval and Air
British	Exclusive	Exclusive	Exclusive	Air
	Joint	Joint	Joint	Naval
	Exclusive	Joint	Joint	Air
	Joint	Joint	Joint	Air

and technical stop

Transit

Transit

Transit*

Air

Air

Air

no inclusion of Havana and Korum.

Final notes in sections of 10

Use	Min.	Mex.
Air	Joint	Joint
Air	Participating	Joint
Air	Participating	Joint
Air	Participating	Joint
Air	Participating	Joint
Air	Participating	Joint
Naval and Air	Participating	Joint
Air	Participating	Joint
Air	Participating	Joint
Naval and Air	Participating	Joint
Naval and Air	Participating	Joint
Naval and Air	Participating	Joint
Naval and Air	Participating	Joint

Rights

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Use

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~~PIA-570/37~~

