

SFE PENDING

529



DECLASSIFIED  
 E.O. 11652, Sec. 3(E) and 5(D) or (E)  
 BY *KRM* MARS, Date *5/21/75*  
*5/21/75*



STANDARD FORM NO. 64

*JKE Meeting 3<sup>30</sup> Tuesday 1/4/47*

**Office Memorandum • UNITED STATES GOVERNMENT**

TO : JA - Mr. Borton

*Submit to you  
with us.*

DATE: January 6, 1947

FROM : JA - Mr. Emmerson

*SP12 Pending*

SUBJECT: Interchange of Materials Between Japan and Other Countries.

U.S. interests in the problem of interchange of materials would seem to be best served by the achievement of two objectives: 1) relaxation of mail restrictions to permit interchange of materials between Japan and other countries; 2) the active encouragement by the U.S. of an interchange between Japan and the U.S. which would consist principally in the U.S. supplying Japan with adequate quantities of cultural materials to further the democratization process.

It is submitted that decision by the FEC is unnecessary for the achievement of these objectives. The first can be obtained by agreement among State, War, Treasury and Post Office Departments as has been done in the previous steps taken toward relaxation of mail restrictions. The second is a matter for U.S. decision rather than FEC.

It is therefore suggested that the paper be revised to set forth a program as envisaged in SWNCC 162/2 which would authorize the U.S. Government to supply materials to Japan, to effect exchange of materials, and to encourage private organizations and individuals to supply materials to Japan and undertake exchanges.

If you agree with the above, it is suggested that informal discussion be held with ADO on the matter.

JA:JKEmmerson:mls



JA - Mr. Borton

January 6, 1947

JA - Mr. Emmerson

Interchange of Materials Between Japan and Other Countries.

U.S. interests in the problem of interchange of materials would seem to be best served by the achievement of two objectives: 1) relaxation of mail restrictions to permit interchange of materials between Japan and other countries; 2) the active encouragement by the U.S. of an interchange between Japan and the U.S. which would consist principally in the U.S. supplying Japan with adequate quantities of cultural materials to further the democratization process.

It is submitted that decision by the FEC is unnecessary for the achievement of these objectives. The first can be obtained by agreement among State, War, Treasury and Post Office Departments as has been done in the previous steps taken toward relaxation of mail restrictions. The second is a matter for U.S. decision rather than FEC.

It is therefore suggested that the paper be revised to set forth a program as envisaged in SWNCC 162/2 which would authorize the U.S. Government to supply materials to Japan, to effect exchange of materials, and to encourage private organizations and individuals to supply materials to Japan and undertake exchanges.

If you agree with the above, it is suggested that informal discussion be held with ADO on the matter.

JA:JKEmmerson:mls



SECRET

POLICY FOR THE INTERCHANGE OF MATERIALS BETWEEN JAPAN  
AND OTHER COUNTRIES

THE PROBLEM

1. To determine the policy of the United States Government during the period of occupation with respect to the interchange, between Japan and other countries, of materials useful to the process of Japanese reorientation.

FACTS BEARING ON THE PROBLEM

2. See Appendix "A".

DISCUSSION

3. See Appendix "B".

CONCLUSIONS

4. It is concluded that:

a. During the period of occupation and subject to approval as outlined in paragraph b. there should be permitted between Japan and other countries an interchange on a permanent or loan basis of materials for educational, religious, scientific, informational and general cultural purposes in order to further the process of reorientation of the Japanese people and to prepare them for assimilation into the society of nations.

b. For the purpose of carrying out the above aims the United States Government shall <sup>encourage</sup> ~~assist~~ in this non-commercial interchange of cultural and scientific materials to the extent necessary until normal channels of communication and transportation are restored. [All materials

SCAP

SECRET



SECRET

- 2 -

materials interchanged should have the approval of SCAP, the War Department, and the Department of State.]

g. No cultural or scientific materials should be interchanged which would (1) encourage ultra-nationalism or militarism; (2) tend to create divisions between countries of ~~and~~ foster disrespect for the United Nations; or (3) incite to riot or disorder or otherwise interfere with the process of Allied control.

d. The following categories of cultural and scientific materials may be interchanged between Japan and other countries on a non-commercial basis without license:

- (1) Educational materials and tools such as books, pamphlets, periodicals, newspapers, literary manuscripts, maps, charts, paper, pens, brushes, pencils, rulers, slide rules, small printing, typing, reproducing and calculating machines, and any other school equipment.
- (2) Religious Objects and materials such as crosses, rosaries, pictures, images, vestments, etc.
- (3) Scientific materials such as instruments, tools, specimens concerned with the natural sciences, museum objects, models, dioramas, journals, reports, etc.
- (4) Informational materials such as photographs, slides, negatives, films, filmstrips, motion

SECRET



**SECRET**

- 3 -

motion picture and slide projectors, radios, and playback equipment.

(5) Cultural materials such as drawings, paintings, engravings, etchings, sculpture, carvings, artists' brushes, pigments and tools, sheet music, musical and speech recordings, musical instruments, museum and art objects.

g. The conclusion of informal agreements whereby individuals and organizations of the countries concerned may interchange, on a permanent or loan basis, materials listed in 4 g. shall be permitted, provided that such materials be used for non-commercial purposes.

f. In order to facilitate the interchange of materials listed above, steps should be taken to relax for this purpose present mail and transportation restrictions between Japan and other countries.

#### RECOMMENDATIONS

5. It is recommended that:

This paper, upon approval by SWNCC, be forwarded by the Department of State representative on the Far Eastern Commission, with instructions that its substance be presented to the FEC with a view to obtaining a policy decision on the subject, and to the extent

may be possible to pass on this information to the transmission of SCAP for his information.

**SECRET**



**SECRET**APPENDIX "A"FACTS BEARING ON THE PROBLEM1. SWNCC 162/2Reorientation of the Japanese.

4 g. "Because of the inherent nature of the problem, the basic planning for and continuing development of a U.S. program of reorientation and reeducation is an appropriate responsibility of the Department of State subject to existing arrangements with respect to control machinery for Japan and the channel of command for issuing instructions to SCAP."

d. "The Department of State should immediately undertake basic planning for and the development of such a program for the approval of SWNCC, and where necessary, for that of FEC. Such a program should be implemented by SCAP and where appropriate and after coordination with SCAP by the Department of State in the United States."

g. "This program should be considered as a matter of priority and should be given adequate support in funds, material and facilities to insure that maximum advantage is taken of present more favorable psychological conditions of the Japanese people."

2. SWNCC 150/4/A3. "Encouragement of Desire for Individual Liberties and Democratic Processes."

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

3. The

**SECRET**



**SECRET**

- 2 -

3. The Department of State has received many letters from educational institutions, learned societies and scholars in the U.S.A. and Japan requesting permission for the interchange of materials of educational, religious, scientific, informational and general cultural nature. This demand should be met by a basic policy which when properly implemented will go far towards reeducating and reorientating the Japanese in the ways of peace and democracy.

**SECRET**



**SECRET**APPENDIX "B"DISCUSSION

1. The Potsdam Declaration states in part that "The Japanese Government shall remove all obstacles to the revival and strengthening of democratic tendencies among the Japanese people. Freedom of speech, of religion, and of thought, as well as respect for the fundamental human rights shall be established." To that end, it would appear essential that the Japanese people be allowed to resume contact at the earliest possible date with all democratic peoples, the more effectively to expedite the reeducation of Japan in the democratic way of life.

2. An interchange on a non-commercial basis of materials in the fields of education, religion, science, information and general culture between Japan and democratic countries will further Japanese reeducation and reorientation in the following respects:

a. It will assist the Japanese in overcoming their nationalistic isolation in the spiritual and intellectual spheres by the reestablishment of personal cultural ties with democratic countries.

b. It will exert a direct democratic influence upon the spiritual and intellectual life of the Japanese by affording them a first-hand acquaintance of materials in democratic countries.

c. It will provide an effective means of countering the undermining influences of Japanese militarists and reactionaries by enabling reliable Japanese to gain  
first-hand

**SECRET**



**SECRET**

- 2 -

first-hand knowledge of the ways of democracy in other countries.

d. It will assist in the reestablishment of libraries, museums, art galleries, scientific institutions, universities and other institutions of learning.

e. It will assist in achieving the aims of the occupation by providing additional materials for the re-orientation of the Japanese people toward democracy and peace.

f. It will enable citizens of democratic countries to acquire direct appreciation and understanding of the problems of Japanese reeducation and to participate in the work necessary for their successful solution.

3. Subject to the favorable development of Japanese reeducation, the interchange of materials should be conducted increasingly on a non-commercial basis, in the educational, religious, scientific, informational and cultural spheres or in other spheres of importance for the spiritual and intellectual reorientation of the Japanese people towards world friendship and democracy. Until such a time, however, as the interchange can be placed on a private or commercial basis, the State Department in consultation with the War Department and SCAP should have the responsibility of formulating a positive program of the interchange of materials which will provide the Japanese for their reeducation a knowledge of the achievements of democratic nations.

4. In selecting materials for the purposes defined under paragraph 2, the following should be regarded as particularly suitable:

a. Educational

**SECRET**



**SECRET**

- 3 -

a. Educational materials and tools such as books, pamphlets, periodicals, newspapers, literary manuscripts, maps, charts, paper, pens, brushes, pencils, rulers, slide rules, small printing, typing, reproducing and calculating machines and any other school equipment.

b. Religious objects and materials such as crosses, rosaries, pictures, images, vestments, etc.

c. Scientific materials such as instruments, tools, specimens concerned with the natural sciences, museum objects, models, dioramas, journals, reports, etc.

d. Informational materials such as photographs, slides, negatives, films, filmstrips, motion picture films, motion picture and slide projectors, radios and playback equipment.

e. Cultural materials such as drawings, paintings, engravings, etchings, sculpture, carvings, sheet music, musical and speech recordings, musical instruments, museum and art objects.

5. Approval of materials for interchange should be carried out as follows:

a. Certification should be made by the sender that the materials will not be utilized for commercial purposes. The sending of all materials must be sponsored by an organization, institution or agency either official or private.

b. The total amount of materials sent and received should be limited by the nature and objectives of the control machinery and the problems of reorientation and reeducation of Japan.

c. Materials

**SECRET**



**SECRET**

- 4 -

~~g. Materials sent by U.S. citizens or groups to Japan and by Japanese subjects or groups to the U.S.A. should be approved by SCAP, the War Department and the Department of State.~~

~~d. Materials sent by Allied persons or groups to Japan and by Japanese subjects or groups to countries other than the U.S.A. should be approved by SCAP and the country or countries of destination or origin other than Japan.~~

6. With regard to sending charges, all materials sent by individuals or groups in the U.S.A. or other democratic countries to individuals or groups in Japan should be carefully packed, marked and prepaid by the sender. Materials sent by individuals and groups in Japan to individuals or groups in the U.S.A. or other democratic countries should be carefully packed. The contents of such packages should be fully listed and described, and the name and address of both the sender and receiver should be clearly enscribed on the outside of each package. SCAP should make every effort to facilitate the sending and receiving of materials approved by him by authorizing the use of international parcel post, water and air transport. By special provision blocked yen may also be used for this purpose.

7. The amount of interchange of materials permitted to enter each country in accordance with the above policy should be subject to the approval of SCAP, the War

Department

**SECRET**



**SECRET**

- 5 -

*provisionally* Department and the Department of State, [and should also be subject to the availability of educational, religious, scientific, informational and other cultural materials.]

**SECRET**



JKE/

~~SECRET~~

POLICY FY

BETWEEN JAPAN

Do you know anything about status of this?

1. Government to the in of materi- tation.

United States ion with respect other countries, Japanese reorien-

ITB

**URGENT**  
GPO 678017

2.  
3.

CONCLUSIONS

4. It is concluded that:

a. During the period of occupation and subject to approval as outlined in paragraph b. there should be permitted between Japan and other countries an interchange on a permanent or loan basis of materials for educational, religious, scientific, informational and general cultural purposes in order to further the process of re-orientation of the Japanese people and to prepare them for assimilation into the society of nations.

b. For the purpose of carrying out the above aims the United States Government shall assist in this non-commercial interchange of cultural and scientific materials to the extent necessary until normal channels of communication and transportation are restored. [All materials

SECRET



SFB Pending **SECRET**

POLICY FOR THE INTERCHANGE OF MATERIALS BETWEEN JAPAN  
AND OTHER COUNTRIES

THE PROBLEM

1. To determine the policy of the United States Government during the period of occupation with respect to the interchange, between Japan and other countries, of materials useful to the process of Japanese reorientation.

FACTS BEARING ON THE PROBLEM

2. See Appendix "A".

DISCUSSION

3. See Appendix "B".

CONCLUSIONS

4. It is concluded that:

a. During the period of occupation and subject to approval as outlined in paragraph b. there should be permitted between Japan and other countries an interchange on a permanent or loan basis of materials for educational, religious, scientific, informational and general cultural purposes in order to further the process of reorientation of the Japanese people and to prepare them for assimilation into the society of nations.

b. For the purpose of carrying out the above aims the United States Government shall assist in this non-commercial interchange of cultural and scientific materials to the extent necessary until normal channels of communication and transportation are restored. [All materials

**SECRET**



**SECRET**

- 2 -

materials interchanged should have the approval of SCAP, the War Department, and the Department of State.

g. No cultural or scientific materials should be interchanged which would (1) encourage ultra-nationalism or militarism; (2) tend to create divisions between countries of and foster disrespect for the United Nations; or (3) incite to riot or disorder or otherwise interfere with the process of Allied control.

d. The following categories of cultural and scientific materials may be interchanged between Japan and other countries on a non-commercial basis without license:

- (1) Educational materials and tools such as books, pamphlets, periodicals, newspapers, literary manuscripts, maps, charts, paper, pens, brushes, pencils, rulers, slide rules, small printing, typing, reproducing and calculating machines, and any other school equipment.
- (2) Religious Objects and materials such as crosses, rosaries, pictures, images, vestments, etc.
- (3) Scientific materials such as instruments, tools, specimens concerned with the natural sciences, museum objects, models, dioramas, journals, reports, etc.
- (4) Informational materials such as photographs, slides, negatives, films, filmstrips, motion

**SECRET**



**SECRET**

- 3 -

motion picture and slide projectors, radios, and playback equipment.

(5) Cultural materials such as drawings, paintings, engravings, etchings, sculpture, carvings, artists' brushes, pigments and tools, sheet music, musical and speech recordings, musical instruments, museum and art objects.

g. The conclusion of informal agreements whereby individuals and organizations of the countries concerned may interchange, on a permanent or loan basis, materials listed in 4 g. shall be permitted, provided that such materials be used for non-commercial purposes.

f. In order to facilitate the interchange of materials listed above, steps should be taken to relax for this purpose present mail and transportation restrictions between Japan and other countries.

#### RECOMMENDATIONS

5. It is recommended that:

This paper, upon approval by SWNCC, be forwarded by the Department of State representative on the Far Eastern Commission, with instructions that its substance be presented to the FEC with a view to obtaining a policy decision on the subject.

**SECRET**



**SECRET**APPENDIX "A"FACTS BEARING ON THE PROBLEM1. SWNCC 162/2Reorientation of the Japanese.

4 g. "Because of the inherent nature of the problem, the basic planning for and continuing development of a U.S. program of reorientation and reeducation is an appropriate responsibility of the Department of State subject to existing arrangements with respect to control machinery for Japan and the channel of command for issuing instructions to SCAP."

d. "The Department of State should immediately undertake basic planning for and the development of such a program for the approval of SWNCC, and where necessary, for that of FEC. Such a program should be implemented by SCAP and where appropriate and after coordination with SCAP by the Department of State in the United States."

e. "This program should be considered as a matter of priority and should be given adequate support in funds, material and facilities to insure that maximum advantage is taken of present more favorable psychological conditions of the Japanese people."

2. SWNCC 150/4/A3. "Encouragement of Desire for Individual Liberties and Democratic Processes."

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

3. The

**SECRET**



**SECRET**

- 2 -

3. The Department of State has received many letters from educational institutions, learned societies and scholars in the U.S.A. and Japan requesting permission for the interchange of materials of educational, religious, scientific, informational and general cultural nature. This demand should be met by a basic policy which when properly implemented will go far towards reeducating and reorientating the Japanese in the ways of peace and democracy.

**SECRET**



APPENDIX "B"DISCUSSION

1. The Potsdam Declaration states in part that "The Japanese Government shall remove all obstacles to the revival and strengthening of democratic tendencies among the Japanese people. Freedom of speech, of religion, and of thought, as well as respect for the fundamental human rights shall be established." To that end, it would appear essential that the Japanese people be allowed to resume contact at the earliest possible date with all democratic peoples, the more effectively to expedite the reeducation of Japan in the democratic way of life.

2. An interchange on a non-commercial basis of materials in the fields of education, religion, science, information and general culture between Japan and democratic countries will further Japanese reeducation and reorientation in the following respects:

a. It will assist the Japanese in overcoming their nationalistic isolation in the spiritual and intellectual spheres by the reestablishment of personal cultural ties with democratic countries.

b. It will exert a direct democratic influence upon the spiritual and intellectual life of the Japanese by affording them a first-hand acquaintance of materials in democratic countries.

c. It will provide an effective means of countering the undermining influences of Japanese militarists and reactionaries by enabling reliable Japanese to gain  
first-hand

**SECRET**



**SECRET**

- 2 -

first-hand knowledge of the ways of democracy in other countries.

d. It will assist in the reestablishment of libraries, museums, art galleries, scientific institutions, universities and other institutions of learning.

e. It will assist in achieving the aims of the occupation by providing additional materials for the re-orientation of the Japanese people toward democracy and peace.

f. It will enable citizens of democratic countries to acquire direct appreciation and understanding of the problems of Japanese reeducation and to participate in the work necessary for their successful solution.

3. Subject to the favorable development of Japanese reeducation, the interchange of materials should be conducted increasingly on a non-commercial basis, in the educational, religious, scientific, informational and cultural spheres or in other spheres of importance for the spiritual and intellectual reorientation of the Japanese people towards world friendship and democracy. Until such a time, however, as the interchange can be placed on a private or commercial basis, the State Department in consultation with the War Department and SCAP should have the responsibility of formulating a positive program of the interchange of materials which will provide the Japanese for their reeducation a knowledge of the achievements of democratic nations.

4. In selecting materials for the purposes defined under paragraph 2, the following should be regarded as particularly suitable:

a. Educational

**SECRET**



- 3 -

**SECRET**

a. Educational materials and tools such as books, pamphlets, periodicals, newspapers, literary manuscripts, maps, charts, paper, pens, brushes, pencils, rulers, slide rules, small printing, typing, reproducing and calculating machines and any other school equipment.

b. Religious objects and materials such as crosses, rosaries, pictures, images, vestments, etc.

c. Scientific materials such as instruments, tools, specimens concerned with the natural sciences, museum objects, models, dioramas, journals, reports, etc.

d. Informational materials such as photographs, slides, negatives, films, filmstrips, motion picture films, motion picture and slide projectors, radios and playback equipment.

e. Cultural materials such as drawings, paintings, engravings, etchings, sculpture, carvings, sheet music, musical and speech recordings, musical instruments, museum and art objects.

5. Approval of materials for interchange should be carried out as follows:

a. Certification should be made by the sender that the materials will not be utilized for commercial purposes. The sending of all materials must be sponsored by an organization, institution or agency either official or private.

b. The total amount of materials sent and received should be limited by the nature and objectives of the control machinery and the problems of reorientation and reeducation of Japan.

c. Materials

**SECRET**



**SECRET**

- 4 -

~~g. Materials sent by U.S. citizens or groups to Japan and by Japanese subjects or groups to the U.S.A. should be approved by SCAP, the War Department and the Department of State.~~

~~d. Materials sent by Allied persons or groups to Japan and by Japanese subjects or groups to countries other than the U.S.A. should be approved by SCAP and the country or countries of destination or origin other than Japan.~~

6. With regard to sending charges, all materials sent by individuals or groups in the U.S.A. or other democratic countries to individuals or groups in Japan should be carefully packed, marked and prepaid by the sender. Materials sent by individuals and groups in Japan to individuals or groups in the U.S.A. or other democratic countries should be carefully packed. The contents of such packages should be fully listed and described, and the name and address of both the sender and receiver should be clearly enscribed on the outside of each package. SCAP should make every effort to facilitate the sending and receiving of materials approved by him by authorizing the use of international parcel post, water and air transport. By special provision blocked yen may also be used for this purpose.

7. The amount of interchange of materials permitted to enter each country in accordance with the above policy should be subject to the approval of SCAP, the War

Department

**SECRET**



**SECRET**

- 5 -

Department and the Department of State, and should also be subject to the availability of educational, religious, scientific, informational and other cultural materials.

**SECRET**



N.B.

SFE: PendingMEMORANDUM FOR THE SECRETARY, STATE-WAR-NAVY  
COORDINATING SUBCOMMITTEE FOR THE FAR EAST

**Subject:** Draft Paper on Policy for the Inter-  
change of Persons Between Japan and  
Other Countries.

There is attached for consideration of the Subcommittee a draft paper on "Policy for the Interchange of Persons Between Japan and Other Countries". As the United States Member of the Committee on Strengthening of Democratic Tendencies of the Far Eastern Commission has been pressed for the United States position on this matter, it is requested that the attached be considered by the Subcommittee as a matter of priority.

Hugh Borton  
Acting Chairman

Enclosure:

Draft paper, as stated.

JA:HBorton:mls  
12-12-46

FE J-K Secretariat A-H



**SECRET**

POLICY FOR THE INTERCHANGE OF PERSONS BETWEEN JAPAN AND  
OTHER COUNTRIES

THE PROBLEM

1. To determine the policy of the United States Government during the period of occupation with respect to the interchange between Japan and other countries of persons useful to the process of reorientation.

FACTS BEARING ON THE PROBLEM

2. See Appendix "A".

DISCUSSION

3. See Appendix "B".

CONCLUSIONS

4. It is concluded that:

a. During the period of occupation and subject to approval as outlined in paragraph b. there should be permitted between Japan and other countries an interchange of persons for educational, religious, scientific, informational and general cultural purposes including members of trade unions and related organizations and agencies whose purposes are recognized as democratic and who will contribute toward the process of reorientation. Such interchange shall include participation in international conferences and conventions.

b. Each individual, whether proceeding singly or as a member of a group will be considered on his own merits and must be approved by SCAP. Furthermore, each individual proceeding to or coming from Japan must be sponsored by a government or by a non-government organization or institution, and must also have the approval of the governments of origin and destination. Communications regarding

**SECRET**



- 2 -

SECRET

regarding clearance for such persons should follow established governmental and military channels.

g. "The total expenses outside of Japan, including travel, living and incidental costs of persons going from Japan, shall be defrayed by the nationals, institutions or governments of the country or the countries, other than Japan, receiving or sponsoring such persons. The total expenses, including non-yen equivalent of yen used in Japan, of persons going to Japan shall also be defrayed by the non-Japanese nationals, institutions or governments sponsoring such persons. Such non-yen equivalent of yen used in Japan shall be made available in currencies usable by SCAP in payment for imports of goods or services to Japan. Exceptions may be made in case of expenses payable from yen balances in Japan or sponsoring nationals, institutions or governments wherever special permission for such use of yen balances has been obtained from SCAP."

d. No interchange shall be effected of persons who will engage in political, commercial or diplomatic activities.

g. Missionaries may engage in their normal pursuits in Japan subject to the conditions stated in Annex 1.

f. Interchange of students, teachers and other personnel engaged in scientific studies, teaching or research shall be permitted provided such personnel and studies are of a non-military character and contribute to the process of democratization or otherwise further the purposes of the occupation.

g. The extent of the program should be determined by SCAP. Any general program drawn up by SCAP for the  
exchange

SECRET



- 3 -

SECRET

exchange of persons for the purposes set forth in this paper should take into consideration the needs and objectives of the occupation, and the conditions and facilities available both in Japan and the countries concerned.

RECOMMENDATIONS

5. It is recommended that:

This paper, upon approval by the SWHCC, and the JCS if they have no objection from a military point of view, be forwarded by the Department of State to the United States representative on the Far Eastern Commission with instructions that its substance be presented to the FEC with a view to obtaining a policy decision on the subject.

SECRET



SECRET

APPENDIX "A"FACTS BEARING ON THE PROBLEM1. SWNCC 162/2Reorientation of the Japanese.

4g. "Because of the inherent nature of the problem, the basic planning for and continuing development of a U.S. program of reorientation and reeducation is an appropriate responsibility of the Department of State subject to existing arrangements with respect to control machinery for Japan and the channel of command for issuing instructions to SCAP."

f. "The Department of State should immediately undertake basic planning for and the development of such a program for the approval of SWNCC, and where necessary, for that of FEC. Such a program should be implemented by SCAP and where appropriate and after coordination with SCAP by the Department of State in the United States."

g. "This program should be considered as a matter of priority and should be given adequate support in funds, material and facilities to insure that maximum advantage is taken of present more favorable psychological conditions of the Japanese people."

2. SC-034/1. External Relations of Japanese Trade Unions.

"1. The Steering Committee of the Far Eastern Commission at its twenty-sixth meeting, 20 August 1946, agreed that the problem of external relations of Japanese trade unions should be considered as part of Japanese external relations in general exclusive of diplomatic, political, trade and commerce relations. The Soviet member reserved his position on this paragraph."

3. SC 038.

SECRET



SECRET

- 2 -

3. SC 038. Civilians permitted to Enter and Leave Japan.

"1. At the twenty-fifth and twenty-sixth meetings of the Steering Committee, the United States member agreed to request information of his Government with respect to categories of people permitted to enter and leave Japan.

"2. The Enclosure, a reply from the United States Department of State to the request of the United States member for this information and presented by him at the twenty-seventh meeting of the Steering Committee, is circulated for the information of the Far Eastern Commission and referred to COMMITTEE NO. 4: STRENGTHENING OF DEMOCRATIC TENDENCIES for consideration in connection with SC 034, External Relations of Japanese Trade Unions.

E N C L O S U R ECIVILIANS PERMITTED TO ENTER AND LEAVE JAPAN

22 August 1946

"With reference to your request regarding civilians exclusive of Government employees who have received permission to enter Japan I have been informed that only missionaries and religious workers are permitted to enter that country. According to Commander Mellett of the Military Permit Office, there have been approximately 90 such missionaries and religious workers who have been given permission to go to Japan since the close of the hostilities.

"With regard to the number of Japanese subjects who have been permitted to leave Japan since the end of the hostilities for the purpose of visiting another country, the only information I have been able to obtain is that there has been only one Japanese permitted to leave Japan  
for the

SECRET



**SECRET****- 3 -**

for the United States. This person was a Mrs. Uemura, a Christian worker who was invited to come to this country for the purpose of participating in religious conferences."

4. Conditions Reference Missionaries Entering Japan.

See Annex 1. Message from General MacArthur to the War Department, December 29, 1945.

**SECRET**



SECRET

ANNEX 1

Message from General MacArthur to the War Department,  
29 December, 1945.

It is my policy to permit the return of missionaries to Japan to the maximum extent practicable. It is proposed to approve the return of all those missionaries who have previous service in Japan as rapidly as applications are received provided that the sect sponsoring their return can furnish assurance that it has available suitable living accommodations and will provide maintenance which will guarantee that the individuals will not become a burden on the occupation forces. This policy is to apply whether the missionary is male or female.

Under current economic directives the assurances of financial support of missionaries must be based entirely on church resources in Japan. Assurances of living accommodations must be based on investigation of local conditions by church representatives. Assurances of food must be based on arrangements between church representatives in Japan and the Japanese Government. Those sects which at present have no representation in Japan are not in a position to guarantee suitable conditions for reception of their missionaries. In order to provide an equitable basis for returning missionaries of all sects which had representation in Japan prior to the war, it would be desirable for such sects not presently represented here to return representatives qualified to investigate local conditions and church resources available.

Authority would be needed to furnish such representatives food, yen funds, housing, and transportation until they can establish themselves, at which time they could assume responsibility for giving this headquarters the  
necessary

SECRET



**SECRET**

- 2 -

necessary assurances on which return of other missionaries may be based. It is believed that families should not be returned to Japan until the present living conditions have materially improved. This may take place in the case of individual families progressively and each case should be carefully examined on its merits.

The foregoing policy has been stated on the basis of returning missionaries who have actual experience here. It may be extended to include new missionaries upon receipt of adequate assurance of individuals, preparation to cope with the language and other local problems of the country.

**SECRET**



SECRET

APPENDIX "B"DISCUSSION

1. The Potsdam Declaration states in part that "The Japanese Government shall remove all obstacles to the revival and strengthening of democratic tendencies among the Japanese people. Freedom of speech, of religion, and of thought, as well as respect for the fundamental human rights shall be established". To that end, it would appear essential that the Japanese people be allowed to resume contact at the earliest possible date with all democratic peoples, the more effectively to expedite the reeducation of Japan in the democratic way of life.

2. An interchange of persons in the fields of education, religion, science, information and general culture between Japan and democratic countries will further Japanese reeducation in the following respects:

a. It will assist the Japanese in overcoming their nationalistic isolation in the spiritual and intellectual spheres by the reestablishment of personal cultural ties with democratic countries.

b. It will exert a direct democratic influence upon the spiritual and intellectual life of the Japanese by affording, (1) first-hand, personal acquaintance with citizens of democratic countries in Japan, and (2) direct observation and study by Japanese in democratic countries.

c. It will provide an effective means of countering the undermining influences of Japanese militarists and reactionaries by enabling reliable Japanese to gain first-hand knowledge of the ways of democracy in other countries.

d. It will

SECRET



- 2 -

d. It will assist in the readjustment of industry and the improvement of economic conditions in Japan.

e. It will enable peace-loving and democratic Japanese, coming from a society disorganized by war, to experience the life of a society dedicated to the cause of peace.

f. It will assist in achieving the aims of the occupation by providing additional personnel for the reorientation of the Japanese people toward democracy and peace.

g. It will enable the citizens of democratic countries to acquire direct appreciation and understanding of the problems of Japanese reeducation and of the work necessary for their successful solution.

3. Subject to the favorable development of Japanese reeducation, the exchange of persons should be conducted increasingly on a private basis, in the educational, religious, scientific, informational, and cultural spheres or in other areas of importance for the spiritual and intellectual reorientation of the Japanese people toward peace and democracy. Until such a time, however, as exchange can be placed largely on a private basis, appropriate Washington agencies in consultation with SCAP should have the responsibility of formulating and facilitating a positive program of exchange of persons which will provide the Japanese with knowledge of the achievements of democratic nations for their reeducation.

4. In selecting persons for the purpose defined under paragraph 2, the following types of individuals

shall be



- 3 -

SECRET

shall be regarded as particularly suitable:

- a. Leaders in education--professors, teachers and other persons concerned with educational affairs.
- b. Leaders in religious activities, wherever they would contribute to freedom of religion or the spread of other democratic ideals.
- c. Leaders in science--social, natural, medical and other related sciences conducive to the development of a peaceful and democratic Japan.
- d. Leaders in informational and related fields of activity, such as press, radio and films.
- e. Leaders in civic, welfare, youth, social and other organizations.
- f. Leaders in occupational and professional organizations, such as agricultural associations and representatives of trade unions.
- g. Leaders in art, letters, music and the stage.
- h. Advanced students from institutions of higher learning, trainees, and professional research experts.

5. Approval of persons should be carried out as follows:

- a. Certification must be made by each applicant that his trip will not be utilized to serve commercial interests. The trip of each applicant must be sponsored by an organization, institution or an agency either official or private.

- b. The total number of applicants should be limited by the nature and objectives of the control machinery and the problem of living conditions in Japan.

- c. In the case of

SECRET



SECRET

- 4 -

g. In the case of U. S. citizens proceeding to Japan and Japanese nationals proceeding to the U. S. A., the eligibility of each person and that of his sponsor should be approved by SCAP, the War Department and the Department of State. Such approval shall depend on the results of a thorough security check made by the appropriate agencies in Japan and the United States, and submitted with full information on each candidate to SCAP, to the War Department and to the Department of State. It shall be understood that, in case of reasonable doubt regarding a candidate, his application shall be disapproved.

g. In the case of Allied persons proceeding to Japan and Japanese nationals proceeding to countries other than the U. S. A., the eligibility of each person and that of his sponsor should be approved by SCAP and the country or countries of destination or origin other than Japan. Such approval shall depend on the results of a thorough security check made by the appropriate agencies in Japan and in the foreign countries concerned and submitted with full information on each candidate to SCAP. It shall be understood that, in case of reasonable doubt regarding a candidate, his application shall be disapproved.

6. Payment of Expenses. SCAP should be responsible for restricting yen funds of persons visiting Japan to amounts required for reasonable personal expenses. In the case of United States nationals, each person should submit for prior approval of the War and State Departments,

a certified

SECRET



- 5 -

SECRET

a certified statement of sources of funds to cover his or her expenses. The sponsoring person, institution or government is responsible for making arrangements for all necessary expense payments. Yen may be purchased by methods currently authorized (e.g., through War Department, National City Bank, etc.). Currency other than dollars, if usable by SCAP for purchases of imports or services, may be accepted in payment for regular yen. "Type A yen" for expenditure in Army Post Exchanges must be procured with dollars. Any compensation received by Japanese nationals in the democratic country visited, over and above actual expenses, shall be exchanged for yen at the prevailing rate, and the equivalent shall be deposited in a special fund for cultural purposes. This fund may be drawn upon to defray expenses involving currencies other than yen which are not covered by the sources listed above.

7. The number of Japanese permitted to enter each country in accordance with the above policy should be subject to the availability of educational, religious, scientific, informational, cultural and other facilities and resources.

SECRET



File: SFE Pending

/ Memo to JHH drafted by SEA 12/3/46.

~~SECRET~~ MEMORANDUM

December 2, 1946.

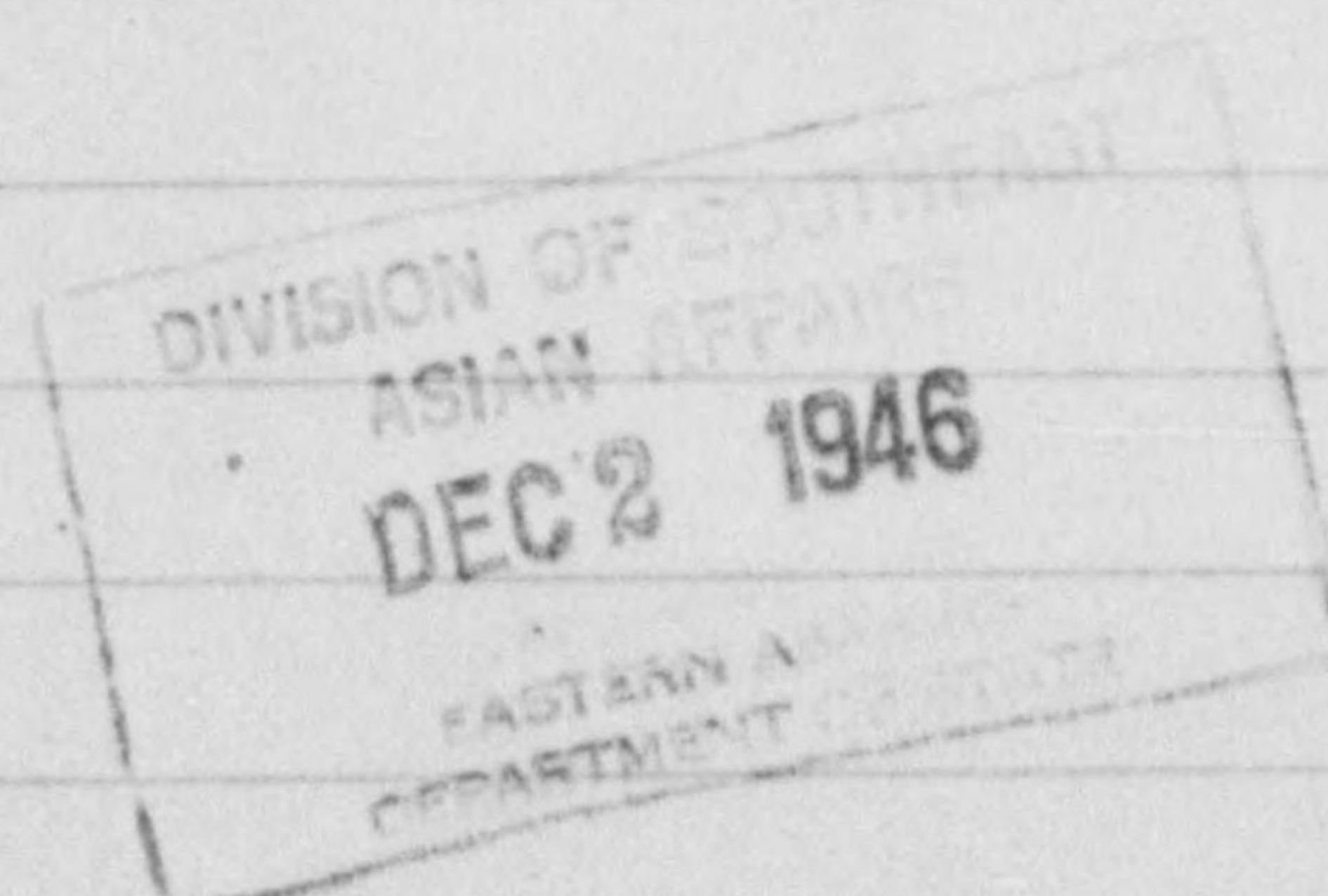
TO: SEA  
 FROM: Mr. Penfield  
 SUBJECT: Retention of Japanese in Southeast Asia

In connection with our conversation on retention of Japanese in Southeast Asia, it is suggested that a memorandum along the lines of the attached be drafted for General Hilldring's signature. Mr. Borton as the Acting Chairman of SFE should initial and he should be asked to inform the SFE Secretariat of the name of the State working group member (presumably either Mr. Lacy or Mr. Ogburn). In order to take in all angles of the problem it is suggested that, when the working group starts drafting, the "STATEMENT OF THE PROBLEM" might be along the following lines: "To determine US policy regarding (a) the British and Dutch desire to retain a total of <sup>95,500</sup> ~~90,000~~ (?) Japanese in Southeast Asia to be used as laborers and (b) the British desire to transfer responsibility for carrying out the terms of surrender in the Netherlands East Indies from SACSEA to the Netherlands Indies authorities." SWNCC 35/13/D is pertinent in regard to (b) — as is WARX 83227 of 4 Apr 46 —

~~CONFIDENTIAL~~ JCS to MacArthur & Undermeyer.

FE:JKPenfield:hst

JCP





*File SFE; Pending!**FE**Exchange of Persons*

JA, Mr. Borton

September 24,

FE, Mr. Penfield

1946.

*Original of memo to  
ADO 9/24/46.*

Exchange of persons between Japan and democratic countries.

The following comments occur to me regarding the draft policy for exchange of persons between Japan and democratic countries:

(1) I question the advisability of including scientific personnel in this program at this point. Although there is obviously a large non-controversial scientific field in which work could be carried on, there are also certain types of scientific development which would probably be prohibited or at least discouraged in Japan for some time. It therefore seems to me that potential controversy could be eliminated by dropping the scientific category at this time, which would still leave a wide cultural field.

(2) One of the possibilities in connection with such a program is the importation of disproportionately large numbers of Japanese into the Soviet Union. It therefore seems to me that there should be some safeguards written into the paper to prevent such a development.

(3) Page 2, paragraph c it seems to me should be more fully explained. As stated almost any exchange "can be construed" to relate in part at least to Japanese political, economic or diplomatic affairs. Also, the use of the word "exchange" is not clear. Is the dispatch of one Japanese to the United States considered an exchange?

(4) Page 2, paragraph d apparently refers to SCAP's regulations for the employment of Allied personnel in SCAP. On page 9, paragraph D, however, mention is made of "the introduction into a particular liaison mission of a representative of a trade union". Furthermore, the paper appears to ignore the possibility of missionaries, for instance, going to Japan in a strictly private capacity, which it seems to me should not be impossible on a limited scale even at this time. It also seems to me that a somewhat stronger stand on persons going to Japan might be taken. It is, after all, over a year since the surrender and it might be desirable therefore to recast the second and third sentences of paragraph D, page 9, to reflect this situation.

(5) Page 7, paragraph C(a) apparently contemplates that the trip of each Japanese to any country abroad and of each foreigner from any country to Japan shall first be approved by SCAP, the War Department and the State Department. Approval by SCAP as an Allied agency is of course appropriate, but I doubt whether the FEC will want to allow other nationals to be passed on by the strictly American (War and State Departments) agencies.

FE:JKPenfield:hst



STANDARD FORM NO. 64

*SFE: Pending - Exchange of Persons***Office Memorandum • UNITED STATES GOVERNMENT**

TO : JA - Mr. Borton

DATE:  
September 18, 1946FROM : JK - Mr. Whitman *RJW*

SUBJECT: Exchange of persons between Japan and democratic countries.

The following is proposed as a substitute of the present paragraph (c) on page 2:

The total expenses outside of Japan, including travel, living and incidental costs, of persons going from Japan shall be defrayed by the nationals, institutions or governments of the country receiving or sponsoring such persons. The total expenses, including non-yen equivalent of yen used in Japan, of persons going to Japan shall also be defrayed by the country sponsoring such persons.

In place of paragraph (b) on page 8, I propose the following:

7. Payment of Expenses. SCAP should be responsible for restricting yen funds of persons visiting Japan to amounts required for reasonable personal expenses. In the case of United States nationals, each person should submit for prior approval of the War and State Departments, a certified statement of sources of funds to cover his or her expenses. The sponsoring person, institution or government is responsible for making arrangements for all necessary expense payments. Yen may be purchased by methods currently authorized (e.g., through War Department, National City Bank, etc.) Currency other than dollars, if usable by SCAP for purchases of imports or services, may be accepted in payment for regular yen. "Type A yen" for expenditure in Army Post Exchanges must be procured with dollars. Any compensation received by Japanese nationals in the democratic country visited, over and above actual expenses shall be exchanged for yen at the prevailing rate, and the equivalent shall be deposited in a special fund for cultural purposes. This fund may be drawn upon to defray expenses involving currencies other than yen which are not covered by the sources listed above.

cc: Mr. Buchanan - ADO

JK:RHWhitman:emh



*Return to ADO,*

**D R A F T**

**POLICY FOR EXCHANGE OF PERSONS BETWEEN JAPAN**  
**AND DEMOCRATIC COUNTRIES**

*ADO draft*

*inter*

**THE PROBLEM**

1. To determine the policy of the United States Government during the period of occupation with respect to the exchange of persons, exclusive of diplomatic, commercial and political, between Japan and democratic countries.

**FACTS BEARING ON THE PROBLEM**

2. See Appendix "A".

**DISCUSSION**

3. See Appendix "B".

**CONCLUSIONS**

4. It is concluded that:

a. During the period of occupation and subject to the approval of SCAP on the individual merits of each case, there should be permitted between Japan and democratic countries an *inter-change* exchange of persons in the fields of education, religion, information, *science* and general cultural activity, *inter* including the



- 2 -

including the field of trade unions and other societies whose purposes are universally recognized to be democratic.

b. The total expenses, including travel, living and incidental costs, of persons going <sup>abroad</sup> from Japan shall be defrayed by the country receiving such persons.

<sup>interchange</sup>  
c. No exchange shall be effected which <sup>where primary purpose</sup> can be construed to <sup>relates</sup> relate in whole or in part to Japan's political, economic or diplomatic affairs.

d. The dispatch to Japan of persons in the fields of education, religion, science and general cultural activity, including the field of trade unions and other societies whose purposes are universally recognized to be democratic shall be governed by the <sup>already</sup> formula/worked out by SCAP for this purpose. (See Appendix "A".)

#### RECOMMENDATIONS

5. It is recommended that:

This paper, upon approval by the SWNCC, be forwarded

by the



- 3 -

by the Department of State to the United States representative on the Far Eastern Commission, with instructions that its substance be presented to the FEC with a view to obtaining a policy decision on the subject.



APPENDIX "A"FACTS BEARING ON THE PROBLEMa. SWNCC 162/2Reorientation of the Japanese.

4 c. "Because of the inherent nature of the problem, the basic planning for and continuing development of a U.S. program of reorientation and reeducation is an appropriate responsibility of the Department of State subject to existing arrangements with respect to control machinery for Japan and the channel of command for issuing instructions to SCAP."

d. "The Department of State should immediately undertake basic planning for and the development of such a program for the approval of SWNCC, and where necessary, for that of FEC. Such a program should be implemented by SCAP and where appropriate and after coordination with SCAP by the Department of State in the United States."

e. "This program should be considered as a matter of priority and should be given adequate support in funds, material and facilities to insure that maximum advantage

is taken



- 2 -

is taken of present more favorable psychological conditions of the Japanese people."

b. FEC 069 Appendix "A"

Employment of Allied Personnel in SCAP. Telegram

Sent by FEC.

"During the Commission's recent visit to Japan we noted that you would welcome the collaboration of Allied experts and advisors in the several fields of activity of your services in your capacity of SCAP. After consideration of this matter by the delegations it has been suggested that before proceeding further with it the members of the Commission would be grateful for your views and advice on the following questions: What would be the status of such Allied personnel: (1) should they be integrated in SCAP or employed as advisors? (2) In the latter case would they be as we suppose subject to existing organization of command and discipline? (3) What would be the conditions of their engagement nature and duration of contract, scale of remuneration and by whom payable



- 3 -

payable, food and lodging, possibility of bringing families? (4) What sections are wanting experts and on what subjects? (5) How and where should applications be made?"

c. FEC 069 Appendix "B". Reply by SCAP.

"Following message received from MacArthur with reference to question regarding employment of Allied Personnel in SCAP '(1) they should be integrated into SCAP sections in contradistinction to employment as advisors. Latter not desired and would serve no useful purpose. (2) If in civilian status conditions of engagement nature and duration of contract should be comparable to that of American employees except that salary basis would be determined by government concerned. Present length of American contracts is one year. If in military status length of assignment should conform to policy of government concerned. (3) Scale of remuneration and payment to be by the government concerned. (4) Food and lodging to be supplied by mission or comparable agency in

Tokyo



- 4 -

Tokyo of government concerned. The same privileges would be extended to dependents as contemplated for American employees chief factors being availability of quarters.

(5) Practically all sections and subjects could utilize experts. Applications should be submitted as determined by governments concerned for reference to this headquarters."

d. SC-034/1. External Relations of Japanese Trade Unions.

"1. The Steering Committee at its twenty-sixth meeting, 20 August 1946, agreed that the problem of external relations of Japanese trade unions should be considered as part of Japanese external relations in general exclusive of diplomatic, political, trade and commerce relations. The Soviet member reserved his position on this paragraph."



APPENDIX "B"DISCUSSION

I. The Potsdam Declaration states in part that "The Japanese Government shall remove all obstacles to the revival and strengthening of democratic tendencies among the Japanese people. Freedom of speech, of religion, and of thought, as well as respect for the fundamental human rights shall be established." To that end, it would appear essential that the Japanese people be allowed to resume contact at the earliest possible date with all democratic peoples, the more effectively, to expedite the re-education of Japan in the democratic way of life. An exchange of persons in the fields of education, religion, information, science and general culture between Japan and democratic countries will further Japanese re-education in the following respects:

(a) It will assist the Japanese in overcoming their nationalistic isolation in the spiritual and intellectual spheres by the reestablishment of personal cultural ties with democratic countries.

(b) It will exert a direct democratic influence upon the spiritual and intellectual life of the Japanese by

affording



(2)

affording, (1) first-hand, personal acquaintance with and study of citizens of democratic countries in Japan, and (2) direct observation and study by Japanese subjects in democratic countries. Japanese students, if allowed to visit foreign institutions, will bring back to their compatriots first-hand impressions of democratic ideals. Professors sent out from Japanese institutions will bring back to Japan ideas and techniques for ready employment in the reorientation and rehabilitation of the Japanese educational system.

(c) It will provide an effective means of countering the undermining of belief in democracy by Japanese reactionaries because it will enable reliable Japanese to gain first-hand knowledge of the ways of democracy in other countries. It will encourage and assist them in exerting their influence upon former militaristic and reactionary elements and in winning them ultimately to a democratic way of life.

(d) It will advance the cause of science and will <sup>industrial + agricultural</sup> better economic conditions in Japan. For example, the exchange of scientists, in both the theoretical and applied fields, will serve not only to bring about a better concept of democratic ideals, but will also hasten the economic recovery of Japan and lessen the burden of Japanese

occupation



(3)

occupation and dependence on outside financial support.

Agricultural scientists could study the manner in which such countries of limited land area as Denmark and the Netherlands have dealt with their agricultural problems, while industrial scientists could study the success of Switzerland, Sweden and other small countries with limited resources in achieving a high income per capita of population.

(e) It will enable peace-loving and democratic Japanese, coming from a society in ruins, to experience the life of a society dedicated to the cause of peace.

(f) It will facilitate the work of SCAP by providing him with additional personnel to help him carry out his responsibility of reorientating the Japanese people towards democracy and peace.

(g) It will enable the citizens of democratic countries to acquire direct appreciation and understanding of the problems of Japanese reeducation and of the work necessary for their successful solution.

II. The exchange of persons may take place under government sponsorship or under private sponsorship with government approval. Subject to the favorable development of Japanese

reeducation



- 4 -

reeducation, the exchange of persons should be conducted increasingly on a private basis, in the educational, religious, informational, scientific and cultural spheres or in other areas of importance for the spiritual and intellectual reorientation of the Japanese people toward peace and democracy. Until such a time, however, as exchange can be placed largely on a private basis, SCAP should have the responsibility of formulating and executing a positive program of exchange of persons which will provide the Japanese with knowledge of the achievements of democratic nations for their reeducation.

III. A. In selecting persons for the purposes defined under Paragraph I, the following categories shall be regarded as particularly suitable:

(a) Leaders in education--professors, teachers and other persons concerned with educational affairs. The sending of Japanese educators and scholars abroad to study in democratic countries and the bringing into Japan of men of similar caliber and interests would contribute greatly to the reorientation of Japanese education.

(b) Leaders



- 5 -

- (b) Leaders in religious activities. The resumption, for example, of contact by Japanese Christians with Christian groups in other countries is desirable as a means of encouraging the spread of democratic ideals in Japan.
- (c) Leaders in informational and related fields of activity, such as press, radio and films. Japanese leaders in these fields need contact with similarly occupied leaders in democratic countries.
- (d) Leaders in civic, welfare, youth, social and other organizations. Boy Scout and Girl Scout leaders of Japan, for instance, might be sent to training schools in the United States and other democratic countries. On their return they would be in a position to help the adolescent youth of Japan develop a democratic point of view, and they would also be able to give valuable lessons in service and world friendship.
- (e) Leaders in occupational and professional organizations. Visits of representatives of trade unions, agricultural and other organizations in Japan devoted to the  
cause of



- 5 -

cause of democracy will serve to hasten and guide the growth of such democratic organizations through contact with the leading spirits of similar groups in other countries.

(f) Leaders in art, letters, music and the stage.

The personal contacts of Japanese leaders in the arts with similar leaders in democratic countries should prove helpful in the democratic reorientation of Japan.

(g) Advanced students from institutions of higher learning, trainees, and professional research experts.

In addition to the visits of individual Japanese to foreign institutions, the attendance of Japanese scientists and ideological leaders other than political at international conferences would seem desirable both from the standpoint of the other participating powers and the Japanese themselves. Already several international scientific congresses have indicated a wish to have Japanese representatives in attendance both to learn of Japanese progress in



7  
- 6 -

progress in the particular field and to aid that progress.

B. The following criteria shall be used in selecting individuals:

(a) The persons must be essentially concerned with educational, religious, scientific, informational and cultural affairs or with other activities related to the intellectual and spiritual reorientation of the Japanese people towards peace and democracy.

(b) The persons must further through their trips the work of SCAP in the reeducation of the Japanese people.

(c) The persons must be of such quality as to be able to influence the life/<sup>of</sup>the Japanese people.

(d) The persons must not utilize these trips to serve commercial interests.

C. Approval of persons should be carried out as follows:

(a) The trip of each person should be approved by SCAP, the War Department and the Department of State. >  
1

(b) Each



8  
- 7 -

(b) Each person should submit a certified statement of the sources of funds to cover his or her expenses for the approval of SCAP, the War Department and the Department of State. Expenses payable in Yen may be met by a sponsoring agency or institution in the United States, in Japan, or in a third country, or from the private resources of the individuals concerned. Expenses involving currencies other than Yen may be met by the United States nationals concerned or by a sponsoring agency or institution in the United States or in a third country. Any compensation received by Japanese nationals in the democratic country visited, over and above actual expenses shall be exchanged for Yen at the prevailing rate, and the equivalent shall be deposited in a special fund for cultural purposes. This fund may be drawn upon to defray expenses involving currencies other than Yen which are not covered by the sources listed above.

(c) In the case of Japanese nationals, the trip of each individual should be recommended or sponsored in the

receiving



- 9 -  
- 8 -

receiving democratic country by a private organization or institution or by an official agency or institution.

D. The number of persons permitted to enter each country in accordance with the above policy should be subject to the availability of pertinent educational, religious, scientific, informational, cultural and other facilities and resources. However, the nature and objectives of the control machinery for Japan and the problem of living accommodations would appear to preclude for the time being the entrance into Japan on an unrestricted basis of representatives of organizations or individuals whose activities cannot be classified as essential to the conduct of the occupation. Provision has been made by SCAP for the admission into Japan of needed personnel of Allied Nations where that need can be proved, where accommodations are available, and where the expense involved is not excessive in relation to the total SCAP operation. The machinery thus set up would appear to permit, for example, the introduction into a particular liaison mission of a representative of a trade union provided the mission regarded

such a



(0  
- 9 -

such a representative as essential and provided accommodations were available. The same might be true of religious, scientific and cultural representatives. In addition visits have been permitted and undoubtedly will continue to be permitted of representatives of religious, cultural and business organizations to inspect the state of properties in Japan.



*File: SFE: Pending*

STATE-WAR-NAVY COORDINATING COMMITTEE  
SUBCOMMITTEE FOR THE FAR EAST  
MUNITIONS BUILDING  
WASHINGTON, D. C.

S E C R E T

Serial No. 00479

12 August 1946

JBC/hmh

~~MEMORANDUM FOR~~ Dr. Hugh Borton, Chairman, S-442, Rm. 353, State Department  
Mr. Frank Schuler, S-3351, Rm. 634, War Manpower Building  
Lt. Col. R. B. McRae, W-71840, Rm. 4B934, Pentagon  
Comdr. Stephen Jurika, N-61293, Rm. 3616, Navy Department

Subject: Policy for Re-Education of the Japanese

Enclosure: Draft on Subject.

Ref: *SWNCC 108*

1. The enclosure, a proposed report to the SWNCC, is circulated to the Working Group at the request of Dr. Borton, Chairman.
2. It is hoped the members of the Working Group will be able to give this paper prompt attention and clear it informally.
3. If the members consider a Working Group meeting desirable prior to submittal of the paper to the Subcommittee, it is requested they so advise the Secretariat. Phone - S-2428, W-79707, N-3157.

*J. B. Cresap*  
J. B. CRESAP  
Comdr., USN  
Secretary



**SECRET**ENCLOSUREReport by the  
State-War-Navy Co-ordinating Sub-committee  
for the Far EastPOLICY FOR RE-EDUCATION OF THE JAPANESETHE PROBLEM

1. To determine the policy of the United States Government with regard to Japanese education as a part of the re-orientation program.

FACTS BEARING ON THE PROBLEM

- 2 . See Appendix "A".

DISCUSSION

3. See Appendix "B".

CONCLUSIONS

4. It is concluded that SCAP should initiate or continue to take such steps as he deems practicable to implement the following educational policies:
  - a. Efforts now being made to eliminate from the Japanese educational system all militaristic, ultra-nationalistic and other objectionable ideas, personnel and materials should be continued. All ultra-nationalistic symbols should be removed and compulsory ceremonies connected with them should be eliminated. Textbooks, teaching materials, courses of instruction and training, especially in history and geography, should be revised where necessary. Courses in morals and ethics should not be used to enhance the prestige of the imperial family or to inculcate concepts of militarism and ultra-nationalism.

- b. Emphasis

**SECRET**



**SECRET**

- 2 -

b. Emphasis should be placed on the dignity and worth of the individual, on independent thought and initiative, and on a scientific attitude in learning. Education should be looked upon as preparation for life in a democratic nation, and as training for the social and political responsibilities which freedom entails. Methods of instruction and examination should be so revised as to minimize dependence upon rote memory work. As a means of simplifying the process of acquiring a broad education, steps should be taken to encourage a greater use of the Latin alphabet in schools and study the problems of its use for general purposes.

c. Instruction should be given in current events, world affairs, and international co-operation. The interdependent character of international life should be stressed. The spirit of justice, fair-play and respect for the rights of others, particularly minorities, and the necessity of friendship based upon mutual respect for people of all races and religions should be emphasized.

d. Efforts should be made to increase the number of teachers, decrease the size of classes, extend the period of compulsory education, and, where appropriate, to facilitate co-education. Special stress should be placed on training in natural and social sciences, and in foreign languages which will be of greatest assistance in achieving the objectives of the re-orientation program.

e. Japanese youth should be provided with opportunities for varied vocational training and guidance,  
adequate

**SECRET**



**SECRET**

- 3 -

adequate physical education and sports, and appropriate organizations. Through these and other extra-curricular activities, the youth should be assisted in the adjustment to economic, social and political changes throughout the nation.

f. Equal educational opportunities for all, regardless of sex or social position, should be a primary goal. To achieve this end, both the government and private individuals should be encouraged to furnish maximum financial assistance to deserving students.

g. Adult education should be furthered by the use of all suitable facilities and media.

h. As a corrective to the regimented and limiting nature of normal school training in the past, and to provide teachers with aims and techniques in harmony with the objectives of the occupation, special emphasis should be placed upon the reorganization of normal schools and the establishment of teacher training institutes which will inculcate democratic principles. Encouragement should be given to independent thinking on the part of teachers. Emphasis should also be placed upon the interchange of teachers and techniques of instruction, and upon the employment, as teachers, of more graduates from professional schools and universities. The Ministry of Education should assist by furnishing advisers for teacher training purposes, by facilitating the exchange of teachers between schools, and by encouraging research in new ways of teaching, including a wider use of modern aural and visual aids.

i. Wherever

**SECRET**



**SECRET**

- 4 -

i. Wherever practicable, control of the educational system should be decentralized. The power of the Ministry of Education should be reduced in such a way as to minimize the evils of centralized control. This should be done by shifting authority and responsibility as much as possible to the prefectural level, or, where advisable, to the municipal level. The educational system should be freed from party politics, the stifling effects of bureaucratic control, and the evils of discrimination against graduates of private schools in civil service appointments.

j. The Ministry of Education should be so reorganized as to eliminate features not consistent with the policies set forth in this paper.

k. Encouragement and, wherever possible, financial and other assistance should be made available from both government and private sources to increase the number of private educational institutions of a liberal character, from the kindergarten to the university, and to raise their educational standards sufficiently to enable their graduates to receive equal treatment with those of government institutions. In achieving this standard of equality it may be necessary for the Japanese Government, without exercising undue control over the internal management, operation or curricula of institutions, to provide them with subsidies or other suitable aid. The government should also encourage an interchange of teaching methods and personnel between government and private institutions, and, wherever practicable, should provide equal access to all sources of educational material.

l. Encouragement

**SECRET**



**SECRET**

- 5 -

l. Encouragement should be given to the exchange of students, educators, educational methods and materials between Japan and democratic countries.

m. Encouragement should be given to the formation and re-orientation of educational associations, parent-teacher associations and teachers' unions, and to assist in making the Japanese people aware of the changing significance and direction of education in a democratic Japan. Such groups should be encouraged to consider practical problems of education.

n. In the implementation of the policies enumerated in this paper, educational reforms should be closely correlated with reforms in the social, economic and political life of the nation and the funds allocated for educational purposes should be commensurate with the prime importance of education in the creation of a democratic and peaceful Japan.

#### RECOMMENDATIONS

5. It is recommended that:

This paper, upon approval by the SWNCC, be forwarded by the Department of State to the United States representative on the Far Eastern Commission, with instructions that its substance be presented to the FEC with a view to obtaining a policy decision on the subject.

**SECRET**



APPENDIX "A"**SECRET**FACTS BEARING ON THE PROBLEMa. SWNCC 150/4Pt. III - Political

## 1. Disarmament and Demilitarization

"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."

b. SWNCC 52/7Basic Directive for Post-Surrender Military Government in Japan Proper.

10/a. "As soon as practicable educational institutions will be reopened. As rapidly as possible, all teachers who have been active exponents of militant nationalism and aggression and those who continue actively to oppose the purposes of the military occupation will be replaced by acceptable and qualified successors. Japanese military and para-military training and drill in all schools will be forbidden. You will assure that curricula acceptable to you are employed in all schools and that they include the concepts indicated in paragraph 3a above."

c. SWNCC 162/2Re-orientation of the Japanese.

4c. "Because

**SECRET**



**SECRET**

- 2 -

4c. "Because of the inherent nature of the problem, the basic planning for and continuing development of a U.S. program of re-orientation and re-education is an appropriate responsibility of the Department of State subject to existing arrangements with respect to control machinery for Japan and the channel of command for issuing instructions to SCAP."

d. "The Department of State should immediately undertake basic planning for and the development of such a program for the approval of SWNCC, and where necessary, for that of FEC. Such a program should be implemented by SCAP and where appropriate and after co-ordination with SCAP by the State Department in the United States."

e. "This program should be considered as a matter of priority and should be given adequate support in funds, material and facilities to insure that maximum advantage is taken of present more favorable psychological conditions of the Japanese people."

**SECRET**



**SECRET**APPENDIX "B"DISCUSSIONa. General Description of the Educational System.

(1) The educational system in Japan sought to implant uniformly among the youth at all levels of society and in every part of the nation the concept of absolute and unfaltering loyalty to the Emperor, Japan's militaristic and nationalistic destiny, and the glorification of war. Its ultimate purpose was to inculcate a spirit of self-sacrificing willingness to serve the State as an end in itself and to produce large numbers of technically trained people capable of supporting the war economy of a highly industrialized modern state. The administrative channels and controls whereby the system was maintained were organized and centralized to support Japan's particular form of oligarchic government which in recent years has been under the domination of the military clique.

(2) The system which was based upon rigid competitive examinations, irrespective of wealth or social position, permitted able students to rise to the highest posts in the Empire. Because of the lower standards in girls' schools after the lower primary years and the chief emphasis upon training to become "good wives and wise mothers", women had practically no opportunity to qualify for higher government or private positions. Education for both sexes was authoritarian, not liberal

**SECRET**



**SECRET**

- 2 -

not liberal or democratic. Individualism was restricted to prescribed limits which were in conformity with government purposes and dictates. In the institutions of higher learning thought control was maintained by the secret police whose duty was to purge students and teachers alike of all mental "misguidance" and to remove those who harbored "dangerous thoughts" contrary to the purposes of government or who were suspected of being disloyal to the Emperor. The system which was thus carefully manipulated by the military clique was nevertheless vulnerable. In order to compete as a world power Japan has had to train a high percentage of the leadership group in the knowledge and thoughts as well as the skills of the West. From the point of view of the Japanese Government there have been far too many of these leaders and potential leaders who have had their minds "poisoned" by democratic and liberal doctrines prejudicial to the continuance of oligarchic authoritarian control. It is among these non-conformists that potential leadership with a liberal outlook primarily survives.

(3) During the course of the war the educational system was called upon for increasing economic and spiritual participation in the war effort. Children were organized into labor corps, industrial and salvage crews, fire and air-raid precaution squads, and in many cases whole schools

**SECRET**



**SECRET**

- 3 -

whole schools were given over to war activities. They were taught that their first duty as subjects was to understand the will of the Emperor, who as the embodiment of the spirits of his divine ancestors, is sacred and inviolable. They were made to realize further that since government carries out the will of the Emperor, any act committed against the government was also committed against the Emperor.

b. Principal Developments in Education Since Japan's Surrender.

Various directives have been issued to the Japanese Government for the purpose of correcting faults in the educational system. In addition, the Japanese themselves have introduced some reforms on their own initiative. The following are the most important actions which have been initiated and, in some instances, completed:

(1) Military schools have been closed and their equipment confiscated or destroyed, and courses of instruction and training of a military nature prohibited. Schools and courses in glider training, aeronautics and experimental research in nuclear physics have been abolished. Orders have been issued removing from schools all professional military personnel, ultra-nationalistic and militaristic teachers and reinstating those teachers formerly dismissed for their liberal views. Emphasis has been placed in schools upon competitive sports and other forms of physical education as a substitute for military drill.

(2) State Shinto

**SECRET**



**SECRET**

- 4 -

(2) State Shinto has been abolished, and Shinto shrines, emblems and ceremonies have been ordered removed from the educational system.

(3) Most of the school textbooks have been reviewed for the purpose of deleting ultra-nationalistic and militaristic ideas. Many revised textbooks have been approved for publication and some are already in use. School curricula have likewise been reviewed. Courses in Japanese geography, history and morals were suspended until textbooks could be revised. Permission has recently been given for the resumption of courses in geography where revised textbooks have been provided.

(4) The freedoms of assembly, speech and religion have been granted. Efforts are being made through special educational radio hours and columns in the press to educate children and adults alike to comprehend the meaning and purpose of democracy, the value of human rights and the responsibility of the individual to society.

(5) Women have been admitted to universities on an equal basis with men and plans are being formulated to equalize opportunities at all school levels and to create separate women's universities on a par with those for men in addition to co-educational institutions.

(6) Some adult education programs have been carried out through the media of the radio, motion pictures,

**SECRET**



**SECRET**

- 5 -

motion pictures, the press and libraries.

(7) Private schools have been freed from militaristic and ultra-nationalistic teaching and personnel which were forced upon them during the war, and permitted to give religious instruction. They have also been granted permission to raise their tuition fees.

(8) Restrictions have been removed on the publication and circulation of printed materials formerly banned because of their liberal and democratic content.

(9) A mission of American educators was invited to Japan by the Supreme Commander to advise him and the Japanese Government in the formulation of a broad program of educational reform. A comparable committee of Japanese educators was appointed by the Ministry of Education to assist the mission in its investigations. The recommendations of the mission are being studied and used by General Headquarters as a guide for future plans. The Ministry of Education has published a separate document dealing with the findings of the Japanese committee.

(10) The Ministry of Education has set up various advisory and reviewing bodies to assist in carrying out the directives issued by the Supreme Commander and to initiate new reform measures. The Ministry has recently issued a new manual to all teachers throughout Japan

entitled

**SECRET**



**SECRET**

- 6 -

entitled "A Guide to New Education in Japan". The manual explains the reasons for Japan's defeat and sets forth basic principles for building a new and democratic nation.

c. While considerable progress has been made toward reforming the educational system of Japan as part of the re-orientation program, such progress has necessarily been limited by the destruction of schools and equipment during the war and by existing economic conditions. This policy statement is intended to cover both the immediate post-surrender phase and the period of post-war reconstruction.

**SECRET**



SECRETENCLOSUREREPARATION CLAIMS

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

*Discussed with JK**7/30/46*THE PROBLEM

1. To formulate the U. S. position with respect to:
  - a. Determination of categories of reparations claims to be recognized in the reparations settlement.
  - b. Determination of <sup>types</sup> categories of Japanese assets, existing and accruing, to be made available for <sup>settling</sup> compensating reparations claims.
  - c. Determination of priorities to be assigned among categories of claims for reparations, in the apportionment of various categories of available Japanese assets.
  - d. Determination of the amount and nature of the U. S. claim for reparations from Japan.

FACTS BEARING ON THE PROBLEM

2. See Appendix "A".

DISCUSSION

3. See Appendix "B".

CONCLUSIONS

4. The U. S. Government should support the submittal of claims for compensation for losses, costs, and damage arising out of the war with Japan in the following categories:
  - a. Dollar or non-yen expenditures for <sup>maintenance and</sup> repatriation of civilians and Japanese military personnel made necessary by Japanese aggression;
  - b. Occupation costs in the following categories:
    - (1) Dollar or non-yen advances for exports into Japan to prevent disease and unrest and to accomplish the purposes of the occupation;
    - (2) Dollar or non-yen expenditures for imports into Korea, <sup>and</sup>



*Sovereignty + administration  
not to be that of occupational  
power*

other former Japanese territories not reverting to a previous sovereignty required to prevent disease and unrest and to accomplish the purposes of the occupation;

(3) Dollar or non-yen expenditures for pay of troops and subsistence in Japan, Korea, and other former Japanese territories not reverting to a previous sovereignty.

g. General war damage suffered after the outbreak of hostilities with Japan presented within categories used at the Paris conference on German reparations, with special and separate categories defined for the following types of losses:

(1) Gold and Silver;

(2) Shipping.

d. Budgetary expenditures for the prosecution of the war against Japan.

e. Man-years allocatable to the war against Japan:

(1) armed forces;

(2) civilian.

f. Wartime casualties killed and injured:

(1) armed forces;

(2) civilian.

g. Other private and governmental claims, including depletion of national resources, both in occupied and unoccupied territories of claimant countries.

~~h. Other pertinent statistical data.~~

5. It should be U. S. policy to obtain segregation of Japanese assets determined as available for reparations, as distinguished from property subject to restitution, in the following categories:

a. External assets (including evidences of such assets) found in Japan

(1) In neutral and enemy <sup>territories</sup> countries except Siam and Korea;

(2) In countries at war with Japan.



- b. Existing gold and silver in Japan.
- c. <sup>Existing</sup> Merchant ships. *Japan*
- d. Existing industrial facilities. *Japan*
- e. Output from current production.
- f. <sup>Existing</sup> Raw materials stocks, precious metals (other than gold and silver),  
precious gems.

6. The U. S. should propose the following method for allocating assets indicated in paragraph 5, in fulfillment of various types of claims indicated in paragraph 4.

a. Claims under 4 b (1) shall be a first charge against categories 5 b, 5 c, 5 f, and 5 a (1) ~~in Japan~~, and such assets shall be held for this purpose until U. S. responsibility for costs of this character is terminated, except as they may be subject to approved restitution policies <sup>in the meantime</sup> or may be required to pay for imports necessary to prevent disease and unrest or accomplish the purposes of the occupation.

b. Subject to the priority stated in 6 a:

(1) Gold and silver, as defined in 5 b, should be distributed proportionately in accordance with proven losses of those items up to and no more than the total value of losses.

(2) Shipping, as defined in 5 c, should be distributed proportionately in accordance with proven losses of those items up to and no more than the total value of losses.

c. External assets, except those reserved under 6 a, should be recorded, assigned and distributed as follows:

(1) Those in countries at war with Japan should be retained in the country in which located and their value applied against the total reparations apportionment of that country.

(2) Those in Siam should be used to assist in compensation of claims lodged against Siam by her enemies.

(3) Those in Korea should be left within Korea for the benefit of the Korean people.

Evidences of title to external assets found in Japan, including foreign currencies, should be distributed in such fashion as to confirm the transfer



of ownership of such assets to claimant governments as outlined above.

*General  
higher  
page*

d. Industrial facilities should be allocated to reparations claimant countries on the basis of percentages arrived at after values or quantities of assets applied in compensation under preceding provisions are offset against approved total national claims.

e. Reparations claims, other than for occupation costs may be met from current production when the two following prerequisites are fulfilled:

(1) The U. S. Government has been compensated for all dollar outlays made to fulfill the Supreme Commander's disease and unrest requirements and the requirements for fulfillment of the objectives of the occupation and has determined that export surpluses can be created over and above anticipated future requirements, which may be declared available for reparations apportionment;

(2) The U. S. Government is satisfied that the Allied control in Japan will be sufficiently prolonged and sufficiently effective in its control of the Japanese economy, directly or indirectly, to justify retention in Japan for purposes of reparations on current account of facilities whose temporary retention may be inconsistent with security objectives of the occupation.

*Barrow*

7. The U. S. shall promptly propose to the FEC that agreement be reached on the steps described in 6 g above to implement the priority claimed by the U. S. for category 4 h (1) of occupation costs. No reparations allocations affecting the categories of assets to be reserved for this purpose may be approved, except as provided in paragraph 6 e. It is not a matter of concern to the U. S. whether the FEC handles the U. S. proposal with respect to 4 h (1) claims as a reparations claim or as part of the reparations settlement or treats it as a separate class of claims on Japanese assets.

8. Countries receiving industrial machinery, equipment, or supplies from Japan on reparations account should obligate themselves not to offer such assets for sale or barter to another country within three years from the date of assignment of facilities, except as such facilities may be bartered among reparations receiving countries in exchange for other assets allotted on reparations account.



as fulfillment of the U. S. claim for industrial equipment is in excess of ability or desire of the U. S. to ~~transfer~~ <sup>utilize</sup> it, the U. S. ~~allocation~~ <sup>shall have right to</sup> should be made available to Korea and other claimants on a political basis.

9. Cultural losses should be excluded from general reparations claims, and cultural property in Japan should be excluded from apportionment in satisfaction of such claims. The handling of claims based on cultural losses and compensation of such claims by the award of cultural property should be the subject of a separate paper.

10. The U. S. Government should ~~make~~ <sup>make</sup> claim for reparation from Japan in the following amounts for damage and loss which it is determined has been suffered by the U. S. Government and its nationals during the course of hostilities with Japan. Unless otherwise stated, the war against Japan is taken to cover the period December 1941 through August 1946.

I. Occupation Costs (including attendant expenses):

- a. Incurred by the United States Government through occupation of Japan and Korea . . . . . \$

Note: This estimate is to be supplied by the War Department.

II. Direct War Damage due to Hostilities with Japan (excluding damage to military installations and equipment): . . . . . \$550,000,000.

III. Budgetary Expenditures Allocatable to the War against Japan:

- In current dollars . . . . . \$135,000,000,000
- In 1938 dollars . . . . . \$105,000,000,000

IV. Man-years Allocatable to the Prosecution of the War Against Japan:

- Military . . . . . 16,800,000
- Civilian . . . . . 22,000,000

V. Civil and Military Casualties Suffered in the War with Japan:

- Killed and Missing . . . . . 110,000
- Wounded . . . . . 214,000

VI. Other private and governmental claims, including depletion of national resources:

- a. Depletion of natural resources due to war with Japan: \$11 billion.
- b. Amounts of certain key resources used in prosecuting the war against Japan: (in millions)

Aluminum	1.0 short tons
Iron Ore	138.0 long tons
Petroleum	2,188.0 barrels

VII. Other pertinent statistical data.

None



SFE - Pending

1 July 1946

       - Inserted by MacArthur  
~~lined out~~ - Deleted by MacArthur  
~~lined in red~~ - Proposed deletions  
Underlined in red - Proposed additions

1. Review of U.S. directives to the Supreme Commander. U.S. directives issued through the Joint Chiefs of Staff to the Supreme Commander for the Allied Powers, either pursuant to policy decisions of the Far Eastern Commission or prior to the formulation of such policy decisions, are subject to review by the Commission to the extent that the subject or substance of such directive is within the review jurisdiction of the commission. In any case where the Commission is dissatisfied with a U.S. directive within the commission's jurisdiction the appropriate action by the Commission is to issue a statement of policy which will cause the U.S. Government to change the directive.
2. Review of actions taken by the Supreme Commander pursuant to competent specific directives. Whenever the Commission is dissatisfied with an action taken by the Supreme Commander, the Commission U.S. Government acting through the State-War-Navy Coordinating Committee or higher authority determines that such action was taken in accordance with pursuant to a specific directive issued to him through the Joint Chiefs of Staff, the appropriate action is not subject to review will not be reviewed by the Commission would be to review the directive, not the action of the Supreme Commander.
3. Review of actions taken by the Supreme Commander on his own initiative. Partly in view of the fact that the Supreme Commander was already operating in Japan at the time the Far Eastern Commission was established, the U.S. agreed that any action taken by him "involving policy decisions within the jurisdiction of the Commission" would be subject to review by the Commission. The U.S. in making this agreement,



~~was acting in accordance with standing U.S. policy to offer any reasonable safeguard to the Allies against actions by the Supreme Commander which might prejudice [subsequent] policy decisions within the jurisdiction of the Commission, through being taken either prior to a corresponding policy decision by the Commission or in violation of a policy decision, violation to include unreasonable interpretation of directives. Such actions of the Supreme Commander are subject to review by the Commission with a view to issuing policy decisions which will cause the U.S. Government to issue the necessary corrective directives.~~

3. Review of actions taken by Supreme Commander pursuant to broad directives. The Supreme Commander will take many actions upon his own initiative to implement board directives issued by the United States Government. When the Far Eastern Commission has under consideration a policy which would reverse any such action, the recommendations of the Supreme Commander thereon should be given full weight by the Commission because of the political undesirability in Japan of reversing the Supreme Commander on any important phase of the occupation. The United States agreement that any action taken by the Supreme Commander "involving policy decisions within the jurisdiction of the Commission would be subject to review by the Commission" should be interpreted to apply only in those cases in which the Far Eastern Commission has reached a policy decision on the matter involved.

4. Legality of directives issued by the US Government to SCAP.  
Administrative authority of SCAP. It is to be noted that in the discharge of his responsibilities as the sole executive authority for the occupation, the Supreme Commander necessarily initiates and accomplishes many details of administration, flowing from the surrender terms and the basic policy directives, which are not covered by individual directives. It is the view of the US Government that The Supreme Commander's duty and authority to undertake such necessary administrative actions were not limited or curtailed by the Moscow Agreement. Nor was it intended that the Supreme



Commander should be hampered in the accomplishment of the administrative process in any way which would prevent or preclude full compliance with the obligation and full discharge of responsibilities provided for his office. It is the view of the US Government that if at any time the Supreme Commander considers the directives he received from the US Government embodying requirements of the Far Eastern Commission to be in contravention of his executive responsibilities and authority, he has the full right of challenging the legality or appropriateness of such directives, lodging an appeal against the directives with the Joint Chiefs of Staff, and suspending execution pending review and issuance of further instructions by the US Government.

5. Role of Allied Council. It is to be noted that the occupation authority is now vested in three agencies; the Far Eastern Commission for the formulation of policies; the Supreme Commander for execution and, when desirable, policy recommendations; the Allied Council for advice and consultation with certain limited powers to cause executive action to be temporarily withheld in specified instances. The residual power remains in the governments of the US, Great Britain, USSR, and China. There is no direct relationship between the Far Eastern Commission and the Allied Council, the latter being a separate body whose inherent value depends, upon its independent operation without under the control or vitiation except by action of the four powers named.

6. Information regarding the progress of occupation required by the Far Eastern Commission. It is the intent of the U.S. Government to keep the Commission at all times adequately informed of the progress of the occupation, to the end that the Commission's policy decisions may be made in the full light of all necessary facts. When the Commission is of the opinion that its information on a subject within its purview jurisdiction is inadequate for its purposes, it should make the fact known to the U.S. Government, which will make every effort to meet the Commission's requirements.



In addition, the Commission may arrange through its chairman for direct consultation with the Supreme Commander. Such consultation may, in the event of clear desirability, include visits to Japan by the Commission or one or more of its representatives. Such visits should, however, be cleared with the Supreme Commander prior to approval by the U.S. representative on the Commission, and should be held to a minimum to avoid unnecessarily involving the Commission in the recognized chain of command from the U.S. Government to the Supreme Commander, or in the functions of the Allied Council. It is not a function of the Commission to maintain continuous inspection in Japan of the Supreme Commander's action in implementation of directives received by him.

7. Reference of proposed policy decisions to the Supreme Commander.

Whenever a policy decision is before the commission which may infringe upon some existing policy in the process of implementation or be in conflict with executive action already taken by the Supreme Commander, statement of the American position before the commission will be withheld pending receipt from the Supreme Commander of his views and recommendations thereon.



DRAFT - 5/14/46  
JA:JZWilliams/pmTHE PROBLEM

To develop a U.S. policy for Korea consistent with  
and present problems.

WORKING ON THE PROBLEM

Basic Initial Directive for Civil  
defined itself primarily to a discussion  
centering fundamentally on what at the time  
was primarily regarded as a short-term

principle, the military commander was  
to make it clear to the Korean popula-

tion that his administration of civil affairs in Korea was  
intended principally:

- (1) To insure compliance with the surrender by the Japanese armed forces in Korea;
- (2) To effect a complete political and administrative separation of Korea from Japan and to free Korea from Japanese social, economic and financial control;
- (3) To facilitate the development of a sound Korean economy devoted to peaceful pursuits; and
- (4) To foster the establishment of local self-government and the restoration of a free and independent nation which will conform with the principles expressed in the Charter of the United Nations.

From the economic side the objectives and methods of control were considered as <sup>those</sup> [it is] necessary to:

- (1) Meet the needs of the occupying forces
- (2) Maximize production of all normal surplus items of foods and goods important to the Korean economy,
- (3) Eliminate all vestiges of Japanese control over Korean economic life;
- (4) Foster conditions that will separate Korea from economic dependence upon Japan.

FileSFE PendingKorea Policy



DRAFT - 5/14/46  
JA:JZWilliams/pmTHE PROBLEM

To develop a U.S. policy for Korea consistent with past commitments and present problems.

FACTS BEARING ON THE PROBLEM

SWNCC 176/8, the Basic Initial Directive for Civil Affairs in Korea, confined itself primarily to a discussion of and conclusions bearing fundamentally on what at the time of its development was primarily regarded as a short-term military approach.

*dayed* Following this principle, the military commander was advised that he was to make it clear to the Korean population that his administration of civil affairs in Korea was intended principally:

- (1) To insure compliance with the surrender by the Japanese armed forces in Korea;
- (2) To effect a complete political and administrative separation of Korea from Japan and to free Korea from Japanese social, economic and financial control;
- (3) To facilitate the development of a sound Korean economy devoted to peaceful pursuits; and
- (4) To foster the establishment of local self-government and the restoration of a free and independent nation which will conform with the principles expressed in the Charter of the United Nations.

From the economic side the objectives and methods of control were considered as <sup>those</sup> [it is] necessary to:

- (1) Meet the needs of the occupying forces
- (2) Maximize production of all normal surplus items of foods and goods important to the Korean economy.
- (3) Eliminate all vestiges of Japanese control over Korean economic life;
- (4) Foster conditions that will separate Korea from economic dependence upon Japan.



-2-

Military Government since its inception has been following the basic directive and up until the Moscow Agreement in December of last year had in general regarded their efforts in the southern part of Korea as contributory to an eventual amalgamation of these aims into an overall Korean policy. The Agreement referred to while not affecting the general tenor of SWNCC 176/8 did require further examination of U.S. policy for Korea. That policy was primarily political and is contained in SWNCC 176/18 which is a guide to the U.S. commander for the purpose of helping him to adjust his aims under SWNCC 176/8 in conducting negotiations with the Soviet commander regarding the initial powers and functions of the Joint Commission provided for in the Moscow Communique.

The conference provided for in the Moscow Communique which was to consider urgent economic and administrative matters accomplished little. From March 20 until May 6, the Joint U.S.-U.S.S.R. Commission held meetings in Korea which had been adjourned sine die since after much discussion there was no agreement on the fundamental question of consultation with representatives of Korean parties.

#### CONCLUSIONS

Taking into consideration general U.S. policy in the Far East, as for example papers on Manchuria and other areas and specifically the papers mentioned on Korea, it has been concluded that there is a need for further consideration of the policy to be followed in Korea. In considering this policy it is suggested that the phrase "objectives of occupation" as contained in SWNCC 176/8 and SWNCC 176/18 need more careful definition. Questions that may be helpful in formulation of further policy are as follows:

1. Is there need for an adjustment of an approach in the U.S.-U.S.S.R. negotiations?
2. Is there any action that can be taken in southern Korea pending possible further negotiations?



-3-

As it appears that there is a need for a change in the immediate policy it is suggested that adjustments might be made in (a) political, (b) economic, and (c) cultural developments.

(a) What can be done in the southern zone in guiding Korean political thought on the part of Koreans?

(b) What can be done in the economic development of southern Korea?

(c) What can be done in the way of cultural development?

PLC Operatives

you pay for occupation  
+ educational  
Missionary activities.

Business activities & Trade

(Postage) Film & literature.



*File SFE: Pending*

STATE-WAR-NAVY COORDINATING COMMITTEE  
SUBCOMMITTEE FOR THE FAR EAST  
MUNITIONS BUILDING  
WASHINGTON, D. C.

RESTRICTED

RESTRICTED

Serial No. 381

22 April 1946

MRC/hmh

MEMORANDUM FOR: Dr. Hugh Borton, S-442, Rm. 353, State Department  
Mr. Frank Schuler, S-3351, Rm. 534, War Manpower Commission  
Lt. Col. E. W. Hendrick, W-74081, Rm. 4B936, Pentagon  
Col. D. W. Johnston, W-73022, Rm. 2C729, Pentagon  
Lt. Comdr. P. P. Claxton, N-61558, Rm. 3612, Navy Department

Subject: Clarification of Working Relationship Between AFPAC and  
Interim Information Service, State Department

Reference: a. SWNCC 225/D

Enclosure: Draft on Subject.

1. The enclosure, a proposed draft in response to SWNCC 225/D, is circulated for consideration by the Working Group at the request of Dr. Hugh Borton, Chairman.

2. It is hoped that informal clearance of the enclosed draft can be obtained. Members of the Working Group are requested to indicate clearances to the SFE Secretariat - S-2428, W-79707, N-3157.

For the State-War-Navy Coordinating Subcommittee  
for the Far East.

*A. F. Richardson*  
A. F. Richardson  
Commander, USN  
Acting Secretary

RESTRICTED



RESTRICTED

RESTRICTED

E N C L O S U R ECLARIFICATION OF WORKING RELATIONSHIP BETWEEN AFPAC  
AND INTERIM INFORMATION SERVICE, STATE DEPARTMENTReport by the  
State-War-Navy Coordinating Subcommittee for the Far East

1. The problem is to determine whether any action is necessary to clarify the working relationship between SCAP and the Office of International Information and Cultural Affairs, Department of State.
2. SWNCC 225/D requested the Subcommittee for the Far East to consider the working relationship between AFPAC and Interim Information Service of the State Department.
3. A letter from the Director of the Bureau of the Budget to the Secretary of War, dated February 4, 1946, provides that the War Department include in its budget estimates for the fiscal year 1947 provision for the operation of United States control machinery in Germany, Austria, Venezia Giulia, Japan and Korea, including information control personnel stationed in the occupied areas who were paid out of funds appropriated to the Office of War Information in the fiscal year 1946. (See Appendix "A") In view of this letter from the Director of the Bureau of the Budget, the problem of relationship in the field between Department of State informational personnel and CINCAFPAC or SCAP will disappear after June 30, 1946.
4. SWNCC 162/2 "Reorientation of the Japanese" approved by SWNCC on 19 February 1946 states in paragraph 4 C that "because of the inherent nature of the problem, the basic planning for and continual development of a United States program of reorientation and re-education is an appropriate responsibility of



the Department of State subject to existing arrangements with respect to control machinery for Japan and the channel of command for issuing instructions to SCAP." It is clear from this conclusion that responsibility for implementation of the program of reorientation rests solely with SCAP and that general policy decisions, after approval by SWNCC, and where necessary by the Far Eastern Commission, would be passed to SCAP through the usual channels.

5. It is concluded that, in view of SWNCC 162/2 and the letter of the Director of the Bureau of the Budget to the Secretary of War, dated February 4, 1946, no further clarification is necessary in the working relationship between information officers of the Department of State and CINCAFPAC or SCAP.

6. It is recommended that after approval by SWNCC of this paper, it be forwarded to the Joint Chiefs of Staff and that if the JCS approve from a military point of view the draft message in Appendix "B" be transmitted to CINCAFPAC.



## APPENDIX "A"

February 4, 1946

My dear Mr. Secretary:

The President has requested me to look to the War Department to include in its budget estimates for the fiscal year 1947 provision for the operation of U. S. control machinery in Germany, Austria, Venezia Giulia, Japan and Korea.

In addition to provision for military personnel, the estimates should include provision for civilian personnel stationed in the occupied areas engaged in activities relating to the occupation of such areas and for necessary supplies for the civilian economy of these areas. The information control personnel in the occupied areas who were paid out of funds appropriated to the Office of War Information in fiscal year 1946 should also be included in the War Department budget.

It seems to me that, insofar as practicable, it would be desirable to provide for the foregoing activities in a separate appropriation in the estimates for the military establishment.

The estimates should not include the immediate civilian staffs of Political Advisers furnished to occupation authorities by the State Department.

Very truly yours,

/s/ Harold D. Smith

Director

The Honorable

The Secretary of War

EST. XI 1/28/46  
ERBaker:GWLawson:ed:fmc



## APPENDIX "B"

Proposed Message to <sup>CINC</sup>AFPAC from WARCOS  
A

Further reference URAD CA 54251 State, War and Navy Departments concur that in view of SWNCC 162/2 and letter from the Director of the Bureau of the Budget to the Secretary of War dated February 4, 1946, whereby the War Department is requested to include in its budget estimates for the fiscal year 1947 provision for the operation of United States control machinery in Japan and Korea, including information control personnel who are paid out of funds appropriated to the Office of War Information in the fiscal year 1946, no further clarification in the working relationship between State Department information officers in Japan and CINCAFPAC or SCAP is necessary.



STANDARD FORM NO. 64

*File*  
Office Memorandum • UNITED STATES GOVERNMENT

DATE:

TO : Mr. Barton, JA  
FROM : H. Owen, JK  
SUBJECT: Japanese Industrial Disarmament Paper.

1. Attached are:

(a) revised industrial disarmament paper  
(alterations are confined to the sidelined  
passages on pages 1, 2, 8, 9).

(b) excerpt from Appendix B, Discussion,  
dealing with 1930-34 living standard.

2. Bill + I think the attached meets  
the questions you raised at the last  
meeting. We will be glad to hear  
from you after you have looked at it.



SECRETREDUCTION OF JAPANESE INDUSTRIAL WAR POTENTIALReport by theSTATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR THE FAR EASTTHE PROBLEM

1. What action should be taken during the period of the occupation with respect to the reduction of Japanese industrial war potential?

FACTS BEARING ON THE PROBLEM

2. See Appendix "A".

DISCUSSION

3. See Appendix "B".

CONCLUSIONS

4. Summary.

The following actions, as detailed in paragraphs 5-13, should be taken during the period of the occupation to reduce Japanese industrial war potential:

- a. All special purpose industrial machinery and equipment functionally limited to use in connection with combat equipment end-products, should be destroyed.
- b. All other industrial machinery and equipment in primary war industries, and such other industrial facilities in secondary war industries and war-supporting industries as may be in excess of the peaceful needs of the Japanese economy, should be made available for claim as reparations.
- c. During the period of the occupation, a prohibition should be maintained against the re-establishment of primary war industries; and specified war-supporting industries should be limited to the productive capacity levels remaining after completion of the reduction program outlined above,

/except as



SECRET

except as modifications in these levels may be authorized by the Far Eastern Commission.

5. Primary War Facilities.a. Definitions:

- (1) Primary War Facilities are defined as plants and establishments primarily engaged in the development, manufacture, assembly, testing, repair, maintenance, or storage of combat equipment end-products, civil aircraft, and merchant vessels of over 5,000 gross tons.
- (ii) Combat Equipment End-Products are defined as military end-products which may be identified as weapons, ammunition, missiles, explosives, chemical warfare agents, ultra-shortwave radio equipment (radar), naval combatant vessels, armored vehicles, or aircraft (including air frames and aircraft engines).

b. Disposition:

- (1) All firms and organizations, whether publicly or privately owned and operated, whose activities have related primarily to the operation of primary war facilities should be dissolved by SCAP, who should at the same time seize their records and register all their key executive, managerial, research, and engineering personnel.
- (ii) All plants and establishments identified by SCAP as primary war facilities should be confiscated, and their machinery and equipment made available for reparations, subject to the following limitation: all buildings, machinery, and equipment in primary war facilities which, by virtue of initial design, construction, or major structural change, are, as  
/individual



SECRET

individual items, special purpose in nature and functionally limited to use in connection with combat equipment end-products should be destroyed.

6. Secondary War Facilities.

a. Definition:

Secondary war facilities are defined as plants and establishments primarily engaged in manufacturing, repairing or maintaining major fabricated component parts, sub-assemblies, accessories, or equipment especially designed for use in the products of primary war industries.

b. Disposition:

- (i) In plants and establishments identified by SCAP as being originally organized or completely re-equipped to operate as secondary war facilities, as defined in sub-paragraph a. above, all machinery and equipment, except as noted under (iii) below, should be made available for reparations.
- (ii) In plants and establishments other than those covered in (i) above, all machinery and equipment, except as noted under (iii) below, should be disposed of under the recommendations in paragraph 5 covering the industry with which, in the opinion of SCAP, they were associated prior to their conversion or diversion to war production.
- (iii) All buildings, machinery, and equipment in secondary war facilities which by virtue of initial design, construction, or major structural change are as individual items special purpose in nature and functionally limited to use in connection with combat equipment end-products should be destroyed.

7. Dispersed Machinery and Equipment from Primary and Secondary War Facilities.

All special purpose machinery and equipment, as defined under

/5 b (ii) and



SECRET

5 b (ii) and 6 b (iii) above, should be sought out in locations to which they may have been removed from primary and secondary war facilities, and should be destroyed wherever found. Machinery and equipment other than that specified above, which was formerly used in primary and secondary war facilities but subsequently dispersed, need not be sought out and identified under the provisions of this paragraph but should be treated under paragraph 8, as a part of the industry with which it is associated.

8. War-Supporting Industries.

a. Over-All Policy:

As a supplementary measure designed further to reduce Japan's industrial war potential, that portion of existing capacity in selected war-supporting industries which is in excess of that necessary to meet the peaceful needs of the Japanese people, as defined below, should be made available for removal as reparations.

b. Criteria Underlying Over-All Policy:

A determination should be made by the Far Eastern Commission as to the categories and volume of industrial productive capacity in war-supporting industries which are in excess of the peaceful needs of the Japanese people. These peaceful needs should be defined substantially as the standard of living prevailing in Japan during the years 1930-34 (i.e., average Japanese per capita consumption during those years). Satisfaction of the peaceful needs of the Japanese people should therefore be understood to require only sufficient capacity in war-supporting industries for:

- (1) support of domestic consumer goods industries functioning collectively at a level essential to maintenance of the 1930-34 living standard;

/(11) payment,



SECRET

- (ii) payment, through exports, for imports needed to sustain the 1930-34 living standard;
- (iii) construction and repair (within a reasonable period of time) and maintenance of transport, housing, public utility, industrial, and other facilities to the degree that they are essential to maintenance of the 1930-34 living standard.

g. Application of Criteria:

- (1) The following specific industries are considered as being "war-supporting", for purposes of the industrial removal disarmament policy stated above:
  - (a) the iron and steel industry, producing pig, ingot, and basic shapes;
  - (b) the non-ferrous metals industry, producing pig, ingot, and basic shapes;
  - (c) the light metals industry, producing aluminum, primary aluminum and magnesium, rolled, drawn, or extruded shapes;
  - (d) the metal working machinery industry, producing machine tools, cutting tools, and secondary metal working machinery;
  - (e) the ball and roller bearing industry;
  - (f) the chemical industry, producing explosives, sulfuric acid, soda ash, caustic soda, chlorine, chemical nitrogen, and calcium carbide;
  - (g) the railway equipment industry;
  - (h) the electric power industry;
  - (i) the cement and abrasives industries;
  - (j) the steel merchant shipbuilding industry  
(residual after removals effected under paragraph 5);

/(k) the merchant



SECRET

- (k) the merchant marine, fishing, whaling and cannery fleets, including publicly and privately owned steel vessels of 100 tons or over;
  - (l) the oil refining and synthetic fuel industry and storage;
  - (m) the synthetic rubber industry.
- (ii) In addition to reductions in capacity in the specific industries listed above, a further reduction in the total inventory of metal-working machinery in Japan should be effected in so far as this may be required to eliminate metal-working capacity in excess of the peaceful needs of the Japanese people as defined under paragraph 8 b.
- (iii) As the basis for United States recommendations to the Far Eastern Commission respecting removals of industrial capacity in war-supporting industries in Japan to be effected for purposes of reducing Japan's war potential studies should be carried out to determine the levels of capacity required in various industries in accordance with the criteria outlined above.

g. Plant Selection:

The identification and selection of specific plants, machinery and equipment for removal, representing excess capacity in various industries as determined by the Far Eastern Commission, should be the responsibility of SCAP. In making that selection, SCAP should give consideration to the following:

- (i) security requirements, which indicate that facilities which have been employed in primary and secondary war facilities should be made available for reparations in preference to those which have not been so employed;



SECRET

- (ii) the desires of reparations claimants for specific industrial plants and items of equipment which might be assigned to them in accordance with decisions of the appropriate reparations authority as to over-all categories and amounts of such facilities to be made available;
- (iii) occupation policies looking towards the destruction of Zaibatsu wealth and influence and the encouragement of new industrial ownership and management which will contribute to industrial rehabilitation in a manner consistent with the purposes of the occupation;
- (iv) the needs of the Japanese economy, with respect to such factors as geographical location of individual plants in reference to markets, raw materials, man-power, fuel supply and complementary facilities, and variations in specific products as among types, sizes and other variable characteristics.

9. Residual Capacity.

After the satisfaction of all approved reparations claims, and the destruction of special purpose machinery, as defined in paragraphs 5 and 6, residual industrial productive capacity in the industries designated in this paper which is in excess of Japan's peaceful needs, as defined herein, should be appraised from the standpoint of the individual and collective war potential represented by these industries, and a decision made by the Far Eastern Commission as to its disposition.

10. Property of United Nations' Nationals.

In carrying out industrial disarmament policies, SCAP should, all other factors being equal, give preference to retention in Japan of property of United Nations nationals. SCAP should also keep records of all property destroyed in the execution

/of industrial



SECRET

of industrial disarmament policies for which claims might be filed in the future by United Nations nationals.

11. Reparations.

Reparations claims for industrial equipment not recommended for removal in this paper should not be allowed where their satisfaction might affect the Japanese economy so drastically as to prevent the removal of industrial capacity whose elimination is recommended herein on grounds of security.

12. Occupation Needs.

SCAP should be authorized to retain temporarily in Japan primary war facilities, secondary war facilities, and elements of war-supporting industries which are required to meet the needs of the occupation.

13. Post-Removal Restrictions on Japanese Industrial Capacity.

The following limitations of Japanese industrial capacity should be maintained, following the removals outlined in paragraphs 5-13, throughout the period of the occupation:

(a). Primary War Facilities.

Within the framework of the definitions given in paragraphs 5 and 6, Japan should be denied the right to:

- (i) establish, own, or operate any primary war facilities;
- (ii) manufacture, import, or possess any special purpose machinery and equipment;
- (iii) manufacture, import, or possess any combat equipment end-products, or civil aircraft.

b. War-Supporting Industries.

- (1) The capacity levels remaining in the iron and steel, light metals, metal-working machinery, shipbuilding, oil refining, synthetic oil

/and