

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Natural Resources Section

NR 351 (11 Mar 47)

HGS/mb
11 March 1947

MEMORANDUM FOR: Record

SUBJECT: Opening Statement by Chief of Natural Resources
Section at the Food Collection and Distribution
Conference for Military Government Personnel

1. Gentlemen, we welcome you to General Headquarters. We appreciate this opportunity to discuss with you the urgent problem of food collection again facing Japan.

2. As long as food is in short supply in Japan it is necessary that the Japanese Government maintain a system of collection quotas to establish the amount of produce that farmers must deliver to the market from each harvest. The amount of produce to be delivered must take into consideration the farmer's retention requirements for family living, seed, and other farm uses.

3. General Headquarters, Supreme Commander for the Allied Powers, must exercise surveillance in seeing that an efficient collection system is maintained and that the system provides for quotas that are reasonable in relation to crop production estimates.

4. The solution of problems involving the economy of a nation calls for team work. Here in Tokyo the Natural Resources Section and the Economic and Scientific Section have been working together on the basis that indigenous food through the production stage, including its delivery to the market, is a Natural Resources Section responsibility, and upon being delivered to the market by the farmer food supplies enter commercial and distribution channels and become an Economic and Scientific Section responsibility. But the team work also involves Military Government personnel. For that reason this conference is called to explain to you the nature of this grave problem and to solicit your aid in solving it.

5. I shall now turn the meeting over to Mr R. H. Davis, Chief of the Agriculture Division, Natural Resources Section, who will serve as chairman.

Hubert G. Schenck
HUBERT G. SCHENCK
Lt Col CE
Chief, Natural Resources Section

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Natural Resources Section

NR 351 (11 Mar 47)A

HGS/RHD/1s
11 March 1947

MEMORANDUM FOR: Record

SUBJECT: Statement of Purpose of Food Collection and Distribution Conference for Military Government Personnel

1. The problem of feeding the Japanese people is the most critical single problem in Japan. The real responsibility for solving this problem rests with the Japanese themselves. SCAP has repeatedly impressed this fact upon the appropriate Japanese officials. However, to attain the objectives of the occupation it is important that hunger and starvation be prevented. SCAP and Military Government must therefore exercise strict surveillance over all aspects of the food problem including the production, collection and distribution of food. At the present time, meeting collection quotas and getting the food into official distribution channels is of utmost importance.

2. We have called this conference today in order to bring you up to date on the overall food situation, the policies which SCAP is following in handling the problem, and the program which has been initiated by the Japanese government to meet collection quotas. We also invite a mutual discussion of what Military Government teams are now doing in the way of surveillance over food collection and distribution problems. We hope to point out some additional things that you might do to see that the Japanese more fully perform their responsibility in solving their critical food problem.

3. I shall now introduce to you the leaders of today's discussion:

Mr David H Bau, NR, Agriculture Division
Mr Robert S Hardie, NR, Agriculture Division
Mr Shigeharu Takahashi, NR, Agriculture Division
Mr Lorne T Sonley, NR, Agriculture Division
Mr H F Smith, ESS, Price Control and Rationing Division

R. H. Davis
R. H. DAVIS

Chief, Agriculture Division

NATURAL RESOURCES SECTION

Preliminary Study No 6

JAPANESE FOOD COLLECTION PROGRAM WITH EMPHASIS ON COLLECTION
OF THE 1946 RICE CROP

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Tokyo - 11 March 1947

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JAPANESE FOOD COLLECTION PROGRAM WITH EMPHASIS ON COLLECTION
OF THE 1946 RICE CROP

OVERALL FOOD POSITION

A. Indigenous foodstuffs available in Japan during the 1947 rice year (1 Nov 46 - 31 Oct 47) are estimated at 32,599,000 metric tons, based on Japanese official production data. The net quantity available for human consumption is estimated at 24,126,000 metric tons, which is equivalent to 44,205,170,000,000 calories or 12,594,066 metric tons in terms of polished rice equivalents.

B. The farm population of self-suppliers and partial self-suppliers will consume 25,901,860,000,000 calories, based on an average consumption level of 2,120 calories per capita daily. A balance of 18,303,310,000,000 calories of foodstuffs available for general consumers will provide an average of 1,135 calories per capita daily.

C. Based on a minimum feeding level of 1,550 calories for "normal consumers" at the current rationing level, the average per capita daily requirement for the general consumers, including supplementary rations, is 1,492 calories. The difference between the domestic supply of 1,135 calories and 1,492 calories is the food deficit which totals, in terms of polished rice equivalent, 5,754,790,000,000 calories or 1,639,541 metric tons. This deficit must be met by food imports if a minimum feeding level is to be maintained.

SIGNIFICANCE OF FOOD COLLECTION

A. The overall food position assumes controlled consumption in accord with feeding levels as indicated. It also assumes that all food in excess of requirements for partial and total self-suppliers will be collected and distributed to non self-suppliers on a controlled basis.

B. Computed import requirements, therefore, represent minimum amounts necessary to maintain established feeding levels. Such feeding levels are low and must be considered the minimum consistent with possible effective control of distribution. The major portion of the problem of feeding non self-suppliers, 44,164,000 persons, lies in speedy and efficient collection of staple food crops. The degree of failure in achieving the established collection goal will, in direct proportion, make itself manifest in the form of civil strife and unrest.

C. Reports from Washington indicate that Congress is showing a growing reluctance to allocate funds for financing food shipments to Japan. The outlook for satisfying even the minimum food import requirements for Japan is becoming increasingly pessimistic. In view of this situation it is even more imperative that the Japanese government ensure maximum use of all indigenous food production by achieving all established collection goals completely.

ESTABLISHMENT, ALLOCATION, AND FULFILLMENT OF COLLECTION QUOTAS

A. Responsibility for establishing collection quotas rests with the Ministry of Agriculture and Forestry. However, dependence of the central government upon the prefectures for co-operation and compliance makes the establishing of collection quotas one of negotiation and final agreement

between the two echelons of government. The national collection quota is divided among the prefectures in accord with their production estimates. Each prefectural governor in turn divides the assigned quota among the cities, towns, and villages within the prefecture. In assigning city, town, and village quotas, the governor receives the advice of the Prefectural Food Commission, an organization composed of producers, consumers, and others appointed by the governor. Responsibility for allocating that portion of a city, town, or village quota among individual farmers rests with the mayor or village headman. This function, however, is usually accomplished in close co-operation with the Local Food Adjustment Commission, an organization composed of representatives of farmers and consumers. Members of the Local Adjustment Commission are usually elected by and from residents of the several buraku ^{1/} within the city, town, or village sphere.

B. In the establishment of collection quotas, due allowance is made for the seed and food needs of the producer. To meet the food requirements of the farm household, farmers are permitted to retain staple foods in an amount not to exceed four go ^{2/} per person per day. This allowable retention varies with age groups between 2.0 go and 4.6 go per person per day. Four go per day is the average. Any quantity of staple foods produced in excess of this allowable retention is subject to collection.

C. Five separate staple food collection quotas established by the Ministry of Agriculture and Forestry are: (1) Rice and rice substitutes; (2) wheat and barley; (3) sweet potatoes, (4) white potatoes, and (5) non-utilized foodstuffs.

^{1/} The smallest subdivision of a village; a social-economic unit of about 20 households

^{2/} One go = .15 kg

D. The interrelationship between the various quotas is indicated in the chart below. The substitution of sweet potatoes against the rice and rice substitutes quotas is limited to a maximum of five percent of those quotas. This limitation can be modified in special cases by the Ministry of Agriculture and Forestry. For example, Fukui, Gumma, Okayama, and Wakayama prefectures have been authorized to substitute sweet potatoes up to 10 percent of the rice and rice substitute quotas.

DESCRIPTION OF STAPLE FOOD QUOTAS

Rice and rice substitutes	<p>Consists of rice quota of 25,244,100 koku ^{3/} and rice substitute quota of 2,819,300 koku. Prefectures may fulfill the rice and rice substitute quota with any combination of rice and acceptable substitutes, but the government encourages (moral suasion only) deliveries in rice as far as practicable. Soybeans, corn, millet, proso millet, barnyard millet, black wheat, kaoliang, peas, small red beans, broad beans (eastern Japan, Nara, and Wakayama prefectures), kidney beans, and oats (Hokkaido only), may be used in unlimited quantities to fulfill the rice and rice substitute quota.</p>
Wheat and barley	<p>After wheat and barley quotas are filled, an unlimited quantity can be used to satisfy rice and rice substitutes quotas.</p>
Sweet potatoes	<p>After sweet potato quotas are filled, surplus can be used to satisfy rice and rice substitute quotas, maximum, five percent of rice and rice substitute quotas.</p>

^{3/} One koku = 150 kg

White potatoes	After white potato quotas are filled, an unlimited quantity can be used to satisfy wheat and barley quotas.
Nonutilized foodstuffs	Farmers do not have the privilege of using surplus nonutilized foodstuffs to satisfy rice quotas. (Nonutilized foodstuffs are largely used as cattle feed.)

1946 RICE CROP COLLECTION QUOTA

A. During the prefectural governors' conference held by the Ministry of Agriculture and Forestry in September 1946, the 1946 rice crop was estimated at 57,490,000 koku, and the rice and rice substitute collection quota was fixed at 28,063,400 koku of rice equivalents. This quota was calculated on the basis of 25,244,100 koku of rice and 2,819,300 koku of rice equivalents in the form of allowable substitutes.

B. Officials of the Ministry of Agriculture and Forestry considered the estimated 1946 rice production to be low, and informed the assembled governors that collections in excess of quotas amounting to 10 percent of the estimated rice quotas were expected. This change has the effect of increasing the 1946 rice and rice substitute collection goal to 30,587,800 koku of rice equivalent based on 27,768,500 koku of rice and 2,819,300 koku of rice equivalent in the form of allowable substitutes.

C. Although on 8 November 1946 the Japanese government increased the official estimate of the 1946 rice crop to 61,000,000 koku, officials considered it neither prudent nor necessary to change established collection quotas which had by that time been allocated within the prefectures. In

this connection it is reiterated that the government had in September made its demands for collections to exceed quotas by 10 percent.

D. Allocation of the 1946 rice crop collection quotas among the prefectures is as shown in Table 1. Table 2 illustrates the position occupied by rice in relation to the overall staple food collection program.

PROGRESS OF THE 1946 RICE CROP COLLECTION PROGRAM

A. Tables 3, 4, and 5 illustrate progress of the 1946 rice crop collection program through 20 February 1947.

EMERGENCY MEASURES FOR MAXIMIZING RICE COLLECTIONS

A. General

1. In view of the rapid decline in rice collections since the beginning of the new year, the Japanese government on 1 March 1947 announced an emergency program for stimulating rice deliveries. Under this program the government will intensify its campaign to curb black marketing to ensure the movement of foodstuffs through official channels. The facts relating to the overall food situation will be more widely publicized, and the plan of releasing incentive goods preferentially to those farmers who fulfill or exceed quotas will be extended to cover more types of goods and under more generous allotments. Further, a new bonus payment scheme for rice has been announced, enabling the farmer to realize a maximum payment of ¥1,200 per koku for rice delivered in excess of quota.

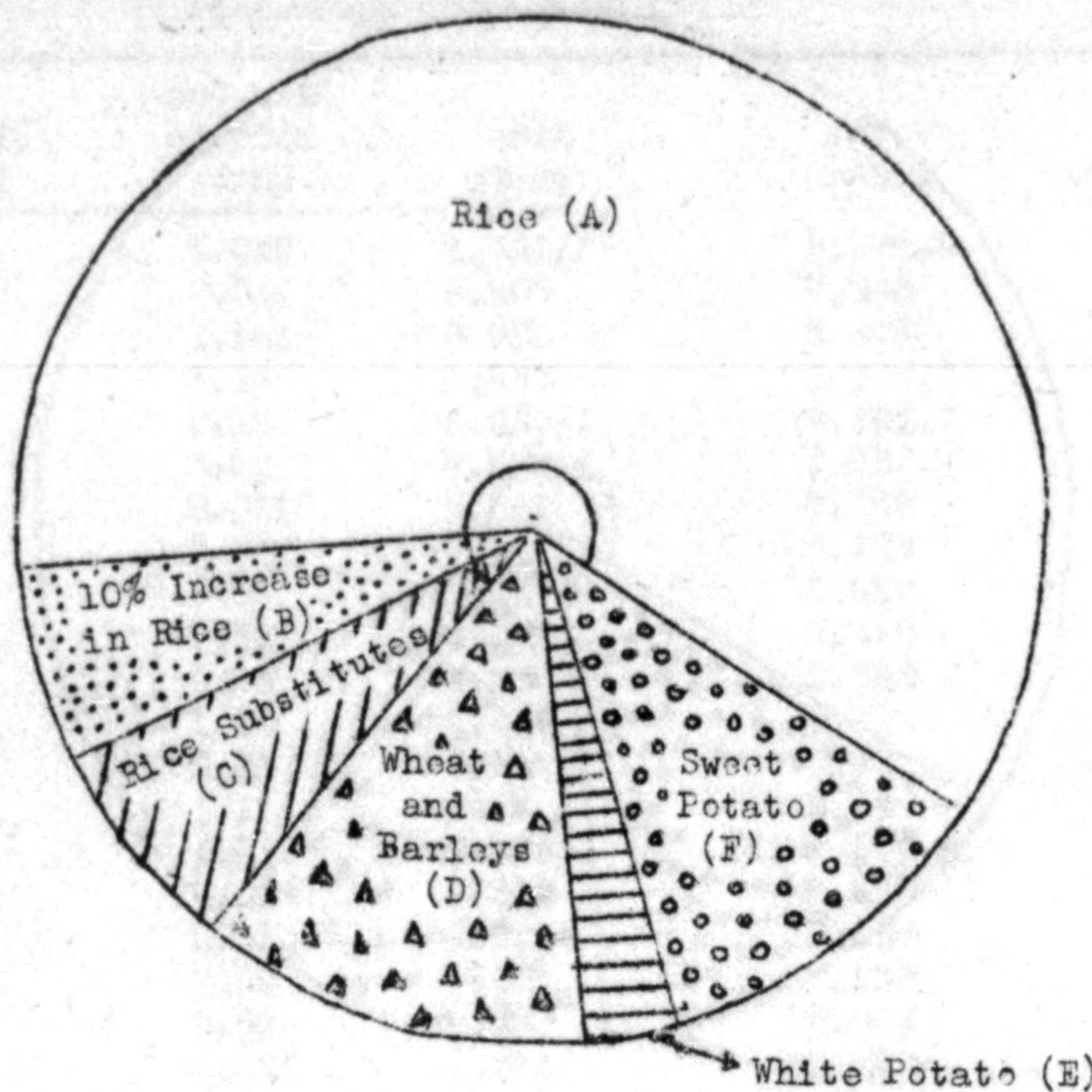
B. The Link System for the Distribution of Incentive Goods

1. As a part of its emergency program for maximizing rice collections, the Japanese government announced on 1 March 1947 this plan for the distribution of incentive goods linked with farmer rice deliveries:

TABLE 1. - RICE AND RICE SUBSTITUTE QUOTAS 1947 RICE YEAR
(1,000 Koku Rice Equivalent)

Prefecture	Total Quota	Rice Quota	Rice Substitute Quota	Goal (Total Quota plus 10% of Rice Quota)
Hokkaido	2,073.8	1,124.5	949.3	2,186.8
Aomori	622.7	506.4	116.3	673.3
Iwate	473.5	339.4	134.1	507.4
Miyagi	1,000.1	938.3	61.8	1,093.9
Akita	1,109.8	1,089.8	20.0	1,218.8
Yamagata	1,158.1	1,135.6	22.5	1,271.7
Fukushima	820.9	720.3	100.6	892.9
Ibaraki	858.5	712.9	145.6	929.8
Tochigi	726.2	662.7	63.5	792.5
Gumma	243.8	175.2	68.6	261.3
Saitama	561.2	513.4	47.8	612.8
Chiba	973.3	915.2	58.1	1,065.0
Tokyo	20.0	8.8	11.2	20.9
Kanagawa	110.2	79.1	31.1	118.1
Niigata	2,038.3	1,953.2	85.1	2,233.6
Toyama	875.2	842.6	32.6	959.5
Ishikawa	550.0	527.8	22.2	602.8
Fukui	532.3	509.4	22.9	583.2
Yamanashi	105.9	65.9	40.0	112.5
Nagano	625.3	473.1	152.2	672.6
Gifu	560.7	526.7	34.0	613.4
Shizuoka	396.6	372.6	24.0	433.9
Aichi	914.6	872.9	41.7	1,001.9
Mie	678.7	664.0	14.7	745.1
Shiga	847.1	832.1	15.0	930.3
Kyoto	324.3	317.4	6.9	356.0
Osaka	282.4	278.8	3.6	310.3
Hyogo	768.4	743.4	25.0	842.7
Nara	286.4	279.4	7.0	314.0
Wakayama	193.7	188.1	5.6	212.5
Tottori	273.5	266.6	6.9	300.2
Shimane	331.1	309.7	21.4	362.1
Okayama	848.4	790.7	57.7	927.5
Hiroshima	641.7	604.1	37.6	702.1
Yamaguchi	598.1	582.0	16.1	656.3
Tokushima	180.8	173.2	7.6	198.1
Kagawa	290.9	275.1	15.8	318.4
Ehime	306.3	283.4	22.9	334.6
Kochi	128.3	122.4	5.9	140.5
Fukuoka	1,010.0	1,004.5	5.5	1,110.5
Saga	744.4	729.8	14.6	817.4
Nagasaki	149.2	108.9	40.3	160.1
Kumamoto	895.0	830.6	64.4	978.1
Oita	435.5	414.8	20.7	477.0
Miyazaki	282.5	260.4	22.1	308.5
Kagoshima	215.7	118.9	96.8	227.6
TOTALS	28,063.4	25,244.1	2,819.3	31,587.8

TABLE 2. - RELATIONSHIP OF RICE TO THE STAPLE FOOD COLLECTION PROGRAM



The 1946 rice and rice substitute collection quota of 28,063,400 koku is based on an estimated rice collection of 25,244,100 koku and a rice equivalent collection of 2,819,300 koku in the form of acceptable substitutes, (A and C) in Table 2.

Segment B illustrates the excess of quota expected to be collected by the Ministry of Agriculture and Forestry - an amount equal to 10% of that portion of the rice and rice substitute estimated to be rice only.

Segments A, B, and C represent the established 1946 rice and rice substitute collection goal.

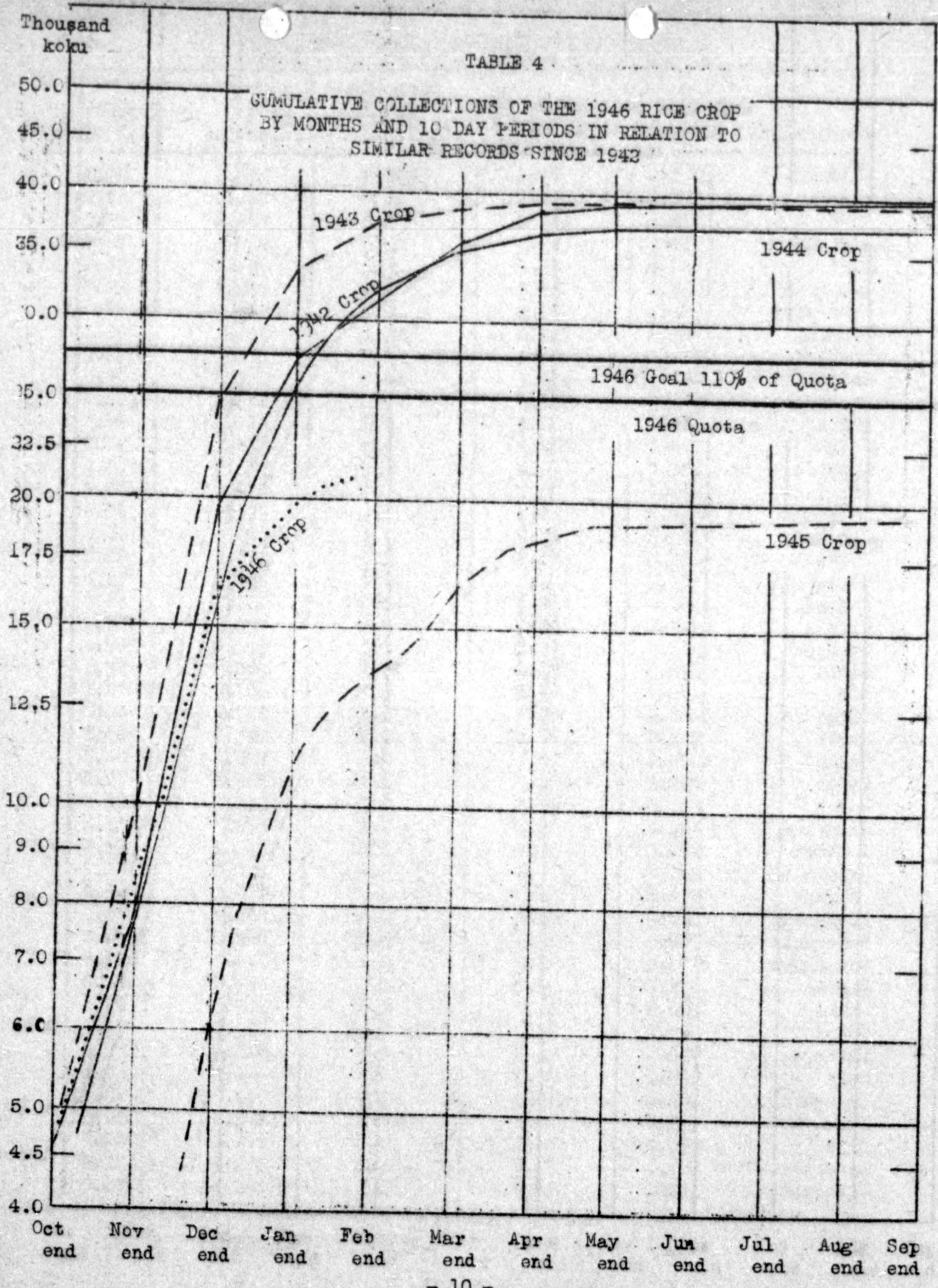
The wheat and barley quota (Segment D) is 5,218,100 koku (in rice equivalents). Either wheat or any type of barley may be delivered against this single quota. After the quota has been met, wheat and barley may be delivered to satisfy the rice quota, being classed as rice substitutes.

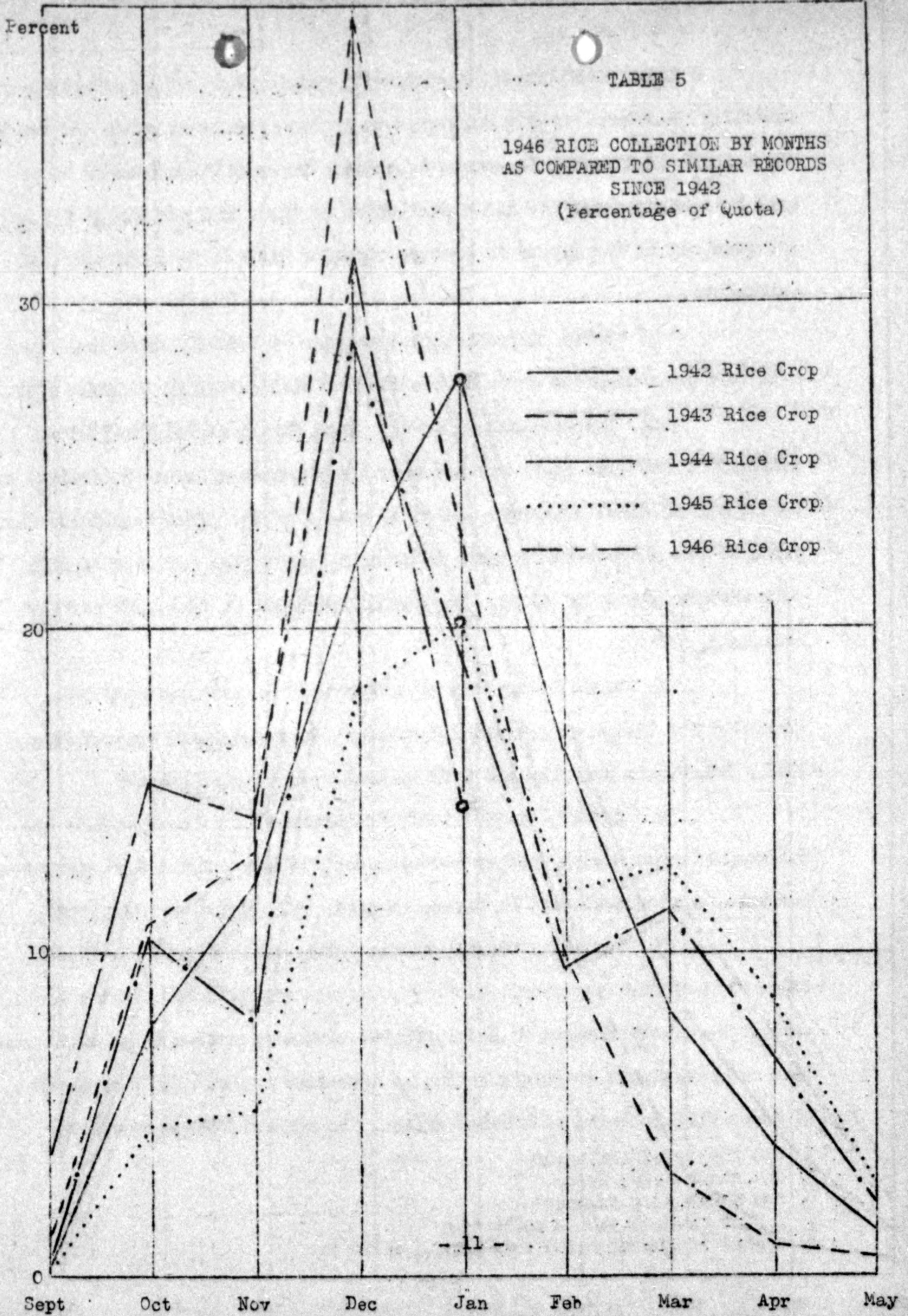
Segment E, the white potato quota, is 1,220,000 koku (in rice equivalents). Segment F, the sweet potato quota, is 4,824,000 koku (in rice equivalents). Sweet potatoes may be delivered against the "rice and rice substitutes" quota within specified limits. White potatoes may be delivered against the wheat and barley quota in unlimited quantities after the quota is met.

A wide range of crops, buckwheat, millets, and sorghums may be delivered against the "rice and rice substitutes" quota without restriction.

TABLE 3. - RICE AND RICE SUBSTITUTE COLLECTIONS AS OF 20 FEBRUARY 1947
(1,000 Koku Rice Equivalent)

Prefecture	Rice Col- lection	Percent of Rice Quota	Rice Sub- stitute Collection	Total Collection	Percent of Total Quota
Hokkaido	855.9	76.2	138.4	1,994.3	48.0
Aomori	336.1	66.4	24.9	361.0	57.9
Iwate	375.3	110.7	9.1	384.4	81.1
Miyagi	912.3	97.3	13.8	926.1	92.6
Akita	760.1	69.8	0.0	760.1	68.4
Yamagata	785.4	69.2	0.8	785.6	67.8
Fukushima	701.8	97.3	22.9	724.7	88.2
Ibaraki	736.6	103.2	27.5	764.1	89.0
Tochigi	635.6	96.0	4.4	640.0	88.1
Gumma	214.1	122.1	26.2	240.3	98.5
Saitama	553.3	107.8	23.6	576.9	102.7
Chiba	645.4	70.5	2.1	647.6	66.5
Tokyo	18.8	213.7	0.2	19.1	95.3
Kangawa	102.7	130.0	8.6	111.3	100.9
Niigata	1,544.4	79.1	0.7	1,545.1	75.8
Toyama	818.8	97.2	2.4	821.1	93.8
Ishikawa	427.5	80.9	7.4	434.9	79.0
Fukui	446.4	87.8	0.9	447.3	84.0
Yamanashi	87.3	132.5	9.2	96.5	91.3
Nagano	381.1	80.7	24.7	405.7	64.8
Gifu	449.6	85.5	2.7	452.3	80.6
Shizuoka	410.8	110.2	0.8	411.6	103.7
Aichi	623.1	71.4	46.2	669.3	73.1
Mie	496.4	74.8	0.1	496.5	73.1
Shiga	679.5	81.7	1.0	680.5	80.3
Kyoto	292.6	92.2	0.8	293.5	90.5
Osaka	265.0	95.1	0.0	265.0	93.8
Hyogo	751.0	101.0	1.1	752.1	97.8
Nara	241.6	86.4	2.5	244.1	85.2
Wakayama	132.2	70.3	0.1	132.3	68.3
Tottori	219.0	82.2	11.2	230.2	84.1
Shimane	303.3	97.8	0.4	303.7	91.7
Okayama	471.9	59.7	2.0	474.0	55.8
Hiroshima	353.0	58.5	0.2	353.2	55.0
Yamaguchi	368.7	63.4	0.5	369.2	61.7
Tokushima	172.6	99.6	0.7	173.3	95.8
Kagawa	264.3	96.2	0.1	264.3	90.8
Ehime	296.3	104.6	5.9	302.2	98.6
Kochi	94.2	76.8	0.5	94.7	73.8
Fukuoka	716.1	71.3	0.3	716.4	70.9
Saga	485.1	66.5	0.0	485.1	65.1
Nagasaki	140.4	129.0	1.9	142.3	95.3
Kumamoto	617.7	74.3	14.8	632.5	70.6
Oita	290.7	70.2	0.1	290.8	66.7
Miyazaki	201.1	77.2	1.8	202.9	71.8
Kagoshima	174.2	146.5	0.1	174.3	80.8
TOTALS	20,849.2	82.5	443.1	21,292.3	75.9





a. Fertilizer: Farmers will receive one kan ^{4/} of nitrogenous fertilizer per bale of rice delivered up to 100 percent of quota and two kan per bale for deliveries in excess of quota. In addition necessary steps will be taken to expedite the distribution of three kan per tan ^{5/} for acreage required by the farmer to produce rice for his own food and seed requirements.

b. Salt: A special distribution of 7.5 kilograms shall be made to farm households which have satisfied rice quotas by 31 March 1947.

c. Imported canned foods: Each farm household completing delivery of its rice quota may purchase three pounds of class E (fruits) and two pounds of class F (syrups and jams) canned foods. Farm households may purchase two and one-half pounds of class F canned food per koku of rice delivered in excess of quota. The maximum purchase is 20 pounds per farm household.

d. Sake: More than 50,000 koku ^{6/} of sake is being made available for linked distribution to farmers during January through June 1947. Details of the plan are left to each prefectural governor.

e. A total of 350 million cigarettes is being linked to the delivery of rice during January through June 1947 at a rate of 50 cigarettes per bale of rice delivered in excess of quota (125 cigarettes per koku).

f. Textiles, bicycle tires, tubes and footwear: 4,615,800 items of clothing, underwear, tabis ^{7/}, bicycle tires, tubes, rubber boots, rubber shoes, and ~~chika~~-tabi ^{8/} and 1,000,000 pieces of meisen (spun silk) have been made available for distribution as incentive goods. The distribution of these will be based on a point system. In general, the farmer will

^{4/} One kan = 3.75 kilograms

^{5/} One tan = 1.245 acres

^{6/} One koku = 47.6 gallons

^{7/} A kind of sock with a split toe

^{8/} A kind of rubber-soled boot with a split toe

receive one point for fulfilling the quota and one point for each three bales of rice delivered in excess of quota. A farmer will be permitted to purchase one of the listed items for each point received. The plan may be modified by prefectural governors to fit the local situation.

g. Distribution of the items will be made through the agricultural association except in the case of salt and sake, which will be distributed through official dealers upon presentation of a certificate issued by the agricultural association.

C. Upward Revision of Bonus Payments

1. Bonus payments for rice delivered in excess of quota had originally been set at ¥150 per koku. The new plan announced by the Japanese government on 1 March 1947 supersedes the former plan. Bonus payments for the entire 1946 rice crop will be:

a. A bonus of ¥150 per koku for 20 percent of a farmer's rice quota shall be paid, if the individual farmer delivers 100 percent of his quota by 31 March 1947.

b. A bonus of ¥300 per koku shall be paid to farmers for each koku delivered in excess of quota by 30 April 1947.

c. An additional bonus of ¥350 shall be paid to farmers for each koku delivered in excess of individual quota by 30 April 1947, providing he is a member of a buraku which has delivered 100 percent of its quota.

D. The Legal Basis for Compulsory Foodstuffs Collections

1. Delivery of foodstuffs to the government by individual farmers up to quota levels is required by law. In case of failure to fulfil quotas, two types of legal measures may be initiated to compel deliveries.

2. The first type of legal action leads to penalties of imprisonment or fines. Under the provisions of the Foodstuffs Control Law of 21

February 1942 (as amended by Law No 53, March 1943, and Law No 4, February 1944), persons who fail to fulfil quotas within specified periods or who otherwise violate ordinances relating to the flow of foodstuffs through official channels are subject to fines up to ¥50,000 or to confinement at hard labor for a period not to exceed ten years. In practice, this type of prosecution is initiated by the prefectural procurator, who prefers charges and processes the case through normal court channels. At the same time, action under the Penal Code can be taken toward confiscation of the subject foodstuffs. It is clear that the time required to complete a case of this type greatly reduces its effectiveness in deterring potential violators.

3. A second means of enforcing fulfilment of quotas is provided by the Imperial Ordinance for Emergency Measures on Foods, 17 February 1946. Article 1 states, "In case where an owner of staple food has failed to sell the staple food which he had to sell to the Government according to the order issued in accordance with Food Control Law by the date appointed in the order, the Government may expropriate staple food of the same kind as stated in the said order at such amount as is equivalent to the amount he has failed to sell". This Ordinance further provides for the compensation of the owner of the expropriated foodstuffs at the legal price; and for imprisonments and fines for those who assist through false information or other means the non or illegal movement of foodstuffs. In application this Imperial Ordinance is currently subject to the terms of a Ministerial Ordinance of the same date, requiring that the expropriation process be initiated by the local Food Adjustment Committee through the prefectural governor. The latter serves a warrant of expropriation upon the offender and arranges

for delivery of the foodstuffs in question to the appropriate collection point. A weakness of this expropriation process grows out of the Ministerial Ordinance requiring group action at the local level before legal proceedings may begin. If situations exist where local interest is furthered by withholding deliveries of foodstuffs, a strong local tendency would arise to ignore the violation and thus render impossible legal action enabling compulsory collection. (Ministerial ordinances may be revised or withdrawn at will by the issuing ministry.)

4. Penal provisions for violations of laws, ordinances, and regulations governing foodstuffs collections may be found in these Articles:

a. The Foodstuffs Control Law (Law No 40, 21 February 1942, as amended by Law No 53, March 1943 and Law No 4, February 1944); Articles 31 through 37, 40, 41, 42, 45.

b. Imperial Ordinance for Emergency Measures on Foods, 17 February 1946; Articles 10 through 16.

MILITARY GOVERNMENT PARTICIPATION IN RICE COLLECTIONS

A. A copy of a command letter relative to rice collections to the Commanding General, Eighth Army, is presented for the information and guidance of Military Government officers.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

AG 433 (5 Mar 47)NR

SUBJECT: Rice Collections

TO: Commanding General, Eighth Army, APO 343

HGS/RHD/MEW/sk
APO 500
5 March 1947

1. The Japanese rice collection program, after a large rice crop in 1946, has fallen behind schedule since 1 January 1947. If the downward trend in collections continues at its present rate, collections of

the 1946 rice crop will be far short of the established goal, and food imports now requested will be insufficient to meet minimum food requirements of Japan in 1947.

2. Notwithstanding the 1946 Japanese rice crop of 61,000,000 koku (9,150,000 metric tons), domestic food production will not be sufficient to meet the minimum food requirements of Japan. The gravity of the world food situation makes it impossible for the United States to fulfill all of the import needs of food deficit nations. The Congress of the United States is showing increasing reluctance to appropriate money for shipments of food to Japan and Germany. It is essential that all indigenous food supplies in Japan be collected by the Imperial Japanese Government and distributed equitably through official rationing channels in order that maximum use can be made of available food. The responsibility for this program rests with the Imperial Japanese Government, but it has become necessary for the Eighth Army to scrutinize carefully certain aspects of the rice collection program.

3. The supply of consumer goods, including commercial fertilizers and farm tools, is still in short supply in Japan and will remain so for many months to come. Prefectural government officials and farmers must not, however, be allowed to use this as an excuse for inability to collect or refusal to deliver food crop quotas.

4. The Commanding General, Eighth Army, will take the following action:

a. Maintain strict surveillance over prefectural government officials with respect to:

- (1) The administration of the food collection program.
- (2) Publicity for the food collection program.
- (3) Prosecution of black market violators.

b. Submit reports on the food collection program, as necessary, to General Headquarters, Supreme Commander for the Allied Powers, by the most expeditious means available. These reports will contain the following information:

- (1) Cases of Government officials obstructing the food collection program wilfully or through negligence.
- (2) Recommended measures, in addition to those being taken on the prefectural level, to expedite food collections.
- (3) Other matters considered pertinent to the food collection program.

Reports Control Symbol for these reports will be QNR-04.

5. Attention is invited to statement attached as Inclosure 1, showing details of the staple food collection program and the rice and rice substitutes collection quotas assigned to each prefecture.

BY COMMAND OF GENERAL MacARTHUR:

NOTE: The substance of the enclosed statement mentioned in paragraph 5 is an integral part of this study.

LIST OF NATURAL RESOURCES SECTION PRELIMINARY STUDIES

Preliminary Study No 1, Formosan Metal and Mineral Statistics	29 Oct 46
Preliminary Study No 2, Coke in Japan	15 Nov 46
Preliminary Study No 3, Quality and Uses of Japanese Coal and Lignite	31 Dec 46
Preliminary Study No 4, Food Position of Japan for the 1947 Rice Year (As of 1 November 46)	3 Feb 47
Preliminary Study No 5, Japan's Big Fishing Companies	13 Mar 47
Preliminary Study No 6, Japanese Food Collection Program with Emphasis on Collection of the 1946 Rice Crop	11 Mar 47

DISTRIBUTION

Supreme Commander for the Allied Powers	1
Deputy Chief of Staff	1
War Department	200
Eighth Army, Attn: Military Government Section	15
Military Government Food Collection and Distribution Conference, 11 Mar 47	100
I Corps	10
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Prefectural Military Government Teams	65
Korean Liaison Office	1
G-2, Allied Translator and Interpreter Service	1
G-2, Civil Censorship Detachment	5
G-2, Civil Intelligence Section	1
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G-3	2
G-4	2
Diplomatic Section	6
Office of the Chief Engineer	12
Government Section	2
Civil Information and Education Section	2
Economic and Scientific Section	4
Attn: Research and Statistics Division	5
General Procurement Agent	1
Civil Property Custodian	2
Civil Transportation Section	2
Statistical and Reports Section	2
Public Relations Office	2
Assistant Chief of Staff, A-2, 1st Air Division	1
Secretariat Allied Council for Japan	5
Natural Resources Section:	
Chief of Section	10
Executive Officers	3
Technical Adviser	1
Agricultural Division	25
Fisheries Division	1
Forestry Division	1
Mining and Geology Division	1
Library	2
Historian	1
File	100

(Subject to Change)

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Natural Resources Section

NR 331 (11 Mar 47)A

Tokyo, Japan
11 March 1947

MEMORANDUM FOR: All Military Government Personnel Concerned.

SUBJECT: Instructions issued by Imperial Japanese Government to Prefectural Governors in relation to the Rice Collection Campaign.

The following instructions, issued by the Imperial Japanese Government to all prefectural governors, are distributed for the information and guidance of all Military Government personnel concerned.

FROM : Vice-Ministers of Agriculture and Forestry, Home Affairs, Justice, Commerce and Industry, Transportation and Economic Stabilization Board.

TO : Prefectural Governors.

SUBJECT: Rice Collection Campaign. (draft)

The collection rate of 1946 rice has become extremely poor since February. If unchecked, a food crisis is inevitable in the beginning of April. It cannot be overemphasized, as has been repeatedly pointed out by SCAP, that the satisfaction of 110% of the quota is prerequisite of the food import request by the Japanese Government to SCAP. The completion of 100% of the quota is a matter of course, needless to say.

In view of the gravity of the matter, the Government announced the positive collection measures, simultaneously with the official statement on 1 March, which were put into effect at once with a view to maximize rice collections. You are instructed to exert your best effort to see an effective and vigorous campaign carried out in conformity with the positive measures, bearing the following points in mind.

1. The following are the four main points of the proposed rice collection measures:
 - (1) To ensure that the original quota shall be fulfilled 100% not later than the end of March, and that excess deliveries representing 10% of the quota shall be fulfilled not later than the end of April.

- (2) The following special steps are to be taken for facilitating the attainment of the purposes under (1) above:
 - (a) To grant a special bonus of the largest amount consistent with the nation's finances.
 - (b) To release, to farming communities, production materials and necessities of life, as much as possible within the limits of the existing resources of the nation, and to take special steps for ensuring, on the Government's responsibility, that they shall be properly distributed to the producers.
 - (3) To ensure that any black-marketeering in the staple foods and in the materials mentioned above shall be rigorously prevented.
 - (4) To carry out a rigorous enforcement of the existing laws and regulation against dishonest farmers who would neglect making the required deliveries, including especially such leaders of farming communities as would by their speech and action hamper the deliveries, if there are any after the measures under the preceding paragraph have been put into effect.
2. The prefectural governors shall make a formal public announcement setting forth the time limit, not later than the end of March, for the sale to the Government under the provision of Article 1 (2) of the Food Control Law Enforcement Regulations, and at the same time action shall be taken to exhort the producers to complete deliveries in excess of the allocated quotas not later than the end of April. This action shall be so taken as to make every one of the growers thoroughly acquainted with the matter.
 3. The concrete measures to be carried out by the Central Government in accordance with the above action taken and the measures the prefectural governors are requested to carry out are as follows:
 - (1) In view of the fact that the disbursement of special compensations and the release to the farmers of production materials and necessities of life would be of little value to provoke their will to make rice deliveries unless they fully realize the stern reality of our national economy after the defeat in the war, the Central Government shall take the following action:
 - (a) Necessary steps shall be taken by the use of such reporting organs as newspapers, radios, etc. so as to enable the competent authorities concerned to effect a thorough-going publicity campaign of the principles of the action taken.

- (b) Posters, referential data, etc. shall be distributed in every direction.

The prefectural offices are requested also to exercise special attention so that this kind of enlightenment program will be circulated in every quarter.

Further, with respect to the present grant of special bonus, special care should be taken not to invite misunderstandings by individual farmers on the following points:

- (a) The special bonus shall be granted to those who will have completed 100% of the quota by the end of March at the rate of ¥150 per koku on the last twenty percent of the quota delivered. That is, the grant is on the condition of completion of 100% of the quota.
- (b) The special bonus of ¥300 per koku on deliveries in excess of the quotas is to be given to each individual farmer, not subject to the complete delivery by each unit of the village.
- (c) In the case of villages which have made complete deliveries, they shall be given a special bonus of ¥350 per koku on the excess amount delivered in addition to the special bonus mentioned in the foregoing paragraph, so that the grant of the compensation of ¥150 heretofore given will automatically be cancelled.
- (d) The present special compensations are applicable, needless to say, to those who have already completed deliveries and also to deliveries in excess of quotas.

It may be added that the financial burden the government will incur by the enforcement of the present bonus system is estimated at about ¥2,100,000,000.

- (2) In order to ensure fair and equitable distribution of materials necessary for agricultural production and of essential commodities, the following arrangements will be made by the Central Government.

- (a) Formation of a committee for essential agricultural commodities. On the Lower House's Committee on Food Policy, a special section shall be established for the purpose of examining at any time the actual state of production, transportation, and distribution of incentive commodities, and it is proposed to make public its findings.

In local districts, within the Metropolitan and the Prefectural Food Committees, a committee on essential

agricultural commodities will be established according to the principles given in Annex 6.

- (b) Arrangements for ensuring distribution of essential commodities of life.

In this regard the measures contained in the notification given in Annex 5 will be adopted and, in the Food Management Board, there will be appointed responsible officials charged with matters concerning the actual state of production and distribution and adequate liaison with local authorities as circumstances require, pertaining to shipment of goods and other matters. The Metropolitan and the Prefectural authorities are, therefore, required to appoint the corresponding officials in the Food and the Commerce & Industry Sections in order to cooperate with the Central Government for enforcement of the Government's measures and constantly communicate with the Government concerning the actual distribution within their (the Metropolitan and the Prefectural authorities) jurisdiction.

- (3) As regards the control of illegal sales and purchases of the staple food, agricultural production commodities and essential commodities of life, it is requested that the following measures be taken.

- (a) A continuous control will be exercised especially on the evasion of deliveries by one entire village or hamlet, thereby to perfectly preclude diversion of commodities into illegal channels and stimulate the spirit of rice delivery.
- (b) As regards mass purchases, especially by resident foreign nationals, each local government office is requested to take resolute steps in this connection, maintaining close liaison with the Military Government team on the spot.
- (c) As regards the delayed rationing in cities, each local government office is requested to further tighten the control of illegal purchases in general in order to eliminate the vicious circle formed by delayed rationing and slow progress of deliveries.
- (d) The distribution of incentive commodities for deliveries of rice will not be appreciated by farmers so long as similar commodities are appearing on the black market, so that rigid control should also be exercised in order to prevent the black-marketeering of commodities of such type by the acceleration of rice deliveries.

- (e) In view of the existing state of the police force, producers, distribution organs, and other organizations will be mobilized to stage a popular movement for the prevention of black-marketeering, side by side with the afore-mentioned government controls.
- (4) It is requested that the following measures be taken against persons agitating against rice collection and dishonest farmers who are lagging in rice delivery:
- (a) Instances are not few in which, in spite of the fact the producers have a will to deliver rice, some of the leaders in farming villages undertake, openly or secretly, to hamper the delivery. It is expected, as election campaign tactics, such activity will show a tendency to increase.

The Central Government is determined to mete out strict punishment against such agitators, and it is requested that the local governments, in close co-operation with the juridical authorities, enforce vigorously the stipulations of Art. 11 of the Emergency Imperial Food Control Ordinance.

- (b) The following measures should be taken against dishonest farmers in the application of the laws now in force:
1. The prefectural governors should thoroughly publicize the sale time limits and at the same time take practical measures against towns, villages, or their subdivisions which are behind in scheduled deliveries, by sending in advance a letter urging the completion of the assigned quota.
 2. Those who fail to complete the delivery within the prescribed time limit, should be subjected to thoroughgoing investigation as to the circumstances attending the default.
 3. When farmers are found especially guilty after the investigation mentioned in the preceding item, the penalty provided in Art. 32 of the Food Control Law should be applied against them.
 4. That local food committees and food adjustment committees be encouraged to ask for application of the Emergency Imperial Food Control Ordinance.
 5. In case investigation reveals that violations are not especially vicious in nature and consequently it would be too severe to apply the penal clauses or to resort

to compulsory collection, it should be clearly intimated to those delinquents that the amounts which they have failed to offer shall be put on the quotas to be assigned to them in collection of 1947 barley, wheat, potatoes, or rice.

In execution of these measures reference shall be made to the following Department orders:

- (a) With regard to increased supplies of fertilizers linked with offers of agricultural produce in proportion to voluntary offers in addition to the assigned quantities, refer to the Vice-Minister's Orders NOSEI No. 386 dated 13 February 1947 and NOKYOKU No. 236 dated 15 February 1947. (Annex Nos. 1 and 2.)
- (b) With regard to fertilizers to be used in rice-cultivation for farmers' own consumption, refer to the Vice-Minister's Order NOSEI No. 34 dated 17 February 1947. (Annex No. 3)
- (c) With regard to agricultural implements, refer to the measures appended hereto. (Annex No. 4)
- (d) With regard to guaranteed rationing of the necessities of life, refer to Order SHOKURYO No. 22 dated 16 February 1947. (Annex No. 5)
- (e) With regard to establishment of committees for agricultural community necessities, refer to the Measures appended hereto. (Annex No. 6)
- (f) With regard to returning empty straw bags to agricultural villages, refer to Vice-Minister's Order NOSEI No. 462 dated 17 February 1947. (Annex No. 7)

(Annex No. 1)
22 NOSEI No. 386

13 February 1947

FROM: Vice-Minister of Agriculture and Forestry

TO: Prefectural Governors

SUBJECT: Fertilizer rationing linked with extra rice delivery in addition to assigned quota.

In order to reward the farmers delivering 1946 rice, an order issued by the Ministry of Agriculture and Forestry, NOKYOKU No. 1543, dated 13 September 1946, has provided the rationing of fertilizers linked with the amount of rice delivered, on the basis of 1 kan of nitrogenous fertilizer (calculated in terms of the amount of ammonium sulphate) per bale of rice. Considering the subsequent food situation, it is not only necessary to secure the delivery quota to its full extent, but it is also necessary to make every effort in urging the voluntary delivery of rice in addition to the assigned quota and stabilizing the present food situation, with the view of establishing a basis for the economic rehabilitation and the rebuilding of the nation. Therefore, with the aim of completing this voluntary rice delivery, and with the purpose of securing more fertilizers, which is the basis for production to the farmers, orders will be issued to secure the present delivery quota (per village) and also to add one kan of nitrogenous fertilizer (calculated in terms of the amount of ammonium sulphate) according to the amount of voluntarily delivered rice, making a total ration of two kan of nitrogenous fertilizer per bale of rice. Understanding this situation, your special efforts in thoroughly acquainting the farmers with this problem and urging the voluntary delivery of rice, to say nothing of the fulfilment of the current delivery quota, are appreciated.

(Annex No. 2)
22 NOKYOKU No. 236

15 February 1947

FROM: Chief of Agricultural Administration Bureau.
TO: Prefectural Governors.
SUBJECT: Fertilizer Rationing Linked with Extra Rice Delivery in Addition to Assigned Quota.

According to NOSEI No. 386 dated 13 February 1947, issued by the Vice-Minister of Agriculture and Forestry, you were notified that fertilizers will be rationed on the basis of 2 kan of nitrogenous fertilizer (calculated in terms of the amount of ammonium sulphate) per bale of rice voluntarily delivered in addition to the allotted quota. The procedure is mentioned below, and results on the voluntary delivery of rice should be actually obtained.

1. Calculation of the amount of extra rice delivery is made for each village that has completed its allotted quota, according to paragraphs 2 and 3 of SHOKUKYO No. 189 dated 25 January 1947 issued by the director-general of the Food Control Bureau, the subject of which is "Handling of Extra Delivery of 1946 Rice," on the basis of the amount of each individual extra delivery excluding the amount delivered by farmers without any previous quota.
2. Confirmation of extra rice deliveries will be made according to the notification mentioned above.

(Annex No. 3)
22 NOSEI No. 34

17 January 1947

FROM: Vice-Minister of Agriculture and Forestry

TO: Prefectural Governors

SUBJECT: Fertilizer Rationing Quota.

The following amount of spring nitrogenous fertilizer allotted for rationing has been settled, and you are requested to take thorough measures towards distribution control in order to increase agricultural production.

1. In accordance with the fertilizer rationing method notified in NOSEI No. 717, 1946 dated 6 July 1946, the rationing amount is calculated as the total of the amount to be rationed for the production of retention food excluding the delivery amount linked with the delivery of rice, white potatoes, sweet potatoes, soy beans, (vegetables) as has been previously decided and notified last year, plus the allotted rationing amount for other crops. The following procedures have been decided.

- (1) The area necessary for the production of retention food for farming households is calculated as follows:
 - (a) Rice: Calculate the necessary yearly retention amount of rice for solely self-consuming farming households. Then calculate the required area for this amount from the average 1946 rice harvest per Tan, and add the planting area of farming households receiving no delivery allotments.
 - (b) White Potatoes and Sweet Potatoes: Calculate the ratio (retention ratio) between the estimated 1946 production amount and the amount excluding the allotted delivery and purchase amount. The area is computed by multiplying the planned planting area for 1947 by this ratio.
- (2) The planned area for this year's spring and summer crops (refer to Form No. 2) shall be adopted for the area required for any other crops than those mentioned in (1) above.
- (3) The standard amount of fertilizer to be applied per Tan is decided in the attached sheet, placing first priority on export foodstuff and the most indispensable food.

Furthermore, special consideration is requested in dealing with the following:

(Annex No. 3 cont'd)

- (a) Vegetables: Priority shall be given to ration the special vegetable producing district.
- (b) Vegetable seedlings: The seedlings shall be divided into two groups, the 1946 autumn and winter crops and the 1947 spring and summer crops. Procedures shall be taken according to notifications from both the Fertilizer Section Chief and the Special Product Division Chief dated 28 July 1946.

Furthermore, orchard saplings are included in the spring and summer crops.

- (c) Tobacco: Adjustments have been made according to the planting area as stated in Paragraph 4, NOKYOKU No. 1792 dated 19 October 1946 issued by the chief of the Agricultural Administration Bureau.
 - (d) Export Flowers and Bulbs: The cultivation of lily and tulip bulbs for export are herewith considered.
- (4) Special rations shall be distributed to areas allotted for planting delivery white potatoes in addition to rations linked with the delivery quota, considering last year's yield per Tan.
 - (5) Investigations are being made for the planned rice planting area, and adjustments shall be made for the increase or decrease in the area owing to new planting or converted planting after the investigations are completed.
2. Rationing within your jurisdiction shall be managed according to Paragraph 3, NOSEI No. 856, 1946 dated 27 July 1946, and after immediately settling plans, shipment instructions shall be sent to the Nippon Fertilizer Co., Ltd., in order to cope with recent stringent transportation conditions.
 3. Rationing shall be divided into three periods: January - March, April - May, and June - July instead of a monthly rationing procedure.

Furthermore, sufficient measures shall be taken to manage thoroughly this procedure at preliminary meetings with each prefectural office, and other groups concerned held at the Fertilizer Shipment Council (under consideration) or the Nippon Fertilizer Co., Ltd.

4. The conversion ratio for calcium cyanamide is estimated in terms of ammonium sulphate (20.0%) according to its guaranteed constituent, and the conversion ratio for other nitrogenous fertilizers are the same as before.

(Annex No. 3 cont'd)

5. Applications (including phosphate and potassium fertilizers and selecting desired fertilizer) for a desired amount for experiment and research use shall be submitted, enclosing a detailed statement of plans, by the end of this month, and the remaining fertilizer shall be distributed according to the delivery quota for your prefecture.

Form No. 1

Spring Nitrogenous Fertilizer Quota for 1947

	: Alloted Amount	: Rationing Amount			
		: Jan - Mar	: Apr - May	: June - July	
	Tons	Tons	Tons	Tons	
Ammonium Sulphate					
Calcium Cyanamide					
Total					

Note: All numbers are calculated in terms equivalent to the amount of ammonium sulphate.

Form No. 2

Calculation Basis for the 1947 Spring Nitrogenous Fertilizer Quota

	: Allotment Basis	: Planting	: Area	: Cho
Rice	3.0			Privately owned area only
Sweet potatoes	0.8			Only the privately owned area out of ____ cho
White potatoes	2.4			Only the privately owned area out of ____ cho
White potatoes to yield planting potatoes	4.8			
Cereals	1.5			

(Annex No. 3 cont'd)

Form No. 2

Calculation Basis for the 1947 Spring Nitrogenous Fertilizer Quota
(Cont'd)

	: Allotment Basis :	Planting :
	: per Tan :	Area :
		Cho
Vegetables		
Vegetables:		
Original Seedlings (Autumn & Winter Crops)	1.5	
Vegetables:		
Original Seedlings (Spring & Summer Crops)	2.5	
Mulberry Farms	3.0	
Mulberry Saplings	5.0	
Tobacco	3.5	
Orchards	1.5	
Tea	3.0	
Pyrethrum	0.7	
Flax	1.0	
Ramie	8.0	
Jute	3.0	
Hemp (Phorium Tonax Forst)	5.0	
Rush	8.0	
Medicinal Camphor	2.0	
Medicinal Ginseng	2.0	
Medicinal Herbs	2.0	
Sugar Beets	2.0	
Export Bulbs	3.0	
Others	1.5	
Rations for White Potato Delivery		

(Annex No. 4)
22 NOKYOKU No. 343

3 March 1947

FROM: Chief of Agricultural Administration Bureau

TO: Prefectural Governors

SUBJECT: Repair of Agricultural Implements in the Rice Deliver Campaign.

In view of the recent rice delivery results, the repair of agricultural implements will be firmly executed according to the procedures described below, as one measure to be taken in the rice delivery campaign. Your co-operation is requested in order to complete all necessary repairs and promote the delivery of rice.

1. Expected number of implements to be repaired
in your To, Do, Fu, or Ken. _____ each
2. Preparations for material needed.

- (1) Steel material will be shipped directly to your To, Do, Fu or Ken Agricultural Association by the All-Japan Agricultural Association or the Japan Agricultural Implement Industry Co-operative Union.

A total of _____ tons will be shipped separately for March and April.

Furthermore, it is planned to secure and allot about twenty percent of the steel supplies as special steel.

- (2) The allotted amount of cokes will be a total of _____ tons.

March _____ tons

April _____ tons

May _____ tons

Arrangements will be made for the monthly shipment of cokes to your To, Do, Fu, Ken Agricultural Association, and all efforts must be made to secure the cokes. (Specially close contact with the Industry and Commerce Bureau is requested.)

- (3) The allotted amount of charcoal will be a total of _____ tons. The Ministry has completed arrangements so that your prefecture will receive one-third of the total amount for each month during March, April and May. The encouragement of the competent office under your jurisdiction is requested.

(Annex No. 4 cont'd)

3. Measures to be taken toward designated repair shops stated in Section (2), (d), paragraph 4 of the summary attached herewith. Additional rice rations for laborers and special rations of sake to encourage production will be delivered. An immediate report on the number of designated repair shops and laborers in each city, town or village is requested.
4. Report on repair results:

The arrangement of a monthly report on repair results, to be submitted to the Chief of Material Supplies Division, Agricultural Administration Bureau, not later than the tenth of the following month, is requested.

Summary on Emergency Measures for Repairing
Agricultural Implements

A. Principle

In view of fulfilling the delivery of 1946 rice, the following special measures will be taken in order to grant a priority for repairing agricultural implements belonging to farmers who have completed their delivery quota.

B. Measures

1. Farmers eligible for receiving repairs:

Farmers who have completed their delivery quota by the end of March.

2. Implements to be repaired:

Hoes (edges damaged) -

Expected Number to be repaired: 3,300,000 each

At least one hoe will be repaired for each farmer who has completed his quota.

3. Repairing period:

A suitable repairing period will be fixed between March ___ and March 31 in order to fulfil the repairing of hoes.

4. Repairing method:

(1) Repairs will be carried out at adequate prices at a designated repair shop in exchange with a repair ticket issued by the prefectural governor.

(Annex No. 4 cont'd)

Repair tickets will be granted to farmers who have completed their allotted quota by the city, town, or village, according to the opinion of the city, town or village Food Regulation Commission.

(2) Repair Organ.

(a) In principle, one repair shop (among the forges or common repair shops) recommended by the city, town or village agricultural association will be specially designated in each city, town or village.

In accordance with the actual local conditions the number of designated repair shops is subject to change.

(b) The city, town or village agricultural associations will collect the damaged implements using repair tickets, and will take the entire responsibility of repairing them at the designated repair shops, and also supervise the completion of this work.

(c) The city, town or village agricultural associations will make arrangements with the designated repair shops, in order to see that only repairing of agricultural implements by repair tickets will be undertaken during the repair period.

(d) Additional rice rations for laborers and special rations of bounty sake will be delivered to designated repair shops during the repair period.

5. Measures for securing repair material:

(1) Measures will be taken to secure priority in materializing the monthly plan for obtaining repair material as follows:

Name	Specification	Amount		Monthly Quota			Remarks
		Planned	March	April	May		
		Tons	Tons	Tons	Tons		
Steel	3.2 m/m plates	1,000	500	300			
Special Steel		200					
Coke		700	277	266	137		
Charcoal		2,600	866	867	867		

Special measures will be taken so that coke and charcoal will arrive at designated repair shops before the repair period.

(Annex No. 4 cont'd)

- (2) Steps will be taken to secure material for the designated repair shops: steel and special steel will be delivered by arrangements of the All-Japan Agricultural Association and the Japan Agricultural Implements Industry Co-operative Union, and fuel will be materialized by the prefecture.

6. Establishment of repair promotion organs:

The following central and local committees will be established in order to firmly encourage and also complete this repair project.

(1) Central

The Ministry of Agriculture and Forestry, the All-Japan Agricultural Association, and the Japan Agricultural Implements Industry Co-operative Union will constitute the Central Agricultural Implements Repair Promotion Committee.

(2) Local

- (a) Each Fu and Ken will establish a Prefectural Agricultural Implements Repair Promotion Committee comprising the Prefectural Office, Prefectural Agricultural Association and Local Agricultural Implements Industry Control Union.
- (b) Each city, town or village will establish a Repair Conference Committee comprising to city, town or village office, agricultural association, farmers' union, Food Regulation Commission and the designated repair shops.

(Annex No. 5)
22 SHOKURYO No. 402
15 February 1947

FROM: Director-General of Food Control Bureau.
Chief of Textile Bureau, Ministry of Commerce and Industry.
Chief of Chemistry Bureau, Ministry of Commerce and Industry.

TO: Prefectural Governors.

SUBJECT: Special Rationing of Daily Necessities in Recompense for 1946 Rice Delivery.

Although the purchasing of 1946 rice was being carried out smoothly at the beginning, the outlook is very dark being affected by recent social economic conditions. Therefore, a special resolution was reached upon deliberation by the Economic Stabilization Board, the Ministry of Commerce and Industry, and the Ministry of Agriculture and Forestry, in view of the present production status to urge the delivery of rice by releasing a maximum limit of goods in reward.

The following allotment in the annexed sheet has been made to your prefecture, and you are requested to take all necessary measures in order to fulfil the rice quota and securing extra rice delivery, by the most appropriate and most effective application of these goods under the following procedures.

Furthermore, though shipment procedures and other details will be notified in due time, special efforts are appreciated in timely appropriate rationing at the end of the system by previously establishing close connections with rationing organs.

Note

1. Special rations shall be allotted to extra rice deliveries, and as to concrete rationing methods, adequate measures shall be established according to the actual conditions of the delivery campaign in your prefecture.
2. Rationed material shall be paid for. The rationing system is described in the attached sheet with each article. The actual rationing business in cities, town and villages shall be carried out the same as usual.
3. Concrete rationing methods shall be set up immediately and reported to the director-general of the Food Control Bureau. Furthermore, when goods are to be applied to cases except extra rice deliveries, previous connections must be made with the director-general of the Food Control Bureau.

(Annex No. 5 cont'd)

Delivery Quota of Daily Necessities in
Recompense for 1946 Rice Delivery

FROM: Food Control Bureau.
Textile Bureau, Ministry of Commerce and Industry.
Chemistry Bureau, Ministry of Commerce and Industry.

TO: Prefecture

Article	Rationing Period	Quantity	Rationing Route	Remarks
Working Clothes	Fourth Quarter		Agricultural Association Concerned 50% Rationing Organ Concerned 50%	
Knitted Underwear	"		Rationing Organ Concerned	
Women's Clothes	"		"	
Children's Clothes	"		"	
Cotton Underwear	"		"	
Tabi	"		"	
Cotton-cloth Yarn	"	lbs.	"	
Bicycle Tires	Fourth Quarter		"	
Bicycle Tires	First Quarter		"	
Bicycle Tubes	Fourth Quarter		"	
Bicycle Tubes	First Quarter		"	
Rear-car Tires	Fourth Quarter		"	
Rear-car Tires	First Quarter		"	
Rear-car Tubes	Fourth Quarter		"	
Rear-car Tubes	First Quarter		"	
Rubber High Boots	Fourth Quarter		"	
Rubber High Boots	First Quarter		"	
Rubber Boots	Fourth Quarter		"	
Rubber Boots	First Quarter		"	
Boots	First Quarter		"	
Chika Tabi	Fourth Quarter		"	

Note: In the rationing period column -
Fourth quarter stands for the fourth quarter of 1946.
First quarter stands for the first quarter of 1947.

(Annex No. 6)

PRINCIPLES FOR THE
INSTITUTION OF A COMMITTEE ON ESSENTIAL COMMODITIES
FOR AGRICULTURAL DISTRICTS

1. The Committee shall be instituted as a special division in each To, Do, Fu, or Ken Food Committee and function as a consultative and cooperative organ for the prefectural governor to ensure and expedite the proper distribution and supply of commodities essential for agricultural districts.
2. The Committee shall consist of a chairman and members.
 - (a) The chairman shall be the prefectural governor.
 - (b) The members shall be representatives of producers, the chairman of the respective To, Do, Fu, or Ken Agricultural Association, representatives of local distribution agencies, officials concerned of the Japan Express Company, members of the respective city, town or village Food Adjustment Committee, officials concerned of the respective prefecture, representatives of the Public Procurator's Office concerned, learned or experienced people or others who shall be deemed suitable by the respective prefectural governor.
3. All proceedings of the meetings of the Committee shall be open to the public, and those concerned shall receive full information to be furnished by the Ministry of Agriculture and Forestry and the Ministry of Commerce and Industry concerning the actual condition of the production, transportation and distribution of incentive commodities.

(Annex No. 7)
22 NOSEI No. 463

27 February 1947

FROM: Vice-Minister of Agriculture and Forestry

TO: Prefectural Governors

SUBJECT: Adjustment of Demand and Supply for Used Straw Products.

In view of the present critical shortage for the demand and supply of straw products, decisions have been made to adjust the demand and supply according to the "Demand and Supply Adjustment Program for Used Straw Products" described below with the object of returning used straw products to the farm villages and adjusting the over-all demand and supply of new and used straw products. Taking the following items into full consideration, your arrangements for perfect operation of this plan are requested.

1. Remarks concerning the program:

- (1) "Others designated by the prefectural governor" in paragraph 1 means that those who have a daily capacity for providing more than fifty sheets will be subject to special designation.
- (2) The present managing organs will be designated as "Managers for used straw products designated by the prefectural governor" mentioned in Paragraph 2.
- (3) The latest date to submit a list of the rationing plans is 10 March as far as the rationing plans for the first quarter of 1947 are concerned.

2. An immediate report must be submitted to the Material Supply Section, Agricultural Administration Bureau, Ministry of Agriculture and Forestry, as soon as the providers and managers of used straw products are appointed, stating their names and addresses. Changes in names and addresses must also be reported.

Demand and Supply Adjustment Program for
Used Straw Products

Principle:

In view of the present critical situation for the demand and supply of straw products, the following measures have been taken to meet the shortage of packing material by adjusting the demand and supply of used straw products, in order to return them to the farm villages and adjusting the over-all demand and supply of new and used straw products.

(Annex No. 7 cont'd)

Procedures:

1. Used straw products are empty straw bales and bags provided by food associations, flour mills and others designated by the prefectural governor. (These will be referred to as providers of used straw products in the following paragraphs.)
2. Providers shall sell the straw bales and bags in their original state to managers dealing with used straw products and designated by the prefectural governor on the spot where they are emptied.
3. The To, Do, Fu, or Ken office shall submit a quarterly rationing plan (refer to attached form) to the Ministry of Agriculture and Forestry one month previous to the beginning of every quarter.
4. Measures shall be taken as far as possible to return empty bales and bags to the farm villages when setting up rationing plans. Furthermore, in case of staple food consuming prefectures, measures shall be taken to send the amount of used straw products equivalent to more than 30% (in cases actually exceeding 30%, the actual amount will be considered) of the rice and wheat shipment back to the producing prefectures as return material.
5. The opinions of agricultural associations, farmers' union, rationing managers, food associations and actual consumers shall be consulted in setting up an appropriate rationing plan for used straw products.
6. The Ministry of Agriculture and Forestry shall instruct the To, Do, Fu or Ken office, whenever the necessity arises for regulating the demand and supply, concerning consumers, rationing quantity, rationing period and other necessary items for the adjustment of demand and supply.
7. Rations for the managers of used straw material (cf. Paragraph 2) shall be notified by the To, Do, Fu or Ken office, according to plans (cf. Paragraph 3) and instructions (cf. Paragraph 6).
8. The To, Do, Fu or Ken office shall submit a quarterly report on the actual rationing results of used straw material to the Ministry of Agriculture and Forestry within one month after the end of each quarter.

(Annex No. 7 cont'd)

NOTE

Staple Food Consuming Prefectures
 Tokyo-To, Kanagawa-Ken, Aichi-Ken, Osaka-Fu, Hyogo-Ken.

Demand and Supply Plans for Used Straw Products
 for the _____ Quarter of 19__

(_____ Prefecture)

(Unit: sheet)

1. Empty Straw Bales

Estimated Output: _____ sheets

2. Purpose

	: Amount :		Planned Rationing		: Remarks
	: Demanded	: Prefecture	: Within the Prefecture	: Outside the Prefecture	
(1) Occupation Forces					
(2) Reparation Objects					
(3) Agricultural Products					
(4) Forestry Products					
(5) Marine Products					
(6) Fisheries					
(7) Public Works					
(8) Metal Mining Products					
(9) Industrial Products					
(10) Mining Products					
(11) Fertilizer					
(12) Others					
(a)					
(b)					
(c)					
TOTAL					

- Note: 1. "Amount Demanded" will only concern the amount demanded within the prefecture and the basis of calculation will be described in the remarks column.
 2. "Others" will be subdivided as complete as possible.
 3. The name of the consignee for rations outside the prefecture will be stated in the remarks column.

SMGO

SCAP

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Economic and Scientific Section

AFO 500
7 January 1947

MEMORANDUM:

TO: To All Military Government Officers

SUBJECT: Principles for Japanese Trade Unions

1. Inclosed for your information and guidance is a copy of "Principles for Japanese Trade Unions," adopted by the Far Eastern Commission in a policy decision made on 6 December 1946.

1 Incl
Copy of Principles for
Japanese Trade Unions

W F Marquat
W. F. MARQUAT *WFK*
Brigadier General, U. S. Army
Chief, Economic & Scientific Section

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Economic and Scientific Section

Far Eastern Commission Policy Decision
(made on 6 Dec 46)
on

PRINCIPLES FOR JAPANESE TRADE UNIONS

(announced 24 December, thru CI&E press release)

1. Japanese workers should be encouraged to form themselves into trade unions for the purpose of preserving and improving conditions of work, participating in industrial negotiations to this end, and otherwise assisting the legitimate trade union interests of workers, including organized participation in building up a peaceful and democratic Japan.

2. The right of trade unions and their members to organize for these purposes should be assured and protected by law. Freedom of workers to join trade unions should be provided for by law. All laws and regulations preventing trade unions achieving these objectives should be immediately abrogated. Employers should be forbidden to refuse employment to, or discriminate against, a worker because he is a member of a trade union.

3. Trade unions should have the right of free assembly, speech and the press, and access to broadcasting facilities on a non-discriminatory basis, provided only that such assembly, speech, or writing does not directly interfere with the interests of the occupation.

4. Trade unions should be encouraged to negotiate with employers on behalf of their members regarding terms and conditions of employment. The Japanese Government should establish mediation and arbitration machinery for dealing with industrial disputes that cannot be settled by direct and voluntary negotiation between the worker or his representative and the employer.

The mediation and arbitration machinery should operate under conditions assuring the protection of the interests of the workers, and if employers are represented on the machinery, trade unions should be given equal representation.

5. Strikes and other work stoppages should be prohibited only when the occupation authorities consider that such stoppages would directly prejudice the objectives or needs of the occupation.

6. Trade unions should be allowed to take part in political activities and to support political parties.

7. Encouragement should be given to organized participation by trade unions and their officials in the democratization process in Japan and in measures taken to achieve the objectives of the occupation, such as the elimination of militaristic and monopolistic practices. But such participation should not be encouraged in such a way as to hinder the achievement of the principal obligation and responsibility on the unions and their officials to organize for the protection of union members and union interests.

8. Trade unions should be encouraged to promote adult education and an understanding of democratic processes and of trade union practices and aims among their members. The Japanese Government should as far as possible assist trade union officials in obtaining information on trade union activities in other countries. These objectives should be given due weight when allocations of paper supplies and imports of foreign publications are made.

9. The Japanese should be free to choose the form of organization of their unions, whether on a craft, industry, company, factory or territorial basis. Emphasis should be placed on the importance of a solid local basis for future trade union activity in Japan. However, unions should be allowed

to form federations or other groupings, for example in the same area or in related industries or on a nationwide basis.

10. The formation of trade unions should be a process of democratic self-expression and initiative, proceeding from the workers themselves. Employers should not be allowed to take part in the organization or conduct of unions or to finance them.

11. Trade union officials and standing committees should be elected by the workers concerned by secret ballot and democratic methods. It should be the responsibility of the unions to ensure that all officials have been democratically elected at regular stated intervals and that all their activities are democratically conducted.

12. No person who is subject to the purge directive of 4 January 1946, or to subsequent purge directives, should be allowed to hold office in a trade union. All persons who were directly connected in the past in a responsible capacity with the obstruction or repression of trade union organization or activity should be prohibited from employment as union officials, in labor agencies or as mediators, conciliators, or arbitrators. All persons who held office in government-sponsored or controlled trade unions should be subject to screening before being allowed to take office again.

13. Japanese Government and other agencies which were set up or functioned for the purpose of obstructing or in such way as to obstruct free labor organization and legitimate trade union activities should be abolished or their powers in respect to labor revoked. No police or other government agencies should be employed in spying on workers, breaking strikes, or suppressing legitimate union activities.

14. Any undemocratic workers' organizations or their affiliates, such as the patriotic industrial associations, should be dissolved and not allowed to revive. No new workers' organizations with militaristic, ultra-nationalistic, Fascist, or other totalitarian aims should be permitted.

15. Persons who have been imprisoned because of activity or "dangerous thoughts" in connection with trade unions and other labor organizations should be released.

16. The balance sheet and table of income and expenditure of each trade union showing also the source of large contributions should be available for public inspection. Safeguards such as an annual audit by a professionally competent auditor appointed by the members should be taken to ensure the accuracy of the statements.
