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HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
9 April 1949

SUBJECT: Priority of Military Government Activities, April-June 1949

TO : Commanding Officer, Ehime Mil Govt Team, APO 1050
Commanding Officer, Kagawa Mil Govt Team, APO 1050
Commanding Officer, Kochi Mil Govt Team, APO 1050
Commanding Officer, Tokushima Mil Govt Team, APO 1050

1. Mission: Two important documents have been recently issued by higher headquarters in connection with the mission of military government teams which will materially affect the direction and control of said teams: viz.,

Reference

- a. Ltr Hq I Corps, AG 091.3-BA, subj: Econ. Stabilization Program, dtd 1 Apr 49.
- b. Priority of Military Government Activities, dtd 16 Mar 49, Hq 8th Army.

2. These two documents have been distributed and are important to all military government team commanders since they will direct the expenditure of team effort. Action has currently been taken by the 25th Infantry Division thru its 27th Infantry Regiment to implement their responsibility under FO No. 39.

3. With this transmittal of the quarterly section plans it is intended to mix metaphors by reminding you that as we continue to encourage the Japanese to become competent riders of their bicycle of democracy we also guard against democratic indigestion through too fast or ill-chosen feeding.

4. Priority of Military Government Activities, dated 16 March 1949, Hq 8th Army, has stripped down the basic diet to one which we can well expect the patient to assimilate. There is nothing new for him to become acquainted with. There appears to be a better balance and an amount more in proportion to his digestive capacity. Field Order No. 39 provides a picture of the mission of security in which we have an important part.

5. It often discourages us to see so little evidence of progress in our work here and to have so many disappointments where we had let ourselves expect success. Actually there is lots of progress. We can see it more readily by comparing the present situation with that of early occupation days, or even of one year ago. The fact that opposition to our programs is becoming more clearly defined and that it follows a clearly recognized international pattern may well be interpreted as an indication that we are making substantial progress - and in the right direction.

6. We have made good plans and laid a solid foundation. It is now time to fire for effect.

7 Incls:
Annex A Legal & Govt
Annex B-1 Public Health
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HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
4 April 1949

ANNEX A

SUBJECT: Legal - Government Plan for April-June 1949

1. Introduction.

a. Reference is to previous quarterly L-G plans and to Headquarters 8th Army letter AGMGK 300.1 dated 16 March 1949, subject: "Priority of Military Government Activities."

b. A Regional conference will be held toward the close of this quarter with team Legal-Government officers reporting on the following assigned special studies to be completed in the interim:

- (1) National Rural and Municipal Police - Kochi
- (2) Public Procurators' Office - Kagawa
- (3) Prefectural Budgets and Accounting Methods - Tokushima
- (4) Local (city, town and village) assemblies - Ehime

The above studies are to be undertaken for the purpose of recommending improvements and refinements in current practices. It is hoped that these studies might also be the basis for formulating a positive definite program for MG action.

2. Prosecution of Tax Law Violators.

a. First priority remains the collection of National taxes. There is every evidence that Japanese officials are reluctant to prosecute violations of the income tax laws and that few, if any, new cases will be presented to the Procurators by Finance officials. L-G officers should ensure that there is no relaxation in the prosecution of violators of the income tax laws. Prosecution of cases after the current 100% tax quota has been obtained will have a decided effect on the collection of taxes for the fiscal year 1949-50 commencing 1 April.

3. Local Autonomy and Local Government Administration.

a. Prefectural authorities should be made aware of the fact that Military Government is vitally interested in the fulfillment of the Nine-point Economic Program. Though L-G Officers will refrain from making recommendations, budgets will be scrutinized and discussed with prefectural authorities. The Prefectural Audit (Inspection) Commission should be encouraged to take the initiative in investigating administrative reforms to effect economics.

b. Other phases of the local autonomy program will continue to be as outlined in previous quarterly plans with especial emphasis on the strengthening of local assemblies.

4. Administration of Justice.

a. At the close of the first three months operation of the courts and procurators under the revised Code of Criminal Procedure it appears quite definitely that justice will not collapse after all. However, certain unexpected developments have occurred which should be followed closely by L-G officers. The first of these is that the procurators accuse the police of inefficiency in their investigations. Wherever and whenever possible, close cooperation between the two should be encouraged. The procurators should be encouraged to instruct the police on matters of investigation and the police encouraged to seek such instruction. Second development of importance is the effect the new code has on practicing attorneys. The code is not operating to their betterment as was anticipated. The reason for the great number of court appointed attorneys should be examined. This increase is most likely because of no clear defined rule on the subject by the Supreme Court with the result that local courts are making loose interpretations

ANNEX A (Cont'd)

to the financial hardship of attorneys.

b. As previously suggested, some attempt should be made to gauge the reaction of the public to the New Criminal Procedure.

5. National Political Parties and Elections.

a. Headquarters 8th Army has announced that there will shortly be issued a new Operational Directive on local elections. The program to be outlined therein will call for close surveillance of all local by-elections for the purpose of maintaining a close watch on political trends and activities.

b. Particular emphasis is placed on the surveillance of political parties and such other organizations that interest themselves in government policy and administration. Reference is to letter this Headquarters dated 14 March 1949, subject: "Suspected Violations of SCAPIN 548." When such organizations are suspected of violating SCAPIN 548 a written report direct to SCAP in compliance with Headquarters 8th Army OD 25/1 of 1947 will be made.

6. Achieving a Democratic Police.

Reference is to paragraph 5 of L-G Plan for October-December 1948. Teams will submit written reports on incidents that evidence National Rural Police ascendancy over local Municipal Police units.

- (1) [illegible]
- (2) [illegible]
- (3) [illegible]
- (4) [illegible]

VIXEX V

[illegible]

[illegible]

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
4 April 1949

ANNEX B-1

SUBJECT: Public Health Plan for April-June, 1949

1. In accordance with the policy of the Commanding Officer of Shikoku Military Government Region, a three month plan for the second period of 1949 is presented for the Public Health Section.
2. The plan is essentially that of the first quarter of the year and includes all of the priorities set down by Headquarters Eighth Army Military Government.
3. First in the plan is still the expansion and improvement of the Public Health Centers. Secondly the training of Public Health Personnel using both our own resources and the National Institute of Health in Tokyo. Thirdly the dissemination of information regarding public health and sanitation, through official channels. Here, in this third priority much emphasis is placed upon "official channels." Fourthly, the establishment of an insect and rodent control program that will be effective for the coming warm weather.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
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Takamatsu, Shikoku
4 April 1949

ANNEX B-2

SUBJECT: Public Welfare Plans for April-June 1949

1. Priorities. The priorities set in the plan for the previous quarter are to be continued until changed by higher headquarters.
2. Previous Quarterly Plans. The plans for the quarter Oct-Dec 1948 remain the basic plans. Plans for the last two quarters should be reviewed. Objectives and instructions not yet fulfilled should be worked on. Progress, accomplishments, achievements of plan objectives should be reflected in monthly activities reports.
3. Public Assistance.

a. The statistical reporting system described in the plan for Oct-Dec 1948 continues to be a necessary objective. Such statistics would be an important index of the effectiveness of the operation of Hatsu-Sha 129. An accurate appraisal of the possible effect of the "austerity" program on public welfare will require better statistics than are now available.

b. Hatsu-Sha 129 already appears to have resulted in more uniform treatment of assistance recipients. The average assistance payments for January were more similar for the four prefectures than at any time on record. The regulation requires more effort, more complete and specific case information and recording than was ever required before. Welfare officers should therefore put all of their weight behind full compliance with the regulation and strongly discourage any tendency toward lax fulfillment.

4. Japanese Case Reviewers. Information obtained by team case reviewers, used by them, and submitted to welfare officers, must be correlated with and at least be as comprehensive as that required of the Minsei-iin by Hatsu-Sha 129 if the team's reviewers are not to be destructive. It is recommended that they use the forms and instructions stipulated in Hatsu-Sha 129 in carrying out their work. Any other information desired by the team welfare officer should be obtained as additional material.

It is suggested that the case reviewers receive in-service training from the Japanese at least equivalent to that given to gun officials. For example, they would attend all meetings held by the prefecture to which all gun officials were called. This practice would assure comparatively well-equipped military government representative, and offer a good basis for evaluating the training given gun officials and perhaps the training process in general used by the prefectural departments.

5. Child Welfare.

a. The new standards for child welfare institutions and agencies issued by the Ministry will require organization of staff to carry out the regulations and a training program of both the persons working in the institutions and the inspecting supervisory staff. It is difficult to see how the inspecting officials can cover all the numerous standards and certify to compliance without a schedule of the requirements to be met. Such a schedule should be part of the public record and form the basis for the issuance of the semi-annual licenses. If the Ministry has not issued such a schedule, the prefectures should be encouraged to create one. Major objectives should be emphasized in such a schedule and all specific violations discovered should be indicated.

b. An elementary public habit that should be ingrained into the people is the idea that all children attend school. Particularly intolerable is the breaking

ANNEX B-2 (Cont'd)

of the compulsory school law by institutions which are supported or operated with public money. Welfare officers should request a system of supervision that will assure compliance of institutions with the requirement that children attend school "to the day of completion of the school year in which their 15th birthday belongs." Not only the age requirements, but Ministry of Education regulations covering curriculum and minimum number of hours of weekly attendance should be rigorously enforced for children in institutions. Non-compliance with laws by agencies affiliated with government should not be countenanced for many obvious reasons. The education officer and sometimes the Labor officer should be called upon whenever they can lend strength. Since violations have been common in the past, a special survey on this point covering all institutions, to include corrective action to be taken wherever necessary, is recommended.

c. Information in Weekly Bulletin #113 states that the Children's Bureau has issued a complete accounting system which institution managers helped devise, for the use of institutions, with the suggestion that the system be put into effect. This is obviously a very important development. Compliance should receive intensive encouragement from welfare officers. Consideration of expansion of the use of the system to other institutions should also be encouraged.

d. Full use of the "Plan for Civil Information Activities on Child Welfare," published by Hq Eighth Army should be promoted. This is an excellent and substantial document, providing a basis for an extensive program over a period of time.

6. Social Insurance.

a. Please refer to the statement in Weekly Bulletin #108, page 11, on problems concerning appeals, which mentions among others, inadequate reports on appeals, and the assignment of the referee function as a secondary one. Administrative reviews of social insurance programs should include examination of the way reports of appeals cover: subject, reasoning, specific decision, and justification for the decision. It is suggested that welfare officers use a specific case situation involving a person to illustrate the need for more concern with appeals. Injustice is easier to understand when you see the person and how it affects him.

b. The use of the schedule attached to Technical Bulletin SS-3 for the review of National Health Insurance has proved successful, and any additional schedules on other programs that may be issued should be used in conducting administrative reviews of those programs.

7. Training.

a. Continuous emphasis on training will be necessary to get the administration of the new instructions on public assistance (Hatsu Sha 129) into the daily habits of work of the many persons involved.

b. Effort toward the provision of government and community chest scholarships to the Japan Social Work School and to the Osaka School of Social Work should be strongly encouraged.

ANNEX B-2

MINISTRY OF EDUCATION
JAPAN

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
4 April 1949

ANNEX C

SUBJECT: Economic Activities for April-June 1949

Again, it becomes necessary to place the greatest effort and emphasis for the next three months on the activities described in the following four paragraphs. This must be accomplished by encouraging, stimulating and counseling the Japanese officials responsible for planning and carrying out the details of all the economic activities.

1. Agriculture.

- a. Reforestation.
- b. Agricultural Cooperative Associations.
- c. Price Control and Blackmarketing.

a. Reforestation: Although the reforestation program has improved considerably in the past year, there is still much to be accomplished if the Japanese supply of indigenous lumber is to be sustained. The following statistical figures are quoted: (As of January 1948)

Kagawa Prefecture	- Cut indigenous lumber	4,408 cho
	Reforested - only	1,474 cho
	Deficiency	2,934 cho
Ehime Prefecture	- Cut indigenous lumber	12,749 cho
	Reforested - only	12,320 cho
	Deficiency	429 cho
Kochi Prefecture	- Cut indigenous lumber	12,222 cho
	Reforested - only	9,079 cho
	Deficiency	6,143 cho
Tokushima Pref	- Cut indigenous lumber	7,700 cho
	Reforested	3,000 cho
	Deficiency	4,700 cho

It is assumed that the cutting of indigenous lumber from January 1948 to January 1949 in each prefecture will equal or exceed the amount for 1947. Therefore, it is reasonable to assume that the reforestation program is not keeping pace with the cutting program. One important factor in combating over-exploitation of indigenous lumber is through curtailment and finally the elimination of wasteful practices. This can best be attained through civil information by greater use of radio, newspapers and motion pictures, educating the public in the necessity of eliminating wasteful practices.

b. Agricultural Cooperative Associations: Although the dissolution of Nogyokais was effectively completed, there is still much to be done in the way of transferring of the assets to the new Co-ops. As no deadline exists for the completion of the transferring, this phase of the program should be completed as soon as possible. Greater emphasis and interest must be urged upon the Japanese officials and members of the new co-ops in order to greatly facilitate this program. Again, the civil information sections can be of valuable assistance in publishing the program through radio, newspapers, etc.

c. Price Control and Blackmarketing: Considerable improvement and interest has been shown in this program during the past two months. Local price control boards, EIB, Autonomous and NRP Police must be urged again and again to increase their efforts in establishing workable price control and eliminating blackmarket activities. Make use of civil information, EIB lectures to women's organizations and to high school students.

ANNEX C (Cont'd)

2. Manufacturing and Industry.

- a. Stimulation of critical industries
- b. Surveillance of critical materials
- c. Electric power distribution

This headquarters has attended conferences sponsored by ESB, CIB with Nippon Hassoden Company, Power Generating Company, Shikoku Haiden Power Distributing Company, Coal Kodan, representatives from chemical industry, textile, coal and lignite, copper and pyrite mine operators, reconstruction bank and private banking interest for the purpose of working out a more realistic program on (1) Power generation, (2) Power distribution, (3) Elimination of illegal use of power, and (4) Reduction of the enormous losses of power with immediate results.

Additional 10 million KWH have been authorized to be generated for March with a net result of a 25% increased power allocation to major industries and 10% to small industries, and with the prospect of further increases. These increases were effective 4 March and affects the whole Shikoku Region.

3. Mining of Critical Material.

- a. Pyrite and Copper
- b. Coal
- c. Lignite

Conferences have been held with ESB, CIB, mine operators, Reconstruction Bank and other private banking interests for the purpose of refinancing the coal and lignite mines on the basis of long-term loans, improved roads to mines, power allocations, and mine equipment for a more efficient production. ESB, CIB are working with mine operators on plans for accomplishing an increased coal and lignite production; also, for increased development of the pyrite deposit in Kochi. Major problems will be solved at regional level between ESB and CIB and operators. This headquarters will take an active interest in this program to get results as quickly as possible. Economic officers should likewise take active interest in the program at prefectural level.

4. Labor Relations.

a. Labor Education. This is the program upon which greatest stress will be placed. In addition to the observation of and assistance to aid the education plan of the Labor Ministry, Labor Relations Officers will:

- (1) Urge progressive education within Labor Administration and Policy Bureau Agencies.
- (2) Continue to stress to unions and management the importance of solid, democratic constitutions and contracts.
- (3) Contracts should have included
 - (a) Specific clause on grievance machinery
 - (b) Peace clause
 - (c) Definite statements of prerogatives of labor and management.

Every effort will be made to get copies of model constitutions embodying these principles distributed to unions.

b. Labor Relations. The LRP will, by keeping in close contact with LLRC, watch trends as to thinking and action on all matters with which this committee deals. Stress to LLRC the "preventive medicine" approach through education.

c. Summary. Actions of the LRO during this quarter may be summed up to this: With the wealth of educational materials available, both in English and

ANNEX C (Cont'd)

Japanese, the job now is to get the persons concerned to see this information. This can best be done: first, by the LRO knowing what provisions are embodied in in each law and each book or pamphlet, and second, by using every opportunity to call to the attention of government officials, labor and management, the existence of provisions of laws or contents of books and pamphlets. By discussing labor matters with the people concerned, their understanding and action can be determined. Once this is done, the "treatment" of reference to laws or information can be given. Only by the most strenuous of interview, discussion and conference work can these efforts be accomplished.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
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Takamatsu, Shikoku
4 April 1949

ANNEX D

SUBJECT: Finance and Civil Properties Plan for April-June 1949

1. Tax collection. Full collection of 1948-49 taxes is still the main objective. At the same time, the collecting of 1947-48 delinquent taxes or the attaching of property for the same should be pushed along. Collection of the 1948-49 delinquent taxes can be coordinated along with those for 1947-48.

2. Educational Program. There will be an educational program initiated in Region Headquarters coordinated between the CI and the Finance and Civil Property section. As soon as the program is completed the information will be passed on to each team for its introduction and use by the prefectural teams.

3. Surveillance of Property. The continued surveillance of Allied National property and looted property and the maintenance of the same will be conducted with vigor.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
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Takamatsu, Shikoku
4 April 1949

ANNEX E-1

SUBJECT: Civil Education Plans for April-June 1949

Reference is made to:

- a. OD 19, 26 Feb 47, subj: "Civil Education Program"
- b. OD 51, 29 Sep 48, subj: "Inspection of Japanese Educational Institutions"
- c. Civil Education Priority List, Apr-June, 49, Hqs Eighth Army
- d. Ltr, this hqs, 13 Jan 49, subj: "Plans for Jan-Mar 49," Annex E-1
- e. Board of Education Law
- f. Cabinet Order No. 239, 19 Aug 48, subj: "Enforcement of the Board of Education Law"
- g. Pamphlet compiled by CI&E, SCAP, "Some Basic Information for Board of Education Members"
- h. University of Missouri Bulletin, "Suggestions for Procedure for Missouri Boards of Education"
- i. Miscellaneous Charts on Secretariat Structures and Board of Education Functions (CI&E SCAP and SMGR)
- j. Ministry of Education Document, Hatsugaku No. 63, 17 Feb 47, subj: "Handbook for Preparation of the New School System"
- k. Ministry of Education Document, Hatsugaku No. 534, 27 Dec 47, subj: "Handbook on Preparatory Steps for the Organization of the New Upper Secondary School"
- l. Ministry of Education Document, Hatsugaku No. 117, 29 May 48, subj: "On the Reorganization of the New Upper Secondary Schools"
- m. Ministry of Education Document, Hatsugaku No. 156, 7 Apr 47, subj: "Curriculum of the New Kotogakko"
- n. Ministry of Education Document, Jan 49, "Curriculum of the New Upper Secondary Schools" (Especially Parts II and III)
- o. Handbook, Ministry of Education, "In-Service Training of Secondary School Teachers"
- p. Ministry of Education Bulletin, "Desirable Characteristics of the New Lower and New Upper Secondary Schools"
- q. Handbook, GHQ, SCAP, May 48, subj: "The Reorganization of Higher Education"
- r. Pamphlet, SMGR, "Techniques of Democracy"
- s. Check List, "MG Team Civil Education Activities (unofficially issued by Hqs, Eighth Army)"
- t. "Provisional Manual for Military Government in Japan," Hqs Eighth Army, 1948 (Especially Chapter 6)
- u. Ltr, I Corps, 28 Dec 48, subj: "I Corps Plan for the Organization of Adult Education Course"

Although it was expected that CE objectives would change considerably by April 1949, due to Shikoku conditions only relatively minor changes will be made. The priorities and emphases thereof given below are those decided at recent Shikoku CE Officers' Conference. Boards of education and reorganization of the school system are still the top priorities. Some results are apparent in both fields but it will be necessary for CE officers to continue giving a major portion of their effort to these two fields. Reference is made to introductory paragraph of January-March 1949 Priorities Plan.

1. Decentralization of Education.

a. Reorganization of the School System. Each prefecture will have made plans for reorganization based on surveys now being made. CE officers should help with these plans. The main problem, of course, is reorganization of upper secondary schools. The best single guide is the Ministry of Education Document, "Curriculum of the New Upper Secondary Schools," Parts II and III. This is some of the most difficult of the CE officer's work. Reorganization is one problem with which the

ANNEX E-1 (Cont'd)

CE officer must work carefully and closely with secretariats in order to make adequate suggestions. Main emphases are: districting, coeducation, comprehensive schools, and better and more equitable use of teachers and facilities.

b. Boards of Education. The relationship of boards of education and military government have been clarified and the boards, to a certain extent, are consulting CE officers on their problems. Although this should not deteriorate to slavish dependence or buck-passing, CE officers must continue to help boards by giving professional help and guidance to both boards and secretariats. CE officers should continue to attend board meetings if not as many as heretofore. Reports should continue to be studied with a view to suggesting better work and procedure. If they have not already done so, CE officers might well run short courses for board members on their work and functions, procedure, etc. Most of the remarks in the January-March 1949 Priorities Plan still apply to this period.

2. School Visitation. The principles adopted at August 1948 Shikoku CE Officers' Conference and reaffirmed at January 1949 Conference should be followed. These principles are:

a. CE officers should visit at least ten schools a month. Emphasis will be on an overall view of schools and on special phases and problems of school work rather than on formal school inspections, as such.

b. Japanese CE personnel can use a brief, condensed report form for the formal side of inspections (perhaps four pages). CE officers are thus freed for more important work.

c. Whenever possible, a member of the board of education secretariat should be invited to accompany the CE officer. On occasion, the superintendent of education could also be invited.

d. All upper secondary schools should be visited during this period even though they may have been visited before. Of all schools, they need the most help at this time. Some of the part time schools should also be visited. Emphasis will be on better learning the upper secondary school situation so that secretariats may be properly advised on reorganization problems.

e. Schools higher than kotogakko should occasionally be visited. This is especially true of schools which have ambitions to become universities. A SCAP officer may again come to Shikoku to restudy the Shikoku higher education problem. CE officers should be prepared to give him background and to assist him with his work.

3. Women's Activities. Work on the objective stated in previous plans of establishing more direct contact with women on a gun level was started in the January-March period. This work, consisting of two training courses in democratic procedures - one for any interested women and one for labor union women given by the SMGR Assistant CE Officer and her Japanese woman assistant - will be continued in the four main cities during this period. The courses will be extended to the gun level by team CE women at a later date. Although this is a regional function, constant help of team CE officers will be necessary. Monthly conferences with women leaders, Women's and Minors' Bureau heads, women of Social Education sections, and CE section women will continue. Although most of this work will be handled by Region, it will be necessary for teams adequately to report Women's Affairs' work in their monthly activities reports.

4. Parent-Teachers' Associations. Much good work has been done on Shikoku helping PTA's. The work will continue with emphasis still on teaching PTA's what to do and how to do it. The pamphlet on PTA's, distributed by this headquarters some months ago has not been too effective because of bad printing. A completely revised Japanese edition is being reprinted and should be distributed in April or May. Careful use of these pamphlets may help PTA's considerably.

5. Youth Organizations. A start toward healthy youth organization work has been made. There should be a follow-up during this period of the plans and emphases

ANNEX E-1 (Cont'd)

decided at the January Assistant to CE Officers' Conference. The three emphases decided were: to teach youth groups organizational techniques, discussion techniques, and program planning. This, of course, is a follow-up of the Kurc Conference but the field has been limited to the three emphases given above. Before this type of work has been at least partially accomplished, other work is superficial. By July 1949, conferences along lines discussed at January Conference should have been held in each prefecture. See remarks made in January-March Plan.

6. In-Service Training of Teachers. The same as previous plans. CE officers should try to encourage more and better in-service training of kotogakko and higher school teachers (especially normal school teachers). This is still a serious weakness in the Shikoku educational picture. This year finishes the re-education of primary and lower secondary school teacher program. Plans for in-service training for the summer of 1949 should be made during this period.

7. Organizational Techniques. The pamphlet, "Techniques of Democracy," promised for so long, has been published and distributed. CE officers should use it as a basic text for all organizational work. Its study and use should be encouraged by CE officers and special care should be taken that some of its usefulness is not lost through neglect, improper supervision of distribution and use, and inadequate follow-up. This pamphlet is the Number One publication of Shikoku and, if properly used, might be one of the best means of helping to democratize Shikoku organizations. In addition, schools should be encouraged to study and use it. On school visitations, CE officers should check pamphlet's distribution and use. This priority should always suffice priorities 3, 4, and 5.

8. Discussion Techniques. This priority remains the same. However, some progress may have been made on training discussion leaders for the Adult Education Course. The pamphlet, "Discussion - A Technique of Democracy," has been revised and is being reprinted. It will be distributed in April. Remarks made in connection with the pamphlet, "Techniques of Democracy," above, are applicable to this pamphlet. Care should be taken with distribution and use. It is again pointed out that the Japanese are almost completely unaware of the importance of this subject. Mostly they haven't heard of it. Thus, an interest in it must be aroused and then a beginning made in teaching a few discussion leaders their job. This can probably most economically be done while working with the Adult Education Course.

9. Student Organizations. This priority has had good work in two prefectures. The new brief pamphlet on organizational techniques for student organizations, promised for February but unfortunately delayed, may be out in April or May. This pamphlet should be used after distribution to schools. One or two model kotogakko student government setups might be aimed at. In fact, most work should be with kotogakko student government.

10. Adult Education Course. The Adult Education Course should be well on its way during this period. CE officers will continue guidance of the whole program and should personally help train at least some of the discussion leaders. An effort must be made to get away from lectures in implementing this course. The course will be practically worthless if lectures are mainly used. Use discussion techniques as much as possible so as really to get the material of the course over. Discussion leaders are not "lecturers." Each of them should have a copy of the discussion pamphlet and should be helped to understand and use it.

11. Higher Education. See previous plan. There are, to date, two new universities on Shikoku. CE officers should help these schools really to become universities but should not encourage indiscriminate ambition of relatively inferior schools to become universities. This is a badly neglected CE responsibility and is complicated by Ministry of Education policy, but CE officers must try to help straighten out the situation as far as their own prefectures are concerned. A SCAP officer will again be invited to Shikoku to work on institutions of higher education (See 2 e above.) Normal schools should definitely be treated as higher institutions. CE officers must continue work with these schools and their faculties, whether they are included in new universities or not. Normal schools are exceptional in that the CE officer should visit them once a month and should constantly work to improve them to ensure a constant flow of good teachers into the educational system. In the long run, no work is more important than this.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
4 April 1949

ANNEX E-2

SUBJECT: Civil Information Plans for April-June 1949

1. Reference is made to (a) Hq 8th Army Priorities List, April-June 1949 (Civil Information) and (b) Hq., Shikoku M G Region Quarterly Plan, January-March 1949 (Civil Information).
2. Reference (a) will be the overall guide for information programs sponsored by higher echelons. Local or region initiated programs may from time to time be inserted into the schedule where practicable but without interference with those covered by reference (a).
3. Principal Civil Information activity for the current quarter will be a region initiated amplification of the No. 1 priority of reference (a), Tax Education. This program will have a three fold purpose: (1) To ease tax payment by encouraging people to keep a simple financial record and save money regularly, (2) To minimize crippling bank withdrawals, and (3) To improve relations between tax officials and taxpayers. This program will continue throughout the fiscal year.
4. Paragraphs 3, 4 and 7 of reference (b) are to be considered as continuing projects.
5. Visual Education. With the increased quantity of visual aid material such as poster exhibits, opaque projection material and film strips, it is indicated that Visual Aid Officers and Film Librarians require considerable orientation and training in its most effective use. This material should receive the same treatment upon receipt as CI&E films, i.e., preview and discussion by interested sections and plans for most effective use. This is permanent or semi-permanent material and should become as much a part of the Film Library's resources as films. One case recently came to light of a number of sets of expensive opaque projector cards on an important subject, received and distributed by a clerk in the same manner as a routine poster distribution.
6. Reference is made to par 6 of Quarterly Plan for January-March 1949. If the data listed in Special Report "QCIE-A" referred to in OD 57 of 16 August 1947 has not yet been brought up to date, it must positively be finished during this quarter, for the primary benefit of prefectural information personnel.
7. It is essential that every Civil Information Officer be as familiar with the organization and operation of the prefectural information section as he is with his own. Each CI Officer should have in plain sight in his office an organization and personnel chart of the PIS and make constant checks to satisfy himself that the prefectural information section is functioning smoothly, not only within its own confines, but that it maintains a smooth and effective working liaison with other prefectural sections.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
13 January 1949

SUBJECT: Plans for January-March 1949

TO : Commanding Officer, Ehime Mil Govt Team, APO 1050
Commanding Officer, Kagawa Mil Govt Team, APO 1050
Commanding Officer, Kochi Mil Govt Team, APO 1050
Commanding Officer, Tokushima Mil Govt Team, APO 1050

1. In forwarding these plans, I want to remind you that even more effort than in the past must be made to bring them to a successful conclusion.

2. The end of the Japanese fiscal year must not find the various goals wanting of attainment. Full tax and crop collection must be made. We must not be found in an unfavorable position compared to any other team or region. Study the plan, set your targets and schedule your action for its realization.

3. The Japanese must do the work. They must apply the pressure on the pedals; they must steer their bicycle down the indicated path. But, they still need your encouragement and your firm support.

R. E. Coughlin
R. E. COUGHLIN
Colonel CE
Commanding

7 Incls:
Annex A Legal & Govt
Annex B-1 Public Health
Annex B-2 Public Welfare
Annex C Economic
Annex D Finance & Civil Property
Annex E-1 Civil Education
Annex E-2 Civil Information

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
January 1949

ANNEX A

SUBJECT: Legal-Government Plan for January-March 1949

1. Introduction

a. To quote from Headquarters 8th Army letter AGM/GX 300.1, subj: "Priority of Military Government Activities," dated 15 Dec 48: "Surveillance of Japanese Tax collection is the most important single function and will be continued in full force...". The initial responsibility for this program rests with the Finance and Civil Property Officer but Legal-Government Officers shall render every assistance, particularly in encouraging the prosecution of criminal tax evasion cases (see Laws #27 and 28 of 1947, as amended) and in encouraging the use of attachment proceedings and sale of assets in case of non-payers. Though the emphasis is strictly on the collection of National taxes, Legal-Government officers should encourage local assemblies to seek, and make recommendations for the solution of the local tax problem.

b. Other priorities of the preceding two quarters are only slightly revised and, following the general election on 23 January, every effort should be expended to realize the original objectives. A regional conference will be held toward the close of this present quarter at which time reports will be received as to the accomplishments under this plan as implemented by the team Legal-Government officers.

2. Local Autonomy and Local Government Administration

a. Progress in this field is so slow as to be barely discernible, and the significant number of local executives and legislators who have been indicted for corrupt practices puts rather a sad light on the growth of democracy at the local (as well as national) level. What can be added to paragraphs 2, a, b, and c, of the October-December three-month plan (to which frequent reference is recommended) will be added by memoranda from this headquarters on specific subjects, the first of which will be on the subject of democratic procedures employed by assemblies.

b. All the implications of the recent letter by SCAP to the Japanese Government are not yet clear but it is certain that drastic economy in the cost of government will be demanded. If the national government actually carries out the long forecast (but continually postponed) retrenchment of superfluous national government employees the local public bodies will quickly follow suit. The expanded public works program in which the latter will share should take up the slack in public employment. Already some local bodies on Shikoku have initiated certain curtailments and Legal-Government Officers should continue to encourage this. Budgets should also be scrutinized for ill-conceived and wasteful expenditures particularly in the line of entertainment and travel.

3. Administration of Justice

a. With the first three months operation of the courts under the Revised Code of Criminal Procedure being equal with the period of this plan, it is inevitable that this must be a period of confusion for the courts as judges, procurators and attorneys fumble with the unfamiliar apparatus. The increase of judges and court officials which the new code envisaged has not yet occurred and this deficiency will aggravate the congestion in the courts. In spite of these difficulties no break down in the process of justice must be permitted. Without intruding into court affairs, Legal-Government officers will keenly observe the problems confronting the courts and the capacity with which officials including judges and procurators are meeting them, reporting matters of special interest to higher headquarters. Some attempt should be made to gauge the reaction of the public to the new procedure and whether confidence is being built between defendants and their attorneys. Frequent discussions with judges, procurators and attorneys, in which they should be encouraged to air their problems, will be necessary, but Legal-Government officers will carefully refrain from any temptation to assist

ANNEX A (continued)

the Japanese in interpretations of the new code or any other Japanese law. Court decisions of unusual interest may warrant mention in monthly activity reports.

b. Besides the liberalized provisions of the Criminal Procedure, the Habeas Corpus Act and Law for the Procedure of Administrative Litigations are now available to every citizen. The first provides safeguards against unlawful detention, the second a means of redress for invasion of civil rights by government agencies. It is highly improbable that much use of these statutes will be made, embodying unfamiliar principles as they do, but any instances of their use should be mentioned in the monthly activities report.

c. Reference is made to letter, this headquarters, 16 Dec 48, Subj: "People's Examination of Supreme Court Judges." Legal-Government officers will devote the first three weeks of this quarter to the dissemination of information on this subject in connection with other national election activity.

4. National Political Parties and the Elections

a. Observable over recent months, since the first prospect of a Diet dissolution, has been a quickening of activity in the local branches of the national parties. With the national political situation so fluid actual crystallization of party organizations may not be effected until the eve of elections, nor can the degree of popular interest be predicted. As has been stated, the first three weeks of this quarter will be almost exclusively devoted to the general elections. However, the political parties cannot be neglected after 24 January. It should be possible to ascertain whether the parties and candidates, are committed to--and continue to be committed to--the support of the principle of local autonomy. Amongst executives and legislatures of Shikoku strong resentment is entertained against the present Diet for its failure to consider the needs of the local bodies.

b. Detailed instructions on election surveillance will be issued separately, but it must be anticipated that there will be even a larger crop of election violations than in the recent school board elections. This means that investigations of election activities will continue throughout the current quarter.

5. Achieving a Democratic Police

a. The new code of Criminal Procedure, in allotting to the police the main task of investigating all but the more serious crimes or suspected crimes, imposes an even greater need for eliminating fear of the police, elevating the police to a position of respect and for smoother cooperation between the NRP and MP, with neither in the ascendancy. It is likely that the procurators will but reluctantly yield to the police in matters of investigations, but their duties in another place (the court room) will leave them little time for super-police activities. On the police side, a surer knowledge of the law especially of those laws safeguarding civil liberties, will be required.

b. Reference is to letter, this headquarters, dtd 2 Dec 48, subj: "The Role of the Municipal Police in a Democratic Japan," and letter, this headquarters, dtd 21 Dec 48, subj: "Formation of Chugoku-Shikoku MP Association." Frequent referral to the aforementioned letters is recommended, with Legal-Government officers acting on suggestions therein. The unequal development of the Municipal Police units has produced two undesirable effects. The first is the moribund Police Safety Commission, which stymied for funds, has given up. This contracts sharply with the second, a tendency to self-elevation of the more active municipal commissioners whose ambition is not satisfied except with the formation of autocratically run super-federations of municipal police which defeat the object of popular control through local commissioners.

6. Miscellaneous

Other priorities are as mentioned in paragraphs 6 and 7, October-December Plan, with the addition of the surveillance of the National Personnel Authority offices now being established on Shikoku.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
January 1949

ANNEX B-1

SUBJECT: Public Health Plan for January-March 1949

1. In compliance with directives from higher headquarters, the following priorities will govern the Shikoku Military Government Region Public Health activities for the quarter January-March 1949:

1st Priority

- a. Health Center improvement; expansion and improvement of activities of health centers.
- b. Training of public health personnel.
- c. Public health education.

2d Priority

- a. Insect and rodent control program.

2. The education and training of key public health personnel. In this regard each Military Government Public Health Section will urge the sending of important technical personnel for training at the National Institute of Health in Tokyo. The courses presently being given are for Public Health doctors and nurses, sanitary engineers, sanitarians, veterinarians, and pharmacists. Emphasis on placing these specialists in key positions will be made. With those who are trained in Tokyo, the Japanese health departments will have a nucleus from which they can grow. Those being trained this next three month period should play an important role in Shikoku's future.

3. During the next quarter, nursing activities are planned to carry out the following priorities:

- a. Continued work on nursing districts for all health centers.
- b. Improvement of nursing records and clinic schedules.
- c. Improvement of the relationship of midwives and public health nurses to assure better attention to mothers.
- d. Continued work on the seven hospitals that are possible nurse training schools. (Four National Hospitals, Besshi Hospital, Railroad Hospital, Red Cross Hospital)
- e. Opening of a four-month refresher and retraining course, in clinical nursing, at Zentsuji Hospital for two or three nurses from all other hospitals of the Island. Assistance has been promised from the SCAP nursing branch.
- f. A Public Health nursing and medical joint conference, for the third week in March, at Kochi. The purpose of this conference is to demonstrate how to put into practise the techniques of public health learned at past conferences, or special schools.
- g. Continued regular visits to the four prefectures to assist in carrying out the above outlined nursing plans.

4. For the next quarter, sanitary engineering activities are designed as follows to carry out the pertinent priorities:

- a. Water Treatment and Control Program:

(1) Bacteriological analysis of water in accordance with "standard

ANNEX B-1 (continued)

methods."

- (a) Adequate frequency of tests.
 - (b) Tests on samples from low pressure and distant areas within a system.
- (2) Proper treatment of water by chlorination.
- (a) Insurance of adequate and continuous chlorination.
 - (b) Chlorine residual tests to be performed in low pressure and distant areas within a system.
- (3) Improvement in maintenance of water treatment plants and distribution systems.
- b. Development and training of health center sanitation sections.
- (1) Training of sanitary inspectors for environmental sanitation. Present goal being one per health center.
 - (a) Utilization of sanitarians trained at National Institute of Health in Tokyo.
- c. Continued typhus control program.
- (1) Rodent control.
 - (2) Insect control (louse and flea).
 - (3) Stress on training of key men used on sanitary teams.

HEADQUARTERS
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Takamatsu, Shikoku
January 1949

AIRTEX B-2

SUBJECT: Public Welfare Plans for January-March 1949

1. Priorities: The following are the Welfare Section priorities for the period January through March 1949 established by higher headquarters:

1st Priority

- a. Public assistance.
- b. Child welfare services.
- c. Disaster relief planning and operations.
- d. Social insurance.

2d Priority

- a. Transients, migrants and homeless persons (children in particular).
- b. Community organization for Welfare.
 - (1) Coordination and integration of services.
 - (2) Public information program.
- c. In-service training of welfare personnel.

2. Previous Quarterly Plan: The plan for October-December 1948 was prepared as a basic and comprehensive plan. Its provisions are current. Action taken in fulfillment of its provisions should be followed up. Action should be initiated during this quarter on as many items as possible of those not yet started. The Tokushima Team wrote a detailed summary letter to prefectural officials on welfare problems and recommendations that adapted and incorporated statements of practically all of the objectives in the quarterly plan. The letter provides a basis for assuring Japanese study and understanding of the objectives for evaluating progress, and for follow-up. The result is considered successful, and a comparable statement to officials of the other prefectures is recommended.

3. Public Assistance:

a. Release of new standards that should affect every person receiving public assistance is expected during the quarter. Emphasis will need to be put on uniform application of the new standards; on the dissemination of written and oral instructions, and on supervision of local offices by prefectural and gun officials. Par 13 of the previous plan will be applicable to the new standards instead of those to which it referred.

b. The annual national review of eligibility and amount of assistance for each case will be carried out during the quarter. This project involves a great deal of effort and should be carefully watched to assure an effective survey, and the maximum application and use of its findings and lessons. A general weakness last year was lack of clarity as to "who does what." The Ministry instructions to the prefectures on the conduct of the survey have been revised and improved.

c. Anticipated increased costs of public assistance and current emphasis on tax collection and government revenue will add special interest to reports of failure of localities to meet their 10% share.

d. Emphasis should be put on the use of the new administrative review schedule as a training device. The Military Government Bulletin, Volume 1, No. 4, p. 49, comments to that effect. The experience described in par 1b of the Tokushima welfare activities report for November 1948 illustrates the need.

The methods used to follow up a review deserve special attention from welfare officers. The persons seen and the methods of transmitting the findings

ANNEX B-2 (continued)

of a review; the way the findings that show a need for change result in instructions, written and oral, and in changes in practice; are important considerations.

e. Indications are that under the new assistance standards, needs will be more routinely and uniformly determined than formerly--according to a schedule. Such a system will require even more emphasis than formerly on careful determination and recording of income, since income will be even more directly a function of the amount of the payment. Income determination will bear the burden of being the only variable factor in calculating the amount of the assistance payment.

f. One reason for the development of the reporting system described in par 8 of the plan for October-December 1948 are reports of discrepancies between local, gun, and prefectural fiscal and case-load figures. Another is the need to assure that assistance standards are uniformly applied. Analysis of the average payments will be an important indication of the way the proposed standards will be applied.

4. Child Welfare

a. One major and one important document in the field of child welfare were released by the Ministry and a new law affecting juvenile delinquents became effective 1 January 1949. The document "Functioning of Family Care" 1 Oct 48, which was an inclosure to PHEW Weekly Bulletin #95, in one package established a foster care program. Though simple, it is a remarkable statement, and should have wide discussion and use (see par 2c of the Nov Annex B-2 for Ehime). Progress on the beginnings of this program is being reported, and it should be carefully followed, for it should develop into a new major program for the care of needy children in Japan. There should be assurance that the specific standards of care under which parents and agencies are to be governed are maintained.

b. The Ministry release on the duties of child welfare workers and child welfare officials provides a basis for resolving some of the problems noted in par 14 of the previous quarterly plan. It should prove to be a very valuable general guide to the workers and to the development of the child welfare program and intensively used in training.

That statement establishes conferences of child welfare workers, as such, in addition to their conferences held in their roles as minsei-in. Questions that should be looked into are: Are they having these conferences--universally, to include all child welfare workers? What proportion of them do the child welfare officials attend? Are they failing to have the meetings because "there are no cases?" If they are, the importance of training should be demonstrated. Discussion of the statement of duties should stimulate appreciation of the large job that remains undone; and awareness that there should be cases, that there is need for more activity and for training meetings.

c. Welfare officers will need to examine the plans of child welfare centers and officials for meeting some new responsibilities under the Juvenile Court Law, which became effective 1 January 1949. The practical cooperative relationships and procedures that will be established between them and the new Family Court for proper referral of children under the new law will need to be observed. (See Technical Bulletin 16, "Juvenile Delinquents and Child Welfare," Sep 48)

5. Disaster Relief Planning:

The revision of the check list inclosed with OD 61, 1948 requires review and revision of prefectural disaster relief plans to assure that they conform. Local disaster relief plans and their coordination with prefectural plans should be stimulated where they do not exist.

Practices should be encouraged.

One team found, as a result of spot checking of resources supposedly available

ANNEX B-2 (continued)

in the event of a disaster, that continued spot checking of warehouses and monthly reports of disaster resources and relief supplies were necessary to realistic knowledge of what was available. The possibility of the need for similar action should be looked into by all teams.

6. Social Insurance:

Social insurance surveillance is for the first time among the first priorities. In line with the general priority given tax collection in the letter dated 15 December 1948, from Headquarters Eighth Army, the tax collection aspects of Health Insurance, Welfare Pension Insurance, and Seamen's Insurance, should be given prime consideration in surveillance over the social insurance.

Provisions in the October-December quarterly plan dealing with general administrative procedures are applicable to the social insurance programs, and should be carried out: Paragraphs 2 and 3 on planning, 4 on information activities; 12 on organization and staffing is suggestive and fits in with item 10a of OD 59, 1948, on social insurance; 18 on agenda and notes of meetings fits with par 11 of OD 59, which directs that regular periodic conferences be held with prefectural officials.

7. Community Organization:

Activities of the community chest organization should be followed and reported. surveys of the adequacy of the funds provided the institutions and agencies as a result of the last drive may be useful and worth recommending. Such a survey might also evaluate the basis for the allocations that were made, the comparative need of the organizations given funds, and the need for establishing new facilities and services. The importance of continuing information to the public on how their contributions were used and what was achieved with their money should be emphasized.

8. In-Service Training:

Article 19 of the Minsei-iin Law provides that "The prefecture shall establish officials who will engage in the leadership and training of Minsei-iin." Article 12 of the Cabinet Order for the implementation of the law, which was attached to the Technical Bulletin on Minsei-iin dated October 1948, gives the rank and necessary qualifications for these officials. Plans and progress for establishing these officials should be encouraged and reported.

There will be a need to review the coverage, methods, and materials used in teaching welfare officials and minsei-iin to apply the forthcoming new assistance standards; the new statement on the duties of child welfare workers and officials; and the statement on the foster care program.

9. Reporting:

Monthly activity reports should include information that will show correlation between action taken, developments and progress, and team and region plans.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
January 1949

ANNEX C

SUBJECT: Economic Activities for January-March 1949

Priorities

The greatest effort and emphasis for the next three months will be placed upon the following activities:

1. Agriculture:

- a. Staple food collection and distribution.
- b. Price Control and Blackmarketing.

The Staple Food Collection must be completed by January 31. Use all possible means in urging upon the Japanese officials responsible for the actual food collection program, the necessity of collecting over and above the quota. Use newspapers, posters, radio, conferences, etc.

Price Control and Blackmarketing should receive closer attention. Prefectural Price Control Board, EIB local police should be called upon for a more vigorous and effective enforcement of price control and the elimination of blackmarketing.

2. Transportation - Rail and Water:

- a. Surveillance of Food Shipments.
- b. Surveillance of Critical Materials, including charcoal and firewood.

This headquarters attended conference sponsored by ESB on 11 December with representatives from Railway Bureau, Road Transportation Division and Maritime Bureau for the purpose of coordinating all available facilities for a more effective and efficient transportation program on Shikoku. We have reason to believe that the situation will improve in the near future.

3. Mining of Critical Materials:

- a. Pyrite production.
- b. Coal.
- c. Lignite.

Every possible means should be taken to encouraging the Prefectural Commerce and Industry, and mine operators to improve production methods and produce every ton possible of these critical materials. This headquarters had conferences with Commerce and Industry Mine Bureau (Regional level), and as soon as a definite plan evolves, teams will be notified.

4. Labor Education:

a. Labor Relations Officer will, by close liaison with the Labor Section within the prefecture, assess the past accomplishments of Labor Education by reviewing the pamphlets, books, etc., published and distributed, review other informational media such as films and lectures. After this review the LRO will be able to determine which phases on union education need the most emphasis within the prefecture.

b. Review, criticize and push the Labor Education Section to make a plan for complete Labor Education.

c. Ways in which the emphasis on Labor Education may be accomplished are as follows:

ANNEX C (continued)

(1) Have Trade Union Section review all unions which have registered with LLRC to see if they have filed constitutions and contracts and to have the Trade Union Section, in conjunction with the Labor Education Section, stimulate the bringing of the constitution and contracts into validity.

(2) At the same time, where there are now contracts and constitutions being written, push the Labor Education Section and Trade Union Section to urge:

- (a) Including specific clauses on grievance machinery and its functioning.
- (b) Including peace clause.
- (c) Including clause stating that in case no new contract is written before current one expires, the current contract will remain in force until a new one is written.

d. After a union files at the LLRC, urge Labor Education Section to supply the chairman of the filing union with all the necessary information needed to accomplish the following:

- (1) Hold a democratic meeting.
- (2) How to vote.
- (3) Functions and election of chairman and committees.
- (4) Relation between union and management.
- (5) Contract writing.
- (6) Constitutions.
- (7) Grievance machinery.

c. After a union is organized and functioning, urge establishment of Education Committee (watch out for communism) to handle further education. At the same time that (1), 2a) and (2b) are being done, educate the management and public through Employers' Associations, Chambers of Commerce, etc., to the need of union and management cooperation.

5. Labor Relations:a. LLRC:

(1) Show interest in their work. Encourage them to really get out and do a job even though the rewards are few.

(2) Arrange for them to explain their decisions and settlements in each case so that public, union and management may understand the background.

(3) Watch to see that the five (5) neutral members are neutral.

(4) Keep track of decisions, trends in decisions, political affiliations of members, as well as sides taken by the three factions in their voting.

6. Labor Administration Section:

a. Keep in close liaison, know what they intend to do, if they do it, how it worked.

b. Use positive suggestions but make them carry out their own plans.

The above priority programs have been singled out for special emphasis and effort in conjunction with all other current programs. And it is the desire of this headquarters to continue to urge the Japanese officials at all levels, of a more vigorous and effective action for the improvement of the economic problems in Japan.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
January 1949

ANNEX D

SUBJECT: Finance and Civil Properties Plan for January-March 1949

1. Up to date, the Japanese taxation program has fallen alarmingly short of its intended goal. It is imperative at this time to take definite action. It is suggested that each tax surveillance officer make up a list of the 10 highest delinquent taxpayers for the first month of the third quarter. With reference to these names, definite personal follow up will be made either to see that the delinquent taxes are paid or legal action is taken. This process can be repeated as progress is made.

It is further suggested that a very close liaison between the Legal & Government Section be kept, also between the Civil Information Section pertaining to the publicity of specific cases. It will be necessary that each case be followed up very closely so that the effectiveness will not be lost by lack of interest.

2. Newspapers, leaflets, and radio should be used as often as possible; particularly during the last quarter of the present fiscal year. Leaflets should be distributed so as to reach all of the outlying villages, not only the larger towns and cities. In using the above-mentioned methods of getting tax information to the people, a close liaison between the tax surveillance officer and Civil Information officer should be maintained so as to get the most out of the agencies available.

3. A program to educate the taxpayers as to their rights as taxpayers, and also responsibilities to their Government as taxpaying citizens. This program can be carried out in the following manner:

- a. Use of newspapers, leaflets and radio.
- b. Presentation should be discussed between the Tax Surveillance Officer, Civil Information officer and the Japanese agency involved.

4. An extensive educational program should be set up for all tax personnel to start the first of the 1949-50 fiscal year. It is too late for such a program to start during the current fiscal year because of the rush collection anticipated for the last quarter. At the same time a drive should be initiated to recruit new students to attend the next "Lower Tax Training School" class starting in April 1949. The school is located in Osaka. Further information will be sent out to the local Tax Officer by the Bureau of Finance. (To be initiated by Finance Bureau)

5. At present the investigators available are not acquainted with the elements of accounting, therefore discrepancies in bookkeeping cannot be recognized when they make investigations. It is suggested that a course in elementary accounting be given so as to give them a better working knowledge of bookkeeping. It is also suggested that any new investigators hired have some accounting experience. A closer tie should be maintained between the local tax officer and the Regional Finance Bureau as far as investigators are concerned.

6. The primary objective is to collect current and delinquent taxes. The goal is the minimum amount to be collected. The reason for such is that the goal is only an estimate of the taxes that should be collected and not the total assessed figures that could be collected if the total assessed figure were used. Emphasis should be placed upon the following taxes:

- | | |
|-------------------------------|-------|
| a. Income tax - self assessed | 35.0% |
| b. Transaction tax (cash) | 15.4% |

These taxes are the most significant in comparison to the other tax percentages. Full cooperation by all concerned should bring taxes collected well over the goal.

HEADQUARTERS
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APO 1050

Takamatsu, Shikoku
January 1949

ANNEX E-1

SUBJECT: Civil Education Plans for January-March 1949

Reference is made to:

- a. OD 19, 26 Feb 47, subj: "Civil Education Program"
- b. OD 51, 29 Sep 43, subj: "Inspection of Japanese Educational Institutions"
- c. Civil Education Priority List, Oct-Dec 43, Headquarters Eighth Army
- d. Ltr, this Hqs, 5 Jun 48, subj: "Plans for Jul-Sep 1948", Annex E
- e. Ltr, this Hqs, 14 Oct 48, Subj: "Plans for Oct-Dec 1948", Annex E-1
- f. Board of Education Law
- g. Cabinet Order No. 239, 19 Aug 48, subj: "Enforcement of the Board of Education Law"
- h. Pamphlet compiled by CI&E, SCAP, "Some Basic Information for Board of Education Members"
- i. Miscellaneous Charts on Secretariat Structures and Board of Education Functions (CI&E SCAP and this Hqs)
- j. Plans for CI Activities on the Board of Education Law (Eighth Army & SMGR)
- k. Conference Notes on Boards of Education, "Outline of Regional CE Officers' Conference", (distributed at Shikoku CE Conference, Kochi, 22 Nov 48)
- l. Ministry of Education Document, Hatsugaku No. 63, 17 Feb 47, subj: "Handbook for Preparation of the New School System"
- m. Ministry of Education Document, Hatsugaku No. 534, 27 Dec 47, subj: "Handbook on Preparatory Steps for the Organization of the New Upper Secondary School"
- n. Handbook, GHO, SCAP, May 48, subj: "The Reorganization of Higher Education"
- o. Handbook, Ministry of Education, "In-Service Training of Secondary School Teachers"
- p. Ministry of Education Document, Hatsugaku No. 117, 29 May 48, subj: "On The Reorganization of the New Upper Secondary Schools"
- q. Ministry of Education Document, Hatsugaku No. 156, 7 Apr 47, subj: "Curriculum of the New Kotogakko"
- r. Check list, "MG Team Civil Education Activities" (unofficially issued by Hqs, Eighth Army)
- s. "Provisional Manual for Military Government in Japan", Hqs Eighth Army, 1948 (Especially Chapter 6)
- t. "I Corps Plan for the Organization of Adult Education Course," Hqs I Corps, 28 Dec 48.
- u. I Corps Priority Plan--CE

The objectives for this period remain very much the same as those of the last period. Thus much of the text of the last plan is included with this plan--with certain more or less significant changes. Boards of education are, of course, still the first priority. The working relationship of CE to the school boards is still not clearly defined in all prefectures and the first objective of CE officers should be to have this relationship clearly established. This means close work with the boards themselves (not just with superintendents of education--this could be a serious mistake) and the exercise of positive and aggressive professional guidance and leadership. School board meetings must be attended--almost all meetings at first. To repeat the words of the last plan, there will be need of more coordination between MG and all Japanese educational agencies. In other words, while MG educational priorities remain substantially the same, general outlook and methods of operation have definitely changed.

The Shikoku educational picture has matured. It is now almost a full fledged professional program, but considerably more must be done before it is wholly professional and before the objectives of the Occupation can even be said to have been partially attained.

ANNEX E-1 (continued)

1. Decentralization of Education: Continuance of close work with school boards is the first priority of this period. Naturally the CE officer will give constant professional help and guidance to school boards and educational staffs. The best objectives would be to get competent superintendents appointed, to use IEL graduates and secretariats, to orient the boards on good procedure and good methods--keeping adequate records and minutes, technique of holding meetings, order of business, etc.--and guidance on the formation of good secretariat structures. (The recent suggested structures distributed at CE officers' conference will soon be supplemented with Japanese charts revised and translated especially for the Japanese situation.) The boards should be discouraged from precipitate formation of secretariat structures and undue expansion of personnel structures. CE officers should attend almost all board meetings. In addition they should receive regular reports of school boards and secretariat activities with special emphasis on minutes of school board meetings. In general, it may be said that the objectives of this period, with respect to school boards, are those outlined in recent Shikoku CE conference. CE officers must make themselves thoroughly familiar with the plans and objectives of the CE school board program and should help keep the CI officers informed on the situation and its needs. Last--but perhaps most important--the CE officer should carefully follow up the all-Shikoku Board of Education Conference to be held in January. This conference will probably be one of the best means of consolidating past gains and correcting present deficiencies. (Also, see two previous plans.)

2. School Inspection and Visitation: The principles adopted for school inspections at August Shikoku CE officers' conference remain the same with one or two new slants. They are:

a. CE officers should visit at least ten schools a month. Emphasis will be on an overall view of schools and on special phases and problems of school work rather than on formal school inspections, as such.

b. Japanese CE personnel can use a brief, condensed report form for the formal side of inspections (perhaps four pages). CE officers are thus freed for more important work.

c. Whenever possible, a member of the Board of Education Secretariat should be invited to accompany the CE officer. On occasion, the superintendent of education could also be invited.

d. At least two part-time kotogakko and two kotogakko should be visited each month of this period. If possible, most of the kotogakko of each prefecture should be visited within the period. In fact, the emphasis should be both on kotogakko (teaching methods, student government, etc.) and in trying to correct the present relative inequality of classroom space between the kotogakko and lower schools.

e. All schools higher than the kotogakko should be visited. Emphasis will be the same as d, above. These schools need help and CE, especially on Shikoku, has neglected them too long. In addition to the above, CE officers should begin to pay some attention to vocational education in the fields of agriculture, homemaking, fishing and forestry. This will probably become a separate priority in the future (See Report of SCAP CI&E Vocational Education Officer, transmitted by letter 22 Dec 48, this Hqs.)

3. Women's Activities: Due to circumstances beyond the control of this headquarters and team headquarters, it was impossible, except partially, to initiate the work outlined in previous plans. Therefore, the objectives outlined before remain the same. Women leaders have been found and trained. The emphasis now will turn. Emphasis will be on getting to and at the women themselves--thru these trained leaders. But due to inadequate leader work, more direct contact on a gun level is being planned. This function is still mainly regional but constant help, especially in the projected gun work, is needed from team CE and CI officers.

ANNEX E-1 (continued)

4. Parent-Teachers' Associations: Work on and with PTA's continues but the emphasis is changed. The slant now should be more on spade work than in the past, more on teaching PTA's what to do and how to do it. The PTA pamphlet prepared by this headquarters has been almost completely distributed and should be exploited much more than it has been. It is not being used as much as it might be mainly due to Japanese ignorance of its existence and a lack of knowledge of its importance.
5. Youth Organizations: By the beginning of this period, a definite start will have been made by each team to lay groundwork for work with Youth Organizations. The situation should be known by the middle of January and plans should be made--in cooperation with school boards and youth leaders, particularly the latter (as much as possible, direction of Social Education sections should be avoided)--for youth leaders training conferences. In this work, of course, good results of the recent Kure conference should be followed up. The tendency to federate with control from the top should be combatted. Emphasis should be on practical objectives of how to organize organizations and how to run meetings, programs, and sensible structures for individual organizations. Once again, the tendency to "Hurry up and get democratized" should be discouraged. The pattern used in working with women's organizations, which has been relatively successful up until now should be studied and followed (see 7 and 8 below).
6. In-Service Training of Teachers: The same as previous plans. In addition, teachers should do special work on the meaning and purpose of school boards and PTA's. Also, CE officers should try to encourage more and better in-service training of kotogakko and higher school teachers (especially normal school teachers). This is a serious weakness in the Shikoku educational picture. It is possible that a Shikoku conference of normal school teachers will be held during this period along lines discussed at recent CE Conference.
7. Organizational Techniques: The large work, "Techniques of Democracy", promised for so long, is finished and will be distributed to each team during January. It should be followed up vigorously. If possible, it should be reproduced serially in local newspapers (See CI officers). All the organizational work of PTA's, women's organizations, youth organizations, etc., should be backed up with this pamphlet. CE officers should be especially careful of distribution and plugging. Other pamphlets have lost some of their usefulness thru lack of proper supervision, emphasis, and follow up. This pamphlet, in the opinion of this headquarters, is the Number One publication of all our publications. It may even be one of the best weapons the CE officer has in his efforts to democratize Japanese organizations. This priority should suffuse priorities 3, 5, 8, and 9.
8. Discussion Techniques: The preliminary phase, only, of this new priority should be done. This is the orienting of leaders--youth, women, etc., --and trying to get some word to the general public on the importance of learning how to discuss problems in a democratic manner. The new pamphlet, "Discussion--a technique of Democracy", should be plugged and used. It is pointed out that the Japanese are almost completely unaware of the importance of this subject. In most cases, they haven't even heard of it. Thus, careful groundwork will be necessary in the form of arousing curiosity and showing the need for a knowledge of discussion in a democracy.
9. Student Organizations: This is a new priority. Student organizations is a problem which higher headquarters is now tackling. A good start will have been made by early January with a survey now being made on Shikoku. A new brief pamphlet on organizational techniques for students will be completed and distributed during February. This pamphlet should be used to implement the program. The first emphasis should be on kotogakko, student government, and if possible, one or two model student government set-ups should be aimed at.
10. Higher Education: This is a temporary priority which can no longer be neglected. At the end of this period, there may be some institutions on Shikoku

ANNEX E-1 (continued)

which will attain university status. Efforts of CE officers should be on knowing the situation thoroughly and giving occasional advice and help to educators of higher institutions. It is doubtful whether much can be done before accreditation in March or April but CE officers should at least be conscious of their part in helping to bring higher education to the level it should be and in turning to account either success or failure of higher institutions to become universities.

11. Adult Education: Reference is made to I Corps Adult Education Plan, 23 December 1943, subject: "I Corps Plan for the Organization of Adult Education Course." Adult Education, as such, has not appeared in Shikoku plans for some time, but the I Corps Plan cited above will be a guide to future activity in this field. It is impossible to implement this heading further at this time. Additional information will be sent out at a later date.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050Takamatsu, Shikoku
January 1949.

ANNEX E-2

SUBJECT: Civil Information Plan for January-March 1949

1. "Provide guidance and assistance to Japanese of informational media and organizations, governmental and private, in planning and conducting of civil information programs. OD 57 (1947). Emphasis and timing are to be as indicated in 'Schedule for Civil Information Activities', previously distributed.

"Orient local informational media and organizations concerning their rights and responsibilities; encourage development and promulgation of democratic ideas and doctrines in the form of pamphlets, leaflets, posters, editorials, and other informational materials. OD 57 (1947)."

2. Much well planned and intensive work is required to implement the mission set forth in the foregoing paragraph. It must be thoroughly studied and digested for intelligent action. Each Civil Information Officer should prepare for his own use a quarterly plan of activities to assist him in hewing to this line and helping to curb a normal tendency to ride off in too many directions at the same time.

3. Planning Programs:

a. Frequent discussions should be held with Japanese prefectural information personnel, most of whom in this Region are unskilled in informational techniques, as well as with other organizations, both governmental or private, who have informational functions or possibilities thereof. Through such discussion after a period of time, the Japanese should be able, after studying a program, to make an analysis of it, and apply the most effective techniques for its implementation.

b. A suggested outline for planning a program follows:

- (1) Study of subject matter.
- (2) Determination of target (at whom is it aimed).
- (3) Media use - newspapers, radio, posters, organizations, P. systems, theaters, visual aids, drama, etc.
- (4) Themes.
- (5) Methods.
- (6) Organization and planning.
- (7) Review and schedule.
- (8) Implementation.

c. The subject matter of many information programs is by nature dry and uninteresting unless properly presented. The tendency of the Japanese to depend upon "lecture" meetings with enforced attendance should be curbed. Such programs, and in fact all programs, should be presented with as interesting a touch as possible. Remember that medicine by itself, usually repugnant, becomes palatable when covered with candy and loses none of its effectiveness.

4. Local Information Committees:

Continue to encourage Japanese activity in the formation of these informal organizations but impress upon the Japanese concerned that they are only another form of information media. There is an immense amount of detail work involved in the formation of these committees and close watch is required to insure that information through existing media is not neglected. At the same time assistance should be given information committees already formed through regularly issued bulletins or letters showing them how to plan and conduct their programs. By the end of the quarter there should be sufficient local information committees established and operating to provide another effective media.

ANNEX E-2 (continued)

5. Visual Education:

With the increased number of projectors now in use and coming into use, additional surveillance is required to insure:

- a. Maximum projector use.
- b.
- b. Adequate maintenance.
- c. Qualified projectionists.
- d. Proper use of material for reorientation and education rather than for pure entertainment.

This program is supposed to be under the direction of the Social Education Section and the Film Library but the idea of visual education is new to the Japanese and much patient assistance and guidance must be extended by Military Government. Of paramount importance is the giving of widespread publicity to the films, both CI&E and Japanese, and setting up of a simple system whereby a minimum of red tape is encountered in the securing of films and equipment by those desiring it. Review OD 57, 25 Oct 48, at intervals to insure that is being fully complied with.

6. Organizations:

There will be many instances where the Civil Information Officer will find himself working with organizations, such as, women's club, PTA's, etc., on various aspects of information programs. It will be helpful to each Civil Information Officer, to review the data listed in the Special Report "QCIE-A" referred to in OD 57, dated 16 August 1947, for complete information on all organizations and media in the prefecture. This should be referred to the prefectural government at this time with the request that the information contained therein which was prepared approximately one year ago be brought up to date. This will furnish an opportunity to complete another one of the activities listed in par 1 by developing informational techniques outside of official circles. Every such contact with organizations should also provide an opportunity to suggest use of existing published matter on how to conduct meetings in a democratic manner. Civil Information Officers recently received a copy of a book on democratic procedures indorsed by CI&E, SCAP, written by an American educated Japanese. There will shortly be printed in Japanese another and better pamphlet on the same subject written by the Region Civil Education Officer.

7. Miscellaneous:

a. Citizens' Public Halls: There are a number of these in each prefecture but most of them exist on paper only. Reestablishment of these and the addition of new ones could be an activity entrusted to local information committees. The proper agency through which to work on this is the prefectural social education section. It may be emphasized here that a Citizens' Public Hall need not start in a too ambitious manner with a special building but rather as an organization using the village meeting place or a school building. Incidentally, the establishment and operation of Citizens' Public Halls is now a Civil Information responsibility.

b. Radio Listening Groups: This is another worthwhile activity which can be worked out in cooperation with local radio stations and the Social Education Section. The material is ready made in the form of a well written pamphlet published by the Japanese Broadcasting Company and distributed through local radio stations. A copy of this pamphlet is already in the files of every Civil Information Officer. Local information committees again can furnish a springboard for launching this activity.

EX E-2 (continued)

c. CI&E Reading Rooms: At long last a steady flow of current material, principally magazines and books, is available for these hitherto "orphan" institutions. Rather than establish additional reading rooms with this new found material, it is generally considered desirable to build up existing ones. While no accountability is to be established, those in charge of CI&E Reading Rooms should be given authority to loan books and magazines for a reasonable period. The Region Civil Information Officer will make an inspection of existing CI&E Reading Rooms during the forthcoming quarter.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
14 October 1948

Fey
Plans

SUBJECT: Plans for October-December 1948

TO : Commanding Officer, Ehime Mil Govt Team, APO 1050
Commanding Officer, Tokushima Mil Govt Team, APO 1050
Commanding Officer, Kochi Mil Govt Team, APO 1050
Commanding Officer, Kagawa Mil Govt Team, APO 1050

1. References:

- a. "Priority of Military Government Activities" Eighth Army Military Government Section, dated 11 September 1948.
- b. Letter "Plans for July-September 1948," this headquarters, dated 5 June 1948.

2. In forwarding this revision of our plans for military government work, I wish to express my satisfaction in and appreciation of the very real effort that has been applied to the advancement of previous plans.

3. Continuing to employ my metaphor of the bicycle, I point out that except for trick riders—~~which we are not~~—the bicycle is in use only when in motion. Let's keep the bicycle of democracy in motion.

7 Incls:

- | | |
|--------------|--------------------|
| 1. Annex A | Legal & Govt |
| 2. Annex B-1 | Public Health |
| 3. Annex B-2 | Public Welfare |
| 4. Annex C | Labor Surveillance |
| 5. Annex D | Economics |
| 6. Annex E-1 | Education |
| 7. Annex E-2 | Information |

R. E. Coughlin

R. E. COUGHLIN
Colonel CE
Commanding

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HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 100Takamatsu, Shikoku
14 October 1948

ANNEX A

SUBJECT: Legal-Government Plan for October-December 1948

1. Introduction

Priorities are only slightly revised from those of the preceding quarters. Continuity is desired and frequent reference to June-September plan is recommended. There is yet scarcely discernible any advancement in the democratization of Japan at the local levels though it is realized that the results of our efforts will not become immediately apparent. Lip service is being paid to democratic concepts and principles but a fuller and more complete understanding of those concepts and principles must be imparted to the Japanese. To effect this end there must be greater cooperation between CI, CE and LG officers.

2. Local Autonomy and Local Government Administration

a. With the enactment of the new amendments to the Local Autonomy Law, the question of the powers of the local assemblies is clarified. Heretofore, assemblies have been hesitant in considering matters now clearly under their purview (Art 2, Local Autonomy Law). Every encouragement should be given them to take the initiative and not limit themselves to the enactment of supplementary budgets and "canned" legislation alone. The matter of local finances is recognized as the most serious problem confronted, but since the restrictions thereon are national in character solution must be made by the National Diet. However, assemblies should be urged to study the problem and make recommendations.

b. Heretofore the executive branch of the local public bodies have been considered jointly with the local assemblies. Now the relationship between the two is clearly defined by law. Surveillance of administration will emphasize increased efficiency and the elimination of duplicating agencies. (In connection with the latter, surveillance of national governmental agencies should be carried out concurrently). The importance of the Inspection Commission, whose powers have been considerably broadened, should not be minimized. Ken Inspection Commissions have been previously considered solely as "audit committees" and in only one prefecture has this commission been worthy of its name. Dependent upon local conditions, it may well be advisable to encourage the establishment of such commissions in the larger cities.

c. Definite improvement in the democratic procedures employed by assemblies has been noted. Several prefectural assemblies have undertaken a revision of their rules and regulations, incorporating therein basic democratic safeguards. Principal of these is the provision for recording vote by name and publication of same in the Official Gazette. Copies, not only of the prefectural assembly rules and regulations, but also those of the principal cities and towns, should be obtained and scrutinized. An inter-change of ideas between assemblies should be encouraged through the exchange of official publications and gazettes. Prefectural-wide meetings of assembly members should be encouraged for the same purpose and brief talks by IG and CE officers on democratic practices could be given. It must be remembered that local assemblies are not new in Japan. Since they are not new there is a very strong tendency to abhor changes in procedural methods.

d. Budgets should be very carefully scrutinized for ill-conceived and wasteful expenditures. Money spent on entertainment and useless official travel can well be diverted to more useful channels. MG action has already given strong impetus to a popular movement to stop such malfeasance in office.

4. Administration of Justice

Though some improvement has been noted in this field, it is anticipated that with the advent of the Revised Code of Criminal Procedure (effective 1 Jan 1949)

ANNEX A (continued)

considerable confusion with a resultant slow down in court work will occur. A paper outlining the changes in the law together with explanations is being prepared for the teams by Region L-G office. (This paper is for use of MG only and should not be given to any Japanese group or agency.) Every encouragement should be given jurists, procurators and lawyers to make their own interpretations of the revised code. Differences of opinion will be noted and reported. Final interpretations will be made by the Supreme Court. Separate and joint meetings of the three groups (procurators, lawyers and jurists) should be stimulated. The local bar associations are at present impotent and every effort should be made to raise them to the level of a great profession. Frequent meetings, not alone to discuss fees, should be suggested.

5. Achieving a Democratic Police

Little has been done to curb the ascendancy of the NRP. The attitude of the procurators has strengthened the hand of the NRP. Their belief that the local autonomous units are incapable of maintaining peace and enforcing law is, although not entirely groundless, a fallacy. Every encouragement should be given the municipal police. The formation of citizen's night patrols in areas of MP units should be discouraged with an effective strengthening of the police itself the alternative. The examples in Tokushima and Kochi of MP units offering higher salaries and better employment conditions is encouraging. The present method of local financing is the main deterrent to strengthening the MP and solution to this problem should be sought. It is not illegal for police units to accept contributions but the source of such contributions should be thoroughly checked. Detention cells operated by both MP and NRP generally are in deplorable condition and L-G officers working jointly with PW and PH officers should make constructive criticism and suggestions to the appropriate officials.

6. Economic Law Enforcement Drives and Provost Courts

L-G officers will continue to prod the procurators for more spirited prosecution of economic violations, having them demand the maximum penalties allowable. Several cases have been reported in which the sentences adjudged were extremely light. Such cases should be thoroughly investigated and reported upon. Separate conferences with jurists and procurators should be held on cases that are being continually postponed in court or on which the investigation has bogged down. The principles that the law should be speedily and justly enforced should be continually inculcated, but at no time will MG attempt to influence the judgment of the court by casual statements to jurists or open appearance in court trying significant cases. MG is restricted to prosecuting only those cases detrimental to the occupation, its aims and objectives. L-G officers should be alert for such utterances and actions on the part of private citizens and public officials. Team commanders were delegated Local Occupation Force Court Authority with duties, responsibilities and powers as defined in OD 33 of 14 May 48, by HQ BCOF letter, file AG 220.1/Legal, 24, of 29 June 1948.

7. Miscellaneous

Imminent possibility of dissolution of the Diet with resultant election of a new National House of Representatives make it necessary for L-G officers to imbue local Election Administration Commissions with a spirit of responsibility. Conferences held during September between Region L-G officer and several commissions revealed that except in few instances these commissions were not exercising their authority and that they were almost entirely reliant on the local bureaucracy (Local Affairs Section of the Ken-Cho) for interpretations and subsequent decisions relative to the election laws, rules, and regulations. Surveillance of political parties (both local and national) is also emphasized, as is the surveillance of the purge. With respect to the latter, representative of the Attorney General's Office (Tokyo) has now been assigned to Shikoku area.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
14 October 1948

ANNEX B-1

SUBJECT: Public Health Plan for October-December 1948

1. In accordance with directives issued by Headquarters Eighth Army, the following priorities will prevail for the Public Health Section for the months of October through December 1948:

1st Priority

- a. Health Center development.
- c. Training of public health personnel.
- d. Public health education.

2d Priority

- a. Dissolution of Sanitary Associations.
- b. Insect and rodent control program.
- c. Disease control program.

2. In order to implement the above the following action will be taken:

a. Health Center Development: Those prefectures which have not yet achieved a "model" Health Center (all prefectures of Shikoku but Kochi) have as their immediate goal the realization of such an establishment. This "Model" must achieve a high level of operation in order to demonstrate to the other health centers of the prefecture sound and effective modern operation. In order to accomplish this the priorities of training of public health personnel, of public health education, of insect and rodent control and of disease control must be utilized.

Team Public Health Officers will continue assisting health centers in establishing public health programs. Such assistance must of necessity include administrative details, as well as the professional services which the health center tends. The professional service rendered by a health center is described in detail in the literature distributed at the Model Health Center Demonstration given in Tokyo. These details are accessible to the Japanese public health authorities as well as to Military Government personnel.

Of greatest importance is the stressing to the Japanese of the reasons for these details. Too often it is found that the functions of the health center are confined to its own building. Such limitation defeats any possibility of a successful public health program. The health center must periodically and systematically cover a whole health center district in all of its activities. Regardless of the number of personnel (in extreme cases there is one doctor and in others none), they must so apportion their time and effort as to give equal service to all without regard to location. Already progress has been noted in scheduling the work of public health nurses and of doctors so that the various clinics operate periodically in all sections of a district. The details of such scheduling must be stressed and the adoption of these schedules must be emphasized until they are a part of every health center.

Health center development is to be accomplished in two stages--the first stage being the establishment of one model and the second stage being the elevation of all prefectural health centers up to the level of the model.

The programs of the Region Public Health Nurse and of the Region Sanitary Engineer are in their greatest portion designed to implement this primary priority.

b. Training and Education: The Region Public Health Nurse plans to continue Public Health nursing conferences throughout the Region, similar in nature to the week's conference held at Kotohira 4-9 October 1948, so that all public health

ANNEX B-1 (continued)

nurses and those midwives and health center personnel that wish to can attend.

In addition, the 12 clinical nurses who went to Okayama for extensive training will return during this period and they will be utilized to organize courses for clinical nurses throughout the Region.

The Region Public Health Nurse also plans to visit health centers, hospitals and sanatoria for supervision and inspection of Japanese health activities.

c. In order to utilize the enlisted assistants within the Public Health Sections of the Region and Team Military Government offices, the Sanitary Engineer proposes a short survey course which will outline public health and sanitation procedures, and give some technical training in insect and rodent control. These men will then be able to supervise, inspect and assist the formation of Japanese Sanitary Teams. It is felt that with formal orientation and training these men will be able to be more fully utilized as assistants to Public Health Officers.

The next step planned is a short course for the Japanese officials in charge of insect and rodent control in the prefectures and in the health centers. The program to be initiated by this course will be typhus control, through rat, louse and flea control.

During the next three months, in order to start a water control program, laboratory procedure for water analysis will be initiated in the prefectural laboratories of Shikoku. This will be accomplished by trying to get one of the prefectural laboratories to perform water analysis properly so that it can demonstrate the procedure to the other laboratories.

The Sanitary Engineer will also inspect water plants, health centers, hospitals, laboratories, food sanitation activities, insect and rodent control activities in order to observe and advise the Japanese on improvement of these programs.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
14 October 1948

ANNEX B-2

SUBJECT: Public Welfare Plans for October--December 1948

1. General.

a. The following are the Welfare Section priorities for the coming quarter established by Headquarters Eighth Army:

1st Priority

- (1) Public Assistance
- (2) Child Welfare Services
- (3) Disaster Planning and Operations

2d Priority

- (1) Referral system and facilities for care of transients, migrants and homeless persons.

b. This plan is comprehensive, and with respect to many of its provisions only a start is expected during the current quarters; continuous effort will be required over a period of time. Also, many of its provisions are of a permanent nature and will appear repeatedly in future plans.

Items that relate directly to public assistance are: 5, 6, 7, 8, 10, 13.

Items that relate directly to child welfare are: 14 and 15.

On the subject of disaster planning please refer to par 5, page 126 of the Manual. See also par. 17, page 122, which instructs medical officers to review medical phases of disaster plans. Such reviews should be requested by welfare officers as early as practicable.

With respect to the referral system and facilities for the care of transients, migrants, and homeless persons, welfare officers will formulate their plans according to the needs in their respective prefectures.

Item 20 emphasizes community organization activity for the month of Oct.

Items 2, 3, 4, 9, 11, 12, 16, 17, 18, 19, deal with administrative methods of officers and prefectural welfare departments: Planning, information activities, analysis and reporting of statistics, administrative review, renewed emphasis on explaining the mission of welfare officers, organization and staffing, training, agenda and notes of conferences, and cooperation with other team officers.

2. Planning:

Welfare Officers will prepare written plans of activities and objectives that will take into account the priorities established by 8th Army Headquarters, and the material in chapters 1, 2, 3 and 9 of the Provisional Manual for Military Government in Japan. See par 3, page 1, of the Manual.

3. Japanese Planning:

Welfare officers will request the prefecture welfare departments to submit quarterly or semi-annual plans and objectives for each section and division. See par 4, page 1, Manual.

Annex B-2 (continued)

4. Information Activities.

The plans of welfare officers and the prefecture departments should place emphasis on activities that will inform local officials and the general population of the rights and responsibilities established by the social welfare laws. See par 5, page 1-2, Manual.

5. Principles and Objectives in Public Welfare --Responsibilities of the Agency and Recipients.

Fundamental principles and objectives of public assistance programs are quoted below from SCAP, PH&W Weekly Bulletin Number 86. Though they were presented as responsibilities on which information programs might be based, they are more significantly permanent administrative objectives. They should be presented as such to the prefecture welfare departments with the request that their plans provide for carrying out these objectives. Future region quarterly plans call for observation of the departments' progress and the effectiveness of their administrative procedures for covering these objectives. An important element of effectiveness, of course, will be the extent to which these principles will be made known to the public. They should be the nucleus of information activities of the welfare departments:

"Agency Responsibilities

- a. To accept applications for public assistance or for services and to act on the applications with a minimum of delay.
- b. To inform the applicant of his eligibility or non-eligibility.
- c. To provide a system for appeals to higher authority in the event of dissatisfaction with a decision rendered by an agency employee or an agency official.
- d. To provide family or individual counseling services for persons who desire such services.
- e. To provide knowledge concerning all parallel programs and services and a referral system.
- f. To provide assistance adequate to maintain health and family unity on a basis compatible with decency standards of the area served.
- g. To protect the individual recipient by recognizing the confidentiality of information provided by the recipient.
- h. It should be recognized that policies and rules are built around the majority of cases--the average situation. It is unwise to lose sight of the goals of the program by preoccupation with the unusual case or the minority situation. In those few cases, policies should be used as far as they apply, supplemented by good judgment and common sense.
- i. When need has been established, the applicant for public assistance should continue to receive his grant in an unchanged amount until needs change or ineligibility has been definitely established. Withholding a grant until presumptive ineligibility has been cleared is not good agency policy and often creates undue hardship for the recipient.
- j. To conduct its business in such a way that its expenditures are properly accounted for and that it has recorded proof of eligibility for each person receiving public assistance from the agency.

"Responsibility of the Recipient

- a. While the recipient chooses whether he wants the agency's service, if he receives it he is obligated to also accept the legal limitations surrounding it, within which both the recipient and the agency must function. However, the agency must exercise care that operating procedures expedite agency function rather than introduce unnecessary or arbitrary complications.
- b. The recipient must realize that the public agency concerned must have a record of the recipient's status which reflects the true condition of his family's situation at all times if the agency is to justify the expenditure of public funds for the support of the recipient.
- c. The recipient should recognize that it is his duty to do everything in

Annex B-2 (continued)

his power, within the limits of his physical and mental ability, to relieve the public of responsibility for his support, even for short periods of employment.

d. The recipient should be aware of the penalties for fraudulently receiving public funds for his support.

e. The able-bodied employable members of the family should be registered at employment offices. Those claiming illness should have a statement concerning condition from a physician. Nothing in the above two points is meant to imply that mothers with growing children or that those who are needed in the home for other reasons should be forced into employment.

f. The applicant must realize that there is only one basic requirement for public assistance and that that basis is need. There are no provisions in the Daily Life Security Law for payments to special groups of persons who suffered losses as a result of war or for any other reason. Public assistance funds, in the last analysis, are provided through tax payments by one's friends and neighbors. It is the desire of the nation through the wise use of these funds and with the pattern as set up by the Daily Life Security Law, to provide for its more unfortunate citizens the minimum amount of assistance which will provide a healthful, decent living for those persons."

6. Application and Rejection Procedures--Their Effect on Complaints, Appeals, and Statistics

One of the important elements of public assistance administration stated above, and one of the three essentials stated in par 3, page 125 of the Manual, is prompt attention to complaints and appeals from adverse decisions. In order to have a complaint or appeal, an applicant must have a clear idea of the action he is appealing, and the agency must have a clear record of that action for the purpose of review.

At present it is common practice for Minsei-iin to take written applications for assistance only when the Minsei-iin believes the applicant is eligible for assistance. This system permits error and provides for too little administrative control over applications that are rejected. Rejection of an applicant is as important as approval, and requires the same kind of safeguard, review, and formal decision. An oral statement by a Minsei-iin to his committee of determinations of ineligibility that he made without taking a written application is inadequate as a basis for committee review of his action. It is also essential that welfare departments have an accurate statistical record of requests for assistance and services in order to analyze trends in assistance applications for fiscal and administrative planning. For these reasons plans of welfare officers will call for Japanese plans to carry out the following:

a. A form on which Minsei-iin will report inquiries and requests that did not involve financial aid, the provision for statistical reporting of these requests.

b. The filling out of application forms by Minsei-iin for all cases in which the purpose of the interview was a request for assistance, even though after explanation by the Minsei-iin the person interviewed decided he was not eligible and did not sign an application, and consequently no further investigation of eligibility was made. These forms, with an explanation of the reason for the person's decision not to complete and sign the application, should be reviewed by the Minsei-iin committees and the local welfare officials, kept on file, and statistically reported as "applications not completed."

c. The reporting and handling of "rejected" cases differently from "application not completed" cases. "Rejected" cases should include only those on which an application form was completed and where ineligibility was investigated and determined. A "rejected" applicant should receive a written notice of the rejection, which gives the reasons for it, and includes a notice that if he is dissatisfied he has the privilege of submitting an appeal for review to the local welfare office. (Effective provision for higher appeal will probably need to await Ministry instructions. A special report to higher headquarters on the need for such instructions is planned.)

7. Recording and Continuing Eligibility

Annex B-2 (continued)

Item j. of the list of agency responsibilities quoted above, and item b. of the list of responsibilities of recipients, call for businesslike, realistic records. Plans of welfare officers will call for Japanese plans and procedures for implementing the following:

- a. Clear recording and explanation of income. Factors such as amount, source, steadiness, variations, should be recorded. Procedures should be established to take account of significant monthly variations in income.
- b. Recording of continuing eligibility. Though Minsei-in may have some contact with a family each month or two, few interviews are recorded. Each record should contain evidence of a formal review of eligibility at least every six months. This review should involve the same channels and standards of investigation, approval, and recording, as is applied to a first determination of eligibility and need. The basis for a determination of continuing eligibility should be as complete as the basis for an original determination. The reasons for a determination of ineligibility and the closing of a case must also be recorded and clear.

8. Statistics

In order for welfare officers to implement items 5, 6, and 7 on page 128 of the Manual, to maintain proper surveillance, and for the prefectural departments of welfare to have information necessary to adequate administrative control over the public assistance programs, certain elementary statistics are essential. Plans of welfare officers will call for submittal of plans and problems from the Japanese in working out a monthly reporting system that will include the following statistical information by prefecture, gun, city, town, village:

- a. Latest official population.
- b. Number of persons receiving livelihood assistance.
- c. Percentage of population receiving livelihood assistance.
- d. Total amount expended for livelihood assistance.
- e. Average amount paid per person for livelihood assistance.
- f. Number of persons receiving livelihood assistance who have income that was considered in determining the amount of the assistance payment.
- g. Percentage of persons receiving livelihood assistance who have income that was considered in determining the amount of the assistance payment.
- h. Average amount of income per person that was considered in determining the amount of the assistance payments.
- i. Number of persons receiving medical assistance.
- j. Percentage of population receiving medical assistance.
- k. Total amount expended for medical assistance.
- l. Average amount paid per person receiving medical assistance.
- m. Number of persons receiving medical assistance who are also receiving livelihood assistance.
- n. Percentage of persons receiving medical assistance who are also receiving livelihood assistance.
- o. Percentage of persons receiving livelihood assistance who are also receiving medical assistance. (In connection with the figures on medical assistance, some consideration should be given to the possibility of providing some information on each of the four kinds of medical care mentioned in Article 4 of the Ordinance No. 438, Inc. 6 of OD 9, 14 Jan 47, (1) diagnosis and treatment (2) medicines and materials (3) surgery (4) nursing.
- p. Number of cases receiving livelihood assistance opened.
- q. Number of cases receiving medical assistance opened.
- r. Number of cases receiving livelihood assistance closed.
- s. Number of cases receiving medical assistance closed.
- t. Average number of persons per household receiving livelihood assistance.
- u. Number of inquiries and requests not involving financial aid, number of applications not completed, number of applications approved, and number of applications rejected. These items, discussed more fully in par 5 of this memorandum, should be reported as soon as the administrative machinery that will provide the information has been established.

Annex B-2 (continued)

9. Analysis and Reporting of Statistics

As the statistics discussed in par 8 become available, analyses will be important for inclusion under item 1a. of Annex B-2 of the Monthly Military Government Activities Report.

10. Administrative Review

Welfare sections will plan and conduct administrative reviews in full accordance with the objectives and methods stated in par 10, pp 127-129 of the Manual. The administrative review process as defined in the Manual is far more comprehensive than that emphasized in past instructions. For example, as stated in par 10a, page 127, practically all fields of welfare activity are now encompassed. Not only will additions to the current administrative review methods need to be made, but practices inconsistent with provisions in the Manual will need to be changed. Welfare officers will use the schedule prepared by 8th Army Headquarters in accordance with any instructions that may accompany the schedule, and the statements in par 10c, page 129, in which the schedule is mentioned. Problems found in using the schedule, and any recommendations, will be welcomed in special reports to higher headquarters.

11. Review of the Manual

Welfare officers will carefully review chapters 1, 2 and 3 of the Manual, as well as Chapter 9. One result should be plans for a renewed emphasis on several objectives that we may have come to take too much for granted. For example, perhaps we have assumed too much understanding on the part of the Japanese of the mission and methods of the occupation. Our plans should assure explanation to each group or official met for the first time, of the general objective and background of the visit, of the specific purpose, and of the procedure to be followed. A meeting of people is a two way process, and each person or group should know just how they fit in. As a specific illustration, perhaps we have conducted administrative reviews without sufficient introductory explanation of what we are after, and just what role the people being interviewed have in the entire procedure of the administrative review.

12. Organization and Staffing

Plans of welfare officers will call for Japanese plans for preparation of organization and staffing tables and charts for all prefecture and local welfare offices. Functions should be shown for each organizational division, and staff allocations, by position title, to each function. Volunteers and part-time employees should also be accounted for. Substantial differences in staffing in relation to case load ought to be justified by program differences. It should be recognized that qualitative evaluations of organizations are very difficult, and that probably prefectural officials rather than welfare officers should take responsibility for analyses and recommendations when the charts and tables indicate questionable organizations, or the desirability of changes in staff utilization in relation to objectives.

13. Uniform Application of Assistance Standards

Early emphasis should be put upon clear written instructions from the prefectural welfare departments that will assure uniform application of policies and practices governing individual case approvals under tables II and III of the material on standards of assistance described in WB #85.

14. Organizational Problems Under the Child Welfare Law

Japanese officials have indicated that all prefectures on Shikoku are running into organizational problems in establishing child welfare services under the new child welfare law. They feel they may work out the relationships, in practice, with experience. Preliminary analysis in this office, however, indicates that the law and regulations may need to be revised in order to provide a more

Annex B-2 (continued)

effective organizational structure. Par 4, page 126, of the Manual, states that welfare officers are to insure that "Child welfare activities are integrated with, and not separated from, the public welfare agency." Problems should be watched, and fully reported, therefore, in the following areas: Relationships between the Child Welfare Boards, the child welfare centers, the child welfare sections, the child welfare officials; the Minsei-iin, the committees of Minsei-iin, and the paid staffs of the local welfare departments; the problems arising out of what appears to be responsibility of Minsei-iin to two sets of officials in their roles as child welfare workers and as public assistance workers; the problems arising out of the fact that Minsei-iin make up committees that have important responsibilities in public assistance but appear to work only as individuals in their role as child welfare workers, make up committees that function in one area of their responsibility but which appear to have no existence for another closely related area of responsibility.

15. Education of Handicapped Children

In order to take advantage of the receptive attitude toward problems of the handicapped created by Miss Helen Keller's visit to Japan, welfare officers, with the participation of the health and education officers, will, as soon as possible, arrange a meeting or meetings with prefectural welfare health and education officials, and any others that may be necessary, for the purpose of laying plans to do whatever it takes to provide education to all handicapped children. The spirit of the compulsory school law and the child welfare law requires education for every physically and mentally handicapped child. The prefectural officials should be urged to come to this meeting prepared with whatever plans are necessary to attain the objective; plans covering, for example, personnel and personnel training, physical facilities, transportation, fiscal problems, procedures to be taken with the prefectural legislature and the national government. A time table providing for an early beginning at reducing the number of handicapped not receiving education, and for progressive elimination of the problem, would be an important part of the plans.

16. Training

Plans of welfare officers should provide for reviews of prefectural and city training programs. Such items as coverage, geographical and numerical, timeliness and area of content, might be looked into. The plans should call for emphasis on informing welfare officials of training needs made apparent by weaknesses revealed during administrative reviews. The possibility of the need for issuance or clarification of specific instruction material should not be overlooked in presenting a problem that demonstrates a need for training.

17. Training of Team Welfare Section Staffs

As partial implementation of par 3a, page 10 of the Manual welfare officers will make a sufficient number of case visits accompanying each case reviewer on his staff to assure himself as to what she does, and how. He will carry out training activities aiming at increased effectiveness and uniformity in their work. An SOP providing a complete description of the work of the case reviewers, including any forms used, will be prepared by each welfare officer as a training document and copies will be made available as a basis for formulating the best practices for region-wide use. The questions on page 3 of the memorandum from this region, "Welfare Section Visits to Teams," 8 July 1948, should be considered in preparing these statements. They should also show the welfare officers' actions and procedures followed in taking full advantage of the work performed by the case reviewers.

18. Agenda and Notes of Meetings

Welfare officers' plans are to be implemented by some record of agenda of meetings held with Japanese officials, of material discussed, of actions agreed upon, and of items requiring follow-up at some future time.

Annex B-2 (continued)

19. Cooperation with Other Team Officers

Two items in the Manual defining the work of other sections provide examples of necessary planning for cooperative activity. In inspecting penal institutions the purposes stated in par 6, page 54, might be carried out for the information of the Legal and Government Officer. L-G officers are instructed to "Coordinate inspections of places of confinement with the Team welfare officers." In par 17b, page 122, medical officers are instructed to review medical phases of disaster plans.

20. Community Organization--Chest Drive

During October, the month of the drive, welfare officers, in cooperation with information officers, should make special effort at helping the Japanese publicise and inform the public about the Community Chest. Emphasis needs to be put on informing the people on the following points: The benefiting organizations and the amounts to be allocated to each organization; how, in detail, the money will be used; explanation of what the needs of each organization are, and the services it performs for the community; the proportion of the amount collected that is allocated for administrative expenses of the Chest, and exactly how it is to be spent; the fiscal checking system used to assure that every yen donated can be accounted for; and, finally; reporting and explaining to the people from time to time--not only during the month of the drive--how the money actually was used and what was achieved with it.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
14 October 1948

ANNEX C

SUBJECT: Labor Surveillance Plans for October-December 1948

1. Labor - Management Relations and Labor Education:

In view of the overall priority set up by the new Economics priority list and the crying need in the field for improved labor education and labor management relations these two particular phases of labor will receive the greatest attention by all concerned during this three month period. This plan must remain flexible, however, for the fast changing labor picture may demand a concentration of effort to another of the related fields on very short notice. Normal activities in other phases of labor will be carried on as usual with the main effort being devoted to the above mentioned activities. Labor - Management relations suggest one of the most prolific fields in labor and if approached soundly should result in improved relations throughout all agencies concerned. The following suggestions for a concentrated effort at this task are given for a guide.

- (a) Visit the LRC as often as possible
- (b) Know the background of the labor union officials
- (c) Insure that the LRC has a competent staff
- (d) Know the political affiliation of the LRC members
- (e) Checks the budget and budgetary practices of the LRC
- (f) Encourage Unions to hold monthly meetings
- (g) Collect all dispute data available and maintain records to include disputes and strikes

2. Labor Education:

This phase of the labor field is one in which the future is unlimited. In view of the recent completion of the Region - wide labor school the best course of action appears to be a follow - up of this activity in the various prefectures to insure that the labor unions receive full benefit from the teachings of these selected members. Advice should be given to the trained members and every means made available in order to assist them in their future planning. Surveys should be conducted of labor education literature, books, and pamphlets with checks made to insure that all available material is being used to the maximum. Management must also play a big part in this plan for it is only through their education that we can attain our goal of intelligent relations between these two factions. Labor officers are encouraged to meet often with the various groups in which management may be represented. Give them information as to where they may find related material to their many daily problems. Place emphasis on the duties and rights as they apply to management in order to keep the effort balanced. Periodic field trips are planned to assist labor officers in the implementation of this plan and to check on progress being made.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

Takamatsu, Shikoku
14 October 1948

ANNEX D

SUBJECT: Economic Plans for October-December 1948

1. The Economics Plan for the quarter October-December 1948 is based on the listings as set forth by Eighth Army Military Government Section under title "Priority of Military Government Activities" dated 11 September 1948. It must be predicated upon two factors. First, it must be concrete enough so that a definite goal can be reached. Second, it must be flexible enough to meet any change in conditions that may arise.

a. Production, Collection and Distribution of Food:

It is planned to place the greatest emphasis on this important program. Past experience by the Economics Officers should serve as a yard-stick by which they can measure the actual amount of time they must of necessity devote to each of the many phases of this high-priority program. None of these phases, such as the collection of staple foods, storage of staple foods, price control and rationing, farm cooperatives, or any of the many other phases, should be neglected. And the greatest success can be had if efforts can be transferred quickly from phases which are currently proceeding well to other phases which are lagging. The formation of the new Economic Investigation Board has given the Economics Officers a powerful weapon, which can, if rightfully made use of, aid him immeasurably in carrying out the objectives of this entire program. It will be absolutely necessary to exercise the closest surveillance over the initial formation of this Board, to scrutinize closely the personnel selected, in order to insure that once formed it will be an efficient and worth-while organization. Close liaison with the E.I.B. will really "pay dividends" and should reduce the workload from the already burdened shoulders of the Economics Officer. One of the most important objectives of the E.I.B., the education of the public concerning the encouragement for compliance with Economics Laws, should receive a great deal of effort.

b. Production of Coal:

Although Shikoku is only a very minor coal producing area, it must be stressed that every ton of coal that can be mined is an important aid to Japan's industry. Therefore, a great deal of effort should be expended to see that each and every coal mine that can be practicably worked, is operated at its fullest capacity.

c. Japanese Tax Collection:

Until such time as additional Tax Surveillance officers are detailed, it will be necessary to exercise the closest surveillance of this extremely important program. Much good has been done in the past, and the last fiscal year's tax quota was put over the top largely due to the efforts of Military Government personnel. However, a large amount of delinquent and uncollected taxes still exist, and continued efforts are needed to force the Japanese to collect, not just a certain percent of these, but every yen of taxes that is delinquent or uncollected. Much prodding must be done to require the strict and impartial legal prosecution of all tax evaders. The new transaction tax must necessarily be supervised, and in this phase, education of the people, the ones who pay this tax, must be emphasized. It is a well known truism that an unpopular law or tax is the hardest to enforce, and if the people are not cognizant of the necessity for this tax and the way it is to work out, enforcement and collection are going to present a problem. Therefore, publicity must be given, and the Japanese Tax Officer's publicity campaigns must have the aid and advice of M.G.

Annex D (continued)

d. Transportation:

Since this program is closely linked with all of the other programs it is evident that much emphasis must be placed on it to ensure a satisfactory transportation system. The transportation certificate system is, in general, functioning well, and apparently only spot - checks are necessary at infrequent intervals. More time can now be spent on the other phases, such as bottle-necks existing on freight shipments, and expediting of shipments of foodstuffs, especially perishable foods. The transportation network on Shikoku is in need of constant surveillance and any progress made in the betterment of transportation facilities is a step in the right direction. Marine transportation should be closely watched to see that cargo space is well and completely utilized, since every ton of freight that is carried by water relieves the already overworked railways.

e. Distribution of Critical Materials:

Although the Inventory period is about at an end, this program has by no means become a dead issue. Much still remains to be done. Hidden or hoarded goods are constantly being brought to light, and other stock piles of previously reported goods are being diverted to new owners. Close contact must be maintained with the E.S.B., and Industrial Reconstruction Kodan to check on these raw materials. While the E.S.B. appears to be doing a good job in handling their part of the program there must be continuing surveillance of all phases of this very important program.

f. Electric Power Rationing:

Now that the supply of electric power is fairly adequate, plans should be laid for those future periods when power is going to be short. Steps should be taken to ensure that manufacturers of essential commodities receive sufficient allocations of power, and that these allocations are timely enough so that the manufacturer can plan his production accordingly. No wastage or use of electric power for unauthorized or unessential production should be permitted. The Economics Officer can devote a great deal of his efforts to this program, and if he can get the necessary results, it will be reflected in the increased tempo of all industry in this prefecture.

g. Reparations Program:

Most reparations plants are being maintained by the Japanese in fairly good condition, but in some instances a great deal of improvement seems necessary. Constant spot - checks are necessary and if improvement is desired, it is imperative that follow - ups be made. A plant may be kept in good condition for months, but almost overnight it can deteriorate to a great degree if the proper maintenance is not kept up. Again, reparations plants must be continually checked to make sure that machines are not being used if such use is not authorized, and that the markings on machines are proper and have not been altered.

h. Maintenance of United Nations Nationals' Property:

This program should be given full consideration and a close supervision given to all such property, since it must be maintained in good condition. Constant check - ups are needed to see that the Japanese are fulfilling the conditions prescribed. Most oil facilities falling in this category are in the process of being returned to their former owners, but until such time as they are actually returned, surveillance must be maintained.

2. Although the plans given above are listed in their order of priority and indicate which programs are to be emphasized and given the most consideration, the other programs should by no means be neglected. These other programs are important, and before the end of this three - month plan they may increase in importance to the extent that they fall into a priority higher than those above.

3. Visits by personnel from the Regional Economics Section, will be made at suitable times so as to maintain closer contact with teams. These visits will be timed so as to interfere least with the work of the team, and will primarily be for the purpose of aiding the team in any possible way.

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Takamatsu, Shikoku
14 October 1948

ANNEX E-1

SUBJECT: Civil Education Plans for October-December 1948

Reference is made to:

- a. O.D. 19, 26 Feb 47, subj: "Civil Education Program"
- b. O.D. 51, 29 Sep 48, subj: "Inspection of Japanese Educational Institutions"
- c. Civil Education Priority List, Oct-Dec 48, Headquarters Eighth Army
- d. Ltr, this hqs, 5 June 48, subj: "Plans for July-September 1948", Annex E
- e. Board of Education Law
- f. Cabinet Order No. 239, 19 Aug 48, subj: "Enforcement of the Board of Education Law"
- g. Ministry of Education Document, Hatsugaku No. 63, 17 Feb 47, subj: "Handbook for Preparation of the New School System"
- h. Ministry of Education Document, Hatsugaku No. 534, 27 Dec 47, subj: "Handbook on Preparatory Steps for the Organization of the New Upper Secondary School"
- i. Handbook, GHQ, SCAP, May 48, subj: "The Reorganization of Higher Education"
- j. Handbook, Ministry of Education, "In-Service Training of Secondary School Teachers"
- k. Ministry of Education Document, Hatsugaku No. 117, 29 Mar 48, subj: "On the Reorganization of the New Upper Secondary Schools"
- l. Ministry of Education Document, Hatsugaku No. 156, 7 Apr 47, subj: "Curriculum of the New Kotogakko"
- m. Check List, "M.G. Team Civil Education Activities" (Unofficially issued by Hqs, Eighth Army)
- n. "Provisional Manual for Military Government in Japan", Hqs Eighth Army, 1948 (Especially Chapter 6)

Although, with the election of school boards, the complexion of CE work changes radically, objectives remain basically the same. It will be noted, however, that in the following priority list priorities as well as emphasis have changed to a certain extent. The working relationship of CE to the new school boards is as yet undefined but should clear up somewhat during this and the next periods. CE officers, following the broadening trend in educational administration in Japan, will necessarily have to broaden their outlook and their operation. For example: CE officers will work with school boards and superintendents of education as soon as they take office. They will attend school board meetings, at least in the beginning. Specifically, there will be far greater need of competent leadership in education, particularly in school administration and school system administration. Also, there will be need of even more coordination between M.G. and all Japanese educational agencies. In other words while M.G. educational priorities remain substantially the same, method of operation and general outlook have definitely changed.

1. Decentralization of the School System:

Preliminary work with the newly elected school boards, the new superintendents of education, and the new secretariats, in order to continue the work of decentralization, is of course the first priority of this and succeeding periods. Nothing further can be said because much of this work depends, to a great extent, on the attitudes and working methods of the new boards. For this period, the best single objective should be the direct or indirect orientation of school board members on their responsibilities and duties and on good methods of working--keeping records, minutes, technique of holding meetings, order of business, liaison with professional educators, etc. CE officers should attend school board meetings, at least in the beginning. They should also receive reports of school board and superintendent of education activities. In the CE officer's contacts with the general public he should stress the responsibility of the citizen to (continued)

Annex E-1 (continued)

watch and appraise the work of the school boards carefully and the fact that local school boards must be elected in the not too far future. Naturally, the CE officer will give constant professional help and advice to school boards and to educational staffs. (See, also, July-September 1948 Plan, Paragraph 2)

2. School Inspection and Visitation:

There will no longer be formal school inspections on the basis of a prepared form from higher headquarters. In their place, as indicated by O.D. 51, there will be inspection or reinspection of ten Japanese educational institutions. The principles agreed upon at the recent Shikoku CE officers' conference will be adopted in making such visitation. These principles are:

a. CE officers should visit at least ten schools a month. Emphasis will be on an overall view of schools and on special phases and problems of school work rather than on formal school inspections, as such.

b. Japanese CE personnel can use a brief, condensed report form for the formal side of inspections (perhaps four pages). CE officers are thus freed for more important work.

c. Whenever possible, a member of the Board of Education Secretariat should be invited to accompany the CE Officer. On occasion, the superintendent of education could also be invited.

3. Women's Activities:

Women leaders have been found and trained. The emphasis now will turn. Emphasis will be on getting to and at the women themselves--through these trained leaders. But due to inadequate leader work more direct contact on a gun level is being planned. This function is still mainly regional but constant help, especially in the projected gun work, is required from team CE and CI officers.

4. Parent-Teacher Associations:

Work on and with PTA's continues but the emphasis is changed. The slant now should be more on spadework than in the past, more on teaching PTA's what to do and how to do it. The PTA pamphlet, recently distributed, should be fully exploited. More pamphlets will be sent out in the near future. One or two "try-out" PTA's might well be guided personally by CE officers.

5. Youth Organizations:

First efforts on this new priority (Shikoku) should be directed towards finding out and mastering the prefectural situation and its needs and to orienting youth on democratic organizational techniques. The work of regional and national conferences to be held during this period should be studied and coordinated. In working with youth organizations, as in working with any organizations, the tendency to federate must constantly be combatted.

6. In-Service Training of Teachers:

Same as previous plans. In addition, teachers should do special work on the meaning and purpose of school boards and PTA's. (See Reference K, above).

7. Organizational Techniques:

This is the first time we have called this priority "organizational techniques." Formerly we called it "organizations". Now the difference is accepted and worked on. The large work on organizational techniques (parliamentary procedure), still being prepared, should be completed and possibly published during December. When this is accomplished there will be more substantial backing for organizational work. In addition, a special, brief pamphlet on organizational techniques for students is being prepared and may be ready during November. This priority should suffuse priorities 3,4,5. and 8.

Annex E-1 (continued)

8. Discussion Techniques:

The preliminary phase, only, of this new priority should be done. This is the orienting of leaders--youth, women, etc--and trying to get some word to the general public on the importance of learning how to discuss problems in a democratic manner. The new pamphlet, "Discussion--a Technique of Democracy," should be plugged and used. It is pointed out that the Japanese are almost completely unaware of the importance of this subject. In most cases, they haven't even heard of it. Thus, careful groundwork will be necessary in the form of arousing curiosity and showing the need for a knowledge of discussion in a democracy.

9. Religion:

A survey of the Shikoku situation is being made. In accordance with the agreement reached at recent CE officers' conference, Region is doing this work primarily using its Social Research and Fine Arts men to do the job. Objectives at first are to learn whether there is actual freedom of religion on Shikoku; to what extent religion is superstition and fear, and whether schools and school children are being improperly influenced.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
AFO 1050

Takamatsu, Shikoku
October 1948

ANNEX E-2

SUBJECT: Civil Information Plans for October-December 1948

1. References:

- a. Ltr Hq 8th Army, dated 15 June 48, File AG 3000.1, subject: "Priority of Military Government Activities".
- b. "Schedule for CI Activities, Hq, 8th Army.
- c. Ltr this Hq., subject: "Plan for July-August-September", dtd 5 June 48.

2. General:

The policy enunciated in paragraph 2 of reference C still stands and requires no restatement.

3. Prefectural Information Sections:

No authority for positive action has been received as yet and the policy set forth in reference C will continue in force. However, a pattern has been detected in those prefectures in which Japanese initiation of and participation in information plans is greatest. These prefectures have themselves realized the need of an information section, office, or division and have taken the initiative to organize it. This trend should be carefully watched and nurtured with advice and assistance.

4. Specific Programs:

These will be largely dictated by the schedule for Civil Information Activities reference B. Reference A has been superseded but not yet officially released. Unofficial information sets up priorities as follows:

1st Priority

a. Information Programs

- (1) Crop collection
- (2) Political reorientation
 - (a) Local autonomy
 - (b) Civil Liberties
 - (c) Code of criminal procedure (this is not effective until 1 January 1949 and possibly later)
- (3) Tax collection
- (4) Health center development
- (5) Child welfare

2nd Priority

b. Information Programs

- (1) Labor-management relations
- (2) National Public Service Law
- (3) Daily Life Security Law
- (4) Typhus and diphtheria control

c. Media development

- (1) Visual education program, with particular emphasis on utilization and programming.

Annex E-2 (continued)

5. Crop Collection:

It is suggested that this be tied in with the 10% increase plan initiated in the spring of 1948 and all the efforts of the information section be coordinated with those of the economic section in putting these two over. 1948 will be a bumper crop due to unparalleled weather conditions but 1949 may be the year in which every resource known to agriculturists such as ground preparation, seed selection, fertilization and plant disease control may have to be brought to bear in order to make a crop. A growing tendency on the part of agriculturists and others to regard the world food situation as improving, whereas it is not, must be curbed. It is elementary that the greater the production, the greater and easier is the collection program.

6. Political Reorientation:

Much was done during the highly successful Board of Education campaign to bring home to the people the increasing decentralization of government and the growth of local autonomy. This realization should be nurtured with every device at the command of the civil information officer and his Japanese counterparts. Civil Information plans on Local Autonomy and Civil Liberties should be given renewed impetus during the coming months. This is a "dry" subject and calls for ingenuity in making an interesting presentation. In connection with this program newspapers should be encouraged to report fully the activities of the newly elected Boards of Education.

7. Tax Collection:

It is expected that Tax sections or teams will be added to military government personnel in the future who will be concerned primarily with this problem. Pending this Civil Information officers must work closely with the team section charged with tax responsibility in bringing home to the people the necessity, however unpleasant it may be, of paying taxes promptly and in full. The new transaction tax should be featured and continual pressure applied to the payment of delinquent taxes on which there is never a closed season. Newspapers should be encouraged to place a spotlight on tax evaders and play up convictions. It should be generally known that informers receive a percentage of taxes collected through their information. One informer in Ehime prefecture recently received ¥100,000, which is the maximum amount allowable.

8. Health Center Development, Child Welfare & Labor-management Relations:

Specific information programs are now in the process of compilation and will be released at an appropriate time.

9. Information Committees:

Considerable activity along this line has been taking place in the region since the inauguration of the idea in Tokushima. The purpose of these committees is to implement existing media which reaches only an estimated 60% of the population. Referring to paragraph 3, it has been interesting to note that where the burden of the work was placed upon the Japanese the need for a coordinating influence at a higher level was soon recognized and steps were taken toward the setting up of a prefectural information section. This is a healthy indication and a necessary one, for local information committees, once organized, must be given a steady flow of work in order to keep them alive.

10. Visual Education:

a. The third quarter will see this program completely underway. Additional projectors, both motion picture and baloptican, will have been distributed, and Civil Information officers must insure that the best possible use is made of them. CI&E films are improving in quality and subject matter and after three months it is believed that the technique of showing these pictures has improved, although it is certain that there is room for considerable improvement. The

Annex E-2(continued)

suggestion is made that visual education authorities who are charged with the responsibility for showing these films preview them thoroughly and provide a written outline for each one to enable the person or group showing them to carry on a subsequent discussion. This procedure will best accomplish the civil information mission in this program (1) by education of exhibitors and (2) enlightenment of audiences through discussion participation.

b. Greater use should be made of baloptican projectors during the third quarter. It is realized that to date there has been a vacuum of CI&E film strips but region and locally-prepared opaque material has been used to good advantage. Japanese-made film strips have been produced for as little as ¥150 per print. With the increased number of balopticans expected to be in use during the third quarter the need for additional material has become apparent. A request has been made to Headquarters, Eighth Army, that opaque material of the proper size be furnished in quantities for use in balopticans. Action on this is now underway by the CI&E, SCAP Exhibit Section.

Pending such supply, efforts will be made by this headquarters to furnish adequate material which may be supplemented by team facilities.

C. E. SECTION EXTRACTED.
USED AS WALL REFERENCE.

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

CE
(sent me to
Kochi
Takamatsu, Shikoku
5 June 1948
(This is all
we have)

SUBJECT: Plans for July-September 1948

TO : Commanding Officer, Ehime Military Government Team, APO 1050
Commanding Officer, Kagawa Military Government Team, APO 1050
Commanding Officer, Kochi Military Government Team, APO 1050
Commanding Officer, Tokushima Military Government Team, APO 1050

1. References:

a. Ltr, Hq Eighth Army, AG 300.1 (MG-X), subj: Priority of Military Government Activities, dated 22 March 1948.

b. Ltr this Hq, subj: Plans for April-June 1948, dated 3 March 1948.

2. This present revision of previous plans is at best only a refinement. It is hoped that errors or inconsistencies have been corrected.

3. The Japanese are still giving mainly only lip service to democracy. They still do not practice actively the procedures required of them under their own constitution and laws. They are less inclined to exert themselves in making democracy work than they are to indulge in the luxury of endless discussion which democracy permits them.

4. It is still the job of the Japanese to make their own plans and to carry them out, but we must renew our efforts at stimulation, encouragement, prodding, pressuring, to cause them to move and to keep moving under their own power-- in the desired direction, and with due regard to the controls of democracy; in other words: They must learn to ride the bicycle of democracy.

5. Let your own plans provide for even more active field work. Get into the guns and villages. Be seen by as many Japanese as possible. Work not only with your technical counterpart--as for example the public health officer, or school principal--but also contact the mayor and assemblymen who have responsibility for administration and certainly for financial support of the subject with which you are concerned. Let the Japanese learn by your constantly repeated emphasis that democratic government is a combination of a great many activities and responsibilities.

6. The emphasis is still on making the Japanese do it. Eventually we shall withdraw our steadying hand, but for a long time to come we shall have to continue to apply pretty direct pressure; we shall have to devise specific plans; we shall have to cultivate again and again, and check repeatedly to assure that the bicycle is not abandoned down some dead-end alley.

7 Incls:

1. Annex A Legal Gov't
2. Annex B-1 Public Health
3. Annex B-2 Public Welfare
4. Annex C Labor Surveillance
5. Annex D Economics
6. Annex E Education
7. Annex F Information

R.E. Coughlin
R.E. COUGHLIN
Colonel CE
Commanding

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

ANNEX A

SUBJECT: Legal & Government Plan for July-September 1948

1. Introduction: Tendencies already visible indicate that the high priority accorded surveillance of courts in the 2nd-quarter plan has been completely justified. The backlog in each prefecture is still high, but it is considered that the slight decline that has been effected, against a soaring crime-rate, may be credited at least in part to close MG attention to the activities of procurators and courts. Surveys made in several prefectures now attest the urgency of closer surveillance of the legislative field of government. Apportionment of time between each of the following phases will be determined by the discretion of the prefectural team officer himself, who will be guided nevertheless by the suggested priorities of this plan.

2. Stimulation of Democratic Legislatures: Surveillance of local assemblies by Military Government has hitherto usually been of a very perfunctory nature. Recent probing into the mode of operation of assemblies has disclosed a disquieting situation. Lip-service is given to democratic principles but in practice they are almost wholly disregarded. Parliamentary procedure is virtually unknown, even in the prefectural assembly. The legislative branch of government has traditionally been weak in Japan and it is necessary to raise its effectiveness and prestige to the level of the executive branch.

Since their duties are not specific, it is difficult to instruct and stimulate legislators. The Legal & Government officer of necessity will seek the advice and co-operation of his CI and CE colleagues, for the fields of all 3 sections merge in the project of orientation in democratic techniques. In a democracy, sometimes defined as a system of checks and balances, the assembly serves as counterweight to the executive. For example: by educating themselves in public finance they will scrutinize and perhaps curb the exuberant spending plans of the executive and thus ensure that government is conducted on a sound economic basis. They must also be ever-vigilant against bureaucratic tendencies in the executive or his administration. Finally they must have loyalty to their electors at large, not to any special section or individual in the local community or beyond it.

Within the Assemblies the system of Standing Committees will need stimulation. Committee techniques, such as open hearings and interim investigations, should be encouraged.

3. Economic Law Enforcement Drives: The contention in this section of Annex A to the last 3-month plan is reiterated, viz, "The biggest contribution Legal and Government officers can make to the success of these drives is to speed the prosecution of violators". In addition, endeavours will be made to obtain more uniform police action throughout the prefecture. The initiative of one team which secured the services (on loan) of a public procurator to work directly in and with the Economics Section of the team has paid off handsomely and the idea may command itself to other teams.

ANNEX A (continued)

Legal & Government officers will be familiar with, and ready to advise Economic officers or others on the legal aspects of the following programs:

- a. Fish & Vegetable Distribution Controls
- b. The dissolution of the Nogyokai and establishment of new Agricultural Co-operative Societies.
- c. Land Reform
- d. Elimination of Control Associations
- e. Inventory & re-distribution of critical materials

4. Towards the fulfilment of Local Autonomy: Evident throughout the Region is an unfamiliarity with and ignorance of the meaning of local autonomy. The habits of mind instilled by the old system are still present, being manifested in such ways as "bossism" in city and village chiefs and the shadowy existence of neighborhood associations under a variety of other names. Even those who sincerely desire to act democratically are handicapped by the prevailing ignorance of democratic forms.

The key to the problem is the establishment of complete confidence between the people, the executive and the assembly. Each has the right to know what the other is doing and the duty of keeping the others informed. If such reciprocal relations can be fostered the dictatorial inclination will find no nourishment and soon die away.

The tax law presently before the National Diet envisions that local government will be able to reap most of its revenue locally and not be so dependent on national or prefectural subsidy. In any case, ensure that sound principles of public finance are applied throughout local administrative levels. The local affairs section of the Ken-cho should have an important role to play in advising inexperienced local chiefs and their clerical staffs, but they must resist the temptation to direct them.

A study will be made by Legal and Government officers of any local agencies of the national government which may be duplicating the work of the prefectural government. Where proof can be obtained that their operations are redundant or usurping those properly belonging to the Ken-cho recommendation for their abolition should be forwarded to higher headquarters.

Legal and Government officers will get to know intimately the problems of local government in their prefectures from village level up to Ken-cho. But their personal contacts with officials should not be their only source of information. Lay opinion should be sought. This will involve frequent field trips to all parts of the prefecture.

5. Keeping the Courts at Work: During the first quarter of the year a significant upward trend in crime has been revealed. This trend is continuing into the second quarter and may well be a feature of the third. Surveillance of the district procurators and of the district and summary courts has produced a gratifying decrease in the court backlog in all prefectures. The relative smallness of the decline, however, when contrasted with the rise in monthly case-loads, leaves no room for complacency or relaxation of Military Government surveillance. Quick

ANNEX A (continued)

dispatch of court business remains as the sole remedial measure. This may be most easily effected through departure from traditional judicial practices, such as undue reliance on police records as evidence and long and ineffectual discourses by defense counsel, and closer adherence to the new codes. The movement of judges between courts to bring heavily congested localities into line with the rest, should be encouraged. Finally the award of punishments fitting to the crime and the discouragement by the first trial judge of frivolous appeals are put forward as salutary deterrents to serious crime. It is considered that the overcrowding of prisons is a lesser evil than the psychological example set by inadequate sentences passed on criminals, especially in the economic category.

6. Achieving a Democratic Police: The first 3 months of operation of the dual system have thrown into relief a number of weaknesses. The principal one is the unchallenged ascendancy of the NRP which, having secured most of the existing facilities and the best qualified officers, is calling the tune for the municipal police. Other defects noted are ill-co-ordinated police efforts, ignorance of recent laws, and paralysis in the face of popular demonstrations against civic authority.

The ill-balance between the two police systems can best be corrected by the P.S. Commissions. Particularly the Prefectural Commissioners, who represent the entire public of the ken and not merely those less closely settled areas where the NRP has jurisdiction, should use their influence with the NRP chief to prevent domination of the municipal police, at the same time encouraging co-operation, exchange of advice, and where the same facilities are shared, harmonious sharing by both branches. The local Commissioners for their part should endeavor to raise the standards of the police they control, in bearing, conduct and knowledge of the law.

While in quality of PS commissioners seems high, their integrity and purpose may be undermined in two ways. Firstly some of the commissioners have large vested interests in their community or are members of a powerful political organization, and vigilance must be exercised against their utilising the police for the protection of 'rackets' of any kind whatever. Secondly the energetic and astute NRP chiefs of at least three prefectures may seek to obtain greater power over the municipal police by sponsoring associations of local public safety commissioners which would commit each autonomous police system to adoption of the same regulations (actually authored by the NRP). Association and frequent meeting of public safety commissioners is quite laudable if convened to improve autonomous police operations but should not be an instrument for unification under secret NRP direction.

7. Civil Liberties: During the currency of this plan a nation-wide campaign will be undertaken to make better known to the public the provisions of Chapter III of the Constitution, "Rights and Duties of the People", and of the revised Civil and Criminal Codes. The responsibility of the L&G officers in relation to this program is bi-fold:

- a. To watch for encroachments of civil liberties by government officials (to include but not be limited to the police and procurators).
- b. To exercise surveillance over the courts in their hearing of civil litigation, which should increase in volume as consciousness grows among the public of the new means available to effect redress of civic wrong.

ANNEX A (continued)

8. Collection of Taxes: (Where primary responsibility of Legal & Government Officer). Intervention of Military Government in this field was the decisive factor in the recovery of 100% of the national taxation goal for the last fiscal year, a situation without precedent in Japan. While the trend to inflation persists surveillance will still be maintained over the collection of the monthly assessments. Public exposure of major defaulters, attachment of property except agricultural land in lieu of unpaid tax, and a general stiffening in the attitude of taxation officials to tardy payors, will be sought by L & G Officers charged with this program. In addition, they will enlist the co-operation of the CI & CE Sections to warn tax evaders that as members of a community dedicated to democratic ways they are, 'not in good standing'. Although it is not required by OD 4 of 1948, Legal and Government officers will extend their surveillance to cover prefectural and municipal taxes, of which a high percentage are outstanding. This is another reflection of that back-wardness in the field of local self-government which is treated elsewhere in this plan.

9. Conduct of Provost Courts: OD 33 of 14 May 1948 rescinds and replaces OD 29 of 1946 and all the amendments and addenda thereto. Legal & Government officers will be thoroughly conversant with the new directive.

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ANNEX B-1

SUBJECT: Public Health Plans for July-September 1948

1. Reference is made to Annex B-1 of letter this headquarters, subject, "Plans for April-June 1948", dated 3 March 1948. This annex should be reviewed and the general principles expressed there should be extended over the next period's planning. The following paragraphs indicate specific projects which will require emphasis.

2. Health Centers: The prefectural model health centers should be already in operation, or nearly ready. Therefore a definite educational program for all health center personnel of the prefecture should be set up and begun, using the model as the training center. The team Public Health Officer should become very familiar with the organization and work of each individual health center and should see that they send proper persons to the model health center's training courses and that the information gained there-from is applied. The basis for the training is the material acquired by team public health officers and Japanese health officials at the Tokyo model health center demonstration.

3. Preventive Medicine: a. The diseases of primary importance during this season will be the enteric diseases. Careful epidemiologic data should be maintained and spot checks made to determine accurate reporting of cases, adequate treatment and tracing of sources of infection. No outbreak should be allowed to progress beyond a few cases. Spot maps are very helpful. Typhoid immunizations should have already been completed.

b. Japanese B Encephalitis cases may occur in any part of the region. The team Public Health Officer should be aware of the symptomatology (see T B Mod 181) and should attempt to see all suspect cases before reporting. If any case is reasonably suspect, it should be reported to this office by telephone and procedures initiated for obtaining blood serum specimens as early in the disease as possible and at 2, 4 and 8 weeks after onset. These specimens should be sent iced in sterile containers by courier to this office, from which they will be transmitted to Tokyo.

c. Any unusual outbreak of any disease should be reported to this headquarters by telephone, giving as much detailed information as is available.

4. Sanitation: a. Control of the summer epidemic enteric diseases is essentially a matter of filth control. Remarkable decreases in the incidence of these diseases were obtained during the past two years and should be furthered this year. Fly control and protection of water supplies are problems of prime importance.

ANNEX B-1 (continued)

b. With allocations of cement available, the team Public Health Officer should see that the prefecture has set up a priority system for its use in sanitary engineering facilities, that these priorities are adhered to and that a definite systematic improvement program is maintained.

c. Proper operation of the area sanitary teams should be closely observed. There is a subsidy available for this program and there is no excuse for its non-operation. Do not let neighborhood sanitary associations take over these functions or responsibilities.

5. Nursing: One week of each month will be spent at each team by the nursing consultant, this headquarters, conducting an actual education program for the principle nurses, public health nurses and midwives. The team Public Health Officer should cooperate in this program and should see that the instruction is passed on to all nurses and that it is applied in practice.

6. Education: a. All phases of public health education must be continued, with team Public Health Officer and Japanese health officials contacting as many people--lay, professional and governmental -- and indoctrinating them with health principles as is physically possible.

h. Cooperation with Information Section: Continued close working between the team Public Health Officer and CI Officer is necessary to keep all programs alive.

7. Budget: Checks should be made on the use of the prefectural Health Department's budget. Even though larger than ever before, it is still inadequate and cannot afford to be frittered away on inefficient, unnecessary or social programs.

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ANNEX B-2

SUBJECT: Public Welfare Plans for July-September 1948

References:

OD No. 9, 1947, Public Assistance Program
Japanese Law No. 17
Daily Life Security Law
SCAPIN 775, Public Assistance
OD No. 8, Feb 1948, Social Insurance
OD No. 9, 1948, Reorganization of Welfare Department
OD No. 14, 1948, Supplementary Ration for Foreign Nationals

1. Administrative Reviews. More and more welfare functions should be included in routine administrative reviews. Everything from routine checks on budgeting of recipient cases to organization, planning, reorganization of departments, surveys of capabilities of personnel etc., can be looked into whenever a visit is made. Every effort should be made on the part of the team Welfare Officer to visit as many welfare offices each month as time will permit. The very fact that the team Welfare Officer is seen and becomes known in all parts of the prefecture will go a long way toward stimulating better Welfare work on the part of the Japanese.

2. Child Welfare: Now that the childrens' sections are organized in each prefecture an all out effort should be made to see that all its phases start functioning while enthusiasm is still high, and to prevent any time lag due to non-availability of facilities. Planning, forming of committees, studying of the laws and background material, recruiting of well qualified personnel, are just a few examples of what can be done before the child centers and health clinics are completed. There is no better opportunity for real and close cooperation between the health and welfare sections than in the child welfare program. This program offers an opportunity for private physicians, community leaders and public spirited citizens to demonstrate their worth if properly encouraged and stimulated. Constant checking of welfare departments is essential to make sure that the children's section is given proper personnel and encouragement by the welfare chiefs of prefectural and local governments.

3. Community Activities and Programs. Although this phase of welfare activity may still be a bit vague in the minds of the Japanese, it affords an almost unlimited opportunity for real solid social work. Up to this time most welfare activities under surveillance have been at best expedients to prevent unrest and hardship. A good program of voluntary contributions and activities aimed at the betterment of the community will pave the way toward social education of the Japanese. True there will be countless misconceptions and misunderstandings and

ANNEX B-2 (continued)

the methods employed may prove of little value, but with proper stimulation and guidance and with the aid of carefully chosen leaders the results should be much better than in the previous Community Chest drives and Red Cross contribution programs. The cardinal principle should always be that these programs should be put into operation by public spirited citizens, professional people, and the leaders of all elements of society. The tendency to turn them over to officials who may be limited in ability and already over loaded with other duties should be carefully guarded against.

4. Minsei-Iin Training. The practice of disseminating information and instructional material thru Minsei-Iin committees has been proving successful. Japanese officials must be made to carry the burden of getting all instructions down to the Minsei-Iin committees and then to the Minsei-Iin themselves. It is recommended that the vice chief of the welfare department or some other official who is qualified, make personal appearances before Minsei-Iin committees for orientation and explanation of current laws and policies.

5. Instructions. Inspections should be conducted from the standpoint of improving administration, efficiency, and sanitary conditions. Most private institutions are hold overs from the old system of welfare in Japan and have in asense outlived their usefulness. Little by little their functions will be taken over by Public Agencies which if run properly will do a better job and reach more people. Time spent on private institutions should be carefully budgeted in order that more time be spent on the constructive phases of public welfare.

6. Disaster Relief. Emphasis at this time must be on the necessity for local towns and villages to have comprehensive written plans for disaster relief. This is especially true as it applies to emergency stores of food, clothing and medical facilities. Preventive measures and safety precautions should be considered in disaster planning.

7. Surveillance of Welfare Officials. More and more responsibility for dissemination of information, organizing, and planning should be demanded of welfare officials from the top down. Plans for current activities and also plans for future activities can be made at lower levels before the directives from the ministry of welfare. Advice and counsel should come from Military Government but actual effort and pushing should come from the Japanese Officials. The practice of borrowing people from the Minsei-Bu to work in the Military Government welfare office for a period of training has proved successful in one prefecture and is recommended for others. This is one way to relieve the shortage of qualified personnel which exists in every Military Government welfare section until competent assistants can be obtained and trained.

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ANNEX C

SUBJECT: Labor Surveillance Plans for July-September 1948

1. Although the labor picture at the present time is rather quiet, it is necessary to recognize the fact that there is still considerable labor unrest, and that it may flare up at any time. Therefore a labor plan for this next three-month period must be flexible enough to meet any situation that may arise. Since things are currently quiet, now is the time to concentrate on Labor Education and keep this phase not only an active one, but also a progressive one. Other phases of Labor should not be neglected, but a greater emphasis should be placed on Education.

a. Labor Relations: With the various Labor Relations Committees becoming better organized and more experienced, their use by labor and management will increase, and with increasing success in the settlement of disputes. A close contact with the Labor Relations Committee in each prefecture will be very profitable.

b. Labor Standards Section. There is an enormous amount of work to be done in this field of labor. Prosecution of violations, which formerly were required to be reviewed at a national level, have now been delegated to local offices, and a close surveillance should be exercised by M.G. Labor Officers to correct such discrepancies as the following:

- (1) Committees, as required by law have not all been established.
- (2) Frequently no action is taken in regard to violations except repeated warnings.
- (3) Reports from employers are very slow in reaching the Labor Standards Office.
- (4) In only one prefecture on Shikoku, has there been any dormitory rules filed with Labor Standards Bureau (Ehime).
- (5) Employers are usually very slow in paying Compensation Insurance.
- (6) Much time is lost by continual rechecks. Only one recheck should be necessary.

c. Prefectural Labor Offices. During the period 13 April through 18 April 1948, a representative of the Labor Section SCAP in company with a representative from the Labor Section this headquarters, made a rather thorough inspection

ANNEX C (continued)

trip of each of the four prefectures Labor Offices. Special attention was given to the following:

- (1) Labor Relations Committees
- (2) Labor Administration Sections
- (3) Labor Employment Security Offices
- (4) Labor Standards Bureau Offices.

The results of this inspection was published and distributed, and listed a great many deficiencies which came to light. Using this as a guide, repeated surveillance of the Prefecture Labor Offices should be exercised, and if the deficiencies noted have not already been corrected, then they should be called to the attention of the proper officials concerned.

d. Labor Education. This important phase of the Labor field needs to be given a great deal of attention in the near future. Each union should have an education committee, and they should be constantly encouraged to become more and more active. Advice should be given as to the procurement and use of education materials. In this respect, the Labor Administration Office in each prefecture should be encouraged to take an active part in promoting this campaign. Noon-day talks to various labor groups will always "pay dividends", and is well worth the time and effort expended. The Labor Education School, sponsored by the Central Labor Ministry, will be held at Kotohira, in Kagawa prefecture from 30 August to 4 September 1948. This school covers the entire Shikoku region with delegates from each of the four prefectures attending. Close supervision by MG in each prefecture is indicated. The methods used in selecting the applicants to attend, should be closely checked to ensure that rank and file members, men as well as women, have the opportunity to attend. Since the Labor Administration in each prefecture is in charge of this project, advice and encouragement should be freely given.

e. Growth and Development of Labor Unions: With the formation of new labor unions gradually subsiding, it seems rather pertinent at this time to make an analysis of the unions already formed, and tabulate statistics concerning number of members, character and type of union officials, union dues, activity of sub-committees of each union especially the Labor Education Committees, and other pertinent data.

f. Survey. It is proposed to carry out during the forthcoming period a comprehensive survey of the finances of unions, paying especial attention to their use of union funds.

g. Field Trips. Periodic field trips are planned to assist all Labor Officers in the implementation of this plan and check on progress being made.

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ANNEX D

SUBJECT: Economic Plans for July-September 1948

1. The Economics Plan for the quarter July-September 1948 is not startlingly new. It has seasonal, priority and routine features. The priorities for various activities are based on the listings set forth by Eighth Army Military Government Section under title "Priority of Military Government Activities" dated 9 December 1947.

a. Collection of Staple Foods. This is the seasonal beginning of a high priority recurring program. Previous years experience coupled with proper pre-planting allocations and collection quotas should ensure an orderly collection in excess of any quotas assigned. This is a basic operational problem.

b. Staple Food Storage. It is important to observe, check and encourage the Japanese officials to survey their storage facilities at the low ebb of storage to assure a maximum effort in reducing storage and pilferage losses to a minimum.

c. Price Control and Rationing. The last 3-month experience should have been of great benefit to Economics Officers in the prosecution of the Fish and Vegetable Control Drive and the retention of the special BCOF teams should actively aid the program. Great progress should be made in the next quarter and Economics Officers should build up publicity drives to educate the general consumers from the School children to the Governor. If the support of the majority of the population is behind the drive, the confidence of the governor and Town Mayors obtained, and the Economic Inspectors and Police fully understand their work, then great strides will be made in the successful accomplishment of this mission. Close contact with Legal Officers is essential to full coordination and prosecution of individuals and associations violating price and control regulations. The use of Army transportation and Army personnel on routine drives and checks will bring negative results if the public and police are not behind the drive. Actually sufficient work has been put into the program to enable the Economic Inspectors and Police to take over the full responsibility and activity of the Drive. Special teams could well confine their activities to surprise raids with inspectors, educational lectures to Inspectors and Police, checks on the flow of Incentive and Link Goods and general supervision of the police activity on the program.

d. Surveillance on the Collection of Japanese Taxes. Tax collections for the fiscal year ending March 31 were in excess of quota. However there are taxes for that fiscal year which remain uncollected and vigilance in collecting these overdue taxes must not be relaxed. Officers have been detailed to continue tax surveillance thru 30 June. Presently as an additional duty "Tax Surveillance" personnel may be used in surveillance of critical materials inventory.

ANNEX D (continued)

e. Dissolution of Nogiyokai and Formation of new Agricultural Cooperatives. OD 31 reports on dissolution of control associations must be accurate, though now past due. Each association reported on must be identified by a number assigned by the respective prefectural officials. In addition to law violation paragraph number description, word description of the manner of violation must be included. Any newly formed cooperative which is found to have illegal control provisions or features in its organization must be reported under the category "1" of the 30 May 1948 Division, even though this has been reported as newly formed under provisions of O.D. #33.

f. Industry. With the increased supply of Electric Power and raw Materials now available Industry on Shikoku is receiving a decided impetus which is reflected in the increased output of textiles cotton yarn and coal mining machinery. It is highly desirable that this improvement should be encouraged with the exception that care should be taken to ensure that raw materials are not diverted into undesirable channels. Encourage Manufacturers of essential commodities and check Prefectural Electric Power Adjustment Section to ensure that they are forwarding the allocations of Electric Power to Manufacturers sufficiently early in any one month to enable them to gear production to the amount of power available.

g. Critical Materials. The Inventory and Redistribution of Critical Materials is an important supervisory program which has been added to the duties of MG Teams reference OD 27 of 1948. Regular spot checks should be made to check the accuracy of the lists submitted and close supervision of Japanese officials maintained to ensure that small manufacturers are made aware of the existence of available critical materials and that these items are being continually moved out to consumers. Fish and Vegetable control teams or tax surveillance personnel may be used by team commanders in this program if it found desirable and/or necessary.

h. Mining. The Mining of copper pyrite ore is essential on Shikoku for the ultimate manufacture of Fertilizer. Encourage mining officials to produce at capacity and make checks to ensure that all stockpiles of pyrite ore are consistently moved to the railhead and quickly transported to the smelter.

i. Export and Import. Encourage manufacturers to produce commodities suitable for overseas trade from materials in good supply. Have them prepare attractive Samples suitable for exhibiting to the keen and discriminating judgment of foreign buyers. There have been several contracts obtained recently by Shikoku manufacturers and every encouragement and assistance should be given by MG Teams to give this trend an upward spiral.

j. Land Reform Program. The land reform program is basic and a continuing program. Surveillance of Local Land Commissions operations should be continuous to accelerate sales to non-owners of land who desire to farm after making purchase of the farm land.

k. Transportation Certificates. Surveillance of issue and use of certificates by Japanese officials and operators should continue. Its use is for control of using agencies to keep them within their allotments and not an end in itself.

ANNEX D (continued)

1. Transportation Coordination. Mr. Yagi Shikoku ESE has been appointed transportation coordinator for Shikoku Region. If transportation bottle necks occur the firm or individual should make every effort to prevail on the appropriate local transportation agency such as railway bureau representative or civil merchant marine committee. The next step is the Japanese prefectural level. If these successive efforts fail then the matter may be brought to Mr. Yagi for solution on the island level. Problems which cannot be settled on the island level will be reported by Mr. Yagi to the Japanese central government. Military Government team personnel should maintain surveillance and offer advice but the Japanese operate the plan. The Region Economics Officer will attend periodical meetings held by Mr. Yagi on island level. He desires information from teams on unsolved transportation problems which may arise in the several prefectures and which cannot be solved on the local or the prefectural level.

2. Personnel of the Economics Section will continue to visit each prefecture each month to keep close and intimate contact with field operations. Our mission is to be of service to the operating teams. We are not operational except in very limited definitive projects approved by the Senior Military Government Officer of Shikoku Region.

3. It is planned to continue monthly Economics Conferences to be held at such times as it is believed that a real contribution can be made to the Military Government Mission.

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ANNEX F

SUBJECT: Plan for Civil Information Activities, July-September 1948

1. Reference is made to:

- a. O.D. 57, 16 Aug 47, subject: Civil Information Activities
- b. O.D. 67, 15 Oct 47, subject: Motion Picture Projection Equipment
- c. O.D. 19, 26 Feb 47, subject: Civil Education Program
- d. O.D. 22, 31 Mar 48, subject: Crop Production and Collection
- e. O.D. 3, 9 Jan 48, subject: Japanese Agricultural Cooperative Program
- f. Publications Analysis, No. 171, dated 18 May, CI&E, SCAP, subject: The Agricultural Cooperative Associations
- g. Ltr., this Hq., dated 20 Dec 47, file AG 000.7, subject: Civil Information Material on Farmers' Cooperative Associations
- h. O.D. 4, 21 Jan 48, subject: Surveillance of Japanese Tax Administration
- i. Ltr. Hq. 8th Army, dated 22 Mar 48, file AG 300.1, subject: Priority of Military Government Activities

2. General: The overlay to all Civil Information activities, not only for the forthcoming quarter, but for all time to come, will be the heavy accent on the development of initiative and necessary techniques on the part of the Japanese in the field of Civil Information. The eventual goal of each Civil Information Officer should be to work himself out of a job.

3. Prefectural Information Sections: While the present policy of SCAP and Eighth Army is to neither encourage nor discourage the formation of Information Sections within the ken governments, there is no proscription against utilizing such facilities as already exist. However, informal information has been received that SCAP may issue a letter directing assistance in setting up such agencies. In the meantime Governors may be approached on the subject but orders or strong suggestions to establish such agencies are not in order. The end result should not be at the expense of a heavy budget increase or an information machine which will be used to further political ambitions of officials. Rather, use should be made of existing personnel. Close surveillance should be maintained to consist of weekly activity reports from the information agency followed by spot checks. The lack of any organized prefectural information means makes it mandatory on the Civil Information Officer to insist on the appointment of qualified individuals in the appropriate sections of the prefectural government who, in addition to other duties, can assume an information cloak. These should be supplemented by like officials in gun, shi, machi and mura. The necessity of this is beyond debate in order to reach the "lost 50%" in this region who are beyond the pale of radio and newspapers.

4. Specific Programs:

- a. Economic Rehabilitation.
 - (1) Tax Collection. This should not be allowed to remain dormant for another year, necessitating a last minute, intensive campaign.

ANNEX E (continued)

Beginning immediately, but with subdued tempo, tax officials should be urged to undertake a continuing educational campaign of the visual type to get people tax minded. A taxpayer parts with his money reluctantly to be sure, but perhaps less reluctantly if he knows where the money goes. However, he is not going to wade through elaborate reports to find out. Therefore, efforts should be made to make available to the taxpayer, graphically and simply, the distribution of tax money to the point where the Japanese will in time get the impact of the cliché which is so familiar to every American, i.e., that there are two certain things, "Death and Taxes."

(2) Crop Production and Collection: The end of the third quarter will see the beginning of the second phase of this program. Preparation must be made well in advance to see that the fullest implementation of it is realized. Full justice could not be done to the production phase due to the poor timing of the initiation of it but there is ample time to see that the second and now equally or more important phase receives the necessary attention.

(3) Agricultural Cooperatives: Nogyokai dissolution having been effected, this program is now in its second and most important phase and requires close liaison between Economic and Information Officers. More frequently than not, the dissolution of one Nogyokai has resulted in the formation of several cooperative associations and the necessity of an information program with education in democratic procedures and organizations is clearly indicated. Reference "f" on this subject is required reading.

(4) Price Control: Continued work on attempts to stamp out or decrease black-market activities is indicated. While economic conditions are the best cure for this, information techniques have been developed in some of the prefectures which cannot help but have a deterring effect and such an effect, even in a small degree, is worth the effort.

b. Education.

(1) Perhaps the most immediate need of Civil Information work in this field centers on the subject of Temporary Conference Groups as set up in Hatsugaku #63. This too requires close liaison with the Education Officer. Reports from prefectures indicate much unfamiliarity with the objectives outlined in Hatsugaku #63, and indeed some ignorance of the document itself. Decentralization of the school system and the attendant election of school boards is scheduled for the fall of this year and the Temporary Conference Group was intended as a springboard for this radical jump. The Civil Information approach to this will depend upon the activities of the Education Officer.

c. Public Health.

(1) For the third quarter information programs on Sanitation and Insect Control and also Disease Control should be carried out with the cooperation of the Public Health Officer.

ANNEX F (continued)

d. Political Information & Education.

(1) The most important program under this heading to be undertaken during the third quarter will be concerned with the local Autonomy Law. Teams from the Government Section of SCAP have laid a groundwork by conferences in each prefecture and Civil Information Officers will work closely with Legal & Government Officers in the full implementation of this program.

5. Visual Education:

a. This is at once a program in itself and a vital part of other programs. What with the present projection equipment which will be later amplified, the regular receipt of educational films from the Educational Film Library of CI&E, SCAP, and the impending receipt of balopticons for the projection of slides, film strips and opaque material, most of the foregoing programs can be strengthened by visual means. The repository of these films will eventually be the film unit of the prefectural library but the use of them will probably be largely under the direction of the Visual Education sub-section of the Education Section. Visual Education, however, is a comparatively new subject to the Japanese and there is a paucity of trained personnel. Consequently great care must be exercised to see that these films are properly used. It is not an uncommon practice among the Japanese to take a group of unrelated titles and show them at random. Such a procedure accomplishes little or no good. Pictures must be chosen for the occasion. Such planning should be the burden of the Visual Education Section working in conjunction with other sections and should be subject to surveillance by the Civil Information Officer. Full publicity should be given to available titles and new titles as they are received and a good booking system worked out.

6. Conclusion: It is to be expected that there will be new information programs forthcoming in the next quarter which are not referred to here because they are still in the formative stage. Each Civil Information Officer should have his groundwork with his Japanese counterparts so well laid that even the most extensive program could be gotten underway with a minimum of effort and time. Civil information Officers will, of course, take the initiative where it is evident the Japanese action for some reason or other is inadequate, but it is hoped that future activities reports will be marked by such statements as "The Social Education Section at the suggestion of this office" ***** "rather than This office did"*****