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INCOMING AIRGRAM

DEPARTMENT OF STATE DIVISION OF COMMUNICATIONS AND RECORDS

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DEPARTMENT OF STATE
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DEC 18 1947

FROM TOKYO 2090

Dated: December 4, 1947

Rec'd: Dec. 12, 1947
10:14 AM

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Secretary of State,
Washington.

Division of International and
Functional Intelligence
File

A-129, December 4, 1947

Reference this Mission's telegram 282, October 27, and
Airgram A-114, October 28, 1947, on the subject of youth organ-
izations in Japan.

There is quoted herein an extract from this Headquarters'
Daily Intelligence Summary of November 28, 1947, which appeared
under the heading "Communist Front Organizations":

"Japan Democratic Youth League: Formation of the Japan
Democratic Youth League (Nippon Minshu Seinen Domei), if
successful, may unite Left wing youth groups on a nation-
wide scale which the Party's Young Communist League never
had succeeded in doing. The Communist-dominated Association
to Expedite the Organization of a Unified Youth League (Tan-
itsu Seinen Domei-Tai Kessai Sokushin-Kai) is scheduled to
meet this week in Tokyo to outline organizational plans for
the league, a C-2 source informed CIC. The league reportedly
will have no open relation with the Young Communist League
nor with the Communist Party, a familiar organizational de-
vice.

"A list of the League promoters furnished to CIC in-
dicates determined Communist penetration of labor union
youth sections. Kumagaya Jiro, central figure in the or-
ganizational group, reportedly is popular with labor
unions' youth sections. He is a Communist Party member.
Iwasawa Kohei, Youth Section chief of the Government Rail-
way workers' Union (Aokutetsu Rodo Seinen bu); Okiyama
Masahiro, Youth Section chief, Electric Industry workers'
Union (Dansen Rodo Seinen Taisaku-bu); and Nishiwaki
Ryuju, Youth Section chief, All-Japan Communications
workers' Union (Dentei Seinen-bu), are all Communist
Party members who are attempting to organize ~~ties~~ be-
tween the proposed Youth League and the unions' youth
sections, source says. Representatives of the ~~press~~'s,
newspaper and radio, transport, occupation workers' and
teachers'

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teachers' unions also are listed as promoters of the proposed league. With this powerful Leftist representation, the league's promoters are courting National Federation of Labor (NFL) youth leaders, and other conservative elements in farmers', students', women's and cultural groups.

Comment: The Youth League appears designed to serve the same purpose for the Communist Party, among youth organizations, that the new Japan Democratic Cultural League (Nippon Minshu-Shugi Bunka Renmei) serves among cultural organizations. The Cultural League's reported aim is to establish a centralized Communist control of all cultural organizations in Japan. A youth organization functioning similarly on a national level would provide an effective school for young Communists."

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6 DIVISION OF United States Political Adviser
NORTHEAST ASIAN AFFAIRS for Japan

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Subject: Youth Project Clubs in the Agricultural Extension Program of Japan.

The Acting Political Adviser has the honor to enclose a memorandum prepared by an officer of this Mission on October 23, 1949, concerning the agricultural extension program in Japan, with particular reference to the rural youth project clubs, generally known as 4-H Clubs, patterned after the organizations of the same name in the United States.

The memorandum describes a typical field trip, in this case to Saitama Prefecture, with meetings with the prefectural agricultural improvement committee at Urawa, the prefectural capital, and with a committee in the village of Toshima. It follows with some detail talks and discussions by Mr. Garritt E. ROELOFS, Agricultural Extension Consultant, Agriculture Division, Natural Resources Section of General Headquarters, at these two meetings, and his attempts to explain the agricultural extension program in its relation to all aspects of farm life, with emphasis on the home improvement and youth club phases which are lagging behind the rest of the program. The memorandum concludes with a brief description of the background of agricultural extension work in Japan from 1899 to the present, including a short discussion of rural youth project clubs, their shortcomings, and the problems and work facing the specialist who is to be added to the staff of the Agriculture Division to concentrate on this important part of the extension program.

Interest in this phase of the agricultural extension program in Japan, organized under the "Law for Improvement and Promotion of Agriculture" of July 5, 1948, first arose through the visit to this office of Mr. Y. SAKAI, Chief Secretary of the 4-H National Committee of Japan, and was developed further through contact made with the Agriculture Division of the

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Natural Resources Section and the opportunity provided by this section to learn at first hand something of its work in advising and guiding the initial stages of the agricultural extension program.

It is believed that the Department may find of interest this account of the problems, work, and aims of the Natural Resources Section during this formative period of the extension program. It is an essentially missionary enterprise in its endeavor to bring democratic concepts on a practical, every-day basis to the life of all elements in the farming communities of Japan. While the technical side of the program finds ready acceptance and understanding by the farmers, its social aspects, centering around the home improvement and youth club features, to a considerable extent run counter to long-established patterns of thought, or at least find little stimulus or reflection in the customs and habits of Japanese rural life. With little tradition of individual enterprise in Japan, the way is hard for those who now, with all enthusiasm and capability, try to stimulate the growth, from the soil itself as it were, of farm youth and farm women's associations. While there is good response and even enthusiasm for the aims and concepts opened up by such clubs, a social order is not easily remade, and there is considerable ground for the feeling that, perhaps along with some other reforms of the Occupation, they will be allowed to lapse if left only to the Japanese. Disquieting trends in the present youth club movement are indications, still vague, of communist infiltration by ex-soldiers repatriated from Manchuria, and of a tendency in these clubs toward the mere formality of organization without substance or vitality.

Enclosure: *all*

Memorandum, "Youth Project Clubs
in the Agricultural Extension
Program of Japan.

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Enclosure to Dispatch No. 702
dated November 2, 1949 from the
United States Political Adviser
for Japan, Tokyo, on the subject
"Youth Project Clubs in the Agri-
cultural Extension Program of
Japan".

MEMORANDUM

Tokyo, October 13, 1949.

Subject: Youth Project Clubs in the Agricultural
Extension Program of Japan.

4-H National Committee of Japan.

Following a visit of Mr. Y. SAKAI, Chief Secretary of the 4-H National Committee of Japan, to this Mission on September 26, 1949, to secure the support of General Headquarters in the Committee's desire to contact 4-H clubs in the United States, a talk was had with Mr. Garritt E. ROELOFS and Dr. L. A. BROWN of the Agriculture Division, Natural Resources Section, who are directly interested in the 4-H club movement which is one phase of the agricultural extension program. Both Dr. Brown and Mr. Roelofs are of the opinion that Mr. Sakai, and perhaps other members of his National Committee, have little real interest in the youth movement except perhaps to utilize it for their own purposes. It might be noted here that Mr. Sakai has called twice since his visit of September 26, seeking letters of endorsement for his Committee and inquiring as to the possibility of obtaining, through this Mission, funds or gifts for his organization. In turn, the Natural Resources Section has been approached to sponsor a trip to the United States for Mr. Sakai to study the 4-H Club movement there. While this is laudable enough purpose, Mr. Sakai has no background of farm life or farm work, and little connection with the ground roots of the movement in village 4-H clubs, formed by and for boys and girls to discuss and learn new or improved farming methods, improved farm living, and practical farm projects selected by themselves, all under the auspices and encouragement of the agricultural extension program.

Aware of the Japanese tendency toward formal organization and centralization without sufficient regard for substance and activity, the Agriculture Division of Natural Resources Section which is keenly interested in the farm youth movement, fears that unless the movement is activated at its base, through the interest of its members and the encouragement of their parents, village agricultural committees, and advisers, this promising development will become a dead organization, benefiting possibly no more than a few officials at the top such as Mr. Sakai. There is also a tendency, difficult yet to evaluate or measure, for the entry of subversive elements into these youth clubs, notably ex-soldiers repatriated this summer from Manchuria. Unless life is put into these clubs, the opportunity exists for an organizational network ready-made for communist infiltration at the center of Japanese economy-
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Field trip in Saitama Prefecture.

With this background, the writer accompanied Mr. Roelofs, Agricultural Extension Consultant, on a field trip on October 17 in Saitama Prefecture to see at first hand something of the work, problems, and plans of the agricultural extension program.

The first meeting was at Urawa, capital of the Prefecture, with the Prefectural Agricultural Improvement Committee, the Governor, and the prefectural director of the agricultural extension program. Mr. Roelofs had been accompanied from Tokyo by Mr. S. MIYAKE, Director of the Agricultural Extension Division of the Ministry of Agriculture and Forestry, and by a Japanese interpreter-secretary. The latter took down data on prefectural activities, statistics, etc., while Mr. Roelofs conducted the meeting through an interpreter of the prefectural government.

Discussion was first centered on an organization table for the prefecture's agricultural extension personnel, showing the number of agricultural advisers and home-improvement advisers. The ratio of the latter, with 13 positions, was approximately 1 to every 10 agricultural advisers, while, as pointed out by Mr. Roelofs, it should be about 1 to 5. After the prefectural adviser described budgetary difficulties and particularly the lack of qualified candidates, Mr. Roelofs suggested the possibility of picking intelligent, enthusiastic, young women for on-the-job training under the present 13 home-improvement advisers, to qualify them for future positions. Discussing 4-H club work, Mr. Roelofs said that in his trips to other prefectures he had found too great a preponderance of older people, men and women in their middle thirties, whereas the primary purpose was to interest the boys and girls of the farms. If necessary, he suggested, clubs could be departmentalized to include both groups. The prefectural adviser said that the average age in Saitama was 16. Citing the need for such club activities for young people, he mentioned the case of one village where the parents were concerned over their children, most of whom for economic reasons could not continue beyond primary school, who were too young for full-time farm work, and were in need of further guidance, education, and an outlet for their interests and energies. Here, he said, the parents, parent-teachers' association, and village agricultural improvement committee had organized a 4-H club for group discussion and activities centered on farm projects. Mr. Roelofs commented on this to say that it provided a stimulating example of the formation of a club from the bottom up, in contrast to too many which had been formed from the top down as mere organizations without substance.

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Going on to address the committee, he emphasized the need for supporting and stimulating the home improvement or home management side of agricultural extension work. Any good agricultural extension program, he emphasized, must recognize that agricultural living is made up of three parts, the land, the household, and the people, the latter meaning the men, the women, and the boys and girls, and that all three parts had to be equally considered for a healthy, happy, farm life. He pointed out that half the population of Japan is composed of women, contributing their full share and more to the economic welfare of the country, particularly in rural areas. They are eager to accept the home improvement program when given any opportunity to do so. As things had stood for so many years, too many of the women of Japan were old and worn out before their time; not only working long hours in the fields, they also have the full burden of bearing and caring for children, and at the same time the job of keeping house, of cooking in ill-lighted, inconvenient kitchens, for the most part on their knees. Mentioning health developments in the last few decades in the United States, Mr. Roelofs said that it would be easy to show concrete results from a home improvement program, which meant healthy, farm living, in future statistics for health, disease incidence, height and weight, and life span, and while all these factors were not dependent on the agricultural extension program alone, it could contribute materially to such results through bringing knowledge and improved ways of living to every farming household. The men must help, he said, in bringing up their wives and children in the New Japan, and they would find ready and enthusiastic response from the women.

It was difficult to assess the effect on the Committee, a hard-bitten group of men in their forties and fifties, of this direct, practical, and homely talk which probably lost some of its impact through its transmission by an ineffectual interpreter. There were signs, however, of genuine interest and of an effort to understand these new concepts, simple as they are, of democracy as applied to every-day life in the home, particularly the idea, opposed to so many traditional ways of thought, of woman's status as a dignified, intelligent human being deserving of consideration and respect, a person who should be allowed to get up from her knees.

The afternoon meeting took place at Toshima, two hours distant by car. Mr. Roelofs had added to the party a new interpreter borrowed from the Civil Affairs Team at Urawa, and was accompanied by the prefectural director of the agricultural extension program and the chairman of the prefectural committee, in addition to the original group.

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Agricultural Meeting at Toshima Village.

At Toshima, the village agricultural improvement committee, representatives of the 4-H Club, and the women's home improvement club were assembled in the village school, a big frame structure divided by a partition into a school room and an assembly hall. The school, which bore the marks of the 1947 flood eight feet above ground level, had been built by the villagers themselves, in token of which there is a sign in English: "With own-made is construction of pleasant village". There were about eighty in all, gravely seated at school desks facing the low speaker's platform, predominantly men of an average age of about 35, although there were also eleven young women in their early twenties.

Mr. Roelofs conducted the meeting informally on a question and answer basis, various members of the group rising in turn to tell of their activities. The village farm adviser described his work in farm problems and in activities such as advising on the use of insecticides, weed killers, fertilizers, and in improving the acid soils of the area. A member of the 4-H Club got up to say that their organization had been formed on April 4 of that year, that it was composed of eleven young men between the ages of 16 and 26, studying agricultural problems at monthly meetings under the guidance of the village agricultural adviser. There was a considerable period of hesitation after the women were called upon to talk of the home improvement program, but finally one rose to say that there were 150 members in their club, meeting two or three times a month to discuss subjects such as food preparation and ways of making work easier in the home. She said the women would like tables to work at in the kitchen, for example, instead of kneeling on the floor, with the consequent necessity of constantly getting up and down. They considered Japanese clothing inconvenient for house or farm wear, were dissatisfied with the types and styles of Western dress known to them so far, and were planning a bazaar to show clothing designed by themselves. In answer to a question as to whether the women had received cooperation from the men, the reply was No.

The chairman of the village committee, a farmer of about 60, followed to express his thanks for the appointment of the farm adviser and the help received from him. Within his memory, he said the village and its fields had been flooded sixty three times by the river, and this constant threat of inundation was one of their main problems.

Mr. Roelofs

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Mr. Roelofs then took over the meeting for a short talk along the same general lines of the morning conference. A good agricultural extension program, he said, must take into account all farm problems and all farm people, and this meant the farmer, the woman, the boys, and the girls. It is a program for the men, women, and children who live on the land, including the farm, the home (the housewife and her problems), and the youth club movement. Each part is important because the farm is a unit, taking in the land, the household, and the people. The primary interest of the program is good farm management, and one cannot have good farming without good farm living. Any farm committee, farm adviser, or farmer who did not equally promote all three factors of farm life was not living up to his responsibilities.

The home improvement phase, he went on, was falling behind the rest of the program. The men should help; perhaps some women could be appointed to the village farm committee. It was as important to know how to have a good home as to know how to use 2-4-D (a chemical weed killer). But without the help of the men the program could not progress. They could start immediately, in many ways, using material at hand on any farm, to improve working conditions in the home - build a table for the kitchen, get more sunlight there, clean up the benches or toilets, for example. The men should do this for their own sake, as well as because the women deserve it and the future of Japan needs it. The same emphasis on the home improvement phase as on the farm program would make, in a few years, a great difference in the appearance of the country, make children more healthy, and make women happier, stronger, and younger. He asked them to remember this slogan, "Better farming - better farm living".

It was a simple, effective talk, concrete and forceful, and in contrast to the morning meeting, well interpreted. The visit ended with a short inspection of the office of the village farm adviser and the village cooperative store.

Background of agricultural extension in Japan.

Japan, a country of intensively farmed valleys and coastal plains segregated by rugged mountains, has only 14,900,000 acres or about 16 per cent of her total area under cultivation. Approximately 5,910,000 farm households, numbering 36,509,000 persons, or 46 per cent of the total population, are wholly or partially dependent upon agriculture for their livelihood. Despite the farmers' best efforts, crop yields are insufficient to feed the rapidly expanding population which is now increasing at a net rate of about 4,000 a day, or about 1,500,000 a year. The fertility of the people is thus far overtaking the fertility of the soil. This pressure on the land is creating great demands on the farmers of Japan, capable and energetic as they are,

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which can be met only if they are kept constantly abreast of the best known farming practices. The agricultural extension program, initiated by legislation enacted in July 1949, is intended to give this service to the farmers, to replace and improve the former, farmer advisory service which was discontinued by the war and early Occupation directives.

Planned and systematic distribution of technical knowledge is not new in this country. In 1899 national legislation established a government-controlled system of agricultural associations under which the Government provided each village with one or more agricultural technicians who worked with farmers in improving their methods of producing crops, livestock, and livestock products. Many of the agricultural cooperatives, organized throughout rural Japan under a law enacted in 1900, supported seed farms, and in some places employed technicians to advise farmers on production problems. This system of technical guidance and advisory service to farmers was effective, and contributed greatly to the record increases in the yields of many crops in Japan prior to 1940.

During World War II the farmer-managed cooperatives and agricultural associations were combined in the Government-controlled All Japan Agricultural Association, or Nogyokai. The Association was given control over nearly every phase of agricultural life by its authority to set crop quotas, compulsory crop collection, and the rationing of critical materials. The farmer advisory functions of the agricultural technicians were sacrificed to their new duties of control and policing. The Nogyokai, with their rigid control functions and semi-political nature, were dissolved by the Occupation in 1947. The present agricultural extension system, now being developed under provisions of the Law for Improvement and Promotion of Agriculture, enacted by the Diet on July 5, 1948, is intended to reestablish an effective farm advisory service. In contrast to the old system as administered by the Nogyokai, the new law forbids agricultural extension workers to assume responsibility for regulatory or control programs.

Agricultural extension in the Prefectures.

To assure joint support and cooperative effort, the law provides that central government funds be made available only to prefectures which appropriate at least one yen for agricultural extension for each 2-yen received from the national treasury. Ninety per cent of the total national extension budget is divided each year among the prefectures on the basis of cultivated area and farm population, the remaining 10 per cent being awarded on the basis of unusual need or exceptional extension performance. This nation-wide extension system is administered by the Extension Division of the Agricultural Improvement Bureau established in the Ministry of Agriculture and Forestry in August 1948. Locally, the system is managed by the agricultural improvement section of each prefectural government.

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Under guidance of the Agricultural Improvement Bureau and with the advice of the Natural Resources Section of GHQ, SCAP, prefectural governments have made good progress during the relatively short period since the agricultural extension program was begun. By legislation or by regulations, during the past twelve months each prefecture has established an extension system eligible for grants-in-aid from the central government. All but one of the 46 prefectures have established agricultural improvement committees to develop local policy and assistance in research and extension. More than 6,000 farm advisers have been selected from lists of qualified candidates and assigned to duties as extension workers in rural villages. The goal for the complete program is a farm adviser for each of Japan's 10,500 villages. Under the home-improvement phase of the extension program, 39 prefectures have from 2 to 13 home advisers engaged in field work. More than 3,300 rural youth project clubs, usually known as 4-H Clubs but with varying, other names, have been organized in farm communities. Training schools on extension methods have been held in many prefectures, and are being planned in others.

During the next few years rapid advances are expected in developing an adequate farm women's advisory service in every prefecture, in expanding the youth movement, in improving the skill of the extension workers in advising farmers, in developing farmers' interest and participation in the programs, and in closely coordinating agricultural research, extension, and educational programs throughout Japan.

Rural youth project clubs.

Relating this background to the rural youth project clubs, of which there are now over 3,000 throughout Japan, there are numerous short-comings and problems to be overcome if the movement is to become an effective part of the agricultural extension program, and not merely an empty organization which might later be taken over by subversive elements inimical to the purposes for which these clubs are being founded. Not only to prevent a drift back to the tendencies of the doctrinaire youth movements which existed in Japan before and during the War, the Japanese Government agrees that these clubs should be encouraged as an essential part of the extension program, and the Ministries of Agriculture and Forestry and Education, along with the prefectural governments, are cooperating to promote their formation. Apart from their eventual contribution to a healthy, intelligent agricultural life, these clubs can provide a most effective means toward the education of rural youth, of whom, it is estimated, more than half between the ages of 12 and 20 are no longer in school. Moreover, over half of the rural children now in school are not taking courses in agriculture or homemaking. This leaves a fertile

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field for the education of the rural youth of Japan in improved farming and homemaking methods, democratic procedures of organization, cooperative habits, and leadership.

While the organization on paper is impressive and heartening, examination of the types, character, and quality of rural youth clubs organized so far shows that little has been achieved in comparison with the movement in the United States, with due allowance for the short period of their existence, differences of environment, opportunity, and living conditions. The encouraging eagerness with which the young people of the farms respond to the movement when they learn of it shows, however, that much can be done.

Up to the present there is little real knowledge in Japan of the fundamental purposes and the effective organization and conduct of rural youth project clubs. Practical leadership is lacking at all levels. Too many clubs are composed exclusively of young men in their twenties and thirties, to the neglect of the teen-agers. Understanding of the purpose of youth clubs, and quality of performance, are very uneven from prefecture to prefecture and from area to area. Besides these short-comings, the Agriculture Division of Natural Resources Section is apprehensive that the rapidly growing tendency toward mere organization may provide an opening for the infiltration of subversive elements unless the movement is vitalized with well-planned, practical projects carried out under the careful guidance of democratic leadership. It is important, therefore, that the youth club movement, now in its formative stage, be developed in the right direction with emphasis on voluntary organization and membership, democratic character and conduct, and with careful consideration given of local needs and situations.

To this end a rural youth club specialist will be added to the staff of the Agriculture Division, Natural Resources Section, to begin work at the end of the year or early in 1950. Its present staff connected with agricultural extension work, now numbering only two American field workers, is manifestly too small, and despite all efforts its work is spread too thin to be effective. Dissolution now going on of the prefectural Civil Affairs Teams, which have actively helped and encouraged the extension program in the prefectures, adds to the present problem. Their reorganization on a regional basis includes plans for civilian personnel in agricultural and agricultural extension work, but coverage cannot be as satisfactory on a regional as on a prefectural basis.

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Concentration on the youth movement alone will require periodic visits to all prefectures, to as many villages as possible, and the maintenance of friendly contact with Japanese officials, educators, youth club leaders, and all others concerned with this important phase of the agricultural extension program. Conferences will be required periodically with prefectural governors, agricultural improvement committees, extension directors, farm and home advisers, as well as meetings with village committees, club leaders, attendance at club meetings, and visits to farms chosen at random to determine the knowledge and attitude of the family toward youth project clubs, how the children feel, and to learn how the movement or projects carried out under the program are benefiting the farming households.

While this survey does little more than touch upon the field of work open to the specialist, it gives some indication of the scope, aims, and possibilities of the part to be played for and by Japanese farm youth in encouraging an intelligent, healthy, democratic, and self-respecting agricultural life.

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