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I INTRODUCTION

~~INTRODUCTION~~ CONTROL OF JAPANESE EXTERNAL AFFAIRS

only 5 pages in draft

When Japan surrendered its governmental machinery was intact. Included in that machinery were the agencies for administering control of overseas possessions and conducting official relations with other countries. There were governments-general in the Home Ministry for the administration of Korea, Formosa and Karafuto; the Greater East Asia Ministry for the orientation and coordination of the political, economic and cultural policies of the nominally independent countries adhering to the co-prosperity sphere, and the Ministry of Foreign Affairs for the conduct of official relations with countries with which Japan was not at war.

Contact and communication with the outside world did not cease on August 14, 1945, when the Japanese Government, through Switzerland, notified the governments of the United States, Great Britain, France and China that the Emperor of Japan had declared Japan's acceptance of the Potsdam Declaration and was prepared to insure the signing of surrender terms. Japanese governmental agencies and representatives abroad continued to carry on their functions as did foreign diplomatic and consular missions in Japan.

To permit the Japanese Government to continue to exercise authority over areas which Japan had acquired by force, duress or stealth and which the Allies had repeatedly declared were to be taken from her would have been inconsistent with the purposes of the Occupation.[1] Similarly to permit the Japanese Government to continue official relations with other governments through its diplomatic and consular representatives abroad and through foreign representatives in Japan would have been inconsistent with Japan's position as a defeated and occupied power and incompatible with the Supreme Commander's authority. But

[1] Appendix A - Cairo Declaration; Appendix B - Potsdam Declaration.

until Japan and its outlying possessions had been physically occupied by the Allies and the Japanese Government satisfactorily brought under the Supreme Commander's control there was no effective way of insuring severance of Japan's grip on its colonial and occupied areas or of its official relations with other countries. Thus among the first tasks of the Occupation, perhaps second in priority (only) to disarmament and demobilization, were these two: (1) severance of Japanese governmental and administrative authority and control over areas outside Japan proper, and (2) severance of direct official relations between the Japanese Government and other governments. These tasks were, in fact, explicitly assigned to the Supreme Commander in the Joint Chiefs of Staffs' Basic Directive for the occupation and control of Japan. ~~Post-Surrender Military Government in Japan.~~ 1/

1/ JCS 1380/15, dated November 1, 1945, provided as follows:

"1.(b) Japan, as used in this directive, is defined to include: The four main islands of Japan: Hokkaido (Yezo), Honshu, Kyushu and Shikoku and about 1,000 smaller adjacent islands including the Tsushima Islands."

.....

"4.(d) You will take appropriate steps in Japan to effect the complete governmental and administrative separation from Japan of (1) all Pacific islands which she has seized or occupied under mandate or otherwise since the beginning of the World War in 1914, (2) Manchuria, Formosa and the Pescadores, (3) Korea, (4) Karafuto, and (5) such other territories as may be specified in future directives."

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II. GOVERNMENTAL ~~AND ADMINISTRATIVE~~ SEPARATION OF JAPAN FROM OUTLYING AREAS

The physical separation of Japan from most of its overseas territories was accomplished at the very beginning of the Occupation by the dispositions of surrender. The decisions governing the allocation of responsibility among the military commanders of the Allied Powers for the physical occupation or liberation of the various components of the Japanese Empire and its occupied or controlled areas had been previously made at governmental levels. In conformity with these decisions, General Order No. I, issued by the Supreme Commander for the Allied Powers on September 2, 1945, ordered all senior commanders of the Japanese Land and Sea Forces at home and abroad to surrender to the senior Allied commanders for the areas in which those Japanese forces were situated. Consequently, of all the areas under Japanese control at the time of surrender, only Japan proper (the four main islands plus adjacent minor islands), South Korea and the Ryukyus came under the physical control of General MacArthur as Commander-in-Chief, U.S. Army Forces, Far East. Formosa and the occupied areas of China were returned to Chinese control; Manchuria, North Korea, Karafuto and the Kuriles came under Russian

control; Japanese-occupied areas in Southeast Asia and the East Indies came under British control; Borneo, British New Guinea, the Bismarks and the Solomons came under Australian control and, lastly, the Bonins and other Pacific islands came under the control of the U. S. Pacific Fleet. Thereafter the Allied military leaders proceeded to install military governments or to return governmental authority to the local civil governments in their respective areas of responsibility.

In the U.S.-occupied portion of Korea, General MacArthur as Commander-in-Chief, U.S. Army Forces, Pacific, established military control and assumed all powers of government on September 7, 1945, in Proclamation No. 1 issued from General Headquarters, U.S. Army Forces, Pacific, then located in Yokahoma. These powers were, however, delegated to the Commanding General, U.S. Army Forces, Korea (XXIV Corps) who established a U.S. Military Government in Korea separate from the Supreme Commander's military control of Japan. The administration of the Ryukus also remained separate from that of Japan since ~~the Ryukus already had~~ a U.S. military government established before the surrender. In Japan proper the Japanese Government was permitted to retain its powers of civil government subject to the Supreme Commander's military control and supervision. The area within which the Japanese Government's civil authority was effective corresponded roughly to the areas of tactical responsibility assigned to the Commanding Generals of the U.S. Sixth and Eighth Armies.

Among the instructions contained in ~~General Order No. 1 previously re-~~ the Supreme Commander's Directive No. 2 dated September 3, 1945, to the Japanese Government, ~~ferred to~~ was one to the effect that the Japanese would maintain intact and continue in operation with existing personnel all overseas and internal communications facilities, including cables, radio telegraph, radio telephone and radio broadcasting facilities, providing access to those facilities by the Supreme Commander's representatives for purposes of supervision and censorship. These facilities were utilized in the earliest phase of the Occupation to transmit instructions to and receive information from Japanese military and civil officials

in the former Japanese-controlled areas outside of Japan proper. Although the Allied military and civilian authorities in those areas promptly began to remove Japanese officials from positions of authority, the process took some time since these officials were utilized to transfer authority, wind up Japanese affairs and aid in the initial preparations for the repatriation of Japanese from those areas.

Due in part to this circumstance and in part to the absence of specific instructions to the contrary, there was at first some confusion in the minds of the Japanese authorities as to the extent of the Japanese Government's authority over its officials in former occupied areas. Thus, during the latter part of September, 1945, it came to the attention of General Headquarters that the Japanese Government had included a number of Japanese officials still located in Korea in a promotion list of civil service officials. In a brief memorandum delivered to the Japanese Government on October 2, 1945, the Supreme Commander informed that Government that (1) U.S. Military Government was the sole authority in Korea, (2) the Japanese Government was not to attempt to exercise any administrative authority in Korea and (3) all the purported promotions of Japanese officials in Korea were ineffective. 1/

Although by the end of 1945 the governmental and administrative separation from Japan of the areas outside of Japan had, to a great extent, been accomplished in fact by the Allied Occupation of those areas, censorship intercepts indicated that the Japanese Government was still communicating with Japanese officials in certain of these outlying areas in such manner as to constitute an attempt to exercise governmental and administrative authority over those officials. This pointed up the need for a definitive and comprehensive directive to complete the separation. Therefore, after ~~the~~ necessary coordination among the interested staff sections of General Headquarters, a memorandum was issued by the Supreme Commander to the Japanese Government on January ~~30~~ 29, 1946, directing it ~~~~ to

1/ Appendix H - SCAPIN 88

cease exercising or attempting to exercise governmental or administrative authority over any area outside of Japan or over any government officials or any other persons within such areas. In the same directive the Japanese Government was forbidden to communicate with government officials and employees or with any other persons outside of Japan for any purpose other than certain routine functions authorized by the Supreme Commander. A definition of Japan was provided coinciding with the boundaries of the area administered directly under the Supreme Commander. The Japanese Government was informed that the directive was not to be construed as an indication of Allied policy relating to the ultimate determination of the identity of the "minor islands" referred to in the Potsdam Declaration as those over which Japan would be permitted to retain sovereignty. Finally, with a view to abolishing Japanese governmental agencies whose purpose was the control of areas outside of Japan, a report of all agencies in Japan whose functions pertained to areas outside of Japan as defined in the directive was requested. 1/

The directive (of January 29, 1946) served to clarify a number of administrative Occupation problems, but an unforeseen complication arose early in February 1946 in connection with the Izu Islands which, although strung in a chain stretching many miles south of Tokyo Bay, had for many years been administered as part of Tokyo-to and had on them about 170 officials sent from Japan proper. Under the dispositions of surrender and General Order No. 1 these islands came under the jurisdiction of Commander-in-Chief, U.S. Pacific Fleet, but the U.S. Navy had not established military government over these islands and up to the issuance of the directive by SCAP they had continued to be administered as part of Tokyo-to. Application of the directive cut these islands off from the Japanese ration distribution systems, government payrolls, banking facilities and schools. The choice was between the establishment by the U.S. Navy of a military government for the Izu Islands so that they could be governed separately from Japan and revising the administrative boundaries of Japan to include these islands so that they could be administered by the Japanese Government

1/ Appendix I - SCAPIN 677

as before. The question was referred to the Commander-in-Chief, U.S. Pacific Forces, Far East, in Hawaii,who promptly recommended to the Chief of Naval Operations in Washington the transfer of jurisdiction over the Izu Islands north of 30° N. Latitude to the Supreme Commander for the Allied Powers. On March 20, 1946 the Joint Chiefs of Staff made the recommended transfer and on March 22, 1946 a Memorandum was issued to the Japanese Government amending the Directive of January 29 to include the Izu Islands and the Nampo Islands, north of and including Lot's Wife, within the area defined as Japan for the purpose of administration by the Japanese Government under SCAP supervision.1/ Again the Japanese Government was informed that these administrative adjustments were not to be construed as an indication of Allied policy relative to the ultimate determination of the minor islands referred to in the Potsdam Declaration. On March 30, 1946, the Commanding General, Eighth Army, was notified that the Izu Islands were to be administered by the Japanese Government under the Supreme Commander's supervision in the same manner as the rest of Japan. Thereafter the Eighth Army exercised military government responsibility over the islands through its Tokyo-Kanagawa Military Government Team.

1/ Appendix J - SCAPIN 841

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SEVERANCE OF DIRECT RELATIONS BETWEEN JAPAN AND OTHER COUNTRIES

The second task in the control of Japanese external affairs was the severance of direct relations between the Japanese Government and other governments. This entailed (1) the closing of Japanese diplomatic and consular establishments abroad and recall of their personnel, (2) transfer of Japanese diplomatic and consular property and archives in foreign countries to Allied custody, and (3) suspension of direct contacts between diplomatic and consular representatives in Japan and the Japanese Government.

In the execution of this task some difficulties were encountered which required use of the Supreme Commander's authority over the Japanese Government to surmount. The origin of these difficulties lay in an early misconception of the

Japanese as to their post-surrender position in relation to the victors -- a misconception based evidently on the assumption that the Japanese Government's acceptance of the Potsdam Declaration established a contractual relationship between it and the Allies[5]. The temuousness of such an assumption should have been obvious from the unequivocal statement with which the United States Government, on behalf of the Four Great Powers, on August 11, 1945, replied to the Japanese Government's note of August 10, 1945, attempting to qualify its acceptance of the Potsdam Declaration.[1] It was in reply to this United States statement that the Japanese on August 14, 1945, transmitted their final acceptance and signified their readiness to sign the terms of surrender. From any objective point of view there should have been no further question that the relations of the Allies with Japan rested on an unconditional surrender, not on a contract. Any possible further misconception as to Japan's status vis a vis the Allied Powers or as to the authority of the Supreme Commander for those powers should have been dispelled when the Instrument of Surrender was signed on September 2, 1945, for by the terms of that instrument the Japanese agreed that from the moment of surrender the authority of the Emperor and the Japanese Government to rule the State should be subject to the Supreme Commander for the Allied Powers, who would take such steps as he deemed proper to effectuate the surrender terms.[1]

The authority given to the Supreme Commander to carry out his mission under Allied policy directives was supreme and clearly not subject to question on the part of the Japanese as to its scope. True, he was instructed to exercise control of Japan through the Japanese government to the extent that this proved satisfactory for his purpose, but this did not prejudice his right to act directly, or to use force, if necessary. The statement of principles contained in the Potsdam Declaration was to be given full effect, not because the United States and its Allies were bound in a contractual relationship with Japan, but because the Potsdam Declaration was a part of Allied policy enunciated in good faith and

[1] Appendices C, D, E and F - Exchange of Diplomatic Notes and Emperor's Proclamation of Surrender
[1] Appendix G - Instrument of Surrender

intended to be carried out in good faith.

1. Diplomatic and Consular Missions Abroad

Immediately upon receiving notice of Japan's surrender the United States Government in concert with its Allies moved to secure the closing of Japanese diplomatic and consular missions in neutral countries and the transfer to Allied custody of the property and archives of those missions and other property and archives in the hands of Japan's protecting powers in Allied countries, Sweden and Switzerland. On August 14, 1945, the United States Department of State requested the Japanese Government, through the Swiss, to make the necessary transfers. Simultaneously, the Allied representatives in foreign countries were instructed to assume custody. The Japanese Government's reply to this request was that it regretted that it could not comply, on the ground that it did not accord with any of the terms of the Potsdam Declaration.

In the latter part of August 1945, when the Japanese Legation in Afghanistan was ordered closed by the representatives of the Allied Powers, the Japanese Government represented to the Allied Governments that this was improper, for the same reason. U.S. and Allied representatives in other countries encountered similar difficulties. In the absence of instructions from the Japanese Government to its representatives or to its protecting powers abroad, diplomatic means were inadequate to secure the required actions. As late as mid-October 1945 the Supreme Commander was informed by the Department of State that in neutral countries Japanese diplomatic archives were still unsealed and the Japanese were [redacted] acting as if no surrender had occurred. In countries where Sweden and Switzerland were acting as protecting powers for Japan they were not permitting the Allies to have access to Japanese diplomatic archives.

To clarify this situation required an order from the Supreme Commander to the Japanese Government. Accordingly on October 25, 1945, SCAP by written memorandum directed the Japanese Government to instruct its missions in neutral countries to (1) transfer their property and archives to the custody of Allied

representatives in those countries, (2) request Sweden and Switzerland to do likewise in those countries where they were acting as protecting powers for Japan and (3) recall all Japanese diplomatic and consular representatives in neutral countries. [1]

The initial reaction of the Japanese to this directive reflected their early misconception as to the Japanese Government's status in relation to the Allies, but it was not lasting. The Japanese Foreign Ministry's first telegram on the subject to its ministers in Sweden, Switzerland, Portugal and Afghanistan and to its Consul-General in Dublin, dispatched on October 26, 1945, advised them briefly of the contents of the SCAP Directive of the preceding day, but added that the Government intended to ask for an explanation as to the grounds on which the Allied demands had been made. A memorandum by the Foreign Ministry, submitted informally to General Headquarters, cited the American Government's initial request of August 14, 1945, and the closing of the Japanese Legation in Afghanistan about two weeks later by order of the Allied representatives in that country, and the Japanese Government's questioning of those actions. In view of the presentation of the directive "before hearing any word from the Allied Powers as to their views on the matter", the Japanese Government sought "information on the best ways of insuring a more faithful execution of the terms of the surrender instrument so as to recover Japan's position among the nations". The memorandum further stated that the recall of Japanese representatives in neutral countries meant "an actual severance of diplomatic relations between Japan and those countries with which she maintains friendly relations", and that it constituted "a step backward from the goal of cementing amicable relations among nations and securing peace to the world." It expressed the hope that after it had been determined that the presence of Japanese representatives in neutral countries would "not be harmful to the Allied Powers", they might be allowed "to resume their normal routine functions as before" and requested that this desire of the Japanese Government be conveyed

[1] Appendix K - SCAPIN 189

to the Allied Powers. No reply was made by SCAP to this memorandum but a copy was forwarded to Washington for the information of the Government. The Japanese were informed that prompt and complete compliance with the directive was expected. On October 31, 1945, the Japanese Government, with its formal acknowledgement of the SCAP's directive of October 25, enclosed copies of telegrams which it had dispatched on October 31 to its ministers abroad in which it advised those ministers of its intention to take the measures required by the directive of October 25, and instructed them to proceed without delay to effect the required actions. There followed a number of conferences with officials of the Japanese Foreign Ministry for the purpose of clarifying necessary details for full implementation of the directive, checks of reports of compliance submitted by the Japanese Government against information from the U.S. Department of State based on reports from Allied representatives in foreign countries, and in some cases supplementary instructions to Japanese representatives abroad. The two protecting powers for Japan were authorized to continue to exercise routine functions of protection of Japanese nationals, care of displaced Japanese persons, etc., and for these purposes arrangements were made to make the Japanese records taken over by the Allied Powers in various countries accessible to the neutral protecting powers.

The Japanese Mission to the Vatican required separate treatment. In a SCAP Memorandum dated October 31, 1945, the Japanese had been given definitions of the United Nations, neutral, enemy and other nations, for the purpose of applying SCAP instructions.[1] The Vatican, because it is not considered by the U.S. State Department as a government in the usual sense, had not been included in this directive as falling under any of the categories. Consequently the Japanese emissary to the Vatican was not recalled simultaneously with the other ministers pursuant to the directive of October 25, 1945. The Japanese themselves considered him in a special category and were prepared to leave him at his post unless specifically instructed to the contrary. Despite the special status of

[1] Appendix L - SCAPIN 217

the Vatican the continued presence of a Japanese Mission there was considered anomalous in view of Japan's status as a defeated and occupied nation. Consequently, after consultation with the Joint Chiefs of Staff in Washington, the Supreme Commander, on December 15, 1945, notified the Japanese Government that the Directive of October 25, 1945 was to be applied to the Japanese Mission to the Vatican.

2. Foreign Missions in Japan.

The final measure for the control of Japanese foreign relations was the suspension of official contact between foreign missions in Japan and the Japanese Government. This was ordered in a SCAP Memorandum issued on November 4, 1945.[1] Again the initial reaction of the Japanese Froeign Ministry indicated a tendency to quibble, but again the tendency did not persist. On November 21, 1945, in the memorandum acknowledging receipt of the SCAP Memorandum of November 4, the Japanese Government reported that all necessary measures to carry out the Directive had been taken. Concurrently neutral and other diplomatic representatives in Japan were informed by General Headquarters that any matters which they felt necessary to discuss with the Japanese Government should be submitted to General Headquarters, Supreme Commander for the Allied Powers for such action as the Supreme Commander deemed appropriate.

By the end of December 1945, the Japanese Government had no relations with the outside world except through the Supreme Commander, and preparations were being made for the repatriation of Japanese representatives in foreign countries.

1/ Appendix M - SCAPIN 237

FOR THE PURPOSE OF THIS STAT. 3(b) AND 3(d) OR (b) AND

Appendix A

THE CAIRO CONFERENCE

UNITED STATES OF AMERICA: PRESIDENT ROOSEVELT
CHINA: GENERALISSIMO CHIANG KAI-SHEK
UNITED KINGDOM: PRIME MINISTER CHURCHILL

Statement Released December 1, 1943

The several military missions have agreed upon future military operations against Japan. The Three Great Allies expressed their resolve to bring unrelenting pressure against their brutal enemies by sea, land, and air. This pressure is already rising.

The Three Great Allies are fighting this war to restrain and punish the aggression of Japan. They covet no gain for themselves and have no thought of territorial expansion. It is their purpose that Japan shall be stripped of all the islands in the Pacific which she has seized or occupied since the beginning of the first World War in 1914, and that all the territories Japan has stolen from the Chinese, such as Manchuria, Formosa, and the Pescadores, shall be restored to the Republic of China. Japan will also be expelled from all other territories which she has taken by violence and greed. The aforesaid three great powers, mindful of the enslavement of the people of Korea, are determined that in due course Korea shall become free and independent.

With these objects in view the three Allies, in harmony with those of the United Nations at war with Japan, will continue to persevere in the serious and prolonged operations necessary to procure the unconditional surrender of Japan.

Appendix B

POTSDAM DECLARATION (26 July 1945)

PROCLAMATION BY HEADS OF GOVERNMENTS, UNITED STATES, UNITED KINGDOM, AND CHINA

(1) We -- the President of the United States, the President of the National Government of the Republic of China, and the Prime Minister of Great Britain, representing the hundreds of millions of our countrymen, have conferred and agree that Japan shall be given an opportunity to end this war.

(2) The prodigious land, sea and air forces of the United States, the British Empire and of China, many times reinforced by their armies and air fleets from the west, are poised to strike the final blows upon Japan. This military power is sustained and inspired by the determination of all the Allied Nations to prosecute the war against Japan until she ceases to resist.

(3) The result of the futile and senseless German resistance to the might of the aroused free peoples of the world stands forth in awful clarity as an example to the people of Japan. The might that now converges on Japan is immeasurably greater than that which, when applied to the resisting Nazis, necessarily laid waste to the lands, the industry and the method of life of the whole German people. The full application of our military power, backed by our resolve, will mean the inevitable and complete destruction of the Japanese armed forces and just as inevitably the utter devastation of the Japanese homeland.

(4) The time has come for Japan to decide whether she will continue to be controlled by those self-willed militaristic advisers whose unintelligent calculations have brought the Empire of Japan to the threshold of annihilation, or whether she will follow the path of reason.

(5) Following are our terms. We will not deviate from them. There are no alternatives. We shall brook no delay.

(6) There must be eliminated for all time the authority and influence of those who have deceived and misled the people of Japan into embarking on world conquest, for we insist that a new order of peace, security and justice will be impossible until irresponsible militarism is driven from the world.

(7) Until such a new order is established and until there is convincing proof that Japan's war-making power is destroyed, points in Japanese territory to be designated by the Allies shall be occupied to secure the achievement of the basic objectives we are here setting forth.

(8) The terms of the Cairo Declaration shall be carried out and Japanese sovereignty shall be limited to the islands of Honshu, Hokkaido, Kyushu, Shikoku and such minor islands as we determine.

(9) The Japanese military forces, after being completely disarmed, shall be permitted to return to their homes with the opportunity to lead peaceful and productive lives.

(10) We do not intend that the Japanese shall be enslaved as a race or destroyed as a nation, but stern justice shall be meted out to all war criminals, including those who have visited cruelties upon our prisoners. 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.

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

(12) The occupying forces of the Allies shall be withdrawn from Japan as

soon as these objectives have been accomplished and there has been established in accordance with the freely expressed will of the Japanese people a peacefully inclined and responsible government.

(13) We call upon the government of Japan to proclaim now the unconditional surrender of all Japanese armed forces, and to provide proper and adequate assurances of their good faith in such action. The alternative for Japan is prompt and utter destruction.

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Appendix C

JAPANESE QUALIFIED ACCEPTANCE

LEGATION DE SUISSE

Washington, D. C.

August 10, 1945

Sir:

I have the honor to inform you that the Japanese Minister to Switzerland, upon instructions received from his Government, has requested the Swiss Political Department to advise the Government of the United States of America of the following:

"In obedience to the gracious command of his majesty the Emperor who, ever anxious to enhance the cause of world peace, desires earnestly to bring about a speedy termination of hostilities with a view to saving mankind from the calamities to be imposed upon them by further continuation of the war, the Japanese Government several weeks ago asked the Soviet Government, with which neutral relations then prevailed, to render good offices in restoring peace vis a vis the enemy powers. Unfortunately, these efforts in the interest of peace having failed, the Japanese Government in conformity with the august wish of His Majesty to restore the general peace and desiring to put an end to the untold sufferings entailed by war as quickly as possible, have decided upon the following:

"The Japanese Government are ready to accept the terms enumerated in the joint declaration which was issued at Potsdam on July 26th, 1945, by the heads of the Governments of the United States, Great Britain, and China, and later subscribed by the Soviet Government with the understanding that the said declaration does not comprise any demand which prejudices the prerogatives of His Majesty as a Sovereign Ruler.

NOT DECLASSIFIED BY E.O. 12356, SEC. 3(a) AND 3(b) OR (c) NARA DATE 7/15/92

"The Japanese Government sincerely hope that this understanding is warranted and desire keenly that an explicit indication to that effect will be speedily forthcoming."

In transmitting the above message the Japanese Minister added that his Government begs the Government of the United States to forward its answer through the intermediary of Switzerland. Similar requests are being transmitted to the Governments of Great Britain and the Union of Soviet Socialist Republics through the intermediary of Sweden, as well as to the Government of China through the intermediary of Switzerland. The Chinese Minister at Berne has already been informed of the foregoing through the channel of the Swiss Political Department.

Please be assured that I am at your disposal at any time to accept for and forward to my Government the reply of the Government of the United States.

Accept, Sir, the renewed assurances of my highest consideration.

The Honorable

James F. Byrnes

Secretary of State

/s/ Grassli

Charge d'Affaires ad interim
of Switzerland

Appendix D

REPLY BY SECRETARY OF STATE TO
JAPANESE QUALIFIED ACCEPTANCE

August 11, 1945

Sir:

I have the honor to acknowledge receipt of your note of August 10, and in reply to inform you that the President of the United States has directed me to send to you for transmission by your government to the Japanese Government the following message on behalf of the Governments of the United States, the United Kingdom, the Union of Soviet Socialist Republics, and China:

"With regard to the Japanese Government's message accepting the terms of the Potsdam proclamation but containing the statement, 'with the understanding that the said declaration does not comprise any demand which prejudices the prerogatives of His Majesty as a sovereign ruler,' our position is as follows:

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

"The Emperor will be required to authorize and ensure the signature by the Government of Japan and the Japanese Imperial General Headquarters of the surrender terms necessary to carry out the provisions of the Potsdam Declaration, and shall issue his commands to all the Japanese military, naval and air authorities and to all the forces under their control wherever located to cease active operations and to surrender their arms, and to issue such other orders as the Supreme Commander may require to give effect to the surrender terms.

"Immediately upon the surrender the Japanese Government shall transport prisoners of war and civilian internees to places of safety, as directed, where they can quickly be placed aboard Allied transports.

"The ultimate form of government of Japan shall, in accordance with the Potsdam declaration, be established by the freely expressed will of the Japanese people.

"The armed forces of the Allied Powers will remain in Japan until the purposes set forth in the Potsdam declaration are achieved."

Accept, Sir, the renewed assurances of my highest consideration.

Mr. Max Grassli
Charge d'Affaires ad Interim of
Switzerland

Appendix E

FINAL JAPANESE ACCEPTANCE

LEGATION DE SUISSE
WASHINGTON D. C.

Sir: August 14, 1945

I have the honor to refer to your note of August 11, in which you requested me to transmit to my Government the reply of the Governments of the United States, the United Kingdom, the Union of Soviet Socialist Republics and China to the message from the Japanese Government which was communicated in my note of August 10.

At 20.10 today (Swiss Time) the Japanese Minister to Switzerland conveyed the following written statement to the Swiss Government for transmission to the four Allied Governments:

"Communication of the Japanese Government of August 14, 1945, addressed to the Governments of the United States, Great Britain, the Soviet Union, and China:

"With reference to the Japanese Government's note of August 10 regarding their acceptance of the provisions of the Potsdam declaration and the reply of the Governments of the United States, Great Britain, the Soviet Union, and China sent by American Secretary of State Byrnes under the date of August 11, the Japanese Government have the honor to communicate to the Governments of the four powers as follows:

"1. His Majesty the Emperor has issued an Imperial rescript regarding Japan's acceptance of the provisions of the Potsdam declaration.

"2. His Majesty the Emperor is preparred to authorize and ensure the signature by his Government and the Imperial General Headquarters of the necessary terms for carrying out the provisions of the Potsdam declaration. His Majesty

is also prepared to issue his commands to all the military, naval and air authorities of Japan and all the forces under their control wherever located to cease active operations, to surrender arms and to issue such other orders as may be required by the Supreme Commander of the Allied Forces for the execution of the above-mentioned terms."

Accept, Sir, the renewed assurance of my highest consideration.

The Honorable

James F. Byrnes
Secretary of State

Grassli
Charge d'Affaires ad interim
of Switzerland

Appendix F

PROCLAMATION BY THE EMPEROR OF JAPAN

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

CLASSIFIED BY AUTHORITY OF THE JAPT REVIEW BOARD PER E.O. 12356, SEC. 3.4(b)(1) AND 3.4(b)(2) OR (b)(3) AND 3.4(b)(4) 170 072

Appendix G

INSTRUMENT OF SURRENDER

We, acting by command of and in behalf of the Emperor of Japan, the Japanese Government and the Japanese Imperial General Headquarters, hereby accept the provisions set forth in the declaration issued by the heads of the Governments of the United States, China and Great Britain on 26 July 1945 at Potsdam, and subsequently adhered to by the Union of Soviet Socialist Republics, which four powers are hereafter referred to as the Allied Powers.

We hereby proclaim the unconditional surrender to the Allied Powers of the Japanese Imperial General Headquarters and of all Japanese armed forces and all armed forces under Japanese control wherever situated.

We hereby command all Japanese forces wherever situated and the Japanese people to cease hostilities forthwith, to preserve and save from damage all ships, aircraft, and military and civil property and to comply with all requirements which may be imposed by the Supreme Commander for the Allied Powers or by agencies of the Japanese Government at his direction.

We hereby command the Japanese Imperial General Headquarters to issue at once orders to the Commanders of all Japanese forces and all forces under Japanese control wherever situated to surrender unconditionally themselves and all forces under their control.

We hereby command all civil, military and naval officials to obey and enforce all proclamations, orders and directives deemed by the Supreme Commander for the Allied Powers to be proper to effectuate this surrender and issued by him or under his authority and we direct all such officials to remain at their posts and to continue to perform their non-combatant duties unless specifically relieved by him or under his authority.

We hereby undertake for the Emperor, the Japanese Government and their successors to carry out the provisions of the Potsdam Declaration in good faith, and

to issue whatever orders and take whatever action may be required by the Supreme Commander for the Allied Powers or by any other designated representative of the Allied Powers for the purpose of giving effect to that Declaration.

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

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

Signed at Tokyo Bay, Japan at 0904

on the Second day of September, 1945.

/s/ Mamoru Shigemitsu
By Command and in behalf of the Emperor of Japan and the Japanese Government.

/s/ Yoshijiro Umezo
By Command and in behalf of the Japanese Imperial General Headquarters.

Accepted at Tokyo Bay, Japan at 0908

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

/s/ Douglas MacArthur
Supreme Commander for the Allied Powers

C. W. Nimitz /s/
United States Representative

Hsu Yung - Chang /s/
Republic of China Representative

/s/ Bruce Fraser
United Kingdom Representative

/s/ Lieutenant General K. Derevyanko
Union of Soviet Socialist Republics
Representative

/s/ T. A. Blamey
Commonwealth of Australia Representative

/s/ L. Moore Cosgrove
Dominion of Canada Representative

/s/ Le Clerc
Provisional Government of the French
Republic Representative

/s/ C. E. L. Helfrich
Kingdom of the Netherlands Representative

/s/ Leonard M. Isitt
Dominion of New Zealand Representative

APPENDIX B

OFFICE OF THE SUPREME COMMANDER
FOR THE ALLIED POWERS

AG 210.2 (2 Oct 45)MS
(SCAPIN - 26)

APO 500,
2 October 1945.

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT.

THROUGH : Central Liaison Office, Tokyo.

SUBJECT : Promotions of Civil Service Officials in Korea.

1. It is alleged that the Japanese Government has purported to promote Japanese officials or civil service functionaries serving in Southern Korea.

2. All such purported promotions are ineffective.

3. The Japanese Government will not attempt to exercise any administrative authority in Korea.

4. Military Government is the sole authority in Korea.

FOR THE SUPREME COMMANDER:

/s/ Harold Fair,
/s/ HAROLD FAIR,
Lt Colonel, A.G.D.,
Asst. Adjutant General.

APPENDIX I

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

AG 032 (29 Jan 46)GC
(SCAPIN - 677)

APO 500
29 January 1946

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT.

THROUGH : Central Liaison Office, Tokyo.

SUBJECT : Governmental and Administrative Separation of Certain Outlying Areas from Japan.

1. The Imperial Japanese Government is directed to cease exercising, or attempting to exercise, governmental or administrative authority over any area outside of Japan, or over any government officials and employees or any other persons within such areas.

2. Except as authorized by this Headquarters, the Imperial Japanese Government will not communicate with government officials and employees or with any other persons outside of Japan for any purpose other than the routine operation of authorized shipping, communications and weather services.

3. For the purpose of this directive, Japan is defined to include the four main islands of Japan (Hokkaido, Honshu, Kyushu and Shikoku) and the approximately 1,000 smaller adjacent islands, including the Tsushima Islands and the Ryukyu (Nansei) Islands north of 30° North Latitude (excluding Kuchinoshima Island); and excluding (a) Utsuryo (Ullung) Island, Liancourt Rocks (Take Island) and Quelpart (Saishu or Cheju) Island, (b) the Ryukyu (Nansei) Islands south of 30° North Latitude (including Kuchinoshima Island), the Izu, Nanpo, Bonin (Ogasawara) and Volcano (Kazan or Iwo) Island Groups, and all other outlying Pacific Islands /including the Daito (Oagashi or Ongari) Island Group, and Parece Vela (Okino-tori), Marcus (Minami-tori) and Ganges (Nakano-tori) Islands/, and (c) the Kurile (Chishima) Islands, the Habomai (Hapomane) Island Group (including Suisho, Yuri, Akiyuri, Shibotsu and Taraku Islands) and Shikotan Island.

4. Further areas specifically excluded from the governmental and administrative jurisdiction of the Imperial Japanese Government are the following: (a) all Pacific Islands seized or occupied under mandate or otherwise by Japan since the beginning of the World War in 1914, (b) Manchuria, Formosa and the Pescadores, (c) Korea, and (d) Karafuto.

5. The definition of Japan contained in this directive shall also apply to all future directives, memoranda and orders from this Headquarters unless otherwise specified therein.

6. Nothing in this directive shall be construed as an indication of Allied policy relating to the ultimate determination of the minor islands referred to in Article 8 of the Potsdam Declaration.

7. The Imperial Japanese Government will prepare and submit to this Headquarters a report of all governmental agencies in Japan the functions of which pertain to areas outside of Japan as defined in this directive. Such report will include a statement of the functions, organization and personnel of each of the agencies concerned.

8. All records of the agencies referred to in paragraph 7 above will be preserved and kept available for inspection by this Headquarters.

FOR THE SUPREME COMMANDER:

/s/ H. W. Allen

H. W. ALLEN,
Colonel, AGD,
Asst Adjutant General.

APPENDIX J

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

AG 091 (22 Mar 46)GS
(SCAPIN 677)

APO 500
22 March 1946

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT.

THROUGH : Central Liaison Office, Tokyo.

SUBJECT : Governmental and Administrative Separation of Certain Outlying Areas from Japan.

1. Reference is made to the following:

a. Memorandum to the Japanese Government AG 091 (29 Jan 46)GS (SCAPIN 677), subject, "Governmental and Administrative Separation of Certain Outlying Areas from Japan."

b. Memorandum from the Japanese Government G.L.O. No. 916(1.1) of 26 February 1946, subject, "Request for Information Regarding Status of Izu Islands."

2. Paragraph 3 of reference "a" is hereby amended so that the Izu Islands and the Bonin Islands north of and including Lot's Wife (Sofu Gan) are included within the area defined as Japan for the purpose of that directive.

3. The Japanese government is hereby directed to resume governmental and administrative jurisdiction over these islands, subject to the authority of the Supreme Commander for the Allied Powers.

4. Nothing in this directive shall be construed as an indication of Allied policy relating to the ultimate determination of the minor islands referred to in Article 8 of the Potsdam Declaration.

FOR THE SUPREME COMMANDER:

/s/ B. M. Fitch

B. M. FITCH,
Brigadier General, AGD,
Adjutant General.

APPENDIX K

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

26 October 1945

(SCAPIN 169)

MEMORANDUM TO: The Imperial Japanese Government.

THROUGH : Central Liaison Office, Tokyo.

SUBJECT : Transfer of Custody of Diplomatic and Consular Property and Archives.

1. By direction of the Allied Powers, the following instructions are given the Imperial Japanese Government for prompt compliance:

A. In countries where Sweden or Switzerland are acting as protecting powers over Japanese interests, with the exception of those countries enumerated in sub-paragraph B below, the protecting power concerned will be instructed by the Japanese Government to turn over intact and without delay to representatives of the four Allied Powers who have been instructed to receive them, physical custody of all Japanese diplomatic and consular property and archives in the country concerned. The protecting power, however, should continue to exercise routine functions of protection of Japanese nationals.

B. In the United Kingdom, the Union of Soviet Socialist Republics, China, the United States, the British Commonwealths, France and the Netherlands, including colonies and dependencies thereof, the protecting power concerned will be instructed by the Japanese Government to turn over intact and without delay to the government of the country in which they are located, physical custody of all Japanese diplomatic and consular property and archives in the country concerned.

C. In all neutral countries, the Japanese Government will instruct the Japanese mission in such country to turn over intact and without delay physical custody of all Japanese diplomatic and consular property and archives to representatives of the four Allied Powers who have been designated to receive them. Routine functions of protection of Japanese nationals in such neutral countries may be turned over to Sweden or Switzerland since these powers are acting as protecting powers for Japanese interests elsewhere.

D. The Japanese Government will immediately recall Japanese diplomatic and consular representatives in neutral countries and will cease further relations with foreign governments except as stated in sub-paragraphs A and C above, or in accordance with such procedures as are hereafter established.

2. Copies of all instructions issued to the protecting powers or to Japanese diplomatic representatives or consular officials in the several countries concerned in compliance with this directive, and a prompt report of action taken by the recipient of such instructions will be furnished at the earliest practicable date.

FOR THE SUPREME COMMANDER:

/s/ H. W. Allen

H. W. ALLEN
Colonel, A.G.D.,
Acting Adjutant General.

APPENDIX 1.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

AG 252.4(31 Oct 45)GS
(SCAPIN - 217)

31 October 1945

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT.

THROUGH : Central Liaison Office, Tokyo.

SUBJECT : Definition of "United Nations", "Neutral Nations", and "Enemy Nations".

1. Whenever reference to the "United Nations" is made in any order, memorandum or directive, that term, in the absence of intention to the contrary, shall be taken as meaning and including the nations which are signatories of the United Nations Declaration dated 1 January 1942, and nations associated with them in this war. They are:

(1) Australia
(2) Belgium
(3) Bolivia
(4) Brazil
(5) Canada
(6) Chile
(7) China
(8) Columbia
(9) Costa Rica
(10) Cuba
(11) Czechoslovakia
(12) Denmark
(13) Dominican Republic
(14) Ecuador
(15) Egypt
(16) Ethiopia
(17) France
(18) United Kingdom of Great Britain and Northern Ireland
(19) Greece
(20) Guatemala
(21) Haiti
(22) Honduras
(23) Iceland
(24) India
(25) Iran (Persia)
(26) Iraq
(27) Lebanon
(28) Liberia
(29) Luxembourg
(30) Mexico

(31) Netherlands
(32) New Zealand
(33) Nicaragua
(34) Norway
(35) Panama
(36) Paraguay
(37) Peru
(38) Philippine Commonwealth
(39) Poland
(40) Salvador
(41) Saudi Arabia
(42) Syria
(43) Turkey
(44) Union of South Africa
(45) Union of Soviet Socialist Republics
(46) United States of American
(47) Uruguay
(48) Venezuela
(49) Yugoslavia

2. Whenever reference to "Neutral Nations" is made in any such order, directive or memorandum, that term, in the absence of indication to the contrary, shall be taken as meaning and including the following nations:

(1) Afghanistan
(2) Ireland (Eire)
(3) Portugal
(4) Spain
(5) Sweden
(6) Switzerland

3. Whenever reference to "Enemy Nations" is made in any such order, directive or memorandum, that term, in the absence of indication to the contrary, shall be taken as meaning and including the following nations:

(1) Bulgaria
(2) Germany
(3) Hungary
(4) Japan
(5) Roumania

4. The nations named below, whose status has changed as a result of the war, will not be treated as falling into any of the three categories of nations referred to in paragraphs 1, 2 or 3 above unless such a classification of one or more of them is specified. They will be referred to collectively as "nations whose status has changed as a result of the war". Such nations are:

(1) Argentina
(2) Finland
(3) Italy
(4) Siam (Thailand)

FOR THE SUPREME COMMANDER.

/s/ H. W. Allen

H. W. ALLEN,
Colonel, A.G.D.,
Asst Adjutant General.

APPENDIX M

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

AG 091.1 (4 Nov 45)GS
(SCAPIN - 257)

4 November 1945

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT,

THROUGH : Central Liaison Office, Tokyo.

SUBJECT : Official Relations Between Japanese Government and Representatives of Neutral Nations.

Except as hereafter authorized by the Supreme Commander for the Allied Powers you will cease to carry on relations with neutral governments or representatives thereof in Japan. You will inform such representatives now in Japan that the existence of diplomatic missions is not deemed consistent with the purposes and character of the Allied Occupation in Japan and of the position of the Supreme Commander for the Allied Powers, and refer them to the Supreme Commander for the Allied Powers for future contacts with the Japanese Government.

FOR THE SUPREME COMMANDER:

/s/ H. W. Allen

H. W. ALLEN,
Colonel, A.G.D.,
Asst. Adjutant General

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Nudge - all complete for the External Affairs section

APPENDICES

A - Cairo Declaration, 1 December 1, 1943

B - Potsdam Declaration, 26 July 26, 1945

C - Japanese Qualified Acceptance, 10 August 10, 1945

~~D - Allied Reply (U.S. Dept. of State) August 11, 1945~~

D - Allied Reply (by U.S. Secy of State), 11 August 11, 1945

E - Final Japanese Acceptance, 14 August 14, 1945

~~F~~ - Proclamation by the Emperor of Japan, 14 August 14, 1945

G - Instrument of Surrender, 2 September 2, 1945

Bagby

H - SCAPIN 88: ~~SCAP Memo~~ Memorandum for Japanese Govt (2 Oct 45): "Promotions of ~~Personnel~~ Civil ~~Tokyo~~ Service Officials in Korea"

Jessup

I - SCAPIN 677: ~~SCAP Memo~~ Memorandum for Japanese Govt (29 Jan 46): "Governmental and Administrative Separation of Certain Outlying Areas from Japan"

J_x - SCAPIN 841: Memorandum for Japanese Govt (22 Mar 46): "Governmental and Administrative Separation of Certain Outlying Areas from Japan"

K - SCAPIN 169: Memorandum for Japanese Govt (25 Oct 45): "Transfer of Custody of Diplomatic and Consular Property and Archives"

L - SCAPIN 217: Memorandum for Japanese Govt (31 Oct 45): "Definition of 'United Nations', 'Neutral Nations' and 'Enemy Nations'."

M - SCAPIN 237: Memorandum for Japanese Govt (4 Nov 45): "Official Relations Between the Japanese Government and Representatives of Neutral Nations"