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PLACE Tokyo
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Division of Origin: Civilian Defense.

Subject: Air Raid Protection in Tokyo.

Personnel Interrogated and Background:

T. NIKAWA, Noburo, Director of Department of Protection in
Tokyo Metropolitan Administrative District.

Where Interviewed: Meiji Building.

Interrogator: Col J.B. WARDEN

Interpreter: None

Allied Officers Present: _____

Summary:

The following outline prepared by T. NIKAWA discusses the organization for civilian protection in the Tokyo Metropolitan Administrative District, and is punctuated with his impressions of its' accomplishments and weaknesses. Considering the experience and intimate knowledge the author had of this subject, it is considered to be an authoritative treatise of the air raid protection program in the Tokyo area.

Mr. Noboru TANIKAWA has been a municipal official of the city of Tokyo from 1924 until March, 1944, following his graduation from Harvard University, Cambridge, Massachusetts, where he specialized in the study of municipal government under Professor W.B. MUNRO. During the war period, he was Director of the Department of Protection in the Tokyo Metropolitan Administrative District, and had charge of all the civilian defense protection work in the area. In March, 1944, he resigned this position to accept commercial employment as Director of the Department of General Affairs of the Kanto Electric Supply Company, Tokyo.

Mr. TANIKAWA was born and raised in Hiroshima, and graduated from the local schools in that city. In 1916, he emigrated to the United States and entered the Sacramento High School, from where he moved to Chicago, Illinois, completing his education in English at the Hyde Park High School in that city. From 1917 until 1922 he attended the University of Illinois, where he received his Bachelor of Arts degree upon graduation. He then entered the graduate school of Harvard University and specialized in the study of municipal government, receiving his master's degree in 1924.

Returning to his native country he was immediately appointed, by the city of Tokyo, as Chief of the Bureau of Suburban Amalgamation, which program consolidated 8 counties and 84 additional villages into the city of Tokyo proper. He was then promoted to the position of Chief of the Bureau of City Planning as well as the duty of Chief of the Bureau of Ward Administration. While occupying the latter assignment, he created and installed the Neighborhood Group (TONARI-GUMI). Upon completion of this work he assumed the Directorship of the Department of Memorial Undertaking and prepared the plans for the World Fair and the Olympic Games. Also this department, under his jurisdiction, prepared the reconstruction work of the outer compound of the Imperial Palace and directed the celebration of the 2600th anniversary of the founding of the country. Upon completion of these duties, he was then appointed Director of the Department of People's Welfare in the city administration dealing with the problems of war-time living and the welfare of the people in organized neighborhood groups. In July, 1943, he became Director of the Department of Protection in the Tokyo Metropolitan Administrative District.

I. The Development of the Movement:

The movement of peoples' activities for air raid protection in Tokyo shall be divided into two distinct periods, namely:

- 1 - Period of autonomous* activities undertaken by the city of Tokyo. 1930 - 1943.
- 2 - Period of governmental activities and control, July 1943 - September 1945.

The debut of aircraft as a promising weapon in the First World War, the outbreak of the earthquake catastrophe of 1923, the occurrence of the Manchurian Incident in 1931, and the gradual intensification of international relationships had altogether taught the people the importance of self-protection as well as air safety.

In the course of such progress of time the fatal incident of May 15th, took place in 1932. In 1933, Japan withdrew from membership of the League of Nations. The amalgamation of the suburban towns and villages into the City was also realized in 1932, presenting many urgent problems to be dealt with.

Thus, the Tokyo City Self-Vigilance Corps, the "Bogedan" was at first organized by the municipality in 1932 as an ample answer to the slowly growing demand of the times. This will be considered as the beginning of the people's activities for air raid protection in Tokyo, although it is very meagre and naive in nature.

Strictly speaking, the people were awakening and had begun to realize keenly the importance of the air raid protection by the promulgation of the Law of Air Raid Protection in 1937. Moreover, it can be said that the outbreak of the Sino-Japanese Incident which had occurred in the same year, had accelerated the movement of air raid protection among the people up to the middle of 1943 - the year the Tokyo Metropolitan Administrative District was created.

Here I may deal briefly with the governmental structure and its workings within the City of Tokyo at its terminating period.

The amalgamation of suburbs into the City in 1932.

5 counties and 84 towns and villages were amalgamated by the City.

Population..... 5,500,000

Old City.....(2,000,000)
Suburbs.....(3,500,000)

Administrative Wards 35

Old City.....(15)
Suburbs.....(20)

The City of Tokyo in 1943:

Population - approximately 7,000,000. As to the executive and administrative affairs, the Mayor is the chief executive of the City, elected by the City Council for a four-year term. The Mayor's staff includes the Deputy Mayors and

* - controlled by city government prior to the amalgamation with metropolitan Tokyo area.

the Comptroller. The Deputy Mayors, 3 in number are nominated by the Mayor and approved by the City Council for a term of four years. They may assist the Mayor in execution of the administrative functions and represent the Mayor when he is absent. The Comptroller (Revenue Officer) audits the accounts of the City and at the same time is charged with the duty of treasurer. He is recommended by the Mayor and approved by the City Council for a four-year term.

The administrative organs, subordinate to the Mayor, were divided into the Mayor's office (3 bureaus) and 9 departments:

The Mayor's Office -

Bureau of General Affairs
Bureau of Planning
Bureau of Inspection

The Departments -

Purchasing & Supply
War-time Livings & Welfare
Health
Education
Protection
Public Works
Harbor
Water Works
Electric Works

Miscellaneous -

Bureau of Memorial Undertakings,
etc.

Number of Employees - 65,000.

The City Legislative Bodies:

As to the legislative bodies of the City, there are the City Council and the Board of Aldermen. The City Council is composed of 180 members, elected by the people from each of 35 wards, apportioned according to the population, for a term of four years. The Board of Aldermen is composed of 15 members, elected by the City Council from among their members, with the Mayor as chairman. The Board of Aldermen meets quite often and exercises its power and duties provided by the law and entrusted by the City Council.

The Administrative Wards:

Each one of 35 Wards has a Ward Chief, who is appointed by the Mayor, and is the executive officer of his Ward. There is also a Ward Council for each ward, composed of 30 members or thereabout, according to its population, with very limited legislative power.

During the period of Tokyo self-government, the movement under by the City in regard to air raid protection is characterized by those activities such as promulgation of protection ideas, preparatory arrangements, organization of people's participation in the activities of the "Bogodan", "Chokai and Tonari-gumi", etc., purchase and storage of supplies, execution of building fire-proof improvements, etc. These activities were undertaken and carried out initiatively by the City. At its outset the Prefecture, the Metropolitan Police Board and the Home Ministry, had no direct connection with this work.

The Period of Governmental Activities and Control:

It was July, 1943, when the City of Tokyo and the

The Governor-General of the M.A.D.

1. Improvement of Fire Proof Buildings.
2. Open Spaces, green belts for protection.
3. Camouflage.
4. Facilities for fire fighting.
5. Gas protection.
6. Shelters, escapes, evacuation, without the direction and control.
7. Medical treatment and relief work.
8. Organization of the Neighborhood Group.
9. Supplies for the N.G.
10. Emergency recovery, etc.

The Police Governor

1. Observation & communications concerned.
2. Alarms.
3. Light control.
4. Sound control.
5. Fire prevention and fighting.
6. Emergency relief.
7. Direction & Control of shelters, escapes and evacuations.
8. The "Keibodan" - Peoples Vigilance Corps and Special Self Vigilance Corps.
9. Direction & Control of the N.G., etc.

II. Organization of Peoples Air Raid Protection:

As mentioned before, the air raid protection activities were at first taken up voluntarily by the City of Tokyo. Then certain legislative measures were adopted resulting in putting the organizations in shape and starting activities. For example, the Law of Air Raid Protection of 1937 made clear the responsibilities to be shouldered among the Prefectural Governors, Police Governor and the Mayor. Nevertheless, the demarcation of responsibilities between the governors was not clear enough and moreover their actions were very much handicapped by the early decisions on these matters taken by the Mayor.

For instance, the Mayor had already succeeded in getting support and organizing the citizens for the cause of air raid protection. As early as 1932 the Mayor had completed the city-wide organization of the "Bogodan" or the Citizens Self-Vigilance Corps with an aim to protect the Capital by their own hands in case of emergencies, had started and succeeded with a campaign for raising the Capital Protection Fund amounting to Y2,500,000, had also commenced the training of the Defense Corps and had carried through on several occasions the maneuvers for air raid protection.

Above all, the Mayor had finished the burdensome task of organizing families into more than 1,500,000 air raid protection units, the "Katei Boka-gun". In other words, those Neighborhood Groups, or the "Tonari-Gumi", numbering about 120,000 had been entrusted to work as the basic unit of protection in case of air raids.

The efficient activities and high spirit shown by those numerous Neighborhood Groups throughout the seven air raids should by no means be overlooked. Some detailed descriptions of its origin, aims, organization and workings should be described here, for I am responsible for its institution and very familiar with it.

Having specialized in the study of municipal government and administration in the United States for about two decades, it had been one of my earnest desires since then to seize the opportunity to create a unified metropolitan government by means of amalgamation of metropolitan governmental bodies into one organic body. Most fortunately, however, the chance at last came in 1932. I was commissioned with the task and fulfilled it by establishing the composite Greater Tokyo. May, the problem was left unsolved. That is to say, I began to see that the fundamental metropolitan questions could not be solved unless we were able to reorganize the metropolitan community into a more composite and harmonious one. For a few years I carried on careful studies and thorough research work with my colleagues and assistants. The result of our efforts was the discovery of a new idea of Japanese neighborhood community organization - the "Chokai and Tonari-Gumi" system, or the Block Association and Neighborhood Group system.

The Block Association:

Those occupants of dwelling houses and other buildings in the City, numbering about 1,530,000, were asked to form the "Chokai" or Block Association, usually with a block as a unit. About 2,300 Block Associations were organized. An ideal pattern of the Association was expected to include some 600 families or houses. The Association is entirely a self-governing body, electing its Leader and headman of the several activities at the annual general meeting, and financed and operated by themselves. The aims and functions of this neighborhood community system are to further the family-like neighborliness and eliminate bitterness which would disappear from the modern metropolitan community life by knowing each other, helping each other, working together and sharing together in the common cause.

The Association had several activity committees such as General Affairs and Treasury, Culture, Protection and Safety, Livings, Youngmen & Juniors, Women, etc. In time of peace as well as war the contributions which these Associations have made so far for the betterment of community life and fulfillment of governmental activities are far beyond description.

The Neighborhood Group:

The Association was found to be still too large in order to consummate the real aims of the Japanese Neighborism. Therefore, we arranged to subdivide the Block Associations into much smaller groups, calling them the "Tonari-Gumi" or the Neighborhood Groups, including about a dozen neighbor families. The Total Number of the Groups in the city was counted as many as 120,000. This Group is the basic unit of the metropolitan community life, or the Japanese neighborism.

The City has installed this neighborhood organization and system throughout for peace-time purposes. But later, in accordance with war-time requirements, new functions were added. It may be said that the neighborhood organization and without losing any time, and the people's organization was ready to meet the war-time requirements. The Block Association established the protection committee to take charge of protection and safety, and its leader was made the Protection Head of the Association. The Neighborhood Group was made a people's self-vigilance unit. The Group was responsible for fighting the fires caused by air raids and protecting each house in the Group.

By bringing up this newly born Japanese neighborism and its organization, our community life, both urban and rural, shall be certainly reshaped and improved in such a way as we have been longing for. One of the most serious shortcomings

of our social life is, to my mind, the lack of social philosophy or ethics. This neighborhood organization would be able to fill the defect in our social life - I most earnestly hope it to be that way.

The Neighborhood Organization System has been taken up by the Home Ministry and now wherever you go you may find the system is working very actively and fruitfully. The system has been nationalized and adopted throughout the country. The idea and system are also transplanted in Chosen, Manchuria, and some other foreign places.

The Change from the Citizens Self Vigilance Corps to the Peoples vigilance Corps:

As to the jurisdiction over the Citizens Self Vigilance Corps, established by the Mayor, the dispute had gone on between the City and the Metropolitan Police Board. The City of Tokyo, with five other big cities, insisted upon reserving its jurisdiction over the Corps. However, the question was scarcely settled in 1939 by the issue of the Ordinance for the Peoples Vigilance Corps (KEIBODAN) by the Home Ministry transferring it to the Police Governor's control.

The Citizens Self-Vigilance Corps were at last disbanded, together with the fire fighting volunteer groups (SHOBO GUMI). The Metropolitan Police Board replaced those organizations with the "Keibodan" - the Peoples Vigilance Corps.

In 1941 the City established the Department of Protection and enlarged and intensified its activities. In spite of such a careful measure, at the end of the organization there still existed overlappings, friction, and confusion. The people were annoyed, the government organs and administrative mechanism were used to cause friction, and the protective activities were apt to be hampered.

The Peoples Air Raid Protection Bodies that Existed at the End of the Movement:

1. The Block Association and the Neighborhood Group.
Home Protection.
2. Special Self-Vigilance Corps.
Organized for self protection by their own employees or by students in Public Buildings, Schools, Factories, Banks, Companies, etc.
Buildings controlled by the Police.
3. Student Volunteer Corps.
Assistance to the Police, Fire Brigade and Peoples Vigilance Corps.
4. Observation Corps.

The Activities Required:

1A. For home or family -

A. Required Equipment:

1. Water - Quantity: 100 lit. per 15 tsubo
(50 sq. m.)

Receivers: Water Pails, bath tubs, rain water tubs, tubs, buckets, pools, ponds, basins, to be utilized fully.

(b) Water Utilization Undertaking: increasing the fire hydrants; opening direct accesses to water; running water, pond, pool basin, etc.; construction of various water pools; digging out wells; construction of trenches and shelters of various kinds.

(c) Improvement of fireproof buildings, started with enthusiasm, but was disbanded in the middle of its progress.

(d) Land Clearing by Trimming Buildings.

Kind:

1. Fire Prevention Belts.
side streets
railways
streets more than 100 m. in width.
2. Cleared open spaces.
Open spaces around factories.
Open spaces around stations.
3. Extent of work accomplished.
Approximately 215,000 buildings razed from January 1944 to May 1945, out of a total of 1,500,000 buildings.

(e) Transfer of City Residents.

1. Children and aged patients.
2. Pregnant women.
3. School children and others.

Number Transferred.

1. 3,900,000 (including 1,400,000 air raid victims). 2,500,000 people remain at present in metropolitan Tokyo.

(f) Transfer of Clothing.

1. Transfer to safer places, 45,000 bales were entrusted to the authorities. Individual transfer was sponsored.

(g) Storage of Messing Supplies.

1. Food Stuffs.
2. Medical supplies.
3. Lumber.
4. Steel and other building materials.
5. Miscellaneous foods, etc.