

FEC-012 - FEC-017/28

SECRETCOPY NO. 249FEC-0126 March 1946FAR EASTERN COMMISSIONPOLICY FOR RESEARCH ON ATOMIC ENERGYNote by the Secretary General

1. The enclosure, a communication from the United States Delegation to the Secretary General, dated 4 March 1946, is circulated for the information and consideration of the Far Eastern Commission.

2. The attention of all concerned is invited to the classification of this document which prohibits the dissemination of the information contained therein to unauthorized persons or to the press.

NELSON T. JOHNSON
Secretary General

FEC 012

SECRETENCLOSURE

This document is a statement of the policy of the United States Government relative to research on atomic energy in Japan. It has been communicated to the Supreme Commander for the Allied Powers from the U. S. Joint Chiefs of Staff for his guidance.

1. Research activities on atomic energy or related matters should not be permitted in Japan. All persons engaged in such research will be taken into custody and all facilities for research on atomic energy or related matters shall be seized. Report with full information regarding the action taken and the results thereof will be made to the Joint Chiefs of Staff.

2. Review of the Japanese situation with respect to atomic energy by the State, War and Navy Departments indicates the following amplification of the policy in the foregoing message. Release from custody of Japanese scientists formerly engaged in atomic energy research is authorized. Guarding of Japanese laboratories is no longer required and normal entry of Japanese may be allowed. The prohibition of research activities on atomic energy should be continued. A register of all scientists, instructors, and students familiar with atomic energy research should be made and periodic physical checks should be made on their activities and all laboratories in which atomic energy might be studied. All stocks of uranium and thorium should be impounded. No publicity is to be given these instructions without further directions from the Joint Chiefs of Staff.

CONFIDENTIALCOPY NO. 138FEC-012/127 May 1946FAR EASTERN COMMISSIONDISPOSITION OF URANIUM OXIDE IMPOUNDED
BY THE SUPREME COMMANDER FOR THE ALLIED POWERSNote by the Secretary General

1. The enclosure, an United States interim directive to the Supreme Commander for the Allied Powers, relative to the disposition of Uranium Oxide impounded by the Supreme Commander for the Allied Powers, is circulated herewith for the information of the Far Eastern Commission, and is referred to the STEERING COMMITTEE for consideration.

2. This interim directive was forwarded to the Supreme Commander for the Allied Powers on 10 May 1946.

3. A certified copy of this U. S. interim directive to the Supreme Commander for the Allied Powers has been filed with the Commission in accordance with Section III, paragraphs 3 and 4, of the Terms of Reference.

4. The attention of all concerned is invited to the classification of this document which prohibits the dissemination of the information contained therein to unauthorized persons or to the press.

NELSON T. JOHNSON
Secretary General

FEC-012/1

E N C L O S U R ECONFIDENTIALSerial No. 4210 May 1946

INTERIM DIRECTIVE TO THE SUPREME COMMANDER FOR THE ALLIED
POWERS ISSUED UNDER THE PROVISIONS OF PARAGRAPH III, 3,
OF THE TERMS OF REFERENCE OF THE FAR EASTERN COMMISSION

DISPOSITION OF URANIUM OXIDE IMPOUNDED
BY THE SUPREME COMMANDER FOR THE ALLIED POWERS

The State, War, and Navy Departments request that you continue to impound the 275 pounds of uranium oxide impounded to date, except that you may, at your discretion, release such quantities of the material as you may determine to be suitable for use in the ceramics industry.

FEC-012/2FEC-RESTRICTEDFEC-012/220 January 1950FAR EASTERN COMMISSIONPOLICY FOR RESEARCH ON ATOMIC ENERGY
Directive Serial No. 17Note by the Secretary General

1. The enclosure, a United States directive to the Supreme Commander for the Allied Powers regarding Japanese research on atomic energy, originally circulated as paragraph 1 of FEC 012, Policy For Research on Atomic Energy, is circulated for the information of the Far Eastern Commission.

2. This directive was forwarded to the Supreme Commander on 30 October 1945 and a certified copy was filed with the Commission 6 March 1946 in accordance with Section III, paragraph 4 of the Terms of Reference.

3. The Secretariat has decided to reissue this document because its previous circulation as a part of FEC-012 has resulted in confusion as to its precise status.

NELSON T. JOHNSON
Secretary General

FEC-012/2

FEC-RESTRICTEDE N C L O S U R EPOLICY FOR RESEARCH ON ATOMIC ENERGY

Serial No. 17

30 October 1945

Research activities on atomic energy or related matters should not be permitted in Japan. All persons engaged in such research will be taken into custody and all facilities for research on atomic energy or related matters shall be seized. Report with full information regarding the action taken and the results thereof will be made to the Joint Chiefs of Staff.

FEC-012/3FEC-RESTRICTEDFEC-012/320 January 1950FAR EASTERN COMMISSIONPOLICY FOR RESEARCH ON ATOMIC ENERGY
Directive Serial No. 24Note by the Secretary General

1. The enclosure, a United States directive to the Supreme Commander for the Allied Powers regarding Japanese research on atomic energy, originally circulated as paragraph 2 of FEC-012, Policy for Research on Atomic Energy, is circulated for the information of the Far Eastern Commission.

2. This directive was forwarded to the Supreme Commander on 14 December 1945 and a certified copy was filed with the Commission on 6 March 1946 in accordance with Section III, paragraph 4 of the Terms of Reference.

3. The Secretariat has decided to reissue this document because its previous circulation as a part of FEC-012 has resulted in confusion as to its precise status.

NELSON T. JOHNSON
Secretary General

FEC-012/3

FEC-RESTRICTEDENCLOSUREPOLICY FOR RESEARCH ON ATOMIC ENERGY

Serial No. 24

14 December 1945

Review of the Japanese situation with respect to atomic energy by the State, War and Navy Departments indicates the following amplification of the policy in the foregoing message:* Release from custody of Japanese scientists formerly engaged in atomic energy research is authorized. Guarding of Japanese laboratories is no longer required and normal entry of Japanese may be allowed. The prohibition of research activities on atomic energy should be continued. A register of all scientists, instructors, and students familiar with atomic energy research should be made and periodic physical checks should be made on their activities and all laboratories in which atomic energy might be studied. All stocks of uranium and thorium should be impounded. No publicity is to be given these instructions without further directions from the Joint Chiefs of Staff.

* Serial No. 17

FEC-012/4FEC-012/46 April 1951FAR EASTERN COMMISSIONPOLICY FOR RESEARCH ON ATOMIC ENERGY
Directive Serial No. 24
(Reference: FEC-012/3)Note by the Secretary General

1. Upon recommendation of the United States Government FEC-012/3 (20 January 1950), a United States directive to the Supreme Commander for the Allied Powers regarding research by the Japanese on atomic energy, is from this date graded to UNCLASSIFIED.

2. All holders of FEC-012/3 are requested to make the appropriate change in their copies of this document.

NELSON T. JOHNSON
Secretary General

FEC-012/4

FEC-012/56 April 1951FEC-012/5FAR EASTERN COMMISSIONDISPOSITION OF URANIUM OXIDE IMPOUNDED
BY SCAP
Directive Serial No. 42
(Reference: FEC-012/1)Note by the Secretary General

1. Upon recommendation of the United States Government FEC-012/1 (27 May 1946), a United States directive to the Supreme Commander for the Allied Powers regarding disposition of impounded Uranium Oxide, is from this date graded to UNCLASSIFIED.

2. All holders of FEC-012/1 are requested to make the appropriate change in their copies of this document.

NELSON T. JOHNSON
Secretary General

FEC-012/5

FEC-012/6FEC-012/612 April 1951FAR EASTERN COMMISSIONPOLICY FOR RESEARCH IN ATOMIC ENERGYDirective Serial No. 17(References: FEC-012, 012/2)Note by the Secretary General

1. Upon recommendation of the United States Government FEC-012/2 (20 Jan 1950), a United States directive to the Supreme Commander for the Allied Powers regarding Japanese research on atomic energy, is from this date graded to UNCLASSIFIED.

2. FEC-012 contains an earlier reproduction of Directive Serial No. 17 and is also graded to UNCLASSIFIED.

3. All holders of FEC-012 and FEC-012/2 are requested to make the appropriate changes in their copies of these documents.

NELSON T. JOHNSON
Secretary General

FEC-012/6

SECRETCOPY NO. 207FEC 01311 March 1946FAR EASTERN COMMISSIONDIRECTIVE TO THE SUPREME COMMANDER FOR THE ALLIED POWERSNote by the Secretary General

1. The Directive to the Supreme Commander for the Allied Powers for enforcing the surrender of Japan, which was circulated for the information of the Far Eastern Advisory Commission, as FEAC 1, is hereby circulated for the information of the Far Eastern Commission.

2. It is requested that this cover page be substituted for the cover page on FEAC 1 and the classification changed to Secret.

3. The attention of all concerned is invited to the classification of this document which prohibits the dissemination of the information contained therein to unauthorized persons or to the press.

NELSON T. JOHNSON
Secretary General

FEC 013

13 August 1945
1000

E N C L O S U R E

DIRECTIVE TO THE SUPREME COMMANDER FOR THE ALLIED POWERS

Signed by the President of the United States

1. In accordance with the agreement among the Governments of the United States, Chinese Republic, United Kingdom, and Union of Soviet Socialist Republics to designate a Supreme Commander for the Allied Powers for the purpose of enforcing the surrender of Japan, you are hereby designated as the Supreme Commander for the Allied Powers.

2. You will require the issuance of a proclamation signed by the Emperor authorizing his representatives to sign the instrument of surrender. The proclamation to be signed should be substantially in the form appended hereto.* You will take the necessary steps to require and receive from the duly authorized representatives of the Japanese Emperor, the Japanese Government, and the Japanese Imperial General Headquarters the signed instrument of surrender. The text of the instrument of surrender is appended hereto.** You will accept the surrender for the four Governments concerned and in the interests of the other United Nations at war with Japan.

3. I have asked the heads of state of China, Great Britain and the Union of Soviet Socialist Republics each to designate a representative who may be present with you at the time and place of surrender. I have designated Fleet Admiral Chester W. Nimitz to be present as the United States representative for this purpose. As soon as I have received the other designations you will be advised. You will make the appropriate arrangements.

4. Having accepted the general surrender of Japanese armed forces, you will require the Japanese Imperial General Headquarters to issue general orders which will instruct Japanese commanders wherever situated as to the mechanics of surrender

* Appendix "A"

** Appendix "B"

and other details effectuating the surrender. You will effect any necessary coordination of arrangements with the Japanese Imperial General Headquarters with regard to the surrenders to the Allied Commanders concerned of Japanese armed forces abroad.

5. From the moment of surrender, the authority of the Emperor and Japanese Government to rule the state will be subject to you and you will take such steps as you deem proper to effectuate the surrender terms.

6. You will exercise supreme command over all land, sea and air forces which may be allocated for enforcement in Japan of the surrender terms by the Allied Powers concerned.

7. Your appointment as Supreme Commander for the Allied Powers is effective upon receipt of this directive.

/s/ Harry S. Truman
President of the United States
of America

13 August 1945
1000

ENCLOSURE

DIRECTIVE TO THE SUPREME COMMANDER FOR THE ALLIED POWERS

Signed by the President of the United States

1. In accordance with the agreement among the Governments of the United States, Chinese Republic, United Kingdom, and Union of Soviet Socialist Republics to designate a Supreme Commander for the Allied Powers for the purpose of enforcing the surrender of Japan, you are hereby designated as the Supreme Commander for the Allied Powers.
2. You will require the issuance of a proclamation signed by the Emperor authorizing his representatives to sign the instrument of surrender. The proclamation to be signed should be substantially in the form appended hereto.* You will take the necessary steps to require and receive from the duly authorized representatives of the Japanese Emperor, the Japanese Government, and the Japanese Imperial General Headquarters the signed instrument of surrender. The text of the instrument of surrender is appended hereto.** You will accept the surrender for the four Governments concerned and in the interests of the other United Nations at war with Japan.
3. I have asked the heads of state of China, Great Britain and the Union of Soviet Socialist Republics each to designate a representative who may be present with you at the time and place of surrender. I have designated Fleet Admiral Chester W. Nimitz to be present as the United States representative for this purpose. As soon as I have received the other designations you will be advised. You will make the appropriate arrangements.
4. Having accepted the general surrender of Japanese armed forces, you will require the Japanese Imperial General Headquarters to issue general orders which will instruct Japanese commanders wherever situated as to the mechanics of surrender

* Appendix "A"

** Appendix "B"

TOP SECRET

COPY NO. _____

FEAC 124 October 1945Pages 1 - 11, incl.FAR EASTERN ADVISORY COMMISSIONDIRECTIVE TO THE SUPREME COMMANDER FOR THE ALLIED POWERSNote by the Secretary

1. The enclosure, a Directive to the Supreme Commander for the Allied Powers for enforcing the surrender of Japan, is circulated for the information of the Far Eastern Advisory Commission.

2. The attention of all concerned is invited to the classification of this document which prohibits the dissemination of the information contained therein to unauthorized persons or to the press.

SECRETARIAT

FEAC 1

and other details effectuating the surrender. You will effect any necessary coordination of arrangements with the Japanese Imperial General Headquarters with regard to the surrenders to the Allied Commanders concerned of Japanese armed forces abroad.

5. From the moment of surrender, the authority of the Emperor and Japanese Government to rule the state will be subject to you and you will take such steps as you deem proper to effectuate the surrender terms.

6. You will exercise supreme command over all land, sea and air forces which may be allocated for enforcement in Japan of the surrender terms by the Allied Powers concerned.

7. Your appointment as Supreme Commander for the Allied Powers is effective upon receipt of this directive.

/s/ Harry S. Truman
President of the United States
of America

12 August 1945
1800

APPENDIX "A"

PROCLAMATION BY THE EMPEROR OF JAPAN

Accepting the terms set forth in the Declaration issued by the heads of the Governments of the United States, Great Britain and China on July 26, 1945 at Potsdam and subsequently adhered to by the Union of Soviet Socialist Republics, I have commanded the Japanese Imperial Government and the Japanese Imperial General Headquarters to sign on my behalf the instrument of surrender presented by the Supreme Commander for the Allied Powers and to issue General Orders to the Military and Naval forces in accordance with the direction of the Supreme Commander for the Allied Powers. I command all my people forthwith to cease hostilities, to lay down their arms and faithfully to carry out all the provisions of the instrument of surrender and the General Orders issued by the Japanese Imperial General Headquarters thereunder.

12 August 1945
1800 hours.

APPENDIX "B"

INSTRUMENT OF SURRENDER

1. We, acting by command of and in behalf of the Emperor of Japan, the Japanese Government and the Japanese Imperial General Headquarters, hereby accept the provisions set forth in the Declaration issued by the heads of the Governments of the United States, China and Great Britain on 26 July 1945 at Potsdam, and subsequently adhered to by the Union of Soviet Socialist Republics; which four powers are hereafter referred to as the Allied Powers.
2. We hereby proclaim the unconditional surrender to the Allied Powers of the Japanese Imperial General Headquarters and of all Japanese armed forces and all armed forces under Japanese control wherever situated.
3. We hereby command all Japanese forces wherever situated and the Japanese people to cease hostilities forthwith, to preserve and save from damage all ships, aircraft, and military and civil property and to comply with all requirements which may be imposed by the Supreme Commander for the Allied Powers or by agencies of the Japanese Government at his direction.
4. We hereby command the Japanese Imperial General Headquarters to issue at once orders to the Commanders of all Japanese forces and all forces under Japanese control wherever situated to surrender unconditionally themselves and all forces under their control.
5. We hereby command all civil, military and naval officials to obey and enforce all proclamations, orders and directives deemed by the Supreme Commander for the Allied Powers to be proper to effectuate this surrender and issued by him or under his authority and we direct all such officials to remain at their posts and to continue to perform their non-combatant duties unless specifically relieved by him or under his authority.

6. We hereby undertake for the Emperor, the Japanese Government and their successors to carry out the provisions of the Potsdam Declaration in good faith, and to issue whatever orders and take whatever action may be required by the Supreme Commander for the Allied Powers or by any other designated representative of the Allied Powers for the purpose of giving effect to that Declaration.

7. We hereby command the Japanese Imperial Government and the Japanese Imperial General Headquarters at once to liberate all allied prisoners of war and civilian internees now under Japanese control and to provide for their protection, care, maintenance and immediate transportation to places as directed.

8. The authority of the Emperor and the Japanese Government to rule the state shall be subject to the Supreme Commander for the Allied Powers who will take such steps as he deems proper to effectuate these terms of surrender.

Signed at _____ at _____
on the _____ day of _____, 1945.

By Command and in behalf of the Emperor of Japan and the Japanese Government.

By Command and in behalf of the Japanese Imperial General Headquarters.

Accepted at _____ at _____
on the _____ day of _____, 1945, for the United States, Republic of China, United Kingdom and the Union of Soviet Socialist Republics, and in the interests of the other United Nations at war with Japan.

Supreme Commander for the Allied Powers.

United States Representative

Republic of China Representative

United Kingdom Representative

Union of Soviet Socialist Republics Representative

APPENDIX "C"GENERAL ORDER NO. 1MILITARY AND NAVAL

I. The Imperial General Headquarters by direction of the Emperor, and pursuant to the surrender to the Supreme Commander for the Allied Powers of all Japanese armed forces by the Emperor, hereby orders all of its commanders in Japan and abroad to cause the Japanese armed forces and Japanese-controlled forces under their command to cease hostilities at once, to lay down their arms, to remain in their present locations and to surrender unconditionally to commanders acting on behalf of the United States, the Republic of China, the United Kingdom and the British Empire, and the Union of Soviet Socialist Republics, as indicated hereafter or as may be further directed by the Supreme Commander for the Allied Powers. Immediate contact will be made with the indicated commanders, or their designated representatives, subject to any changes in detail prescribed by the Supreme Commander for the Allied Powers, and their instructions will be completely and immediately carried out.

a. The senior Japanese commanders and all ground, sea, air and auxiliary forces within China (excluding Manchuria), Formosa and French Indo-China north of 16° north latitude shall surrender to Generalissimo Chiang Kai-shek.

b. The senior Japanese commanders and all ground, sea, air and auxiliary forces within Manchuria, Korea north of 38° north latitude and Karafuto shall surrender to the Commander in Chief of Soviet Forces in the Far East.

c. The senior Japanese commanders and all ground, sea, air and auxiliary forces within the Andamans, Nicobars, Burma, Thailand, French Indo-China south of

16° north latitude, Malaya, Borneo, Netherlands Indies, New Guinea, Bismarcks, and the Solomons, shall surrender (to the Supreme Allied Commander, Southeast Asia Command or the Commanding General, Australian Forces-- the exact breakdown between Mountbatten and the Australians to be arranged between them and the details of this paragraph then prepared by the Supreme Commander for the Allied Powers).

d. The senior Japanese commanders and all ground, sea, air and auxiliary forces in the Japanese Mandated Islands, Ryukyus, Bonins, and other Pacific Islands shall surrender to the Commander in Chief, U.S. Pacific Fleet.

e. The Imperial General Headquarters, its senior commanders, and all ground, sea, air and auxiliary forces in the main islands of Japan, minor islands adjacent thereto, Korea south of 38° north latitude, and the Philippines shall surrender to the Commander in Chief, U.S. Army Forces in the Pacific.

The above indicated commanders are the only representatives of the Allied Powers empowered to accept surrender, and all surrenders of Japanese Forces shall be made only to them or to their representatives.

The Japanese Imperial General Headquarters further orders its commanders in Japan and abroad to disarm completely all forces of Japan or under Japanese control, wherever they may be situated, and to deliver intact and in safe and good condition all weapons and equipment at such time and at such places as may be prescribed by the Allied Commanders indicated above. (Pending further instructions, the Japanese police force in the main islands of Japan will be exempt from this disarmament provision. The police force will remain at their posts and shall be held responsible for the preservation of law and order. The strength and arms of such a police force will be prescribed.)

II. The Japanese Imperial General Headquarters shall furnish to the Supreme Commander for the Allied Powers, within (time limit) of receipt of this order, complete information with respect to Japan and all areas under Japanese control, as follows:

a. Lists of all land, air and anti-aircraft units showing locations and strengths in officers and men.

b. Lists of all aircraft, military, naval and civil, giving complete information as to the number, type, location and condition of such aircraft.

c. Lists of all Japanese and Japanese-controlled naval vessels, surface and submarine and auxiliary naval craft in or out of commission and under construction giving their position, condition and movement.

d. Lists of all Japanese and Japanese-controlled merchant ships of over 100 gross tons, in or out of commission and under construction, including merchant ships formerly belonging to any of the United Nations which are now in Japanese hands, giving their position, condition and movement.

e. Complete and detailed information, accompanied by maps, showing locations and layouts of all mines, minefields, and other obstacles to movement by land, sea or air, and the safety lanes in connection therewith.

f. Locations and descriptions of all military installations and establishments, including airfields, seaplane bases, anti-aircraft defenses, ports and naval bases, storage depots, permanent and temporary land and coast fortifications, fortresses and other fortified areas.

g. Locations of all camps and other places of detention of United Nations prisoners of war and civilian internees.

III. Japanese armed forces and civil aviation authorities will insure that all Japanese military, naval and civil aircraft remain on the ground, on the water, or aboard ship, until further notification of the disposition to be made of them.

IV. Japanese or Japanese-controlled naval or merchant vessels of all types will be maintained without damage and will undertake no movement pending instructions from the Supreme Commander for the Allied Powers. Vessels at sea will immediately render harmless and throw overboard explosives of all types. Vessels not at sea will immediately remove explosives of all types to safe storage ashore.

V. Responsible Japanese or Japanese-controlled military and civil authorities will insure that:

a. All Japanese mines, minefields and other obstacles to movement by land, sea and air, wherever located, be removed according to instructions of the Supreme Commander for the Allied Powers.

b. All aids to navigation be reestablished at once.

c. All safety lanes be kept open and clearly marked pending accomplishments of a above.

VI. Responsible Japanese and Japanese-controlled military and civil authorities will hold intact and in good condition pending further instructions from the Supreme Commander for the Allied Powers the following:

a. All arms, ammunition, explosives, military equipment, stores and supplies, and other implements of war of all kinds and all other war material (except as specifically prescribed in Section IV of this order).

b. All land, water and air transportation and communication facilities and equipment.

c. All military installations and establishments, including airfields, seaplane bases, anti-aircraft

will be delivered immediately to the command of the senior officer or designated representative of the prisoners of war and civilian internees;

g. As directed by the Supreme Commander for the Allied Powers, prisoners of war and civilian internees will be transported to places of safety where they can be accepted by allied authorities;

d. The Japanese Imperial General Headquarters will furnish to the Supreme Commander for the Allied Powers, within (time limit) of the receipt of this order, complete lists of all United Nations prisoners of war and civilian internees, indicating their location.

X. All Japanese and Japanese-controlled military and civil authorities shall aid and assist the occupation of Japan and Japanese-controlled areas by forces of the Allied Powers.

XI. The Japanese Imperial General Headquarters and appropriate Japanese officials shall be prepared, on instructions from Allied occupation commanders, to collect and deliver all arms in the possession of the Japanese civilian population.

XII. This and all subsequent instructions issued by the Supreme Commander for the Allied Forces or other allied military authorities will be scrupulously and promptly obeyed by Japanese and Japanese-controlled military and civil officials and private persons. Any delay or failure to comply with the provisions of this or subsequent orders, and any action which the Supreme Commander for the Allied Powers determines to be detrimental to the Allied Powers, will incur drastic and summary punishment at the hands of allied military authorities and the Japanese Government.

defenses, ports and naval bases, storage depots, permanent and temporary land and coast fortifications, fortresses and other fortified areas, together with plans and drawings of all such fortifications, installations and establishments.

d. All factories, plants, shops, research institutions, laboratories, testing stations, technical data, patents, plans, drawings and inventions designed or intended to produce or to facilitate the production or use of all implements of war and other material and property used by or intended for use by any military or para-military organization in connection with its operations.

VII. The Japanese Imperial General Headquarters shall furnish to the Supreme Commander for the Allied Powers, within (time limit) or receipt of this order, complete lists of all the items specified in paragraphs a, b, and c of Section VI, above, indicating the numbers, types and locations of each.

VIII. The manufacture and distribution of all arms, ammunition and implements of war will cease forthwith.

IX. With respect to United Nations prisoners of war and civilian internees in the hands of Japanese or Japanese-controlled authorities:

a. The safety and well-being of all United Nations prisoners of war and civilian internees will be scrupulously preserved, to include the administrative and supply services essential to provide adequate food, shelter, clothing, and medical care until such responsibility is undertaken by the Supreme Commander for the Allied Powers;

b. Each camp or other place of detention of United Nations prisoners of war and civilian internees together with its equipment, stores, records, arms, and ammunition

FEC-013/1

26 April 1946

FAR EASTERN COMMISSION

EXECUTION OF DIRECTIVE ESTABLISHING
THE SUPREME COMMANDER FOR THE ALLIED POWERS

Note by the Secretary General

1. The enclosure, the directive from the United States Government to the Supreme Commander for the Allied Powers formally executing the directive designating him as Supreme Commander, is circulated for the information of the Far Eastern Commission.

2. A certified copy of this U. S. directive, which has been forwarded to the Supreme Commander for the Allied Powers, has been filed with the Commission by the United States Government in accordance with Section III, paragraph 4, of the Terms of Reference.

NELSON T. JOHNSON
Secretary General

FEC-013/1

ENCLOSUREEXECUTION OF DIRECTIVE ESTABLISHING
THE SUPREME COMMANDER FOR THE ALLIED POWERS*Serial No. 2**14 Aug 45*

You are hereby officially notified of Japanese capitulation.
Your directive as Supreme Commander for the Allied Powers is effective with the receipt of this message.

FEC-013/219 January 1950FAR EASTERN COMMISSIONGENERAL ORDER NO. 1, MILITARY AND NAVAL
Directive Serial No. 3Note by the Secretary General

1. The enclosure, a United States directive to the Supreme Commander for the Allied Powers entitled "General Order No. 1, Military and Naval", originally circulated as Appendix "C" to FEC-013, Directive to the Supreme Commander for the Allied Powers, is circulated for the information of the Far Eastern Commission.

2. This directive was forwarded to the Supreme Commander on 15 August 1945. A certified copy was filed with the FEAC 24 October 1945 and refiled with the Far Eastern Commission 11 March 1946 in accordance with Section III, paragraph 4 of the Terms of Reference.

3. The Secretariat has decided to reissue this document because its previous circulation as an Appendix to FEC-013 has resulted in confusion as to its precise status.

NELSON T. JOHNSON
Secretary General

FEC-013/2

E N C L O S U R EGENERAL ORDER NO. 1, MILITARY AND NAVAL

Serial No. 3

15 August 1945

I. The Imperial General Headquarters by direction of the Emperor, and pursuant to the surrender to the Supreme Commander for the Allied Powers of all Japanese armed forces by the Emperor, hereby orders all of its commanders in Japan and abroad to cause the Japanese armed forces and the Japanese-controlled forces under their command to cease hostilities at once, to lay down their arms, to remain in their present locations and to surrender unconditionally to commanders acting on behalf of the United States, the Republic of China, the United Kingdom and the British Empire, and the Union of Soviet Socialist Republics, as indicated hereafter or as may be further directed by the Supreme Commander for the Allied Powers. Immediate contact will be made with the indicated commanders, or their designated representatives, subject to any changes in detail prescribed by the Supreme Commander for the Allied Powers, and their instructions will be completely and immediately carried out.

(a) The senior Japanese commanders and all ground, sea, air and auxiliary forces within China,* (excluding Manchuria), Formosa and French Indo-China North of 16 degrees North latitude, shall surrender to Generalissimo Chiang Kai-shek.

(b) The senior Japanese commanders and all ground, sea, air and auxiliary forces within Manchuria, Korea North of 38 degrees North latitude, Karafuto, and the Kurile Islands, shall surrender to the Commander in Chief of Soviet Forces in the Far East.

(c) (1) The senior Japanese commanders and all ground, sea, air, and auxiliary forces within the Andamans, Nicobars, Burma, Thailand, French Indo-China south of 16 degrees North latitude, Malaya, Sumatra, Java, Lesser Sundas (including Bali, Lombok, and Timor), Boeroe, Cerem, Ambon, Kai, Aroe, Tanimbar and islands in the Arafura Sea, Celebes, Halmaheras and Dutch New Guinea shall surrender to the Supreme Allied Commander, South-east Asia Command.

(2) The senior Japanese commanders and all ground, sea, air and auxiliary forces within Borneo, British New Guinea, Bismarcks and the Solomons shall surrender to the Commander in Chief, Australian Military Forces.

(d) The senior Japanese commanders and all ground, sea, air and auxiliary forces in the Japanese mandated Islands, Bonins, and other Pacific Islands shall surrender to the Commander in Chief, U.S. Pacific Fleet.

(e) The Imperial General Headquarters, its senior commanders, and all ground, sea, air and auxiliary forces in the main islands of Japan, minor islands adjacent thereto, Korea South of 38 degrees North latitude, Ryukyus, and the Philippines shall surrender to the Commander in Chief, U.S. Army Forces, Pacific.

(f) The above indicated commanders are the only representatives of the Allied Powers empowered to accept surrender, and all surrenders of Japanese Forces shall be made only to them or to their representatives.

* Interpreted by the Supreme Commander for the Allied Powers to include the Pescadores.

The Japanese Imperial General Headquarters further orders its commanders in Japan and abroad to disarm completely all forces of Japan or under Japanese control wherever they may be situated, and to deliver intact and in safe and good condition all weapons and equipment at such time and at such places as may be prescribed by the Allied commanders indicated above.

Pending further instructions, the Japanese police force in the main islands of Japan will be exempt from this disarmament provision. The police force will remain at their posts and shall be held responsible for the preservation of law and order. The strength of arms of such a police force will be prescribed.

II. The Japanese Imperial General Headquarters shall furnish to the Supreme Commander for the Allied Powers, without delay after receipt of this order, complete information with respect to Japan and all areas under Japanese control, as follows:

(a) Lists of all land, naval, air and anti-aircraft units showing locations and strengths in officers and men.

(b) Lists of all aircraft, military, naval and civil, giving complete information as to the number, type, location and condition of such aircraft.

(c) Lists of all Japanese and Japanese-controlled naval vessels, surface and submarine and auxiliary naval craft in or out of commission and under construction giving their position, condition and movement.

(d) Lists of all Japanese and Japanese-controlled merchant ships of over 100 gross tons, in or out of commission and under construction including merchant ships formerly belonging to any of the United Nations which are now in Japanese hands, giving their position, condition and movement.

(e) Complete and detailed information, accompanied by maps, showing locations and layouts of all mines, minefields, and other obstacles to movement by land, sea or air, and the safety lanes in connection therewith.

(f) Locations and descriptions of all military installations and establishments, including airfields, seaplane bases, anti-aircraft defenses, ports and naval bases, storage depots, permanent and temporary land and coast fortifications, fortresses and other fortified areas.

(g) Locations of all camps and other places of detention of United Nations prisoners of war and civilian internees.

III. Japanese armed forces and civil aviation authorities will insure that all Japanese military, naval and civil aircraft remain on the ground, on the water, or aboard ship, until further notification of the disposition to be made of them.

IV. Japanese or Japanese-controlled naval or merchant vessels of all types will be maintained without damage and will undertake no movement pending instructions from the Supreme Commander for the Allied Powers. Vessels at sea will immediately render harmless and throw overboard explosives of all types. Vessels not at sea will immediately remove explosives of all types to safe storage ashore.

V. Responsible Japanese or Japanese-controlled military and civil authorities will insure that:

(a) All Japanese mines, minefields and other obstacles to movement by land, sea and air, wherever located, be removed according to instructions of the Supreme Commander for the Allied Powers.

(b) All aids to navigation be reestablished at once.

(c) All safety lanes be kept open and clearly marked pending accomplishment of (a.) above.

VI. Responsible Japanese and Japanese-controlled military and civil authorities will hold intact and in good condition pending further instructions from the Supreme Commander for the Allied Powers the following:

(a) All arms, ammunition, explosives, military equipment, stores and supplies, and other implements of war of all kinds and all other war material (except as specifically prescribed in Section IV of this order).

(b) All land, water and air transportation and communication facilities and equipment.

(c) All military installations and establishments, including airfields, seaplane bases, anti-aircraft defenses, ports and naval bases, storage depots, permanent and temporary land and coast fortifications, fortresses and other fortified areas, together with plans and drawings of all such fortifications, installations and establishments.

(d) All factories, plants, shops, research institutions, laboratories, testing stations, technical data, patents, plans drawings and inventions designed or intended to produce or to facilitate the production or use of all implements of war and other material and property used by or intended for use by any military or part-military organization in connection with its operations.

VII. The Japanese Imperial General Headquarters shall furnish to the Supreme Commander for the Allied Powers, without delay after receipt of this order, complete lists of all the items specified in paragraphs (a), (b), and (d) of Section VI above, indicating the numbers, types and locations of each.

VIII. The manufacture and distribution of all arms, ammunition and implements of war will cease forthwith.

IX. With respect to United Nations prisoners of war and civilian internees in the hands of Japanese or Japanese-controlled authorities:

(a) The safety and well-being of all United Nations prisoners of war and civilian internees will be scrupulously preserved, to include the administrative and supply service essential to provide adequate food, shelter, clothing, and medical care until such responsibility is undertaken by the Supreme Commander for the Allied Powers.

(b) Each camp or other place of detention of United Nations prisoners of war and civilian internees together with its equipment, stores, records, arms, and ammunition will be delivered immediately to the command of the senior officer or designated representative of the prisoners of war and civilian internees.

(c) As directed by the Supreme Commander for the Allied Powers, prisoners of war and civilian internees will be transported to places of safety where they can be accepted by Allied authorities.

(d) The Japanese Imperial General Headquarters will furnish to the Supreme Commander for the Allied Powers, without delay after receipt of this order, complete lists of all United Nations prisoners of war and civilian internees, indicating their locations.

X. All Japanese and Japanese-controlled military and civil authorities shall aid and assist the occupation of Japan and Japanese-controlled areas by forces of the Allied Powers.

XI. The Japanese Imperial General Headquarters and appropriate Japanese officials shall be prepared, on instructions from Allied occupation commanders, to collect and deliver all arms in the possession of the Japanese civilian population.

XII. This and all subsequent instructions issued by the Supreme Commander for the Allied Powers or other Allied military authorities will be scrupulously and promptly obeyed by Japanese and Japanese-controlled military and civil officials and private persons. Any delay or failure to comply with the provisions of this or subsequent orders, and any action which the Supreme Commander for the Allied Powers determines to be detrimental to the Allied Powers, will incur drastic and summary punishment at the hands of Allied military authorities and the Japanese Government.

XIII. The Japanese Imperial General Headquarters will immediately advise the Supreme Commander for the Allied Powers the earliest date and time at which information called for in Parts II, VII and IX (d) can be submitted.

FEAC 2

COPY NO. _____

24 October 1945

pages 1 - 12, incl.

FAR EASTERN ADVISORY COMMISSION

UNITED STATES INITIAL POST-SURRENDER POLICY FOR JAPAN

Note by the Secretary

The enclosure, the United States Initial Post-Surrender Policy for Japan, is circulated for the information of the Far Eastern Advisory Commission.

SECRETARIAT

FEAC 2

U. S. INITIAL POST-SURRENDER POLICY FOR JAPANPurpose of this Document

This document is a statement of general initial policy relating to Japan after surrender. It has been approved by the President and distributed to the Supreme Commander for the Allied Powers and to appropriate U.S. departments and agencies for their guidance. It does not deal with all matters relating to the occupation of Japan requiring policy determinations. Such matters as are not included or are not fully covered herein have been or will be dealt with separately.

PART I - Ultimate Objectives

The ultimate objectives of the United States in regard to Japan, to which policies in the initial period must conform, are:

- (a) To insure that Japan will not again become a menace to the United States or to the peace and security of the world.
- (b) To bring about the eventual establishment of a peaceful and responsible government which will respect the rights of other states and will support the objectives of the United States as reflected in the ideals and principles of the Charter of the United Nations. The United States desires that this government should conform as closely as may be to principles of democratic self-government but it is not the responsibility of the Allied Powers to impose upon Japan any form of government not supported by the freely expressed will of the people.

These objectives will be achieved by the following principal means:

- (a) Japan's sovereignty will be limited to the islands of Honshu, Hokkaido, Kyushu, Shikoku and such minor outlying islands as may be determined, in accordance with the Cairo Declaration and other agreements to which the United States is or may be a party.
- (b) Japan will be completely disarmed and demilitarized. The authority of the militarists and the influence of militarism will be totally eliminated from her political, economic, and social life. Institutions expressive of the spirit of militarism and aggression will be vigorously suppressed.
- (c) The Japanese people shall be encouraged to develop a desire for individual liberties and respect for fundamental human rights, particularly the freedoms of religion, assembly, speech, and the press. They shall also be encouraged to form democratic and representative organizations.
- (d) The Japanese people shall be afforded opportunity to develop for themselves an economy which will permit the peacetime requirements of the population to be met.

PART II - ALLIED AUTHORITY

1. Military Occupation

There will be a military occupation of the Japanese home islands to carry into effect the surrender terms and further the achievement of the ultimate objectives stated above. The occupation shall have the character of an operation in behalf of the principal allied powers acting in the interests of the United Nations at war with Japan. For that reason, participation of the forces of other nations that have taken a leading part in the war against Japan will be welcomed and expected. The occupation forces will be under the command of a Supreme Commander designated by the United States.

Although every effort will be made, by consultation and by constitution of appropriate advisory bodies, to establish policies for the conduct of the occupation and the control of Japan which will satisfy the principal allied powers, in the event of any differences of opinion among them, the policies of the United States will govern.

2. Relationship to Japanese Government

The authority of the Emperor and the Japanese Government will be subject to the Supreme Commander, who will possess all powers necessary to effectuate the surrender terms and to carry out the policies established for the conduct of the occupation and the control of Japan.

In view of the present character of Japanese society and the desire of the United States to attain its objectives with a minimum commitment of its forces and resources, the Supreme Commander will exercise his authority through Japanese governmental machinery and agencies, including the Emperor, to the extent that this satisfactorily furthers United States objectives. The Japanese Government will be permitted, under his instructions, to exercise the normal powers of government in matters of domestic administration. This policy, however,

will be subject to the right and duty of the Supreme Commander to require changes in governmental machinery or personnel or to act directly if the Emperor or other Japanese authority does not satisfactorily meet the requirements of the Supreme Commander in effectuating the surrender terms. This policy, moreover, does not commit the Supreme Commander to support the Emperor or any other Japanese governmental authority in opposition to evolutionary changes looking toward the attainment of United States objectives. The policy is to use the existing form of Government in Japan, not to support it. Changes in the form of Government initiated by the Japanese people or government in the direction of modifying its feudal and authoritarian tendencies are to be permitted and favored. In the event that the effectuation of such changes involves the use of force by the Japanese people or government against persons opposed thereto, the Supreme Commander should intervene only where necessary to ensure the security of his forces and the attainment of all other objectives of the occupation.

3. Publicity as to Policies.

The Japanese people, and the world at large, shall be kept fully informed of the objectives and policies of the occupation, and of progress made in their fulfillment.

PART III - POLITICAL

1. Disarmament and Demilitarization.

Disarmament and demilitarization are the primary tasks of the military occupation and shall be carried out promptly and with determination. Every effort shall be made to bring home to the Japanese people the part played by the military and naval leaders, and those who collaborated with them, in bringing about the existing and future distress of the people.

Japan is not to have an army, navy, airforce, secret police organization, or any civil aviation. Japan's ground, air and naval forces shall be disarmed and disbanded and the Japanese Imperial General Headquarters, the General Staff and all secret police organizations shall be dissolved. Military and naval materiel, military and naval vessels and military and naval installations, and military, naval and civilian aircraft shall be surrendered and shall be disposed of as required by the Supreme Commander.

High officials of the Japanese Imperial General Headquarters, and General Staff, other high military and naval officials of the Japanese Government, leaders of ultra-nationalist and militarist organizations and other important exponents of militarism and aggression will be taken into custody and held for future disposition. Persons who have been active exponents of militarism and militant nationalism will be removed and excluded from public office and from any other position of public or substantial private responsibility. Ultra-nationalistic or militaristic social, political, professional and commercial societies and institutions will be dissolved and prohibited.

Militarism and ultra-nationalism, in doctrine and practice, including para-military training, shall be eliminated

from the educational system. Former career military and naval officers, both commissioned and non-commissioned, and all other exponents of militarism and ultra-nationalism shall be excluded from supervisory and teaching positions.

2. War Criminals.

Persons charged by the Supreme Commander or appropriate United Nations Agencies with being war criminals, including those charged with having visited cruelties upon United Nations prisoners or other nationals, shall be arrested, tried and, if convicted, punished. Those wanted by another of the United Nations for offenses against its nationals, shall, if not wanted for trial or as witnesses or otherwise by the Supreme Commander, be turned over to the custody of such other nation.

3. Encouragement of Desire for Individual Liberties and Democratic Processes.

Freedom of religious worship shall be proclaimed promptly on occupation. At the same time it should be made plain to the Japanese that ultra-nationalistic and militaristic organizations and movements will not be permitted to hide behind the cloak of religion.

The Japanese people shall be afforded opportunity and encouraged to become familiar with the history, institutions, culture, and the accomplishments of the United States and the other democracies. Association of personnel of the occupation forces with the Japanese population should be controlled, only to the extent necessary, to further the policies and objectives of the occupation.

Democratic political parties, with rights of assembly and public discussion, shall be encouraged, subject to the necessity for maintaining the security of the occupying forces.

Laws, decrees and regulations which establish discriminations on grounds of race, nationality, creed or political

opinion shall be abrogated; those which conflict with the objectives and policies outlined in this document shall be repealed, suspended or amended as required; and agencies charged specifically with their enforcement shall be abolished or appropriately modified. Persons unjustly confined by Japanese authority on political grounds shall be released. The judicial, legal and police systems shall be reformed as soon as practicable to conform to the policies set forth in Articles 1 and 3 of this Part III and thereafter shall be progressively influenced, to protect individual liberties and civil rights.

PART IV - ECONOMIC

1. Economic Demilitarization.

The existing economic basis of Japanese military strength must be destroyed and not be permitted to revive.

Therefore, a program will be enforced containing the following elements, among others; the immediate cessation and future prohibition of production of all goods designed for the equipment, maintenance, or use of any military force or establishment; the imposition of a ban upon any specialized facilities for the production or repair of implements of war, including naval vessels and all forms of aircraft; the institution of a system of inspection and control over selected elements in Japanese economic activity to prevent concealed or disguised military preparation; the elimination in Japan of those selected industries or branches of production whose chief value to Japan is in preparing for war; the prohibition of specialized research and instruction directed to the development of war-making power; and the limitation of the size and character of Japan's heavy industries to its future peaceful requirements, and restriction of Japanese merchant shipping to the extent required to accomplish the objectives of demilitarization.

The eventual disposition of those existing production facilities within Japan which are to be eliminated in accord with this program, as between conversion to other uses, transfer abroad, and scrapping will be determined after inventory. Pending decision, facilities readily convertible for civilian production should not be destroyed, except in emergency situations.

2. Promotion of Democratic Forces.

Encouragement shall be given and favor shown to the development of organizations in labor, industry, and agriculture, organized on a democratic basis. Policies shall be favored which permit a wide distribution of income and of the ownership of the means of production and trade.

Those forms of economic activity, organization and leadership shall be favored that are deemed likely to strengthen the peaceful disposition of the Japanese people, and to make it difficult to command or direct economic activity in support of military ends.

To this end it shall be the policy of the Supreme Commander:

- (a) To prohibit the retention in or selection for places of importance in the economic field of individuals who do not direct future Japanese economic effort solely towards peaceful ends; and
- (b) To favor a program for the dissolution of the large industrial and banking combinations which have exercised control of a great part of Japan's trade and industry.

3. Resumption of Peaceful Economic Activity.

The policies of Japan have brought down upon the people great economic destruction and confronted them with the prospect of economic difficulty and suffering. The plight of Japan is the direct outcome of its own behavior, and the Allies will not undertake the burden of repairing the damage. It can be repaired only if the Japanese people renounce all military aims and apply themselves diligently and with single purpose to the ways of peaceful living. It will be necessary for them to undertake physical reconstruction, deeply to reform the nature and direction of their economic activities and institutions, and to find useful employment for their people along lines adapted to and devoted to peace. The Allies have no intention of imposing conditions which would prevent the accomplishment of these tasks in due time.

Japan will be expected to provide goods and services to meet the needs of the occupying forces to the extent that this can be effected without causing starvation, widespread

disease and acute physical distress.

The Japanese authorities will be expected, and if necessary directed, to maintain, develop and enforce programs that serve the following purposes:

- (a) To avoid acute economic distress.
- (b) To assure just and impartial distribution of available supplies.
- (c) To meet the requirements for reparations deliveries agreed upon by the Allied Governments.
- (d) To facilitate the restoration of Japanese economy so that the reasonable peaceful requirements of the population can be satisfied.

In this connection, the Japanese authorities on their own responsibility shall be permitted to establish and administer controls over economic activities, including essential national public services, finance, banking, and production and distribution of essential commodities, subject to the approval and review of the Supreme Commander in order to assure their conformity with the objectives of the occupation.

4. Reparations and Restitution.

Reparations.

Reparations for Japanese aggression shall be made:

- (a) Through the transfer--as may be determined by the appropriate Allied authorities--of Japanese property located outside of the territories to be retained by Japan.
- (b) Through the transfer of such goods or existing capital equipment and facilities as are not necessary for a peaceful Japanese economy or the supplying of the occupying forces. Exports other than those directed to be shipped on reparation account or as restitution may be made only to those recipients who agree to provide necessary

imports in exchange or agree to pay for such exports in foreign exchange. No form of reparation shall be exacted which will interfere with or prejudice the program for Japan's demilitarization.

Restitution.

Full and prompt restitution will be required of all identifiable looted property.

5. Fiscal, Monetary, and Banking Policies.

The Japanese authorities will remain responsible for the management and direction of the domestic fiscal, monetary, and credit policies subject to the approval and review of the Supreme Commander.

6. International Trade and Financial Relations.

Japan shall be permitted eventually to resume normal trade relations with the rest of the world. During occupation and under suitable controls, Japan will be permitted to purchase from foreign countries raw materials and other goods that it may need for peaceful purposes, and to export goods to pay for approved imports.

Control is to be maintained over all imports and exports of goods, and foreign exchange and financial transactions. Both the policies followed in the exercise of these controls and their actual administration shall be subject to the approval and supervision of the Supreme Commander in order to make sure that they are not contrary to the policies of the occupying authorities, and in particular that all foreign purchasing power that Japan may acquire is utilized only for essential needs.

Japanese Property Located Abroad

Existing Japanese external assets and existing Japanese assets located in territories detached from Japan under the

terms of surrender, including assets owned in whole or part by the Imperial Household and Government, shall be revealed to the occupying authorities and held for disposition according to the decision of the Allied authorities.

8. Equality of Opportunity for Foreign Enterprise within Japan.

The Japanese authorities shall not give, or permit any Japanese business organization to give, exclusive or preferential opportunity or terms to the enterprise of any foreign country, or cede to such enterprise control of any important branch of economic activity.

9. Imperial Household Property.

Imperial Household property shall not be exempted from any action necessary to carry out the objectives of the occupation.

FEC-014

11 March 1946

FAR EASTERN COMMISSION

UNITED STATES INITIAL POST-SURRENDER POLICY FOR JAPAN

Note by the Secretary General

1. The United States Initial Post-Surrender Policy for Japan, which was circulated, as FEAC 2, for the information of the old Far Eastern Advisory Commission, is hereby circulated for the information of the Far Eastern Commission.

2. It is requested that this cover page be substituted for the cover page on FEAC 2.

NELSON T. JOHNSON
Secretary General

FEC-014

FEC-013/3FEC-013/315 November 1951FAR EASTERN COMMISSIONDIRECTIVE TO THE SUPREME COMMANDER FOR THE
ALLIED POWERS
Directive Serial No. 1
(Reference: FEC-013)Note by the Secretary General

1. Upon recommendation of the United States Government FEC-013 (11 March 1946), a United States directive to the Supreme Commander for the Allied Powers for enforcing the surrender of Japan, is from this date graded to UNCLASSIFIED.

2. All holders of FEC-013 are requested to make the appropriate change in their copies of this document.

NELSON T. JOHNSON
Secretary General

FEC-013/3

FEC 014/1

11 April 1946

FAR EASTERN COMMISSION

BASIC POST-SURRENDER POLICY FOR JAPAN
(Reference FEC 014)

Note by the Secretary General

1. The enclosure, a revision of the original United States statement on post-surrender policy for Japan, FEC 014, incorporating changes agreed upon in the Far Eastern Advisory Commission and originally circulated there as FEAC 2/3, is circulated herewith for the consideration of the Far Eastern Commission, and is referred to the Steering Committee.

2. The official positions of the governments of Australia, India, New Zealand, the United Kingdom and the United States relative to FEAC 2/3 are also circulated herewith as appendices "A", "B", "C", "D" and "E" respectively to the enclosure.

NELSON T. JOHNSON
Secretary General

FEC 014/1

E N C L O S U R EBASIC POST-SURRENDER POLICY FOR JAPAN

This document is a statement of general policy relating to Japan after surrender. It does not deal with all matters relating to the occupation of Japan requiring policy determinations. Such matters as are not included or are not fully covered will be dealt with separately.

The extent to which the decisions and recommendations of the Far Eastern Advisory Commission will be given effect will be determined in the Terms of Reference which will also indicate the nature and extent of the reserve authority of the Supreme Commander.

PREAMBLE

WHEREAS on September 2, 1945, Japan surrendered unconditionally to the Allied Powers and is now under military occupation by forces of these powers under the command of General of the Army Douglas MacArthur, Supreme Commander for the Allied Powers and

WHEREAS representatives of the following nations, namely, Australia, Canada, China, France, India, the Netherlands, New Zealand, the Philippines, the United Kingdom, and the United States of America, which were engaged in the war against Japan, have on the initiative of the United States of America met together at Washington as a Far Eastern Commission, to make recommendations and decisions in relation to the occupation;

THE NATIONS COMPRISING THIS COMMISSION, with the object of fulfilling the intentions of the Potsdam Declaration, of carrying out the instrument of surrender and of establishing international security and stability,

CONSCIOUS that such security and stability depend first upon the complete destruction of the military machine which has been the chief means whereby Japan has carried out the aggressions of past decades; and second, upon bringing the Japanese to a realization that their will to war, their plan of conquest, and the methods used to accomplish such plans, have brought them to the verge of ruin,

RESOLVED that Japan cannot be allowed to control her own destinies again until there is on her part a determination to abandon militarism in all its aspects and a desire to live with the rest of the world in peace;

ARE THEREFORE AGREED:

To ensure the fulfillment of Japan's obligations to the Allied Powers;

To complete the task of physical and spiritual demilitarisation of Japan by measures including total disarmament,

economic reform designed to deprive Japan of power to make war, elimination of militaristic influences, and stern justice to war criminals, and requiring a period of strict control; and

To help the people of Japan in their own interest as well as that of the world at large to find means whereby they may develop within the framework of a democratic society an intercourse among themselves and with other countries along economic and cultural lines that will enable them to satisfy their reasonable individual and national needs and bring them into permanently peaceful relationship with all nations

AND HAVE ADOPTED The following basic objectives and policies in dealing with Japan:

PART I - ULTIMATE OBJECTIVES

1. The ultimate objectives in relation to Japan, to which initial policies for the surrender period should conform, are:

a. To insure that Japan will not again become a menace to the peace and security of the world.

b. To bring about the earliest possible establishment of a democratic and peaceful government which will carry out its international responsibilities, respect the rights of other states, and support the objectives of the United Nations Organization. Such government in Japan should be established in accordance with the freely expressed will of the Japanese people.

2. These objectives will be achieved by the following principal means;

a. Japan's sovereignty will be limited to the islands of Honshu, Hokkaido, Kyushu, Shikoku and such minor outlying islands as may be determined, in accordance with the Cairo Declaration and other binding international agreements.

b. Japan will be completely disarmed and demilitarized. The authority of the militarists and the influence of militarism will be totally eliminated. All institutions expressive of the spirit of militarism and aggression will be vigorously suppressed.

c. The Japanese people shall be encouraged to develop a desire for individual liberties and respect for fundamental human rights, particularly the freedoms of religion, assembly and association, speech and the press. They shall also be encouraged to form democratic and representative organizations.

d. Japan shall be permitted to maintain such industries as will sustain her economy and permit the exaction of just reparations in kind, but not those which would enable her to rearm for war. To this end access to, as distinguished from control of, raw materials should be permitted. Eventual Japanese participation in world trade relations will be permitted.

PART II - ALLIED AUTHORITY1. Military Occupation

There will be a military occupation of the Japanese home islands to carry into effect the surrender terms and further the achievement of the ultimate objectives stated above. The occupation shall have the character of an operation in behalf of the powers that have participated in the war against Japan. The principle of participation in the occupation of Japan by forces of these nations is affirmed. The occupation forces will be under the command of a Supreme Commander designated by the United States.

2. Relationship to Japanese Government

The authority of the Emperor and the Japanese Government will be subject to the Supreme Commander, who will possess all powers necessary to effectuate the surrender terms and to carry out the policies established for the conduct of the occupation and the control of Japan.

The Supreme Commander will exercise his authority through Japanese governmental machinery and agencies, including the Emperor, but only to the extent that this satisfactorily furthers the objectives stated above. According to the judgment and discretion of the Supreme Commander, the Japanese government may be permitted to exercise the normal powers of government in matters of domestic administration, or the Supreme Commander may in any case direct action to be taken without making use of the agencies of the Japanese government. It is the right and duty of the Supreme Commander to require changes in governmental machinery or personnel if, in his opinion, such changes are necessary to effectuate the surrender terms or the policies contained in this document. The Supreme Commander is not committed to support the Emperor or any other Japanese governmental authority. The policy is to use the existing form of government in Japan and not to support it. Changes in the form of government in the direction of modifying or removing its feudal and authoritarian character and of establishing a democratic Japan are to be encouraged.

In the event that the effectuation of such changes involves the use of force by the Japanese people, the Supreme Commander should intervene only where necessary to ensure the security of his forces and the attainment of the objectives of the occupation.

3. Protection of United Nations Interests

It shall be the duty of the Supreme Commander to protect the interests, assets and rights of all Powers which have participated in the war against Japan and of their nationals.

4. Publicity as to Policies.

The peoples of the nations which have participated in the war against Japan, the Japanese people, and the world at large shall be kept fully informed of the objectives and policies of the occupation, and of progress made in their fulfillment.

PART III - POLITICAL1. Disarmament and Demilitarization.

Disarmament and demilitarization are the initial tasks of the military occupation and shall be carried out promptly and with determination. Every effort shall be made to bring home to the Japanese people the part played by those who have deceived and misled them into embarking on world conquest, and those who collaborated in so doing.

Japan is not to have an army, navy, airforce, secret police organization, or any civil aviation. Japan's ground, air and naval forces shall be disarmed and disbanded and the Japanese Imperial General Headquarters, the General Staff and all secret police organizations shall be dissolved. Military and naval materiel, military and naval vessels and military and naval installations, and military, naval and civilian aircraft shall be surrendered and shall be disposed of as required by the Supreme Commander. Inventories shall be made and inspections authorized to insure the complete execution of these provisions.

High officials of the Japanese Imperial General Headquarters, and General Staff, other high military and naval officials of the Japanese Government, leaders of ultra-nationalist and militarist organizations and other important exponents of militarism and aggression will be taken into custody and held for future disposition. Persons who have been active exponents of militarism and militant nationalism will be removed and excluded from public office and from any other position of public or substantial private responsibility. Ultra-nationalistic or militaristic social, political, professional and commercial societies and institutions will be dissolved and prohibited.

Militarism and ultra-nationalism, in doctrine and practice, including para-military training, shall be eliminated from the educational system. Former career military and naval officers, both commissioned and non-commissioned and all other exponents of militarism and ultra-nationalism shall be excluded from supervisory and teaching positions.

2. War Criminals

Stern justice shall be meted out to all war criminals, including those who visited cruelties upon United Nations prisoners of war or other nationals. Persons charged by the Supreme Commander, or appropriate United Nations Agencies with being war criminals, shall be arrested, tried and, if convicted, punished. Those wanted by another of the United Nations for offenses against its nationals, shall, if not wanted for trial or as witnesses or otherwise by the Supreme Commander, be turned over to the custody of such other nation.

3. Encouragement of Desire for Individual Liberties and Democratic Processes.

Freedom of worship and observance of all religions shall be proclaimed and guaranteed for the future. It should also be made plain to the Japanese that ultra-nationalistic and militaristic organizations and movements will not be permitted to hide behind the cloak of religion.

The Japanese people shall be afforded opportunity and encouraged to become familiar with the history, institutions, culture and the accomplishments of the democracies.

Obstacles to the revival and strengthening of democratic tendencies among the Japanese people shall be removed.

Democratic political parties, with rights of assembly and public discussion, and the formation of trade unions shall be encouraged, subject to the necessity for maintaining the security of the occupying forces.

Laws, decrees, and regulations which establish discrimination on grounds of race, nationality, creed or political opinion shall be abrogated; those which conflict with the objectives and policies outlined in this document shall be repealed, suspended or amended as required, and agencies charged specifically with their enforcement shall be abolished or appropriately modified. Persons unjustly confined by Japanese authority on political grounds shall be released. The judicial, legal and police systems shall be reformed as soon as practicable to conform to the policies set forth herein and it shall be the duty of all judicial, legal and police officers to protect individual liberties and civil rights.

PART IV - ECONOMIC

1. Economic Demilitarization.

The existing economic basis of Japanese military strength must be destroyed and not be permitted to revive.

Therefore, a program will be enforced containing the following elements, among others, the immediate cessation and future prohibition of production of all goods designed for the equipment, maintenance, or use of any military force or establishment; the imposition of a ban upon facilities for the production or repair of implements of war, including naval vessels and all forms of aircraft; the institution of a system of inspection and control designed to prevent concealed or disguised military preparation; the elimination in Japan of those industries or branches of production which would enable Japan to rearm for war; and the prohibition of research and instruction likely to result in the development of war-making power. Japan shall be restricted to the maintenance of those industries which will sustain her economy and permit the exaction of just reparations in kind.

The eventual disposition of those existing production facilities within Japan which are to be eliminated in accord with this program, as between transfer abroad for the purpose of reparations, scrapping, and conversion to other uses, will be determined after inventory. Pending decision, no such facilities either suitable for transfer abroad or readily convertible for civilian use, shall be destroyed except in emergency situations.

2. Promotion of Democratic Forces.

Organizations of labor in industry and agriculture, organized on a democratic basis, shall be encouraged. Policies shall be laid down with the object of insuring a wide and just distribution of income and of the ownership of the means of production and trade.

Encouragement shall be given those forms of economic activity, organization and leadership deemed likely to strengthen the democratic forces in Japan and to prevent economic activity from being used in support of military ends.

To this end it shall be the policy of the Supreme Commander:

- a. To prohibit the retention in important positions in the economic field of individuals who because of their past associations cannot be trusted to direct Japanese economic effort solely towards peaceful ends; and
- b. To require a program for the dissolution of the large industrial and banking combinations accompanied by their progressive replacement by organizations which would widen the basis of control and ownership.

3. Resumption of Peaceful Economic Activity.

The policies of Japan have brought down upon the people great economic destruction and confronted them with the prospect of economic difficulty and suffering. The plight of Japan is the direct outcome of its own behavior, and the Allies will not undertake the burden of repairing the damage. It can be repaired only if the Japanese people renounce all military aims and apply themselves diligently and with single purpose to the ways of peaceful living. It will be necessary for them to undertake physical reconstruction and basically to reform the nature and direction of their economic activities and institutions.

Japan will be expected to provide goods and services to meet the needs of the occupying forces to the extent that this can, in the judgment of the Supreme Commander, be effected without causing starvation, wide-spread disease and acute physical distress.

The Japanese authorities will be expected, and if necessary directed, to maintain, develop and enforce programs which, subject to the approval of the Supreme Commander, are designed to serve the following purposes:

- a. To avoid acute economic distress.
- b. To assure just and impartial distribution of available supplies.
- c. To meet the requirements for reparations deliveries agreed upon by the Allied Governments.
- d. To make such provision for the needs of the Japanese population as may be deemed reasonable by the Allied authorities in the light of supplies available and obligations to other peoples.

4. Reparations and Restitution.

Reparations.

Reparations for Japanese aggression shall be made:

a. Through the transfer--as may be determined by the appropriate Allied authorities--of Japanese property located outside of the area to be retained by Japan.

b. Through the transfer of such goods or capital equipment and facilities as exist or may in future be produced in Japan and should in the opinion of Allied authorities be made available for this purpose. No form of reparation shall be exacted which will interfere with or prejudice the program for Japan's demilitarization.

In the allocation and transfer of property abroad for reparations, special consideration shall be given to the needs of those Allied Powers which suffered heavily as a result of Japanese aggression.

Restitution.

Full and prompt restitution will be required of all identifiable property, looted, delivered under duress, or paid for in worthless currency.

5. Fiscal, Monetary, and Banking Policies.

While the Japanese authorities will remain responsible for the management and direction of the domestic fiscal, monetary, and credit policies, this responsibility is subject to the approval and review of the Supreme Commander, and wherever necessary, to his direction.

6. International Trade and Financial Relations.

Eventual Japanese participation in world trade relations shall be permitted. During occupation and under suitable controls and subject to the prior requirements of the peoples of countries which have participated in the war against Japan, Japan will be permitted to purchase from foreign countries raw materials and other goods that it may need for peaceful purposes. Japan will also be permitted under suitable controls to export goods to pay for approved imports.

Control is to be maintained over all imports and exports of goods, and foreign exchange and financial transactions. Both the policies followed in the exercise of these controls and their actual administration shall be subject to the approval, supervision and, if necessary, direction of the Supreme Commander in order to make sure that they are not contrary to the policies of the occupying authorities, and in particular that all foreign purchasing power that Japan may acquire is utilized only for essential needs.

7. Japanese Property Located Abroad.

Existing Japanese external assets and existing Japanese assets located in territories detached from Japan under the terms of surrender, including assets owned in whole or part by the Imperial Household and Government, shall be disclosed to the occupying authorities and held for disposition according to the decision of the Allied authorities.

8. Equality of Opportunity for Foreign Enterprise within Japan.

The Japanese authorities shall give all business organizations whether Japanese or foreign equal opportunity to engage in trade and shall be required to give equality of treatment as amongst nationals of all states which have actively participated in the war against Japan both in the domestic and the overseas trade and commerce of Japan.

9. Imperial Household Property.

Imperial Household property shall not be exempt from any action necessary to carry out the objectives of the occupation.

APPENDIX "A"AUSTRALIAN RESERVATION

(Originally circulated as FEC 2/6)

The Australian Government makes a reservation in connection with the phrase "and other binding international agreements" in clause a of paragraph 2 of Part I. The Australian Government interprets a "binding agreement" as an agreement which it has signed.

APPENDIX "B"AMENDMENT PROPOSED BY INDIA

(Originally circulated as FEC 2/5)

The Government of India propose that the last sentence of Part II, paragraph 2, of the draft statement of general policy relating to Japan be omitted. The sentence reads as follows:

"In the event that the effectuation of such changes involve the use of force by the Japanese people, the Supreme Commander should intervene only where necessary to ensure the security of his forces and the attainment of the objectives of the occupation".

The Supreme Commander's duty to ensure the security of his forces in all circumstances is elementary and self-evident. What action may become necessary on his part if the Japanese people resort to force to establish a democratic system of Government will depend upon circumstances which cannot possibly be envisaged now, and, in the opinion of the Government of India, it would be wiser to deal with such a situation as and when it arises.

APPENDIX "C"RESERVATION OF THE NEW ZEALAND GOVERNMENT

(Originally circulated as FEC 2/4)

The New Zealand Government is prepared to accept FEAC 2/3 subject to appropriate adjustment in accordance with the reservation made in behalf of New Zealand to clause a of paragraph 2 of Part I, as recorded in the Record of the eighth meeting of the FEAC, as follows:

"MR. BERENDSEN said he was not satisfied with paragraph 2a of Part I. He said he would accept this paragraph if it stopped with the word "determined" or if the last two lines were amended as follows:

'.....with the Cairo Declaration ~~and other binding international agreements~~ , by the powers that have participated in the war against Japan.'

MR. BERENDSEN said that he had no objection to the Cairo Declaration, by which his Government was bound, but that the wording in its present form might bind Governments to other agreements about which they had not been consulted."

APPENDIX "D"RESERVATION OF THE UNITED KINGDOM

The United Kingdom Delegate reserves his position on the following clauses:

1. Part II, paragraph 2, the last sentence.
2. Part IV, paragraph 1, the words "and the prohibition of research and instruction likely to result in the development of war-making power".
3. Part IV, paragraph 4, the last sentence in the subsection on Reparations.

APPENDIX "E"AMENDMENTS PROPOSED BY THE GOVERNMENT OF THE UNITED STATES

1. Part II--Allied Authority (Enclosure, Page 5, FEC 014/1)
2. Relationship to Japanese Government

2nd paragraph

It is suggested that the first sentence be amended to read as follows:

"The Supreme Commander will exercise his authority through Japanese governmental machinery and agencies, including the Emperor, but only to the extent that this satisfactorily furthers the objectives and policies stated above herein."

This change is recommended for the reason that it may be desirable to utilize Japanese governmental machinery and agencies to further objectives or policies which are stated or are implicit elsewhere in the document.

2. It is recommended that in the last sentence of the same paragraph, the words "or government" be inserted after the words "the use of force by the Japanese people", so that the sentence would read: "In the event that the effectuation of such changes involves the use of force by the Japanese people or government the Supreme Commander....." The Japanese government should be permitted to use force, if necessary, against reactionary or "Black Dragon Society" movements which might obstruct the establishment of a democratic Japan.

3. Part II--Allied Authority (Enclosure, Page 6, FEC 014/1)
3. Protection of United Nations Interests

It is recommended that this section be amended to read as follows:

"It shall be the duty of the Supreme Commander to protect the interests, assets and rights of all Powers which have participated in the war against Japan and of United Nations and their nationals where such protection does not interfere with the fulfillment of the objectives and policies of the occupation."

It is considered desirable that the proposed reservation while perhaps implicit in the powers of the Supreme Commander, should nevertheless be specifically expressed to avoid misunderstanding.

4. Part IV--Economic (Enclosure, Page 9, FEC 014/1)

1. Economic Demilitarization

It is recommended that the second paragraph should be amended to read as follows:

"Therefore, a program will be enforced containing the following elements, among others: the....elimination in Japan of those industries or branches of production which would enable Japan to rearm for war and which are not necessary for the purpose of sustaining her economy; and the prohibition of research and instruction ~~likely to result in~~ directed to the development of war-making power. Japan shall be restricted to the maintenance of those industries which will sustain her economy and permit the exaction of just reparations in kind."

The change in punctuation is desired for clarification. It is considered that the expression "elimination....of....industries.....which would enable Japan to rearm for war," is excessively broad since it would entail elimination of types of industrial activity without which a viable Japanese economy could not be established or maintained. In any peaceable economy industrial elements exist which by conversion could be used for rearmament. It is the view of the United States Government, however, that it is essential that the Japanese economy be established on a sound basis. For this reason the inclusion of the qualifying phrase "and which are not necessary for the purpose of sustaining her economy" - a return to substantially the wording of the Potsdam Declaration - is recommended. For the same reason it is considered that a prohibition of research and instruction "likely to result in" the development of war-making powers is unduly broad. For example, almost any research in the pure sciences may be considered from one point of view as likely to result in such development.

5. Part IV--Economic (Enclosure, page 9, FEC 014/1)

2. Promotion of Democratic Forces.

It is recommended that the first paragraph be amended to read as follows:

"Labor Organizations of labor and other organizations in industry and agriculture, organized on a democratic basis, shall be encouraged.

"Policies shall be laid down with the object of insuring a wide and just distribution of income and of the ownership of the means of production and trade."

The corresponding provision of United States Initial Post-Surrender Policy for Japan was intended to bring about the formation on a democratic basis, not only of workers organizations, but of cooperatives and trade associations in industry and agriculture. The present language limits the provision to organizations of labor. In view of the importance of other types of associations, in bringing about and maintaining desired economic reforms in Japan, it is recommended that they should be specifically included.

Since the second sentence of this paragraph relates to policies of all kinds, it is recommended that it should be treated as a separate paragraph.

6. Part IV--Economic (Enclosure, Page 10, FEC 014/1)

2. Promotion of Democratic Forces

It is recommended that subparagraph a of the third paragraph be amended to read as follows:

"a. To prohibit the retention in important positions in the economic field of individuals who because of their past associations cannot be trusted to direct Japanese economic effort solely towards peaceful ends; and"

It is clear that there are grounds other than "past associations" which may require such a prohibition.

7. Part IV--Economic (Enclosure, Page 10, FEC 014/1)

3. Resumption of Peaceful Economic Activity

It is recommended that the following sentence, which appeared in the corresponding provision of United States Initial Post-Surrender Policy for Japan be reinstated as the concluding sentence of the first paragraph:

"The Allies have no intention of imposing conditions which would prevent the accomplishment of these tasks in due time."

The reinstatement of this language is recommended in view of the fact that the establishment of a viable Japanese economy is regarded by the United States Government as essential to peace and stability in the Far East. With this in mind, it is advisable that specific advice should be given to the Japanese that the achievement of this objective will not be discouraged by the Allies.

8. Part IV--Economic (Enclosure, Page 10, FEC 014/1)

3. Resumption of Peaceful Economic Activity

It is recommended that subparagraph d of the third paragraph should be amended to read as follows:

"d. To make such provisions for the needs of the Japanese population, as may be deemed reasonable by the Allied authorities in the light of supplies available and obligations to other peoples."

(1) The third paragraph of Section 3, taken as a whole, constitutes only a directive to the Japanese government and relates only to the internal economy of Japan. Japanese import and export trade is dealt with in Section 6 of Part IV, Economic. The recommended language is designed to avoid any confusion that might arise on this score.

(2) It is desirable that the requirement as to approval "by Allied authorities" should be deleted for the reason that this would require the governments of the Allied nations to take over supervision of the production programs instituted by the Japanese which they would doubtless not desire to do.

9. Part IV--Economic (Enclosure, Page 11, FEC 014/1)

4. Reparations and Restitution

It is recommended that subparagraph b of the first paragraph be amended to read as follows:

"b. Through the transfer of such goods or capital equipment and facilities as exist or may in future be produced in Japan and should, in the opinion of under policies set by Allied authorities, be made available for this purpose. No form of reparation shall be exacted which will interfere with or prejudice the program for Japan's demilitarization - defraying the cost of the occupation and the maintenance of a minimum civilian standard of living."

The Potsdam Declaration states that "Japan shall be permitted to maintain such industries as will sustain her economy and permit the exaction of just reparations in kind...." Recent reports, however, have raised a grave doubt as to the feasibility of exacting reparations from current production. The United States Government recommends the elimination from this subparagraph of the words "exist or may in future be produced in Japan and". Such elimination would leave the question open for the extensive consideration that will be required for this issue in the deliberations of the Inter-Allied Reparations Commission.

The prohibition of reparations which would interfere with or prejudice defraying the cost of the occupation and the maintenance of a minimum civilian standard of living would insure that the Allies would not be required to bear the burden of occupation costs to the extent that these can be defrayed by the Japanese, and to express the fact, agreed to by all the Allied Nations, that a minimum standard of living must be maintained in order to prevent internal disturbances which would defeat the purpose of the occupation.

10. Part IV--Economic (Enclosure, Page 11, FEC 014/1)

4. Reparations and Restitution

The second paragraph of this section reads:

"In the allocation and transfer of property abroad for reparations, special consideration shall be given to the needs of those Allied Powers which suffered heavily as a result of Japanese aggression."

It is recommended that this paragraph be deleted for the reason that the entire issue raised by it will be the subject of exhaustive consideration by the Inter-Allied Reparations Commission and should be neither treated summarily, nor pre-judged, prior to a consideration of all relevant facts.

11. Part IV--Economic (Enclosure, Page 11, FEC 014/1)

4. Reparations and Restitution

It is recommended that the third paragraph of this section should be amended to read as follows:

"Restitution

Full and prompt restitution will be required of all identifiable looted property. ~~Looted~~, property includes property delivered under duress, or paid for since the outbreak of hostilities in worthless Japanese or puppet currency."

The changes indicated are regarded as advisable for clarification. The term "looted" in its technical sense includes not only property which has been paid for in worthless currency or delivered under duress but also property obtained by other methods of spoliation. The rephrasing is intended to prevent any inference that the right of restitution is to be limited.

12. Part IV--Economic (Enclosure, Page 11, FEC 014/1)

6. International Trade and Financial Relations

It is recommended that the first paragraph of this section should be amended to read as follows:

"Japan will also be permitted under suitable controls to export goods to pay for approved imports. Exports other than

those directed to be shipped on reparation account or as restitution may be made only to those recipients who agree to provide necessary imports in exchange or agree to pay for such exports in foreign exchange usable in purchasing imports."

The sentence added above, exclusive of the last four words, appeared in United States Initial Post-Surrender Policy for Japan in the section dealing with reparations. It appears to have been inadvertently omitted from the paper prepared by the Far Eastern Commission. Its inclusion is regarded as desirable by the United States Government to minimize the risk of loss currently being assumed by the United States in the financing of imports that are not paid for by the Japanese. Since basically it deals with foreign trade rather than reparations, it may logically be placed in the position indicated above, rather than in the section on reparations.

13. Part IV--Economic (Enclosure, Page 12, FEC 014/1)

8. Equality of Opportunity for Foreign Enterprise.

It is recommended that the language of this section be amended to read as follows:

"The Japanese authorities shall give all business organizations whether Japanese or foreign of any of the United Nations shall have equal opportunity to engage in the overseas trade and shall be required to give equality of commerce of Japan. Within Japan most favored nation treatment as amongst shall be accorded to all nationals of all states which have actively participated in the war against Japan both in the domestic and the overseas trade and commerce of Japan the United Nations."

This suggested revision is believed to state in clearer language the principle of equality of opportunity provided in the Far Eastern Commission's draft. The extension of the principle of equal treatment to nationals of all United Nations is deemed desirable. It is also desirable to exclude reference to Japanese business organizations as no obligation should be assumed to give Japanese equal treatment with all foreigners during the occupation period.

FEC 014/2

13 May 1946

FAR EASTERN COMMISSION

BASIC POST-SURRENDER POLICY FOR JAPAN

Note by the Secretary General

1. The enclosure, Soviet proposals regarding FEC 014/1 Basic Post-Surrender Policy for Japan, submitted by the Soviet Representative, is circulated herewith for the consideration of the STEERING COMMITTEE.

2. Appendix "A" consists of the letter of transmittal to the Secretary General.

NELSON T. JOHNSON
Secretary General

FEC 014/2

ENCLOSUREBASIC POST-SURRENDER POLICY FOR JAPAN

On consideration of the document FEC 014/1 "Basic Post-Surrender Policy for Japan" the Government of the U. S. S. R. deems it necessary to include the following amendments and changes to this document:

Preamble

1. Second paragraph beginning with the words: "Whereas representatives of the following nations...." should be worded as follows:

"Whereas representatives of the Union of Soviet Socialist Republics, the United Kingdom, the United States of America, China, France, the Netherlands, Canada, Australia, New Zealand, India and the Philippines, which were engaged in the war against Japan, have, on the decision of the Moscow Conference of Foreign Ministers, met together at Washington as a Far Eastern Commission, to formulate the policies, principles and standards in conformity with which the fulfillment by Japan of its obligation under the Terms of Surrender may be accomplished".

2. Fourth paragraph, after the words "the aggressions of the past decades" to add the words: "second, upon the establishment of such political and economic conditions which would make impossible any revival of militarism in Japan"; the words "and second" replace by the words "and third".

3. Fifth paragraph, after the words: "with the rest of the world in peace" to add the words: "until the democratic principles are fundamentally realized in all spheres of political, economic and cultural life of Japan".

4. Seventh paragraph, to replace the words: "elimination of militaristic influences" by the words: "complete elimination of militaristic ideology and the reasons which generate such ideology, removal of militaristic and totalitarian elements from the public office and democratization of governmental machinery". Such wording

emphasizes the necessity of carrying out wide range of democratic measures most fully corresponding to the letter and spirit of the Potsdam Declaration.

At the end of the seventh paragraph, after the words: "of strict control" to add the words: "aiming at the fulfillment of the above mentioned objectives".

PART I - ULTIMATE OBJECTIVES

5. Item 1 - to replace the words "for the surrender period" by "for the post-surrender period for Japan".

6. Item 2 - subparagraph "a" - after the words: "in accordance with the Cairo" to insert "and the Crimea...."

The Government of the U. S. S. R. is of accord with the statement of the New Zealand Government given in the document of FEC 2/4 on the replacement of words: "and other binding interantional agreements" by the words "by the Powers that have participated in the war against Japan".

PART II - ALLIED AUTHORITY

8. Item 2, second paragraph - the Government of the U. S. S. R. agrees to the wording of the first clause of the second paragraph proposed by the U. S. Government in Item 1 of the document FEC-2/7 To delete completely the third clause of the second paragraph with the words: "It is the right and duty of the Supreme Commander;...." This clause, being formulated as it stands, provides only individual changes in governmental machinery, leaving open the question of removing the government as a whole; this concerns the whole policy in regard to Japan, emerging far beyond the range of exercise of current executive power; the Government of the U. S. S. R. is confident that such action, as the changing of the Japanese government as a whole, - whether on the initiative of the Supreme Commander or on the initiative of the Japanese people themselves - may be realized only on the basis of the decisions of an international body such as the Far Eastern Commission is. The government of the U.S.S.R. deems it also necessary to make special provisions for approval of a new Cabinet which comes in power in place of the old one which has resigned, on the part of the Supreme Commander after

reaching the agreement on this question at the Far Eastern Commission. Proceeding from the aforesaid the Government of the U. S. S. R. suggests the inclusion of a new clause instead of the third clause in the second paragraph of the second item, wording it as follows:

"After the appropriate preliminary consultation with the representatives of other Allied Powers at the Allied Council, the Supreme Commander can, in case of the necessity, take up decisions on the removal of individual ministers of the Japanese Government or on the replacement of vacant offices left unoccupied after the resignation of individual members of the Cabinet. It is the right of the Supreme Commander to require changes in the governmental machinery following the decision of the Far Eastern Commission, if such government creates obstacles in the attainment of the objectives of the occupation. A new government coming in power after the old one has resigned, whether on the initiative of the Supreme Commander or on the initiative of the Japanese people themselves, must be approved by the Supreme Commander on the basis of the directives issued to him by the United States Government, after reaching the agreement on this question in the Far Eastern Commission".

At the end of the second paragraph after the words "are to be encouraged" to add a new sentence wording it as follows: "the Japanese people are to be encouraged to the elimination of monarchy". The Government of the U. S. S. R. objects to the amendment of the U. S. Government, stated in item 2 of the document FEC 2/7 and agrees to the amendment of the Government of India given in the document FEC-2/5 upon the motives given in that document.

8. Item 3 - The Government of the U. S. S. R. agrees to the amendment of the U. S. Government suggested in item 3 of the document FEC 2/7 with exception of the last words: "where such protection does not interfere with the fulfillment of the objectives and policies of the occupation".

PART III - POLITICAL

9. Item 1, second paragraph, after the word "airforce" to insert the word "gendarmery".

After the words "as required by the Supreme Commander" to add the words "having in view their further disposal in compliance with the joint decision of the Powers which were at war against Japan".

10. Item, fourth paragraph, after the last clause of this period to add a new sentence, wording it as follows:

"Special measures will be worked out preventing and excluding the restoration even in the disguised form of any anti-democratic and militaristic activity of former Japanese career military and naval officers, gendarmery, as well as former members of dissolved militaristic and ultra-nationalistic organizations".

PART IV - ECONOMIC.

11. Item 1, second paragraph, the last clause of this period to replace by a new clause wording it as follows:

"Japan shall be permitted to have such economic activity as to provide the fulfillment of her obligations with respect to the Allies and to maintain the standard of living not higher than that of the peoples of the territories in the Eastern and East-southern Asia occupied by Japan".

The Government of the U.S.S.R. objects to the amendment of the U.S. Government given in Item 4 of the document FEC-2/7.

12. Item 1, third paragraph, after the words "will be determined after inventory", to add the words "by the Far Eastern Commission or some other organization established by agreement between the Powers, members of the Far Eastern Commission".

13. Item 2. The Government of the U.S.S.R. agrees to the amendment of the U.S. Government given in Item 5 of the document FEC-2/7. The Government of the U.S.S.R. objects to the amendment of the U.S. Government given in Item 6 of the document FEC-2/7 on the grounds that not only "past associations" but present political convictions as well must be an obstruction in occupation of important public offices (government positions) by individual persons".

14. Item 3 - The Government of the U.S.S.R. objects to the amendment given by the U. S. Government in the Item 7 of the document FEC-2/7.

15. Item 3 - subparagraph "d" - the words "and obligations to other peoples" to replace by the words: "to peoples of the United Nations and territories occupied by Japan", thus emphasizing specific nature of Japanese obligations to the peoples who suffered from the military aggression of Japan;

on these grounds the Soviet Government objects to the amendment given by U.S. Government in Item 8 of the document FEC-2/7.

16. Item 4, subparagraph "b" - the second clause of this subparagraph is suggested to be worded as follows:

"In the allocation and transfer of property aboard for reparations, the defining principles should be the losses suffered by this or that country and their contribution to the cause of the Allies in the destruction of the Japanese aggression".

In the opinion of the Government of the U.S.S.R., the efforts of individual nations, which brought to the defeat of Japan, must be taken into consideration while making decisions on the question of reparations.

The Government of the U.S.S.R. agrees to the amendment given by the U.S. Government in the Item 9 of the document FEC-2/7, however, with the purpose of making more precise the meaning of the words "standard of living" it finds necessary to complete the sentence with the following words: "which, in the years of food and raw materials shortage must not be higher than the standard of living of the peoples in Eastern and South-Eastern Asia".

The Government of the U.S.S.R. objects to the words in the amendment given by the U.S. Government in the Item 11 of the document FEC-2/7 "since the outbreak of hostilities".

17. Item 6, second paragraph - the second clause of this period beginning with the words "Both the policies followed in the exercise of these controls..." is suggested to be replaced by a new clause, wording it as follows:

"Control over the foreign trade of Japan is exercised by the Allied Powers - members of the Far Eastern Commission, which, for this purpose, will establish the Inter-Allied Trade Committee, the task of which will be to work out the principles and general standards of

foreign trade for Japan, to outline the programme of exports and imports for the given period and to exercise the control over the fulfillment of this programme".

The Government of the U.S.S.R. is confident that the establishment of such Inter-Allied Committee is most proper measure for the solution of the problem of international trade in Japan under the conditions of occupation; on these grounds the Government of the U.S.S.R. objects to the amendment given by the U.S. Government in Item 12 of the document FEC-2/7.

18. Item 8 - the Government of the U.S.S.R. agrees to the amendment given by the U. S. Government in Item 13 of the document FEC-2/7.

EMBASSY OF THE
UNION OF SOVIET SOCIALIST REPUBLICS
WASHINGTON 6, D.C.

May 10, 1946

Dear Mr. Johnson,

Mr. Novicov has instructed me to send you the enclosure, Soviet proposals regarding Document FEC-014/1 "Basic Post-Surrender Policy for Japan", and ask you to circulate it for the consideration of the Steering Committee. I am also sending you herewith the Russian translation of the said proposals.

Yours Sincerely,

/s/ S.S. Ramishvili

Rear-Admiral S.S. Ramishvili

Mr. Nelson T. Johnson,
Secretary- General,
The Far Eastern Commission,
2516 Massachusetts Avenue, N.W.,
Washington, D.C.

FEC 014/2

Appendix "A"

FEC 014/3

10 June 1946

FAR EASTERN COMMISSION

BASIC POST-SURRENDER POLICY FOR JAPAN

(Reference: FEC 014 Series)

Note by the Secretary General

1. The Steering Committee at its sixteenth meeting, 4 June 1946, considered FEC 014/1 and FEC 014/2. Basic Post-Surrender Policy for Japan and unanimously agreed to refer the matter to a subcommittee consisting of Dr. George H. Blakeslee, United States, Major J. Plimsoll, Australia, Rear Admiral S. S. Ramishvilli, U. S. S. R.

2. It was understood that the Subcommittee might consult the Steering Committee or any other committee and that representatives of governments other than the three mentioned above might attend the meetings of the Subcommittee.

NELSON T. JOHNSON
Secretary General

FEC 014/3

FEC-014/4RESTRICTEDFEC-014/429 April 1947FAR EASTERN COMMISSIONBASIC POST-SURRENDER POLICY FOR JAPAN
(References: FEC-014/1; SC-022 series)Note by the Secretary General

1. The enclosure, a proposed basic post-surrender policy for Japan, was approved, as amended, by the Steering Committee at its sixty-second meeting, 29 April 1947, and is forwarded herewith for the consideration of the Far Eastern Commission.
2. The Chinese and French members abstained from voting on the enclosure and the Australian and Soviet members voted against it.
3. The Soviet member proposed the insertion of the following amendment:

Page 3, after second sub-paragraph of paragraph 2.

"After the appropriate preliminary consultation with the representatives of other Allied Powers at the Allied Council, the Supreme Commander can, in case of necessity, take up decisions on the removal of individual ministers of the Japanese Government or on the replacement of vacant offices left unoccupied after the resignation of individual members of the Cabinet. It is the right of the Supreme Commander to require changes in the governmental machinery following the decision of the Far Eastern Commission, if such government creates obstacles in the attainment of the objectives of the occupation. A new government coming in power after the old one has resigned, whether on the initiative of the Supreme Commander or on the initiative of the Japanese people themselves, must be approved by the Supreme Commander on the basis of the directive issued to him by the United States Government, after reaching agreement on this question in the Far Eastern Commission."

NELSON T. JOHNSON
Secretary General

FEC-014/4

RESTRICTEDENCLOSUREBASIC POST-SURRENDER POLICY FOR JAPAN

This document is a statement of general policy relating to Japan after surrender. It does not deal with all matters relating to the occupation of Japan requiring policy determinations. Such matters as are not included or are not fully covered will be dealt with separately.

PREAMBLE

WHEREAS on September 2, 1945, Japan surrendered unconditionally to the Allied Powers and is now under military occupation by forces of these Powers under the command of General of the Army Douglas MacArthur, Supreme Commander for the Allied Powers and

WHEREAS representatives of the following nations, namely, Australia, Canada, China, France, India, the Netherlands, New Zealand, the Philippines, the U. S. S. R., the United Kingdom, and the United States of America, which were engaged in the war against Japan, have on the decision of the Moscow Conference of Foreign Ministers met together at Washington as a Far Eastern Commission, to formulate the policies, principles and standards in conformity with which the fulfillment by Japan of its obligations under the Terms of Surrender may be accomplished:

THE NATIONS COMPOSING THIS COMMISSION, with the object of fulfilling the intentions of the Potsdam Declaration, of carrying out the instrument of surrender and of establishing international security and stability:

CONSCIOUS that such security and stability depend first, upon the complete destruction of the military machine which has been the chief means whereby Japan has carried out the aggressions of past decades; second, upon the establishment of such political and economic conditions as would make impossible any revival of militarism in Japan; and third, upon bringing the Japanese to a realization that their will to war, their plan of conquest, and the methods used to accomplish such plans, have brought them to the verge of ruin,

RESOLVED that Japan cannot be allowed to control her own destinies again until there is on her part a determination to abandon militarism in all its aspects and a desire to live with the rest of the world in peace, and until democratic principles are established in all spheres of the political, economic, and cultural life of Japan,

ARE THEREFORE AGREED:

To ensure the fulfillment of Japan's obligations to the Allied Powers;

To complete the task of physical and spiritual demilitarization of Japan by measures including total disarmament, economic reform designed to deprive Japan of power to make war, elimination of militaristic influences, and stern justice to war criminals, and requiring a period of strict control; and

To help the people of Japan in their own interest as well as that of the world at large to find means whereby they may develop within the framework of a democratic

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society an intercourse among themselves and with other countries along economic and cultural lines that will enable them to satisfy their reasonable individual and national needs and bring them into permanently peaceful relationship with all nations;
AND HAVE ADOPTED the following basic objectives and policies in dealing with Japan:

PART I - ULTIMATE OBJECTIVES

1. The ultimate objectives in relation to Japan, to which policies for the post-surrender period for Japan should conform are:

a. To insure that Japan will not again become a menace to the peace and security of the world.

b. To bring about the earliest possible establishment of a democratic and peaceful government which will carry out its international responsibilities, respect the rights of other states, and support the objectives of the United Nations. Such government in Japan should be established in accordance with the freely expressed will of the Japanese people.

2. These objectives will be achieved by the following principal means:

a. Japan's sovereignty will be limited to the islands of Honshu, Hokkaido, Kyushu, Shikoku and such minor outlying islands as may be determined.

b. Japan will be completely disarmed and demilitarized. The authority of the militarists and the influence of militarism will be totally eliminated. All institutions expressive of the spirit of militarism and aggressions will be vigorously suppressed.

c. The Japanese people shall be encouraged to develop a desire for individual liberties and respect for fundamental human rights, particularly the freedom of religion, assembly and association, speech and the press. They shall be encouraged to form democratic and representative organizations.

d. Japan shall be permitted to maintain such industries as will sustain her economy and permit the exaction of just reparations in kind, but not those which would enable her to rearm for war. To this end access to, as distinguished from control of, raw materials should be permitted. Eventual Japanese participation in world trade relations will be permitted.

PART II - ALLIED AUTHORITY1. Military Occupation

There will be a military occupation of the Japanese home islands to carry into effect the surrender terms and further the achievement of the ultimate objectives stated above.

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The occupation shall have the character of an operation in behalf of the Powers that have participated in the war against Japan. The principle of participation in the occupation of Japan by forces of these nations is affirmed. The occupation forces will be under the command of a Supreme Commander designated by the United States.

2. Relationship to Japanese Government

The authority of the Emperor and the Japanese Government will be subject to the Supreme Commander, who will possess all powers necessary to effectuate the surrender terms and to carry out the policies established for the conduct of the occupation and the control of Japan.

The Supreme Commander will exercise his authority through Japanese governmental machinery and agencies, including the Emperor, but only to the extent that this satisfactorily furthers the objectives and policies stated herein. According to the judgment and discretion of the Supreme Commander, the Japanese Government may be permitted to exercise the normal powers of government in matters of domestic administration, or the Supreme Commander may in any case direct action to be taken without making use of the agencies of the Japanese Government.

The Supreme Commander is not committed to support the Emperor or any other Japanese governmental authority. The policy is to use the existing form of government in Japan and not to support it. Changes in the pre-surrender form of the Emperor institution and in the form of government in the direction of modifying or removing its feudal and authoritarian character and of establishing a democratic Japan are to be encouraged.

3. Protection of United Nations Interests

It shall be the duty of the Supreme Commander to protect the interests, assets, and rights of all members of the United Nations and their nationals. Where such protection conflicts with the fulfillment of the objectives and policies of the occupation, the government of the nation concerned shall be informed through diplomatic channels and shall be consulted on the question of proper adjustment.

4. Publicity as to Policies

The peoples of the nations which have participated in the war against Japan, the Japanese people, and the world at large shall be kept fully informed of the objectives and policies of the occupation, and of progress made in their fulfillment.

PART III - POLITICAL1. Disarmament and Demilitarization.

Disarmament and demilitarization are the initial tasks of the military occupation and shall be carried out promptly and with determination. Every effort shall be made to bring home to the Japanese people the part played by those who have deceived and misled them into embarking on world conquest, and those who collaborated in so doing.

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Japan is not to have any army, navy, airforce, secret police organization, or any civil aviation, or gendarmerie, but may have adequate civilian police forces. Japan's ground, air and naval forces shall be disarmed and disbanded and the Japanese Imperial General Headquarters, the General Staff and all secret police organizations shall be dissolved. Military and naval material, military and naval vessels and military and naval installations, and military, naval and civilian aircraft, wherever situated, shall be surrendered to the appropriate Allied commanders in their zones of capitulation of the Japanese troops and shall be disposed of in accordance with decisions of the Allied Powers already adopted or which may be adopted. Inventories shall be made and inspections authorized to insure complete execution of these provisions.

High officials of the Japanese Imperial General Headquarters, and General Staff, other high military and naval officials of the Japanese Government, leaders of ultra-nationalist and militarist organizations and other important exponents of militarism and aggression will be taken into custody and held for future disposition. Persons who have been active exponents of militarism and militant nationalism will be removed and excluded from public office and from any other position of public or substantial private responsibility. Ultra-nationalistic or militaristic social, political, professional and commercial societies and institutions will be dissolved and prohibited.

The restoration, even in a disguised form, of any anti-democratic and militaristic activity, shall be prevented, particularly on the part of former Japanese career military and naval officers, gendarmerie, and former members of dissolved militaristic, ultra-nationalistic and other anti-democratic organizations.

Militaristic, ultra-nationalistic and anti-democratic doctrines and practices, including para-military training, shall be eliminated from the educational system. Former career military and naval officers, both commissioned and non-commissioned, and all other exponents of militaristic, ultra-nationalistic and anti-democratic doctrines and practices shall be excluded from supervisory and teaching positions.

2. War Criminals

Stern justice shall be meted out to all war criminals, including those who visited cruelties upon prisoners of war or other nationals of members of the United Nations. Persons charged by the Supreme Commander, or appropriate United Nations Agencies with being war criminals shall be arrested, tried and, if convicted, punished. Those wanted by another of the United Nations for offenses against its nationals, shall, if not wanted for trial or as witnesses or otherwise by the Supreme Commander, be turned over to the custody of such other nation.

3. Encouragement of Desire for Individual Liberties and Democratic Processes

Freedom of worship and observance of all religions shall be proclaimed and guaranteed for the future. It should also be made plain to the Japanese that ultra-nationalistic, militaristic and anti-democratic organizations and movements will not be permitted to hide behind the cloak of religion.

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The Japanese people shall be afforded opportunity and encouraged to become familiar with the history, institutions, culture and the accomplishments of the democracies.

Obstacles to the revival and strengthening of democratic tendencies among the Japanese people shall be removed.

Democratic political parties, with rights of assembly and public discussion and the formation of trade unions shall be encouraged, subject to the necessity for maintaining the security of the occupying forces.

Laws, decrees, and regulations which establish discrimination on grounds of race, nationality, creed or political opinion shall be abrogated; those which conflict with the objectives and policies outlined in this document shall be repealed, suspended or amended as required, and agencies charged specifically with their enforcement shall be abolished or appropriately modified. Persons unjustly confined by Japanese authority on political grounds shall be released. The judicial, legal and police systems shall be reformed as soon as practicable to conform to the policies set forth herein and it shall be the duty of all judicial, legal and police officers to protect individual liberties and civil rights.

PART IV - ECONOMIC1. Economic Demilitarization

The existing economic basis of Japanese military strength must be destroyed and not be permitted to revive.

Therefore, a program will be enforced containing the following elements, among others; the immediate cessation and future prohibition of production of all goods designed for the equipment, maintenance, or use of any military force or establishment; the imposition of a ban upon facilities for the production or repair of implements of war, including naval vessels and all forms of aircraft; the institution of a system of inspections and control designed to prevent concealed or disguised military preparation; the elimination in Japan of those industries or branches of production which would provide Japan with the capacity to rearm for war; and the prohibition of specialized research and instruction contributing directly to the development of war-making power. Research for peaceful ends will be permitted, but shall be strictly supervised by the Supreme Commander to prevent its use for war purposes. Japan shall be restricted to the maintenance of those industries which will sustain the level of economy and standard of living fixed in accordance with principles determined by the Far Eastern Commission and consistent with the Potsdam Declaration.

The eventual disposition of those existing production facilities within Japan which are to be eliminated in accord with this program, as between transfer abroad for the purpose of reparations, scrapping, and conversion to other uses, will be determined, after inventory, in accordance with the principles laid down by the Far Eastern Commission or pursuant to the terms of reference of the Far Eastern Commission. Pending decision, no such facilities either suitable for transfer abroad or readily convertible for civilian use, shall be destroyed except in emergency situations.

RESTRICTED2. Promotion of Democratic Forces

Organizations of labor in industry and agriculture, organized on a democratic basis, shall be encouraged. Other organizations in industry and agriculture, organized on a democratic basis, shall be encouraged if they will contribute to furthering the democratization of Japan or other objectives of the occupation.

Policies shall be laid down with the object of insuring a wide and just distribution of income and of the ownership of the means of production and trade.

Encouragement shall be given to those forms of economic activity, organization and leadership deemed likely to strengthen the democratic forces in Japan and to prevent economic activity from being used in support of military ends.

To this end it shall be the policy of the Supreme Commander:

a. To prohibit the retention in important positions in the economic field of individuals who because of their past associations or for other reasons cannot be trusted to direct Japanese economic effort solely towards peaceful and democratic ends; and

b. To require a program for the dissolution of the large industrial and banking combinations accompanied by their progressive replacement by organizations which would widen the basis of control and ownership.

3. Resumption of Peaceful Economic Activity

The policies of Japan have brought down upon the people great economic destruction and confronted them with economic difficulty and suffering. The plight of Japan is the direct outcome of its own behavior, and the Allies will not undertake the burden of repairing the damage. It can be repaired only if the Japanese people renounce all military aims and apply themselves diligently and with single purpose to the ways of peaceful living. It will be necessary for them to undertake physical reconstruction and basically to reform the nature and direction of their economic activities and institutions. In accordance with assurances contained in the Potsdam Declaration, the Allies have no intention of imposing conditions which would prevent the accomplishment of these tasks in due time.

Japan will be expected to provide goods and services to meet the needs of the occupying forces to the extent that this can, in the judgment of the Supreme Commander, be effected without causing starvation, wide-spread disease and acute physical distress.

The Japanese authorities will be expected, and if necessary directed, to maintain, develop and enforce programs subject to the approval of the Supreme Commander, which are designed to serve the following purposes:

a. To avoid acute economic distress.

b. To assure just and impartial distribution of available supplies.

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- c. To meet the requirements for reparations deliveries.
- d. To make such provision for the needs of the Japanese population as may be deemed reasonable in accordance with principles formulated by the Far Eastern Commission in the light both of supplies available and of obligations to other peoples of the United Nations and territories formerly occupied by Japan.

4. Reparations and RestitutionReparations

For acts of aggression committed by Japan and for the purpose of equitable reparation of the damage caused by her to the Allied Powers and in the interests of destruction of the Japanese war potential in those industries which could lead to Japan's rearmament for waging war, reparations shall be exacted from Japan through the transfer of such existing Japanese capital equipment and facilities or such Japanese goods as exist or may in future be produced and which under policies set forth by the Far Eastern Commission or pursuant to the Terms of Reference of the Far Eastern Commission should be made available for this purpose. The reparations shall be in such a form as would not endanger the fulfillment of the program of demilitarization of Japan and which would not prejudice the defraying of the cost of the occupation and the maintenance of a minimum civilian standard of living. The shares of particular countries in the total sum of the reparations from Japan shall be determined on a broad political basis, taking into due account the scope of material and human destruction and damage suffered by each claimant country as a result of the preparation and execution of Japanese aggression, and taking also into due account each country's contribution to the cause of the defeat of Japan, including the extent and duration of its resistance to Japanese aggression.

Restitution

Full and prompt restitution will be required of all identifiable property, looted, delivered under duress, or paid for in worthless currency

5. Fiscal, Monetary, and Banking Policies

While the Japanese authorities will remain responsible for the management and direction of the domestic fiscal, monetary, and credit policies, this responsibility is subject to the approval and review of the Supreme Commander, and wherever necessary to his direction.

6. International Trade and Financial Relations

Eventual Japanese participation in world trade relations shall be permitted. During occupation and under suitable controls and subject to the prior requirements of the peoples of countries which have participated in the war against Japan, Japan will be permitted to purchase from foreign countries raw materials and other goods that it may need for peaceful purposes. Japan will also be permitted

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under suitable controls to export goods to pay for approved imports. Exports other than those directed to be shipped on reparations account or as restitution may be made only to those recipients who agree to provide necessary imports in exchange or agree to pay for such exports in foreign exchange usable in purchasing imports. The proceeds of Japanese exports may be used after the minimal civilian standard of living has been secured to pay for the costs of non-military imports necessary for the occupation which have already been made since the surrender.

Control is to be maintained over all imports and exports of goods and foreign exchange and financial transactions. The Far Eastern Commission shall formulate the policies and principles governing exports from and imports to Japan. The Far Eastern Commission will formulate the policies to be followed in the exercise of these controls.

7. Japanese Property Located Abroad

The clauses herein on reparations and references to this subject are without prejudice to the views of Governments on the overseas assets issue.

8. Equality of Opportunity for Foreign Enterprise within Japan

All business organizations of any of the United Nations shall have equal opportunity in the overseas trade and commerce of Japan. Within Japan equal treatment shall be accorded to all nationals of the United Nations.

9. Imperial Household Property

Imperial Household property shall not be exempt from any action necessary to carry out the objectives of the occupation.

FEC-014/5RESTRICTEDFEC-014/529 May 1947FAR EASTERN COMMISSION

BASIC POST-SURRENDER POLICY FOR JAPAN: SOVIET AMENDMENT
(References: FEC-014 series, SC-020 series)

Note by the Secretary General

1. The enclosure, an amendment proposed by the Soviet Representative and seconded by the United States Representative for insertion after the second subparagraph of paragraph 2 on page 3 of FEC-014/4, was submitted at the fifty-ninth meeting of the Far Eastern Commission and is circulated herewith for the consideration of the Commission.

2. In seconding the Soviet motion for the adoption of the enclosure, the United States Representative made the following statement:

"In approving the amendment submitted by the Soviet Representative, I wish to make the following statement for my Government. The United States Government believes that every policy decision adopted and every action taken in connection with the existing occupation of Japan must 'be made in accordance with the principles laid down in the Terms of Reference of the Far Eastern Commission'. My Government supports this Soviet amendment on the understanding that the words, 'changes in the governmental machinery' refer only to the expression 'fundamental changes in the Japanese constitutional structure or in the regime of control', as used in paragraph III, 3, of the Terms of Reference of the Far Eastern Commission, and in paragraph 6 of the Terms of Reference of the Allied Council."

NELSON T. JOHNSON
Secretary General

FEC-014/5

RESTRICTEDE N C L O S U R EBASIC POST-SURRENDER POLICY FOR JAPAN: SOVIET AMENDMENT

To be inserted on page 3, after second subparagraph of paragraph 2 of FEC-014/4:

"After appropriate preliminary consultation with the representatives of the other Allied Powers in the Allied Council, the Supreme Commander may, in cases of necessity, take decisions concerning the removal of individual ministers of the Japanese Government, or concerning the filling of vacancies created by the resignation of individual cabinet members. Changes in the governmental machinery, or a change in the Japanese Government as a whole, will be made in accordance with the principles laid down in the Terms of Reference of the Far Eastern Commission."

FEC-014/6RESTRICTEDFEC-014/66 June 1947FAR EASTERN COMMISSIONBASIC POST-SURRENDER POLICY FOR JAPAN:
PROPOSED INDIAN AMENDMENT
(Reference: FEC-014/4)Note by the Secretary General

1. The enclosure, an amendment proposed by the Indian Representative for insertion at the end of the first paragraph on page 1 of FEC-014/4, Basic Post-Surrender Policy for Japan, was submitted at the sixtieth meeting of the Far Eastern Commission and is circulated herewith for the consideration of the Commission.

2. The Indian Representative indicated his intention in the event that the enclosed amendment to FEC-014/4 is not approved by the Far Eastern Commission, of proposing the enclosure as a separate statement to be issued publicly by the Commission at such time as FEC-014/4 may be approved and released to the press.

NELSON T. JOHNSON
Secretary General

FEC-014/6

RESTRICTEDE N C L O S U R EBASIC POST-SURRENDER POLICY FOR JAPAN:
PROPOSED INDIAN AMENDMENT

"The policy so far followed by the Supreme Commander for the Allied Powers in Japan up to date has conformed to the principles underlying this document. Its publication at this stage when the commencement of the negotiation of a Peace Treaty is in view is intended to inform all concerned of the precise nature of the aims and objects of the Far Eastern Commission. Further, it is confidently hoped that it will serve as a stern warning to all that no aggression whether political or economic, and no reliance on military might for aggressive aims by any State or Power of the world will be tolerated by human conscience, but shall earn the determined resistance of the United Nations."

FEC-014/7RESTRICTEDFEC-014/713 June 1947FAR EASTERN COMMISSIONBASIC OCCUPATION POLICY FOR JAPAN
(References: FEC-014 series, SC-022 series)Note by the Secretary General

1. The enclosure, a proposed basic occupation policy for Japan, incorporating the Soviet amendment to part II, paragraph 2 (FEC-014/4) approved by the Far Eastern Commission at its sixty-first meeting, 12 June 1947 is circulated herewith for the consideration of the Far Eastern Commission.

2. In approving the Soviet amendment the United States Representative made the following statement:

"The United States Government believes that every policy decision adopted and every action taken in connection with the existing occupation of Japan must 'be made in accordance with the principles laid down in the Terms of Reference of the Far Eastern Commission'. My Government supports this Soviet amendment on the understanding that the words, 'changes in the governmental machinery' refer only to the expression 'fundamental changes in the Japanese constitutional structure or in the regime of control', as used in paragraph III, 3, of the Terms of Reference of the Far Eastern Commission, and in the paragraph 6 of the Terms of Reference of the Allied Council."

3. The United Kingdom Representative in approving the Soviet amendment made the following statement:

"On behalf of His Majesty's Government, the United Kingdom believe that every policy decision adopted and every action taken in connection with the existing occupation of Japan must 'be made in accordance with the principles laid down in the Terms of Reference of the Far Eastern Commission'. My Government support this Soviet amendment on the understanding that the words, 'changes in the governmental machinery' refer only to the expression 'fundamental changes in the Japanese constitutional structure or in the regime of control', as used in paragraph III, 3, of the Terms of Reference of the Far Eastern Commission, and in the paragraph 6 of the Terms of Reference of the Allied Council."

4. The Chinese and French Representatives associated themselves with the United States statement in paragraph 3 above.

NELSON T. JOHNSON
Secretary General

FEC-014/7

RESTRICTEDENCLOSUREBASIC OCCUPATION POLICY FOR JAPAN

This document is a statement of general policy relating to Japan after surrender. It does not deal with all matters relating to the occupation of Japan requiring policy determinations. Such matters as are not included or are not fully covered will be dealt with separately.

PREAMBLE

WHEREAS on September 2, 1945, Japan surrendered unconditionally to the Allied Powers and is now under military occupation by forces of these Powers under the command of General of the Army Douglas MacArthur, Supreme Commander for the Allied Powers and

WHEREAS representatives of the following nations, namely, Australia, Canada, China, France, India, the Netherlands, New Zealand, the Philippines, the U. S. S. R., the United Kingdom, and the United States of America, which were engaged in the war against Japan, have on the decision of the Moscow Conference of Foreign Ministers met together at Washington as a Far Eastern Commission, to formulate the policies, principles and standards in conformity with which the fulfillment by Japan of its obligations under the Terms of Surrender may be accomplished,

THE NATIONS COMPOSING THIS COMMISSION, with the object of fulfilling the intentions of the Potsdam Declaration, of carrying out the instrument of surrender and of establishing international security and stability,

CONSCIOUS that such security and stability depend first, upon the complete destruction of the military machine which has been the chief means whereby Japan has carried out the aggressions of past decades; second, upon the establishment of such political and economic conditions as would make impossible any revival of militarism in Japan; and third, upon bringing the Japanese to a realization that their will to war, their plan of conquest, and the methods used to accomplish such plans, have brought them to the verge of ruin,

RESOLVED that Japan cannot be allowed to control her own destinies again until there is on her part a determination to abandon militarism in all its aspects and a desire to live with the rest of the world in peace, and until democratic principles are established in all spheres of the political, economic, and cultural life of Japan,

ARE THEREFORE AGREED:

To ensure the fulfillment of Japan's obligations to the Allied Powers;

To complete the task of physical and spiritual demilitarization of Japan by measures including total disarmament, economic reform designed to deprive Japan of power to make war, elimination of militaristic influences, and stern justice to war criminals, and requiring a period of strict control; and

To help the people of Japan in their own interest as well as that of the world at large to find means whereby they may develop within the framework of a democratic

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society an intercourse among themselves and with other countries along economic and cultural lines that will enable them to satisfy their reasonable individual and national needs and bring them into permanently peaceful relationship with all nations;
AND HAVE ADOPTED the following basic objectives and policies in dealing with Japan:

PART I - ULTIMATE OBJECTIVES

1. The ultimate objectives in relation to Japan, to which policies for the post-surrender period for Japan should conform are:

a. To insure that Japan will not again become a menace to the peace and security of the world.

b. To bring about the earliest possible establishment of a democratic and peaceful government which will carry out its international responsibilities, respect the rights of other states, and support the objectives of the United Nations. Such government in Japan should be established in accordance with the freely expressed will of the Japanese people.

2. These objectives will be achieved by the following principal means:

a. Japan's sovereignty will be limited to the islands of Honshu, Hokkaido, Kyushu, Shikoku and such minor outlying islands as may be determined.

b. Japan will be completely disarmed and demilitarized. The authority of the militarists and the influence of militarism will be totally eliminated. All institutions expressive of the spirit of militarism and aggressions will be vigorously suppressed.

c. The Japanese people shall be encouraged to develop a desire for individual liberties and respect for fundamental human rights, particularly the freedom of religion, assembly and association, speech and the press. They shall be encouraged to form democratic and representative organizations.

d. Japan shall be permitted to maintain such industries as will sustain her economy and permit the exaction of just reparations in kind, but not those which would enable her to rearm for war. To this end access to, as distinguished from control of, raw materials should be permitted. Eventual Japanese participation in world trade relations will be permitted.

PART II - ALLIED AUTHORITY1. Military Occupation

There will be a military occupation of the Japanese home islands to carry into effect the surrender terms and further the achievement of the ultimate objectives stated above.

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The occupation shall have the character of an operation in behalf of the Powers that have participated in the war against Japan. The principle of participation in the occupation of Japan by forces of these nations is affirmed. The occupation forces will be under the command of a Supreme Commander designated by the United States.

2. Relationship to Japanese Government

The authority of the Emperor and the Japanese Government will be subject to the Supreme Commander, who will possess all powers necessary to effectuate the Surrender terms and to carry out the policies established for the conduct of the occupation and the control of Japan.

The Supreme Commander will exercise his authority through Japanese governmental machinery and agencies, including the Emperor, but only to the extent that this satisfactorily furthers the objectives and policies stated herein. According to the judgment and discretion of the Supreme Commander, the Japanese Government may be permitted to exercise the normal powers of government in matters of domestic administration, or the Supreme Commander may in any case direct action to be taken without making use of the agencies of the Japanese Government.

After appropriate preliminary consultation with the representatives of the Allied Powers in the Allied Council, the Supreme Commander may, in cases of necessity, take decisions concerning the removal of individual ministers of the Japanese Government, or concerning the filling of vacancies created by the resignation of individual cabinet members. Changes in the governmental machinery, or a change in the Japanese Government as a whole, will be made in accordance with the principles laid down in the Terms of Reference of the Far Eastern Commission.

The Supreme Commander is not committed to support the Emperor or any other Japanese governmental authority. The policy is to use the existing form of government in Japan and not to support it. Changes in the pre-surrender form of the Emperor institution and in the form of government in the direction of modifying or removing its feudal and authoritarian character and of establishing a democratic Japan are to be encouraged.

3. Protection of United Nations Interests

It shall be the duty of the Supreme Commander to protect the interests, assets, and rights of all members of the United Nations and their nationals. Where such protection conflicts with the fulfillment of the objectives and policies of the occupation, the government of the nation concerned shall be informed through diplomatic channels and shall be consulted on the question of proper adjustment.

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The peoples of the nations which have participated in the war against Japan, the Japanese people, and the world at large shall be kept fully informed of the objectives and policies of the occupation, and of progress made in their fulfillment.

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