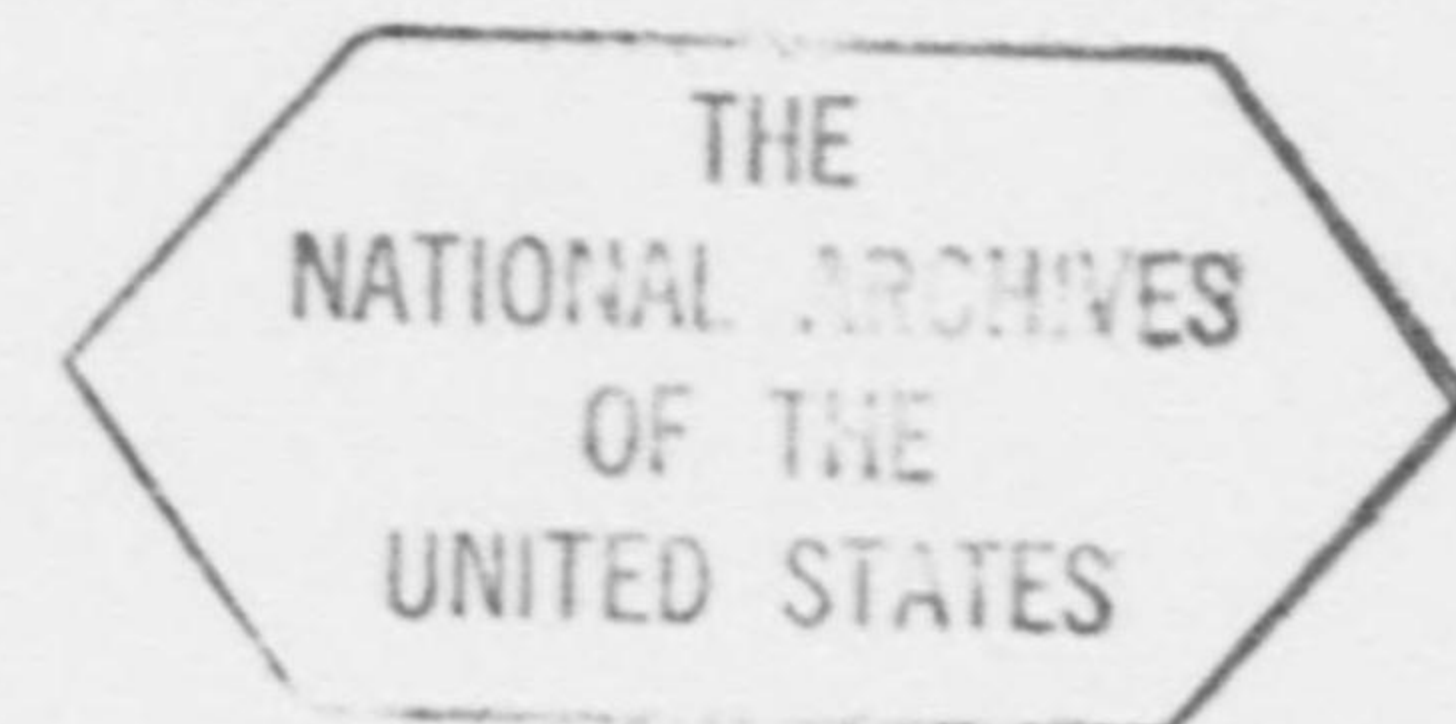


**GHQ/SCAP Records(RG 331)**  
**Description of contents**



- (1) Box no. 2719
- (2) Folder title/number: (2)  
**Operational Directives - GHQ, CAS**
- (3) Date: **Mar. 1950 - ?**
- (4) Subject:
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ATTACHMENT NO. 3  
SUGGESTED OUTLINE FOR DISCUSSION  
OF CPR P4

PERFORMANCE APPRAISAL (Replaces "Efficiency Ratings")  
WITH SUPERVISORS

1. GENERAL PROVISIONS OF THE PERFORMANCE RATING PLAN. The performance appraisal plan approved for use within the Army establishment provides supervisors with a major tool for use in creating an effective civilian work-force. Since this is one of the more important parts of a supervisor's job and is one element against which the supervisor will be appraised, the proper use of performance appraisals will assist the supervisor in improving his own effectiveness. The program is designed to:

- a. Enable management, through appraisal of employee work performance, to estimate its productive resources (in terms of manpower) with reasonable accuracy.
- b. Enable management to take such actions as will result in increased productivity and lower operating costs.
- c. Help management measure the success or failure of employees and provide a means for keeping employees informed as to how well they are succeeding.
- d. Enable management to identify employees who warrant special attention and provide a means for giving proper recognition to those employees.

NOTE: The major purpose of the plan is to help supervisors succeed on their jobs by enabling them more effectively to appraise employee performance, plan actions to improve performance, and plan for better utilization of employee abilities.

2. MAJOR STEPS IN THE PLAN. There are four major steps contemplated in the performance appraisal plan:

- a. Determination of performance requirements for jobs.
- b. Appraisal of employee performance.
- c. Decision as to proper actions to assure improved performance and better utilization.
- d. Official rating of employee performance.

3. DETERMINING PERFORMANCE REQUIREMENTS. Performance requirements for each job are a desirable feature of any sound management improvement plan. These requirements must be known by and understood by supervisors and employees. Performance requirements clarify the objectives of a job, provide a basis for measuring accomplishment, and assure that employees understand what is expected of them. Such requirements enable supervisors to observe and appraise employee performance with a higher degree of accuracy and to provide realistic assistance to employees in increasing productivity. In determining performance requirements, the following points should be observed:

a. A performance requirement is an understanding between an employee and his supervisor as to what the latter considers satisfactory performance on an aspect of the job.

b. Where acceptable and accepted standards of performance have been formulated, or are tacitly understood, they may constitute such an understanding. (See CPP No. 29 for a discussion of the development of exact standards.)

c. Wherever the supervisor or the employee has any uncertainty as to what is actually required by the purpose of a duty assigned, an honest attempt must be made to clarify the situation by joint effort.

d. Final decision as to job requirements is a prerogative of management.

e. Understandings may be reached by oral discussion but should be reduced to writing if there is any failure to agree.

f. Requirements will reflect what is actually necessary rather than what will "get by" on the one hand or "perfection" on the other. To a major extent, performance requirements are set by the job itself.

#### 4. PERFORMANCE APPRAISAL.

a. Appraisal is a continuous process of observing an employee's actions and the results he achieves in relation to the performance requirements. A supervisor must observe the employee in the actual work situation and should note significant actions or accomplishments if his later appraisal is to be meaningful. In making an appraisal, the supervisor should ask himself such questions as these:

- (1) Is this a fact or an opinion?
- (2) If it is an opinion, can I substantiate a rating based on this opinion?
- (3) What evidences do I have that the employee is exceeding, meeting, or falling below the performance requirements?

b. In making a performance appraisal, the supervisor must:

- (1) Have all the pertinent facts; such facts are obtained from personal observation, review of records, and the employee's recollections of his job performance for the entire period involved.
  - (2) Compare the facts of the employee's accomplishments to the performance requirements.
  - (3) Identify those significant aspects of the work in which the employee meets, exceeds or fails to meet the requirements.
  - (4) Discuss the evaluation with the employee. (Make it constructive, collaborative if possible. The goal is not to prove the employee wrong but to get him to take favorable action.)
- c. With the employee, the supervisor should place emphasis on:
- (1) Recognition of outstanding performance in any aspect of the job.
  - (2) Identification of reasons for failure to meet requirements.
  - (3) Stimulation of a desire to improve.

5. PLANNING ACTIONS. The act of appraising an employee's work performance loses much of its value unless action is taken to bring about improvement in performance or to utilize the strength of the employee. After an employee's work performance has been appraised, consider whether he needs training in any aspect of his job or to improve his attitude toward his work. Also consider the possibility of reassigning work assignments to capitalize more fully on the strong points of each employee and to avoid his weak points. Supervisors can secure assistance in the planning phase from the employee utilization representatives assigned to their organizations. Other actions which should be based on appraisal of employee performance are recommendations for reassignments, promotions and changes to lower grade. The proposals should be discussed with the utilization representatives and with higher level supervisors.

6. PERFORMANCE RATINGS. The Army Establishment performance appraisal plan meets all the requirements of the Performance Rating Act of 1950 and has been approved by the U.S. Civil Service Commission. This plan provides for three adjective ratings, viz., "Outstanding", "Satisfactory", and "Unsatisfactory". As required by the performance rating law, the uniform efficiency rating system will cease to operate as of the close of business, 28 December 1950. All current efficiency ratings, with the exception of "Unsatisfactory" are canceled as of that date. On 29 December 1950, former efficiency ratings of "Good" or better will be converted to interim performance ratings of "Satisfactory". Efficiency ratings of "Fair" are canceled, but no performance rating will be assigned until the performance of the employee has been appraised. Ratings of "Unsatisfactory" will be continued as

performance ratings of "Unsatisfactory", and a warning letter stating specifically in what particulars the employee is failing, what he must do to meet the requirements of his positions and stating the requirements of the positions must be given to each employee who is not doing acceptable work. Such warning letters must establish a period of at least ninety days in which the employee will be given assistance in improving his performance. A new warning letter will be issued to those employees who had received warning notices which did not provide for at least a 90 day warning period under the efficiency rating system.

7. THE RATING PROCESS.

a. The first rating any employee receives in any position is an entrance rating of "Satisfactory" assigned by the personnel office.

b. Six months later a performance rating will be made by the supervisor based on a performance appraisal.

c. Annually thereafter, on the anniversary date, a new performance rating will be made (unless a new entrance rating is necessitated meanwhile.)

d. Each employee will have an official rating on record at all times (exception, see paragraph 6, above).

e. As far as the supervisor is concerned, the rating process is very simple provided the employee's performance has been correctly evaluated.

f. The following factors illustrate aspects of work that might be used in rating if they apply to a particular part of the job:

- (1) Quality of work.
- (2) Quantity of work.
- (3) Adaptability.
- (4) Working relationships.
- (5) Leadership.
- (6) Ability to solve problems.

g. A rating of "Outstanding" will be given when there is evidence that performance in all aspects of the job exceeds normal requirements to a degree that warrants special commendation.

h. A rating of "Unsatisfactory" will be given when there is evidence that, in spite of a written warning (stating the requirements and what is necessary to meet them) and a fair opportunity to improve, the employee's performance continues to be inadequate in one or more significant aspects of the job to an extent that continued assignment is undesirable. Before recommending an employee for a rating of "Unsatisfactory", decide whether you need the employee's strong points badly enough to put up with his weak points. This is especially true at this time when full ability

is becoming harder to find. We should keep in mind, however, that during periods of reduction in force, we may have difficulty in removing the employee who is barely "Satisfactory".

i. A rating of "Satisfactory" will be given when an employee's work performance meets requirements or is expected to come up to them. That is whenever a rating of "Outstanding" or "Unsatisfactory" is not warranted.

j. A significant aspect of a job is one in which failure cannot be condoned -- which will make or break the job.

#### 8. RATING PROCEDURES.

a. When a supervisor has evidence that an employee meets the criteria for an "Outstanding" rating, he will:

- (1) Submit a memorandum request through channels to his division chief for review, and submission to the awards or other designated committee if warranted.
- (2) Attach to each request:
  - The current job description.
  - A statement of requirements for satisfactory performance.
  - A statement showing the specific performance during the rating period which exceeded requirements sufficiently to meet the following criteria:
    - Performance in all aspects of the work assigned exceeds normal performance to such an extent that each would be considered worthy of special commendation.
    - The achievement of positive constructive results.
    - The performance is typical of the period under consideration.
    - The performance represents actual accomplishments rather than simple extra effort, such as overtime work.
  - Specific evidence to show that the above criteria were met, such as production records, commendations or evidence of unusual results achieved.
- (3) The supervisor, also, must be ready to appear in person before the committee and justify his request.

b. The civilian awards or other designated committee will investigate the facts and submit a report approving or disapproving the rating.

c. When a supervisor is convinced that an employee's performance is sufficiently inadequate and he has really tried to train, orient and talk things over with the employee, he will:

- (1) Give to the employee a warning letter specifically stating performance requirement(s) which were not met, the nature of the failure, what is needed to meet the requirement(s) and that a rating of "Unsatisfactory" will be given if performance is not improved. (This letter will be issued three to six months in advance of an official rating).
- (2) Furnish reasonable opportunity and assistance for improvement of the employee's performance.
- (3) If desired improvement does not materialize, prepare a memorandum requesting approval of an "Unsatisfactory" rating, attach a brief statement of the situation and copies of the warning letter, and forward through channels to his division chief.

NOTE: Before issuing a warning letter, it is advisable to talk things over with the employee in an effort to secure the desired improvement before issuing a formal warning. As soon as you decide that the employee is not capable of meeting the requirements, seek adjustment through other types of actions other than the granting of an "Unsatisfactory" efficiency rating. For example, it may be possible to reassign the employee to a job for which he is better suited or to remove him for inefficiency in accordance with CPR 51.

d. The division chief will notify the employee, the supervisor, and the civilian personnel office of his decision in writing.

e. No forms are used in the rating process.

f. The official performance rating will be maintained on Service Record Card, WD AGO form 76a. After the initial ratings have been posted on the Service Record Card, new postings will be made only when the adjective rating changes. All ratings will be entered on the Employee Record Card, WD AGO Form 80 or 80a.

g. Employees receiving ratings of "Unsatisfactory" will be reassigned, changed to lower grade or removed as soon as possible after the rating is assigned and after requirements for notices of adverse action are satisfied.

#### 9. REVIEWS AND APPEALS OF RATINGS.

a. In order to insure equitable performance ratings, an employee may request reappraisal through either of two channels.

(1) Locally, within the Army Establishment by written petition to the commanding officer for action by:

- The civilian awards or other designated committee if the rating is "Satisfactory".
- The grievance committee if the rating is "Unsatisfactory".

(2) To a performance rating board of review under direction of the appropriate office of the U. S. Civil Service Commission.

b. A "Satisfactory" rating may be processed through either channel but not both; an "Unsatisfactory" rating will be considered by the board of review only if it has first been considered by the local grievance committee.

c. An employee may waive his right to an oral hearing. However, this does not preclude a hearing if the committee desires to hold one.

#### 10. TRANSITION PROCEDURES.

a. On 29 December 1950, supervisors will deliver a warning letter to each employee whose performance is unacceptable.

b. Employees who enter upon new jobs after 28 December 1950 will be advised of performance requirements by their supervisors at the earliest opportunity and in any event, within thirty days. Performance requirements will be clarified through discussions with present employees at the earliest possible date, but before 31 March 1951.

c. All employees assigned to a job for the first time will be given an entrance rating of "Satisfactory" by the personnel office on the Notification of Action, SF 50. New employees will be briefed on the performance appraisal plan as a part of general orientation. Six months later they will be given an official performance rating based on an appraisal of their work.

d. During the interim period, from 29 December 1950 to 31 March 1951, and at any time thereafter, employees who are unsatisfactory may be reassigned, changed to lower grade, or removed under Parts 8, 9, and 22 of the Civil Service regulations.



e. On and after 29 December 1950, each employee's performance will be appraised for rating purposes as of the last day of the twelfth calendar month following the last official efficiency rating or performance rating, (unless an entrance rating has intervened to change the anniversary date).

f. As of 31 March 1951, all interim ratings will be confirmed or changed on the basis of a performance appraisal covering the interim period. This appraisal is necessary to assure that no employee who was assigned a presumptive performance rating of "Satisfactory" is being penalized by such rating and to determine which official performance rating adjective to assign employees who had formerly had efficiency ratings of "Fair" and to those who had been given warning letters.

NOTE: Supervisors are advised to refer to the full text of the CPR P4 on performance appraisal for more detailed explanation of the provisions of the rating plan. The services of the Civilian Personnel Office are available for further interpretation.

11. EMPLOYEE RESPONSIBILITIES. Under the performance appraisal plan, employees are expected to discharge the following responsibilities.

a. To assist in setting or in requesting clarification of performance requirements in any instance in which they are uncertain as to what is required.

b. To ask for clarification of any assignment that is not clear.

c. To inform their supervisors as soon as they find that they are unable to meet a requirement after putting forth their best efforts to meet it.

d. To assure that their performance meets the requirements for their job and to achieve improvements as needs indicate.

e. To observe normal rules of conduct and such additional rules as may be established.

f. To observe ways in which performance of their work can be improved and to call such ways to the attention of their supervisors for possible inclusion in their work assignments.

g. In case of an appeal, to justify how his performance was better than indicated by the rating.

12. SUMMARY. The performance appraisal plan, which has been adopted for use in the Army Establishment, attempts to provide supervisors with a means of increasing their own effectiveness by giving them a sound basis for improving employee productivity and by assisting them to utilize their employees effectively. An important factor of the plan is the identification of broad performance requirements for each job which are understood and

accepted by supervisors and employees alike. Such standards make it easier for the employees to perform in an acceptable manner and make it possible for supervisors to evaluate employee effectiveness more fairly. Based on the appraisal of the employee performance, supervisors are better able to plan personnel development actions such as training, reassignments and duty changes. Also, Management should be enabled to estimate better the effectiveness of its manpower as a result of the appraisals made under this plan. To be effective, however, the appraisals must be carried on continuously and must be based on observation, production records, and other facts relating to employee performance. The whole plan will be ineffective, however, unless the actions indicated by the appraisals are well planned and well executed.

GENERAL HEADQUARTERS  
 SUPREME COMMANDER FOR THE ALLIED POWERS  
 Civil Affairs Section  
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OPERATIONAL DIRECTIVE )  
 NUMBER 15)

12 April 1950

## MINING

## 1. References:

a. SCAPIN 1928, AG 729.3 (22 July 48)NR/MG, 24 August 1948, subject: "Preparation and Implementation of Mine Safety Codes and Administration of Mine Safety Program."

b. SCAPIN 1928/1, AG 463.47 (22 Jul 48)NR/MG, 25 January 1949, subject: "Preparation and Implementation of Safety Code for Petroleum Producing Industry."

*Mine Safety Law*  
*Mine Safety Law*  
*Reg. No. 70*  
*Mining Inspect.*  
 Mine Safety Law, Public Law No. 70, 16 May 1949. ✓

Natural Resources Section Weekly Summaries.

2. To assist in combating inflation and in stabilizing the Japanese economy, it is important that Japan's mineral requirements be supplied to the maximum extent possible with indigenously produced ores and that mining be accomplished without reckless exhaustion of mineral resources. To alleviate the tax burden, mining should be carried out without government subsidies and minerals supplied to the consumer at a minimum price. For the protection of the workers, Japanese mining regulations have been re-written (reference 1c) to ensure safer practices and better working conditions.

3. Civil Affairs Regions will observe the mining program by conferences with Japanese Government agencies concerned, mine operators and workers, and by spot-check verification, with particular emphasis placed on coal and pyrite. Civil Affairs Regions will report on:

a. The utilization of machinery and equipment and implementation of technical improvements in the mines recommended by American mining specialists, including mining practices and methods and industrial management.

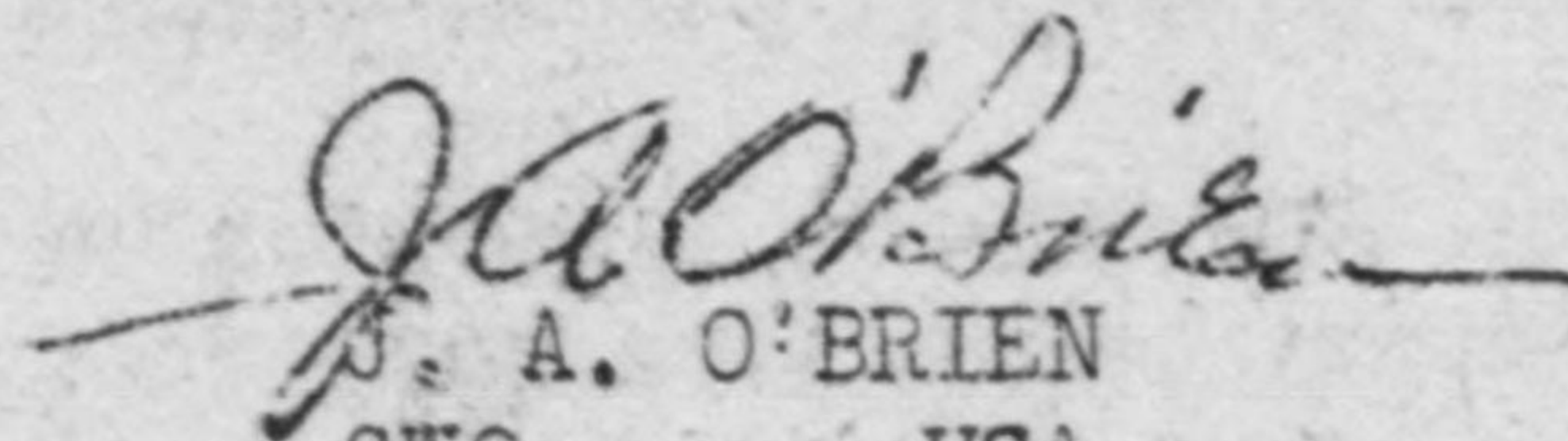
b. The adoption by management of safety measures for the mining industry, including smelting and refining, and the education of laborers in safety practices in mining through publicity of the Mine Safety Law (reference 1c) and the cooperation of mine operators and laborers with the government officials in carrying out the provisions of this law, including the establishment and proper functioning of mine safety committees and adequate inspections by government agencies.

Operational Directive No. 15, Civil Affairs Section, 12 April 1950 Cont'd

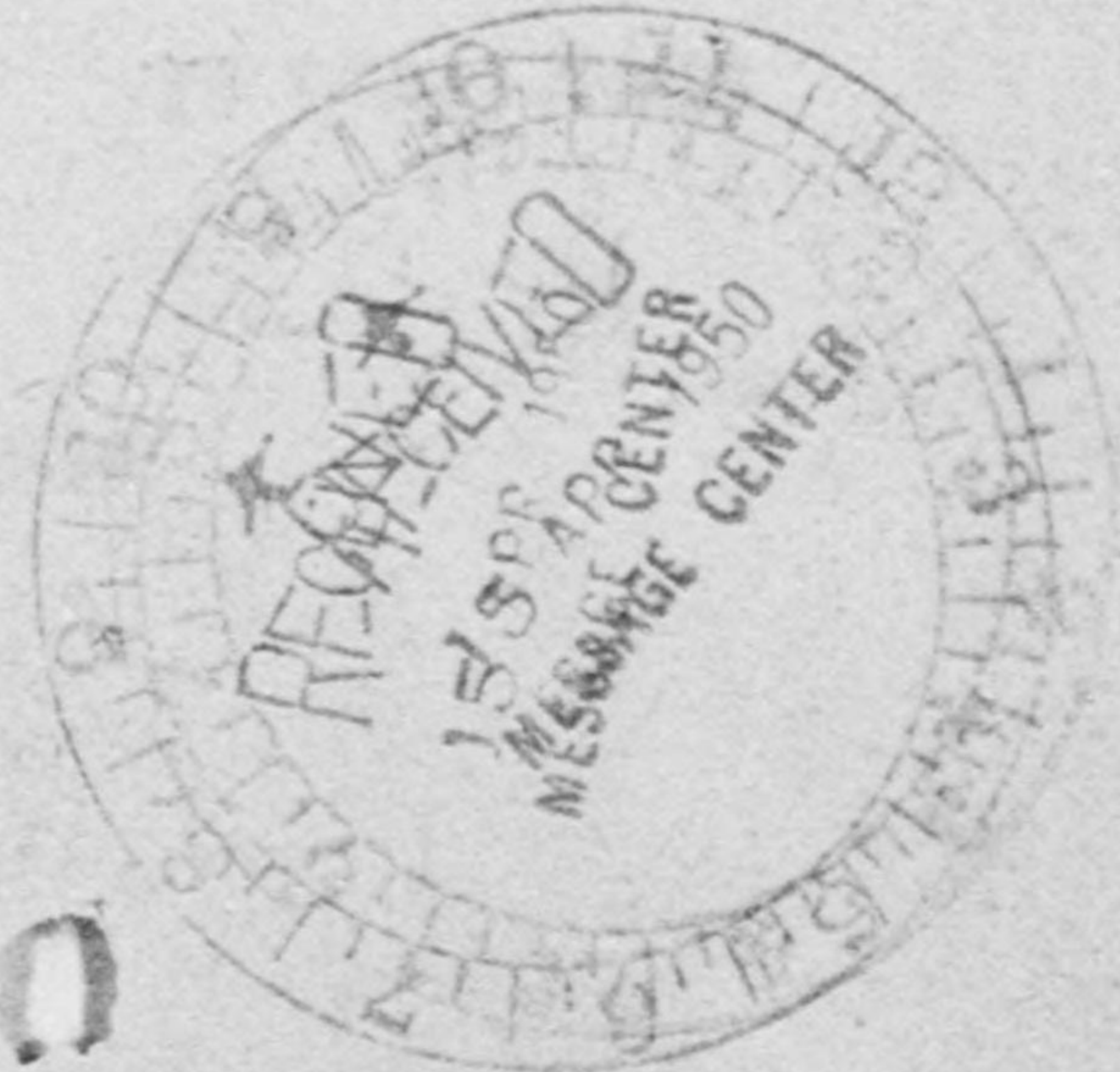
c. Acceptance by the mining industry, including smelting and refining, of corrective measures recommended by specialists from General Headquarters, Supreme Commander for the Allied Powers.

AG 004 (12 Apr 50)CAS-EN

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

  
J. A. O'BRIEN  
CWO USA  
Adm Off

This Operational Directive supersedes Eighth Army Operational Directive No. 48, same subject, dated 24 September 1949, and any other operational instructions at variance hereto.



## C O P Y

GENERAL HEADQUARTERS  
 SUPREME COMMANDER FOR THE ALLIED POWERS  
 Civil Affairs Section  
 APO 500

OPERATIONAL DIRECTIVE)

12 April 1950

NUMBER

14)

## FOREST CONSERVATION

1. References, Natural Resources Section publications, General Headquarters, Supreme Commander for the Allied Powers, (all previously distributed to Civil Affairs Regions):

a. Natural Resources Section Report Number 113, 18 September 1948, subject: "Reforestation in Japan."

b. Natural Resources Section Report Number 90, 5 September 1947, subject: "Pine Bark Beetle Epidemic in Japan."

c. Natural Resources Section Weekly Summaries.

2. The present unfavorable balance between exploitation and productivity of Japan's forests necessitates the effective and rapid execution of a forest restoration program which includes reforestation, insect and pest control, forest fire prevention, forest management practices, soil erosion control and flood prevention measures. Background information and the plans of the Japanese Government for the implementation of this program are contained in the references. Each prefectural governor submits quarterly reports on reforestation and forest fire losses and semi-annual reports on pine bark beetle damage to the Japanese Government. Prefectural governors have been instructed to furnish one copy of such reports to appropriate Civil Affairs Regions for information.

3. Civil Affairs Regions will report on the progress of the forest restoration program based on their observations of:

a. Japanese participation in reforestation and insect control conferences, public school and industrial forest programs, and the observation of Arbor Day and Green Week.

b. Land utilization of forest seedling nurseries and the degree to which fertilizer and seed requirements of nurseries are met.

c. Prefectural forest insect control reorganization and the coordination achieved between Japanese Government and prefectural and private agencies.

d. Prefectural compliance to Japanese Government order advising use of selective cutting or thinning as the prescribed forest management practice.

C O P Y

Operational Directive No.14, Civil Affairs Section, 12 April 1950 Cont'd

e. Physical or economic conditions resulting from prefectural or local practices adversely affecting forest land use.

f. Prefectural and private forest owners action to effect soil erosion control and erection of flood prevention structures.

4. Civil Affairs Regions will inform forest owners that:

a. A forest land reform program is neither necessary nor desirable.

b. An area of forest land developed as a forest tree nursery is not subject to purchase under the land reform program when within prescribed limits of Japanese law.

c. They have a public responsibility to keep their forest lands continuously productive. This can be accomplished best by thinning or selectively cutting their timber stands.

AG 004 (12 Apr 50)CAS-EN

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

s/J. A. O'Brien  
J. A. O'BRIEN  
CWO USA  
Adm Off

This Operational Directive supersedes Eighth Army Operational Directive No. 46, same subject, dated 24 September 1949, and any other operational instructions at variance hereto.

C O P Y

GENERAL HEADQUARTERS  
 SUPREME COMMANDER FOR THE ALLIED POWERS  
 Civil Affairs Section  
 APO 500

OPERATIONAL DIRECTIVE)  
 NUMBER 13)

12 April 1950

## FISHERIES

## 1. References:

- a. SCAPIN 2046, 19 September 1949, AG 800.217 (22 Jun 46)NR, subject: "Area Authorized for Japanese Fishing and Whaling."
- b. SCAPIN 2050, 10 October 1949, AG 333 (22 Jun 46)NR, subject: "Japanese Fishery Inspection System."
- c. SCAPIN 1809, 28 October 1947, AG 569.61 (29 Oct 47)NR/F1, subject: "Instruction for the Registration and Marking of Japanese Fishing Vessels."
- d. Natural Resources Section Weekly Summaries.

2. The primary objectives of the Japanese Fisheries Program are: maximum sustained aquatic production, fullest utilization of that production, equitable and rational distribution of fishery rights, licenses, supplies and materials, dissolution of existing fisheries associations and marine products manufacturers associations formed under the Fisheries Organization Law of 1943, and the formation of voluntary democratically operated cooperatives by fishermen and marine products processors.

3. Civil Affairs Regions will observe the progress of the Fisheries Program by conferences with fisheries cooperative associations, distributing agencies, Japanese Government officials, individual fishermen and other interested persons and by spot checks conducted in fishing communities within each prefecture as often as practicable, and report on:

- a. Implementation of the Fishing Rights Reform and enforcement of the Fisheries Law (Law No. 267 of 1949).
- b. The liquidation of fisheries associations and disposition of their assets and liabilities and the organization and operation of fishermen's cooperatives formed pursuant to the Fisheries Cooperative Association Law (Law No. 242 of 1948).
- c. The manner in which the Fishing Boat Insurance Program is being carried on by the Prefectural Governments and fisheries organizations and extent of participation by individual fishermen.
- d. The financial condition and credit problems of the fishermen

C O P Y

Operational Directive No. 13, Civil Affairs Section, 12 April 1950 Cont'd  
and the effectiveness and method of operation of the Fisheries Mutual Aid  
Financing Program.

e. The percentage of the total marine landings not recorded and reported through the regular channels to the central Japanese Government, for representative fishing communities.

f. Methods used by the Japanese in handling fish and the effects of these methods on the quality of the fish.

g. Visible effects on production from the shortage of fishing materials such as petroleum, rope, twine and other supplies. Evidence of shortage would include tie-up of boats, long lay-over between trips, use of inferior substitutes as materials, reduction in number of operating gear (set nets, gillnet, etc), meetings of fishermen in protest of shortages.

h. Effect of Occupation Force activities on the production and conservation of fish and wildlife in regard to such things as gunnery ranges and violations of game laws by Occupation personnel.

i. Extent to which information and educational material supplied by the central government regarding the Japanese Fisheries Program is being made available to the individual fishermen and methods of dissemination of such material. Special attention should be given to material designed to implement the cooperative and fisheries rights reform programs.

AG 004 (12 Apr 50)CAS-EN

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

s/ J. A. O'Brien  
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Adm Off

This Operational Directive supersedes Eighth Army Operational Directive No. 49, subject, "The Japanese Fisheries Program," dated 24 September 1949, and any other operational instructions at variance hereto.



C O P Y

GENERAL HEADQUARTERS  
 SUPREME COMMANDER FOR THE ALLIED POWERS  
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OPERATIONAL DIRECTIVE )  
 NUMBER 12)

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## AGRICULTURE

## 1. References:

- a. SCAPIN 47, 22 September 1945 (Directive No. 3).
- b. SCAPIN 257, 9 November 1945, AG 403 (9 Nov 45)NR, subject: "Agricultural Program."
- c. SCAPIN 411, 9 December 1945, AG 602.6 (9 Dec 45)CIE, subject: "Rural Land Reform."
- d. SCAPIN 1186, 6 September 1946, AG 121.7 (6 Sept 46)ESS/FI, subject: "Disposition of Government Property."
- e. SCAPIN 1855, 4 February 1948, AG 602 (4 Feb 48)NR/A, subject: "Rural Land Reform."
- f. SCAPIN 1868, 1 March 1948, AG 386.7 (1 Mar 48)CPC/CD, subject: "Disposition of Properties Belonging to Dissolved Organizations."
- g. SCAPIN 1911, 19 June 1948, AG 004 (19 Jun 48)CPC/FP, subject: "Application for General Permission to Dispose of Properties in Japan According to Law Concerning Special Measures for Establishment of Owner Farmers."
- h. SCAPIN 6257-A, 24 December 1948, AG 430 (22 Sept 45)NR, subject: "Collections of Staple Foods."
- i. SCAPIN 6640-A, 16 June 1949, AG 463.7 (5 Apr 49)GD, subject: "Registration of Agricultural and Fisheries Cooperative Associations as Dealers in Petroleum Products," as amended.
- j. Natural Resources Section Weekly Summaries.

2. Action with respect to agriculture in Japan has been directed toward two major objectives; namely, maximum food production, and the achievement of social and economic stability of the farm population. Acting within the scope of these broad objectives and in accordance with specific policies outlined below, Civil Affairs Regions will advise and guide appropriate Japanese officials, farm leaders and farmers in their efforts to achieve the above objectives. Close watch will be maintained

Operational Directive No. 12, Civil Affairs Section, 12 April 1950 Cont'd

on the effectiveness of agricultural programs and on local Japanese Government action with respect to these programs. Observations will be reported through the monthly Civil Affairs Region activity reports. Telephonic or letter reports will be submitted on specific urgent agricultural matters.

3. It is important that the Japanese production of foodstuffs be developed to the maximum feasible extent and that indigenous foodstuffs be so managed as to meet most effectively national food requirements and minimize the need for importation of foods purchased by U. S. appropriated funds. The Food Maintenance Temporary Measures Law No. 182, 1948, provides for the administration of the staple crop collection program and the prompt allocation of quotas. Cabinet Order No. 384 concerning the Food Maintenance Temporary Measures, 7 December 1949, authorizes either upward or downward revision of preplanting quotas at or near harvest time. Civil Affairs Regions will maintain surveillance to the extent feasible on appropriate Japanese officials in the implementation of these measures, particularly in regard to:

- a. Prompt allocation of quotas and quota revisions down to farmer level.
- b. Collection from farmers of all available quantities of controlled staple foods (rice and rice substitutes, wheat, barley, naked barley) in excess of retention requirements.
- c. Development and implementation of publicity programs to increase crop production and collection.
- d. Maintenance of accurate and unbiased statistics on crop acreage and production.
- e. Timely receipt and use of commercial fertilizer and agricultural pesticides by farmers.

4. Elimination of feudalistic farm tenure practices and undemocratic controls over agricultural organizations is essential to the democratization of rural life. For this purpose land reform and agricultural cooperative programs are being carried out by the Japanese Government. Civil Affairs Regions will assist in the full implementation of these programs by giving advice and guidance to responsible local Japanese Government officials. In carrying out this responsibility, Civil Affairs personnel will make periodic inspections, confer with responsible officials, farmers and other interested persons, analyze quarterly progress reports submitted to Civil Affairs Regions by prefectural governors, and determine the degree of compliance by the Japanese with the following:

- a. The Owner-Farmer Establishment and Special Measure Law, Law Number 43, 1946, as revised, and the Agricultural Land Adjustment Law, Law Number 42, 1946, as revised, which together control all major aspects

Operational Directive No. 12, Civil Affairs Section, 12 April 1950 Cont'd  
of the land reform program. Responsible Japanese officials should emphasize:

- (1) Prompt transfer of agricultural, pasture, uncultivated and reclamation land subject to purchase and resale.
- (2) Strict enforcement of provisions relating to limitations on ownership and use of agricultural lands.
- (3) Enforcement of provisions governing tenant-landlord relations, particularly with respect to security of tenure, payment of rents in cash, rental ceilings and executions of written rental contracts.
- (4) Proper election, composition and operation of local and prefectural agricultural land commissions.
- (5) Initiative in implementing other measures within the spirit of the above laws to promote the development of stable independent owner-operated farm units.

b. The Agricultural Cooperative Association Law, Number 132, 1945, and the Law Concerning Liquidation of Agricultural and Other Organizations, Law No. 133, 1947. Responsible Japanese officials should emphasize:

- (1) Accomplishment of final liquidation of activities relating to dissolved agricultural associations with a minimum of delay.
- (2) Strict enforcement of provisions relating to organization and operation of agricultural cooperative associations.
- (3) Full implementation of measures to inform farmers concerning their privileges and responsibilities under the Agricultural Cooperative Association Law.
- (4) Limitation of activities by federations of agricultural cooperatives to those specified by law.
- (5) Development of sound management practices by agricultural cooperative associations, particularly with reference to capitalization, accounting procedures and handling of deposits and loans.
- (6) Initiative in implementing other measures within the spirit of the Agricultural Cooperative Association Law

Operational Directive No. 12, Civil Affairs Section, 12 April 1950 Cont'd

to promote the development of independent agricultural cooperative associations free from domination by non-agrarian interests and dedicated to the economic and cultural advancement of the Japanese farmer.

5. The purpose of the Japanese Government agricultural extension system is to train farmers in more efficient farming techniques, farmers' wives in homemaking arts, and farm youth to become better rural men and women. Through such training, extension strives toward the basic objectives for farm people of increased economic security and an improved social status in the Japanese community. The Japanese Law Concerning Improvement and Promotion of Agriculture, Law No. 165, 1948, was designed to enable the implementation of these basic objectives. Civil Affairs Regions will advise and guide appropriate Japanese officials in the implementation of this law. The Japanese should emphasize particularly:

- a. Close coordination and cooperation of extension workers and experiment station workers.
- b. Dissemination by the extension service of information on improve methods of farm living.
- c. Practical demonstrations by farmers who have developed improved methods on their own land.
- d. Administration of the extension program by the prefectures, with national government guidance and coordination.
- e. The development of an effective Women's Home Improvement Advisor service as an integral part of the extension program.
- f. The employment by the government and the farm community on a cooperative basis of an effective extension worker for each village. The duties and responsibilities of this extension adviser are as follows:
  - (1) Observe agricultural conditions and advise farmers on local farm problems.
  - (2) Discuss with and advise farmers and their families on farming methods and farm living problems.
  - (3) Select farms and farmers best suited for cooperative demonstration work and assist in establishing such demonstrations.
  - (4) Encourage and arrange meetings of farmers, farm wives

775013

Operational Directive No. 12, Civil Affairs Section, 12 April 1950 Cont'd

and farm youths to enable them to analyze and request aid in the solution of problems.

AG 004 (12 Apr 50)CAS-EN

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

s/ J. A. O'brien

J. A. O'BRIEN

CWO USA

Adm Off

This Operational Directive supersedes Eighth Army Operational Directive No. 47, same subject, dated 24 September 1949, and any other operational instructions at variance hereto.

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Civil Affairs Section  
APO 500

OPERATIONAL DIRECTIVE)  
NUMBER : 11)

10 April 1950

INDUSTRY

1. References:

- a. SCAPIN 47, 22 September 1945, Office of the Supreme Commander for the Allied Powers, no subject. This SCAPIN was issued as Directive No. 3.
- b. SCAPIN 629, 20 January 1946, AG 004, (20 Jan 46)ESS/GD, subject: "Custody, Control and Protective Maintenance of Japanese Aircraft Plants, Arsenals and Laboratories."
- c. SCAPIN 962, 17 May 1946, AG 464.6, (17 May 46)ESS/IN, subject: "Production, Distribution, and Use of Fertilizers."
- d. SCAPIN 1129, 13 August 1946, AG 387.6, (13 Aug 46)ESS/IN, subject: "Reparations Selections within the Soda Ash and Caustic Soda Industries."
- e. SCAPIN 1130, 13 August 1946, AG 387.6, (13 Aug 46)ESS/IN, subject: "Reparations Selections within the Iron and Steel Industry."
- f. SCAPIN 1131, 13 August 1946, AG 387.6, (13 Aug 46)ESS/IN, subject: "Reparations Selections of Steam-Electric Power Generating Plants."
- g. SCAPIN 1132, 13 August 1946, AG 387.6, (13 Aug 46)ESS/IN, subject: "Reparations Selections within the Sulfuric Acid Industry."
- h. SCAPIN 1133, 13 August 1946, AG 387.6, (13 Aug 46)ESS/IN, subject: "Reparations Selections within the Machine Tool Industry."
- i. SCAPIN 1134, 13 August 1946, AG 387.6, (13 Aug 46)ESS/IN, subject: "Reparations Selections within Privately-Owned Munitions Plants."
- j. SCAPIN 1135, 13 August 1946, AG 387.6, (13 Aug 46)ESS/IN, subject: "Reparations Selections within the Shipbuilding Industry."
- k. SCAPIN 1136, 14 August 1946, AG 387.6, (14 Aug 46)ESS/IN, subject: "Reparations Selections within the Precision Bearing Industry."
- l. SCAPIN 1219, 20 September 1946, AG 387.6, (20 Sep 46)ESS/IN,

Operational Directive No. 11, Civil Affairs Section, 10 April 1950 Cont'd

subject: "Responsibilities of Imperial Japanese Government for Preservation and Care of Plants' Equipment and Records Taken Into Custody for Reparations Purposes by the Supreme Commander for the Allied Powers."

m. SCAPIN 1258, 10 October 1946, AG 004, (10 Oct 46)ESS/IN, subject: "Revised Listing of Reparations Selections within Privately-Owned Munitions Plants."

n. SCAPIN 1263, 11 October 1946, AG 004, (11 Oct 46)ESS/IN, subject: "Revised List No. 2 Aircraft Factories, Military and Naval Arsenals and Research Laboratories."

o. SCAPIN 1277, 17 October 1946, AG 387.6, (17 Oct 46)ESS/IN, subject: "Reparations Selections within the Synthetic Rubber Industry."

p. SCAPIN 1355, 22 November 1946, AG 004, (22 Nov 46)ESS/IN, subject: "Permits for Conversion and Reconversion of Industrial Plants."

q. SCAPIN 1751, 22 July 1947, AG 387.6, (22 Jul 47)REP, subject: "Responsibilities of the Japanese Government for the Packaging, Transfer, and Delivery of Equipment and Records Allocated to Claimant Nations Under the Reparations Program."

r. SCAPIN 1920, 9 July 1948, AG 678, (30 Nov 46)ESS/IND, subject: "Petroleum Storage Tank Facilities."

s. SCAPIN 1929, 28 August 1948, AG 561.4, (28 Aug 49)ESS/IN, subject: "Construction of Steel and Wood Vessels."

t. SCAPIN 6077-A, 8 October 1948, AG 312.4, (8 Oct 48)REP, subject: "Marking of Equipment Picked up on Recent Inventory and Evaluation of Former Japanese Army and Navy Arsenals and Laboratories."

u. SCAPIN 1938, 20 October 1948, AG 387.6, (28 Oct 48)REP, subject: "Exempt Equipment in Reparations Installations."

v. SCAPIN 1943, 27 November 1948, AG 611, (22 Nov 48)CTS-H, subject: "Five-Year Program for Maintenance and Repair of Japanese Network of Roads and Streets."

w. SCAPIN 2009, 26 May 1949, AG 410.2, (26 May 49)CPC/CD, subject: "Acquisition of Precious Metals."

x. CIRCULAR 27, General Headquarters, 20 October 1949, subject: "Real Estate Policy for Japan."

2. Industrial surveillance by Civil Affairs Regions, based on the established policy of the return of the maximum responsibility and authority to the Japanese Government, is normally limited to: the checking

*Ref. 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100*  
Operational Directive No. 11, Civil Affairs Section, 10 April 1950 Cont'd

of specific industrial programs as directed by this headquarters; to inspection of facilities to ensure that industries are complying with restrictions placed upon them; and to reporting industrial difficulties uncovered in effecting required surveillance.

3. Surveillance of Japanese industrial rehabilitation by Civil Affairs Regions will include coverage by conference within each prefecture with appropriate government and industrial officials, verification by spot check, or by indicated inspections to ensure that:

a. Progress of production programs, the utilization of both imported and indigenous raw materials, and the reduction of excessive industrial stockpiles are accomplished expeditiously by the Japanese Government on directed programs.

b. The Japanese Government is complying with instructions regarding reparations custody as indicated below. Inspection of industrial facilities listed for possible reparations removal will be made at least once each quarter, except in such instances where representatives of the Civil Property Custodian, Supreme Commander for the Allied Powers, have made similar inspections within that quarter.

- (1) Minimum necessary personnel will be provided to maintain and protect reparation facilities from sabotage, fire, theft, or unauthorized removal of equipment in each plant. Occupation force personnel will clear with the Civil Affairs Region concerned prior to entering a reparation plant. Entry by others not a part of the occupation forces, will be at the discretion of the owners or of the Japanese Government, unless specifically authorized by the Supreme Commander for the Allied Powers, or by the Chief of the Civil Affairs Region. The responsibility for the security of a reparation facility located within an area occupied by an occupation force unit will rest with the commander of that unit.
- (2) Adequate records will be kept to reflect the current inventory, authorization for exemption, removal, or use of the equipment. Equipment will be marked with the assigned code numbers.
- (3) Maintenance of reparation machines and equipment will be performed as required by reference 1-1, as amended by the memorandum to the Japanese Government, dated 22 June 1949, subject: "New Standards of Maintenance of Reparations Machines and Equipment in Dead Storage."
- (4) Reparation items will be used only as authorized by the Supreme Commander for the Allied Powers. Requests



## Operational Directive No. 11, Civil Affairs Section, 10 April 1950 Cont'd

for the authorized use of reparation machinery for the Japanese economy will be submitted to the Supreme Commander for the Allied Powers through Japanese Government channels. Requests for the authorized use of machinery by occupation force units will be submitted to the Supreme Commander for the Allied Powers through command channels. The use of privately-owned reparation machinery by the occupation force units will require a procurement demand in addition to the authorization for use. Civil Affairs Regions will suspend authorized use of reparation items which are inadequately maintained or not used as authorized. Major violations of instructions issued on items in authorized use will be reported to this section. Requests for approval for emergency use of reparation items will be referred to this section by telephone.

- (5) Removal of exempt and released equipment from a reparations custodial area, and release of land and buildings no longer required for reparations custodial purposes are delegated to the Chief of the Civil Affairs Region concerned. Reparations items, having only scrap value, and which are rendered permanently unserviceable prior to removal from the custodial area, (may be released to the Japanese Government for melt-down scrap by the Civil Affairs Region) concerned after approval by this headquarters. In the case of privately-owned reparation plants, the approval of release of land and buildings not requiring custody will be given to the Japanese Government with no other action necessary. In the case of former military arsenals and laboratories under reparation custody, land and buildings determined not to be required for custody will be released by letter from the Civil Affairs Region to the Regional Area Engineer for appropriate action under existing instructions for the disposition of enemy surrendered property. Releases which will eliminate all land and buildings of a coded reparations plant from custody and control will be reported to this headquarters.

- (6) Allocated equipment will be packed and shipped as prescribed by reference 1q, as amended.

*Permitted*  
c. The industrial facilities authorized to produce explosives are operating within the limitations imposed by the Supreme Commander for the Allied Powers.

d. The production of nitrogenous fertilizer is permitted only in those plants authorized by reference 1c. Surveillance will include

Operational Directive No. 11, Civil Affairs Section, 10 April 1950 Cont'd

the conservation of existing production facilities, the conservation of raw materials, the quantity and the quality of the product, and violations of existing regulations.

~~e. The use of petroleum storage tanks is limited to the provisions of reference 1r.~~

SCAPIN  
1920/1  
reference to  
Repairation  
metal only

f. Wooden vessels over one hundred (100) tons and all steel vessels are constructed or converted only with the specific approval of the Supreme Commander for the Allied Powers. Inspection of steel vessels under construction will be made at least once each quarter, and wooden ships under construction will be spot checked, to ensure the prevention of unauthorized construction or conversion of vessels and the rationalized use of shipbuilding facilities.

Maintenance  
Restrict  
and

g. The mines and metal refineries release all gold produced to the Japanese Government under the provisions of reference 1w.

MIL  
Restrict  
and

h. The restrictions placed on the fireproofing, zoning, and types of buildings under construction are enforced; critical building materials are used economically; only those buildings having the proper permits are being constructed; and adequate safety measures are being maintained in building construction regulations.

Eng. Dept  
Construction  
Sec

i. The Japanese Government five-year program for the construction and maintenance of all essential highways is being followed in accordance with the overall plan; maintenance work is being performed before new construction is undertaken; only those projects are being carried out that fall within the quarterly program; and building materials are being utilized in an efficient manner.

Eng. Dept  
Road Sec

j. The Public Works Program includes only those projects which have been approved; that critical materials are put to proper use; and that work is carried on in an economical, business-like manner for the benefit of the locality.

Eng. Dept  
Roads, Rail  
Harbor

k. Action is taken by appropriate regional Japanese agencies to encourage conservation of electric power and to take corrective action where instances of unjust business discrimination or malpractice in the administration of the electric power industry are discovered.

Reg. MPT

l. Adequate information is being furnished to the Regional Area Engineer on both procured and enemy surrendered real estate no longer necessary to the occupation force use, or in which urgent need

Spec. Prop.

775013

Operational Directive No. 11, Civil Affairs Section, 10 April 1950 Cont'd

for economic rehabilitation make consideration of release from Occupation Force use desirable in compliance with reference lx.

AG 004 (10 Apr 50)CAS-EM

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

*J. A. O'Brien*  
J. A. O'BRIEN  
CWO USA  
Adm Off

This Operational Directive supersedes Eighth Army Operational Directive No. 51, subject: "Industrial Rehabilitation," dated 27 September 1949, and any other operational instructions at variance hereto.



GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
APO 500

AG 678(30 Nov 46)ESS/IND  
SCAPIN 1920/1

20 April 1950

MEMORANDUM FOR: JAPANESE GOVERNMENT

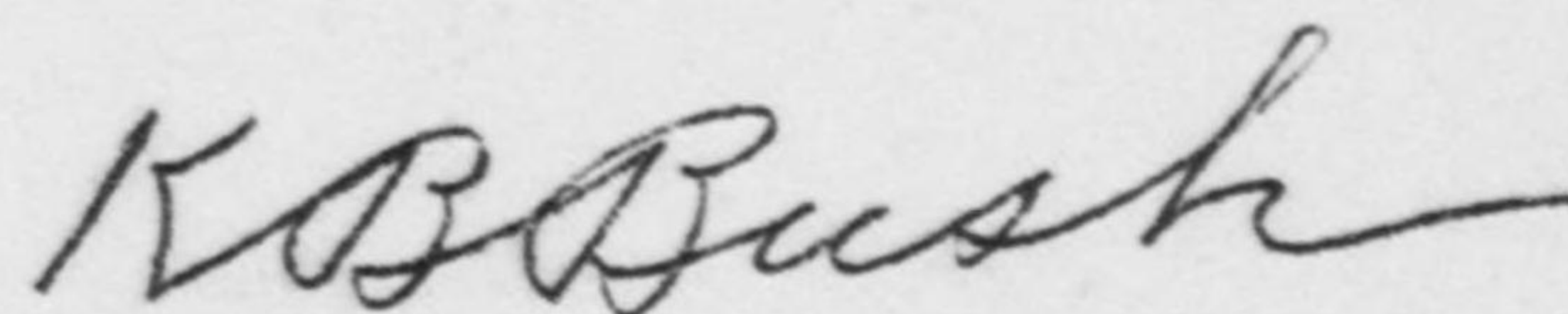
SUBJECT: Petroleum Storage Tank Facilities

1. Reference is memorandum for the Japanese Government from General Headquarters, Supreme Commander for the Allied Powers, AG 678(30 Nov 46)ESS/IND, SCAPIN 1920, subject as above, 9 July 1948.

2. Paragraph 1 of reference memorandum is modified to read as follows:

"The Japanese Government is hereby authorized to approve or disapprove all applications for construction, major repair, rehabilitation, dismantling, movement or scrapping of any petroleum storage tanks and their accessory equipment without prior approval of the Supreme Commander for the Allied Powers except those pertaining to facilities formerly owned by the Japanese Army or Navy."

FOR THE SUPREME COMMANDER:



K. B. BUSH  
Brigadier General, USA  
Adjutant General

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Civil Affairs Section  
APO 500

OPERATIONAL DIRECTIVE)  
NUMBER 10)

10 April 1950

ELIMINATION OF CONTROL ASSOCIATION

1. References:

a. SCAPIN 1108, AG 080(6 Aug 46)ESS/AC, 6 August 1948, subject: Dissolution of Control Associations (Tosei Kai) and Authorization to Establish Government Allocation Agency together with Necessary Control Organs within Specific Industries."

b. SCAPIN 1394, AG 400(11 Dec 46)ESS/AC, 11 December 1946, subject: "Methods of Control under the Temporary Demand and Supply Adjustment Act."

c. SCAPIN 1860, AG 004(16 Feb 48)ESS/AC, 16 February 1948, subject: "Interpretation and Implementation of Policy Concerning the Elimination of Control Associations."

d. SCAPIN 1860/1, AG 004(16 Feb 48)ESS/AC, 23 July 1949, subject: "Interpretation and Implementation of Policy Concerning the Elimination of Control Associations."

e. Informal Memorandum, GHQ, SCAP, dated 16 March 1950, to the Director General, Economic Stabilization Board.

f. The Anti-Monopoly Law, No. 54 for 1947, 14 April 1947.

g. Cabinet Order No. 15 for 1947, 3 May 1947.

h. The Trade Association Law, No. 191 for 1948, 29 July 1948.

i. Vice Minister of Welfare Letter No. 63 for 1948, 20 August 1948.

j. Economic Stabilization Board Notification 1560, 5 November 1948.

2. Under the control association program there remain three types of control associations against which action is to be taken or exemptions granted:

a. Control associations organized under laws listed in paragraph 1, inclosure 1, which must undergo dissolution or reorganization as specified by existing Japanese Government Legislation (paragraph 2 of inclosure 1) or supplementary instructions.

*Copy of  
Final Report  
Control Assoc Dec*

Operational Directive No. 10, Civil Affairs Section, 10 April 1950 Cont'd

b. Any other control associations, as defined in reference 1c, which must undergo dissolution or reorganization according to instructions issued to them by the Prefectural Governors in implementation of reference 1e above.

c. Control associations which are exempt by provisions of laws listed in paragraph 3 of inclosure 1.

3. Civil Affairs Regions will exercise surveillance to ensure that Prefectural Governors carry out instructions issued to them by the Japanese Government in implementation of reference 1e, above. Any violations of the provisions contained in references listed in paragraph 1 which come to the attention of Civil Affairs Regions will be included in the Monthly Activities Report.

AG 004.01(10 Apr 50)CAS-EN

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

*J. A. O'Brien*  
J. A. O'BRIEN  
CWO USA  
Adm Off

1 Incl:  
List of Laws

This Operational Directive supersedes Eighth Army Operational Directive No. 44, same subject, dated 22 September 1949, and any other operational instructions at variance hereto.



1. Old Laws, which have been repealed, under which control associations were organized:

- a. Veterinary Association Law, Law 53 for 1927
- b. Commerce and Industry Cooperative Union Law, Law 51 for 1946
- c. Sericulture Law, Law 57 for 1945
- d. Horse Association Law, Law 1 for 1915
- e. Industrial Unions Law, Law 34 for 1900
- f. Horse Sheers Association Law, Law 89 for 1940
- g. Liquor Industry Law, Law 8 for 1900
- h. Pilot Law, Law 63 for 1899
- i. Fisheries Association Law, Law 47 for 1943
- j. Agricultural Debt Clearance Union Law, Law 8 for 1933
- k. Forestry Association Law, Law 35 for 1946
- l. Agricultural Association Law, Law 23 for 1943
- m. The Cultivated Land Adjustment Law, Law No. 30 of 1909
- n. The Hokkaido Land Development and Conservation Association Law, Law No. 12 of 1902

2. Recently passed laws under which associations may organize or re-establish themselves:

- a. Smaller Enterprise Cooperative Law, Law 181 for 1949
- b. Agricultural Cooperative Union Law, Law 132 for 1947
- c. Fisheries Cooperative Law, Laws 242-243 for 1948
- d. Trade Association Law, Law 191 for 1948
- e. Consumers Livelihood Cooperative Law, Law 200 for 1948

3. Laws which permit the exercise of control functions by associations:

- a. Flood Prevention Association Law, Law 196 of 1949 - formerly the Irrigation, Drainage and Flood Control Association Law, Law No. 50 of 1908.

Incl 1 to Operational Directive No. 10, Civil Affairs Section, 10 Apr 50

- b. Forest Law, Law No. 43 of 1907 as amended 1940
- c. Land Improvement Law, Law No. 195, 1949
- d. The National Public Service Mutual Aid Association Law, Law No. 69, 1948
- e. The Health Insurance Law, Law No. 90, 1938 as amended 1948
- f. The Social Insurance Medical Free Payment Law, Law No. 129 of 1948
- g. The Compensation against Agricultural Loss Law, Law No. 185 of 1947
- h. Any other laws listed in Article 6 of the Trade Association Law.



GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Civil Affairs Section  
APO 500

OPERATIONAL DIRECTIVE)  
NUMBER 9)

10 April 1950

DISTRIBUTION OF FOOD AND CRITICAL MATERIALS

1. References:

- a. SCAPIN 47, (Directive #3) 22 September 1945, subject: "Establishment of Economic, Industrial and Commerce Control."
- b. SCAPIN 756, 19 February 1946, AG 015(19 Feb 46)LS, subject: "Exercise of Criminal Jurisdiction."
- c. SCAPIN 960-A, 11 April 1946, AG 430(11 Apr 46)ESS/PC, subject: "Maintenance of Records of Storage and Distribution of Imported Foodstuffs."
- d. SCAPIN 962, 17 May 1946, AG 464.6(17 May 46)ESS/IN, subject: "Production, Distribution, and Use of Fertilizer."
- e. SCAPIN 1447, 8 January 1947, AG 430(8 Jan 47)ESS/PC, subject: "Spoilage of Imported and U.S. Army Excess Food in Possession of the Imperial Japanese Government."
- f. SCAPIN 1826, 24 November 1947, AG 004(24 Nov 47)ESS/CCC, subject: "Industrial Recovery Corporation (Sangyo Fukko Kodan)."
- g. SCAPIN 1978, 3 March 1949, AG 430(3 Mar 49)ESS/PD, subject: "Measures to Strengthen the Staple Food Rationing System."
- h. SCAPIN 2043, 9 September 1949, AG 430(13 Aug 49)ESS/PD, subject: "Price and Distribution Controls over Potatoes," as amended.
- i. Price and Distribution Enforcement and Food Memoranda distributed when appropriate, by Price and Distribution Division, ESS, General Headquarters, Supreme Commander for the Allied Powers.
- j. Letter, Civil Affairs Section, GHQ. SCAP, to all regions, 015(27 Mar 50)CAS-L, subject: "Military Occupation Court Functions of Civil Affairs Region," dated 27 March 1950.

2. An equitable distribution of scarce commodities, including imported materials purchased by United States appropriated funds, together with the elimination of blackmarket activities, is essential to the stabilization of the Japanese economy. Particular emphasis will be

Operational Directive No. 9, Civil Affairs Section, 10 April 1950 Cont'd

placed on the strengthening of existing price control programs and improving the effectiveness of the present allocation and rationing system.

3. The Economic Investigation Agency (hereafter referred to as EIA) was established on 1 August 1948 to spearhead a comprehensive and continuing program to reduce blackmarket activity by coordinating the functions of the local and national police, other economic law enforcement agencies, the various offices of the prefectural and central government, and other agencies concerned with economic matters. Adequate functioning of this agency can result in an effective price and distribution control. Details of the various enforcement programs will continue to be published in numbered Price and Distribution Memoranda.

4. Civil Affairs Regions will exercise surveillance over the functions of the EIA, by conferences with regional and prefectural EIA officials to discuss plans and operations relative to enforcement activities. Conferences with regional and prefectural EIA officials, economic police and other government enforcement agencies will be held periodically to determine the extent of compliance with applicable economic laws. Coordination will be maintained with the commanders exercising provost court jurisdiction in accordance with reference 1j. Surveillance will include:

- a. Administration and operation of the EIA to ensure that:
- (1) Facilities, including adequate office space and transportation, are available.
  - (2) Tables of organization are maintained near authorized strength with qualified personnel.
  - (3) Coordination committees as provided in the EIA law are maintained and encouraged to increase efficiency.
  - (4) Coordination by EIA with local, prefectural and national government organizations including both the National Rural Police and autonomous police is maintained.
  - (5) Specific programs published in Price and Distribution Enforcement Memoranda are efficiently executed.
- b. The rationing of staple foods to ensure that:
- (1) Monthly allocations by the central government to each prefecture are not exceeded.
  - (2) Prefectural breakdown of distribution is reviewed monthly.

Operational Directive No. 9, Civil Affairs Section, 10 April 1950 Cont'd

(3) Prefectural officials enforce a continuing program covering:

*Pref Foodstuff  
EIA*

(a) Elimination of the "ghost population."

(b) Elimination of excessive rationing to farmers, especially so-called return rations.

*Pref Foodstuff  
Lab. Sts. Bar.*

(c) Supplementary rations to laborers in accordance with established standards.

(d) All allocations of staple foods to processors and a ration distribution plan for the end product.

*EIA  
Pref Foodstuff  
Pref Pub Health  
NRP  
MP*

c. The control of restaurants, to ensure that unlicensed restaurants are not permitted to operate and that licensed restaurants operate within the provisions of their license and observe regulations covering the serving of staple foods.

*EIA  
NRP MP  
Pref Foodstuff*

d. The enforcement of transportation controls to ensure that the movement of food and critical materials is in accordance with current regulations.

*Sungay Public Health  
Reg. Pub Health  
Pref 201*

e. The redistribution of critical materials to ensure that regional officials are making adequate progress in carrying out the plans and programs for such redistribution.

*Pref Ag. Fr.  
Co-ops*

f. The distribution of incentive goods and fertilizer to ensure that prefectural receipts and distribution are being equitably and efficiently handled.

*EIA  
Pref Foodstuff  
Pref 201*

5. Civil Affairs Regions will exercise surveillance over foods and industrial materials that have been released from economic controls to determine the condition of supply and price. In case any significant shortage of supply, mal-distribution or price increase is noted, an appraisal of the reasons therefor will be included in the Monthly Activities Report.

AG 400(10 Apr 50)CAS-EP

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

*J. A. O'Brien*  
J. A. O'BRIEN  
CWO USA  
Adm Off

This Operational Directive supersedes Eighth Army Operational Directive No. 50, same subject, dated 26 September 1949, and any other operational instructions at variance hereto.

C O P Y

GENERAL HEADQUARTERS  
 SUPREME COMMANDER FOR THE ALLIED POWERS  
 Civil Affairs Section  
 APO 500

OPERATIONAL DIRECTIVE)  
 )  
 NUMBER 8)

10 April 1950

## LABOR

## 1. References:

- a. Far Eastern Commission Policy Decision on Principles for Japanese Trade Unions, General Headquarters, Supreme Commander for the Allied Powers, 6 December 1946.
- b. Part 1, Labor Division Manual, Economic and Scientific Section, General Headquarters, Supreme Commander for the Allied Powers.
- c. "Labor Legislation," The Ministry of Labor (1949).

2. The Japanese Labor laws have as their objectives the establishment of a strong, free and democratic trade union movement in Japan, that Labor may be clothed with such dignity as will permit it an influential voice in safeguarding the working man from exploitation and abuse, raising his living standard to a higher level, and affording him a degree of social security.

3. Commanders of military units are not permitted to intervene in labor disputes and are not permitted to declare strikes, lock-outs or other work stoppages as being inimical to the objectives of the occupation. In the event work stoppages of this category require military intervention prior authorization will be secured from the Supreme Commander for the Allied Powers. Chiefs of Civil Affairs Regions will give attention to labor disputes to the extent authorized in this directive. Japanese police have been instructed not to participate in labor relations activities or intervene in labor disputes unless such intervention is necessary to preserve public law and order.

4. Civil Affairs Regions will exercise surveillance by conference with prefectural labor officials, trade unions, management groups, and individuals concerned with labor problems and by spot-check verification to ensure that the principles of the laws are being carried out and objectives are being attained. Surveillance will include:

- a. Application of the Trade Union Law, the Labor Relations Adjustment Law, and the Public Corporations Labor Relations Law. Assistance and advice will be given in connection with:

(1) The principles and techniques of negotiating collective

C O P Y

Operational Directive No. 8, Civil Affairs Section, 10 April 1950 Cont'd

bargaining agreements.

- (2) Settlement of disputes and the establishment of procedures for the systematic handling of grievances.
- (3) Establishment of sound trade union structure, trade union practices, and systems of orderly financing.
- (4) Adoption of these democratic guarantees named in section 5 of the Trade Union Law.
- (5) Effective operation of Prefectural Labor Policy Sections, Labor Relations Commissions and local mediation committees.

b. A prompt telephone report on labor disputes involving civil disturbances, which seriously disrupt the public welfare and economy, or which concern the operations of Occupation Force units.

c. Operation of the labor education program sponsored by the Labor Ministry to achieve:

- (1) Adequate implementation of the program by local labor officials with special emphasis given to rank and file members of Labor Unions.
- (2) Adequacy of instructors and lecturers and appropriateness of subject and text materials.
- (3) Adequacy of supply and use of labor books, pamphlets, audio-visual and other visual aids.

d. The proper functioning of the Labor Standards offices to ensure effective enforcement of the Labor Standards Law. Inspections will be made to determine the extent of compliance with the law, that employers correct violations, that restitution to workers is made of wages due, and that willful violators and recalcitrant employers are prosecuted. Problems of forced labor, "child selling," safety and sanitation will be given special attention together with the administrative educational program designed to inform employers and workers as to the provisions of the law.

e. The effective operation of the Mariner's Law to ensure proper inspection programs which reveal violation of the law and result in prosecution of law violators.

f. The effective operation of the Workmen's Accident Compensation Insurance Law to ensure that steps are taken to check claims for benefit payments and audit employers' wage records in connection with

Operational Directive No. 8, Civil Affairs Section, 10 April 1950 Cont'd  
premium payments.

g. The effective operation of Women's and Minors' Bureau programs to ensure that field representatives are effectively promoting education regarding the Labor Standards Law and are working with women's sections of trade unions to further their participation in union affairs.

h. The effective operation of the public employment services as delineated in the Employment Security Law, the Unemployment Insurance Law, and the Emergency Unemployment Counter-measures Law, in order to evaluate the difficulties and the progress of these programs and their administration to ensure:

- (1) Efficient functioning of the Public Employment Security Offices.
- (2) Control and elimination of undemocratic recruitment practices, specifically with reference to labor bosses, illegal labor recruitment, and private employment exchange control.
- (3) That vocational training programs are directed toward labor market needs, the quality of such training is adequate to meet those needs and referral of trainees is made by Public Employment Security Offices.
- (4) An adequate program to deal with unemployed persons including unemployment insurance, unemployment trends, local coordination of public works, unemployment work relief projects, and other local measures for relieving unemployment.
- (5) Labor market analysis, occupational analysis and Public Employment Security Office operational reports.

i. Prompt and effective compliance with Labor Ministry instructions for gathering statistical data and concluding surveys relating to labor affairs.

AG 004.06 (10 Apr 50)GAS-EL

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

s/J. A. O'Brien  
J. A. O'BRIEN  
CWO USA  
Adm Off

This Operational Directive supersedes Eighth Army Operational Directive No. 45, subject, "Labor Relations, Organization and Legislation," dated 23 September 1949, and any other operational instructions at variance hereto.

COPY

GENERAL HEADQUARTERS  
 SUPREME COMMANDER FOR THE ALLIED POWERS  
 Civil Affairs Section  
 APO 500

"OPERATIONAL DIRECTIVE)

10 March 1950

NUMBER

1)

MONTHLY ACTIVITIES REPORT

1. Each Civil Affairs Region will submit an activities report for each calendar month. This report will be classified "Restricted." It will consist of a basic letter report and titled annexes and will contain all information available to and including the last day of the month.

2. a. Reports and additional copies of annexes, as indicated below, will be dispatched so as to reach this headquarters by the 15th of the following month:

Complete Reports (including all annexes)	18
Annex A Legal and Government Activities	2
Annex B-1 Public Health Activities	2
Annex B-2 Public Welfare Activities	4
Annex D Economics Summary	34
Annex E-1 Civil Education Activities	2
Annex E-2 Civil Information Activities	12

b. In addition, each Civil Affairs Region will mail one complete report to each of the other Civil Affairs Regions.

3. a. This report will be carefully edited, giving special attention to the elimination of inconsequential and irrelevant material. It will present a summary of regional trends and matters of significant on a regional basis. Successive reports will reflect the progress made in the execution of the general mission and will be clear and concise. Since this is an informational report, it should not repeat those things well known or covered by previous reports, but should contain only current significant trends and facts.

b. The basic letter will be a brief narrative not to exceed one sheet typed on both sides. It will contain brief resumes of activities, observations and trends of special significance only, i.e., those of national or prime regional importance which are covered in the annexes. It is not mandatory that the basic letter contain comment pertinent to each of the annexes.

c. Annexes will be in narrative form. The subject matter for each annex is outlined in paragraphs 4 through 9. Annexes will contain pertinent detail concerning the indicated topics only when action has been

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taken thereon, or important new information is available. Matters not covered in the outlines should be included in the annex most closely associated with the subject. Recommendations or complaints will not be included, but will be made the subject of special reports. In such cases brief notations will be made in the appropriate annexes.

7. a. Annex D, Economics Summary, will contain information listed under the following subject headings, as appropriate, to include only subjects on which specific surveillance action, as required by appropriate directives, has been taken.

b. Negative reports will not be made. Reports will concisely summarize the subjects to include:

- (1) Field trips, including prefecture(s), action taken, and time spent.
- (2) Gist and highlights of important conferences.
- (3) Observations and conclusions, with particular emphasis on trends and problems which indicate unsatisfactory progress in accomplishing occupation objectives or specific noncompliance with directives of the Supreme Commander for the Allied Powers.

- Agriculture
- Fertilizer Requirements
- Agricultural Refers
- Land Refers
- Cooperatives
- Extension Reorganization
- Staple Food Crop Collection
- Fisheries
- Supplies
- Cooperatives
- Forestry Conservation Program
- Mining and Geology
- Mine Safety Program
- Mine Rehabilitation
- Production of Precious Metals
- Price and Distribution
- Economics Investigation Board
- Restaurant Control

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Incentive Goods and Fertilizer Distribution  
Staple Food Rationing  
Perishable Foods

**Industry**

Production  
Reparations  
Restricted Industry  
Explosives  
Fertilizer  
Petroleum Storage  
Shipbuilding  
Construction  
Building  
Roads  
Public Works  
Electric Power

Control Associations

**Labor**

Labor Relations  
Labor Education  
Labor Standards  
Workmen's Compensation Insurance  
Women's and Minors' Bureau  
Employment

This Operational Directive supersedes Eighth Army Operational Directive No. 43, same subject, dated 13 September 1949, and any other operational instructions at variance hereto."