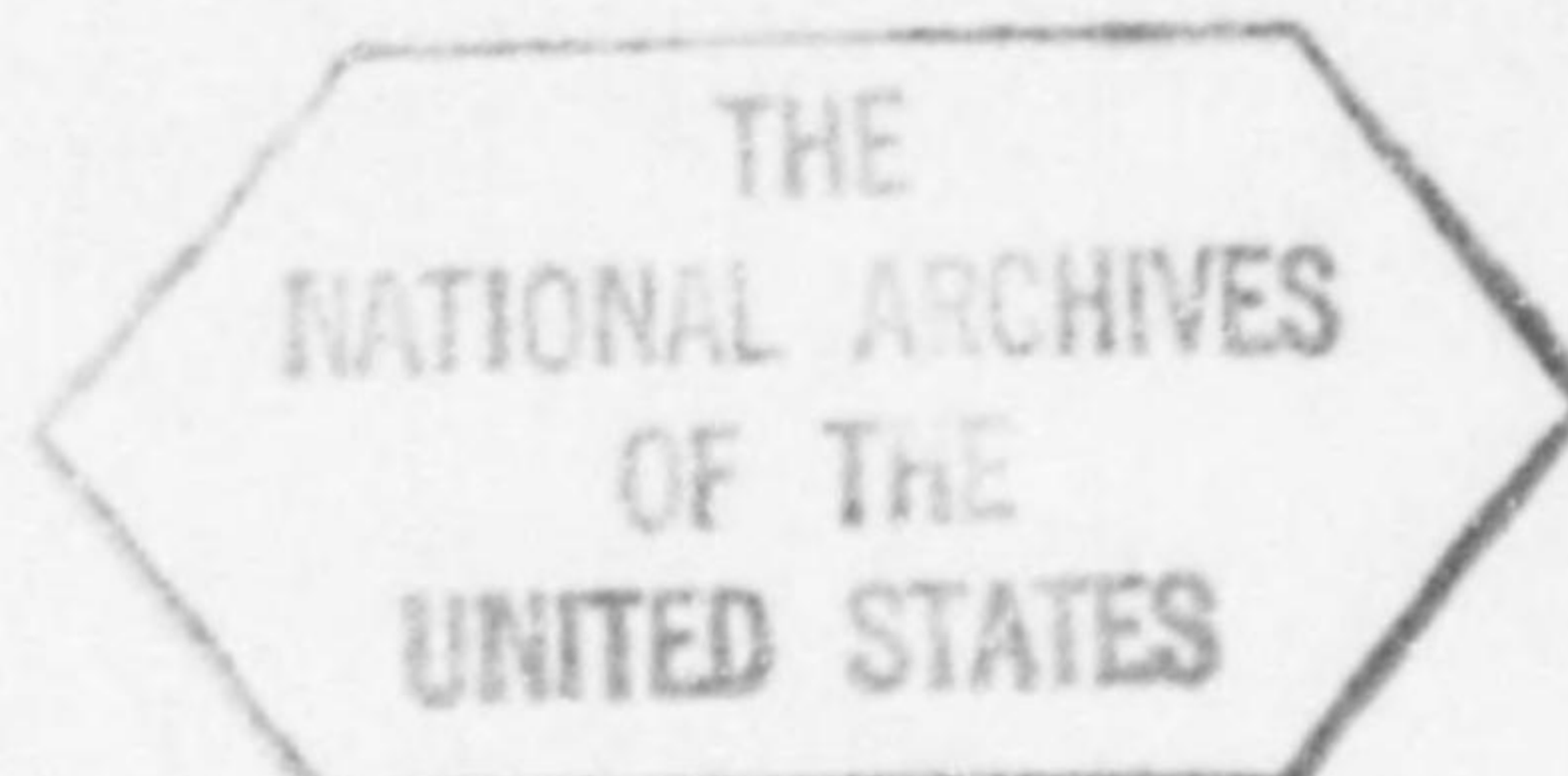


**GHQ/SCAP Records(RG 331)**  
**Description of contents**



- (1) Box no. 2237
- (2) Folder title/number: (17)  
National Leaders under Exchange of Persons  
Program

(3) Date: Sept. 1949 - Mar. 1951

(4) Subject :

Classification	Type of record
032	d, e

(5) Item description and comment :

(6) Reproduction :  Yes  No

(7) Film no. \_\_\_\_\_ Sheet no. \_\_\_\_\_

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1. Memo for Chief, GS, 15 Sep 49, Interchange of Persons in Connection w/NLP
2. M/R, 19 Sep 49, Interchange of Persons Bd Meet
3. C/N, GS to Gen Keyser, Dep C/S, 22 Sep 49, Interchange of Persons
4. M/R, 29 Sep 49, FEC's Exch of Persons Program Public Personnel Adm Deleg
5. Memo for Chief, GS, 31 Dec 49, Interchange of Persons Program
6. C/N, GS to Gen Keyser, 12 Jan 50, Exch of Persons Program
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9. Ltr, 1 Aug 50, O Hauge to Gen Keyser
10. C/N 1, GS to Gen Keyser, 8 Aug 50, Exch of Persons Program
11. C/N 2, Gen Keyser to GS, 16 Aug 50, Exch of Leaders Program
12. Garica Program (Fiscal Yr 50-51) - Projects and Titles, etc.
13. Natl Ldrs under Exch of Persons Program, Cost, Number, Fiscal Years 50, 51, 52
14. C/N, Frm Gen. Keyser to GS, 29 Mar 51, FY 1952 Interchange of Persons Program

GENERAL HEADQUARTERS  
FAR EAST COMMAND

CHECK SHEET

(Do not remove from attached sheets)

Mrs. Fegley  
26-8989

Subject: FY 1952 Interchange of Persons Program

Note  
No

From: Brig. Gen. G.V. Keyser To: See Distribution Date: 29 Mar 1951  
Chairman, Interchange of  
Persons Board

1. As announced in Interchange of Persons Board meeting, Tuesday 27 March 1951, *A.S.* has been tentatively allocated *32* national leader spaces for the fiscal year 1952 program. Request that proposed projects covering the above allocation of leaders be submitted to the GARIOA Office not later than 17 April 1951. Proposed projects are to be prepared in accordance with attached sample forms (incl 1). Nomination of individuals to travel under these projects will not be permitted until the proposed program has received Department of the Army approval.

2. It is felt, through previously implemented projects and the visiting expert program, the original requirements of some SCAP sections have been filled. In cases where ample justification is not available it is strongly recommended that spaces be relinquished to sections with higher priority requirements.

3. As a result of the 27 March meeting sub paragraphs (2) and (3), paragraph b, part 1 of the "Standard Operating Procedure" on travel paid from GARIOA funds, forwarded by check sheet from Brigadier General George V. Keyser to the addressees of this check sheet, 2 February 1950, are rescinded. Henceforth the following procedure regarding G-2 clearances will be effected.

- a. SCAP sections will forward personal data of proposed participants through AG Miscellaneous Branch to G-2 requesting G-2 security checks on those individuals.
- b. The G-2 comments will be forwarded through AG Miscellaneous Branch (with a copy for AG files) to the SCAP section involved.
- c. In the event the G-2 security check reveals derogatory information, such information shall be forwarded by the section through G-1 to the Chief of Staff for final clearance.

1.

GENERAL HEADQUARTERS  
FAR EAST COMMAND

CHECK SHEET

(Do not remove from attached sheets)

Subject: FY 1952 Interchange of Persons Program

Note  
No  
1.  
cont'd)

From: Brig. Gen. G.V. Keyser To: See distribution Date: 29 Mar 51  
Chairman, Interchange of  
Persons Board

- d. After security clearance has been received the stenciled personal history forms will be forwarded to AG Miscellaneous Branch. It is requested that personal history forms on project participants be furnished AG Miscellaneous Branch as soon as possible after selection and clearance of participants. Every effort should be made to furnish the personal history forms at least one month prior to the departure date of the individuals concerned.

4. During the 27 March meeting considerable discussion was directed toward the type of individuals nominated to travel as GARIOA sponsored national leaders, and the question of security clearances. Your attention is invited to inclosure 2, excerpt from FY 1952 GARIOA Justification of Estimates, and inclosure 3, excerpt from DA radio WCL 27751, subject, Exchange of Persons Program, which will lend guidance.

3 Incls

1. Sample Forms
2. Excerpt, FY 1952 GARIOA Justification of Estimates
3. Excerpt, DA rad WCL 27751.

*G.V.K.*  
G.V.K.

DISTRIBUTION:

G-1  
CIE  
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LS  
NRS  
PHW  
G-2/PSD  
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20 April 1951

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO : (Fill in title of project)

*12 }  
spec* → NO. OF PEOPLE :

DURATION OF VISIT :

TOTAL COST : (Will be computed by DA)

SPONSOR :

DESIRED TIME : (Departure date should be early enough to  
permit completion of travel by 1 Jan 1952)

ITINERARY :

<u>Agency</u>	<u>Location</u>	<u>Days</u>
---------------	-----------------	-------------

(Estimate days travel time)

PURPOSE OF PROJECT:

(In as much detail as possible)

Incl 1

FY 1952 GARIOA JUSTIFICATION OF ESTIMATES

"The interchange of persons program is an integral and important part of the reorientation and reeducation program in Japan. Funds requested in this project are required to finance the travel and study in the United States of carefully selected Japanese leaders and students. The purpose of this travel and study is to develop a group of present and future leaders acquainted with the tradition, ideals and institutions of the United States and sympathetic toward its aims and policies."

Incl 2

INCOMING MESSAGE

UNCLASSIFIED

FROM: DA (BU OAS) WASH DC  
TO : SCAP TOKYO JAPAN , CG OMGUS BERLIN, CG USFA VIENNA  
INFO: CG RYCOM OKINAWA  
NR : WCL 27751

Subject: Exchange of Persons Program.

\* \* \*

Both GARIOA and ECA are enjoined to exercise the greatest possible care to insure that foreign nationals whose friendship and regard for this country are questionable should not be permitted to visit this country, at our expense, in any guise. It is likewise felt that any amplification of these programs for the interchange of persons should be held to the minimum consistent with the positive value to be obtained from such expansion and the availability of funds which may be safely diverted from the major purposes of both GARIOA and ECA.

By way of reiteration, the Committee (Senate Appropriations Committee) fully expects the maximum possible screening and clearance of all foreign nationals allowed to enter this country under the guise of national leadership, education, or other reorientation schemes.

Committee members during hearings were highly critical of projected cost per person of program. Recommend that costs including per diem be carefully watched and that every effort be made to avoid sending persons who might cause the program to be further criticized.

ROUTINE

UNCLASSIFIED

Incl 3

National Leaders under Exchange of Persons Program

	<u>Number</u>	<u>Cost</u>
Fiscal Year 1950	309	\$ 1,377,244
Fiscal Year 1951	368	2,840,500
Fiscal Year 1952	200*	2,359,000*

\*To be requested in BOB and Congressional budget submissions



GARIOA PROGRAM (Fiscal Year 1950-1951)

<u>PROJECT NO. &amp; TITLE</u>	<u>DAYS</u>	<u>PERSONS</u>	<u>COST</u>
77 - Delegation of Government Adminis- trators	45	6	\$ 6,645 *2,160
79 - Mission to Study Election Pro- cedures	45	6	3,322.50 *1,080.00
114- Public Personnel Administration Delegation	57	4	4,982.00 *1,440.00
127- Local Finance Commission Delegation No. 1	45	6	6,780.00 *2,160.00
128- Local Finance Commission Delegation No. 2	45	6	6,780.00 *2,160.00
129- Prefectural Government Delegation	45	8	9,040.00 *2,880.00
130- City Government Delegation	45	7	9,040.00 *2,880.00
131- Town & Village Government Delegation	45	8	9,040.00 *2,880.00
184- Local Civil Service Administration Delegation (New Project)	90	6	
185- Legislative Services Mission (New Project)	52	6	
186- Delegation to Study Local Government Legislative and Administrative Pro- cedures (New Project)	90	6	
194- Training of Members of a National Radio Regulatory Commission	90	6	
197- Mission to Study Structural Organi- zation of Government (New Project)	90	6	
200- Federal Security Agency	90	6	
*Sum to be allocated to Far East Command			

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Exchange of Leaders Program

Brig Gen G. V. Keyser  
Chairman, Exchange of Persons Program

GS

16 Aug 1950

- 2.
1. The Ministry of Finance proposal whereby foreign exchange funds would be used to supplement appropriated funds allowances paid certain categories of national leaders traveling under the GARIOA Exchange of Persons Program was brought before the Exchange of Persons Board 24 July 1950.
  2. Consensus of SCAP section representatives attending board meeting was that allowances now paid persons traveling under this program were adequate. However, in view of the proposal submitted by the Japanese Government and news reports of rising living costs in the United States it was suggested that DA query escorts and interpreters working with participants on adequacy of allowances paid these persons. The DA has been requested to study this problem. If current payments are found to be inadequate to meet legitimate expenses, DA will be requested to increase the travel allowance.
  3. Opinion of board members toward additional dollar allowances by the Japanese Government was unfavorable. It was brought out that this program, financed entirely by U.S. appropriated funds, is presently considered by some elements of the Japanese as a project at least partially sponsored by the Japanese, and by allowing supplementation by the Japanese Government the magnanimous character of the program would be lost. These comments have been passed to ESS.
  4. In view of Government Section's reclama on the board's comments section representatives have been asked to interview returning Japanese participants regarding adequacy of present allowances. If reports from the DA and SCAP section representatives indicate present allowances are not adequate action will be initiated to increase payments to all national leaders.

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G. V. K.

-11-

*Not to be  
Program  
C20-02 ✓*

Exchange of Leaders Program

GS

Brig. Gen. Keyser

8 August 1950

1

1. At the last meeting of the Coordinating Committee for the Exchange of Leaders Program the question of increased pay or allowances for Japanese political leaders travelling to the United States was raised and it is understood that an inquiry has been addressed to the Department of the Army as to whether increases can be worked out under existing regulations. A collateral suggestion originating with the Japanese Government to use dollars out of its own foreign exchange funds to supplement the pay and allowances paid by the United States was objected to by some of the staff sections present on the ground that such practice would tend to alter the character of the program from a wholly U.S. financed and sponsored enterprise to one of joint participation with the Japanese.

*FR*  
GS Files

2. Government Section hopes that it will be possible within Federal regulations to increase the individual U.S. financed allowances in those cases where it appears necessary, but regardless of the answer to this question GS does not feel that the Japanese Government's proposal is objectionable. The proposed Japanese contribution would be very minor and it would be in the form of allowances to Japanese individuals and, therefore, would in no sense alter the character of the program. Similar payments have already been made on previous occasions and there has never been the slightest suggestion that the Exchange of Leaders Program thereby assumed any color of Japanese sponsorship. The Japanese understand fully that the expenditure of U.S. Government funds is controlled by Federal regulations which impose strict limits on rates of pay and allowances, but they also feel that certain Japanese individuals, because of the nature of their posts and their mission and the position of the personalities whom they will meet in the United States, are practically forced to expend more than the standard allowance. A case in point is the Chief Justice of the Supreme Court who is scheduled to travel to the United States in the fall at the express suggestion of the Supreme Commander and who will meet the Justices of the Supreme Courts of the United States, New York State and elsewhere and other leading American jurists and legal authorities:

3. In view of the foregoing, GS recommends that the Japanese request to be permitted to pay moderate additional dollar allowances out of their own foreign exchange funds to selected individuals participating in the Exchange of Leaders Program be favorably considered.

-----C.N.-----

*Handcarried by Mesley 10 Aug 50*

*310*

1 August 1950

Brigadier General George V. Keyser  
Office of the Chief of Staff  
General Headquarters, SCAP  
APO 500, c/o Postmaster  
San Francisco, California

Dear General Keyser:

The job of scheduling our local government groups is pretty well concluded, thanks to the wonderful cooperation of the Reorientation Branch of the Office of the Secretary of the Army. In the course of conferring with Colonel Van Wagoner and others of this staff (including people at the Institute of International Education), I have learned a number of their problems, some of which I would like to call to your attention because I think we in Tokyo could make certain easy adjustments which would at the same time enable the Department of the Army and the Institute to develop programs more exactly suited to our needs.

Before discussing these problems I would like to state one very apparent fact: Colonel Van Wagoner and his associates are determined to do everything within reason to help you and all of us in Tokyo to develop the best and most effective reorientation program. They are willing to go more than half-way; they will go all the way to be of service to us. To render such service, however, it is essential that they have more information, and they must have it well in advance of the actual arrival of the project groups.

After seeing at first hand something of the actual operation of the Exchange of Persons Program, I can understand the importance of their request. For instance, sometimes the biographical information submitted does not clearly reveal the real status of the group. On one occasion, for example, it was assumed that a Japanese group was an extremely high level delegation and so conferences were scheduled with top-ranking governmental officials and leading men in American finance and industry. Actually, the Japanese were not top officials, and were so completely overwhelmed at being confronted by Americans of this calibre that they derived little benefit from the meetings. On a few other occasions the opposite has occurred: High level Japanese have been put in touch with Americans who could not cope with the problems of the Japanese specialists.

A few such miscalculations are not necessarily very harmful, but development of a program of maximum effectiveness requires that all details of the programs here be as exactly suited to the interests and capacities of the visitors as possible.

-9-

Another problem results from the inadequacy of many of the Statements of Purpose for the various projects. A two or three-sentence statement may convey a great deal to someone in SCAP who understands all details of the Occupation program, but it may lack necessary detail for intelligent operation here. At this point I should explain that the actual job of scheduling the various projects is done by the Institute of International Education, a necessary arrangement since the Department of the Army doesn't have the personnel or facilities for doing this part of the job. Colonel Van Wagoner and his staff are obliged to limit their participation to that of counselling and supervision. As a result, certain project programs have not fully met the needs of the project members, as they would have had the people here been better informed.

Another important need here is to receive the information well in advance of the arrival of the project groups. On some occasions - and I suspect this is largely the result of communications foul-up - biographical information has not reached Washington until after the project groups have arrived in San Francisco. Programs do work out successfully despite such inconveniences, but they would be better and more effective if agencies here could be given more time for preparation and planning.

None of this is intended to suggest that any of the projects have failed. It simply means that some could have achieved more, and everyone I have met is enormously eager that all the programs achieve a maximum effectiveness.

On the basis of my observations - which have been checked directly with Colonel Van Wagoner and with Mr. Donald J. Shank, acting head of II&E - I would suggest the following:

- (1) Provide more background information concerning project members. (I understand that certain specific suggestions concerning additional information required were given to Colonel Nugent when he was last over here. Undoubtedly, these have already been transmitted to you.)
- (2) Transmit background information concerning project members to the Department of the Army well in advance of their departure from Japan. It is suggested here that as a general rule this information be in the hands of the Department of the Army at least thirty days prior to arrival of the project members in the U. S. In special cases, this time requirement might be reduced to 15 days, but half a month should be regarded as an absolute minimum.
- (3) Sponsoring Sections in SCAP should be encouraged to describe the objectives of each project in the fullest detail. Submit any and all information which might assist the people here to line up a program exactly in keeping with headquarters' desires and requirements.

Brig. Gen'l Keyser

Page three

There are a few additional items I might note.

It is suggested here that insofar as possible individual projects include from six to twelve members. Smaller groups (fewer than six members) are relatively more costly to administer. Larger groups (more than twelve members) are unwieldy and difficult to care for. Colonel Van Wagoner understands that certain projects have been kept small (2, 3, 4 and 5 members) in order to keep within budget allotments. If you feel that any of these small project groups might profitably be increased to six members, go ahead and do so and the Department of the Army in Washington will dig up the required extra funds. (In this connection it might, of course, be advisable also to consider the possibility of merging already scheduled small groups.)

The people here have come to the conclusion that it is advisable to provide a competent advisor for each of the project groups - except for the very small or highly specialized delegations. All others, however, will be assigned expert consultants.

The boosting of the age limit for students from 35 to 40 has set the people here to scratching their heads to devise means for adjusting the student program in such manner as to maximize its beneficial effects. First of all, they think it might be desirable to send certain of these students - especially the older and more experienced ones - to two or even more institutions in the course of the year here, the purpose being to broaden and to intensify their American experience. In addition, the Army would be willing to set up supplementary programs (of two or three months' duration) to enable these people to observe operations in their fields of special interest. So, if you at SCAP headquarters will name any students who would benefit by such special attention, the Reorientation Branch and the Institute of International Education will work out the necessary arrangements.

This letter is longer than I had intended, but these are all matters I thought you would like to know about. When I return I would like to have the opportunity to discuss some of these matters with you in more detail, including some items concerning which there is presently no great urgency.

My very cordial greetings to you,

Sincerely,

Osborne Hauge

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section  
Public Affairs Division

30 March 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Interchange of Persons Board Meeting

1. Brigadier General George V. Keyser, Chairman of the Interchange of Persons Board, announced at a meeting of the Board called at 1400 hours on 28 March 1950 that additional funds would be available with which to augment the Exchange of Persons Program. He suggested that the money could be used for new projects or projects previously approved could be expanded.

2. General Keyser asked that all staff sections submit projects by 1600 hours on 4 April, explaining that it would be necessary to have all new project proposals approved by the Headquarters and by the Department of the Army prior to 1 July in order to obligate the funds during this present fiscal year. He requested further that each project be accompanied by an explanation of the benefits to Japan and to the Japanese people which would result from the training and experience received by the national leaders while in the U.S. The staff sections were asked to indicate whether or not it would be necessary to send a Headquarters representative. He strongly discouraged having Japanese delegates accompanied by Headquarters personnel but implied that it might be justified in certain special cases. Following is the allocation proposed by General Keyser of the additional funds, with the amounts previously received:

<u>Staff Section</u>	<u>Amount Received to Date</u>	<u>Proposed Additional Allocation</u>
CI&M	\$131,559.50	\$77,500
GS	65,454.50	40,000
LS	26,565.00	20,000
DS	23,715.00	15,000
PH&W	20,961.00	19,500
PSD	28,375.00	17,500
ESS	49,540.00	38,000
NHS	49,894.50	37,000
CCS	15,252.50	7,500
OTS	9,840.00	8,000

3. General Keyser informed the board that the DA had suggested that where possible Japanese delegates to be sent to the U.S. under the expanded program be dispatched after the beginning of the new fiscal year on 1 July.

EDNA FERGUSON  
Public Affairs Division

- 8 -

GOVT SEC

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section  
Public Affairs Division

20 March 1950

MEMORANDUM FOR THE CHIEF, GOVERNMENT SECTION

SUBJECT: Exchange of Persons Program, GS Delegations

NR HAUCE

1. General Keyser has requested submission, by 24 March, of the names of all persons who will participate in Government Section projects under the Exchange of Persons Program. Following is a listing of the GS projects, together with tentative departure dates:

No. 76	Government Administration Investigation Commission Delegation	Departed 16 March
No. 77	Delegation of Government Administrators	25 June
No. 78	Local Government Delegation	30 April
No. 79	Mission to Study Election Procedures	10 October
No. 114	Public Personnel Administration Delegation	10 September

Since, however, three of these projects, Nos. 77, 79, and 114 will not be initiated for several months it is probably not advisable finally to designate all delegation members immediately since personnel changes in the government or political developments may have bearing on the naming of some participants.

2. Arrangements for Project No. 78 are nearly complete. All aspects of it have been discussed with nationally organized local government associations which have cooperated in appointing delegation members. The Prefectural Governors' Association has designated its president, Mr. Uchiyama, governor of Kanagawa prefecture, to serve as a member of the group. The Mayors' Association has designated Nobuzo Mori, mayor of Handa city and a leader in Aichi prefecture, and the Town and Village Association has named Makoto Ubukata, mayor of Numata town, Guama prefecture, and also a member of the National Public Safety Commission. The three groups have also prepared a joint petition asking that Mr. Honda, president of the Mainichi, be included as a member of the delegation, arguing the imperative need for enlisting the support of the press in behalf of the needs of local public entities. In the opinion of the leaders of the three associations, Honda is the prominent newsman best disposed to support the local autonomy principle. Another member of the delegation is Kozasemon Kimura, former head of the Local Autonomy Agency, who was transferred from the Government Administration Investigation Commission at the suggestion of Dr. Kanbe, who expressed fear that his inclusion - despite the agreement reached when Kimura was still head of the Agency and a Cabinet Minister - might embarrass the Commission in its future dealings with the Government. The sixth and last member of the delegation has



not yet been designated. A number of persons have been suggested, all of whom could contribute substantially to the success of the delegation. The real question at issue is whether a woman should be included. Representatives of local government associations say they don't know of any woman who are properly qualified. CIAE representatives, on the other hand, argue that the inclusion of one or two women would do much to enhance the position of women in local government affairs. A practical difficulty to be taken into account is that to equalize costs it would be necessary to include two women in the delegation. To keep costs down to a reasonable minimum sponsoring agencies reserve double rooms in hotels, with two Japanese assigned to each room.

3. It is recommended, therefore, (a) that General Keyser be informed that it will be impossible to furnish the names of persons to participate in projects No. 77, No. 79, and No. 114 prior to 24 March, but that they will be furnished as soon as possible thereafter; and (b) that in view of considerations noted above, a qualified man be designated to fill the remaining vacancy of the Local Government Delegation.

OSBORNE HAUGE  
Chief, Public Affairs Division

Exchange of Persons Program

Gov't Section

Brig. General G. V. Keyser  
Office of DC/S, SCAP.

12 January 1950

1. In compliance with the decision announced during the Exchange of Persons Board meeting on 5 January, GS has reduced the cost of its proposed projects (attached) to \$30,454.50, which is slightly less than the Section's allocation of \$30,484. This reduction has been effected by reducing from 44 to 27 the number of leaders afforded opportunity to participate and by shortening their stay in the US rather than by eliminating any of the five projects originally proposed. This course of action was necessary because the proposed projects are so closely inter-related that the voiding of any one would in some degree nullify the effectiveness of all.

2. GS, however, strongly urges reconsideration of the cut in its previously estimated requirements because the resulting curtailment jeopardizes the Section's projected plan to develop a leadership capable of perpetuating and stabilizing basic governmental and political reforms achieved during the Occupation period, especially those relating to such key policies as the decentralization and democratization of government administration, free elections, and the creation of a civil service organization genuinely responsive to the needs of the people. Government Section is motivated by a conviction that there exists an urgent need to give the nation's policy makers the maximum opportunity at the earliest time for intensive direct study of the ideas and practices underlying the Occupation sponsored structure of government, in order adequately to meet the responsibility of leadership. Re-establishment of the full scale of this Section's projects is believed to be the very minimum essential to the purpose. Indeed in no other manner may the policies set forth by Undersecretary Voorhees in his statement to the Senate Appropriations Committee be realized:

"We have fed these people's bodies. It is essential that we do something to feed their minds with Americanism. We are strengthening those countries economically, that is, Germany and Japan, our former enemies. The purpose of this program has been to feed these people and to strengthen their economy. We must feed their minds with Americanism as well as feeding their bodies. These are former enemies. We must re-educate them to the principles of democracy and show them something of what the United States stands for....."

These policies were further amplified by Colonel G. P. Lynch, Chief of the Reorientation Branch of the Department of the Army, in his letter of 15 September in which he stressed the Army's intention that the fund be used in such a manner as "to render the maximum of cultural and ideological reorientation in the Western democratic pattern."

-6-

Exchange of Persons Program (Cont'd):

GS

General Keyser

12 January 50

Incls: (5)

Government Section Projects:

1. Government Administrative Investigation  
Commission Delegation
2. Local Government Delegation
3. Delegation of Government Administrators
4. Mission to Study Election Procedures
5. Public Personnel Administration Delegation

-----C. W.-----

115012

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO. : Government Administration Investigation  
Commission Delegation

NO. OF PEOPLE : 8

DURATION OF VISIT : 45 days each

TOTAL COST : \$8,860 (\$2,880 of this sum to be allocated  
to the FEC)

SPONSOR : International Institute of Education

DESIRED TIME : 45 days during period from February to July 1950

ITINERARY :

<u>Agency</u>	<u>Location</u>	<u>Days</u>
Public Administration Clearing House (1st session, for briefing and study)	Chicago, Ill.	5
Dr. Shoup; Members of Columbia University Faculty	New York, N.Y..	5
Federal agencies; Members of Hoover Commission	To be selected	5
State, county and municipal offices	To be selected	15
Public Administration Clearing House (2nd session, for further study and recapitulation)	Chicago, Ill.	5

(Estimate 10 days' travel time.)

PURPOSE OF PROJECT: To afford opportunity for observation and comparative study of relationships among federal, state, county and municipal governments by the five members and three advisors of the Government Administration Investigation Commission, an agency created in accordance with a Shoup Mission recommendation, to study and to make recommendations concerning the allocation of governmental functions at the national, prefectural, and municipal levels.

175012

(2)

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO. : Local Government Delegation  
NO. OF PEOPLE : 6  
DURATION OF VISIT : 45 days each  
TOTAL COST : \$6,645 (\$2,760 of this sum to be allocated to the FEC)  
SPONSOR : International Institute of Education  
DESIRED TIME : 45 days during period from February to July 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
Public Administration Clearing House (1st session, for briefing and study)	Chicago, Ill.	5
Dr. Shoup, Members of Columbia University Faculty, Municipal League	New York, N.Y.	5
State, county and municipal offices	To be selected	20
Public Administration Clearing House (2nd session, for further study and recapitulation)	Chicago, Ill.	5

(Estimate 10 days' travel time.)

PURPOSE OF PROJECT: To permit a group of leaders in the field of local government (Diet members, educators, leading local officials and representatives of the national associations concerned with local government) opportunity for intensive study of administrative problems and procedures at the state, county, and municipal levels, with special attention given to the inter-relationships of the various levels of government.

PAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

(3)

PROJECT NO. : Delegation of Government Administrators  
NO. OF PEOPLE : 6  
DURATION OF VISIT : 45 days each  
TOTAL COST : \$6,645 (\$2,160 of this sum to be allocated to the FEC)  
SPONSOR : International Institute of Education  
DESIRED TIME : 45 days during period from February to July 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
Public Administration Clearing House	Chicago, Ill.	5
Municipal League	New York, N.Y.	3
Federal, city, county and municipal agencies	Washington, D. C. Pennsylvania Illinois New York Missouri California	27

(Estimate 10 days' travel time.)

PURPOSE OF PROJECT: To permit officials holding key positions in the conduct of major functions of government (public safety, education, welfare, the administration of justice, etc.) to study problems of coordination in the execution of functions at the various levels of government in the United States, to analyze budget procedures, - including equalization grant techniques, - and to observe relationships between municipal and state, municipal and federal, and state and federal governments.

7-10012

(4)

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO. : Mission to Study Election Procedures  
NO. OF PEOPLE : 3  
DURATION OF VISIT : 45 days each  
TOTAL COST : \$3,322.50 (\$1,080 of this sum to be allocated to the FEC)  
SPONSOR : International Institute of Education  
DESIRED TIME : 45 days during period from February to July 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
Public Administration Clearing House (1st session for briefing and study)	Chicago, Ill.	5
State, county and municipal offices	Wisconsin Michigan Ohio Pennsylvania	25
Municipal League	New York, N.Y.	2
Public Administration Clearing House (2nd session, for further study and recapitulation)	Chicago, Ill.	3

(Estimate 10 days' travel time.)

PURPOSE OF PROJECT: To enable persons responsible for election legislation and administration to observe and to study election administrative procedures, with particular attention given to procedures for curbing corrupt practices, and to means for assuring an election expressive of the popular will.

(5)

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO. : Public Personnel Administration Delegation  
 NO. OF PEOPLE : 4  
 DURATION OF VISIT : 57 days each  
 TOTAL COST : \$4,982.00 (\$1,440 of this sum to be allocated to the FEC)  
 SPONSOR : International Institute of Education  
 DESIRED TIME : Depart 1 September 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
United States Civil Service Commission	Washington, D. C.	34
Department of Agriculture, Personnel Office	Washington, D. C.	
Wage and Hour Administration, Department of Labor	Washington, D. C.	
Federal Personnel Council	Washington, D. C.	
7th District Regional Office, U.S. Civil Service Assembly	Chicago, Illinois	7
Civil Service Assembly	Chicago, Illinois	
Public Administration Clearing House	Chicago, Illinois	
California State Personnel Board	Sacramento, Calif.	7
Regional Office U.S. Civil Service Commission	San Francisco, California	2

(Estimate 7 days' travel time)

PURPOSE OF PROJECT: To provide a key group with advanced training in personnel administration as practiced by American Civil Service Commissions -- national, state, and local -- through observation and study of its various aspects and fields such as: coordination, control, and internal administration of civil service commissions' central and regional offices; internal structure and operations of commissions; physical facilities of personnel agencies; operation of personnel councils; employment processes; position classification; salary and wage administration; personnel record systems.



GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section  
Public Affairs Division

31 December 1949

MEMORANDUM FOR THE CHIEF, GOVERNMENT SECTION

SUBJECT: Interchange of Persons Program

1. The Headquarters has been notified that an additional \$400,000 is available for the Interchange of Persons Program. General Keyser has indicated tentatively that half of this amount will be made available for the national leaders phase of the program and half to the interchange of students phase (see Memorandum for the Record, Tab A).

2. Staff sections have been requested to submit project proposals to General Keyser by the morning of 3 January. Copies of the proposals submitted by all staff sections will be circulated among the various staff sections prior to an Interchange of Persons Board conference scheduled for 0900 hours on 5 January.

3. Five project proposals are proposed for submission by Government Section:

a. Project No. 1 (Tab B) proposes sending five members of the Government Administration Investigation Commission and three advisors to the U.S. for a brief period of intensive study of government functions and operation at all levels. Such study would provide an invaluable frame of reference to the Commission, which will soon initiate the enormous task of analyzing government operation in Japan preliminary to the drafting of broad recommendations relating to the assignment of functions to the various levels and agencies of government. Estimated cost: \$10,672.

b. Project No. 2 (Tab C) proposes sending ten leaders concerned with local government administration (Diet members, educators, leading local officials and representatives of nationally organized local government associations) to the U.S. for intensive study of administrative problems at the state, county, and municipal levels. Estimated cost: \$13,340.

c. Project No. 3 (Tab D) would permit a group of ten officials holding key positions in the conduct of the major functions of government (public safety, education, welfare, the administration of justice, etc.) to study problems of coordination in the execution of functions at the various levels of government, to analyze budget procedures - including equalization grant techniques - , and to observe relationships among municipal, state and federal governments. Estimated cost: \$13,340.

d. Project No. 4 (Tab E) provides for sending a delegation of six persons concerned with election legislation and administration to the U.S. for an intensive study of election legislation and administration. It is proposed that this group include representatives of the election committees of the Diet.

2  
a representative of the National Election Administration Commission, and representatives of local election administration agencies. Estimated cost: \$5,004.

e. Project No. 5 (Tab F), recommended by Civil Service Division, proposes sending ten persons to the U.S. to study all aspects of civil service administration and procedures. Estimated cost: \$13,740.

4. Recommend approval of these projects (total cost \$58,696) and transmission to General Keyser as the official project requests of this Section.

OSBORNE HAUSER  
Chief, Public Affairs Division

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section  
Public Affairs Division

31 December 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Interchange of Persons Board Meeting

1. During a meeting of the Interchange of Persons Board on December 27, Brigadier General George V. Keyser, Chairman of the Board, reported receipt of information from Washington confirming the allocation of an additional \$400,000 for the Interchange of Persons Program. He reported also that a small percentage of this amount had been earmarked to cover the increased cost of the women leaders' project recently broadened and expanded in accordance with a suggestion of the Supreme Commander.

2. General Keyser at first indicated that the fund would be evenly divided between the national leaders and student phases of the program, but following objections expressed by the Government and National Resources Section representatives, who urged utilization of the entire fund for national leaders, agreed that it would be advisable to postpone a decision until after the national leaders projects submitted by the various Headquarters sections had been considered by the board. Several other staff section representatives indicated at least partial acceptance of the GS and NRS view, but the majority expressed belief that the program should be diversified by providing also for students. Lt. Colonel Nugent, in particular, argued that his objectives could best be served by the student interchange. In the course of this discussion principles outlined in GS check note to General Keyser, 22 September, (attached) were restated.

3. Government Section representative urged the designation of a small group of disinterested persons to review the project requests of the various staff sections following a preliminary screening by the Interchange Board in an effort more nearly to assure support for projects of the greatest benefit to the overall Occupation program. Dissenters expressed the view that the Board would - in the course of give and take around the conference table - arrive at a reasonable approximation of the needs of the Headquarters. General Keyser expressed hope that agreement would be reached but if agreement should prove impossible he said that he, General Fox, and General Almond would make the final decisions. It was finally agreed that each staff section would submit new project proposals to General Keyser on 3 January, in sufficient numbers to permit distribution to all staff sections for study prior to a conference of the Board at 0900 hours on 5 January.

4. Two subsidiary issues raised in the course of the conference require noting in the record:

a. One concerned a proposal to increase the per diem allowance to certain of the national leaders representatives on the ground that their

MAJ NAPIER

Tab "A"

high government rank imposed obligations and conditions requiring an expenditure of more than \$10 per day. Dr. Oppler explained, for example, that the Supreme Court justice, who is a member of one of the delegations proposed by LS, had noted the disparity between his \$10 allowance and the \$16 to be allowed members of the Diet group. General Keyser, Colonel Nugent and others expressed the view that no exceptions should be made to the \$10 per diem allowance rule. (The Diet group was held to be a special case.) The GS representative held that it would be unwise to apply an inflexible rule since certain groups - perhaps a minority - would require special consideration, especially these including members of Cabinet status. Colonel Nugent expressed the belief that the law, as enacted in October, may prevent the payment of per diem allowances in excess of \$10. General Keyser seemed disposed, however, to believe that in certain cases it might be advisable to tap other funds in order to provide supplementary allowances.

b. Consideration was also given to the advisability of sending Headquarters personnel with certain of the national leaders' delegations. General Keyser explained that the issue had been raised by the LS request that Mr. McCormick accompany the delegation of lawyers, judges, and procurators scheduled to leave for the US on or about 15 January. He said he and General Fox were inclined to believe that if permission were granted all staff sections would seek the same privilege. The GS representative argued that the effectiveness of many delegations could be much enhanced if Headquarters personnel were permitted to accompany them, that it would be unwise to adopt a blanket policy of denying such requests. In view of all considerations General Keyser agreed that it would be advisable to consider the merits of individual representations made by staff sections sponsoring national leaders groups.

OSBORNE HAUGE  
Chief, Public Affairs Division

30 December 1949

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT No. Government Administration Investigation  
Commission - Delegation

NO. OF PEOPLE 8

DURATION OF VISIT 60 days each

TOTAL COST \$10,672

SPONSOR International Institute of Education

DESIRED TIME 60 days during period from February to July 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
Public Administration Clearing House (1st session, for briefing and study)	Chicago, Ill.	9
State, County and Municipal Offices	To be selected	18
Federal Agencies con- cerned with Local Ad- ministration; Members of Hoover Commission	To be selected	10
Dr. Shoup; Members Columbia University Faculty; Municipal League	New York N.Y.	6
Public Administration Clearing House (2nd session, for further study and recapitulation)	Chicago, Ill.	7

(Estimate 10 days' travel time.)

PURPOSE OF PROJECT: To afford opportunity for observation and comparative study of relationships among Federal, State, County and Municipal governments by the five members and three advisors of the Government Administration Investigation Commission, an agency created in accordance with a Shoup recommendation, to study and to make recommendations concerning the allocation of governmental functions at the National, Prefectural, and Municipal levels.

Tab "B"

30 December 1949

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO. Local Government Delegation  
NO. OF PEOPLE 10  
DURATION OF VISIT 60 days each  
TOTAL COST \$13,340  
SPONSOR International Institute of Education  
DESIRED TIME 60 days during period from February to July 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
All candidates:		
Public Administration Clearing House (1st session, for briefing and study)	Chicago, Ill.	10
Dr. Shoup, Members of Columbia University Faculty, Municipal League	New York, N.Y.	8
State, county and municipal offices	To be selected	25
Public Administration Clearing House (2nd session, for further study and recapitulation)	Chicago, Ill.	7

(Estimate 10 days' travel time.)

PURPOSE OF PROJECT: To permit a group of leaders in the field of local government (Diet members, educators, leading local officials and representatives of the national associations concerned with local government) opportunity for intensive study of administrative problems and procedures at the state, county, and municipal levels, with special attention given to the inter-relationships of the various levels of government.

Tab "C"

PROJECT NO. Delegation of Government Administrators  
 NO. OF PEOPLE 10  
 DURATION OF VISIT 60 days each  
 TOTAL COST \$13,340  
 SPONSOR International Institute of Education  
 DESIRED TIME 60 days during period from February to July 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
All candidates:		
Public Administration Clearing House	Chicago, Ill	6
Municipal League	New York, N.Y.	4
Federal, city, county and municipal agencies	Washington, D.C. Pennsylvania Illinois New York Missouri California	40

(Estimate 20 days' travel time.)

PURPOSE OF PROJECT: To permit officials holding key positions in the conduct of major functions of government (public safety, education, welfare, the administration of justice, etc.) to study problems of coordination in the execution of functions at the various levels of government in the United States, to analyze budget procedures, and to observe relationships between municipal and state, municipal and federal, and state and federal governments. *- including equalization grant techniques -*

Tab "D"

30 December 1949

FAR EAST COMMAND

PROJECT NO. Mission to Study Election Procedures  
NO. OF PEOPLE 6  
DURATION OF VISIT 60 days each  
TOTAL COST \$8,004  
SPONSOR International Institute of Education  
DESIRED TIME 60 days during period from February to July 1950

ITINERARY

<u>Agency</u>	<u>Location</u>	<u>Days</u>
All candidates:		
Public Administration Clearing House (1st session for briefing and study)	Chicago, Ill.	6
State, County and Municipal offices	Wisconsin Michigan Ohio Pennsylvania	38
Municipal League	New York, N.Y.	3
Public Administration Clearing House (2nd session, for further study and recapitulation)	Chicago, Ill.	3

(Estimate 10 days' travel time).

PURPOSE OF PROJECT: To enable persons responsible for election legislation and administration to observe and to study election procedures (and administration), with particular attention given to procedures for curbing corrupt practices.

*Administrative*

tab E



29 December 1949

FAR EAST COMMAND  
EXCHANGE OF PERSONS PROGRAM FOR JAPAN

PROJECT NO. Public Personnel Administration Delegation  
NO. OF PEOPLE 10  
DURATION OF VISIT Approximately 60 days each  
TOTAL COST \$12,000  
SPONSOR International Institute of Education  
DESIRED TIME Variable - between April and December 1950

ITINERARY

<u>Agency</u>	<u>Location</u>
California State Personnel Board	Sacramento, California
Regional Office U.S. Civil Service Commission	San Francisco, California
7th District Regional Office, U.S. Civil Service Commission	Chicago, Illinois
Civil Service Assembly	Chicago, Illinois
Public Administration Clearing House	Chicago, Illinois
Detroit Civil Service Commission	Detroit, Michigan
United States Civil Service Commission	Washington, D. C.
Department of Agriculture, Personnel Office	Washington, D. C.
Wage and Hour Administration, Department of Labor	Washington, D. C.
Federal Personnel Council	Washington, D. C.

Each individual would concentrate primarily on a special subject of personnel administration and would visit those agencies among the foregoing which would be most appropriate in connection with such specialties.

PURPOSE OF PROJECT: To provide a key group with advanced training in personnel administration as practiced by American Civil Service Commissions - national, state, and local - through observation and study of its various

Tab F

aspects and fields such as: coordination, control, and internal administration of civil service commissions' central and regional offices; internal structure and operations of commissions; physical facilities of personnel agencies; operation of personnel councils; employment processes; position classification; salary and wage administration; pension and retirement systems; employee training; personnel record systems.

CIVIL SERVICE DIVISION  
Government Section

29 December 1949

MEMORANDUM FOR: The Record

SUBJECT : FEC's Exchange of Persons Program  
Public Personnel Administration Delegation

1. It is intended that 9 of the 10 representatives in the personnel administration delegation shall be key personnel of the National Personnel Authority including the Director General, bureau chiefs, and section chiefs. The 10th person shall be a personnel director representing the National Personnel Council selected from among ministry personnel directors. The 10 representatives should be tentatively assigned to the following specialties in accordance with their own responsibilities in the Japanese Government: 1 from Salary and Wage; 1 from Retirement; 3 to cover the various specialty fields in examination and recruitment; 1 to cover internal administration of both the national and regional offices and their inter-relationship; 1 to cover equity process and personnel investigations; 1 to cover training, employee welfare, safety, recreation and employee utilization; 1 member from the National Personnel Council who would be a personnel director of one of the ministries.

2. All delegates should be able to spend a minimum of sixty days in the States in active study of their various fields covered by the suggested agencies which they will visit, for example, men from the Position Classification field should be able to make an intensive study of this field at the national, state and municipal levels and in industry. The individual selected to cover the Internal Administration field, the personnel director covering the National Personnel Council field, one representative from Salary and Wage and one from Examination and Recruitment fields should serve as an advance party to make a complete, competent and comprehensive study of both their specialties and the general field, and should be sent as early in 1950 as is possible. Upon their return to Japan, they would have acquired: (a) specific information in their field, and (b) an intimate knowledge of the remainder of the subject fields in the United States and would be able to compile a specific directed itinerary for the remainder of the group. Sixty days after the return of the first 4-member group, the remaining 6 members should be sent as a composite group to the U.S. and be permitted to spend a total of sixty days in the U.S. studying their various fields. The advance group of 4 would be in a position to give specific directions to the second group, to direct their study and would very possibly be in the best position to prepare the orders to split the party as to geographical travel and coverage of their subjects. Complete and detailed written reports will be

MEMO FOR: The Record

- 2 -

29 December 1949

required of all members permitted to make this study trip to the U.S. for compilation of reference files in the Japanese National Personnel Authority and future use.

*W. Pierce MacCoyle*  
W. PIERCE MacCOY  
Acting Chief,  
Civil Service Division

WPM:GWP:rj

Interchange of Persons

GS

Gen Keyser,  
Dep C/S

22 Sep 49

1. GS has seriously deliberated the project proposals submitted to the Interchange of Persons Board.
2. As a result of these deliberations two recommendations are offered. One is that the entire \$450,000 fund be expended for the national leaders phase of the program. Although the student phase of the interchange program would ultimately benefit Japan, it is a long-range program which will not yield tangible results for a number of years. The imperative need is to train leadership for the present and for the immediate future. Since only a very small fund is available, this imperative, immediate need should take precedence.
3. The second recommendation is that a statement of principle be adopted to serve as the basis for formulating and evaluating the national leaders program.
4. A great many of the projects proposed relate to specific technical operations. In terms of useful results which may be achieved all of these projects may be worth while. But the problem now is to achieve the maximum with available resources. Viewed in this light technical projects are luxury items which we cannot afford at the present stage.
5. The great urgency now is to orient and to train the policy makers, the people who must assume full leadership and responsibility when the Occupation forces are withdrawn. The people who should be sent to the United States for broad and intensive orientation are the policy makers: Diet leaders, influential judges, those responsible for the formulation of financial policies, women leaders, heads of the Public Safety Commissions at the national and prefectural levels, top leaders in the various fields of education, prefectural governors, public procurators, youth leaders, leaders in the public service.
6. The great and imperative need is for imaginative, constructive and independent leadership, which will strengthen and invigorate government, education and the public service, thereby contributing swiftly and directly to the achievement of the broadly political objectives of the Occupation.
7. It is necessary to reconsider the entire projected program and to reevaluate it in these terms. Lacking time for a long-range program or the resources for a comprehensive one, there is no alternative but to effect modifications which are essential to the achievement of the immediate broadscale political objectives.
8. This conclusion is an inevitable consequence of the Supreme Commander's recently announced decision to assign the maximum degree of independence and autonomy to the Japanese government and the Japanese people.

Interchange of Persons

22 Sep 49

9. In implementation of that decision an informed and aggressive Japanese leadership in all phases of public affairs is an indispensable and immediate must if such a leadership is adequately to take SCAP's place. There is no alternative. A potential leadership of 20 years hence will not do.

----- C. W. -----

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section  
Public Affairs Division

19 September 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Interchange of Persons Board Meeting

1. The second meeting of the SCAP Interchange of Persons Board was held from 1600 to 1800 hours on 15 September to consider estimates concerning the number and scope of projects to be requested by the various interested staff sections. Brig. Gen. George V. Keyser had directed the submission of these project estimates during the Board's first session, on 13 September.

2. To arrive at a tentative figure concerning project costs, it was first necessary to reach agreement on average per capita cost. After some discussion General Keyser ruled that costs would be calculated on the basis of \$1,500 per person for a 90 day project in the U.S. This figure is based on the assumption that the per diem allowance for each person would be \$10.00. It was argued that this allowance is insufficient, that it would necessitate residence in second and third class hotels, etc., with possible detriment to the entire program. General Keyser insisted, however, that Washington had strongly advised that no more than \$10.00 per day be granted, that a larger allowance might cause congressional inquiry. It was noted in this connection that half of all discussion time devoted by Congress to consideration of the \$1,000,000,000 allocation for occupied areas concerned the \$450,000 tentatively earmarked for the interchange of persons - \$234,000 for students and \$216,000 for study projects considered beneficial to the Occupation.

3. The undersigned argued that it was impossible to adopt a general policy with regard to per diem allowances which would necessarily apply to all delegations since a high level group such as the Diet delegation would undoubtedly need more than \$10.00 per day. General Keyser acknowledged that it might be necessary to give special consideration to a group such as the Diet delegation, but for all other project planning he insisted that \$10.00 per diem be used as the basis for calculation.

4. The \$1,500 allowed for each member of a 90 day mission breaks down as follows:

\$210.00	advance to cover costs of insurance, head tax, visa, shipboard meals, etc.
\$350.00	for travel
\$900.00	per diem at \$10.00 per day
\$ 40.00	for International Institute of Education, to cover administrative costs
\$1,500.00	Total

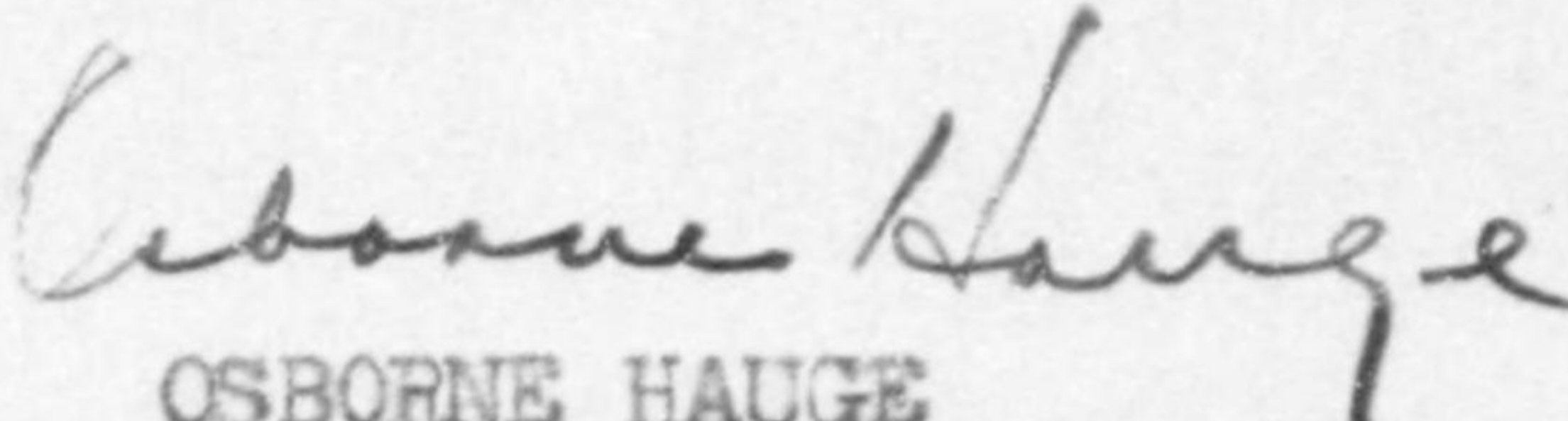
MEMO FOR THE RECORD, Subj: Interchange of Persons Board Meeting, 19 Sep 49.

5. Since a 60 day project would reduce per capita costs by \$300.00 the standard cost per person for a 60 day project was set at \$1,200.

6. Calculated on the basis of these standard costs staff section representatives attending the meeting suggested projects costing a total of approximately \$375,000. The most ambitious project proposals were submitted by CI&E, ESS, and GS, at estimated costs of \$90,000, \$70,000, and \$55,000, respectively.

7. General Keyser suggested that if each staff section, particularly those submitting the most expensive projects, would agree to a 30 per cent reduction it might be possible to approve all projects. At this point the undersigned argued that since the Board represented the entire Headquarters it must necessarily study the merits and validity of each project and that following such study priorities might be determined. Mr. Feisner, representing CCS, and others immediately protested, arguing that any detailed examination of the projects would cause unnecessary delay. Eventually, however, it was agreed that the Board must study each project, and General Keyser directed that descriptions of all projects be submitted to him by noon on Monday, 19 September, in sufficient quantity (25) to permit distribution to all members of the Board by Tuesday morning, thereby affording opportunity for study prior to the next full meeting of the Board at 0900 hours on Thursday, 22 September.

8. On Saturday, 17 September, CI&E submitted a check sheet to General Keyser requesting that an even larger fund be made available for CI&E projects. The representation was based on a radio received from Washington that morning stating a recommendation that most of the money allocated for the interchange of persons program should be utilized for so-called cultural and educational projects.

  
OSBORNE HAUGE  
Chief, Public Affairs Division



GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section  
Public Affairs Division

15 September 1949

MEMORANDUM FOR THE CHIEF, GOVERNMENT SECTION

SUBJECT: Interchange of Persons in Connection with National Leaders' Program

1. The first meeting of the SCAP "Interchange of Persons" Board, which has been assigned responsibility for the student and national leader program, was held on 13 September under the chairmanship of Brig. Gen. George V. Keyser, assistant to the Deputy Chief of Staff, SCAP. The chief purpose of the meeting was to discuss a reply to a Department of the Army request (Tab A) for submission of a few representative national leader projects which might serve as the basis for determining procedures for handling such visiting groups.

2. It was agreed, however, that before even a few representative projects could be approved for submission to the Department of the Army, the responsible SCAP Board should have a reasonably clear idea of the form and scope of the entire program to be recommended by the Headquarters. General Keyser directed, therefore, that staff sections submit a description of each project requested for consideration at the second Board session on 15 September.

3. As a matter of principle, it was agreed that there should be no division among staff sections of funds available for the national leaders program, as was proposed by the informal advisory committee last May. Since the program is an overall headquarters program the Board must consider each project in terms of its contribution to the over-all program rather than in terms of the desires of individual sections. On this basis the Board will make decisions and assign priorities. It was understood that considerable care will have to be exercised in evaluating projects in order to maximize the effects of the national leaders phase of the program since only \$216,000 will be made available, less than half of the \$450,000 earmarked for the entire student-leaders program. (Congress has not yet approved the appropriation, but final favorable action is expected by 1 October.)

4. Government Section has outlined three projects for submission to General Keyser (Tabs B, C, and D). The first (Tab B) calls for sending a fifteen member Diet delegation to the United States. Since this is a project previously agreed to no question will be raised concerning its acceptance. It is submitted in order to complete the project record. The second (Tab C) proposes sending a five-man delegation to study various aspects of local government operation and procedures in the United States. The third (Tab D), suggested by Civil Service Division, recommends a many-sided project relating to public personnel administration.

5. It is understood that the total available fund will not be assigned to specific projects immediately, and the project descriptions submitted today are not necessarily the only ones which will receive consideration. It is obviously desirable, however, to make this Section's needs known at the earliest possible date.

6. The Department of the Army letter (Tab A) reports that the Institute of

- 1 -

International Education has agreed to handle administrative procedures in behalf of Japanese groups undertaking study projects in the United States. This is unquestionably desirable in the case of most projects, including those described in Tabs C and D, since the service charge of \$30.00 per person for periods up to sixty days is considerably lower than the standard 10 per cent of total expenditures charged - in accordance with law - by any government agency undertaking sponsorship. Conclusion of a contract with the IIE may also be desirable in the case of the Diet delegation. Since, however, the US Office of Education had agreed to undertake sponsorship of the delegation's projected visit last July, it probably would be advisable now to consult the Department of the Army before making any such recommendation. Other members of the Board are inclined strongly to recommend utilization of IIE facilities in the case of all projects, since this procedure will save allocated funds. G-1 reports further that if a contract is made with IIE its facilities may be used to any extent desired. Its function could be limited to that of making necessary disbursements to delegation members and perhaps also of making housing and travel arrangements. In this situation the US Office of Education could handle arrangements for appointments, conferences, etc. in accordance with previous agreements - but the ten per cent service charge would be saved. It will be suggested, however, that action concerning sponsorship be deferred until plans for the projected visit have taken more definite form and until after consultation with DA.

7. Recommend approval of the projects described in Tabs B, C, and D for submission to General Keyser with the understanding that these are not necessarily to be considered the only or final representations to be made by this Section.

OSBORNE HAUGE  
Chief, Public Affairs Division

14 September 1949

**Project No. 1: Diet Delegation Trip to U. S.**

**1. Purpose of Project:**

To observe and study U. S. Congress, state legislatures, and political party systems.

**2. Agencies with which delegation members will confer:**

U. S. Congress  
Library of Congress  
Selected state legislatures  
Political party headquarters

**3. Number and type of delegates:**

1st group

5 Diet members  
1 member, Diet Secretariat  
1 interpreter  
(2 SCAP representatives)

2nd group

5 Diet members  
1 member, Diet Secretariat  
1 interpreter  
1 member, Diet Library  
(2 SCAP representatives)

**4. Length of stay:**

Approximately 45 days

**5. Tentative schedule:**

Indefinite. Sometime during next session of Congress,  
January - July 1960

**6. Sponsors:**

U. S. Office of Education (as suggested in WOL 21207 by  
DA GSCAD HQ, 24 June 49) or any other agency agreed upon  
following consultation with Department of Army.

14 Sept 1949

Project No. II: Local Government Delegation

1. Purpose:

To study various aspects of local government operation and procedures with particular attention given to the relationship of local municipalities and counties to state governments.

2. Agencies with which delegation will confer:

The Public Administration Clearing House, a group of 15 local government organizations affiliated with the University of Chicago.

The University of Chicago political science faculty.

Representative State, municipal, county, town and village offices at selected sites in Illinois and neighboring states.

3. Number and type of Japanese representatives:

Five delegates, to be selected by the six associations representing local government entities in Japan (Association of Prefectural Governors, Association of Prefectural Assemblies, Association of City Mayors, Association of Municipal Assemblies, Association of Town and Village Headsmen, and Association of Town and Village Assemblies.)

4. Length of Stay:

Approximately 60 days

5. Tentative schedule:

Project should be initiated as soon as possible after 1 November in order to enable group to advise projected committee recommended by Sharp Mission to study the allocation of functions to the various levels of government. It is proposed that the delegation work in close cooperation with the Public Administration Clearing House in Chicago. One week would be devoted to general orientation seminars, lectures and interviews with the permanent staff of the Clearing House and with members of the University of Chicago political science faculty. For the succeeding three weeks it is proposed that the mission be split into two or more groups and follow an itinerary developed by the Clearing House, including study and observation periods at

State, municipal, county, town, and village offices in Illinois and neighboring states. The fifth week would be devoted to further interviews and seminars at the Clearing House during which information and material gathered in the field would be evaluated and interpreted. There would follow two more weeks in the field for the study of specialized problems such as relationships between the federal and state governments and election practices and procedures. Tentatively it is proposed that one delegation member visit Washington to observe liaison between the states and the federal government, and that another visit New York to confer with representatives of the Municipal League and local government experts at Columbia University. The itinerary for this portion of the trip cannot be forecast exactly since it would depend in part on recommendations by the Clearing House. The final week would again be spent at the Public Administration Clearing House in Chicago for final evaluation of conclusions and judgments and for preliminary drafting of the mission's report.

**C. Sponsors:**

The International Institute of Education

14 September 1949

Project No. III: Public Personnel Administration Delegation

1. Purpose:

To study technical procedures of American civil service agencies relative to various phases of public personnel administration - federal, state and municipal - by means of observations and conferences with officials and employees of such agencies. Observations and studies to cover such fields as mass and specialized examinations for the public service; methods of preparation and examinations; methods of compiling registers of successful examinees and methods of registers for certification; analysis and validation of tests and test materials; methods of position classification and compilation of records covering such material; development of standards establishing allocation factors in specialized fields; methods of job analysis and job evaluation; methods of establishment and maintenance of governmental wage structures as such and in comparison with industrial wage structures including cost-of-living surveys; accident and illness compensation practices at the national, state and municipal governmental levels and in industry; public pension and retirement systems and the validation of such systems; internal structures and operations of civil service commissions at national (both headquarters and regional offices), state and municipal levels; operation of personnel councils at national, regional and state levels; methods of maintenance, operation and physical layout of personnel records, service records, examination papers, position classification survey material, central personnel filing systems and allied documents; and the study of layouts of personnel offices at the various levels and special equipment necessary for the operation and maintenance of such offices.

2. Agencies with which delegation will confer:

California State Personnel Board, Sacramento, California

Los Angeles County Civil Service Commission, Los Angeles, California

Regional Office U.S. Civil Service Commission, San Francisco, California

Minnesota Civil Service Board, St. Paul, Minnesota

7th District Regional Office, U.S. Civil Service Commission, Chicago, Ill.

Field Office of Wage and Hour Administration, Denver, Colorado

Civil Service Assembly, Chicago, Illinois

Public Administration Clearing House, Chicago, Illinois

Detroit Civil Service Commission, Detroit, Michigan

General Electric Company, Schenectady, New York

United States Civil Service Commission, Washington, D.C.

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Department of Agriculture, Personnel Office, Washington, D.C.

Wage and Hour Administration, Department of Labor, Washington, D.C.

Federal Personnel Council, Washington, D.C.

3. Number and type of Japanese representatives:

All representatives are to be from the Japanese National Personnel Authority with the exception of inclusion of one personnel director representing the National Personnel Council selected from among ministry personnel directors. This will make a total of 15 representatives to cover the above indicated fields. These should be broken down by specialties approximately as follows: 2 from Position Classification; 2 from Salary and Wage; 1 from Injury Compensation; 1 from Retirement; 4 to cover the various specialty fields in examination and recruitment; 1 to cover central files, office layout and equipment; 1 to cover internal administration of both the national and regional offices and their inter-relationship; 1 to cover equity process and personnel investigations; 1 to cover training, employee welfare, safety, recreation and employee utilization; 1 member from the National Personnel Council who would be a personnel director of one of the ministries. The above men to be selected from their own specialty fields in the Japanese National Personnel Authority in which they have been trained by the Civil Service Division, and are charged with the responsibility of day-to-day operations.

4. Length of stay:

Approximately 60 days

5. Tentative schedule:

All of the above should be able to spend a minimum of sixty days in the States in active study of their various fields covered by the suggested agencies which they will visit, for example, men from the Position Classification field should be able to make an intensive study of this field at the national, state and municipal levels and in industry. The individual selected to cover the Internal Administration field, the personnel director covering the National Personnel Council field, one representative from Salary and Wage and one from Examination and Recruitment fields should serve as an advance party to make a complete, competent and comprehensive study of both their specialties and the general field, and should be sent as early in 1950 as is possible. Upon their return to Japan, they would have acquired: (a) specific information in their field, and (b) an intimate knowledge of the remainder of the subject fields in the United States and would be able to compile a specific directed itinerary for the remainder of the group. Sixty days after the return of the first 4-member group, the remaining 11 members should be sent as a composite group to the U.S. and be permitted to spend a total of sixty days in the U.S. studying their various fields. The advance group of 4 would be in a position to give specific directions to the second group, to direct their study and would very possibly be in the best position to prepare the orders to split the party as to geographical travel and coverage of their subjects. Complete and detailed written reports will be required of all members permitted to make this study trip to the U.S. for compilation of reference files in the Japanese National Personnel Authority and future use.

6. Sponsor:

The International Institute of Education





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Section

Student Activity

Showa Benko Case