and most of the large hotels were forced to close. Although rounds were made, police took little part in this type of law breaking, since restaurant reports were to be filed. However, the price check-ups in food supply stores, wholesale houses and godowns were another matter; with these affairs the police were out constantly and many arrests were made which ended in long detentions and many convictions.

ii. Community and District Councils. The organization used now for the administration of many governmental "emergency" functions is that of community and district councils. In January 1941 for all of Japan these totaled 191,366 with 35,188 comprising the city sections and 156,178 comprising the town and village sections.

The creation of these auxiliary organizations has called for a further support so that a revival took place of the gonin-gumi and junin-gumi or the five man group and ten man group of the Tokugawa Shoguns' days. They are called now the tonari-gumi or near-neighbour groups. Revival of this form of organization has been useful and has served two main functions: first, to organize the people regionally "for serving the State in every day life", and second, to serve as a sub-structure for farming out the government's wartime instructions and activities.

Specifically these organizations serve many vital purposes under the Ministry's instructions, "the Summary of Basic Principles Governing Reorganization and Strengthening of Community and District Councils." These are for:

1. Rationing and the physical distribution of all necessities;
2. Civilian Air Defense Training Work;
3. Drives for national savings;
4. Production of agricultural products;
5. Training and molding the people's "moral and spiritual lives", so that "individualistic ways will vanish from their daily lives" and "all black deeds in their economic transactions will be eliminated."

Information on these items is sent to the populace by means of a circular or the kai-ran-ban which is passed among the group. When it is received by the household it must be read, the evidence of which is that it is stamped with the family's seal. To see that proper distribution of the kai-ran-ban is maintained is a duty of the chief or tonari-gumi chō or one of his deputies.

The organization of the councils and tonari-gumi is simple. District councils are in the shi and the community councils are in machi and mura. As an organization together they are auxiliary sub-

structure of the municipal and village governments. Whether or not numbers are formed in a given district depends upon (1) the existing regional cooperative organizations and activities, (2) the respective population of the area, and (3) relative complexity in the supervisory relationships for all concerned.

The officer of the council is a president, normally the municipal or village head, school teachers, men of experience or the ward chiefs or ku in cities. Other officers and a staff compose the council's administration.

Meetings under the Ministry's instructions are to be held frequently to which not only the heads of families are to come, but also the entire families. The Ministry has laid great stress on regular meetings of large groups "to insure our neighborliness."

The reorganization of the tonari-gumi makes them a more definite substructure to the councils, machi and mura governments. Representatives of the tonari-gumi serve in rotation. The size of the unit depends upon the geographical placements of the houses and the occupations of the families.

Obviously the entire organization is an excellent means for funneling governmental propaganda on anything to the whole populace. That the entire system is considered most essential is measured by the fact that the Ministry subsidized the training for the councils and for the tonari-gumi and has issued encouraging as well as mandatory instructions for procedures.

(4) The Bureau of Public Works or the Doboku Kyoku

The Bureau of Public Works or Civil Engineering (do, soil; and bo, wood) has charge of the construction of national highways or kokudō and supervises as well as subsidizes the kendō and to some extent supervises the Machidō. Port and River improvements are large and continuous undertakings as the accounts in the budget for the Ministry demonstrate.

For all this important work the Bureau has six sections to administer it. The titles of the sections are self-explanatory.

(a) The Harbor Section or Kōwan Ka
(kō, harbor; wan, bay)
(b) The Road Section or Dōro Ka
(dō, large road; ro, small path)
(c) The Rivers Section or Kasen Ka
(d) The First Technical Section or Gijutsu Dai Ikka
(e) The Second Technical Section or Gijutsu Dai Nika
(f) The Third Technical Section or Gijutsu Dai Sanka

Each of these sections has its own personnel of engineers, technical men and specialists. Most of these men enter their professional careers as early as civil service conditions permit and they remain for life.

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Thus one man may become a technical expert in dyke construction or in bridge building and will go from one area to another throughout the empire.

(5) The Planning Bureau or Keikaku Kyoku

Because of the forces of nature in Japan, the Japanese are constantly at planning and research work. In this Bureau both are carried on in tidal wave and flood control prevention, types of buildings and areas for construction, remedies for earthquake destruction and regular community layouts and planning.

Four sections are maintained in the Bureau:

(a) The First Technical Section or Gijutsu Dai Ikka
(b) The Second Technical Section or Gijutsu Dai Nika
(c) The Business Section or Shomu Ka
(d) The City Planning Section or Toshi Keikai Ka

e. Attached Agencies of the Ministry

Attached to the Ministry are three other highly significant institutions of national importance.

(1) The Metropolitan Police Board or Keishi-chō

The Board has been a pattern for all of Japan in police administration both in structure and functions. For the conduct of its affairs there are six departments and a secretariat.

(a) Officials. The Superintendent General or Keishisōkan is the governing official of the Board; he receives his instructions whatever they may be directly from the Daijin and not from the governor of Tōkyō-To. Moreover as has been stated he outranks the prefectural governors on official and social occasions. The other officials forming policy with the Keishisōkan are the chiefs or chō of the departments or bu.

(b) The Police Affairs Department or Keimu Bu. Headed by the Chief of Police or Keimubuchō, the department has two sections, the Police Affairs or Keimu Ka, and the Health Police or Keiei Ka. It has charge of the general police administration of the Board. In the department there are also many specialists to inspect and check on buildings and medical conditions.

(c) The Special Higher Police Department or Tokubetsu Kōtō Keisatsubu. More frequently called by its abbreviated form of Tokukō, the department has six sections, the titles of which indicate their functions.

i. Foreign Affairs Section or Gaiji Ka
ii. The Number Two Section or Tokko Dai Nika
iii. Korean Section or Nai-sen Ka
iv. Censorship Section or Kenetsu Ka
v. Labor Section or Rodo Ka
vi. Number One Section or Tokko Dai Ikka

The Number Two Section has a higher ranking civil service official as chief than the Number One Section.

The work of this department is on a higher level in police administration than the others of the Board. It would correspond to that of our Federal Bureau of Investigation. Special instructions eminate from here on thought control. A person may think many things on all questions but he does not dare to express them or write them except under harrowingly severe penalties.

(d) The Public Health Department or Eisei Bu. This very important department has six sections and a corps of specialists.

i. The Veterinary Section or Jūi Ka. The work of this section is confined to inspection of horses, cows, dogs and poultry.

ii. The Epidemic Prevention Section or Bōeki Ka. The work of this section is vital to Japanese. The police are concerned with the enforcement of the following laws:

1. Epidemic Prevention Law
2. Vaccination Law
3. Tuberculosis Prevention Law
4. Leprosy Prevention Law
5. Venereal Diseases Prevention Law
6. Parasites Prevention Law

iii. The Medical Affairs Section or Imu Ka.

iv. The Health Research Section or Eisei Kansashō Ka

v. The Bacteriological Research Section or Saikan Kansashō Ka.

vi. The Public Health Section or Eisei Ka. This section has the duty of supervising the compulsory annual cleaning of houses and of buildings, chains, wells and dumping grounds as well as for food inspections for health matters in restaurants, bars, cafes, dining rooms and food stores.

(e) The Peace Preservation Department or Hoan Bu. The Hoan Bu performs its functions with five sections augmented by a staff of specialists for inspections of buildings and areas. Certain types of matters of health in line of duty are investigated.

i. The Health Insurance Section or Kenkō-boken Ka
ii. The Factory Section or Kōjō Ka
iii. The Economic Peace Preservation Section or Keizai Hoan Ka
iv. The Peace Preservation Section or Hoan Ka
v. The Traffic Section or Kōtsū Ka

(f) The Criminal Affairs Section or Keiji Bu. The Keiji buchō has under his direction three sections and a corps of specialists.

(g) The Fire Department or Shōbō Bu. The Shōbōbuchō heads this department which is composed of one section, the Fire Fighting Section or Shobō Ka, and a good sized personnel.

(h) The Secretariat or Sōkan Kambō. The Sōkan Kambō has an office manager, the Kambō shuji, a number of inspectors of the Keishi, an information section or the jōhō ka, and two corps of specialists, one in building and one of local police technicians.

(i) The Fire Fighting Training School or Shōbō Renshūjo
The School is operated by the Board in Tōkyō.

(2) The Air Raid Defense General Headquarters or Bōku Sōhōm Bu
This Department has grown very large and its importance has increased tremendously. Instructions to the ken go directly to the governors who in turn pass them down through to the municipal authorities and to the District and Community Councils and to the tonari-gumi.

(3) The Police Training School or Keisatsu Kōshūjo. This has been the central training school for the better trained officers. In October 1943 courses of instruction were suspended according to announcements which went on to say that other training would be substituted and enforced which would "conform to wartime conditions."

f. Committees or Iinkai. The Naimu Daijin and his policy conferences are advised by special committees of which the following eleven are practical examples:-

1. Investigation of a Proper System of Shintō Shrines
2. Examination of Medical Practitioners
3. Examination of Dentists
4. Examination of Pharmacists

5. Central Hygiene
6. Sanitary Investigations
7. Town Planning
8. Labour Insurance
9. Labour Exchanges
10. Unemployment Prevention
11. Opium

g. Supervised Institutions. Under the control of this Ministry are a series of national institutions, the importance of which is discernable from their names:-

1. The Asylum for Disabled Soldiers
2. The National Shrines Building Office
3. The National House of Correction for the Improvement of the Juvenile Criminals
4. The Hygiene Laboratory
5. The Aliment Investigation Laboratory
6. The National Leper-House

h. The Budget or Yosan

(1) The Ordinary Expenditures: (In Yen)

1)	Grand shrine expense	230,000
2)	Government and national shrine expenditure.....	1,082,467
	1. Government and national shrines expenditure.....	1,030,000
	2. Expenses for annual festivals of national shrines, the transfer of the seat of a diety, offerings to the gods, etc.....	7,965
	3. Shrines for those who died in protection of their country and repairs of official graves	44,502
3)	Home affairs Department Proper.....	1,509,626
	1. Salaries.....	597,547
	2. Office expenses.....	878,944
	3. Subscription in international expenses.....	1,853
	4. Secret funds.....	31,282
4)	Board of Shrine rituals.....	290,673
	1. Salaries.....	100,647
	2. Office expense.....	190,026
5)	Expense for office of Ise Shrine's construction.....	28,092
	1. Salaries.....	9,990
	2. Office expense.....	18,102
6)	Police Officers' Training Institute.....	55,602
	1. Salaries.....	15,487
	2. Office expense.....	40,115

7)	Prefectural Government Offices	16,348,316
	1. Salaries	10,817,105
	2. Office expense	5,268,076
	3. Imperial escort expenses	79,105
	4. Ogasawara (Bonin) Islands expense	82,767
	5. Police expense of Iau (Izu?) Seven Islands	19,214
	6. Secret fund	82,049
8)	Military conscription expenses	3,864,043
9)	Police expense joint payment	38,579,084
10)	Transfer due from contribution collected as prefectural share tax to special account	320,062,681
11)	Subsidy	502,581
12)	Miscellaneous expenses	435,818
	TOTAL EXPENDITURE OF THE MINISTRY OF HOME AFFAIRS	382,988,983

(2) The Extraordinary Expenditures:

1)	Subsidies	29,270,574
	1. Subsidy to local expenses	8,580,189
	2. Grants-in-aid-of payment of interest on borrowings for civil engineering	734,203
	3. Grants-in-aid of payment of interest on borrowings on account of seismic disaster	37,473
	4. Grants-in-aid of payment of interest on borrowings for relief of sufferers from poor rice crop	73,676
	5. Grants-in-aid of payment of interest on borrowings for floods and poor crops	130,666
	6. Grants-in-aid of payment of interest on borrowings for public work on account of natural disaster	473,827
	7. Grants-in-aid for payment of interest on borrowings for public work for economic development in six northeastern prefectures	11,579
	8. Grants-in-aid of payment of interest on borrowings for establishment of prevention of tidal wave disaster in the Sanriku District	21,850
	9. Grants-in-aid of payment of interest on borrowings for seismic disaster on Oshika District, Akita Pref	27,280
	10. Subsidy to harbor construction and repair work.	4,275,393
	11. Subsidy to river improvement work	892,000

	12. Subsidy for disaster prevention	1,100,000
	13. Subsidy for air raid prevention	9,191,323
	14. Subsidy for construction expenses of fire-proof section 1	300,000
	15. Grants-in-aid of payment of interest on Yokohama municipal loans	207,195
	16. Subsidies for city planning works of new industrial city	300,000
	17. Subsidies to the Institute for the Study of Jap. Classical Lit	48,500
	18. Grants-in-aid to Japanese fire brigades. association	78,000
	19. Grants-in-aid to Japanese air raid prevention association	97,000
	20. Grants-in-aid to defense associations	1,500,000
	21. Grants-in-aid to the work of ticket system for necessary articles for living	637,060
	22. Grants-in-aid to police communications and installation expenses	454,660
	23. Grants-in-aid for the culture education of officials of city,towns, and villages	98,700
2)	Riparian work expenditure	34,410,909
	1. Office expenses	1,580,213
	2. River improvement work	18,173,233
	3. Sand Arrestation work	14,657,463
3)	Harbor improvement expenditure	15,434,557
	1. Office expenses	1,025,790
	2. Working expenses	14,408,767
4)	Road improvement expenditure	21,104,954
	1. Subsidy to road improvement expenses	5,761,194
	2. Repairing highway expenses	5,793,760
	3. Continuing expenses of repairing highways	9,550,000
5)	Subvention to medium and small river improvement work	3,809,288
6)	Subvention to local harbor improvement work	1,402,402
7)	Expenditure for construction of seaside zone	2,250,000
8)	Subvention to state and prefectural road improvement and city planning undertakings	200,000
9)	Expenditure for encouragement of aerial defense program	100,000
10)	Hokkaido development expenditure	45,387,563
	1. Land exploitation expenses	1,340,458
	2. Forest expenses	20,358,935
	3. Industry expenses	6,449,584
	4. Land improvement expenses	2,916,736

5.	Road expenses	3,975,389
6.	Main road improvement expenses	550,000
7.	River expenses	917,241
8.	Riparian work expenses	3,290,000
9.	Harbor expenses	4,404,805
10.	Colonists railroad expenses	322,678
11.	Subsidy for railroad and trace expenses	702,412
12.	Investigation expenses	159,325
11)	Construction and repair expenditure	260,822
1.	New construction expenses	206,700
2.	Repairing expenses	54,122
12)	Investigation expenditure-	724,537
1.	Public works investigating and experimenting expenses	289,038
2.	River improvement work investigation expenses	244,307
3.	City planning investigation expenses	65,074
4.	Local planning investigation expenses	113,400
5.	Local system and financial conditions investigation expenses	12,718
13)	Expenditure for Grand Shrine reconstruction commissioner's office	2,000,000
1.	Office expenses	76,412
2.	Construction expenses	1,923,588
14)	Temporary expenditure for various shrines	566,408
15)	Temporary shrine expenses	1,166,000
1.	Office expenses	69,515
2.	Construction expenses	1,096,485
16)	Expenditure for investigation of Shinto Shrines and training of Shinto priests	13,087
17)	Expenditure for special police facilities	2,116,083
18)	Okinawa prefecture development expenditures	599,877
1.	Office expenses	248,177
2.	Kokubagawa repairing expenses	45,000
3.	Road improvement expenses	130,000
4.	Second period of repairing expenses of Nawa Harbor.	108,200
5.	Repairing expenses of Chosuiko (harbor)	32,300
6.	Repairing expenses of Ishigaki Harbor	36,200
19)	Expenditure for development of Oshima District Kagoshima Prefecture	176,200
1.	Road improvement expenses	60,000
2.	Repairing expenses for Nase Harbor	57,500
3.	Repairing expenses for Kitoku Harbor	29,600
4.	Repairing expenses for Wahaku Harbor	29,100
20)	Expenditure for fishery undertakings in Ogasawara Island and seven islands of Izu	37,055
1.	Expenditure for fishery undertakings in Ogasawara Islands	24,823
2.	Expenditure for fishery undertakings in Seven Islands in Izu	12,232

21)	Temporary expenditure for prefectural offices	11,085,484
22)	Expenditure for mobilization work and national spiritual mobilization	325,684
23)	Expenditure for China Affairs conferment of rewards for services	131,916
24)	Subvention and replenishment to officials of towns and villages	5,700,000
25)	Subventions to facilities that extend aid to town and village officials	1,000,000
26)	Expenditures for advancement of constitutional government and local self-government system	150,000
27)	Expenditure for development of communities	1,200,000
28)	Post-quake rehabilitation work expenditure (sand arrestation work on Sagami River and four other rivers)	72,021
29)	Subvention to Post Fire-disaster reconstruction work in Hokodate	145,527
30)	Subvention to Post Fire-disaster reconstruction work in Shizuoka	805,094
31)	Expenditure for Post-Flood reconstruction work in Kobe.	5,341,554
32)	Natural disaster relief expenditure	26,390,869
1.	Natural disaster relief traveling expenses	157,420
2.	Grants-in-aid for materials of public works for natural disaster relief	24,588,259
3.	Subsidy for natural disaster public works relief.	959,979
4.	Expenditure for reconstruction of roads, bridges, etc., destroyed by fire and other disasters in Hokkaido	685,211
TOTAL EXTRAORDINARY EXPENDITURES OF THE MINISTRY OF HOME AFFAIRS		214,378,445 1/

1/ The items listed under the Ministry of Home Affairs total ¥213,378,445 as listed here. The discrepancy of ¥1,000,000 is unexplained.

4. The Ministry of War or Rikugun Shō

a. Summary Statement

The power of the Military in Japan is historical as has been emphasized in the pages of this Section. Their original position in the new constitutional government of modern Japan rests squarely with Prince Hirobumi Ito and his immediate drafters of the laws and ordinances fixing the authority for the Army and the Navy as well as the Imperial Constitution and the Law of the Houses of the Diet.

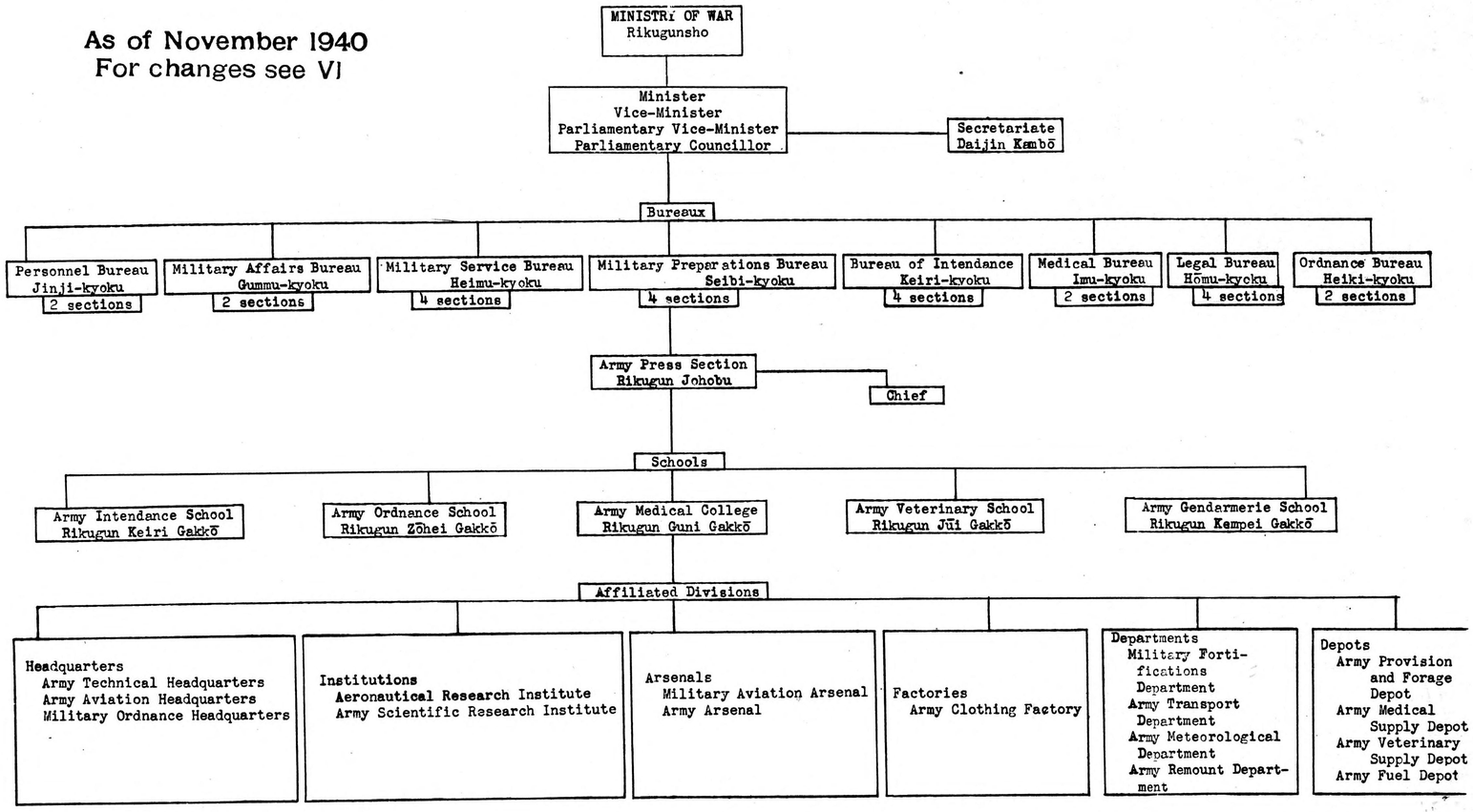
The position of the Military today in Japan has come through unyielding demands of the Kwantung Army group and its series of political and commercial friends. General Tanaka, Prime Minister in 1927, may be considered the first of a series of dominant army personalities. General Minami has followed though he did not become the Naikaku Sōri Daijin. General Tojo and General Koiso are the latest of the Kwantung Army to dominate in politics. Moreover, and important, is the fact that the Kwantung Army clique is composed of men from the Tohoku Region or northern Japan rather than from the traditional southern sections as in Kyūshū which have dominated the Army so long.

Attention has been directed throughout the Section to the disregard of the civilian groups and political parties by the Military. Also that rifts exist in the Army and the Navy as well as among themselves. A few more particulars must be stated.

As to the cliques within the Army, press comments and discussion in Japan especially following the Incident of February 26th (1936) showed two divisions. The Imperial Way Group or Kōdō-ha has adopted and is characterized by flowery expressions for the meaning of kōdō, the Imperial Way, zealous patriotism, Emperor divinity and wholehearted action. The officers surrounding General Tojo have been the late leaders of Kōdō-ha. The other clique, the Control Group or Tōsei-ha has been characterized by administrative control, efficiency organization and strict discipline. General Koiso and his officers are the leaders of Tosei-ha today; tomorrow will be different as leadership changes.

Apart from both Kōdō-ha and Tōsei-ha is the group of young officers in the Army who have been responsible for existing radicalism in the ranks. They are known as the Imperial League of Young Officers or Kōkoku Seinen Shōkō Domei. Their progress could not have been made had they not had higher support however. The murder of General Watanabe and the sensational developments in the trial of Colonel Aizawa are beyond lower rank movement and were not just youth conjured. Strangely too is the fact that many of the ideas fostered by these younger officers were

As of November 1940
For changes see VI



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conflicting even in a Japanese way; their testimony discussed by Japanese writers showed a blindness as to their policy for "saving Nippon." Hundreds of thousands of poor living youths, not only from the farms of Tohoku from which so many have come but also from the cities, have been ripe for the reception of all types of patriotic mysticism. Patriotic societies, so common in Japan, have doused them with propaganda to increase their fervor and zeal. For some period of time the higher ranking officers were uncertain of their methods to control, much less subordinate, the young officers; the China Incident saved them all.

Kōdō-ha, Tōsei-ha, young officers or not, disagreeing among themselves as to methods for saving Japan, have all acted in concert for the Military way in Government for the Empire and its mission for Hakko Ichiu or "all the world under one roof!" As a result of all of these conditions Army Day or Rikugun Kinembi continues throughout the year and is not just the one day, March 10th, when it is celebrated.

The various sources of the military power are now tabulated here. First, the Imperial High Command is separated from the Imperial Seifu under the Constitution. The Emperor's supreme command of both armed services is the Tōsui Taiken and is set forth in Article XI. The advisory bodies of the Military to the Emperor are the Board of Field Marshals and Fleet Admirals or Gensui-fu and the Supreme War Council or Gunji Sangiin. These are the peacetime bodies; in war time as today the Imperial Headquarters or Senji Daihonei become the all highest on military affairs. Today's situation would show that this body goes beyond its confines and into civil administration too.

It must not be forgotten that not just any lieutenant general or any vice-admiral can hold the post. The respective nominees must be thoroughly acceptable and agreeable to the Army and the Navy. The factions in the Army and the Navy have often caused embarrassing situations for the appointees. In this same regard an even more delicate situation arises on the occasions when either an admiral or general are to form a cabinet. General Ugaki's case is famous.

Second, appended tables for the Army's and Navy's ordinances or the Rikugunshō Kansei and Kaigunshō Kansei contain Ito's declarations that only military personnel should become the Daijin of the Ministries of War and Navy in order to maintain imperial prerogatives as well as military prestige. Ito deplored the fading of the English Imperial Family's position in government and used all efforts to prevent any occurrence of it in the Japanese constitutional monarchy. Under the discussion of the Cabinet it was shown that the Naikaku Sōri Daijin was limited to Generals or Lieutenant-Generals and Admirals and Vice-Admirals for the high offices of the War and Navy Ministries. Part of the Imperial Ordinance No. 140 in 1908 gives the requirement that only Lieutenant-Generals and Vice-

Admirals on the active list are to serve. Also originating from that limitation is the fact that the antics of either can make or wreck a cabinet as has been shown. Prince Saionji's notable fight with General Uyehara and Field Marshal Yamagata in December 1912 involving Admiral Saito and Prince Katsura is a notable case in Japanese history of breaking, forming and again wrecking cabinets on policies of civilian retrenchment and of army demands for expansion.

This fight went on with Count Admiral Yamamoto's Cabinet. He it was who forced the issue to allow those on the reserve list also to become the Daijin as well as those on the active list.

This last concession has been criticized also that it is not broad enough and that civilians should be the Ministers. Many proposals have been made for this change. Perhaps the most sweeping of all proposed changes was made at the time of Baron Reijiro Wakatsuki's Cabinet in 1931. The proposal was that only civilians could be eligible for the Ministers of War and Navy if those two Ministries were to be kept, for the proposal included their amalgamation into a Ministry of National Defense or Military Affairs. But all the fanfare blasts and proposals died in the Cabinet's portfolio.

Third, direct access or iaku jōsō of the Military to the Throne for matters of military secrecy and command or gunki gunrei, has been utilized by the Military continuously as has been remarked upon before. It was shown also that the iaku jōsō now includes other affairs than strictly military.

Fourth, the Army and Navy Attaches on foreign posts have sent their communications directly to their own home offices without consultation with members of the foreign service, resulting in conflicting political information being received.

Fifth, while not to be considered a power like those just stated, the highly irregular act of the Minister of War or Navy in afterwards making public what are supposed to be closed speeches or in granting interviews without consulting the Prime Minister can be damaging politically to the Cabinet and the seifu. One of the more startling of these acts of indiscretion was made by General Minami after addressing a general conference of commanders of divisions and fortified zones. His vehemence covered national defense, politics and diplomacy and was delivered 4 August 1931, a little more than a month before the Mukden Incident. "The War Minister's Political Speech" as titled by the Tōkyō Asahi proved to be a boomerang as all the important papers of Japan attacked General Minami openly for a period of time and blasted the Army for demanding continued expansion and hundreds of millions of yen for expenditures.

Sixth, fully apart from their outstanding governmental advantages, the Military possess a source of constant power in the people themselves. The members of the services come from the people and when they have served their conscriptional period, they are returned to their thatched covered homes of bamboo and pine to bow and to give thanks before the Shintō God-Shelf. There in their buraku and tonari-gumi they are not forgotten or left until "the emergency" comes along which necessitates their recall to the armed services.

The Reservists' Association or Zaigō Gunjikai is an active organization into which all men go who have had military training. It was formed at the close of the Sino-Japanese War in 1895 and is organized similarly to the Army, only its administrative sections are divisions, districts, towns and villages. Each of these units is headed normally by a commissioned officer whose responsibility is to continue military indoctrination. Approval of the Military's policies is sought by all types of propaganda; printed matter comes to the reservists' homes regularly.

The casual observer in going through factories, plants or railway works will see acts among the employees which are more than vestiges of social regimentation. Saluting of foremen and managers in the railways by the koin and yōnin classes is everyday form.

All in all therefore much more than simple form has been and is maintained over the populace by the Military.

To the observer many times the government of men directing the Yamato Damashii or Nippon Seishin has been seen going in polarized directions, but the civilian Seifu had to succumb. Their fight against the Military ended with the squashing of the Chinese in Manchuria on 18 September 1931 and the Incident of 15 May 1932.

In final summary it should be stated that as the Military grabbed the powers of the Seifu also, there were some statesmen who were ready to make political capital in the change and did so. The last to yield to this Military pressure were the great financial houses of Mitsubishi and Mitsui in that order. In fact they held out longer than was industrially and commercially expedient for them, as the Military raised a host of young capitalists and industrialists by healthy subsidies and loving fraternity. When the great financial group or zaibatsu and great industrial group found themselves most strangled, they yielded to an all-out military program.

b. Personnel of the Ministry

The number of the officials and other personnel of the Ministry

is small as of 1938, for there were but 596 on its roster. The Army has not taken to paper work. Moreover, all of its administrative activities are not performed by civil service employees.

c. The Minister of War or Rikugun Daijin

(1) Specific Duties

Because many of the larger military policies of the Army are not determined in the Ministry, but go to the Emperor directly, the Rikugun Daijin or Rikushō as he may be called, does not carry on the type of policy conferences which exist in other Ministries. The Ministry is merely the administrative mechanics for the Army. The efforts of the Minister have been to get the ever increasing budget passed by the Diet and to obtain friends in the Cabinet and Privy Council for support before the bill of appropriations is introduced into the Gikai. Like all other Ministries' budgets, the Rikushō's budget is sent to the Ōkurashō for inspection and final passing before it goes to the House of Representatives.

(2) General Character

Most all the Ministers of War have been outstanding figures in the Imperial Army. All are graduates of the Military Academy and many other official schools. Some have travelled to foreign countries and attended military academies and institutions while there.

Their experiences have included a mixture of duties. They have been military attaches, commanders of the Taiwan Garrison, governor-generals of Chosen, commanders of divisions, chiefs of staff of armies, members of the Supreme Military Council and in a few cases, Aide-de-Camp to the Emperor. Thus the Army has considered the office significant not to say useful.

d. The Bureaux or Kyoku

The Ministry has eight bureaux to carry on its administration. Normally each is headed by a colonel or a major general, although some civilians have served. No discussion of the bureaux is given as their titles are self-explanatory with the Sections.

(1) Personnel Bureau or Jinji Kyoku

(a) Appointment Section or Honin Ka

i. Appointment, promotion, assignment, retirement, etc.
ii. Wartime duties of personnel in the Ministry - military and civilian
iii. Personnel records

(b) Pensions and Decorations Section or Onshō Ka

i. Pensions
ii. Decorations and awards
iii. Furloughs, marriages, etc.
iv. Aid and assistance

(2) Military Affairs Bureau or Gummu Kyoku

(a) Military Strategy Section or Gunji Ka

i. Outline of national defense
ii. Armament and internal administration
iii. Peacetime and wartime strength and equipment
iv. Martial law, air defense, mobilization
v. Control of army budget
vi. Munitions administration
vii. Air force
viii. Maneuvers and inspections
ix. Distribution of armies and units
x. Wartime regulations
xi. Officers assigned to foreign countries to study and to diplomatic establishments

(b) Military Affairs Section or Gummu Ka

i. General national defense policies
ii. International regulations
iii. Foreign officers attached to army units
iv. General national mobilization
v. Military affairs pertaining to China and Manchoukuo
vi. Military affairs pertaining to countries other than China and Manchoukuo
vii. Dissemination of national defense ideas and coping with the thought problem
viii. Direction and control of organizations concerned with military matters

(3) Military Service Bureau or Heimu Kyoku

(a) Military Service Section or Heimu Ka

i. Duties of various arms and branches of the service exclusive of the gendarmerie and the air force
ii. Training and duties of members of military bands
iii. Discipline and punishment

iv. Training manuals or Tenrei han
v. Internal duties
vi. Military ceremonies, etiquette, insignias, etc.
vii. Parade grounds, rifle ranges, etc.
viii. Military training of students and youth

(b) War Preparations Section or Heibi Ka

i. Matters relating to military service
ii. Recruitment and replacement of officers and men
iii. Military mobilization
iv. Muster
v. Mobilization of men in general
vi. Requisitions
vii. Matters pertaining to ex-servicemen

(c) Defense Section or Bōei Ka

i. Matters pertaining to the duties of gendarmes
ii. Military police
iii. Espionage prevention
iv. Air defense
v. Martial law and safety precautions
vi. Garrison service
vii. Construction of fortresses, armaments, military reservations, etc.
viii. Fortified zone laws
ix. City planning

(d) Horse Administration Section or Basei Ka

i. Supply, raising, control, inspection and health of military horses
ii. Survey, examination, and requisition of local horses
iii. Duties and training of the veterinary department
iv. Wartime regulations of the veterinary department
v. Veterinary supplies
vi. Military dogs

(4) Military Preparations Bureau or Seibi Kyoku

(a) Military preparations Section or Sembi Ka

i. Munitions mobilization in general
ii. Materiel mobilization in general
iii. Procurement and distribution of manpower required in munitions mobilization

iv. Procurement and utilization of munitions materials from abroad
v. Labor and army mutual aid society

(b) Industrial administration Section or Kōsei Ka

i. Direction and subsidizing of the munitions industry
ii. Planning of facilities for munitions production and their control
iii. Control and supervision of munitions production

(c) Resources Section or Shigen Ka

i. Control over investigation (exploration) and research in resources for munitions
ii. Adjustment of supply and demand in the raw materials of munitions
iii. Control over the quality of raw materials used in munitions
iv. Fuels in general

(d) Transportation Section or Kōtsū Ka

i. National defense traffic in general
ii. Transportation
iii. Communications and carrier pigeons
iv. Land and sea transportation routes
v. Ocean transportation facilities
vi. Control of wartime traffic (transportation and communication)
vii. Surveys

(5) Ordnance Bureau or Heiki Kyoku

(a) Ordnance Section or Jūhō Ka

i. Supply, exchange, equipment, inspection, disposal of ordnance
ii. Operation, management, and equipment of military arsenals
iii. Technical education of ordnance personnel
iv. Patents and inventions of military value

(b) Machinery Section or Kikai Ka

i. Supply, exchange, equipment, inspection, and disposal of tanks, vehicles, ordnance stores, fuels, etc.

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ii. Investigation, research, and examination of ordnance
iii. Storage facilities for ordnance and motor fuel

(6) Bureau of Intendance or Keiri Kyoku

(a) Accounts Section or Shukei Ka

i. Duties and education of Intendance department personnel
ii. Budgets and final accounts
iii. Study of and deliberation on the utilization of military funds
iv. Mobilization budget
v. Pay, allowances, travel expenses

(b) Audit Section or Kansa Ka

i. Auditing of accounts
ii. Financial supervision and management of accounts in military projects
iii. Supervision of management and price surveys in private factories

(c) Clothing and Provisions Section or Iryo Ka

i. Supply of clothing and ration
ii. Making and storing of clothing and food
iii. Canteens or shuho

(d) Buildings Section or Kenchiku Ka

i. Military reservation and buildings
ii. State property
iii. Survey, study, and research of buildings
iv. Duties, functions, and training of technicians
v. Office furnishings, army trunks, tents, etc.

(7) Medical Bureau or Imu Kyoku

(a) Medical Section or Eisei Ka

i. Functions and training of personnel of Medical Dept or Eiseibu
ii. Sanitation in military work and health preservation or hoken

iii. Disease prevention or boeki
iv. Military hygiene - survey, research and statistics

(b) Medical Affairs Section or Iji Ka

i. Medical treatment and recuperation
ii. Hospitals, dispensaries, convalescent centers, etc.
iii. Physical examinations
iv. Medical supplies or eisei zairyo
v. Medical discharges and medical retirement on pension
vi. Matters pertaining to the Japan Red Cross and relief societies

(8) Legal Bureau or Hōmu Kyoku

(a) Functions and education of army legal staff

(b) Military jurisprudence

(c) Military prisons

(d) Pardon and parole

e. The Army Press Section or Rikugun Jōhōbu

This section has been the public relations office for the Ministry and the Army. The Army has considered its propaganda and official releases all important, so much so that a Major General has been in command of the section. Since the formation of the Bureau of Information under the Cabinet important announcements and information have not been given out here.

f. The Secretariate or Daijin Kambō

The Secretariate is large, composed of a number of sections and functions as do those in the other Ministries.

g. Schools under the Ministry's Jurisdiction

(1) Army Ordnance School or Rikugun Zōhei Gakkō - officers and non-commissioned officers in Kanagawa prefecture

(2) Army Intendance School or Rikugun Keiri Gakkō - officers only in Tōkyō

(3) Army Medical College or Rikugun Guni Gakkō - officers only in Tōkyō

(4) Army Veterinary School or Rikugun Jūi Gakkō - for officers only in Tōkyō

(5) Army Gendarmerie School or Rikugun Kempei Gakkō - for officers, non-commissioned officers in Tōkyō

h. Other Bodies Attached to the Ministry

(1) Army Technical Headquarters or Rikugun Gijutsu Hombu, Tōkyō
(2) Army Aviation Headquarters or Rikugun Kōkū Hombu, Tokyō
(3) Aeronautical Research Institute or Kōkū Gijutsu Kenkyūjo, Tōkyō
(4) Military Aviation Arsenal or Rikugun Kōkūshō, Tōkyō
(5) Army Arsenal or Rikugun Heiki sho, Tokyō
(6) Military Ordnance Headquarters or Rikugun Heiki Hombu, Tōkyō
(7) Army Clothing Factory or Rikugun Seijuusho
(8) Military Fortifications Department or Rikugun Chikujōbu, Tōkyō
(9) Army Transport Department or Rikugun Unyubu, 6 depots
(10) Army Meteorological Department or Rikugun Kishōbu, Tōkyō
(11) Army Remount Department or Gumba Hojūbu, Tōkyō
(12) Army Scientific Research Institute or Rikugun Kagaku Kenkyūjo, Tōkyō
(13) Army Provision and Forage Depot or Rikugun Ryōmatsu shō Tōkyō
(14) Army Medical Supply Depot or Rikugun Eisei Zairyo shō Tōkyō
(15) Army Veterinary Supply Depot or Rikugun Jui Shizai shō
(16) Army Fuel Depot or Rikugun Nenryō shō

i. The Army

To complete the Army organization, the following material is necessary. The offices and institutions are not a part of the Ministry of War, nor under its supervision.

As has been shown under the Emperor's powers, all matters of organization, mobilization and operation are his personal commands and are not a part of the Ministry of War.

(1) Supreme Command Organs

(a) Board of Field Marshals and Fleet Admirals or Gensuifu

(b) Supreme War Council or Gunji Sangiin

(c) Wartime Imperial Headquarters or Senji Daihon-ei

(2) The General Staff or Sambō Hombu

(a) This is composed of the two high officials and other members.

i. Chief of General Staff or Sambō Sōchō
ii. Vice Chief of Staff or Sambō Jichō
iii. Staff members or Sambō hombu buin

(b) Attached to and under the jurisdiction of the General Staff are the two following institutions

i. Army War College or Rikugun Daigaku
ii. Army Land Survey Department or Rikuchi Sokuryōbu

(3) The Office of Inspector General or Kyōiku Sōkanbu

Schools under its jurisdiction:

(a) Military Preparatory Schools or Rikugun Yōnen Gakkō, these are located in the cities of Tōkyō, Hiroshima, Sendai, Kumamoto, Osaka, and Nagoya.

(b) The Military Academy, Preparatory Section or Rikugun Yoka Shikan Gakkō, (Ushigome Ward, Tōkyō)

(c) The Military Academy or Rikugun Shikan Gakkō, Kanagawa Ken

(d) Reserve Officers' Schools or Rikugun Yobi Shikan Gakkō, (Infantry at Morika; Inf. Art. at Toyohashi; Supply at Kurume)

(e) Non-Commissioned Officers' School (Infantry) or Rikugun Kyōdō Gakkō (Sendai, Toyohashi, Kumamoto)

(f) The Infantry School or Rikugun Hohei Gakkō, Chiba Ken Officer students as high as Lt. Col. attend.

(g) Army Toyama School or Rikugun Toyama Gakkō, Ushigome Ward, Tōkyō. Instruction in physical education and military music.

(h) The Communications (Signal) School or Rikugun Tsūshin Gakkō, Kanagawa Ken

(i) The Cavalry School or Rikugun Kihei Gakkō, Chiba Ken

(j) The Artillery Engineer School or Rikugun Hōkō Gakkō, Ushigome Ward, Tōkyō

(k) The Field Artillery School or Rikugun Yasenhōhei Gakkō Chiba Ken

(l) The Heavy Artillery School or Rikugun Jūhōhei Gakkō, Kanagawa Ken

(m) The Anti-Aircraft School or Rikugun Bōkū Gakkō, Chiba city

(n) The Engineer School or Rikugun Kōhei Gakkō, Chiba Ken

(o) Army Narashino School or Rikugun Narashino Gakkō, Chiba Ken

(p) The Tank School or Rikugun Sensha Gakkō, Chiba Ken

(r) The Army Motor Transport School or Rikugun Jidōsha Gakkō, Setagaya Ward, Tōkyō

(4) Army Veterinary School or Rikugun Jūi Gakkō - for officers only in Tōkyō

(5) Army Gendarmerie School or Rikugun Kempei Gakkō - for officers, non-commissioned officers in Tōkyō

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(3) Aeronautical Research Institute or Kōkū Gijutsu Kenkyūjo, Tōkyō
(4) Military Aviation Arsenal or Rikugun Kōkūshō, Tōkyō
(5) Army Arsenal or Rikugun Heiki sho, Tōkyō
(6) Military Ordnance Headquarters or Rikugun Heiki Hombu, Tōkyō
(7) Army Clothing Factory or Rikugun Seijuusho
(8) Military Fortifications Department or Rikugun Chikujōbu, Tōkyō
(9) Army Transport Department or Rikugun Unyubu, 6 depots
(10) Army Meteorological Department or Rikugun Kishōbu, Tōkyō
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(n) The Engineer School or Rikugun Kōhei Gakkō, Chiba Ken

(o) Army Narashino School or Rikugun Narashino Gakkō, Chiba Ken

(p) The Tank School or Rikugun Sensha Gakkō, Chiba Ken

(r) The Army Motor Transport School or Rikugun Jidōsha Gakkō, Setagaya Ward, Tōkyō

(4) Army Aviation Headquarters or Rikugun Kōkū Hombu

(a) Chief of the Army Aviation Headquarters or Rikugun Kōkū Hombuchō
(b) Vice Chief or Rikugun Kōkū Hombu Jichō

(5) Office of the Inspector General of Military Aviation or Kōkū Sōkanbu

(a) Inspector General of Military Aviation or Kōkū Sōkan
(b) Vice Inspector General of Military Aviation or Kōkū Sōkanbu Jichō
(c) Schools under its jurisdiction

i. Military Aviation Academy or Rikugun Kōkū Shikan Gakkō, Saitama Ken
ii. Tōkyō Army Flying School (for Non-commissioned Officers) or Tōkyō Rikugun Kōkū Gakkō
iii. Aviation Technical School or Rikugun Kōkū Gijutsu Gakkō, Navigation and armament training, Saitama Ken
iv. Kumagai Flying School or Kumagai Rikugun Hikō Gakkō (for Non-commissioned Officers and officer candidates)
v. Shimoshizu Flying School or Shimoshizu Rikugun Hikō Gakkō, Chiba City
vi. Akeno Fighter Pilot Training School or Akeno Rikugun Hikō Gakkō, Kitahama mura, Watarai-gun, Mie Ken
vii. Hamamatsu Flying School or Hamamatsu Rikugun Hikō Gakkō, Ibaragi Ken
viii. Aviation Armament School or Rikugun Kōkū Seibi Gakkō, Non-commissioned officers, Tokorozawa city
ix. Army Air Communications School or Rikugun Kōkū Tsūshin Gakkō
x. Gifu Flying School (for Non-commissioned officer pilots), Gifu city
xi. Flying School for Bombardiers or Rikugun Kōkū Gakkō, Mito city

(6) Establishments under the Commanding-Officer of Army Commands or Divisions

(a) Headquarters of Fortified Zones or Yōsai Shireibu
(b) Regimental District Headquarters or Rentaiku Shireibu
(c) Military Affairs Department or Rikugun Heijibu
(d) Army Hospitals or Rikugun Byōin
(e) Army Prisons or Rikugun Kangoku

j. The Budget or Yosan

Attention has been directed already to the size of the Army's budgetary demands over the years following the Russo-Japanese War, the

World War and the Siberian Expedition in the early 'twenties. In the Diet at various intervals, stinging interpellations had their effects so that some items were taken from the budget or the amounts reduced. The Ministry of Finance has been hammered into concurrence on these expenditures.

(1) The Ordinary Expenditures (In Yen)

1)	Ministry of War Proper	687,411
	1. Salaries	410,088
	2. Office expenses	277,323
2)	Military expenditure	329,218,179
	1. Salaries	38,568,173
	2. Office and repairing expenses	13,054,912
	3. Miscellaneous allowance and expenses	24,406,530
	4. Clothing and food expenses	11,990,405
	5. Arms and horse expenses	210,267,010
	6. Maneuver expenses	27,680,695
	7. Medical expenses	722,992
	8. Allowance to self-supporting students of Military Cadet School and miscellaneous expenses	551,160
	9. Accommodation (prisoning) expenses	62,150
	10. Transportation expenses	1,591,826
	11. Imperial escort expenses	52,146
	12. Secret funds	270,180
3)	Allowance to Yasukuni Shrine	12,000
4)	Miscellaneous outlays	599,069
	TOTAL EXPENDITURE OF MINISTRY OF WAR	330,516,659

(2) The Extraordinary Expenditures

1)	Construction and repair expenditure	1,304,687
	1. Construction expenses	887,628
	2. Repair expenses	417,059
2)	National Defense Replenishment Expenditure	311,152,881
	1. Fort adjustment expenditure	5,679,057
	2. Arms and other adjustment expenditure	305,473,824
3)	Land and building adjustment expenditure	51,836
4)	Survey expenditure	260,000
5)	Post-quake rehabilitation expenditure	1,748,870
	1. Rehabilitation expenditure of buildings used by various detachments and of others	408,250
	2. Rehabilitation expenditure for quake-proof buildings	848,238
	3. Rehabilitation expenditure of military arsenals and buildings	492,382

6)	Target practice and drilling ground adjustment ...	3,890,404
7)	Land and building utilization expenditure	168,357
8)	Map making expenditure	444,750
9)	Temporary pecuniary award	175,690
10)	Encouragement of military automobile manufacturing	138,002
11)	Subvention to Imperial Army Reservists Association	700,000
12)	Expenses for the reorganization of aviation corps, etc.	528,100,968
13)	Military equipment improvement expenditure	207,404,783
14)	Service allowances and other temporary additional allowances	957,867
15)	Indemnifications	149,400
16)	Allowance-in-aid for medical supplies to be used for military conscription examination	526,500
	TOTAL OF EXTRAORDINARY EXPENDITURES OF THE MINISTRY OF WAR	1,057,174,995

5. The Ministry of the Navy or Kaigunshō

a. Summary Statement

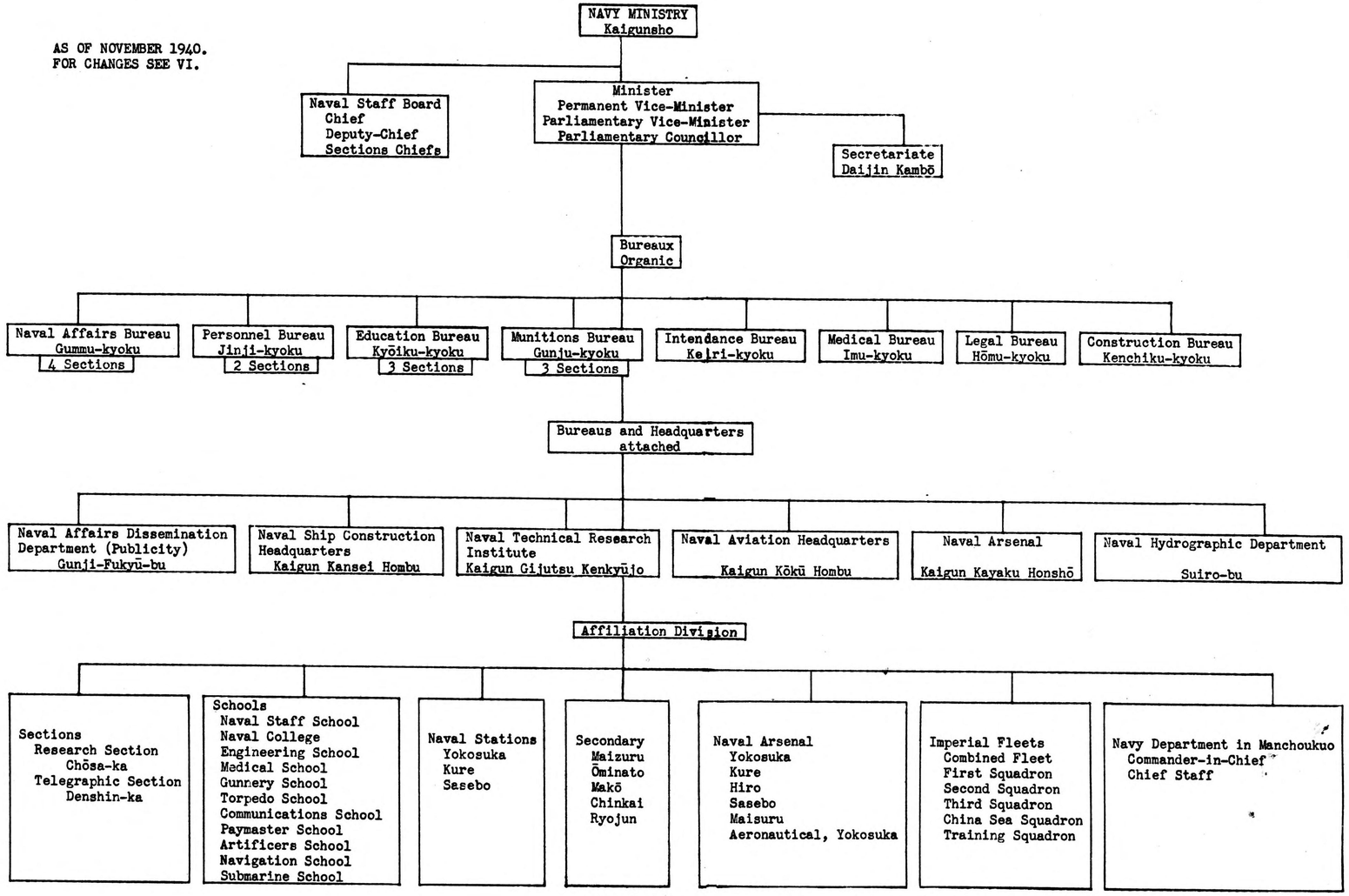
The Ministry of the Navy was created in 1872 when the Ministry of War was separated into two Ministries. It was established more formally in 1885 and in 1889 and with some later amendments, remains in that structure.

What has been stated with regard to the powers of the Military under the discussion of the Rikugunshō of course applies in the same force and manner to the Kaigunshō and need not be repeated here.

No Navy existed in Japan at the time of the Meiji Ishin nor did one for a generation afterwards. The Russo-Japanese War brought it forward, however, to stay and following that period the Navy expanded as well as the Army. Moreover, there has been a certain vieing and more than a professional jealousy between the two services over the years. This rivalry has been not only for action and prestige at home and abroad, but also for huge sums in the State budget. Up to the time of the Mukden Incident of 18 September 1931 the Navy secured the larger appropriation of the two Ministries. During the entire decade of the 'twenties the Navy's expenditures were averaging twenty per cent of the total State budget for Japan or two and three per cent larger than the Army's appropriation and therefore larger than any other Ministry's budget.

Following the British pattern of organization the Japanese Navy has tended to be aristocratic and the officers have considered themselves above the Army's commanders. It can be said that many of the Navy's offi-

AS OF NOVEMBER 1940.
FOR CHANGES SEE VI.



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cers have been accepted more widely in foreign circles than those of the Army because of training, experience and refinement. Admirals Saito, Nomura and Yonai are examples of world figures.

The Japanese have been stung by the limitations put upon them in the Washington and London naval armament conferences for ships, and number and sizes of guns. The politicians who have wanted the Navy's support were quick to make political capital out of the feeling. The Navy set up a series of replenishment programs after the Mukden Incident and built feverishly after the China Incident. A Naval Ministry was established in Manchoukuo early in 1933 and the Ryojun Naval Station and base at Port Arthur which had been closed since November 1922 was reopened and enlarged in April 1933.

b. Personnel of the Ministry

The high ranking officials and other personnel of the Kaigunshō as of 1938 were 2,745. As is the case with the Ministry of War, some of the administrative activities are performed by the Naval Service itself.

c. The Minister of the Navy or Kaigun Daijin

(1) Specific Duties

As was stated in the discussion of the Cabinet and the Ministry of War, the major policies of the Military are decided by chiefs of staff directly with the Throne. Details of administration are the Ministry's major concern. Perhaps some policies relating to organization, mobilization and intelligence are formulated in the Ministry.

Enough has been stated to show that the Navy has secured the lion's share of the budget and that the Kaigun Daijin has succeeded in his main duties for appropriations.

The Empire of Japan, viewing the Imperial Fleet, is blinded yet by the aureole cast from Admiral Togo's brilliance at Tsushima.

(2) General Character

The Ministers of the Navy have been distinguished men. All have been graduates of the Naval Academy. Many have attended foreign naval academies such as the late Admiral Yamamoto at Annapolis a generation or more ago.

The Daijin have nearly all had experiences within the Ministry as chiefs of important bureaux, commanders of squadrons and fleets

and other high offices. Moreover many of the Ministers have continued in office from two to three cabinets; continuing in two cabinets has been common amounting to a policy.

(3) Before the Gikai

The Kaigun Daijin has not appeared before the Diet any more often than the Minister of War which has been infrequent. Formal speeches have been made but the essential ground work has been by jikan and others before committees.

d. The Bureaux or Kyoku

The Ministry has had eight organic bureaux for its administration. Normally each is headed by a rear admiral or a captain; some civilians have been in charge also, though not many.

(1) Naval Affairs Bureau or Gummu Kyoku

(a) Section 1 or Dai Ikka

i. Matters pertaining to the duties and organization of warships, units, offices, and schools
ii. Formation and duties of ships and units
iii. Military discipline
iv. Maneuvers
v. Inspections
vi. Matters pertaining to ceremonies, uniforms and flags
vii. Ships' armaments and ordnance (not coming under Sections 2 and 3)
viii. International agreements and personnel abroad
ix. Naval armament and other matters pertaining to naval administration in general

(b) Section 2 or Dai Nika

i. Matters pertaining to preparations for naval expeditions (mobilization)
ii. Matters pertaining to the perfection of armaments
iii. Martial law and requisition
iv. Harbor administration
v. Transportation and communication
vi. Preservation of peace on the seas and on waterways
vii. Matters pertaining to installations on land and sea
viii. Control over naval stations (ports), strategic ports, fortified zones, and seacoasts

(c) Section 3 or Dai Sanka

i. Matters pertaining to the use of machinery
ii. Construction aboard warships and naval craft
iii. Preservation and putting in order of naval craft
iv. Armaments concerned in the foregoing items (not under the jurisdiction of Section 2)

(d) Section 4 or Dai Yonka

i. General national mobilization
ii. Control over those engaged in munitions industry
iii. Matters relating to the control over the expansion of productive capacity
iv. Matters pertaining to the adjustment of supply and demand in material resources

(2) Personnel Bureau or Jinji Kyoku

(a) Section 1 or Dai Ikka

i. Appointment, duties, promotion, dismissal, assignment, and pay increases of officers, cadets, warrant officers, and civilian employees (officials)
ii. Recruitment, appointment, assignment, promotion of non-commissioned officers

(b) Section 2 or Dai Nika

i. Court ranks, decorations, medals, certificates, awards, etc. of naval personnel
ii. Pensions
iii. Wartime increase in personnel
iv. Annual inspection muster of reservists, issuing call for candidates
v. Requisition based on General National Mobilization Law

(3) Education Bureau or Kyōiku Kyoku

(a) Section 1 or Dai Ikka

i. The unification of education (Matters which do not come under the jurisdiction of Section 2)
ii. Matters pertaining to education in general (but only those matters which do not come under Sections 2 and 3)
iii. Matters pertaining to educational books

(b) Section 2 or Dai Nika

i. Matters pertaining to the unification of education and training of personnel aboard ships and in units

ii. Education and training of personnel on ships and in units (those not under the jurisdiction of Section 3)

(c) Section 3 or Dai Sanka

i. Education and training in engineering (mechanical) and construction

(4) Munitions Bureau or Gunju Kyoku

(a) Section 1 or Dai Ikka

i. Goods needed on ships (exclusive of those under Section 2)
ii. Matters pertaining to goods needed in ports

(b) Section 2 or Dai Nika

i. Lubricating oil
ii. Matters pertaining to the supplying of things consumed in movements (Maneuvers)
iii. Coal fields and oil fields
iv. Duties of engineer officers engaged in fuel science
v. Matters pertaining to education in fuel technics

(c) Section 3 or Dai Sanka

i. Clothing and food

(5) Medical Bureau or Imu Kyoku

(a) Medicine, health, pension, physical examination, and physical fitness of naval personnel
(b) Medical supplies
(c) Matters pertaining to medical and pharmacist personnel
(d) Matters pertaining to medical and health education

(6) Intendance Bureau or Keiri Kyoku

(a) Section 1 or Dai Ikka

i. Budget and final accounts
ii. Duties of intendance personnel
iii. Matters pertaining to accounts, management, and contract regulations

(b) Section 2 or Dai Nika

i. Regulations pertaining to allowance, property management, and contracts
ii. Matters pertaining to the supervision of accounts
iii. Matters pertaining to state property

(c) Section 3 or Dai Sanka

i. Income and expenditure, supplies
ii. Contracts necessary in the making, purchase, sale, lending, leasing, and transportation of naval craft, armaments, goods needed aboard ships, fuel, clothing food; and contracts for building and construction

(7) Construction Bureau or Kenchiku Kyoku

(a) Planning, examining, and execution of construction, building, and civil engineering projects
(b) Matter pertaining to the duties of construction and civil engineering personnel

(8) Legal Bureau or Hōmu Kyoku

(a) Naval jurisprudence, punishment, and prisons
(b) Pardons, paroles, and penalties
(c) Matters pertaining to the duties of judicial officials, prison officials, etc.

(9) Naval Affairs Dissemination Department or Kaigun Gunji Fukyū Bu

(a) Naval library
(b) Planning and execution of naval publicity

e. The Attached Departments or Bu

(1) The Publicity Department or Gunji Fukyū Bu

Like the other public relations offices of the Ministries, the Naval Affairs Dissemination Department has had its main function absorbed by the Bureau of Information of the Cabinet.

(2) The Naval Hydrographic Department or Suiro Bu

This is one of the most important offices in the Navy; material and data have come from all over the world to this Department.

f. The Secretariat or Daijin Kambō

The Secretariat is composed of but two sections:

(1) Research Section or Chōsa-ka
(2) Telegraphic Section or Denshin-ka

g. The Attached Headquarters or Hombu

(1) The Naval Ship Construction Headquarters or Kaigun Kansei Hombu
(2) The Naval Aviation Headquarters or Kaigun Kōkū Hombu

h. Other Attached Institutions

(1) The Naval Arsenal or Kaigun Kayaku. The arsenals are large and are located at Yokosuka and Kura.

(2) The Naval Technical Research Institution or Kaigun Gijutsu Kenkyūjō

i. Colleges under the Ministry's Jurisdiction

(1) The Naval Academy

Located in Etajima this college provides instruction for all officers. Warrant officers are allowed to attend here before they become special service officers.

(2) The Naval Staff College

Located in Tōkyō the college is for advanced officer personnel.

(3) The Naval Engineering College

Located in Maizuru, the college provides engineering and other technical instruction to those entering this field. Warrant officers attend here also before their promotion to the rank of special service officers.

(4) The Naval Medical College

Located in Tōkyō, the college gives extensive training in surgery and in some fields of medicine. Pharmacists are educated here and Wardmaster Lieutenants are commissioned from the ranks of Warrant Ward Masters.

(5) The Naval Paymasters' College

Located in Tōkyō, the college gives the instruction in the Navy's finance system. Accountant Lieutenants are commissioned here from the ranks of Warrant Writers.

j. Other Naval Organizations

Discussion need not be given here in detail. It consists of the (a) Naval Chiefs of Staff and official personnel, (b) six tactical training schools, gunnery, torpedo, communications, navigation and for machinists (all of which are in Yokosuka) and submarine in Kure, (c) the service organization of three naval districts, (d) the combined fleets, (e) the Naval Air Force, (f) the large shipbuilding yards at Yokosuka and Kure which take over 40,000-ton warships, and at the private yards of Mitsubishi Shipyards at Nagasaki, Kawasaki Shipyards at Kobe, Fujinagata Shipyard at Kobe and the Ishikawajima Shipyards in Tōkyō, and (g) an "interest" in the Yawata Iron Works in northern Kyushi and the Muroran Steel Works in Hokkaidō along with the Hokkaido Colliery and Steamship Company. This latter company has had a direct affiliation with Armstrong and Vickers of England since 1908.

k. The Budget or Yosan

(1) The Ordinary Expenditures

	(In Yen)
1) Navy Department Proper	1,179,378
1. Salaries	845,910
2. Office expenses	333,468
2) Military Expenditure	462,199,244 1/

1/ The items of military expenditure as listed here total 1,173,219,244 yen. The difference of 711,020,000 yen is unexplained, but 711,000,000 yen might

(Cont'd)

(In Yen)

1.	Salaries	87,209,443
2.	Office expenses	3,104,335
3.	Miscellaneous allowance & expenses	10,968,246
4.	Clothing and food	44,100,336
5.	Shipbuilding, arms manufacture and repairing	218,790,920
6.	Maneuver expenses	1,235,985
7.	Medical expenses	2,020,001
8.	Naval stations & naval bases	1,340,975
9.	Warship building	790,076,422
10.	Hydrographical expenses	2,945,371
11.	Educational expenses	4,089,268
12.	Allowances-in-aid	1,391,944
13.	Grants-in-aid to Relief Assn.	5,833,618
14.	Accommodation (prison) expenses	12,940
15.	Secret funds	99,440
3)	Miscellaneous outlays	966,565
	TOTAL EXPENDITURE OF THE MINISTRY OF THE NAVY	464,345,187

(2) The Extraordinary Expenditures

1)	Warship construction expenditure	424,174,897
2)	Land and water adjustment expenditure	185,349,000
	1. Office expenses	3,752,778
	2. Factory equipment expenditure	133,096,858
	3. Defense corps expenses	24,854,035
	4. Miscellaneous expenses for naval stations	6,460,665
	5. Expenditure for educational facilities	11,732,264
	6. Hospital expenses	5,452,400
3)	Aviation corps expenses	84,262,000
4)	Warship improvement expenses	42,075,000
	1. Warship remodeling expenses	27,345,000
	2. Warship special repair expenses	12,300,000
	3. Submarine second battery installation expenditure	1,670,000
	4. Expenditure for construction of vessels for temporary use	760,000
5)	Munitions expenditure	9,837,600
6)	Construction and repair expenses	962,462
	1. Construction expenses	112,062
	2. Repair expenses	75,000
	3. Expenditure for trial boring of oil fields	500,000
	4. Expenditure for construction of factories for hydrographical equipments and other buildings	250,000

1/ (Cont'd) possibly come from a misplacement of digits in the Warship Building item. A discrepancy of only 20,000 yen would remain if Warship Building were listed as 79,076,422 yen.

(In Yen)

5.	Expenditure for construction of buildings at various places for the study of sea currents.	25,400
7)	Repairs contracted	2,773,129
8)	Expenditure for making and selling of maps and pamphlets	201,703
9)	Expenditure for research (study of ship machinery and arms)	18,317,476
10)	Pecuniary awards	328,040
11)	Post-quake rehabilitation expenses (rehabilitation of arms, etc.)	200,000
12)	Expenditure for preparations of maps and pamphlets on high altitude meteorological observation	50,013
13)	Service allowances and other temporary additional allowances	657,607
14)	Transfer to special account fund	7,500,000
	1. Transfer to naval arsenal fund	5,000,000
	2. Transfer to naval gunpowder factory transportation fund	500,000
	3. Transfer to naval fuel factory transportation fund	2,000,000
	TOTAL EXTRAORDINARY EXPENDITURES OF THE MINISTRY OF THE NAVY	776,688,927

6. The Ministry of Justice or Shihōshō

a. Summary Statement

(1) Creating Laws

A department or section in government for justice has been traditional for over a thousand years in Japan. The Great Reform Measure of the year A.D. 649 established the first definite Ministry. It was changed during the times of the Shoguns and particularly with the Tokugawa Bakufu which greatly enlarged the scope of the court system. Laws and Ordinances in 1869, 1870, 1885 and in 1889 have given the Ministry its present structure. Additional amendments have been made in the last decade.

(2) Functions

The Ministry of Justice is given the responsibility of the administration of civil, criminal and prison matters. Supervisory authority, as has been discussed in the section on the Court System, is exercised over the procurators and judges.

Prosecuting and defending cases involving the Imperial Family and the State are also important duties of the Ministry.

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In carrying out its functions the Ministry as well as the judges and procurators have gained the outstanding respect of government and populace. The prestige enjoyed has been enviable.

b. Personnel of the Ministry

The personnel of the Ministry includes not only all the District Court judges and procurators, those of the Court of Appeals and the Supreme Court, but also their personnel except the police. In 1938 there were 6,942.

c. The Minister of Justice or Shihō Daijin

Graduates of the Tōkyō Teikoku Daigaku have predominated among Ministers appointed. There have been a few graduates from Kyōto Imperial University and Waseda University also.

The Shihō Daijin almost without exception have been either a Supreme Court Justice or a Procurator General and have had long service within the Ministry. Many have been members of the Diet and some have been of titled rank. Kazami in the second Konoye Cabinet is an exception in being only an editor, Diet member and an official in the Cabinet. There has not been the continuance in office from one Cabinet to another as is the case with some other Ministries. Suehiko Shiono served in the Cabinets of Hayashi, of Konoye and of Hiranuma successively and remains the only one with this record.

(1) Before the Diet or Gikai

The Shihō Daijin does not often appear before the Diet; he may make addresses on occasions or be invited to remark and give advice.

(2) In the Ministry

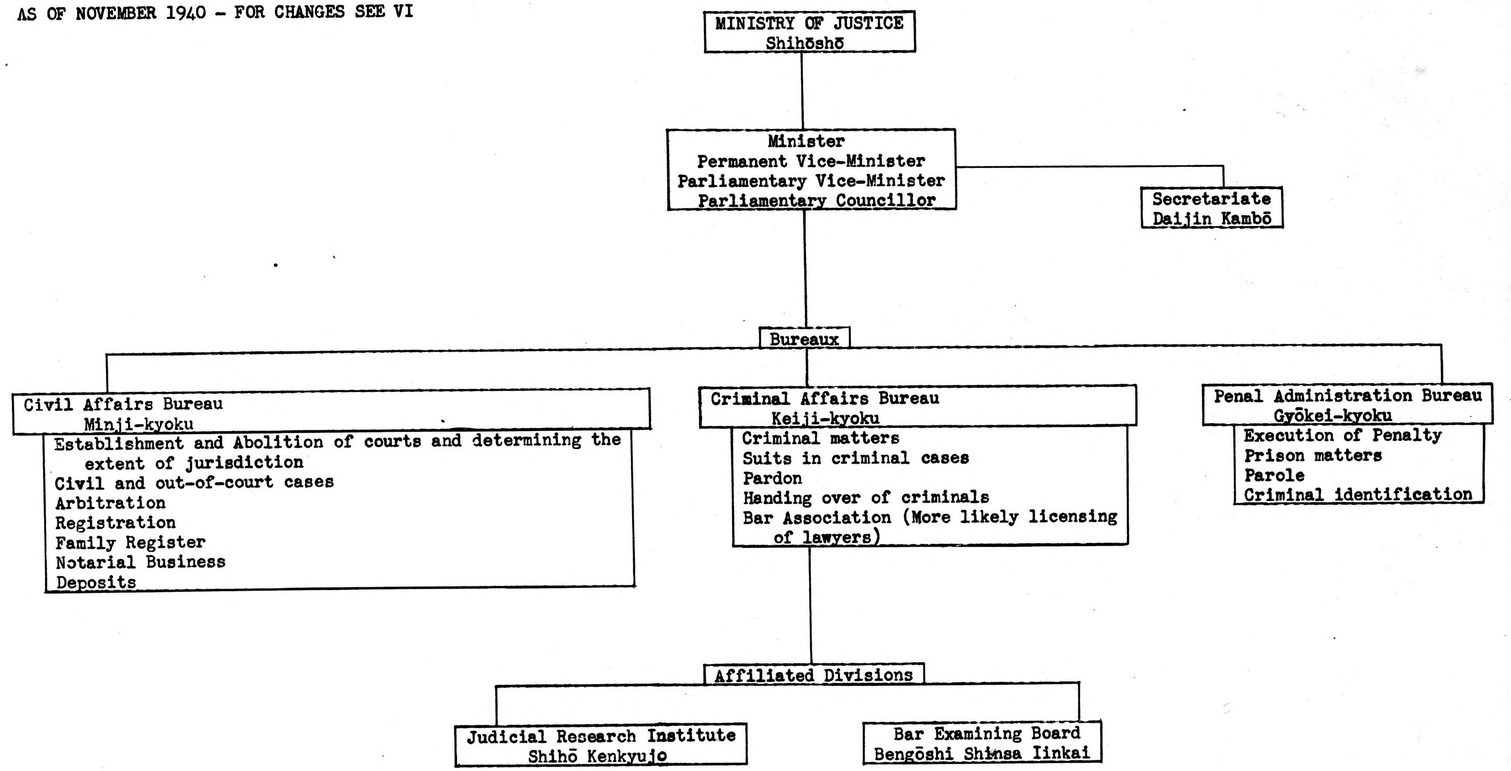
Having had long experience within the Ministry, the Daijin is in a position to formulate his own policy to better advantage. In late years the Ministers have been engaged in a reorganization of the court and legal system, although as yet they have not been realized.

The main duty of the Daijin is the supervisory authority over the personnel of the courts. Judges and procurators are appointed by him and whether they are promoted and receive honors or not depend upon his recommendations.

d. The Bureaux or Kyoku

The Ministry has had traditionally three bureaux and one department. The number of sections or ka has varied however.

AS OF NOVEMBER 1940 - FOR CHANGES SEE VI



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(1) The Civil Affairs Bureau or Minji Kyoku

(a) This section has the duty of bringing forward information for the establishment and abolishment of courts and for determining the extent of their jurisdiction.

(b) The Civil Section

Matters of policy and records of civil and out-of-court cases are determined in this section.

(c) The Arbitration Section

The arbitration system of Japan is traditional. During the Tokugawa Bakufu, it was used widely. Since the adoption of so much western law following the Meiji Ishin, there had been a marked decrease until the late 'thirties at which time it was revived. Arbitration has been used in the minor commercial issues and many types of family disputes. In these family and minor commercial cases for arbitration the following laws are applied:

1. Law for Arbitration of Disputes Concerning Leased Land and Rented Houses passed in 1922
2. Law for Arbitration of Tenancy Disputes passed in December 1924
3. Law for Arbitration of Commercial Disputes passed in November 1926
4. Law for Arbitration of Domestic Disputes passed in March 1939

(d) Census Registration Section

The Census in Japan is a most serious undertaking; registration is minute and very complete. The policemen have as one of their civil functions the taking of the census. The Civil Code and the Law of House Registration govern this duty.

Matters of marriage, succession, birth of children, legal adoption of children and adults, and divorce come within this section's duties. All require registration. Thus all family changes in Japan are not valid or complete legally until there has been an acknowledgment of them in the Registration Office. On 1 April 1940 an amendment to the Civil Code provided for a posthumous registery for soldiers as well as registration by proxy. Such registration requires court certification for validity before the papers come to the census registration office.

In addition to these personal family affairs the section maintains the registration of property rights.

(e) Notarial Section

Notarial services for many legal actions are indispensable in Japan; the personal seal certificate or inkan shomei is vital for all papers and a substitute for the inkan shomei is most rare.

(f) Deposits Section

Deposits arising from civil actions are accepted by the bureau through this section. A central prefectural office with many branches is maintained for the deposits which in yen amount to millions annually and in negotiable securities to a great many tens of millions of yen.

(2) The Criminal Affairs Bureau or Keiji Kyoku

Discussion has been given of the Criminal Code and some of its application in the section on the Court System.

The Bureau maintains five sections, the names of which indicate their functions:

(a) Criminal Affairs Section
(b) Criminal Prosecution Section
(c) Pardon and Amnesty Section
(d) Handing over of Criminals Section
(e) The Lawyers Licensing Sections

(3) The Penal Administration Bureau or Gyōkei Kyoku

This Bureau was not added to the Shihōshō until 1900; it was formerly with the Naimushō. The Kyokuchō has a special staff of secretaries, a hygienic officer and several clerks.

The Kyoku is charged with the administration of the Penal System which was first established in 1872. Today the System is exercised under the revisions made in 1881, in 1889 and in the extended changes of 1907.

In 1939 there were fifty-three prisons with one hundred and six branches and 43,098 inmates.

The Penal System provides for four types of prisons (1) those for penal servitude, (2) those for persons sentenced to imprisonment,

(3) houses of detention, and (4) confinement prisons (a) for death and (b) for the awaiting of trial.

Depending upon the size of the prison the staff may have a number, if not all, of the kinds of officials listed in this summary. These figures for 1939 show the total prison officials for Japan.

Governors	43
Assistant Governors	37
Chief warders	551
Interpreters	4
Doctors	97
Assistant doctors	44
Pharmacists	10
Chaplains	145
Instructors	37
Industrial work experts	19
Assistants, ditto	487
Warders	7,647
Employees	618
Total	9,739

There are four sections for the bureau.

(a) The Execution of Penalty Section
(b) Prison Matters Section
(c) The Parole Section
(d) The Criminal Identification Section. The Kachō is assisted by a staff of experts in fingerprinting and photography. The Section has a records unit for its larger files and photographs.

e. The Investigations Department or Chōsa Bu

The Chōsa Bu is self-explanatory. While the apprehended waits in a detention station or keisatsu ryuchijo, of which there were 1,244 in 1938, or in a jail (the cells of which are none too large even for a Japanese) the police make long investigations. Records are kept there.

f. The Secretariat or Daijin Kambō

The Kambō is large, has much work to do, and is divided into four sections:

(1) The Secretariat Section or Hisho Ka
(2) The Personnel Section or Jinji Ka
(3) The Accounts Section or Kaikei Ka
(4) The Protection Section or Hogo Ka

g. The Committees or Iinkai

(1) The Legislation Committee or Hōki Seibi Sanjikan
(2) The Committee for the Investigation of the Judicial System or Shihō Seido Chōsa Iinkai
(3) The Committee for the Investigation of the Domestic Arbitration System or Kaji Shimpan Seido Chōsa Iinkai

The members of these committees are as a rule of distinction and great dignity. In addition to the Kyokuchō and Buchō of the Ministry, there are members of the House of Peers, legal and other university faculty appointees, judges, procurators and governors of the prisons.

h. Attached Bodies

(1) The Judicial Research Institute or Shihō Kenkyūjo
(2) The Bar Examining Board or Bengoshi Shinsa Iinka

One of the duties of the Shihō Jikan is to preside as chairman of the Board. Besides himself there are six other members; the Chief of the Criminal Affairs Bureau or Keiji Kyokuchō, one judge, one procurator and three lawyers.

There are less than 7,000 lawyers in Japan. An examination must be passed by aspirants for the Bar. One does not have to attend a law school to be eligible for the examination. These examinations like all the higher civil service requirements are most difficult in subject matter; moreover, a percentage method is used in calculations, so that not many contestants are allowed to pass regardless of how well they do.

In February an all-out central lawyers association was announced as formed, the All-Japan Lawyer's Association or Zen Nippon Bengoshi Kai

Because of the custom and precedent in the courts and power of the Ministry of Justice, the local bar associations have little more than social prestige. They have little to do with either admission or disbarment of lawyers; they do little in the Ministry for legislation in the sense of influence or lobbying, nor do they send memorials of advice. As individuals, similar efforts may be quite different. Because of the intense dislike and a certain mistrust by many of the Japanese for court trials and anything like public airings of personal difficulties, the Japanese legal profession does not have the smooth sailings as does the western.

i. The Budget or Yosan

During the 'twenties the expenditures for the Ministry averaged approximately ¥31,000,000, of which the court system absorbed 60 per cent,

the prison system 35 per cent, and the Ministry Proper less than 5 per cent. During the next decade there was a 50 per cent increase in the total; while the Ministry's expenditures remained approximately the same, the percentages for the court system and the prison system were reversed.

(1) The Ordinary Expenditures (In Yen)

1)	Justice Department Proper	1,704,994
	1. Salaries	445,450
	2. Office expenses	492,741
	3. Subscription in international expenses	4,161
	4. Expenses for protection of ex-convicts, etc.	592,827
	5. Judicial system research expenses	112,815
	6. Grants-in-aid to prison officials train-institute	14,250
	7. Grants-in-aid to bar association	42,750
2)	Courts of Justice expenditure	26,004,389
	1. Salaries	15,259,100
	2. Office expenses	7,318,435
	3. Judicial costs and registration costs	2,614,536
	4. Trial costs	497,376
	5. Expenses for sheltering convicts	208,321
	6. Secret fund	106,621
3)	Prison expenditure	27,367,554
	1. Salaries	858,882
	2. Office expenses	6,906,843
	3. Accommodation expenses	19,601,829
4)	Miscellaneous outlays	203,988
	TOTAL EXPENDITURE FOR JUSTICE DEPARTMENT	55,280,925

(2) The Extraordinary Expenditures

1)	Law investigation expenditure	41,136
2)	Construction and repair expenditure	690,908
3)	Special arrangements for prevention and suppression of offenses relating to thoughts	1,140,866
4)	Expenditure relating to official mediation in monetary disputes	804,157
5)	Temporary prison expenditure	2,187,517
6)	Expenditure for reform and improvement of judical police system	.300,000
7)	Expenditure for mediation in tenant-farmers' disputes and registration for maintenance of agricultural farms under proprietary farmers	171,663
8)	Expenditure dealing with mediation of problems of human relations	186,081
9)	Temporary economic control expenditure	81,669

10)	Temporary transportation (to foreign countries) expenditure	20,240
11)	Special retiring pecuniary awards	200,000
	TOTAL EXTRAORDINARY EXPENDITURES OF MINISTRY OF JUSTICE	5,824,237

7. The Ministry of Railways or Tetsudōshō

a. Summary Statement

(1) Creating Ordinances

Railway matters in Japan's early history were in the province of the Department of Communications, which was one of the original nine established in 1885. After the nationalization of railways October 1907, the Railway Board was created in December 1908 to operate and manage the new State system. The Board was a division of and directly responsible to the Cabinet.

The Tetsudōshō was established 15 May 1920 by Imperial Ordinance No. 143. The Board was abolished and its functions absorbed by the Ministry.

Singular of all the Ministries is the Tetsudōshō because it was made independent in its finances from the State accounts by the Imperial Railway Special Account Law passed in 1909. Moreover, if needed, money can be obtained through the floatation of bonds, payment of which is chargeable against this special account. Modification in the accounting system was made in 1921.

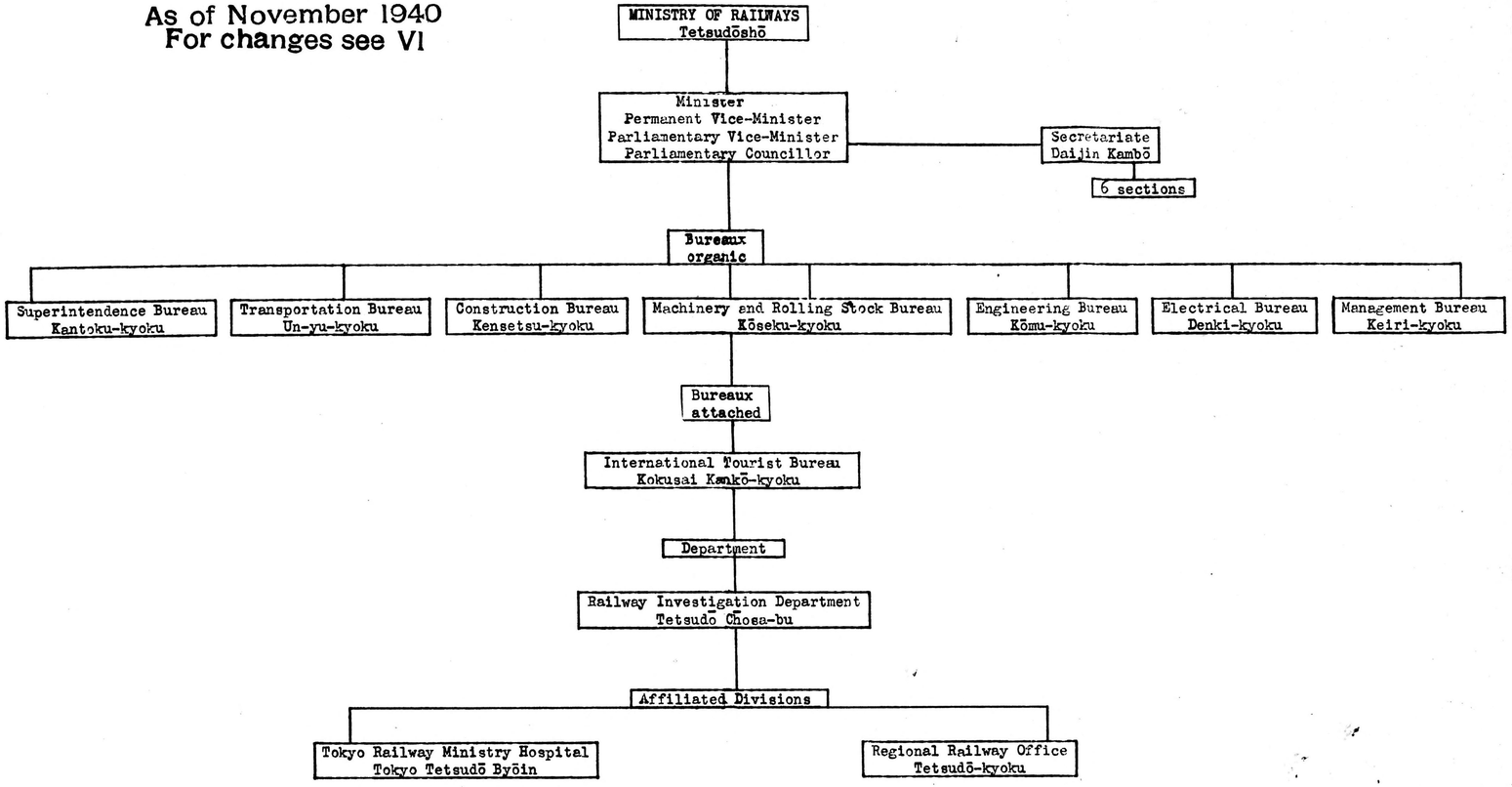
(2) Functions

The Ministry is given the responsibility not only of operating and managing the Imperial Government Railways, but also of supervising the private roads, which include the private and municipal trolley lines. In performing these duties, the Ministry maintains electrical generating stations and power plants of varied capacities and operates large ferry services and an hotel system.

(3) General Character

The railway system of Japan functions well, providing fast and economical service. Millions of passengers patronize the system yearly. Announced schedules are adhered to so rigidly that they become world famous. Road beds are ballasted well and kept clear and clean throughout the system's main lines; excellent masonry work is standard and technical progress has been notable. The Japanese have taken utmost care in the operation of the

As of November 1940
For changes see VI



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system. Moreover the tens of thousands of employees have become proud and loyal; station officials and all attendants are courteous to all passengers and exceptionally so to foreigners.

The Imperial Governmental Railway System has kept to the narrow gauge of forty-two inches. Some municipal and private electric car lines are standard gauge; other feeder lines to the Railway operate upon a little gauge of thirty inches and some maintain a fifty-four inch gauge. The mileage of these varying gauges is small however.

The total mileage of line in Japan in 1938 was 15,624; the Government owned 12,740 of these. Slightly more than 1,200 miles are double track. The eighteen miles of line between Tōkyō and Yokohama and the sixty miles between Kōbe and Akashi are four tracks. Because of the war pressure, the Government has taken more private lines into the System; thus the percentage of mileage controlled now is much higher and more standardizing of gauges has been made.

Electrification of lines has been constant; it predominates in the Kōbe, Ōsaka, Kyōto, and Nagoya area and the Tōkyō-Yokohama region. Direct current of from 1200 volts to 1500 volts is used on the approximate 250 miles of electrified line.

In Japan the people, when talking of railway distances, speak of riding on a line, such as the long Tōhoku line between Tōkyō and Aomori, or the Sanin line on the north coast between Tsuruga and Shimonoseki.

The most famous line in Japan is the Tōkaidō or East Ocean Road, which secured its name in the Tokugawa Bakufu days. It lies between Tōkyō and Kōbe. Continuing on from Kōbe to Shimonoseki is the Sanyō line or South Seas line.

On 10 July 1941 at a cost of ¥16,000,000 the first tube, the Kammon Tunnel, was finished. This is under the Kammon Straits and connects Honshū with Kyūshū. Power in the tunnel is by electric locomotive. The second tube was announced as having been started.

It is now possible to ride by train 1,492 miles from Aomori in northern Honshū to Kagoshima in southern Kyūshū.

In no other manner are the physical characteristics of Japan brought to attention so strikingly as by train travel; so too with social culture and industrial life. First, the railways make a complete circuit of Kyūshū and Honshū, such is partially true in Hokkaidō; work has not been finished in Shikoku. The railways in clinging to steep slopes of mountains are within "a stone's throw" of the ocean's edge. Second, the

railways connect all the cities, which, with the exceptions of a scant few such as Kyōto and Nara, are not ten miles in distance from the sea. Third, no stretch of road in Japan has a 100-mile straight of way; curves and some sharp ones abound. Fourth, fully two-thirds and more of the line are of grade, some of which are over 1%. Fifth, perhaps in no other country do bridges and tunnels form so much of the system's mileage. In the middle 'thirties some 36,000 bridges aggregated 370 miles; slightly less than 1,000 tunnels aggregated approximately 400 miles of line. Thus the passenger is constantly crossing rivers, streams and narrow gorges. Moreover, all mainline bridges and tunnels are of steel, concrete and stone construction; only a few wooden bridges exist.

(4) Number of Employees and Wages

In March 1934 the total employees for the system was 201,538, but only 7,724 of them were women. Chokunin officials numbered 37, sōnin officials 980, hannin clerical staff 26,331, employee class or koin 79,872, and lower class or yonin employees 94,318. Following Pearl Harbor announcement was made that the total number of employees was 380,000 and that 60% were women!

The total number of personnel in the Ministry Proper in 1938 was 40,138.

The average wage per annum for chokunin officials was between ¥4,300 and ¥4,797, for sōnin officials between ¥2,666 and ¥2,823, for hannin clerks between ¥1,000 and ¥1,061, for koin employees ¥682, and for yonin employees ¥562. Women employees averaged but ¥375 per annum.

b. The Central Organization

The central organization of the Tetsudōshō is large in personnel and consists of a sizable Secretariat and seven Bureaux.

It controls also the District Construction Office, the District Improvement Office, the District Electrical Office and the Central Telegraph Office.

Its administrative personnel is less in number than the Regional Administration. In addition to the regular four high officials, the Central Administration in 1934 had seven Directors, three Inspectors-General, two hundred eleven Engineers, nineteen Secretaries, fifty-two junior secretaries, one thousand four clerks, thirteen hundred fifty-five Junior Engineers, and one hundred foremen.

(1) The Tetsudō Daijin

The appointment of the Minister of Railways has been unusually free from politics and so has the entire administration. This may result partially from the fact that the Ministry as has been shown is not dependent upon its funds from the general State budget. But beyond this advantage politically is another fact that the Japanese in the past generation have become more engineering-minded and scientifically zealous in steam-engineering and electricity.

The Ministers have predominantly been technical and professional engineers. Some have been graduates of the Naval Engineering College, such as Chikuhei Nakajima of aircraft fame; others have come from Waseda and other technical institutes rather than from Tōkyō Imperial University. Moreover, nearly all have held important places in engineering firms, heavy industrial companies and shipping interests.

A few Ministers in the past fifteen years have continued in office from one Cabinet to another, as did Tasuku Egi in the Hamaguchi and Wakatsuki Cabinets. Today's Daijin Maeda was Minister in the Hirota Cabinet of 1936-37 and the Hiranuma Cabinet of 1939.

(2) The Bureaux or Kyoku

The directors of the bureaux are generally engineers in their respective fields and are assisted in the sections by other engineers and junior engineers. Moreover each bureau has a staff of technical men whose training is of the best in Japan; many have obtained foreign experience in study and travel, and most of these have secured it in railroads of the United States both before and after the first World War.

The seven bureaux performing the most important functions of the Ministry are listed with their complete sections.

(a) Superintendence Bureau or Kantoku-kyoku

i. General affairs section or Sōmu Ka
ii. Adjustment section 1 or Chōsei Dai Ikka
iii. Adjustment section 2 or Chōsei Dai Nika
iv. Supervision Section or Kanri-ka
v. Land transportation section 1 or Rikuun Dai Ikka
vi. Land transportation section 2 or Rikuun Dai Nika
vii. Railways section or Tetsudō Ka
viii. Technical section or Gijutsu Ka

(b) Transportation Bureau or Un-yu Kyoku

i. General affairs section or Sōmu Ka

ii. Freight section or Kamotsu Ka
iii. Car distribution section or Haisha Ka
iv. Automobile section or Jidōsha Ka
v. Passenger section or Ryokaku Ka
vi. Traffic section 1 or Un-Yu Dai Ikka
vii. Traffic section 2 or Un-yu Dai Nika
viii. Shipping section or Sempaku Ka

(c) Construction Bureau or Kensetsu Kyoku

i. Planning section or Keikaku Ka
ii. Tracks section or Senro Ka
iii. Stations section or Teishaba Ka

(d) Machinery and Rolling Stock Bureau or Kōsaku Kyoku

i. Rolling stock section or Sharyō Ka
ii. Machine shop section or Kōjō Ka
iii. Machinery section or Kikai Ka

(e) Engineering Bureau or Kōmu Kyoku

i. Planning section or Keikaku Ka
ii. Construction section or Kenchiku Ka
iii. Roadbeds section or Senro Ka
iv. Civil engineering section or Doboku Ka

(f) Electrical Bureau or Denki Kyoku

i. Electrification section or Denka Ka
ii. Communications section or Tsushin Ka
iii. Electric power section or Denryoku Ka

(g) Management Bureau or Keiri Kyoku

i. Accounts section or Kaikei Ka
ii. Warehouse section or Soko Ka
iii. Purchasing section 1 or Kōbai Dai Ikka
iv. Purchasing section 2 or Kōbai Dai Nika
v. Inspection section or Shinsa Ka

(3) The Secretariat or Daijin Kambō

The Kambō is large and has seven sections; in other Ministries some bureaux perform the functions which these sections are given. The Secretariat performs the work for the Central Administration; the Regional Administration has its own General Affairs Section.

(a) Personnel section or Jinji Ka
(b) Documents section or Bunsho Ka
(c) Legislation (rules and regulations) section or Hōki Ka
(d) Health section or Hoken Ka
(e) Training section or Yōsei Ka
(f) Trunk line investigation (study) section or Kansen Chōsa Ka
(g) Operations investigation (study) section or Gengyō Chōsa Ka

c. The Regional Administration

(1) Organization

The Regional Administration maintains the decentralized system established a generation ago. Each of today's eight regions of Tōkyō, Nagoya, Ōsaka, Moji, Hiroshima, Sendai, Niigata and Sapporo is managed by a director who is appointed by the Minister and is under the control of the Central Administration although his powers are somewhat discretionary and wide.

The following Table for the year 1934 shows the relative importance for six of the regions one with another in kilometers of line, number of passengers carried, volume of freight hauled and total earnings. Hiroshima and Niigata were made points for regions after 1934.

Table 6

Region	Kinds of Tracks			Quadruple and over	No. of passengers carried	Volume of goods hauled	Traffic earnings
	Single	Double	Triple				
Tōkyō	1,265,333	587,138	2,910	128,590	472,740,888	17,701,511	114,176,500
Nagoya	1,576,295	314,083	11,160	--	78,316,893	15,670,642	86,163,314
Ōsaka	2,493,047	400,457	4,660	58,932	160,264,709	14,444,420	90,305,803
Moji	2,338,175	406,314	9,360	4,110	79,465,351	21,843,925	74,444,970
Sendai	3,060,548	29,853	1,870	--	53,152,622	9,270,338	51,054,015
Sapporo	2,874,635	169,607	--	--	24,783,670	12,911,461	48,575,296
Total	13,608,033	1,907,452	29,960	191,632	845,929,864	72,001,113	464,719,898

Each region has subsections and branches of administration such as the district traffic offices which control operations and supervision of rolling stock and electrical equipment, and district maintenance offices

which have the responsibility of maintaining, constructing and improving the road ways.

(2) Personnel

The number of officials and staff for the regions is large of necessity. In addition to the six directors in 1934, there were 318 engineers, 6,923 assistant engineers, 5,000 foremen, 27 secretaries, 163 junior secretaries and 13,913 clerks.

(3) The Bureaux or Kyoku. Each region has eight bureaux patterned after the Central Administration.

(a) General Affairs Bureau

i. Documents and Archives Affairs Section
ii. Personnel Affairs Section
iii. Health and Welfare Affairs Section
iv. Indemnification Affairs Section

(b) Transportation Bureau

i. General Affairs Section
ii. Train Affairs Section
iii. Locomotive Affairs Section
iv. Passenger and Goods Car Affairs Section
v. Electric Car Affairs Section

(c) Mechanical Engineering Bureau

i. Rolling Stock Affairs Section
ii. Machinery Affairs Section

(d) Finance Bureau

i. Finance Affairs Section
ii. Cashier Section
iii. Stores Affairs Section
iv. Purchasing Affairs Section
v. Traffic Audit Affairs Section
vi. Stores Office Section
vii. Printing Office Section
viii. Stores Examination Office Section
ix. Saw Mill Section

(e) Marine Bureau

i. General Affairs Section
ii. Operating Affairs Section

(f) Traffic Bureau

i. General Affairs Section
ii. Passenger Affairs Section
iii. Goods Affairs Section

(g) Maintenance and Improvement Bureau

i. General Affairs Section
ii. Maintenance Affairs Section
iii. Improvement Affairs Section
iv. Engineering Affairs Section
v. Electric Affairs Section
vi. Electrical Instruments Repairing Shop Section

(h) Electrical Bureau

i. General Affairs Section
ii. Power Affairs Section
iii. Communication Affairs Section
iv. Electrical Instruments Repairing Shop Section

(4) The District Traffic Office

This important office has a large number of sub-offices and sub-units under it. It maintains (1) the stations, (2) a Detached Booking and Luggage Office, (3) a City Freight Office, (4) Marshalling Yards, both hump switching and flat, (5) Signal Station and Signal House, (6) Conductors' Quarters, (7) a Motor Traffic Office, which has a Motor Car Section to take care of the System's motor equipment allotted to the District, (8) a Communications Office, (9) a Wireless Communications Office, (10) an engine house and shed, (11) an electric car shed, (12) a Car Inspecting Office, (13) a car lighting house, (14) a Power Section Office for power station and sub-station controls, and (15) the Railway Dressing Rooms.

(5) The District Maintenance Office

This important unit of administration operates with two units, a Maintenance Section Office and a Communications Section Office. Supervision of the work and repair crews is exercised by the office on the lines for which it has jurisdiction.

(6) The Electric Power Office

This office is concerned with power generation; supervision of it is made by the Bureau of Electricity or Denki Kyoku. This office

maintains sub-administrative units, the Power Section Office, the power stations and sub-stations, the switching stations and a Detached Electric Power Office.

(7) The Works

Each Region has a works which is superintended by a works-manager with general foreman and other foremen who are of the tetsudōsyu class. Each foreman is in charge of a shop such as the car repairs shop, the roundhouse, boiler shop and power houses.

The Ōmiya Works near Tōkyō are very large and some of the important scientific research and efficiency performances and demonstrations are conducted there. In 1935 great effort was exerted on speed and efficiency of steam locomotive repair at Ōmiya which yielded remarkable results. On such matters as these - directed performance and "organized routine" - the Japanese are able to demonstrate their abilities to the greatest advantage. To inspect and to see the number of Japanese at work on a stripped locomotive, and the constancy of their coming and going with parts and equipment, are like viewing mad bees at a hive.

Research for improvements in management and technical efficiency have to be made intensively and in the practical areas available to them. Narrow gauges in railroads as compared to standard gauge ipso facto limit railroad capacity because freight cars have to be constructed differently than for standard gauge. Depending upon extent of overhang (to gain much car capacity at all) locomotive speed can be retarded in a range from 20% to 40%. Terrain also affects speed - grades and curves - so that the Japanese cannot exert economical effort in those directions. The Japanese have gone to all known means to found a system and to improve it constantly in terms of their geographical limitations and industrial and social needs.

Despite all of this tremendous mechanical advancement in steam and electricity, careful inspection in many of these works will stun the western observer, for abuses of machines and equipment abound. This flagrant disregard of mechanical units and machines is given with an ignorant abandon, not to say a happy one, by most all orientals; it is certainly not peculiar to the Japanese.

d. Attached Organizations

(1) The Railway Investigation Department or Tetsudō Chōsa-bu

All investigatory affairs from the District and Regional Offices and the Central Administration can be brought to this Department.

Moreover it initiates matters of its own also.

(2) The Railway Ministry Hospitals or Tetsudō Byōin

At present the system maintains six hospitals, one each at Tōkyō, Ōsaka, Sapporo, Moji, Sendai and Nagoya; two branches are operated in Tōkyō and Ōsaka.

The administrative organizations of each hospital are in eight divisions. A specialist with a staff is in charge of a division. Service is given to passengers but essentially it is for employees and families who obtain treatment at cost.

In addition to these hospitals there are four sanatoria, one each at Arima, Kamekawa, Iizaka and Noboribetsu. Along with these the System provides 108 dressing rooms and 19 detached dressing rooms.

The normal railway staff of physicians is composed of 150 of chokunin and sōnin ranks, and 180 of hannin rank

In all important stations and the large works and yards, sanitary measures are taken; members of disinfecting or cleaning crews are frequently seen at work. Employees are provided with adequate eating, dressing and bathing rooms, the use of which is constant.

(3) The Railway Council or Tetsudō-in

(a) Creation. The Council was established in July 1922 as an advisory body to the Minister. Revisions of the regulations were made in July 1930 and January 1932.

(b) Membership. The Council is composed of thirty members and presided over by a president who is usually the Minister. Both the Permanent Vice-Minister and the Parliamentary Vice-Minister of War serve as members; a Vice-Minister of the Ministries of Home Affairs and of Finance and a Director of the Board of Audit are official members also. Other members are distinguished engineers, members of the Diet and men of renown or those who have had fifteen years of railroad experience. All except the official members are appointed by the Minister for a three-year term which is renewable.

(c) Functions. The Council is advisory but the Tetsudō Daijin must consult it (a) when rail lines are to be altered, (b) when new railways or trolley lines are to be purchased, (c) when charters for competing lines allow parallel or close construction to the state lines, (d) when local railways are to be managed or leased by the State; and (e) when State motor traffic routes are to be laid out.

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(4) The Committee on Rates and Fares

Established in May 1933 under Imperial Ordinance No. 108, the Committee is also advisory and investigatory on rates and fares. There is a chairman and twelve members, all of whom are appointed by the Government through the Minister. Re-appointment after serving the two-year term is common. The work of the committee however is performed by the Executive Secretary who is appointed by recommendation of the Minister, and a clerical staff which is appointed by the Minister directly.

(5) The Board of Tourist Industry

This organization was formed in July 1930 as advisory to the Minister to promote foreign travel in Japan. The Minister is president ex-officio and there are sixty commissioners appointed from governmental officials, scholars and men of experience. The two-year term is subject to renewal.

The Minister submits matters to the Board but it is actually concerned with all affairs relating to improving tourist travel, such as varied accommodations, better sight-seeing facilities and granting of subsidies.

A committee of Tourist Industry governmentally appointed also supplements the Board's policy efforts. It is composed of hotel men, shipping men, government officials and university men.

The Japan Tourist Bureau created in 1912, more correctly the International Tourist Bureau or Kokusai Kankō-kyoku, actually does the operating on the lower levels and meets the public. Its offices are in virtually all the important cities of the Empire. The Bureau is of great aid to foreigners in their travel, but it is of greater aid to "the authorities" in giving information as to where foreigners go and are to be found, what they do and how long they remain in any area.

The total number of tourists arriving in Japan in 1938 was 26,125 and the number for 1939 was 32,951. The number of tourists who arrived in Japan in 1933 was 26,264 and they spent in Japan a total of ¥64,493,000.

The following table gives a break-down for the year 1933, which is indicative of the tourist travel in Japan during the late pre-war years.

Table 7.

	Length of Stay				Object of Visit				
Nationality	Less than 15 days	Less than 3 months	Over 3 months	Total	Sight-seeing	On official duty	On business	Miscella-neous	Total
Americans	3,625	1,308	859	5,792	3,530	50	503	1,709	5,792
Canadians	154	89	113	356	180	3	26	147	356
Britishers	2,567	1,887	663	5,117	2,950	39	509	1,619	5,117
Germans	325	473	320	1,118	480	14	192	432	1,118
Frenchmen	269	254	113	636	336	28	51	221	636
Russians	409	422	260	1,091	135	147	211	598	1,091
Dutch (Nether-land Indians)	177	93	80	350	197	-	65	88	350
Indians	134	131	213	478	109	-	236	133	478
Philippinos	169	119	38	326	174	-	17	135	326
Chinese	1,561	1,444	6,141	9,146	735	125	2,440	5,846	9,146
Tourists from other coun-tries	656	787	411	1,854	629	65	302	858	1,854
Total	10,046	7,007	9,211	26,264	9,455	471	4,552	11,786	26,264

N.B. 1. Visitors from Korea, Formosa, South Manchuria and Saghalien are all included in the above list.

2. Foreigners who landed in Japan are all included in the list, no matter what the length of their stay was or the nature of their visits.

(6) The Hotel System

Three good hotels, foreign style, are operated by the Ministry. The Sanyō Hotel is in Shimonoseki; it has thirty rooms and can accommodate one hundred seven guests. The others are in Nara and Tōkyō.

It has not been the practice of the Ministry to compete in the hotel business with private interests.

(7) The Ferry Services

There are five ferry services operated by the Ministry

(a) Aomori-Hakodate Service operates from "the continent" to Hokkaidō
(b) Shimonoseki-Moji Service operates from Honshū to Kyūshū
(c) The Shimonoseki Fusan Service connects Japan with Chosen
(d) The Uno-Takamatsu Service connects Shikoku with the Sanyō Line on Honshū
(e) The Hokkaidō-Karafuto Service connects the two islands and is the least in passenger traffic

Other excursion services operate in the Inland Sea, such as the one at Miyajima.

e. The Ministry and the Employees

In addition to the Ministry's hospitals, sanatoria, dressing rooms, museum, library and bulletin of which some 15,000 copies are distributed free, there are a number of other important institutions which aid the employees.

(1) District Institutions

These vocational institutions are maintained in each region for the benefit of the employees of the railway. No tuition is paid and the students live in provided dormitories. There are both higher courses and special training courses which give the employee-students all aspects of railway and technical training. The period of time which the employees attend the institutions as well as the curriculum is determined by the regional directors. Only people between the ages of seventeen and thirty who have had at least a two-year contract with the railways are admitted. This educational system was begun in October 1921 and has been intensified since April 1932.

(2) Railway Education Association

This Association was established in October 1921 when the 50th Year's Jubilee was celebrated. The Railway's Middle School was created the next year in which a regular school system was conducted. A very small monthly tuition, ¥1.50, is required. The School meets the regulations provided by the Minister of Education and is thus on the accredited list. It is under the direct supervision of the railway's Central Institute of Tōkyō Region.

Moreover a large number of railway scholarships exist which are available to more qualified employees. There is flexibility for the choice of colleges and universities to which these employees may go.

To secure more rounded training, special funds are available for more qualified officials of the railway to travel to foreign countries. As has been stated before, most of these administrators and technicians have come to the United States for their respective periods of time.

(3) Relief Association

The Relief Association of the State Railways was established by Imperial Ordinance No. 127 in May 1907. Relief is given to the employees and to members of the employees' families. Although the Association is a private organization, the policy as well as the aids and benefits granted come within the jurisdiction of the officials of both the Central and Regional Associations.

Two classes of members exist - lettered A and B. The A group is composed of foremen and other employees of lower ranks who do outdoor work and who contribute 7.7% of their wages to the main fund monthly. The B group is composed of indoor service employees who join at their own option and contribute 12.7% of their salaries to the fund monthly. The services of the Association include: (1) accident grants, (2) disability grants, (3) sickness grants, (4) retirement grants, (5) bereaved family allowances, and (6) disaster benefits.

Funds given for compensation of any one of these six situations are the equivalent of one to six months full salary.

(4) Railway Health Institution

The Institution was formed in January 1927 in conformity with the Health Institute Act. It not only applies to regular employees, but also to the temporarily employeed coolies. Aids granted by the Institution

are allowances for (1) recuperation, (2) maturity, (3) birth, and (4) funerals. A large number of the lower rank employees are members of the Institution.

(5) Purchase Union

The Union was created in September 1918. Foodstuffs are bought by the employees and their families at cheaper prices than prevail in the regular markets. The Union's head office is in the Central Administration, and there are 55 branches and 170 distributing offices.

The Union is also responsible for the Meal Houses maintained throughout the system.

(6) The Loan Union

This Union was established in September 1919 to aid employees and their families in difficulties. The rate of interest charged for a loan is half of one percent per yen per month.

(7) Savings Union

The Savings Union was created in July 1921 and has its main office at the Central Administration with local offices in the regions. The control of the Union is under the Chief of the Health and Welfare Bureau, the Director of Finance at the Central Administration, and the regional directors. Deposits cannot be less than ¥3 and the total allowed any one individual's account is ¥2,000. The depositor is allowed a five per cent interest rate and his funds can normally be withdrawn but once a year - at the end of March. The Union's fund, considering its source, is quite large, as it amounts to approximately ¥66,000,000.

(8) Railway Workers' Committee

This Labor Committee was established at the time of the creation of the Ministry. It is composed of members from foremen and from koin and yōnin employee classes. Under changes made in August 1928, each of the Regions are divided into seven or eight sections corresponding to type of service performed there. Further each section has a committee.

The right to vote for Committee membership is dependent upon an age qualification of eighteen years for outdoor employees. They must also have one year in service. Membership for the Committee is dependent upon a two-year's service record and an age qualification of twenty-five years or over.

The chairman of the Committee is normally the superintendent of the district office or the manager of the works. The regular meetings of the committee are held semi-annually and others may be called. Actually matters and affairs directed in the committee have no fundamental bearing on changing the operating railway policy. The Committees are normally given problems to discuss and the officials answer questions. However, resolutions and drafted reports from these committees do come to the Central Administration, and they have been given attention. The main purpose of this type of Committee association has been to familiarize the outdoor employees with some policies of the Ministry.

The Railway Officials' Committee is a separate institution, although its function is the same as the Railway Workers' Committee. Its members are also outdoor employees, but they are limited to hannin rank. The organization of the Committee is like that of the Railway Workers' Committee, and its officers are appointed by the regional director from among officials at the stations, offices, work-shops and plants.

f. The Railway Finances

As has been stated earlier, the Tetsudōshō is independent of the State budget and is accountable under the revised law of 1921 according to a Capital Account, a Stores Account, and Revenue Accounts. The procedure for each of these three divisions of finance need not be taken up here except to say that the Capital Account contains the fixed property items and the bonded indebtedness. The Stores Account is provided for by Article V and VI of the law. It is set up to provide for the purchase and proper repair of all railway supplies and materials. An elaborate method of interdepartmental checking and crediting is provided. The Revenue Account is normally given in traffic receipts and sundry items.

The following figures for the Railway's finances are comparative for the years 1936, 1937 and 1938.

(In Yen)

Items	1936-37	1937-38	1938-39
Revenue:			
Traffic receipts	591,252,994	662,747,000	760,524,000
Sundry receipts	11,809,580	13,473,000	13,729,000
Receipts on suspense account and advance	193,035,911	221,993,000	322,233,000
Total	796,098,485	898,213,000	1,096,486,000
Expenditure:			
Working expenses	362,542,819	412,050,000	477,455,000
Interest charges	83,206,220	83,793,000	84,133,000
Refunds and advances	198,005,869	229,546,000	327,560,000
Secret service fund	27,440	27,000	25,000
Subsidies to local railway	6,854,027	6,647,000	6,870,000
Total	650,636,455	732,064,000	896,043,000

8. The Ministry of Communications or Teishinshō

a. Summary Statement

(1) Present Status

This Ministry was merged with the Ministry of Railways as will be discussed in the Chapter on Wartime Changes. The new Ministry is that of Trensportation and Communications or Unyu Tsushinshō. Although some bureaux and sections are now eliminated, the essential services and functions will have been retained. The Ministry of Railways was prior to 1920 a part of the Ministry of Communications.

(2) Functions

The Teishinshō was established as one of the nine formal departments of government in 1885. Some offices which it absorbed had been in existence some years before, such as the Post Office or Yūbin Kyoku. See Appendix C. Its functions have been widened gradually, so that its authority now comprises the fields of aviation, shipbuilding, water transportation, and all matters of electricity including the telephone, telegraph, radio, cable and the beacon service, which includes over 1,000 installations.

Relationship with the Ōkurashō is constant as taxes are collected, and pensions and annuities are paid out through the post offices.

b. Personnel of the Ministry

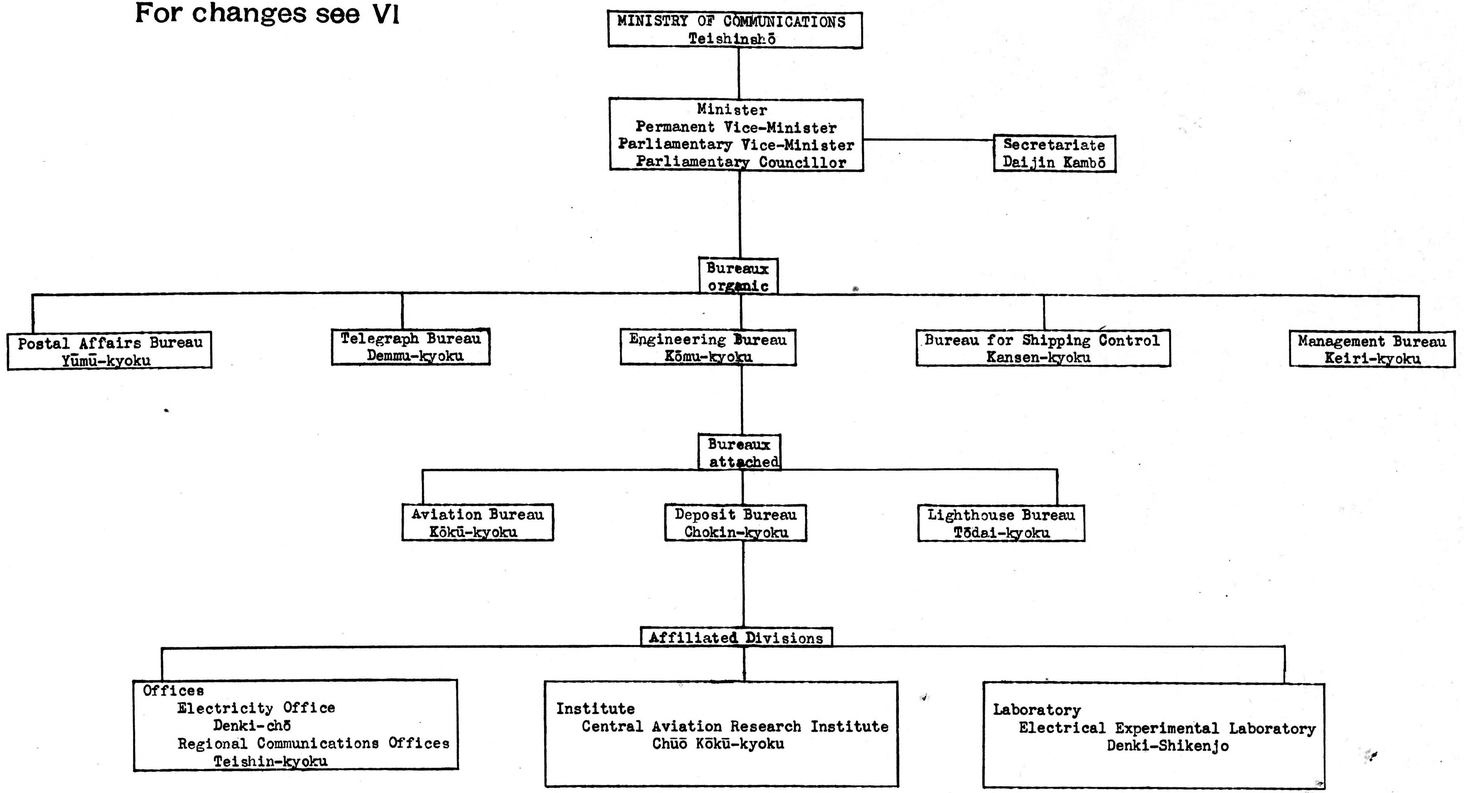
The total personnel of the Teishinshō as of 30 September 1939 was 183,804. The executives, officials and staff of the central offices numbered 36,157; of these over 15,000 are clerks of hannin rank and 6,000 are technicians and specialists. Outside the Ministry there are 15,707 telephone, telegraph and postal offices.

c. The Teishin Daijin

(1) Background

The Tōkyō Imperial University has contributed many more graduates for the high office than any other institution of learning. The Ministers' training has been broad rather than specialized. Moreover the Ministers' experiences have nearly all been in politics, although a few men in the last ten cabinets have had executive and business careers, such as in steamship and business corporations or with newspapers.

As of November 1940
For changes see VI



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(2) Duties

The Minister has been more concerned with aviation and shipping and shipbuilding than with the other functions assigned to the Ministry. He was charged with particular duties in the Ship Improvement Subsidy Law of 1931, the Shipbuilding Industry Law of 1939 and the establishment of the East Asia Shipping Company or Toa Kaiun Kisen Kaisha in August 1939.

d. The Organic Bureaux or Kyoku

(1) The Postal Affairs Bureau or Yūmu Kyoku

The Yūmu Kyoku is one of the most efficient agencies in the Empire. The volume of business conducted has grown steadily, noticeably so in the last two decades.

The postal system since 1903 provides for three grades of post offices, the first and second of which are operated by the Ministry and the third through private contract. The second and third class post offices are in the machi and mura. The following figures give the number of post offices by classes as of 30 September 1939 for the Empire.

	Japan Proper	Taiwan	Karafuto	Chosen	Kwantung Leased Territory	Islands
1st Class	113	12	-	-	-	-
2nd Class	275	11	5	121	-	-
3rd Class	11,543	171	85	-	23	11
Minor Offices	872	-	-	31	80	-
Total	12,803	194	90	152	103	11

The services of the system include the C.O.D., money transfers, both domestic and foreign, parcel post and airmail.

The Bureau's money order transactions are large, amounting to over ¥1,000,000 annually for domestic patrons. This service has greatly increased since its beginning in 1875.

There are three sections to the Yūmu Kyoku:

(a) The Operations or Business Section or Gyōmu Ka
(b) The Estimating and Planning Section or Kikaku Ka
(c) The Foreign Mail Section or Gaikoku Yūbin Ka

The Yūbin Ka, in addition to aiding foreigners in the Empire, has performed a careful supervisory if not an outright policing function for the government over them. Censorship of mail and other literature as well as examination of packages have been common practices in Japan. Naive and wierd statements have been given as explanations and defenses for these official actions. Most of the excuses have been to the effect that the item was "opened by mistake."

(2) The Telegraph Bureau or Demmu Kyoku

The telegraphic system in Japan reaches every machi and nearly all mura in Japan. Telegraphic offices or denshinkyoku are classified into first, second and third classes. Only eight first class offices were operating as of September 1939 and these were in the largest cities. There were 47 second class offices in the next largest centers. There were 10,745 post offices equipped to serve the public and these handled the greater part of the volume of telegrams or dempō, radiograms or musen denshin, and telegraphic money orders or dempōkawase. Most of the railway stations maintain telegraphic offices or denshin-toriatsukai-jo, which are open to the public. Minor offices totaled 2,425 in 1939.

(Telegrams or dempō are sent in kata-kana. Because expressions of literary style as well as many abbreviations are employed, dempō are difficult to make out. Moreover in order to save costs - rate is one sen a symbol - many imperatives not useable in conversation or writing are often found).

Japan proper is divided into seven zones for administration of the system, Tōkyō, Ōsaka, Nagoya, Hiroshima, Kumamoto, Sendai and Sapporo.

The Demmu Kyoku controls the telephones or denwa. Although the system has been in operation for a number of years, the service at best has been slow. A rapid development was made however in the larger cities by the installation of the automatic telephones or jidō-denwa in the late 'thirties.

Telephones are not available to most of the populace as there were but 1,006,498 of them for subscribers. Five to ten years of waiting to become an owner of a telephone is not uncommon in Japan. Some telephones may be purchased in public auction and often bring prices varying between ¥1,000 and ¥2,000. Moreover, the cost of annual rental puts the instrument out of the hands of but only the wealthy. The demand for telephones has always been heavy but the government has not allowed the expansion desired.

Telephone offices are of but first and second class. In

1939 there were twelve first class offices with sixty-three branches and five second class offices. Telephone exchanges or denwa-kōkan-kyoku numbered 54 in telephone and telegraph offices, and 6,063 in post offices.

The long distance telephone or chōkyori denwa has great use in Japan; all capitals of the ken are connected, some with many circuits.

Because of military and geographical reasons, Japan has developed the radio or musen communications to a high level. Great pride has been taken in the progress.

The Japan Broadcasting Corporation or Nippon Hōsō Kyokai, created by an amalgamation of all stations in May 1934, controls and administers broadcasting stations and all domestic programs. Political or campaign speeches, whether the Diet is in session or not, and any type of advertising, are not allowed on the radio in Japan.

Foreign broadcasting outside the Empire and possessions is controlled by the International Telecommunications Company or Kokusai Denki Tsushin established in 1937 as an amalgamation of two former concerns.

The radio telephone or musen-denwahō is widely used and is an economical and flexible means of communication for the Japanese conditions. Multi-circuit short wave systems are used among the four main islands. A load of six simultaneous conversations can be carried between Aomori and Hakodate. The principal installations include the transmitting station in Nasaki, Ibaraki Ken and the receiving station at Komuro Saitama Ken. Cables connect both of these stations and the Tōkyō Central Telephone Office. The new installations near Ōsaka supplement the Tōkyō Central.

The radio-telegraph or musen-denshinhō is administered by the Eastern Japan Radio Central in Tōkyō and the Middle Japan Radio Central at Ōsaka. The installations for the Tōkyō Central include the control station in Tōkyō with its transmitting station in Oyama, Tochigi Ken, approximately forty-five miles north of Tōkyō, and the receiving station in Fukuoka, Saitama Ken, approximately twenty-five miles northwest of Tōkyō. The installations of the Middle Japan Radio Central at Ōsaka include (1) the old control station at Nagoya with its transmitting station at Yosami near Kariya in Aichi Ken twenty miles southeast of Nagoya and its receiving station at Yokkaichi Mie Ken some twenty miles southwest of Nagoya, and (2) the new control station at Ōsaka with its transmitting station at Semayama outside Ōsaka and the receiving station in Ono, Hyōgo Ken.

Development of these communicational systems by the Teishinshō has been in close relationship with the Rikugunshō and Kaigunshō.

Radios for the populace are all under a subscription system

costing the owner a 50 sen fee monthly which is retained by the Nippon Hōsō Kyokai. The sets are of low power only as short wave receivers cannot be used except by ultra-special permission and supervision. Registrations as between shi and the machi and mura are approximately 62 per cent and 38 per cent respectively of the total.

The following table shows the number of licences in each ken and the percentage relationship of licences per one hundred families in the ken in order of number held.

Table 8.

PERCENTAGES OF THE NUMBER OF LICENCES TO 100 FAMILIES AT THE END OF 1939

1.	Tōkyō	1,025,313	73.0
2.	Osaka	524,902	52.6
3.	Hyogo	265,211	41.0
4.	Aichi	256,944	42.4
5.	Kanagawa	211,571	54.6
6.	Fukuoka	194,422	34.6
7.	Kyōto	166,216	44.6
8.	Hokkaidō	134,131	23.4
9.	Shizuoka	129,390	35.5
10.	Hiroshima	103,497	26.1
11.	Niigata	91,022	25.1
12.	Chiba	84,539	27.9
13.	Saitama	81,532	28.6
14.	Nagano	81,383	24.4
15.	Kumamoto	72,359	27.3
16.	Yamaguchi	70,693	26.5
17.	Okayama	63,388	23.6
18.	Gumma	61,117	26.5
19.	Gifu	59,482	23.8
20.	Miyagi	53,785	25.7
21.	Tochigi	52,559	23.9
22.	Ibaraki	51,606	17.5
23.	Miye	49,361	20.4
24.	Nagasaki	49,006	18.8
25.	Kagoshima	44,196	13.1
26.	Wakayama	42,631	22.5
27.	Nara	42,386	33.5
28.	Toyama	42,313	26.9
29.	Ehime	41,604	16.9
30.	Fukushima	40,357	14.4
31.	Yamanashi	36,584	28.8
32.	Ishikawa	35,660	22.3

33.	Oita	35,333	17.7
34.	Kagawa	34,984	22.7
35.	Shiga	32,915	21.4
36.	Yamagata	30,177	16.0
37.	Fukui	29,001	21.1
38.	Shimane	27,944	17.6
39.	Kochi	27,697	17.8
40.	Saga	27,580	21.7
41.	Tokushima	26,981	18.2
42.	Miyazaki	26,031	15.7
43.	Akita	24,699	13.7
44.	Aomori	24,191	14.1
45.	Iwate	23,210	13.1
46.	Tottori	19,059	20.0
47.	Karafuto	10,900	16.7
48.	Okinawa	1,092	0.9
49.	South Seas	194	-
	Total	4,666,058	33.0

The Telegraph Bureau has five sections for these operations:

(a) Business Section or Gyōmu Ka
(b) Estimate and Planning Section or Kikaku Ka
(c) Foreign Telegram Section or Gaishin Ka
(d) Wireless Section or Musen Ka
(e) Investigations Section or Chosa Ka

(3) The Supervision Bureau or Kanri Kyoku

The functions of this bureau are of administrative personnel; the titles of the five sections indicate their duties:

(a) Business Section or Gyōmu Ka
(b) Estimate and Planning Section or Kikaku Ka
(c) Health Section or Hoken Ka
(d) Operations Survey Section or Gengyō Chōsa Ka
(e) Communications Ministry Hospital or Teishin Byōin

(4) The Bureau of Engineering or Kōmu Kyoku

Some of the most noted Japanese engineers and specialists are in this bureau. Their foreign training has been in the United States and Germany in the electrical manufacturing companies and laboratories. They have kept abreast of scientific developments and have made many innovations for Japanese conditions. Abuse of equipment is found in the communications field also. Three important companies are responsible for the major

volume of fabricated electrical products, the Tōkyō Electric Radio Company, Ltd., in Kawasaki, Kanagawa Ken; the Nippon Electric Company, Ltd., in Shiba-ku, Tōkyō; and the Oki Electric Company, Ltd., also in Shiba-ku, Tōkyō.

There are eight sections in this bureau:

(a) Business Section or Shomu Ka
(b) Lines Section or Senro Ka
(c) Machinery Section or Kikai Ka
(d) Wireless Section or Musen Ka
(e) Investigations Section or Chōsa Ka
(f) Testing Section or Shiken Ka
(g) Urban Construction Section or Shinai Kensetsu Ka
(h) Rural Construction Section or Shigai Kensetsu Ka

(5) The Bureau for Shipping Control or Kansen Kyoku

The work of this bureau is tremendous and consumes the energies of a large staff of officials and supervisors. Ocean going vessels and coastwise carriers are licensed and controlled in their operations. Established policy by the bureau has resulted in the world being charted into non-competitive passenger and freight areas and particular companies being assigned to them. The Nippon Kisen Kaisha, the Ōsaka Syōsen Kaisha, the Dairen Kisen Kaisha, the Yamashita Kisen Kaisha and the Kokusai Kisen Kaisha dominate the shipping industry although there are twenty-five other important companies engaged in shipping.

The administration of shipbuilding also comes under this bureau which extends to the control and regulation of the shipyards.

Control of seamen is a further duty. It is now exercised under the Marine Transport Association Law.

There are nine sections to this bureau:

(a) Control Section or Kantoku Ka
(b) Coastwise Section or Enkai Ka
(c) General Affairs Section or Somu Ka
(d) Seamen Section or Kaiin Ka
(e) Sea Routes Section or Koro Ka
(f) Shipping Section or Sempaku Ka
(g) Shipbuilding Section or Zosen Ka
(h) Materials Section or Shizai Ka
(i) Ship Testing Laboratory or Sempaku Shikenjo

(6) The Management Bureau or Keiri Kyoku

The work of this bureau requires a large staff of accountants and financial experts. The bureau maintains liaison with the Ōkurashō and presents the Ministry's accounts to the Board of Audit or Kaikei Kensa In. The bureau has four sections:

(a) Audit Section or Kansa Ka
(b) Supply Section or Juhin Ka
(c) Accounts Section or Shukei Ka
(d) Maintenance and Repairs Section or Kizen Ka

e. The Attached Bodies

(1) The Deposit Bureau or Chokin Kyoku

Historically savings in the postal system were under joint control of the Ōkurashō and the Ministry of Agriculture and Commerce. The Chokin Kyoku today collects for and accounts to the 85,880,088 depositors who have a total of ¥6,000,000,000 in savings. Interest is approximately 2-3/4 per cent. The funds by law are under joint jurisdiction with the Ministry of Finance.

Post Office life insurance contracts in number reached 43,000,000 in January 1941 with insured sums of ¥8,000,000,000. The reserve fund of ¥2,000,000,000 has been invested in governmental financing such as bonds and the program for economic expansion in China and the South Seas.

(2) The Office of Electricity or Denki Chō

The President with a large staff directs the work of the office. For many reasons during the past two decades of rapid electric power development emphasis has been directed to the hydro-generating stations. Control and regulation have been exercised by the Ministry over the generation and transmission of electricity.

This office supervises the Japan Electric Power Generation and Transmission Company or the Nippon Has-sō Den Kabushiki Kaisha, which is a war control company created in 1939 under the Electric Power Control Law of 1938. All important private electrical companies were absorbed by this great concern which is capitalized at ¥753,100,000. The efforts of the Office through the Company are to develop an all-out war effort.

(3) The Electrical Experimental Laboratory or Denki Shikenjo

The Laboratory presided over by a President has been maintained under a large subsidy. All types of testing and experiments are made

for which the Laboratory keeps an elaborate system of records and files. It is a most important supplementary agency of the Ministry. Close relation is maintained with the experimental laboratories of all the Imperial universities.

(4) The Aviation Bureau or Kōkū Kyoku

Regulation of commercial aviation was not difficult in Japan because of its limited area for development. However all experiments and progress were closely supervised. Although the Aviation Council in the Ministry of Education has had much influence in formulating policy for the industry, the details of administration are left to this Bureau, such as immediate control of manufacturing companies, airfields and ports, licencing and inspections.

The Bureau also maintains relations with the Imperial Aeronautical Association located in Shiba-ku, Tōkyō, the International Aviation Federation and the International Aviation Commission.

(5) The Central Aviation Research Institute or Chūō Kōkū Kenkyūjo

The Institute was founded in April 1918 to foster research in all types of aerial mechanics including balloons. It is presided over by a president and is located at Komba on the grounds of the Department of Agriculture in Tōkyō Imperial University.

(6) The Lighthouse Bureau or Tōdai Kyoku

The Tōdai Kyoku maintains and supervises not only the marine service of lighthouses on the coastlines for ships, but also the aerial beacon services on the airline routes, both of which are extensive and costly.

(7) The Regional Communications Bureaux or Teishin Kyoku

The Teishinshō maintains control and supervision over the varied net works by means of regional bureaux which are in charge of their respective districts or communications zones. Each bureau has a director or kyokuchō, sections or ka, and section chiefs or kachō. In addition there are for the network of lines large repair crews. Because of the war, however, there have been sharp reductions in personnel. Two bureaux are maintained in Tōkyō, one for the shi itself and one for the zone. Other Teishin Kyoku are in Sapporo, Sendai, Nagoya, Ōsaka, Hiroshima and Kumamoto.

f. The Secretariat or Daijin Kambō

The Kambō is large but its work is administrative and clerical and not like that of the Tetsudōshō which also has charge of personnel.

g. The Marine Higher Court

This Court is presided over by a president and has jurisdiction over merchantmen.

h. The Budget or Yosan

(1) The Ordinary Expenditures

(In Yen)

1)	Department of Communications Proper	661,574
	1. Salaries	348,173
	2. Office expenses	306,519
	3. Subsidiary aid to international navigation conference	2,000
	4. Share in international expenses	4,882
2)	Communications Offices expenditure	1,539,968
	1. Salaries	935,674
	2. Office expenses	604,294
3)	Electricity Administrative Bureau expenditure	890,775
	1. Salaries	449,619
	2. Office expenses	441,156
4)	Electric Research Institute expenditure	853,535
	1. Salaries	224,943
	2. Office expenses	628,592
5)	Seamen Training Institute expenditure	374,037
	1. Salaries	67,410
	2. Office expenses	306,627
6)	Seamen Employment Agency expenditure	126,738
7)	Lighthouse Bureau expenditure	1,673,964
	1. Salaries	754,601
	2. Office expenses	919,363
8)	Aviation Bureau expenditure	1,310,868
	1. Salaries	370,761
	2. Office expenses	940,107
9)	Aviation Training Institute expenditure	2,367,560
	1. Salaries	249,787
	2. Office expenses	2,117,773
10)	Central Aeronautical Research Institute	1,394,879
	1. Salaries	135,305
	2. Office expenses	1,259,574
11)	Annuities and Pensions	349,863,678
	1. Annuities	51,364,433
	2. Pensions	298,499,245
12)	Miscellaneous outlays	32,612
	TOTAL EXPENDITURE OF MINISTRY OF COMMUNICATIONS	361,090,188

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(2) The Extraordinary Expenditures (In Yen)

1)	Subsidies, subventions, and bounties (to standardization of electrical supplies, seamen's relief, training, and employment enterprises, encouragement of air transportation, etc.)	44,429,772
2)	Expenditures for National Mobilization	438,152
3)	Expenditure for utilization of electricity in farming communities and improvement thereof	113,121
4)	Temporary expenditure for hydro-electric power investigation	399,869
5)	Expenditure for installation of electric power	33,392
6)	Subvention for installation of electricity to gold mines	2,413,075
7)	Temporary expenditure for Electricity Research Institute	362,851
8)	Expenditure for investigation of materials for shipbuilding	13,821
9)	Investigation of ships, etc.	55,181
10)	Subsidiary grants-in-aid of shipbuilding fund	2,571,370
11)	Subsidiary grants-in-aid to recover losses sustained in the China Incident	141,620
12)	Expenditure for temporary control of ships	160,655
13)	Expenditure for temporary training of high class seamen	216,373
14)	Expenditure for construction and repair of beacons, weather observations, air defense beacons, etc.	955,986
15)	Expenditure for temporary training of airmen	3,675,000
16)	Expenditure for facilities for the training of airmen	18,370,062
17)	Expenditure for establishment and adjustment of aerodromes	1,642,854
18)	Expenditure for aviation testing	216,559
19)	Expenditure for safety facilities of aviation	1,122,145
20)	Expenditure for preparation to establish Central Aviation Research Organ	7,800,000
21)	Indemnification to aviation	3,837,263
22)	Expenditure for preparations to establish international air routes	102,500
23)	Grants-in-aid to Nippon Hassoden Kabushiki Kaisha's dividends	15,714,000
24)	Expenditure for preparations to establish Shipping Research Organ	43,465
25)	Construction and repair expenses	284,498
26)	Expenditure for tools, machines and equipment	126,400
	TOTAL EXTRAORDINARY EXPENDITURES FOR MINISTRY OF COMMUNICATIONS	105,239,984

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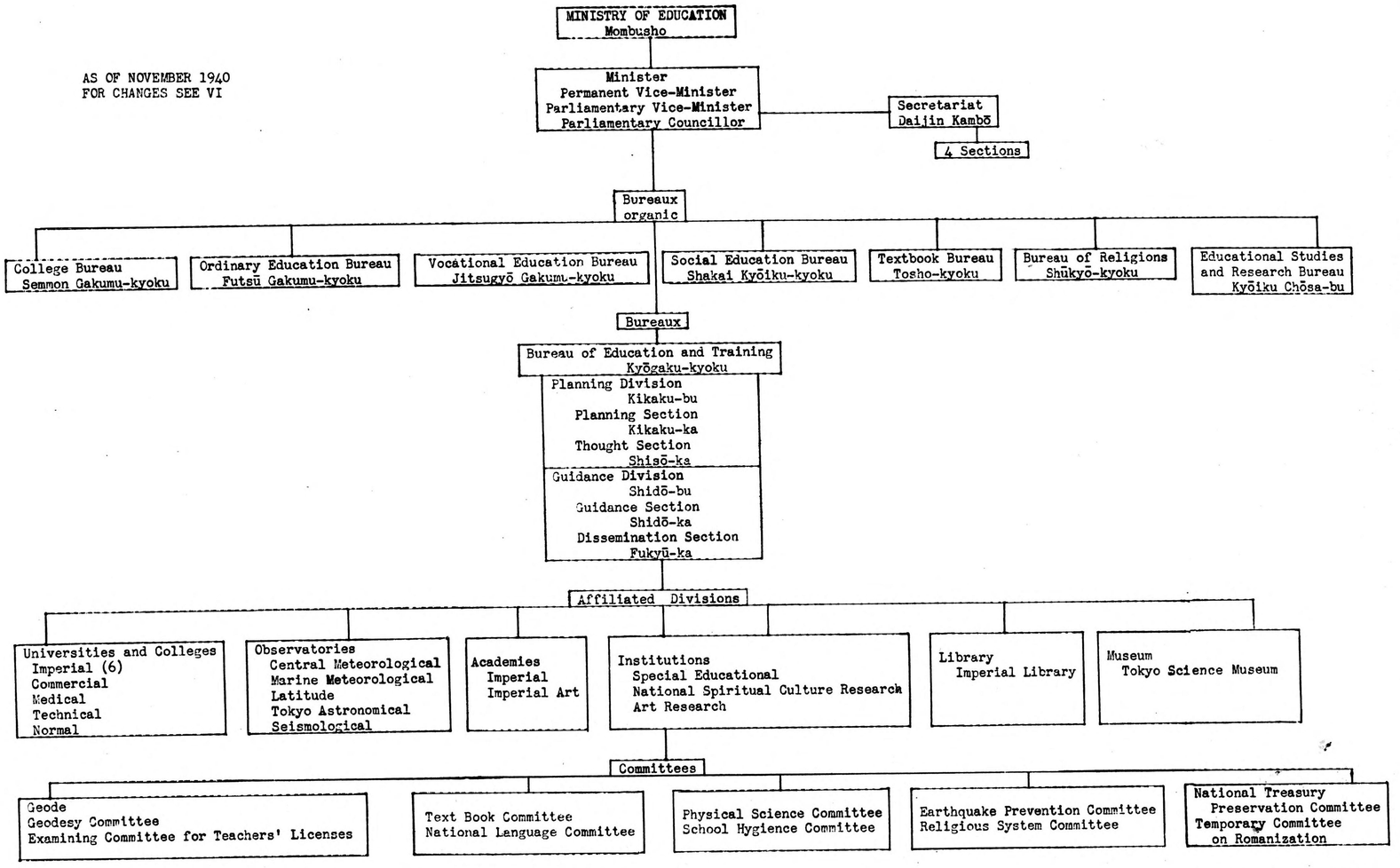
FOR CHANGES SEE VI



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9. The Ministry of Education or Mombushō

a. Summary Statement

(1) Establishment

The Meiji pioneers founded a department of education, and an educational system early in the Restoration after careful planning and study of western forms and systems. In the establishment of the new government in 1885, the Mombushō was one of the nine Ministries created. The Ministry's structure today is determined by the revisions of 18 June 1913 and 2 June 1934.

(2) Functions

(a) In General

The Mombushō with the exception of the Army's and Navy's schools and a few special others, is charged with the direction and supervision of all educational affairs which include the arts, the sciences and religion. The administration of the educational institutions including libraries and the development of policy for the educational program constitute the divisions of duties.

Under the jurisdiction of the Ministry also are all the famous scientific laboratories and observatories, many institutes, libraries and councils, whose influences reach to all parts of the Empire. These institutions supplement the Ministry in the educational process which has developed Japan so rapidly in the past generation.

(b) Specific

The Ministry itself controls the national schools or those of the central government and all higher institutions of learning, such as the universities or daigaku, colleges or semmon gakkō, the technical colleges or jitsugyo semmon gakkō recently raised to the rank of semmon gakkō, and the higher school or kōtō gakkō. Supervision of the prefectural and municipal schools is maintained through the kenchiji. Presidents, principals and heads of private schools report through the ken bureaux of education to the Mombushō. In 1938 there were 33,870 schools in Japan.

Administrative relationships with these lower educational echelons will be given below in the discussion of the educational system.

b. The Personnel of the Ministry

In October 1938 the personnel of the Mombushō, including the

high officials, supervisors, superintendents and staff totaled 987 and constituted the third smallest Ministry in size. During this same year however this central staff either directly or indirectly had supervision over 330,894 teachers and professors, 180,817 Shintō and Buddhist priests, 33,870 doctors, 9,344 dentists, and 3,613 nurses.

c. The Minister of Education or Mombu Daijin

(1) Education and Background

The Mombu Daijin during the past fifteen years have been graduates of the Imperial University of Tōkyō with the exception of General Araki who was continued in office from the first Konoye Cabinet to the Hiranuma Cabinet. The Ministers' careers have been both in university work and in political and business fields. Ichiro Hatoyama is one of the outstanding scholars to hold the office.

(2) Duties in the Ministry

Policy for the Mombushō in terms of the National School Regulations covers a wide range of affairs, such as the new national course or kokuminka, major changes in the curricula, teacher training and requirements, financial relations with the ken and shi including matters of tuition, general examinations, major inspectional ceremonies and the elaborate health and physical educational program.

d. Summary of the Educational System

A short statement on the types and numbers of schools, the financial outlays in property and equipment and costs of operation shows the huge task of the Mombushō. It shows also what a powerful organization has been built for training the Japanese youth.

(1) School Organization

General education is compulsory in Japan. The national schools or kokumin gakkō now replace the former elementary schools or shōgakkō. These are divided into elementary national schools or shotō kokumin gakkō and the higher national schools or kōtō kokumin gakkō with six-year and two-year courses respectively.

The middle schools or chūtō gakkō are next in grade and are of three types, the boys' middle schools or chū gakkō, the girls' middle schools or kōtō jogakkō, and the technical schools or jitsugyō gakkō.

Boys' higher schools or kōtō gakkō prepare the young men for universities.

Special colleges or schools or semmon gakkō give more training than that obtainable in the chūtō gakkō, but they do not rank with the universities.

Technical colleges or the jitsugyo semmon gakkō are now the same in rank as the regular colleges. These provide special training.

Normal schools or shihan gakkō are now also equal in rank to the colleges.

The universities or daigaku are the highest institutions of education in Japan, as elsewhere some of which have become quite noted for their specializations, such as Tōkyō Imperial in Law, the Tōhoku Imperial at Sendai for chemical metallurgy, Keiō Daigaku for business Training and Hokkaidō Imperial in phases of agriculture.

To give an opportunity for day workers and others, youth schools or seinen gakkō are available and many thousands attend.

The following figures give the numbers and types of schools and their enrollments for 1938.

	Schools	Students
Elementary Schools	25,906	11,792,738
Middle Schools	563	364,486
Girl's High Schools	996	454,423
Business Schools	1,355	477,596
Young Men's Schools	17,337	2,041,321
Higher Schools	32	17,017
Universities	45	72,968
Colleges	118	72,088
Higher Trade and Industrial Colleges	61	27,613
Normal Schools	101	30,783
Higher Normal Schools	2	1,805
Higher Normal Schools for Women	2	886
Special Institutes of the Training of Teachers	1	58
Institutes for the Training of Business School Teachers	3	232
Institutes for the Training of Young Men's School Teachers	49	1,596
Schools for the Blind	78	5,160

	Schools	Students
Schools for the Deaf and Dumb	62	5,870
Miscellaneous Schools	1,926	272,140
Total	48,637	15,638,780
Kindergartens	2,001	162,027

(2) School Properties

Ken, shi, machi and mura are given the legal responsibility of constructing and maintaining the schools excepting the private ones. The government may and does give subsidies and grants to defray some of these costs. The following figures show these properties in detail for the pre-war year 1936.

Details of School Properties

In 1,000 yen

Properties:	Prefectures	Cities	Towns & Villages	Total incl. others
Land	103,060	237,777	108,434	449,357
Building	168,583	280,286	400,676	849,802
Equipment and Fixtures	61,095	53,457	106,064	220,705
Total	332,738	571,521	615,174	1,519,864
Of which fundamental properties:				
Cash, deposits, securities, etc.	8,179	5,798	43,963	57,944
Land	770	1,831	25,992	28,593
Building	12	26	166	204
Equipment and Fixtures	--	--	19	19
Total	8,961	7,655	70,141	86,760
Reserves	6,308	2,770	6,214	15,292

(3) Costs of Operation

The costs of the educational system have been large and during the 'thirities they were borne increasingly by the prefectures and municipalities as the treasury grants and subsidies decreased. The governmental contributions in 1938 amounted to ¥145,642,185. The following figures give the details of the prefectural and municipal expenditures for 1938.

PUBLIC EDUCATIONAL EXPENDITURE BORNE BY LOCAL PUBLIC BODIES

1937--1938 (In yen)

	Hokkaido & Prefectures	Cities	School Associations of Municipalities	Towns & Villages	Total
Elementary Schools	—	114,515,114	46,352	195,517,977	310,079,443
Normal Schools	10,098,714	—	—	—	10,098,714
Middle Schools	23,000,806	343,674	42,512	198,430	23,585,422
Girls' High Schools	16,542,021	3,103,163	--	2,101,683	21,746,867
Higher Schools	552,247	--	--	—	552,247
Universities	1,329,587	494,140	—	—	1,823,727
Colleges	337,246	148,478	—	—	485,724
Business Schools	22,133,551	8,187,126	--	2,530,572	32,851,249
Teachers' Training Schools	592,351	--	--	--	592,351
Young Men's Training Schools	89,930	5,113,614	3,828	24,310,438	29,517,810
Blind Schools	1,069,173	67,668	--	19	1,136,860
Deaf and Dumb Schools	457,692	105,040	--	--	562,732
Miscellaneous Schools	391,127	502,244	—	26,080	919,451
Kindergartens	--	1,294,591	—	556,441	1,851,032
Libraries	724,231	793,483	—	261,428	1,779,142
Miscellaneous	40,772,705	3,906,820	3,277	4,803,909	49,486,711
Total	118,091,381	138,575,155	95,969	230,306,977	487,069,482

(4) Ministry and the Lower Echelons

(a) The Ken

The governors of the prefectures and Hokkaidō are the legal deputies in education for the Mombu Daijin and as such they are the central executives for all matters of local policy and administration. The governors exercise a number of important powers in (1) supervising the establishment of the various schools which are required as the normal schools, middle schools, those for the deaf, dumb and blind and the technical schools after the plans have been sent from Tōkyō; (2) appointing principals, heads, and teachers of the kokumin gakkō; (3) issuing recommendations for licensing teachers; (4) issuing certificates of merit to teachers; and (5) sending instructions and orders to the shichō and sonchō for the administration of their affairs. The Department of Education in the ken has a departmental

chief or buchō who is the acting executive for the governor on any occasion necessary. Most of the routine administration is in his office. Because of the zest and seriousness with which the Japanese have taken the new education, the departments in the ken are most active and have relatively large offices and staffs. Even in the smaller offices there will be found the usual large amounts of records and files, pounds of pictures and papers of general information.

The department is responsible for the drafting of educational finance requirements which are sent to the department of finance for the ken budget before they in turn come before the kenkai.

(b) In the Municipalities

The shichō and sonchō of the municipalities are the central officials in their respective areas. They receive instructions and orders from the kenchiji who are their superiors in the educational chain of command as in the Naimushō. The mayors make recommendations on (1) the conduct of their educational affairs, (2) send in lists of nominees for teaching positions, and (3) request advice.

The municipal office of education administers the city's or town's affairs and the chief performs for the mayor similarly to the buchō for the governor. The office drafts the financial requirements for the system and makes records for payments which are executed through the finance office. As was shown above, the municipalities are required to establish and maintain elementary schools.

(c) Summary

In addition to these orthodox requirements, there are numerous inspections carried on by supervisors and inspectors of the Ministry.

Formal occasions in the rural localities are not unusual. When the Daijin, the Jikan or other high officials visit the area, the school children are marched en masse to the station platform and there in lines and other formations greet them with great banzai, singing and the waving of paper flags. The official visits are great morale builders for the Japanese school staff and the children. Depending upon the seriousness of the occasion for the visit, greetings and speeches at the railway station may end the ceremonies or "the great man" may actually come to the school to finish the performances.

e. The Bureaux or Kyoku and Department or Bu

There are six organic bureaux, one organic division, and one attached bureau. Translations of the law are given for each of the

sections of the bureaux.

(1) The College Bureau or Semmon Gakumu Kyoku

This bureau is concerned very largely with the administration of higher educational affairs. At present it has three departments or bu.

(a) The School Affairs Department or Gakugei Bu

i. Universities
ii. Higher Schools
iii. Special Schools and various other schools similar in grade to the above-mentioned 1 and 2
iv. Astronomical Observatory, Institute for the Study of Infectious Diseases, Institute for Aeronautics, Research Institute for Metals, Earthquake Research Institute, Institute for Chemical Research, and Hot-spring Cure Laboratory
v. Students abroad
vi. Test and certificate for higher school teachers;
vii. Educational undertakings
viii. Chinese students
ix. Corporations, i.e. school corporations only
x. Grants form the National Treasury to the staff members of public schools for long service allowance.

(b) The Arts and Science Department or Gakugei Bu

i. The Imperial Academy
ii. The Imperial Academy of Fine Arts
iii. Scientific research conference, and other scientific meetings
iv. The encouragement of scientific research
v. Degrees, titles and designations
vi. Meteorological observations, meteorological stations, and observatories for the measurement of latitude;
vii. The Council of Aeronautics, Geodetic Committee, Committee for the Compilation of Catalogues of Scientific Literature, and Council of Precautionary Measures Against Earthquakes and Fire
viii. Corporations (excluding school corporations)
ix. Matters not coming under the competency of any other Section

(c) The Science Department or Kagaku Bu

The department supervises the science program and courses in the higher institutions.

(2) The General Education Bureau or Futsū Gakumu Kyoku

The affairs of this bureau in terms of the functions for each of the two sections are strictly administrative.

(a) The Section of School Affairs or Gakumu Ka

i. Primary Schools and the enrollment of children of school age
ii. Normal schools, higher normal schools, women's higher normal schools and special institutes for training teachers
iii. Middle schools
iv. Girls' high schools
v. Schools for the blind; schools for the deaf and dumb, and schools for special education
vi. Kindergarten
vii. Other schools similar in grade to the above mentioned
viii. Sanctioned schools abroad
ix. Tests and certificates for teachers in normal schools, middle schools and girls' high schools
x. Military training at schools and military officers to be appointed to conduct military training in schools
xi. Educational institutes.

(b) The Section of Business Affairs or Shomu Ka. The affairs of the section are largely financial and are of utmost importance. The voluminous records, documents and papers are checked by the Accounts Section of the Secretariat. Liaison is maintained with the Okurashō.

i. Grants from the National Treasury to cities, towns and villages in connection with compulsory education
ii. Subsidies from the National Treasury to city, town and village elementary schools for educational expenditure, and subsidies from the National Treasury to the staff members of public schools for long service allowance
iii. Subsidies for normal school education
iv. Subsidies for school education for the blind, deaf and dumb
v. Tests of qualifications demanded of candidates to be admitted to special schools
vi. State examination in pursuance of Article 7 of the ordinance for higher civil service examination
vii. Corporations

viii. Appeals
ix. Those matters not coming under the competency of any other Section.

(3) The Bureau of Vocational Education or Jitsugyō Gakumu Kyoku

The functions of this bureau are administrative. Technical professional education has developed rapidly in Japan and claims a great number of men and some women. Many become good technical specialists in mining industry for the government.

(a) Commerical and Industrial Educational Department or Shōkō Kyōiku Bu

i. Special technical schools
ii. Special commercial schools
iii. Special nautical schools
iv. Technical schools
v. Commercial schools
vi. Nautical schools
vii. Vocational schools
viii. Various other schools similar in grade to the above mentioned
ix. The training and capacity of teachers for technical schools, commercial schools, nautical schools and vocational schools

(b) Agricultural Education Department or Nōgyō Kyōiku Bu

With the exception of the Fishery School maintained by the Ministry of Agriculture and Commerce, this section is in charge of all agricultural instruction some of which includes work done at the agricultural experiment stations.

i. Special schools of agriculture
ii. Special schools of fishery
iii. Schools of agriculture
iv. Schools of fishery
v. Other schools similar in grade to the above-mentioned schools
vi. Training and capacity of teachers for schools of agriculture, schools of fishery, business and technical continuation schools
vii. Subsidies from the National Treasury for business and technical education expenditure
viii. Subsidies from the National Treasury to staff members of public schools as long service allowances

ix. Tests and certificates of scholastic attainments considered as equivalent to those of business school graduates
x. Test and certificates of teachers for business and technical schools
xi. Corporations
xii. Those questions not coming under the competency of any other Section

(4) The Bureau of Social Education or Shakai Kyōiku Kyoku

The program of this bureau is largely indoctrinational. During the past decade emphasis has been placed upon home education also by the formation of more organizations like the Mothers' Associations, the Mothers' and Sisters' Associations and the Women's Associations. The programs include lectures, demonstrations, conferences, motion pictures, tours of observation and use of circulating libraries. The Bureau has three departments.

(a) The Adult Education Department or Seijin Kyōiku Bu

i. Adult education
ii. Libraries
iii. Museums and other institutes for exhibitions
iv. Social educational institutes

(b) The Youth Education Department or Seinen Kyōiku Bu

Youth organizations in Japan are numerous and the national plan, greatly fostered by the Gumbatsu, provides for thorough indoctrination. The Imperial Rule Assistance Association or Taisei Yokusankai has laid much stress on its youth program.

i. Young men's societies and boy scouts
ii. Youth Schools
iii. Business and technical continuation schools;
iv. Subsidies from the National Treasury for young men's training expenditure
v. Subsidies from the National Treasury for Business and technical continuation education expenditure
vi. Investigation of conscripts' education
vii. Education of young men and children

(c) The Motion Picture Section or Eiga Ka

The Section's duties are primarily with the censored cinema which millions take very seriously as a means of educating themselves in the English, German, French and Spanish languages.

Other duties include the indoctrinational programs on the radio, and the supervision of the manufacture and sale of victoral and gramophone records. Japanese sales of western songs and popular music have always been large. The records most in demand in Japanese are the variety sketches or manzai, comic tales or rakugo, extravaganza numbers or mandan and the historical sketches or naniwabushi. After the China Incident the wordings and music underwent "a purification campaign by the authorities" and martial music was substituted as much as possible. Over a million recordings of the "Patriotic March" and the "Encampment Song" were sold in 1938 all of which give evidence of the success of the Ministry's propaganda program.

i. The cinema
ii. Popular amusements
iii. Approval and recommendation of books
iv. The improving of mode of life
v. Corporations
vi. Those matters not coming under the competency of any other Section.

(5) The Bureau of Textbooks or Tosho Kyoku

In addition to the Kyokuchō and the regular staff as in other bureaux, there is an officer in charge of compilation and supervision or tosho jimukan and a number of supervisors of compilation or tosho kanshukan. A Textbook Committee is in charge of the data and material used in all the texts and manuels of which the Ministry has complete authority. Members of the Committee are from the Army and Navy, universities and business world.

One of the most impressive publishing houses in Japan is the Nippon Shoseki Kabushiki Kaisha which, along with the Tōkyō and Osaka book companies, has the textbook monopoly in the elementary field.

The Bureau has two sections,

(a) The Editorial Section or Henshū Ka

i. The compilation of national standard textbooks
ii. The compilation of textbooks for various schools
iii. Research council for textbooks
iv. The investigation of the national language

(b) The Publications Section or Hakkō Ka

i. The publication of national standard textbooks
ii. The publication of textbooks for various schools
iii. The investigation, examination and approval of textbooks

iv. Those questions not coming under the competency of any other Section.

(6) The Bureau of Religions or Shūkyō Kyoku

All denominational religious organizations come under the jurisdiction of this bureau. The Kempō provides in Article XXVIII "Japanese subjects shall, within limits not prejudicial to peace and order, and not antagonistic to their duties as subjects enjoy freedom of religious belief." This however has been meaningless in terms of over 300 ordinances and regulations material to religion. In April 1940 the Bill of Control of Religious Organizations or Shūkyō Dantai Hōan was put into force and it abrogated all other regulations. The law provides (1) for both the religious organization or shūkyō dantai and the religious society or shūkyō kessha, (2) for religious organizations to become judicial persons, and (3) tax exemptions (formerly allowed only to the Buddhists) for all religious organizations.

The Japanese are essentially of Shintō and Buddhist belief; relatively few are of Christian, Islam or other creeds.

The Bureau has two sections for its administration of the tens of thousands of priests, shrines and temples.

(a) Section of Religious Affairs or Shūm Ka

i. Religious sects, denominations, churches, priests, missionaries and other matters concerning religion
ii. Temples and cathedrals
iii. Corporations.

(b) Preservation Section or Hozon Ka

i. The preservation of national treasures
ii. The preservation of historic spots, scenic beauties and natural monuments
iii. The preservation of valuable art treasures
iv. Those questions not coming under the competency of any other Section

(7) The Bureau of Education and Training or the Kyōgaku Kyoku

This bureau is attached and has two divisions each of which has two sections.

(a) The Planning Division or Kikaku Bu

i. Planning Section or Kikaku Ka
ii. Thought Section or Shisō Ka

(b) The Guidance Division or Shidō Bu

i. The Guidance Section or Shidō Ka
ii. Dissemination Section or Fukyo Ka

The reorganization of this bureau has been towards more effective use of thought guidance and control. All literature and information has been directed toward the new national life, with utmost effort. All during the 'thirties thought control officials inspected classrooms of all the schools. Inculcation of education and social life must be for Kōdō and the Nippon Seishin.

(8) The Educational Studies and Research Division or Kyōiku Chōsa Bu

The Division with a view for practical uses in Japan is engaged in various studies of foreign methods, systems and publications. It has two sections.

(a) The Deliberations Section or Shingi Ka
(b) The Research Section or Chōsa Ka

f. The Secretariat or Daijin Kambō

The Kambō is large and resembles the organization of the old Ministry of Railways which became a part of the Ministry of Transportation and Communications. It is divided into five sections.

(1) Secretariat Section or Kambō Ka

(a) Promotion, degrading and ranks of officials
(b) Pensions and retiring allowances of the officials
(c) Promotion, degrading and ranks of the staff members of public schools
(d) Foreign employees
(e) Custody of the seals of Minister and Vice-Minister, and the seals of the Department of Education
(f) Prizes
(e) Their Imperial Majesties' portrait and copies of the Imperial Rescripts
(g) Ceremonies at national festivals
(h) Regulations of the Department of Education and functionairies under its control

(2) The Archives Section or Bunsho Ka

(a) Receipt and despatch of official documents and drafts

(b) Compilation and preservation of official documents
(c) Compilation of statistical reports and their publication in the Official Gazette
(d) Compilation and distribution of Reports and Annual Returns
(e) Translation of documents
(f) Discount in traveling fares for school teachers, students and pupils
(g) Matters not coming under the control of other Bureaux or Sections

(3) The Accountancy Section or Kaikei Ka

(a) Budget, closing accounts, and accounting of the expenditure and income coming under the control of the Department of Education
(b) Government property and articles under the control of the Department of Education
(c) Inspection of accounts
(d) Law-suits concerned with the affairs under the control of the Department of Education

(4) The Buildings Section or Kenchiku Ka

(a) Construction and repairs of schools, libraries and museums under the control of the Department of Education
(b) Construction and repairs of buildings for the use of the Department of Education
(c) Investigation of the plans and drawings for public or private schools, libraries and museums

(5) The Physical Training Section or Taiiku Ka

(a) Hygiene of school grounds, buildings, implements and other establishments of government, public and private schools
(b) Education in Hygiene
(c) Physical training and sports
(d) Physical training and research institutes
(e) Physical examination, and physical power test in schools and kindergarten
(f) Precautionary measures against disease, medical treatment and diet
(g) Direction and protection of students and children of physically feeble or weak minded children
(h) Corporations

(i) Physical training statistics
(j) Other matters concerning physical training

g. Attached Institutions

(1) The Imperial Universities or Teikoku Daigaku

The Imperial universities have dominated the entire civil service as well as the colonial systems. They are located in Tōkyō, Sendai, Sapporo, Ōsaka, Kyōto, and Kumamoto. The presidents and faculties are noted men in Japan.

(2) Imperial Library or Teikoku Toshokan
(3) Tōkyō Science Museum or Tōkyō Kagaku Hakubutsukan
(4) Imperial Academy or Teikoku Gakushiin
(5) Imperial Art Academy or Teikoku Geijutsuin
(6) National Spiritual Culture Research Institute or Kokumin Seishin Bunka Kenkyūjo
(7) Art Research Institute or Bijutsu Kenkyūjo
(8) Central Meteorological Observatory or Chūō Kishōdai
(9) Marine Meteorological Observatory or Kaiyō Kishōdai

h. The Ministry's Committees or Iinkai

The committees are both executive and advisory and they change from time to time.

(1) The Geodesy Committee
(2) Examining Committee for Teachers' Licences
(3) Physical Sciences Literature Committee as a part of the International Committee
(4) Textbook Committee
(5) National Language Committee
(6) School Hygiene Committee
(7) The National Treasure Preservation Committee
(8) Temporary Committee on Romanization of the Japanese Language
(9) Earthquake Disaster Prevention Committee

i. The Ministry's Budget or Yosan

(1) Ordinary Expenditures (In Yen)

1)	Education Department Proper	8,840,271
	1. Salaries	881,360
	2. Office expenses	1,205,636
	3. Scientific researches and encouragement expenses	772,017

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(In Yen)

4.	Scientific research expenses	5,000,000
5.	Physical culture research and encouragement expenses	345,380
6.	National treasures preservation expenses	180,500
7.	Subscription in international expenses	16,245
8.	Expenses for instructors and students sent abroad for study	125,843
9.	Aviation Council expenditure	94,688
10.	Expenses for investigation of historic spots, noted scenery and rare specimens of natural history and preservation thereof	39,370
11.	Civil Education expenses	82,510
12.	Expenses for technical training of industrial arts	45,930
13.	Expenses for exchange culture research workers	50,792
2)	Bureau of Religions and Schools	657,034 1/
1.	Salaries	85,828
2.	Office expenses	165,037
3.	Spiritual culture investigation expenses	165,169
4.	Subsidy for Local Thoughts Association work	141,000
3)	Meteorological Observatory	7,061,740
1.	Salaries	1,605,171
2.	Office expenses	5,329,139
3.	Meteorologist training expenses	124,891
4.	Share in international expenses	2,539
4)	Geodetic Observatory	55,958
1.	Salaries	29,934
2.	Office expenses	26,024
5)	Common Education Expenditure	106,226,616
1.	Treasury's share in salaries of primary school teachers	94,314,486
2.	State subsidy to primary school educational expenses	6,327,812
3.	State subsidy to normal school educational expenses	4,185,086
4.	Salaries for primary school teachers serving in the army for short period	359,940
5.	Miscellaneous outlays for common education	354,292
6.	Expenses for encouragement of schooling of school-age children	510,000
7.	Grants-in-aid to primary school teachers for preservation of health	175,000
6)	Industrial education expenditure	649,243
1.	Grants-in-aid for industrial education	338,250
2.	Industrial education encouragement expenses	5,271
3.	Practice-navigation expenses	269,566
4.	Expenses for education of emigrants	36,156
7)	Social Education expenditure	8,478,471
1.	Grants-in-aid for salaries for teachers of young men's training schools	6,549,140

1/ The items listed here under Bureau of Religions and Schools total 557,034 yen. The discrepancy of 100,000 yen is unexplained.

(In Yen)

2.	Subsidy for training expenses for teachers of young men's training schools	701,200
3.	Expenses for arrangements for young men's education	156,152
4.	Encouragement expenses for schooling of young men's training school's students	257,200
5.	Grants-in-aid for teachers expense of local young men's education	199,045
6.	Expenses for arrangements for adults' education	32,216
7.	Social education encouragement expenses	521,018
8.	Expenses for arrangements for laborers' education	42,500
9.	Expenses for encouragement of reconcile (sic) education	20,000
8)	Expenditure for arrangements in connection with fostering of sound thought	118,640
9)	Expenditure for education of blind and mute	180,000
1.	Grants-in-aid for blind and mute education	150,000
2.	Encouragement expenses for schooling of the blind and mute	30,000
10)	Grants-in-aid for additional long service allowances to teachers and other employees of public schools	1,213,320
11)	Grants-in-aid for private middle grade school pension foundation work	93,600
12)	Grants-in-aid for establishment of teachers' mutual aid society	1,673,329
13)	Miscellaneous outlays	232,007
14)	Disbursements of universities, other schools and libraries	47,263,144
1.	Imperial universities	19,511,178
2.	Other Government universities	8,346,018
3.	Schools and libraries	19,405,948
	TOTAL EXPENDITURE FOR EDUCATION DEPARTMENT	182,743,373

(2) The Extraordinary Expenditures

1)	Construction and repair expenses	10,271,804
2)	Expenditure for compilation of history of the Meiji Restoration	105,000
3)	Expenditure for temporary weather observatory technician training institute	64,157
4)	Temporary investigation expenditure (expenditure for compilation of history of institutions relating to Imperial Household, investigation of industrial education, of textbooks used in blind and mute schools, middle schools and others)	421,488
5)	Expenditure for temporary training institutes	542,000
6)	Subsidies to various institutions	3,849,631
7)	Post-quake reconstruction and rehabilitation expenditure (Imperial University and other buildings)	954,190

8)	Expenditure for social education facilities.....	80,000
9)	Temporary expenditure for preservation of national treasures (expenditures for preservation of Himeji Castle and other buildings.....	206,863
10)	Temporary expenditure for preservation of historic remains.	54,959
11)	Expenditure for investigation and control of valuable art objects, etc.....	18,896
12)	Temporary expenditure for common education.....	1,135,000
13)	Temporary expenditure for training of industrial technicians.....	2,739,974
14)	Temporary expenditure for education of young men.....	373,500
15)	Expenditure for education and religious reforms.....	91,500
16)	Temporary outlays for new equipment for Tokyo Dental College, Veterinary College, etc.....	233,400
17)	Grants-in-aid of payment of principal and interest on borrowings for reconstruction of primary school buildings in cities, towns, and villages (devasted by natural disasters).....	392,771
18)	Expenditure for investigation of historic remains of Emperor Jimmu and construction of museum of natural history.....	13,707
19)	Expenditure for those studying abroad and other temporary additional allowances.....	70,722
20)	Expenditure for dispatch of young men service corps abroad.	865,659
21)	Expenditure for temporary training of school teachers.....	234,125
22)	Natural disaster relief expenditures (new equipments for central Meteorological Observatory and replacing other equipments damaged by fire).....	508,115
23)	Temporary expenditure for Imperial Universities, other government universities and libraries.....	7,852,140
	TOTAL EXTRAORDINARY EXPENDITURES OF THE MINISTRY OF EDUCATION.....	31,079,601

10. The Ministry of Agriculture and Forestry or the Norinshō

a. Summary Statement

(1) Establishment

The Department of Agriculture was created in 1881 and was one of the nine reorganized in 1885 at the time of the formation of the new government. See Appendix C. Agricultural problems had always received governmental attention in all echelons prior to that time although special work was done in the machi and mura. See Appendix B. Under the Imperial Ordinance No. 36 of March 1926 splitting the Ministry, the name was changed from the Ministry of Agriculture and Commerce to that of Agriculture and Forestry. Many laws and ordinances have enlarged the jurisdiction of the Norinshō from time to time. Today the Ministry has been merged with some of the bureaux of the Ministry of Agriculture and Commerce.

(2) Functions

The Norinshō has authority in all phases of agriculture, forestry and fisheries. In the exercise of its duties in these fields, the Ministry has been successful in many lines. Historical economic factors rise to defeat most any agricultural program such as (1) the multiplicity of farms, (2) small scale managements, (3) production by excessive concentration of simple forms of manual labor, (4) comparative number of quasi-tenant and tenant farmers, (5) land valuation difficulties, (6) a closely knit, conservative social structure, and (7) an unyieldingly difficult tax system. Land scarcity and finance are uppermost agricultural problems for at least 30,000,000 Japanese. Moreover mixed with these economic factors are the political and strong family considerations some of which have never been surmounted. To circumvent issues and to passify those concerned the Ministry has had to maneuver adroitly. Some of the results in its scientific research have been far reaching and beneficial to Japan. The Ministry has had its scientists constantly in and out of the field, the regional offices and the central organization to develop a purposeful program giving all those concerned instruction, demonstrations and guidance. No other Ministry has been any more careful, if equal to the Norinshō, in exercising its authority or as scientific in drafting and carrying out its policies.

(3) Lower Echelon Relations

(a) In the Ken

The Ministry exercises its jurisdiction in the ken through the prefectural division or Department of Economic or Keizai Bu. In some situations instructions are sent by the Ministry of Home Affairs

to the ken for the Norinshō. Most of the agricultural matters on the ken level are of an executive nature and hence are passed on down. However agricultural matters are deliberated upon frequently in the kenkai on its own behalf.

(b) In the Shi, Machi and Mura

In all machi there is an agricultural office which directs the farming organizations and the farmers. In each mura there is an agricultural advisor or gishi who works daily with the populace on agricultural problems.

In addition to these administrative officials, the Ministry depends upon the agricultural associations and the cooperative societies. In structure the agricultural associations parallel closely the governmental echelons. In 1936 there were 11,212 city, town and village associations; 549 for the counties or gun (no longer used in government) 47 prefectural and one Imperial association or the Teikoku Nōkai. In the same year 8,426,173 members were registered. The total expenditure of all the agricultural associations reached ¥30,860,119.

Cooperatives totaled 15,000 in 1936 and had a membership of over 6,000,000. 13,700 of these cooperatives are loan societies and have indirect relations with the Ōkurashō.

To supplement and aid these the farmers in the Tōhoku region or northern Honshū, are the village warehouse associations or go-kura. Five-year stock periods for the cereals are advocated and the maintenance of a reserve for the villages.

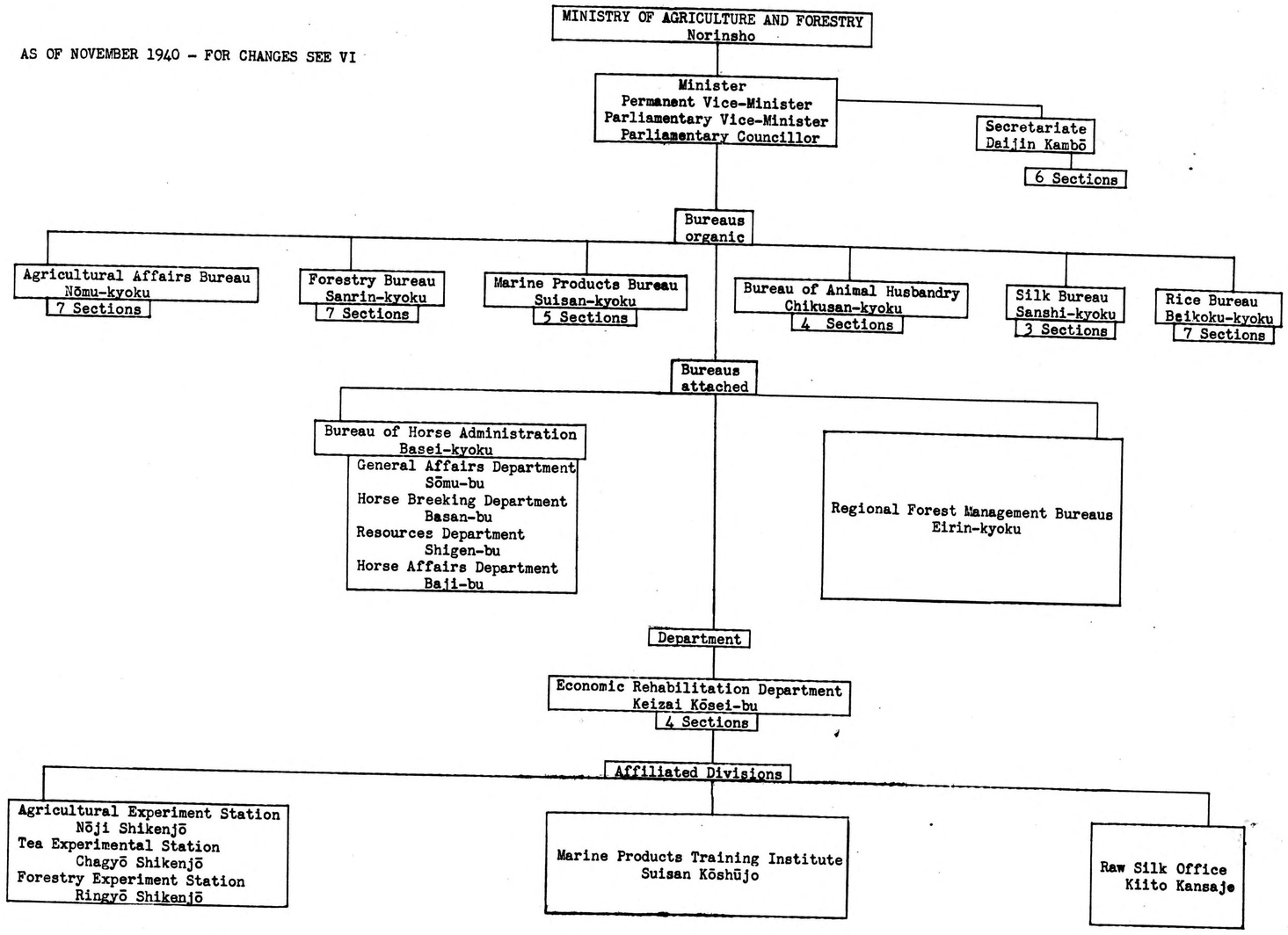
The Ministry utilizes all three of these types of associations and they are of ideal value at these lower levels of government.

b. The Norin Daijin

(1) General Character

The Ministers have nearly all received their training in the Tōkyō Imperial University. The Kyōto Imperial University and Waseda graduates have also been represented with Ministerial appointments. Experience on the part of these Ministers has been varied and only a few have come through the Norinshō. Most all have had world travel and some have had business experience. Admiral Godo is the only Military man to appear as Minister in the past fifteen cabinets. Direct succession from one cabinet to another by the same person has not been the practice in this Ministry although two of the men have served twice at different periods.

AS OF NOVEMBER 1940 - FOR CHANGES SEE VI



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(2) Specific Duties

The Minister is concerned directly with the application of the scientific program in animal husbandry and in forestry both of which have been of long range planning and have cost large sums. Tremendous effort has been expended on breeding of animals and fowls and seed selection in plant life for specific adaptation to Japan. Since the China Incident the Daijin has had to enforce the many agricultural laws which have been passed.

c. Personnel of the Ministry

The total personnel of the Norinshō in 1938 being 5,311 was sixth in size of the thirteen ministries. The figure includes the directors, superintendents and supervisors of the agricultural experiment stations, school and research laboratories.

d. The Bureaux or Kyoku and Departments or Bu

The Ministry has six bureaux and one department all of which are organic and one attached bureau. Each of them has a central and field staff of large size.

(1) The Agricultural Affairs Bureau or the Nōmu Kyoku

The business and commercial relations of agriculture are administered by this Bureau. Guidance in finance and business management is passed down to the numerous organizations and societies for the storing, marketing and selling of their crops and products. The Bureau is concerned also with the enforcement of all material laws for agriculture. It has seven sections.

(a) Agricultural administration section or Nōsei Ka
(b) Agricultural insurance section or Nōgyō hoken Ka
(c) Marketing section or Hambai Ka
(d) Cultivation section or Kōchi Ka
(e) Irrigation section or Suiri Ka
(f) Agricultural products section or Nōsan Ka
(g) Special agricultural products section or Tokushu Nōsan Ka

(2) The Forestry Bureau or Sanrin Kyoku

This Bureau administers the functions of (a) afforestation, (b) damage control, (c) establishment of protective forests under special conditions for conservation of water, fisheries, soil protection and public health, (d) forest insurance, and (e) regulation of charcoal.

Policy, plans and details are passed down to those concerned through the regional administrative offices and stations, which are attached to the Bureau for supervision. Some of the Bureau's work is accomplished by means of the forestry associations or shinrin kumiai. These non-profit organizations of four types are for foresters, business, coolies and protection; the total of these for 1938 was 2,456. The importance of forestry and forestry products for Japan cannot be underestimated. The Forestry Bureau has seven sections.

(a) Control Section or Kanri Ka
(b) Forest Administration Section or Rinsei Ka
(c) Timber Control Section or Mokuzai tōsei Ka
(d) Business Section or Gyōmu Ka
(e) Charcoal Section or Mokutan Ka
(f) Forest Insurance Section or Shinrin hoken Ka
(g) Forest Affairs Section or Rimmu Ka

(3) The Marine Products Bureau or the Suisan Kyoku

(a) Functions

This Bureau administers the world's largest fishing industry which in 1937 kept active 1,501,882 fishermen and 364,260 fishing vessels of which only 66,299 were power driven. The value of the products in Japan outranks those of minerals and mining or the silk industry. The Ministry has divided the fishing areas for administration into interior waters, coastal waters and pelagic fishery which takes the Japanese into the Northern Pacific waters, the Okhotsk and Behring Straits, and off the Maritime Provinces. For this latter fishing, the Nichiro Gyogyō Kabushiki Kaisha was incorporated as an amalgamation of many smaller companies.

The Bureau supervises the fishing societies or suisankai which are organized in terms of the Suisankai Law of 1921. These societies are public corporations formed by the fishing groups for many purposes, (1) to develop their own area, (2) to get better business, management through market investigations, and (3) to answer labor and management problems. Much rescue work of shipwrecks is also done by these groups.

These corporations are formed by groups in county and city of a ken. These may in turn combine to form ken corporations at the head of which is one Imperial organization or Teikoku Kumiai. Membership is restricted to those who fish, have rights to fish, trade in, manufacture or store fish products. In 1937 there were 343 suisankai, 302 of which were county and city, with a total membership of 448,793. The total expenditures of these fishing societies reached ¥2,063,959

Fishery guilds or suisankumiai are also supervised by the Bureau. These may be judicial persons and are organized for those who manufacture fish products in a particular district.

Other organizations supervised are the fishermen's societies or the gyogyō kumiai. These are organized to protect the villages' fishing right since they are conveyed and established in that unit manner. Individuals cannot secure fishing rights; when these organizations further incorporate they become the gyogyō kumiai rengōkai and have the additional functions of joint selling and of rescuing shipwrecked vessels.

(b) Sections

The Marine Products Bureau has five sections.

i. Control Section or Kanri Ka
ii. Marine Products Section or Suisan Ka
iii. Fisheries Administration Section or Gyosei Ka
iv. Ocean (high seas) Section or Kaiyō Ka
v. Fishing Craft Insurance Section or Gyosen hoken Ka

(4) The Bureau of Animal Husbandry or Chikusan Kyoku

The Bureau has been responsible for a continuous program of scientific breeding in all livestock and fowl, the establishment of stock farms and the development of management aids for the associations and individuals concerned. The field staff has veterinarians as well as supervisors, inspectors and specialist for particular breeds of livestock and fowls. Work has also been done on proper types of feeds. The entire plan has been with a view to raise the best breed of horses, cattle, sheep, hogs, and fowl for Japanese conditions. Much of their literature has been along the lines of breeding "a Japanese type animal." The plans and experiments over the past 30 years were tried in Manchuria and with great emphasis since the Mukden Incident by the Kwantung Army. Probably scarcity of land in Japan will be a permanent limiting factor for a large livestock industry. Some success has been achieved in their experiments but the results are not too successful commercially.

The Chikusan Kyoku is organized with four sections.

(a) Animal Husbandry Administration Section or Chikusei Ka
(b) Animal Insurance Section or Kachiku hoken Ka
(c) Animal Husbandry Section or Chikusan Ka
(d) Management Improvement Section or Keiei kaizen Ka

(5) The Silk Bureau or Sanshi Kyoku

The Ministry through this Bureau has taken the greatest precaution and care over the years to develop sericulture and raw silk so as to make Japan predominate. The Ministry was instrumental in having the producers and manufactures travel to foreign markets to learn what was

wanted and to bring that information back and set production to those standards. The Bureau's specialists go to the mulberry plantations and cocoon raising houses for inspection and supervision and they also perform similarly at the large filatures or seishiji such as those of the huge Katakura, Gunse and Kanegafuchi companies. The Bureau maintains relations with the two conditioning houses or kuto-kensajo and the regional offices. The Bureau also maintains interest in the Numazu and Hamamatsu cocoon markets. The Bureau does not control the special schools but does work closely with them. The three special colleges are Neda Sanshi Semmon Gakkō in Nagano Ken, the Tōkyō Sanshi Gakkō in Tōkyō and the Kyōto Kōtō Sanshi Gakkō in Kyoto. Special training is also maintained in sixteen middle schools. The Bureau with the great corporations has developed the rationalization program in sericulture as a parallel to that in other textile corporations.

Three sections are in the Bureau.

(a) Silk Administration Section or Shisei Ka
(b) Cocoon Production Section or Sanken Ka
(c) Sericultural Section or Sangyō Ka

(6) The Rice Bureau or Beikoku Kyoku

One of the most complicated problems for the Japanese is that of rice made so by historical economic farming conditions and certain politics. Policy matters and routine administration of the rice problem are centered on (1) the government's action and attitude on rice prices, including governmental storing and selling, (2) subsidation, (3) fertilizers, (4) farmers' debts, (5) agricultural insurance enforcement, (6) marketing and warehousing improvements, and (7) import duties and restrictions of Taiwan and Chōsen rice and other competitive products like millet, kaoliang and sorgum. The Rice Control Law of 1933 sets forward a governmental policy on rice price and their regulation and the Rice Control Committee established on 17 December 1938 sets minimum and maximum prices.

The Beikoku Kyoku operates with seven sections.

(a) Control Section or Kanri Ka
(b) Planning Section or Kikaku Ka
(c) Distribution Section or Haikyū Ka
(d) Materials Section or Shiryō Ka
(e) Domestic Section or Naichi Ka
(f) Foreign Section or Gaichi Ka
(g) Management Section or Keiri Ka

(7) The Economic Rehabilitation Department or Keizai Kōsei Bu

The titles of the sections state the functions performed by this Department. Rehabilitation assumes large proportions because of

the farmers' plights year after year. The Department has developed many plans and schemes for attempted relief of a virtually hopeless series of conditions.

There are four sections in the Bureau.

(a) General Affairs Section or Sōmu Bu
(b) Indistrial Associations Section or Sangyō kumiai Ka
(c) Credit Section or Kin-yū Ka
(d) Subsidiary (side-line) Industry Section or Fukugyō Ka

e. The Secretariat or Daijin Kambō

The Kambō is quite large in this Ministry and performs the administrative functions for the entire Ministry. The six sections' titles show the nature of their duties.

(1) Secretariat Section or Hisho Ka
(2) Documents Section or Bunsho Ka
(3) Statistics Section or Tōkei Ka
(4) Accounts Section or Kaikei Ka
(5) Research Section or Chōsa Ka
(6) Adjustment Section or Chōsei Ka

f. Attached Organizations

(1) The Bureau of Horse Administration or Basei Kyoku

The function of this Bureau has been to effect a scientific program for breeding both race and draught horses of superior quality. Some improvements have been made. There has been a close relation with the Manchurian Government on the same program for Manchurian horses. Most of the horses have been for the army to use in training in Japan and Manchuria and since the war for fighting in China and other war zones. Various plans have been announced of from five to seven years duration "for the cultivation and improvement of army horse resources." Regulations came with the enactment of the Law for Protection of Army Horse Resources in March 1937. Horses in Japan approximate in number 1,500,000 head and in Manchoukuo 1,800,000 as of 1938. Attention has been concentrated on the breeding of "short and broad-statured, strong-limbed horses for draught and endurance power." Restrictions have been made on the breeding of delicate, lean, riding horses used in peace times. The Bureau has set up reclaimed lands for pasturage, forced on all breeding and training farms hygienic measures, and deluged the county with horse propaganda to popularize the whole program. The usual subsidy plan accompanies the program and grants are given to the qualified breeding farms and dealers.

The Bureau of Horse Administration has four sections.

(a) General Affairs Department or Sōmu Bu
(b) Horse Breeding Department or Basan Bu
(c) Resources Department or Shigen Bu
(d) Horse Affairs Department or Baji Bu

(2) The Agricultural Experiment Station or Nōji Shikanjō

(3) Tea Experimental Station or Chagyō Shikenjō

(4) Marine Products Experimental Station or Suisan Shikenjō

(5) Marine Products Training Institute or Suisan Kōshūjo

(6) Animal Husbandry Experiment Station or Chikusan Shikenjō

(7) Sericultural Experiment Station or Sanshi Shikenjō

(8) Raw Silk Conditioning Houses or Kiito Kensajo

The Yokohama House was founded in 1895 and the one in Kobe in 1931. Each House has a director, deputy and staff and three administrative departments. The Conditioning Department determines raw silk, weight tests, such as for net weights, moisture and those called "boil offs". The Quality Department makes quality tests for classifications of raw silk. The Department of General Affairs has a section of General Affairs and a Section of Investigation. Part of its administrative work is to supervise warehouses for raw silk.

(9) The Forestry Experiment Station or Ringyo Shikenjō

This important station is located in Meguro in Tōkyō and has seven departments, (1) General Affairs, (2) Afforestation, (3) Vegetable Pathology, (4) Utilization of Forestry Products, (5) Chemistry, (6) Forestry Work, and (7) Weather and Climate. This station issues bulletins and reports. It also, under a fixed rate, will make studies on forestry matters for private individuals or organizations. The director reports directly to the Daijin.

(10) Regional Forest Management Bureaux or Eirin Kyoku

The regional forestry administration offices are located in Aomori, Akita, Tōkyō, Osaka, Kochi and Kumamoto. Forestry is administered in Hokkaidō in the Department of Colonization and through nineteen forest administration offices. It has the only experimental station and as such is the exception from the other ken although Kagoshima Ken has a Bureau of Forestry Research which was established in 1929. The central administration of the office is composed of a director, deputy and staff, and four sections; General Affairs, Planning, Afforestation and Utilization.

Under the direction of these six offices are 218 Forest Administrative Stations and these in turn supervise 1,544 Forestry Administrative Districts. These attached Eirin Kyoku are under the Sanrin Kyoku for supervision.

g. The Ministry's Budget or Kambō

(1) The Ordinary Expenditures

Ministry of Agriculture & Forestry	(In Yen)
1) Department of Agriculture & Forestry Proper	1,458,077 1/
1. Salaries	519,882
2. Office expenses	536,143
3. Share in international expenses	29,798
4. Fishing control expenses	357,838
5. Expenses for examination of bulls for breeding purposes	14,316
2) Horse Administration Bureau Expenditure	4,964,303
1. Salaries	207,397
2. Office expenses	281,454
3. Horse castration expenses	187,314
4. Stallion examination expenses	223,934
5. Grants-in-aid for protection of breeding and raising of military horses	4,064,204
3) Board of Provision expenditure	292,715
1. Salaries	150,987
2. Office expenses	141,728
4) Forestry Administration expenditure	49,078,162
1. Salaries	3,130,551
2. Office expenses	1,422,039
3. Undertaking expenses	44,525,572
5) Experiment farms and research institute expenses	2,299,933
1. Salaries	514,146
2. Office expenses	1,785,787
6) Silk Conditioning House expenses	1,675,440
1. Salaries	275,690
2. Office expenses	1,399,750
7) Stallion depots and stud horse farms expenses	5,789,915
1. Salaries	212,767
2. Office expenses	5,577,148
8) Fishery Institute Expenditure	532,841
1. Salaries	156,410
2. Office expenses	376,431
9) Subsidies	3,325,704
1. Subsidiary aids to agricultural associations	122,744
2. Subsidiary aids to industrial examination and industrial training funds	26,496

1/ The items listed here under Department of Agriculture and Forestry Proper, total 1,457,977 Yen. The discrepancy of 100 Yen is unexplained.

(In Yen)

3.	Grants-in-aid to funds for creation and maintenance of proprietary peasants	2,677,040
4.	Subsidies to fishery assns	20,664
5.	Subsidies to silkworm disease prevention funds	74,955
6.	Subsidy to autonomous control of rice	42,320
7.	Grants-in-aid to local governments for compilations of agricultural and forestry statistics	361,485
10)	Miscellaneous outlays	401,821
	TOTAL EXPENDITURE OF DEPARTMENT OF AGRICULTURE AND FORESTRY	69,818,911

(2) The Extraordinary Expenditures

Ministry of Agriculture and Forestry

1)	Industrial Encouragement expenditure	95,115,988
2)	Investigation and control expenditure	3,597,487
3)	Investigation and research expenditure	2,056,055
4)	Expenditure for economic rehabilitation of agricultural communities	9,170,203
5)	Temporary arrangements for agricultural communities	17,843,290
6)	Expenditure for control of fees imposed on tenant farmers	278,354
7)	Subsidy to autonomous control of rice grains	96,726
8)	Expenditure for facilities dealing with insurance of various enterprises (i.e., farming, fishing, livestock husbandry, forestry, etc.)	2,837,698
	Expenditure for prevention expenditure	1,349,549
9)	Livestock epidemics and parasites	10,621,892
10)	Expenditure for prevention of natural disaster damage	6,478,647
11)	Forestry and riparian expenditure	1,709,388
12)	Expenditure for anti-natural disaster forestry undertakings	1,062,160
13)	Expenditure for land reclamation work (tohoku districts and others)	2,234,785
14)	Expenditure for afforestation in state-owned forests	220,412
15)	Expenditure for protection of fur-seals, sea otters, etc.	46,581
16)	Expenditure for operation of Japan-Soviet Russia Fishery Convention	56,586
17)	Expenditure for investigation of rivers and other waterway control system	755,479
18)	Construction and repair expenditure	1,393,398
19)	Expenditure for development of Okinawa Prefecture	384,868
20)	Expenditure for development of Oshima District in Kagoshima Prefecture	

21)	Subvention to northeastern districts where there are state-owned forests	204,334
	TOTAL EXTRAORDINARY EXPENDITURES OF THE MINISTRY OF AGRICULTURE AND FORESTRY	158,513,980 1/

1/ The items as listed here for the Ministry of Agriculture and Forestry total 157,513,880 yen. The discrepancy of 1,000,000 yen is unexplained.

11. The Ministry of Commerce and Industry or the Shōkōshō

a. Summary Statement

(1) Establishment

The Imperial Ordinance No. 137 of March 1926 created the Shōkōshō as a separate Ministry. It had previously been a part of the Ministry of Agriculture and Commerce which was established originally in 1881.

Today the functions of this Ministry are performed by the Ministry of Munitions and the Ministry of Agriculture and Commerce.

(2) Functions

(a) In General

The Shōkōshō has the general jurisdiction of industry and all industrial matters of supplies - their processing and fabrication. The Ministry also controls the import and export trade of all commodities. Labor and labor problems however are not a part of its authority. However it is restricted to the manufacturing and assembly processes and the enforcement of many laws and ordinances relative thereto.

(b) Specific Work

After the great expansion of industry in Japan following the World War and the creation of this Ministry, specific policies were developed which have set the rapid pace for industry and commerce in Japan. The general plan has been to make the Empire free from foreign domination of as many finished products as is possible by great expansion in domestic activity. In turn the plan has been to export and to exploit the cheap goods' markets of the world. To make these policies function effectively, the Shōkōshō in conjunction with the Foreign Office, the Finance and Communications Ministries, has (1) fostered an immense subsidy program for manufacturers, shippers and shipping corporations to encourage

production in particular lines, (2) caused a refinement and selection of all products to be imported of those to be semi-and fully fabricated and of those to be used in the foreign markets only, (3) divided the world into particular sources of raw materials and into particular markets for the sale of their finished goods, (4) established a banking and foreign exchange system shaped to support the particular trading areas and the restricted shipping zones, and (5) developed with the industrial corporations an intensified rationalization in industry. To supplement these segments of the main plan emigrational groups specifically trained have been sent to the Philippines, all through the South Seas or Nanyō, Peru, Amazonia and parts of Asia. Close cooperation with other Ministries in this emigration has been maintained. In the industries in Japan for closer supervision and positive guidance, the Ministry has encouraged private organizations and societies "for close harmony between labor and management" and it has instituted semi-official trade associations and trade corporations.

b. Personnel of the Shōkōshō

The officials and central staff of the Ministry in 1938 totaled 2,615 persons and ranked eighth in size of all the Ministries.

c. The Shōkō Daijin

(1) General Character

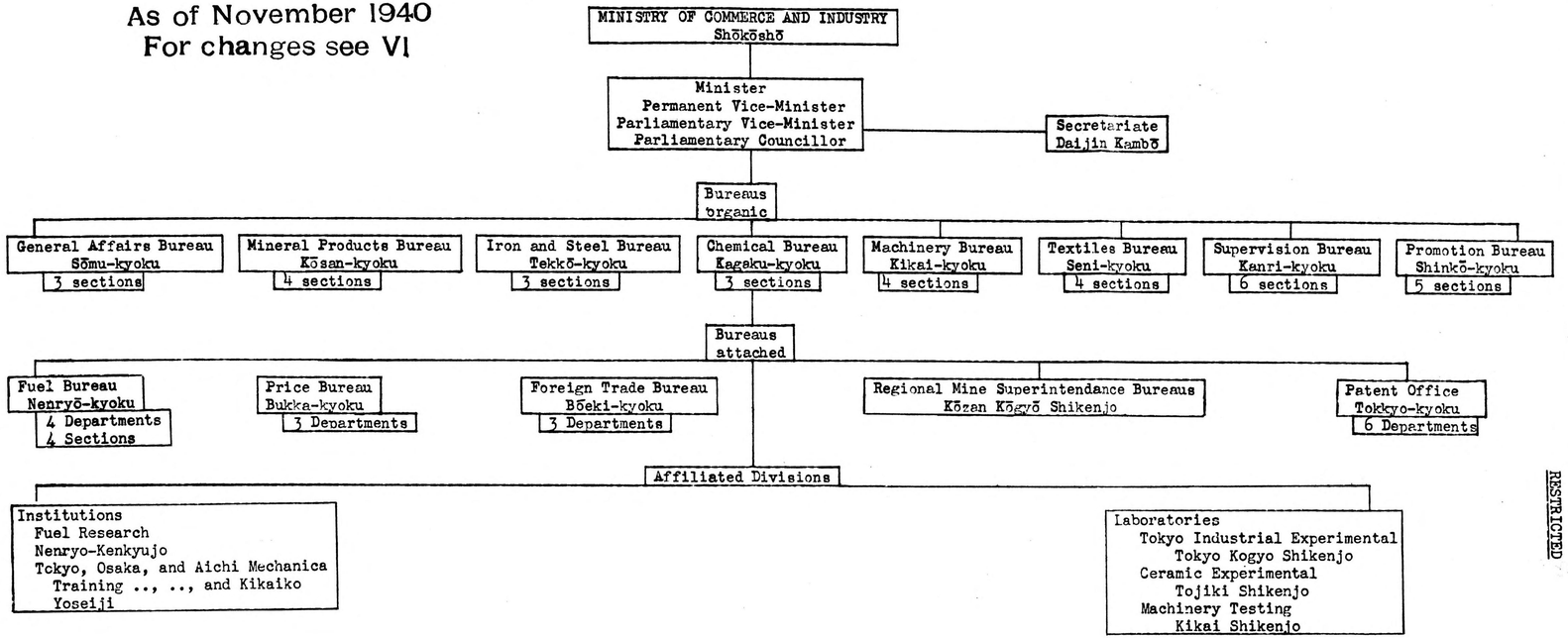
In the last ten cabinets graduates of the Tōkyō Imperial University have not predominated as four of the Ministers have been from Keio University.

The experiences of these men have been in business lines such as shipping, manufacturing, engineering and banking. Only one or two have been in office with political backgrounds. Vice-Admirals Godo and Sakonji have represented the Gumbatsu. The most noted industrialists have been Chikuhei Nakajima, the airplane magnate and Genjiro Fujihara, banker and industrialist. The Ministry has not had the practice of continuing its chief official successively from one cabinet to another. One or two men have served in different cabinets.

(2) Specific Duties

The Shōkō Daijin has laid out the general policy of the Ministry and made the essential agreements in conferences with the other Ministries for the government's major industrial policy. He has also been most active with the moneyed industrial interests. The appointment of Fujihara from the zaibatsu showed among other reasons the government's dependence upon the full cooperation of the great financial houses who stood out as long as they could against the Manchuokuo schemes and other

As of November 1940
For changes see VI



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military activities. Much attention and direction has been given to the organizing of the trade associations and societies and the "election" of proper people as their officers. Probably more relations and contacts than wanted have also been forced upon the Ministers and the Ministry by the Gumbatsu. Virtually fanatical tirades were made in the 'thirties demanding expansion in all lines of the chemical industry, especially metallurgy and fertilizers, the machine and machine tool industry, and for the exploration of coal fields and of ferrous and non-ferrous areas for greater production demanded by the war. Great details have been called for in the administrative operation of these plans.

d. The Bureaux or Kyoku and Departments or Bu

The central organization is composed of seven bureaux and one department, all of which are organic. The organization of the bureaux calls for engineers, technicians and specialists; these with the administrators have pushed production and manufacture in all lines.

(1) The General Affairs Bureau or Sōmu Kyoku

This Bureau coordinates the general work of the whole Ministry and does some general planning. It has three sections.

(a) General Affairs Section or Sōmu Ka
(b) Production Increase Section or Seisan Kakujū Ka
(c) Commodities Adjustment Section or Busshi Chōsei Ka

(2) Mineral Products Bureau or Kōsan Kyoku

Jurisdiction of this Bureau includes all minerals except petroleum. Today it is enforcing provisions of the Mineral Production Law and the Japan Gold Production Law. Both of these laws listed the conditions under which various minerals could be used. The changes and transfers of mining rights from one individual to another can be effected. The most striking governmental control went so far in the law as to allow the Ministry to "command the owner of mining rights to commence or to continue operation." Some subsidies or grants are allowed the mining operator. The Mineral Products Bureau has four sections.

(a) Mine Administration Section or Kōsei Ka
(b) Gold Production Section or Sankin Ka
(c) Non-ferrous Metal Section or Hitetsu Kinzoku Ka
(d) Copper Production Section or Sandō Ka

(3) Iron and Steel Bureau or Tekkō Kyoku

The essential program of the Government for the control and operation of the Iron and Steel Industry for all major purposes is

through the Japan Iron Manufacturing Company or Nippon Seitetsu Kabushiki Kaisha. This Corporation was formed under a law by the same name in January 1934. It is an amalgamation of the famous Yawata Iron Works and affiliated mines; the Wanishi Iron Works near Sapporo, the Kamaishi Foundry, the Fuji Steel Works, the Kyushu Steel Works, the Mitsubishi Iron Manufacturing Company, and the Tōyō Iron Manufacturing Company and its affiliated divisions. The Bureau has also been instrumental in having the Muroran Area in Hokkaidō rapidly expanded. Over the years the Bureau has set chemical and physical standards in the Industry. Experimental and research work has been constant. Some of Japan's best engineers outside of those engaged by the great financial houses have been at one time or another officials of this Bureau. The Bureau has three sections.

(a) Special Steel Section or Tokushukō Ka
(b) Steel Manufacturing Section or Seitetsu Ka
(c) Adjustment Section or Chōsei Ka

(4) Chemical Bureau or the Kagaku Kyoku

This Bureau has divided the chemical industry into six divisions, (1) the manufacture of industrial chemicals such as the various acids, sodas and alcohols and other products such as ceramics which include: cement, glass and glassware, pottery, porcelain and enamelled ware, soaps, camphor, celluloid, vegetable and fish oil products, (2) dyestuff, (3) rubber and rubber products, (4) paper, (5) artificial silk, and (6) fertilizer. The Bureau has modelled much of its work in terms of German experiences and practices and many of the Japanese specialists have returned from Germany after study and experience in the great cartels. In terms of the needs of the chemical industry the Bureau has had a highly selective program for the import and export of all types of chemical products. The Japanese have made great strides in their synthetic production. The Bureau has three sections.

(a) Inorganic Section or Muki Ka
(b) Organic Section or Yūki Ka
(c) Synthetics Section or Gōsei Ka

(5) The Machinery Bureau or the Kikai Kyoku

Following the first World War the Government decided upon a program of expansion in heavy industries. Concentration was placed upon electrical machines and equipment and upon steam units and products. The administration of the Bureau's functions are nearly all carried out with large manufacturing corporations. The Bureau's major industrial areas are now in Ōsaka, Tōkyō, Nagoya and the cities of northern Kūshū.

The Bureau also has the administration of automobile and bicycle manufacturing, of spinning and weaving machines, and of clocks and watches. One of the more important laws for the Bureau to administer is

the Machine Tool Industries Law of 1938 under which any manufacturer requiring equipment for more than 200 machine tools is subject to regulations. Another law of importance is the Airplane Manufacture Industries Law which makes any company engaged in the manufacture of any type of airplane parts come within its provisions and requires special license and supervision. The Law also required concurrent jurisdiction with the Ministry of Communications. This Bureau has four sections.

(a) General Affairs Section or Sōmu Ka
(b) Transportation Machinery Section or Yusō Kikai Ka
(c) Production Machinery Section or Seisan Kikai Ka
(d) Precision Tools and Machinery Section or Seimitsu Kikai Ka

(6) The Textiles Bureau or the Sen-i Kyoku

This Bureau has jurisdiction over factories engaged in the manufacture of cotton and cotton clothes, rayon, woolen clothes and yarns, hemp and staple fibers.

The Japan Cotton Spinners Association, formed in 1882 and controlling 97% of the cotton industry, is of great aid to the Government in not only domestic but also in foreign affairs. This Bureau has four sections.

(a) Silk Industry Section or Kengyō Ka
(b) Cotton Industry Section or Mengyō Ka
(c) Woolen Goods Section or Yōmōseihin Ka
(d) Synthetic Fibre Section or Jinzō Sen-i Ka

(7) The Bureau of Supervision or the Kanri Kyoku

The general nature of the Bureau's functions is indicated by the titles of each of the six sections.

(a) General Affairs Section or Sōmu Ka
(b) Life Insurance Section or Seimei Hoken Ka
(c) Damage Insurance Section or Songai Hoken Ka
(d) Transactions Section or Torihiki Ka
(e) Business Affairs Section or Shōji Ka
(f) War Insurance Section or Senji Hoken Ka

(8) The Promotion Department or the Shinkō Bu

The functions of the Promotion Department involve more than public relations because of its financing section and because of the direct relation maintained with all types of mercantile and industrial

associations. The latter are formed under the Industrial Association Law and in 1938 totaled 1,239 of which 62 were federations. These Associations are formed to control production and prices to make joint purchases and sales and to use equipment jointly when practicable. Most all industries are required to have these control associations. The Central Union of Industrial Associations is the headquarters for all of the Associations. This Bureau has five sections.

(a) General Affairs Section or Sōmu Ka
(b) Financing Section or Kin-yū Ka
(c) Merchants' Associations Section or Shōgyō Kumiai Ka
(d) Manufacturers' Associations Section or Kōgyō Kumiai Ka
(e) Facilities Section or Shisetsu Ka

e. The Attached Institutions

(1) The Patent Office or Tokkyo Kyoku

The Brief Monopoly Regulations or Sembai Ryaku Kisoku were passed in 1871 and abolished without being in effect. The Trade Mark Regulations were passed in 1884 and the Monopoly Patent Regulations in 1885. Revisions and new laws came in January 1922 and are the present ones which the office enforces. Patents are for ten years with graduated payments from ¥10.00 for the first three years up to ¥50.00 for the last two years. Extentions for 10 years can be obtained for added payments from ¥100.00 to ¥200.00 annually. Designs can be registered for ten-year periods at a cost of from ¥3.00 to ¥5.00 annually. Trade Marks run for a twenty-year period and have a flat fee of ¥30.00. Utility models can be registered for a ten-year period with graduated payment annually of from ¥7.00 to ¥25.00. The office has been more severe on the Japanese than on foreigners for granting registrations. Investigations, examinations and hearings are made by the office for each of the four branches of work. There are six departments in this Bureau.

(a) General Affairs Department or Sōmu Bu
(b) Referee Department or Shimpan Bu
(c) Machinery Department or Kikai Bu
(d) Chemical Department or Kagaku Bu
(e) Electrical Department or Denki Bu
(f) Design and Trade Mark Department or Ishō Shōhyō Bu

(2) The Fuel Bureau or Nen-ryō Kyoku

It has jurisdiction over coal, petroleum and manufacture and distribution of synthetic oils. Important coal liquefaction plants have been established and shale oil plants have been built in Manchoukuo and

Chōsen. There are four departments in this Bureau.

(a) General Affairs Department or Sōmu Bu
(b) Department 1 or Dai Ichibu
Petroleum Administration Section or Yusei Ka
Synthetic Oil Section or Jinzō Sekiyu Ka
(c) Department 2 or Dai Nibu
Resources Section or Shigen Ka
Utilization Section or Riyō Ka
(d) Coal Department or Sekitan Bu

(3) The Fuel Research Institute or Nenryō Kenkyūjo

The Institute performs the testing and research work for the Fuel Bureau and the Ministry.

(4) The Foreign Trade Bureau or Bōeki Kyoku

The Foreign Trade Bureau with its three departments or bu worked in certain desperation with the Bureau of Shipping in the Ministry of Communications to build stocks and supplies of all kinds but essentially in munitions materials immediately after the Mukden Incident. As conditions became more difficult following the China Incident and the closing of many markets to Japan, the government took steps as given above in the opening summary on this Ministry. Japan's trade fell off also in terms of the tariff barriers of many countries. The Ministry in cooperation with the Ōkurashō was given authority for complete control by (1) the Law relating to the Temporary Regulation of Imports and Exports which prohibited the importation of 270 products and the exportation of essential items of the metals and chemicals, (2) Foreign Exchange Fund Account which allowed exchange of funds against securities for foreign payments, (3) the Foreign Exchange Control Law which restricted exchange transaction drastically, and (4) the Link System of Imports and Exports of 1938 which required the imports of raw materials to be exchanged for manufactured goods, enumerations and specifications of which were laid down. The enforcement of Laws and the magnitude of the war closed thousands of establishments and hence also reduced the volume of work of the Bureau.

In the 1943 Ministry reorganization this bureau was transfered from the Ministry of Agriculture and Commerce to the Ministry of Greater East Asia or Daitōashō.

(5) Bureau of Changes in Occupations

Because of the war changes and the cessation of trade, changes in occupations in Japan were very large - enough to impair "the stability of the national life and the nation's economic strength" if left unremedied. This Bureau is temporary and is a special one to

investigate and work out an operational plan for those of limited means. Changes of occupations were to be made in three directions: war supplies industries, substitute goods industries in which raw materials are obtainable locally, and allowed export goods industries. The latter were limited. The Ordinance for the Ministry of 21 September 1938 provided for this special Bureau to attempt the solution of problems affecting industry and trade and for the Welfare Ministry to do the same for employees and workers.

Remedial actions were (a) to spread orders from prosperous industries to the readjusted ones. Special officers would be in the prefectural offices to make distribution of the orders. To finance this section of work ¥42,000 were allocated; (b) to advise and to give training to applicants for change of occupation by having technical experts in each ken. Allocation for this was ¥160,000; (c) to provide mechanical equipment and machinery to industrialists making substantial changes. Subsidies of ¥3,300,000 were to be allowed for changes to the war industries and ¥1,000,000 for changes to the substitute and supply industries; (d) to allow further grants on the manufacture of sample goods for a short period after the first changes were made. The sample goods were made after tests for further war orders. Allocation for this step was ¥200,000; (e) to require the prefectural administration to make allotments to those in export goods manufacturing; (f) to create in each ken a Central Commercial and Industrial Advisory Office to which small and medium-sized industrialists or merchants who could not form industrial associations, might come for direction and advice. Grants for this step amounted to ¥110,000; (g) to grant credit for a portion of the capital account not exceeding an aggregate of ¥20,000 to small and medium-sixed industralists or merchants.

(6) The Price Bureau or the Bukka Kyoku

The Price Bureau with its three departments has functioned for some period of time advising upon and equating prices of commodities in the heavy industries as well as those in mercantile trade. The Bureau was formerly assisted by the Unreasonable Low Price Investigation Committee. The Japanese have had a tendency in some lines at least to work on retail price first for solution for their problems rather than upon the manufacturing and wholesale price.

Historically prices for a great many of the products in Japan are determined on the various commodities exchanges. The most important of the commodity exchanges are the Dojima Rice Exchange in Ōsaka, the Tōkyō Rice and Commodity Exchange, the Nagoya Rice Exchange, and the Ōsaka Sanpin Exchange on which raw cotton, cotton yarns and fabrics, and rayon yarn are traded, and the Yokohama Exchange on which silk yarns, tea, fabrics, some marine products, sugar, rice, wheat, barley, soya beans and negotiable securities are traded. The main exchanges for securities in Japan are the Tōkyō Stock Exchange and the Ōsaka Stock Exchange. Security exchanges in

Japan are not as important as the commodity exchanges.

(7) The Industrial Experimental Laboratory or the Kōgyō Shikenjo of Tōkyō and of Ōsaka

(8) The Textile Industry Research Institute or the Sen-i Kōgyō Shikenjo

(9) The Machinery Testing Laboratory or the Kikai Shikenjo

(10) The Mechanics Training Institutes or the Kikaikō Yōseijo of Tōkyō, of Ōsaka, and of Aichi.

(11) The Ceramic Experimental Laboratory of the Tōjiki Shikenjo

(12) The Regional Mines Superintendence Bureau or the Kōzan Kantoku Kyoku

f. The Secretariat or the Daijin Kambō

The Secretariat for the Shōkōshō is large and provides for the administrative and personnel needs of the Ministry.

g. Related Associations

The Ministry also utilizes other associations and organizations in disseminating its regulations and directions on industry and trade in Japan. The four most important are: First, the Chambers of Commerce and Industry which in 1936 numbered 108 Chambers and had a membership of 3,816. The membership presented an electorate of 156,414 organizations. The annual expenses for the 108 Chambers for 1936 were ¥3,341,627. Second, the Guilds organized in terms of the Law relating to the Staple Produce Guilds of 1900. The total number of Production Guilds in 1936 were 774. These Guilds are small associations organized by the small companies for mutual advantages. They were first organized in Japan in 1884. Third, the Warehousing Associations - all the staple products are stored in the godowns. Large interests such as the Mitsubishi, Sumitomo, Shibusawa and Mitsuti own or control most of the warehouse space in Japan. Fourth, the Commerical and Industrial Museums in which all types of products and results of research are exhibited. Over fifty of these Museums are in Japan. The larger cities such as Tōkyō, Ōsaka, Nagoya, Kumamoto and Sapporo are the most noted. These Museums are maintained by the ken and shi authorities but receive direction from the Ministry.

h. Supervision of Companies and Factories

(1) The total number of companies operating in Japan in 1938 was 83,042 and represented a capital value of ¥30,250,178,604. The composition of these companies was as follows:

(a) 1,763 Agricultural Companies with a total capital of ¥216,174,365
(b) 313 Fisheries Companies with a capital of ¥263,093,982
(c) 991 Mining Companies with a capital of ¥2,294,097,623
(d) 30,565 Industrial Companies with a capital approximating ¥15,000,000,000
(e) 43,040 Commercial Companies with a capital approximating ¥10,000,000,000
(f) 6,370 Transportation Companies with a capital of ¥2,673,994,463

(2) Factories and Employees

The total number of factories in 1938 was 11,236 and of these 98,119 were operated with power machinery. The total number of employees was 3,215,421 of which male workers approximated 2,000,000. The figures below show the number of factories by kind with their respective employees and the value of production in thousands of yen.

Kind of Industry	Number	Labor	Value
Spinning and weaving	28,092	976,953	3,984,829
Metal	11,135	377,398	4,687,166
Machine and tool	17,570	860,431	3,821,881
Ceramic	4,816	105,345	403,646
Chemical	6,146	322,205	3,460,581
Timber and woodwork	10,629	113,823	457,302
Printing and bookbinding	3,932	63,568	281,169
Foodstuff	16,944	190,697	1,786,275
Gas & electric manufactures	669	10,517	47,190
Miscellaneous	12,399	194,484	737,175

i. The Budget or Yosan

(1) Ordinary Budget

Department of Commerce & Industry

	(In Yen)
1) Department of Commerce & Industry Proper	1,949,943
1. Salaries	728,229
2. Office expenses	922,316
3. Share in international expenses	15,065
4. Expenses for weights and measures	284,333
2) Foreign Trade Bureau expenditure	663,741
1. Salaries	170,050
2. Office expenses	493,691
3) Fuel Bureau expenditure	406,073
1. Salaries	197,751
2. Office expenses	208,322

	(In Yen)
4) Patent Bureau expenditure	1,288,723
1. Salaries	649,595
2. Office expenses	639,128
5) Mine Superintendence Bureau expenditure	886,934
1. Salaries	473,408
2. Office expenses	413,526
6) Laboratories and Research Institute expenditure	3,017,036
1. Salaries	766,259
2. Office expenses	2,250,777
7) Training Institutes and Inspection Offices expenditure	1,688,244
1. Salaries	600,703
2. Office expenses	1,087,541
8) Subsidies	555,087 1/
1. Local commercial and industrial statistics compilation expense	526,128
2. Foreign trade condition research expense	28,958
9) Miscellaneous outlays	95,728
TOTAL EXPENDITURE FOR DEPARTMENT OF COMMERCE & INDUSTRY	10,551,509

(2) Extraordinary Budget

Ministry of Commerce and Industry

1) Expenditure for development of foreign trade	16,448,718
2) Expenditure for expediting self-supply of liquid fuel	28,443,057
3) Expenditure for development of industrial arts	503,843
4) Monetary accommodation for medium and small commercial and industrial men	355,796
5) Expenditure for development of medium and small commercial houses	492,209
6) Expenditure for development of medium and small industrial houses	529,152
7) Encouragement of industries	5,270,549
8) Encouragement of mining industry	4,175,436
9) Encouragement of iron-steel industry	4,271,558
10) Encouragement of inventions, gold production, etc	14,066,286
11) Factory guidance expenditure	581,144
12) Investigation and experiment expenditure	1,219,285
13) Construction and repair expenditure	3,381,834
14) Temporary expenditure for adjustment of the Mining Supervision Bureau	236,716
15) Expenditure for temporary examination of the Patent Bureau, and for trial and disposition	320,084

1/ The two items under Subsidies total 555,086 Yen as given. The discrepancy of 1 Yen is unexplained.

		(In Yen)
16)	Expenditure for development of Okinawa Prefecture.....	23,940
17)	Grants-in-aid for development of Oshima district Kagoshima Prefecture.....	30,072
18)	Subsidy to Imperial Fuel Industrial Joint Stock Company.	3,128,224
19)	Temporary funds adjustment expenditure.....	83,357
20)	Gold production control expenditure.....	57,301
21)	Expenditure for development of industries for manufacture of articles to be used as substitutes, and for recovery and utilization of resources.....	1,434,369
22)	Commodity price adjustment expenditure.....	975,938
23)	Expenditure for relief of medium and small commercial a and industrial men called for military service.....	725,365
24)	Temporary materials adjustment expenditure.....	1,222,641
25)	Expenditure for temporary transfer of occupation.....	4,878,869
26)	Temporary economic control measure expenditure.....	200,000
27)	Indemnification of losses sustained by Japanese Gold Production Development Joint Stock Company.....	4,820,000
28)	Salary, wage, and allowance control expenditure.....	8,640
29)	Expenditure for examination and restriction of textile goods.....	432,711
30)	Expenditure for increased production of coal.....	87,466,290
31)	Re-indemnification of losses of capital loan for re-establishment of medium and small commercial and industrial houses in district damaged by fire.....	28,746
32)	Service allowances and other temporary additional allowances.....	21,877
	TOTAL EXTRAORDINARY EXPENDITURES OF THE MINISTRY OF COMMERCE AND INDUSTRY.....	185,834,007

12. The Ministry of Overseas Affairs or Takumushō

a. Summary Statement

(1) Creating Ordinance

The Takumushō was established 10 June 1944 by Imperial Ordinance No. 152.

(2) Functions

Article I of the Ordinance stated that the Ministry was to control all affairs relating to the Chōsen Governor-General's office, the Taiwan Governor-General's office, the Kwantung Administration office and the South Seas Administration office. It stated further that the Ministry was to supervise the operations of the two great corporations, the South Manchuria Railway Company, Ltd., and the Oriental Development Company, Ltd. or the Tōyō Takushoku Kabushiki Kaisha.

In these areas the Ministry did not have complete authority for some affairs were to be concurrent with the Ministries of War, of Finance, of Communications, and of Home Affairs.

(3) Background Policies

The course of development for colonial policy in Japan has been one of great conflict among high ranking statesmen and military leaders. A series of events approximating a half century lead to the creation of the Takumushō. In 1869 the Hokkaidō Development Office was established to colonize and develop this large island. Taiwan was the only prize Japan was allowed to keep as a result of the Sino-Japanese War of 1894-95. In the same year a Bureau of Formosan Affairs was formed but did not last, for in April 1896 a Department of Colonization supplanted the Bureau. The Department supervised both Hokkaidō and Formosa. As a result of a bitter misunderstanding between the Governor-General of Formosa, Admiral Count Kabayama, and the Minister who was Viscount Tomonosuke Takashima. The Department of Colonization was abolished in August 1897 and the Cabinet assumed jurisdiction of the areas. In 1898 transfer of authority was made to the Ministry of Home Affairs. After the Russo-Japanese War of 1904-05, Japan obtained Karafuto and Chōsen. Upon final annexation in 1910 Karafuto was given to the Naimushō. Very soon afterwards Chōsen affairs were also given to the Ministry of Home Affairs. In July 1916 the Bureau of Overseas Affairs was re-established in the Cabinet and there the colonial administration rested until 10 June 1929. The Cabinet of General Baron Tanaka had the necessary strength for the creation of the Ministry. A proposed draft for a similar ordinance had been passed by the Wakatsuki Cabinet immediately preceeding the Tanaka Cabinet, but it fell before it could present the matter to the Privy Council for deliberation.

The reasons for these transfers and reassignments are many. They go beyond those of simple administration of natives and foreign peoples; they are bound up in personalities of strong and willful men, in rank and prestige of officials and their power. These conditions were brought out in the discussion of the Budget Committee in the Diet sessions in 1929. Here it was shown that a Bureau within a Ministry was indeed too slight an organization to deal adequately with such vital interests as the four areas represented. It was claimed that officials of such a Bureau were inevitably of so much less rank than the Governor-General or the civil governors of the colonies that their views, not to say instructions or orders, would receive but slight consideration. It was argued that for many practical considerations, the Prime Minister's influence would not be as strong as desired unless a special ministry was given jurisdiction of colonial administration. In the Diet little opposition was encountered. Great arguments took place in the Privy Council however. Viscount Saito, a former Governor-General of Chōsen, stated in strong terms that the title Takushokushō or Ministry of Colonies would give the wrong impression that Chōsen was a colony whereas it was much closer to Japan racially, socially and historically.

He stated that such a title would wound the Korean's pride and "disharmony would ensue." Again he raised the matter of rank and power and stated that the Governor-General of Chōsen, if he reported to the Minister of Overseas, would be subordinate to him. Previously the Governor-General had had direct access to the Emperor. This change would now put his office on a parity with a Minister of State which was not desirable. All the opposition of the Privy Council was met by the Government in compromise (1) by changing the name Takushokushō to the Ministry of Overseas Affairs (technically Overseas Development) or Takumushō, (2) by the definition of the position of the Governor-General of Chosen, and (3) by the establishment of a separate section on Chōsen affairs.

Colonial administration by Japanese was military and even though there have been civilian governors, it has remained essentially so. The type of government varies in each of the areas as well as the quality of it. Outstanding in such Japanese affairs is the diffusion or responsibility and authority over various administrative bodies and institutions for jurisdiction in one area. This spread of powers to a point of confusion exists also among the officials within some of these governing bodies. No better example for a great Japanese undertaking exists for multi-authorities than in the administration of Manchoukuo prior to its reorganization in 1934. The South Manchuria Railway, Ltd. has always been an arm of Japanese Government in Manchuria. The President of the Railway was a governing officer in the Railway Zone. The Governor-General of the Kwantung Administration Office and the Commanding General of the Kwantung Army were in control however. Consulates had some jurisdiction also. These four separate officers were in Manchuria. In Japan the control of this vast, rich country was vested in the Ministry of Overseas Affairs, of Foreign Affairs, and of War, and in the General Staff. Yet despite these seven separate governing groups great economic progress was attained. After the reorganization in Manchoukuo of 1934 two eliminations were made and the Commanding General of the Kwantung Army, concurrently Ambassador to Manchoukuo, became the controlling official.

In the short statements of colonial governments given under the controlling bureaux below this overlapping of jurisdiction will be shown.

(4) Abolishment

In the major wartime reorganization of the Government under Tojo, the Ministry was abolished and its functions divided and transferred to the Cabinet and to the Ministry of Home Affairs as before 1929 and some finally to the Ministry of Greater East Asia. Constant political changes have taken place in Colonial administration with a view to strengthen the government by making the colonies feel that they are more than an integral part of the Empire. The appointment of a civilian Ambassador to Manchoukuo is part of these new tactics.

b. The Personnel of the Ministry

The officials and special staff of the Takumushō composed the smallest membership of the Ministries being only 226.

c. The Minister or the Takumu Daijin

During the fourteen years of the Ministry's existence there were some famous civilians who held the high office as were Yuki, Hatta and Matsuoka. General Baron Tanaka whose Cabinet secured the formation of the Ministry was the first Daijin. Most of the Ministers had had experience in Manchuria either with the South Manchuria Railway or in the Government of Manchoukuo. Three generals and two admirals have also been the Daijin. During the last fifteen years much of the shaping of the major policies in Japan Proper have been under the direct influence and guidance of such men as have held offices in Manchoukuo and that they have been in the Ministry of Overseas Affairs is natural.

d. The Department or Bu

(1) The Department of Chōsen or Chōsen Bu

Articles III and IV of the Creating Ordinance give the authority for the Chosen Governor-General's office. The Vice-Minister or Jikan was the Chief of the Department.

(a) Administration of Chosen

Colonial Government in Chōsen was military at first as has been the case with all Japanese territories. Legislation in 1919 provided for civilian administration. Yet the change has not been too significant for the high offices. The Minister of Overseas Affairs was a mere go-between for the Governor-General and the Premier to the Emperor. The Jikan as the head of the Department and the deputy for the Minister has little authority on fundamentals.

The Governor-General is the supreme authority for both civil and military administrations over the 22,355,485 people. Ordinances issued by him are valid like those of the Diet although the form calls for their submission by the Premier to the Emperor for sanction. Those unapproved must be withdrawn similar to emergency ordinances not approved by the Diet.

The governmental machinery was first set up 29 August 1910 and additions and changes have been made since then especially in 1919-20. With the Governor-Generals Secretariat there are eight organic bureaux and three attached bureaux. The organic bureaux are: (1) Home

Affairs Bureau, (2) Financial Affairs Bureau, (3) Industrial Bureau, (4) Judicial Bureau, (5) Educational Bureau, (6) Police Bureau, (7) Forestry Bureau, and (8) Land Improvement Bureau. The three attached bureaux are: (1) Communications, (2) Railways, and (3) Monopoly. The Monopoly Bureau controls the lucrative business in ginseng, tobacco, salt and opium.

The Central Council advises the Governor-General and convenes at his call. It is composed of a Chairman, Vice-Chairman, five advisors and sixty-three councillors all of whom are Koreans.

The Lower echelons comprise the thirteen provinces or do, the twelve cities or fu similar to those in Japan, and villages or mura. Each of these has a council which is advisory and not executive.

Similar in position to that in Japan the Judicial System after 1921 was declared independent of the Governor-General. Provision is made for a Special Court to be called by the Governor-General for high political crimes and revolt.

e. The Bureaux or Kyoku

(1) The Bureau of Administration or the Kanri Kyoku

Outside of certain functions retained by other Ministries, this Bureau handled matters of the Taiwan Governor-General's office, the Kwantung Administration office, the Karafuto Administration office and the South Seas Administration office. The Bureau had three sections.

The Administrative Sections or the Gyōsei Ka
The Accounts Section or the Kaikei Ka
The Police Affairs Section or the Keimu Ka

(a) The Taiwan Governor-General's Office

The Governor-General who regulates the lives of the 5,746,959 people has less power than the high official of Chosen. He was directly responsible to the Minister of Overseas Affairs and not to the Emperor. In his government also the Ministry of Finance passes upon matters of currency, banking and monopolies; the Ministry of Communications upon the postal and telegraph services, and indirectly the Ministry of Home Affairs for policing. The Governor-Generals may also be civilians although most of them have been from the Military. He convenes the Advisory Council which is quasi-legislative and supervises the officials in the lower echelons.

The central organization for Taiwan comprises the Governor-General's Secretariat and five bureaux which are the (1) Home Affairs

(2) Education, (3) Finance, (4) Colonial Development, and (5) Police Affairs. The civil Governor and the chiefs of the five bureaux are advisory to the Governor-General but they do not compose any organization such as a Governor's Cabinet.

The lower echelons comprised the five provinces which have governors, three district which have superintendents, nine cities which have administrators, and fifty-one counties which have county chiefs.

In governing the natives of Taiwan the Japanese made use of the old Pao-Chia system which called for the organization of groups that were mutually responsible for the members' conduct. If crimes were committed, a collective punishment was enforced and thus communal responsibility was engendered. The name of the system was changed to Ho-kō and some changes were made in the organization. Each Kō was made up of ten families and ten Kō were organized into one Ho. Each Ho was headed by a Hosei. These heads were required to meet the qualifications of twenty years of age, community respect, and freedom from criminal record. Restriction of membership of these native organizations excludes Japanese and foreigners. In 1939 the number of Ho was 5,756 and the number of Kō was 55,289. The general functions of these organizations deal with the guidance of the inhabitants, collection of taxes or fines, census registration, and reporting of criminals or those with infectious diseases.

(b) The Karafuto Administration Office

The colonial office for Karafuto was established in April 1907. The governor of the territory is vested with more authority than many of the governors of the ken in Japan. He reported directly to the Minister of Overseas Affairs (today to the Minister of Home Affairs) but his general authority in Karafuto is much wider than those of the kenchiji. Local autonomy was provided for in mining, forestry, taxation, railways, and postal services. The Governor has no military authority. The judicial system for Karafuto differs from that of Chōsen and Taiwan in that it is integrated with the system of Japan Proper. Most of its financial development for colonization depends upon the Hokkaidō Colonization or the Hokkaidō Takushoku Ginkō. The Governor also has direct interest in the eighty-four industrial associations which operate in the area. The central administration comprises the Governor's Secretariat, the Bureau of the Interior, the Bureau of Forestry, and the Bureau of Police.

(c) The Kwantung Administration Office

Substantial re-organization has taken place in the governmental structure for the Kwantung Leased Territory which came into possession of the Japanese as a result of the Russo-Japanese War in 1904-05 and a forced and unrecognized treaty with China in 1915. The administration was unified on 26 December 1934. Jurisdiction in this very important center of East Asia was formerly with the Kwantung Government, the

South Manchuria Railway Company in the Railway Zone, Consuls in the various districts, and the Kwantung Army. The Kwantung Bureau replaced the Kwantung Administration Office. The General Director of the Kwantung Bureau and the Counsellor of the Embassy in Manchoukuo are under the direction of the Ambassador who until quite recently, has been concurrently the Commander of the Kwantung Army. The latter is responsible directly to the Emperor and is supreme in Manchoukuo. The Manchurian Affairs Bureau in Japan is part of the Cabinet organization with the Minister of War as the President. The civil administration office in Kwantung was removed from Port Arthur to Dairen on 1 June 1937.

(d) The South Seas Administration Office or the Nanyō Chō

The islands of the South Seas came under Japanese supervision through the mandate system set up by the League of Nations at the close of the first World War. The director of the South Seas Office is the Governor and is responsible to the Minister of Overseas Affairs for most of the administration of the three groups of islands which are the Marianas, the Marshalls and the Carolines totalling approximately 1,500. The seat of the Government is in Korror, a Palau Island of the West Carolines. For matters of post and telegraph the Governor is responsible to the Minister of Communications; for currency, banking and customs to the Minister of Finance; and for matters of weights and measures to the Minister of Commerce and Industries. The Governor may issue instructions and orders locally but all important matters come from Imperial Ordinances out of Tōkyō.

The central organization comprises the director's secretariat and five main sections which are (1) General, (2) Financial, (3) Police, (4) Economic Development and (5) Communications. There are six districts for the Islands under each of which is a branch bureau which handles the local affairs. In all the villages in these districts there are local chiefs who are responsible to the heads of the branch bureaux.

(2) The Bureau of Industries or the Shokusan Kyoku

Section 1 of Article VI of the Creating Ordinance provided that this Bureau was to handle productive enterprises, communications, monetary accomodation, taxation, and monopolies in the four areas. Section 2 specifically included the great corporations, the South Manchuria Railway Company, Ltd. and the Oriental Development Company, Ltd. or the Tōyō Takushoku Kabushiki Kaisha.

In the conduct of its duties the Bureau has relations with the other Ministries as given above, and operated with four sections.

(a) The Agriculture and Forestry Section or the Nōrin Ka
(b) The Financial Section or the Rizai Ka
(c) The Commerce and Industry Section or the Shōkō Ka
(d) The Mining Section or the Kōmu Ka

(3) The Colonization Bureau or the Takumu Kyoku

Article VII of the Ordinance gave this Bureau authority in all matters of immigration and colonization except for the jurisdiction of other concerned bureaux. These would be in the Ministries of Greater East Asia, of Home Affairs and of Foreign Affairs. Much of the Bureau's program embodied promotional efforts and encouragement for all types of organizations to establish business in the four areas. This Bureau has five sections.

(a) The General Affairs Section or the Sōmu Ka
(b) The East Asia Section 1 or the Tōa Dai Ikka
(c) The East Asia Section 2 or the Tōa Dai Nika
(d) The South America Section or the Nambei Ka
(e) The South Seas Section or the Nan-yō Ka

f. The Secretariat or Daijin Kambō and Staff

The Kambō handled the administrative and personnel matters for the Ministry and was relatively small in number.

The Staff comprised (1) fifteen secretaries of which three were of sōnin rank as chiefs, (2) nine other officials of sōnin rank, (3) thirteen experts with thirty assistants all of whom could serve overseas, and (4) four interpretors of sōnin rank with twelve assistants.

g. The Budget or the Yosan

Despite the important work in administering the colonial possessions the budget of the Ministry has remained relatively small. Since the abolishment of the Ministry these appropriations have been transferred to the Cabinet and to the Ministry of Home Affairs.

(1) The Ordinary Expenditures

Ministry of Overseas Affairs

(In Yen)

1) Department of Overseas Affairs Proper.....	1,087,906
1. Salaries.....	478,999
2. Office expenses.....	509,684
3. Secret funds.....	44,223
4. Share in international expenses.....	55,000

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2)	Tobacco Monopoly Bureau Profits to be Transferred to Karafuto Administration Office Special Account.....	2,375,626
3)	Miscellaneous outlays.....	9,774
	TOTAL EXPENDITURE OF THE MINISTRY OF OVERSEAS AFFAIRS...	3,473,306

(2) The Extraordinary Expenditures

Ministry of Overseas Affairs

1)	Immigrant Training Institute expenditure.....	98,531
2)	Expenditure for temporary investigation of emigrants and overseas colonization undertakings.....	178,232
3)	Expenditure for protection and encouragement of emigrants and overseas colonization abroad.....	4,017,441
4)	Expenditure for emigration and colonization of Manchoukuo	49,842,527
5)	Expenditure for Young Men Service Corps.....	472,932
6)	Overseas Colonization Investigation Committee expenditure.....	13,500
7)	Cotton and wool resources exploitation expenditure.....	784,856
8)	Various expenditures dealing with temporary economic control.....	95,898
9)	Subsidy to Colonization Encouragement Institute.....	18,000
10)	Transfer to Special Account for Chōsen, Taiwan, and Karafuto expenditures.....	21,450,945
11)	Service allowance and other additional allowances.....	9,227
	TOTAL EXTRAORDINARY EXPENDITURE OF MINISTRY OF OVERSEAS AFFAIRS.....	76,982,089

13. The Ministry of Welfare or Kōseishō

a. Summary Statement

(1) Creating Ordinance

The Imperial Ordinance of 10 January 1938 established the Ministry of Welfare. The first Konoye Cabinet made the decision to create a separate Ministry. The Cabinet Planning Board made investigation and reported 9 July 1937. The committee appointed by the Prime Minister planned to open the Kōseishō on 1 October 1937 but the China Affair disrupted this move. Largely because of the Military's insistance the deliberations and re-examination of the whole issue lasted but six months.

(2) Functions

The Ministry is charged with the responsibility of "promoting the physical strength and general welfare of the nation" which involves the general and special fields of health, sanitation, hygiene, labor and social insurance.

Jurisdiction for the enforcement of laws in these and related fields is vested in the Ministry; a list of the more important ones shows further the nature of the Ministry's duties as well as the scope of the government's social policies.

(1) The Military Relief Act of 1917 with revision
(2) The Tuberculosis Prevention Act of 1919
(3) Employment Exchange Act and the Housing Association Act of 1921
(4) Health Insurance Act of 1922
(5) Insanitary Houses Improvement Act and Public Pawnshops Act of 1927
(6) Regulations for Relief of the Poor of 1921
(7) Prevention of Child Maltreatment Law of 1933
(8) Revised Employment Exchange Law of 1936 and again Revised Law of 1941
(9) The Store Law of 1938
(10) Control of Land and House Rent Ordinance of 1940
(11) Ordinance Restricting Employment of Young and Juvenile Workers of 1940
(12) Post Office Life Insurance and Annuities Laws

The supervision of hospitals and various types of sanitoria are a part of the Ministry's duties.

(3) Incorporations of Other Ministry's Functions

Consolidations, mergers and amalgamations of sections, bureaux

and ministries have been proposed from time to time by the different cabinets. Bureaucratic influence has always been strong however when major alterations called for dimunition of power and influence of one body in favor of another. The Hayashi Cabinet although it had strength was unable to batter the kambatsu for major changes. Proposals to form a Foreign Trade Ministry fell through as a result of the resistance of the Ministry of Foreign Affairs. However in the case of the formation of the Ministry of Welfare only small debate was met, probably because of the war conditions and their pressure for immediate action. Four Ministries were affected by the formation of the Koseishō, (1) the Ministry of Home Affairs lost the Bureau of Public Hygiene and the Bureau of Social Welfare, long established and influential. The transfer of this latter Bureau and staff reduced the personnel of the Home Ministry by two-fifths its regular number; (2) the Ministry of Commerce and Industry lost the duties of labor hygiene administered by the Bureau of Mines; (3) the Ministry of Communications lost some of its jurisdiction in insurance from the Bureau of Post Office Life Insurance as duties of conducting post office life insurance and post office life annuities were transferred. The Ministry of Communications (now Transportation and Commerce) because of controlling the post offices yet collected the premiums and paid out the funds. Moreover it also administers the Insurance Business Law of 1939 alone. The Ministry worked jointly with the Welfare Ministry for the creation of the Life Insurance Welfare Society by the Life Insurance Associations, a body of thirty-two insurance companies. The Society was organized in December 1938 with a capital of ¥500,000; and (4) the Ministry of Education surrendered its duties relating to physical training and sports outside the school system. This reduction took place in the Section of Physical Training in the Minister's Secretariat.

(4) Relations with the Lower Echelons

(a) Ken Administration. The Ministry's orders and instructions are carried out in the ken through the Social Affairs Section in the Department of Home Affairs. Distribution of grants and subsidies for welfare purposes are parcelled out by this Department also. Various laws give the Minister of Welfare authority to order the kenchiji to establish institutions and organizations of public welfare. Study of the Ministry's budget will reveal the types and varieties of accounts for social grants.

Other important non-official organizations are utilized by the Ministry in its welfare program. The Imperial Charity Association or Saiseikai of Okayama Ken originated in 1917 a System of Block Committees or the Hōmen Iin. The officials are honorary and are appointed by the kenchiji. Each Committee works in a given block or district determined on the basis of welfare needs. The Hōmen Iin System suffers from the usual faults of voluntary membership.

(b) Shi, Machi and Mura. Mayors and headmen, as was shown

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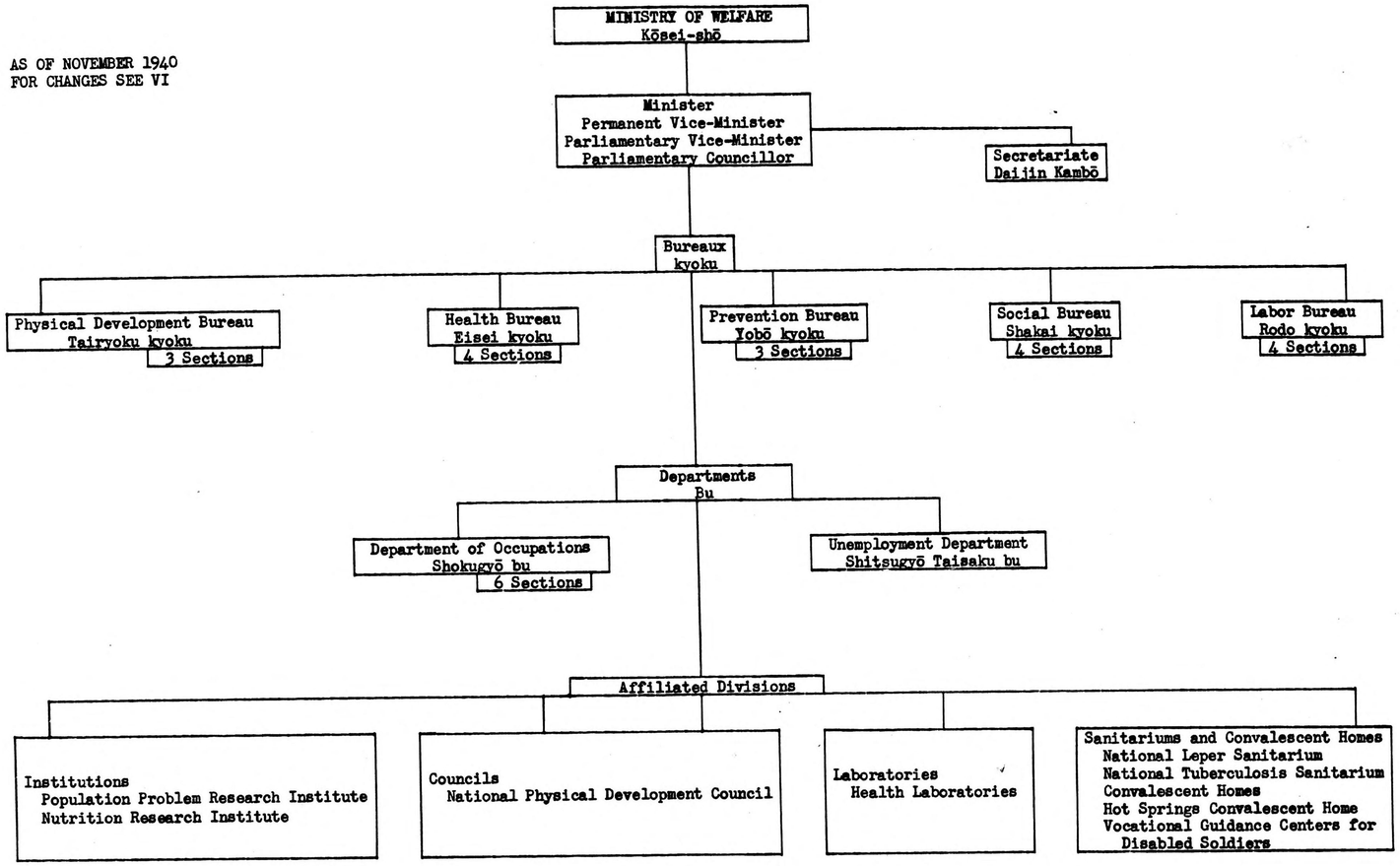

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in the survey of the echelons of civil government given in the Home Ministry, have many direct responsibilities. Social relief is one of these. The actual distribution of funds, food, clothing and household items is accomplished under the mayor's supervision. Most all of it is done by the Hōmen Iin which has been widely utilized throughout the Empire. Figures for the System in 1937 showed the number of ken committees to be forty-five, city committees to be six, town and village committees to be twenty-six, and private bodies three. The number of municipalities having blocks in 1937 was 9,098 and the number of blocks was 9,427. There were altogether 46,264 committeemen. Both men and women serve as chairman and members and since the war it is more than likely that the percentage of women is growing.

b. The Personnel of the Ministry

The high officials, main staff, technical people and welfare specialists, both men and women, totaled 6,587 at the end of 1938 and was fifth in rank with other Ministries. Statements from passengers of the second Gripsholm indicate continued and increased work in social welfare by all organizations hence it is likely that the personnel of this Ministry has not been cut drastically by the war demands as with other Ministries.

c. The Minister of Welfare or Kōsei Daijin

Because of the short period of existence of this Ministry no particular pattern has been formed for the character of the Ministers. Marquis Koichi Kido, former Lord Keeper of the Privy Seal and revered stateman, was appointed by Prince Konoye as the first Daijin. All have had wide governmental backgrounds and appointments in the Ministry of Home Affairs and most have held legal offices also. Surgeon General Koizumi represented the Military in the third Konoye Cabinet (summer of 1941). Minister Hisatada, serving in General Koiso's Cabinet today, held the office also in the Hiranuma Cabinet in 1939.

d. The Bureau or Kyoku

The Ordinance creating the Ministry set up five organic bureaux.

(1) The Bureau of Physical Strength or the Tairyoku Kyoku

The duties of this Bureau relate to the (1) improvement of physical culture and development, (2) measures and institutions for the improvement of physical strength, (3) specific work in physical education and sports, (4) infants', children's and maternity hygiene, and (5) research.

The Bureau has three sections for these duties.

(a) The Planning Section or Kikaku Ka
(b) The Section of Physical Education and Culture or Taiiku Ka
(c) The Facilities Section or Shisetsu Ka

(2) The Bureau of Public Hygiene or the Eisei Kyoku

The functions of this Bureau concern (1) sanitation in food, clothing and housing, (2) hygiene guidance and (3) medical and pharmaceutical products.

There are four sections in the Eisei Kyoku.

(a) The Section of Health Maintenance or the Hoken Ka
(b) The Medical Materials Section or the Shizai Ka
(c) The Section of Medical Affairs or the Imu Ka
(d) The Section of Medicine and Drugs Manufacture or the Yakuhin Seian Ka

(3) The Bureau of Disease Prevention or the Yobō Kyoku

The duties of the Yobō Kyoku deal with (1) measures and actions for prevention of infectious, local and other diseases, (2) quarantine, (3) mental diseases, and (4) "venereal and other diseases detrimental to the survival of the human race." The worst disease is tuberculosis which takes a heavy toll every year. Sterilization is also under the Bureau's direction.

There are three sections to this Bureau.

(a) The Section of Tuberculosis or Kekkaku Ka
(b) The Section of Epidemic Prevention or Bōeki Ka
(c) The Section of Eugenics or Yusei Ka

(4) The Bureau of Social Affairs or the Shakai Kyoku

Starting in 1917 as a Section in the Local Government Bureau of the Home Ministry and undergoing numerous reorganizations, the Bureau was established as an independent unit in 1922 as the Central organization in social work. The staff in 1938 approximated 800 people. The Bureau's functions pertain to (1) social welfare measures and institutions, (2) relief measures and free medical treatment, (3) military relief, (4) "Employment Exchanges and the supply and demand of labor", and (5) protective measures for mothers, infants and children.

The four sections assigned to the Shakai Kyoku are:

(a) The Protection Section or Hogo Ka
(b) The Section of Child Welfare or Jidō Ka
(c) The Section of Livelihood or Seikatsu Ka
(d) The Section of Housing or Jūtaku Ka

The Section of Housing has been enlarged because of the

rapid expansion in war factory areas necessitating great increases in housing facilities. Investigations revealed that in some crowded munitions areas as many as six to eight persons in day and night shifts were living in a six mat room (six tsubo in size). The Ministry made announcements in 1940 that building materials were becoming most scarce, that the costs of all construction had risen and that there would be governmental action to control house rents. A three year plan provided for the construction of 30,000 sanitary houses, thirteen tsubo each, for workers, and for 200 apartment houses each to be 600 tsubo in area and to accomodate 200 workers. All types of companies including the Mutual Benefit Associations or Dojunkai and other public utility institutions were encouraged to construct edifices for their workers. The loans and funds necessary were to be obtained from the Deposit Bureau of the Ōkurashō, from the Hypothec Bank, the Industrial Bank and the agricultural and industrial banks of the ken. The loans were to run for twenty years as a rate of 4.2 percent per annum.

The Section of Housing also issued various instructions for the reconditioning and reconstructing of houses, hotels, yadoya and any useable buildings for housing .

Prefectural authorities were required to submit ideas and local plans in terms of the Ministry's program. The same instructions were passed down to the shichō and sonchō of areas concerned.

(5) The Bureau of Labor or Rōdō Kyoku

The Rōdō Kyoku determines the government's policy on labor, the details of which are performed by it with other supporting governmental bodies and private organizations in industry, commerce and agriculture. General labor conditions throughout Japan, labor hygiene in factories and mines, supervision of labor organizations, relations with the International Labor Organization, collection of statistical wage and costs of living data and the general compiling of labor information are the central activities of the Bureau. "Other matters relating to labor" are also within the scope of jurisdiction.

Four sections administer these activities.

(a) The Section of Labor Administration or Rōsei Ka
(b) The Wages Section or Chingin Ka
(c) The Section of Supervision or Kantoku Ka
(d) The Guidance Section or Shidō Ka

e. The Departments or Bu

(1) The Department of Occupation or the Shokugyō Bu

Part of the rapidity in rationalization of industry was

possible because of the continuous study and action in selectivity of labor by occupations. Since the China Affair acceleration took place. Liaison was maintained with the Ministry of Commerce and Industry, today the Ministry of Transportation and Commerce. Mobilization of labor in Japan has not been an easy affair and as the war has progressed associations, societies and one organization after the other have pledged their whole-hearted support for "Japan's great emergency." Even the famous May Day labor demonstrations were abandoned subsequent to the Incident of February 26th (1936).

The Department maintains six sections.

(a) The General Affairs Section or Sōmu Ka
(b) The Section of Supervision or Kanri Ka
(c) The Section of Business Functions or Gyōmu Ka
(d) The Regulations' Sections or Kisie Ka
(e) The Registration Section or Tōroku Ka
(f) The Training Section or Yōsei Ka

(2) The Department of Unemployment or Shitsugyō Taisaku Bu

Information on unemployment is gained through the Department of Home Affairs in the ken. This was a function of the Bureau of Social Affairs when it was in the Home Ministry. The Department makes studies and works closely in its finding with the Department of Occupations.

The three sections perform the duties under the direction of a president or sōsai of the Shitsugyō Taisaku Bu.

(a) The General Affairs Section or Sōmu Ka
(b) The Transfer of Occupations Section or Tengyō Ka
(c) The Enterprises Section or Jigyō Ka

f. The Boards or In

(1) The Board of Insurance or Hoken In

The social program developed gradually after the close of the World War I and it included forms of social insurance. During the past decade social insurance was accelerated greatly. The Ministry of Communications encouraged savings of all workers in postal annuities and life insurance. Fines collected have been invested in governmental securities of one form or another. The Board is headed by a president or sōsai and is composed of three bureaux.

(a) The Bureau of General Affairs or Sōmu Kyoku

The Bureau handles (1) all matters of personnel, documents and accounts, (2) actuarial work, (3) planning for social insurance

and Post Office Life Insurance Systems, and (4) planning and general control of hygienic measures for the insured.

(b) The Bureau of Social Insurance or Shakai Hoken

The duties of this Bureau concern the general systems of social insurance but particularly health insurance and accident relief liability for laborers.

(c) The Small Insurance Bureau or Kan-i Haken Kyoku

Post Office Life Insurance and Annuities comprise the business of this Bureau.

(2) The Relief Board of Military Affairs or Gunji Hogo In

The Board for "military protection" is the veterans' agency and it is large. There is a president or sōsai, a vice-president or fukusōsai and the president's secretariat or kambō. Two large bureaux of three and four sections respectively comprise the administrative organization.

(a) The Bureau of Aids and Protection or the Engo Kyoku

i. Assistance Section or Fujo Ka
ii. Guidance Section or Shidō Ka
iii. Protection Section or Engo Ka

(b) The Bureau of Business Affairs or Gyōmu Kyoku

i. The Business Section or Gyōmu Ka
ii. The Guidance Section or Shidō Ka
iii. The Construction and Maintenance Section or Kōei Ka
iv. The Section of Medical Care or Iryō Ka

g. The Secretariat or Daijin Kambō

The Secretariat of the Ministry is large and perform the administrative work of records and documents and the function of personnel.

h. Institutions of the Ministry

Many institutions are directly maintained by the Ministry in addition to others under supervision.

(1) The Research Institute of Population or the Jinkō Mondai Kenkyūjo.

This Institute is concerned with problems in population and is headed by the vice-minister.

(2) The National Physical Development Council or the Kokumin Tairyoku Shingikai.

This Council is presided over by the Minister of Welfare. It holds conferences to which local representatives from the prefectures are invited and is of the upmost importance in the public relations work for physical development as a part of the new National plan.

(3) The Research Institute of Nutrition or the Eiyō Kenkyūjo

The Institute is one of the most scientific in Japan and is also headed by the great plant specialist, Dr. Saeki.

(4) The Health Laboratories or the Eisei Shikenjo

The Ministry maintains two of these laboratories, one in Tōkyō and one in Osaka.

(5) The National Leper Sanitoria or the Kokuritsu Rai Ryōyōsho

The Ministry maintains five of these. There are also five others which are public and seven others which are private.

(6) The National Tuberculosis Sanitoria or the Kokuritsu Kekkaku Ryōyōsho.

The Ministry maintains one of these. Municipal authorities, thirty-seven and private interests, 115. Four of these latter are established by foreigners.

(7) Convalescent Homes and Centers or Shogunjin Ryōyōsho

There are thirty of these.

(8) Hot Springs Convalescent Center or Onsen Ryōyōsho

There are twelve of these.

(9) Vocational Guidance Centers for Disabled Soldiers or Shoi Gunjin Shokugyo Hodōsho.

Statements issued prior to Pearl Harbor indicated that an elaborate program had been developed for disabled soldiers through training and vocational schools and a placement service.

i. The Ministry's Budget or Yosan

(1) The Ordinary Expenditures

		(In Yen)
1)	Ministry of Welfare Proper	1,531,828
	1. Salaries	555,080
	2. Office expenses	634,735
	3. Physical culture & encouragement expense	227,361
	4. National eugenics expenses	106,975
	5. Share in international expenses	7,777
2)	Health Preservation Board expenses	378,680
	1. Salaries	188,684
	2. Office expenses	189,996
3)	National Juvenile Correction Board expenses	54,192
	1. Salaries	17,711
	2. Office expenses	36,481
4)	Disabled Soldiers Board expenses	74,908
	1. Salaries	10,219
	2. Office expenses	3,091
	3. Disabled soldiers expenses	61,598
5)	Sanitary Laboratory expenses	172,017
	1. Salaries	58,279
	2. Office expenses	113,738
6)	Expenditure of scientific laboratories for public welfare	729,953
	1. Salaries	205,634
	2. Office expenses	524,319
7)	National Tuberculosis Sanitorium	1,291,532
	1. Salaries	157,609
	2. Office expenses	395,773
	3. Patients' expenses	738,150
8)	National Leper House expenses	2,670,181
	1. Salaries	381,521
	2. Office expenses	774,011
	3. Patients' expenses	1,514,649
9)	Population Problem Research Institute expenses	164,079
	1. Salaries	59,762
	2. Office expenses	104,317
10)	Employment Agency expenses	3,003,789
11)	Safety Research Institute expenditure	58,195
	1. Salaries	13,958
	2. Office expenses	44,237
12)	Medical practitioners and pharmacists' examination expenses	27,325
	1. Salaries	1,102
	2. Office expenses	24,473
	3. Grants-in-aid for doctors' experimental patients	1,750

		(In Yen)
13)	Hokkaido Ainus Protection expenses	37,101
14)	Expenses for aid to families of officers and men called for military service	61,820,469
15)	Subsidies	21,641,616
	1. Subsidies to local expenses	149,593
	2. Subsidy to health preservation office	1.270.000
	3. Subsidies to infectious diseases prevention expenses	6,277,072
	4. Subsidy to parasitic diseases prevention expenses	21,312
	5. Subsidy to insane asylum expenses	667,951
	6. Subsidy to juvenile correction expenses	179,682
	7. Subsidy to relief expenses	4,168,910
	8. Subsidy to medical protection expenses	1,487,680
	9. Subsidy to expenses for prevention of cruelty to children	20,000
	10. Subsidy to mothers and children protection expenses	2,249,416
	11. Subsidy to social undertaking expenses	1,000,000
	12. Subsidy to people's health assurance guilds	4,150,000
16)	National Treasury's share in health assurance expenses	6,976,518
	1. Transfer to health assurance special account	2,566,767
	2. Grants-in-aid to health assurance guilds	4,409,751
17)	Miscellaneous outlays	86,129
	TOTAL EXPENDITURE FOR MINISTRY OF WELFARE	100,718,512

(2) The Extraordinary Expenditures

Ministry of Welfare

1)	Subsidies (to prefectures, water works, hospital fund, public pawn broker shops, study of population problems, study of labor wages, etc.)	4,963,836
2)	Construction and repair expenses	1,389,533
3)	Miscellaneous investigation expenditure (system of medical care, occupational fitness, people's medical care, house rentals, etc.)	409,694
4)	National General Mobilization expenditure (registration of doctors, pharmacists, and other professions, people's registry, wage control, etc.)	4,381,362

		(In Yen)
5)	National parks expenditure	53,193
6)	Physical development expenditure	1,491,705
7)	National physical culture supervision expenditure	3,297,424
8)	Sanitary Affairs Expenditure medicine manufacture, opium purchase, cultivation of medical plants, encouragement or health preservation, prevention of tuberculosis, etc	4,679,270
9)	Infectious diseases prevention expenditure	1,690,182
10)	Specific diseases prevention expenditure	32,000
11)	Expenditure for fostering of sound thoughts relating to superiority of race and protection of children	129,100
12)	Medical relief expenditure	300,000
13)	Expenditure for various undertakings	352,539
14)	Local districts improvement expenditure	1,505,460
15)	Expenditure for control of land and house rentals, and for emergency measures to supply residental quarters	125,088
16)	Expenditure for prevention of fire and other incidents in factories, and encouragement of sanitary provisions in factories and mining industry	38,353
17)	Expenditure for temporary measures dealing with labor	2,642,455
18)	Employment agencies expenditure	3,035,076
19)	Labor moblization expenditure	2,714,278
20)	Expenditure for temporary facilities dealing with unemployment	209,641
21)	Subvention to relief and protection of military men	42,953,979
22)	Okinawa Prefecture development expenditure (leper settlement and preservation of health)	249,484
23)	Expenditure for fresh foodstuffs distribution and price control	10,254
24)	Various expenditures for China Incident awards	10,240
25)	Expenditure for national gymnastic games of Meiji Shrine	250,000
26)	Expenditure for people's medical treatment	1,027,250
27)	Expenditure for development of Oshima district in Kagoshima Prefecture (Leper settlement)	28,756
28)	Expenditure for special installments for prevention of tuberculosis in the Hokuriku district	392,033
29)	Expenditure for establishment of group management of residences	30,000
30)	Expenditure for enforcing labors' pocket ledger system.	1,011,376
	TOTAL EXTRAORDINARY EXPENDITURE FOR MINISTRY OF WELFARE	79,393,561 1/

1/ The Ministry of Welfare items listed here total 79,403,561 yen. The discrepancy of 10,000 yen is unexplained.

XI. WARTIME CHANGES IN GOVERNMENTAL ADMINISTRATION

A. SUMMARY STATEMENT

1. The Five Major Changes

Since the outbreak of the China Incident in 1937, the governmental structure of Japan has undergone several fundamental changes in its constant effort to gear the economic system to the necessities of war and to soften the impact of war activities upon the social and political aspects of Japanese life. Most of these changes have originated in or been influenced by successive reorganizations of the Japanese Cabinet. There have been five such cabinet reorganizations since 1937.

The first reorganization came in September and October of 1942 when Foreign Minister Togo was eliminated by the establishment of the new Ministry of Greater East Asia or the Daitoasho under the leadership of Kazuo Aoki. In substance this reorganization removed all matters which dealt with the "reconstruction" of the greater East Asia Co-Prosperity Sphere from the Foreign Office or Gaimushō, and placed them in the hands of a Minister whose sympathies were outspokenly with the Military or Gumbatsu.

The second Cabinet shake-up came in April 1943 and was designed to concentrate more control in Premier Tojo's hands. During the previous month the Premier had been given the right by the Diet to set up a system of cabinet advisors, a group of administrative supervisors, and the Wartime Economic Council. In order that these advisors and council could work more effectively, another reshuffling of the Cabinet took place. Closer ties with the puppet Nanking regime were achieved through the appointment of Memoru Shigenitsu as Foreign Minister. Premier Tōjō personally took over the portfolio of the Minister of Education or Mombu Daijin. In order to control propaganda more effectively at home and abroad, Eiji Amau was named president of the Board of Information.

As a result of these changes and the creation of additional agencies, the Tojo government found itself enmeshed in a maze of details, conflicting responsibilities and overlapping jurisdiction. To eliminate this confusion the government launched a third reorganization of the Cabinet in October and November 1943. This third shake-up reduced the original thirteen ministries to twelve; the Ministry of Overseas Affairs or Takumushō was eliminated and its functions together with the amalgamation of four other Ministries resulted in the creation of three new ones. The Ministry of Commerce and Industry, the Ministry of Communications, the Ministry of Railways, and the Ministry of Agriculture and Forestry gave way to the creation of a Munitions Ministry or Gunjushō, a Transportation and Communications Ministry or Unyu

Tsushinshō, and a Ministry of Agriculture and Commerce or Nōshōshō. Premier Tojo again personally took over the portfolio of the Munitions Minister or Gunju Daijin. Other appointments indicated the growing resolution and willingness on the part of the Gumbatsu controlling the government to associate themselves with representatives of large industrial and financial houses or zaibatsu.

The fourth reorganization of February 1944 involved the appointment of three new Cabinet members including the Minister of Finance, the Minister of Transportation and Communications, the Minister of Agriculture and Commerce, and a general reshuffle in the high command of the Army and Navy. These changes were brought about in no small measure by the disaster at Truk and were serious enough to have brought about the resignation en bloc of an ordinary cabinet. However, such was not the case with the Tojo administration, since he had been able up to that time to shift on to his ministers and former military associates the responsibilities of military misfortunes abroad and economic problems at home. Finally, the Premier was unable to carry on in the face of outstanding military defeats and increased economic pressure, with the result that the fifth change involved his resignation and that of his cabinet en bloc.

These reorganizations of the Ministries and reshuffling of the cabinet will be described historically as they developed in Japan under separate headings below. Their effect upon existing governmental agencies and the general policy of the Japanese government will be described. Other changes resulting from these cabinet reorganizations will also be considered in later sections.

2. Legislation

Wartime legislation in Japan has been extensive. A short list of the most important laws and the purpose for their enactment will be given.

The National General Mobilization Law originally promulgated in 1938 and revised in 1941 is the foundation for most all the wartime laws. This law and the New Peace Preservation Law are given respectively in full in Appendix P and Appendix O.

3. Previous Planning

The wartime planning for governmental reorganization has not been without the benefit of other earlier seriously proposed plans for the reorganization of the ministries and other governmental agencies. The most far reaching and sweeping of plans for changes in the parliamentary system was proposed in the Spring of 1931 at the time that Baron Reijiro Wakatsuki was Prime Minister. Some twelve major parts to the plan were deliberated upon and finally given out to the public.

First, the Ministries of War and Navy were to be combined into one ministry entitled the Ministry of National Defense. Full cooperation of all services was to have been achieved as well as reductions in personnel and costs; second, the military reorganization was to include the abolishment of the Army General Staff and the Navy General Staff along with the Department of Military Education; third, and of marked importance in terms of the long prerogative so effectively exercised by the Gumbatsu was the change to allow only civilians to be eligible for the portfolios of Ministers for the War and for the Navy in case they were retained or of the new proposed Ministry of National Defense in case it was formed. In the same change was to be included the abolishment of the most important power which the Military possess, that of direct access and appeal to the Throne or iako jōsō; fourth, the Ministries of Education, Justice and Overseas were to be abolished and their functions transferred to other agencies. Ministers without portfolio were to be appointed to conduct the state affairs, although no extended statement was made as to how the Ministers and the new agencies were to operate; fifth, the Ministry of Railways and the Ministry of Communications were to be amalgamated into a Ministry of Traffic which was also to be given control of aviation and of road building throughout the Empire; sixth, the Ministry of Agriculture and Forestry and the Ministry of Commerce and Industry were to be amalgamated into a Ministry of Industry; seventh, a Bureau of Education was to be organized under the Home Ministry which would assume the functions of the Ministry of Education and supervise the school system. A complete reorganization in education was to be made to strengthen it by giving emphasis to more practical phrases of Japanese industrial and social conditions; eighth, a new bureau was to be attached to the Cabinet which would absorb the work of the Ministry of Overseas; ninth, a new Ministry of Labor or a Ministry of Social Affairs was to be created which would deal specifically with unemployment and social affairs and would also include the work of other bureaux of the other ministries which were essentially in the field of labor; tenth, it was proposed that the Ordinance of the House of Peers was to be entirely re-drafted with a view to reducing some of its powers and to giving the Diet more democratic forms; eleventh, one of the most important powers vested in the hands of the Minister of Home Affairs was to be taken from him. Governors of Prefectures or Kenchiji were from thenceforward to be elected by popular vote and no longer appointed by the Minister; twelfth, a complete reorganization of the police system was to be made. These bold plans proposed by the civilian bureaucrats or kambatsu never matured and the Seifu continued to operate with but small innovations.

A second major plan for governmental reform was proposed by the Hirota Cabinet which came into existence after the February 26th Incident (1936). At this crucial time General Terauchi, the Minister of War, proposed a seven-point program which called for: (1) establishment of a new council for formulation of national policies; (2) appointment of a Minister without portfolio to head the new Council; (3) merger of the Ministry of

Foreign Affairs and the Ministry of Overseas Affairs; (4) merger of the Ministry of Agriculture and Forestry with the Ministry of Commerce and Industry; (5) merger of the Railways and Communications Ministries; (6) transfer of the work of the Civil Engineering Bureau of the Home Office to the newly created Ministry of Traffic, and the work of the Bureau of Temples and Shrines to the Education Ministry; (7) certain work of the Ministry of Overseas Affairs to be transferred to the Cabinet.

A large economy in expenditures and a reduced personnel were to result with this plan in operation. The number of Cabinet Ministers holding portfolios would be reduced by three, and of the Cabinet by two members, since the Minister without portfolio would be added. Bureaux and sections for the new ministries were to be fewer in number. Even though the army proposed this elaborate plan, it did not mature.

Today's reorganizations therefore have had precedents of importance on which to lean for guidance. Some of the elements of both Baron Wakatsuki's and General Terauchi's plans have been utilized, as will be shown in the changes described below.

B. MINISTERIAL CABINET REORGANIZATIONS

1. Ministry of Greater East Asia or the Daitōasho

In many respects the most important single administrative change within recent years in Japan has been the establishment of the Ministry of Greater East Asia, effected on 1 November 1942. Its creation had been foreshadowed by the establishment of a Manchurian Affairs Bureau, distinct and apart from the activities and jurisdiction of the Ministry of Foreign Affairs or Gaimushō. The then Minister of Foreign Affairs, Shigenori Togo, unexpectedly resigned after having been forced to watch the affairs of his office gradually being taken over by other agencies. Upon the announcement of Togo's resignation, the Cabinet forthwith approved the creation of the Ministry of Greater East Asia with Premier Tojo at its head. Tojo was then Premier of Japan and concurrently Minister of War and Minister of Greater East Asia. The government in announcing the creation of the agency stated that it was to be a general agency "for conducting administrative work covering the field of politics, economy and culture within the Greater East Asia Sphere, excepting Japan Proper, Chōsen, Taiwan and Karafuto." However, all matters of purely diplomatic nature were left to the jurisdiction of the Ministry of Foreign Affairs. The administration of Greater East Asia Affairs had previously been divided between the Ministry of Foreign Affairs, the Ministry of Overseas Affairs, the China Affairs Board and the Manchurian Affairs Board. It seemed quite obvious that the Gaimushō, once one of the most powerful political forces of Japan, had been stripped of much of its former power. Its economic work, through the medium of consulates, was once

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of first rate importance; its political activities ranging from mere reporting of political conditions to sub-rosa intervention, were considerable; and finally, its cultural affairs division was once charged with spreading the knowledge of Japanese culture throughout the world. With the Military administrations in the occupied areas now making all decisions and in the future working hand in glove with the Ministry of Greater East Asia, matters of a purely diplomatic nature could now be handled simply by rubber-stamping the appropriate documents.

The most significant aspect of the creation of the new Ministry was that it was one of the final blows in the ten-year struggle for control of Japanese foreign affairs that had been going on between the Gumbatsu and what was for a period of time a powerful civilian voice in the Japanese government. The creation of the new ministry also represented the necessity of a reorientation in Japanese governmental policy in the direction of a greater recognition of the importance of conquered territories. In this respect the significance of the Ministry of Greater East Asia to the present and future development of Japan is great. Certainly the new ministry reflected the confident hope of the Gumbatsu and the government that Japanese conquests were permanent and that the time had come for full time, complete exploitation of those territories.

The Ministry of Greater East Asia was headed by a Minister and a Vice-Minister, the former being Kazuo Aoki (who succeeded Tojo) and the latter being Kumaichi Yamamoto. Serving under the Minister and directly responsible to him were six councillors. These councillors were all appointed by the Emperor and were entrusted with matters pertaining to the economy, cultural development, and other similar matters in Greater East Asia. This work was undertaken aside from the four bureaux which had jurisdiction over the respective areas. It seems also apparent that it was the function of these six men to confer with the Minister on general matters of over-all policy concerning all conquered territories and nations.

The Ministry was originally organized into four bureaux but a fifth was added in December, 1943. They were as follows:

a. General Affairs Bureau

The General Affairs Bureau handled all matters pertaining to the adjustment of ministerial affairs, elaboration of industrial and economic policies and the compilation of statistics. Its first director was Shimpei Takeuchi.

b. The Manchurian Affairs Bureau

The Manchurian Affairs Bureau had under its jurisdiction matters pertaining to the formation of Manchurian policies, the Kwantung

Bureau, the Bureaux of Finance, Trade, Industry, Commodities, Prices and Communications relating to Manchoukuo, the Southern Manchurian Railway Company, the Manchurian Development Company and other agencies interested in the development of Manchoukuo. Its first director was T. Imayoshi.

c. The China Affairs Bureau

The China Affairs Bureau was entrusted with the formation of policies in the execution of administrative affairs concerning China, matters concerning Japanese public bodies in China, the promotion of cultural enterprises, finances, trade, agriculture, forestry, fisheries, North China Development Company, Central China Development Company and other activities of a similar nature. Its first director was Uzukiko Usami.

d. The Southern Regions Affairs Bureau

The Southern Regions Affairs Bureau handled general affairs connected with the Southern regions. Included within its scope of operation was the protection of Thailand and French Indo-China, the education of Japanese in the Southern regions, the administration of cultural enterprises, finance, trade, agriculture, forestry, fisheries, communication and other similar activities in those areas. Its first director was Itaro Mizuni.

e. The Industrial Bureau

The Industrial Bureau was organized somewhat later to take over certain commercial affairs in Greater East Asia of the liquidated Ministry of Commerce and Industry.

In view of this far-reaching change in the administration of conquered territories, it is not surprising that at the same time announcement was made of substantial changes in the internal organization of many other ministries including the Home, Finance, Commerce and Industry, Communication, Railway, Welfare and Navy Ministries. Close liaison arrangements were provided with the War and Navy Ministries in order that cooperation between the agencies concerned could be carried on effectively. Simultaneously with the creation of the Ministry of Greater East Asia, an overhauling of the Japanese machinery for the control of Nanking, China was undertaken. The readjustment of this system of control involved the shifting of personnel, the creation of new diplomatic posts and the appointment of Sotaro Ishiwata as supreme economic advisor to the Nanking government. In addition several high ranking Japanese army officers were appointed to important diplomatic posts in other areas of occupied China.

2. Ministers of State Affairs and Cabinet Advisory System

a. Ministers of State

The creation of the posts of Minister without Portfolio and

Minister of State, in addition to the regular line Ministries, has had an important bearing on Japanese Cabinet policy. When the second Konoye Cabinet was formed in July 1940, Naoki Hoshino, a former director of the General Affairs Board of the Manchoukuo Government, acted as both president of the Planning Board and as a Minister without Portfolio. Still later Prime Minister Konoye revised the regulations governing the organization of the Cabinet so as to permit the appointment of Ministers of State. Under these revised regulations Baron Hiranuma was appointed the first Minister of State. Through these circumstances the Konoye Cabinet thus included not only a Minister without Portfolio, but also a Minister of State in addition to the regular line Cabinet Ministers.

This reform in Cabinet organization has had far-reaching importance. A Minister without Portfolio has no specific governmental department under his authority or jurisdiction. He is not a Cabinet Minister but he is a member of the Cabinet. In these circumstances he has no responsibility for advising the Throne in the capacity of a Minister of State. At one time Prince Konoye was Minister without Portfolio in the Hiranuma Cabinet, but he attended the Cabinet Council only in his capacity of President of the Privy Council. But in the second Konoye Cabinet Hiroshima attended the Cabinet as president of the Planning Board. If Japanese constitutional theory is to be followed to the degree that the Cabinet should not assume joint responsibilities but that the Minister of State or Cabinet Minister should advise the Throne separately, then a Minister without Portfolio is not a Minister of State and has no responsibility for advising the Throne. More recent developments indicate that one Premier after another have adopted the practice of separating Ministers of State or Ministers without Portfolio from the regular line Cabinet Ministers.

b. Ministers without Portfolio

Prime Minister Tojo continued the practice of his predecessor Konoye in appointing a limited number of ministers without portfolio. These appointments are authorized by Article IX of the Constitution and have been utilized by the Premiers to establish contact with various economic and political interests on questions of cabinet policy. In the Tojo Cabinet, Minister without Portfolio Goto functioned as a contact with the Imperial Rule Assistance Association or Taisei Yokusankai and Minister without Portfolio Oasa as contact with the Imperial Rule Assistance Political Society or Taisei Yokusan Seiji Kai. In November 1943 the Privy Council approved a revised Imperial Ordinance, which was then passed by the Diet and put into effect immediately, providing that the Tenth Article of the Cabinet Organization Regulations be amended to permit the appointment of a fourth minister without portfolio. Immediately thereafter Premier Tojo announced the appointment of Ginjiro Fujiwara to fill the newly created office. Fujiwara was selected in order to give representation to civilian, industrial and financial circles in matters of cabinet policy. As will be noted later

Tojo's successor to the premiership also continued the practice of utilizing the office of the Minister without Portfolio as a means of contact with political and economic groups.

c. Advisory Organs and Ordinance for Wartime Administration

Premier Tojo also succeeded in obtaining legislation to carry further his proposed system of Cabinet Advisors at a level somewhat lower than that on which the Ministers without Portfolio operate. The legislation as finally enacted provided for the appointment of a group of Cabinet Advisors, a system of Cabinet Administrative Supervisors, the establishment of a Wartime Economic Council within the Cabinet, the setting up of three new Cabinet committees, and the final approval of the Ordinance on Wartime Administration and Special Rights. Actually the Ordinance vested in the Premier a power, unprecedented in Japanese practice, both to direct and to integrate all important functions in the Japanese system of government. Specifically the Prime Minister, when the affairs are in terms of war production for iron, steel, coal, the light metals, shipping and aircraft, can (1) issue direct executive instructions to the Ministers to act as he wishes; or (2) assume himself a part of their power and authority concerning labor, materials, motive power and capital, or (3) order other governmental agencies to perform his instructions and orders. Great industrial concentration was expected and more judicious uses of men and supplies.

The new structure of the Cabinet body under this legislation included the following new organs: A Cabinet Advisory Council, a Wartime Economic Council, an Administrative Supervisory Council, a Planning Board, a Cabinet Staff, and a Selection Bureau. The first three bodies form a kind of interlocking directorate under the Premier's direct supervision and the second three are minor bodies designed to help the former. The Cabinet Advisory Council, appointed in March, was made up of seven leading industrial and political figures. They were (1) Admiral Teijiro Toyoda, identified as President of the Iron and Steel Control Association and Japanese Commerce and Industry Minister in the second Konoye Cabinet and Foreign Minister in the third Konoye Cabinet; (2) Viscount Okochi, President of Industrial Control Association and member of the House of Peers; (3) Ginjiro Fujiwara, former Commerce and Industry Minister and one of Japan's leading industrial figures, who subsequently became the fourth Minister without Portfolio; (4) Toyotaro Yuki, President of the Bank of Japan; (5) Kamesaburo Yamashita, President of the Yamashita Steamship Company; (6) Kiyoshi Goko, Managing Director of the Mitsubishi Heavy Industries Company; (7) Shuju Suzuki, President of the Showa Electric Industry Company.

Late in November 1943, the government announced the appointment of three additional members to the Cabinet Advisory Council, thus raising the membership to ten. Ginjiro Fujiwara had already resigned as a member of the Council when he was appointed as Minister without Portfolio. The

three new members of the Council like Fujiwara were all important industrial experts in their fields. They were Lieutenant General Teiichi Suzuki, former president of the Cabinet Planning Board; Yoshisuke Aikawa, former president of the Manchoukuo Industrial Development Company; and Keita Goto, Vice-president of the Tōkyō Chamber of Commerce and Industry and president of the Tōkyō Rapid Transit Electric Company. Fujiwara's successor on the Council was named a few days later as Chikatada Hirose, president of the Industrial Equipment Corporation.

Masayuki Tani at the time of the establishment of the Advisory Council, in his capacity as President of the Board of Information, described the functions as follows: "The government fully absorbing and formulating instructive and frank opinions of the various authorities and selecting the magnates of the industrial and financial circles, enabling them to be advisors to the Premier in the prosecution of wartime economy and thus unify the daily political affairs of the Premier, keeping him well acquainted with the actual conditions of the industrial circles and also aid in enlisting the all-out direct support of the industrial circles."

d. The Wartime Economic Council

The newly established Economic Council, headed by Tojo, included all Cabinet Advisors and also certain State Ministers to be designated by the Premier, including the War and Navy Ministers, the Commerce and Industry Minister, and other Ministers concerned with economic developments. At the first meeting of the group, the following were listed as being in attendance: The Cabinet Advisor Tojo, Finance Minister Kaya, Navy Minister Shimada, Agriculture and Forestry Minister Ino, Commerce and Industry Minister Kishi, Communications Minister Terashima, Railways Minister Hatta, Planning Board President Suzuki, Chief Cabinet Secretary Hoshino, Cabinet Legislative Bureau Head Moriyama, Army Affairs Bureau Chief Sata, Naval Affairs Bureau Chief Oka. The Premier's statement regarding this body at that time explains its functions: "The government has also decided to organize the Wartime Economic Council for the purpose of achieving elasticity in the operation of the system of Cabinet advisor, in order to have the Cabinet advisors manifest their capacity sufficiently and also for the smoother conduct of the Wartime economy of the nation." Masayuki Tani added: "This Wartime Council will raise the cabinet functioning to the highest pitch of efficiency, helping to put into full function the wartime administrative special rights, ordinances and others, adhere to the opinions of the affiliated state ministers for the purpose of a smooth and appropriate functioning of a special enforcement relative to the prosecution of wartime economy."

e. The Administrative Supervisory Council

This Council was also apparently to be a Tojo instrument as the members were appointed from among the State Ministers and the Advisory

Council by Imperial Order presumably on recommendation of the Premier and were to be under his supervision. In the words of Masayuki Tani, this body was the most powerful of the three. He said "the administrative supervisory system will serve in administrative matters which cannot be examined at the time in every case, see to the enforcement of vital measures, for the prosecution of wartime economy such as the actual records of the administration elective to actual prosecution and the increase of production. It shall govern the matters to be enforced and the prosecution conditions of matters with special content. It shall investigate the degree of reformation in the administration, secure the details of the actual conditions of the Wartime Administration Prosecution for the purpose of making the administration most suitable and rendering possible the development and reformation of the administration, thus putting into full function the true will of the administration in Wartime."

f. Minor Cabinet Organs

Three minor Cabinet organs were also set up at the same time. In the Cabinet staff there were four investigators and ten Diet members who were to carry out the administration of the Wartime Administration and Special Rights Ordinance. The Selection Bureau was composed of one advisor and two secretaries who were to prosecute the Wartime Administrative Ordinance and select authority in administration. A new Planning Board was composed of three advisors, twenty investigators and ten Diet members who were to attend to the administration of the control of natural resources and the preparation of wartime investigation and authority. The Japanese public were informed of the new governmental authority under this new Cabinet Advisory System in the following terms: "The new powers granted the Premier pertain only to the expansion of the production of key-war materials, it is obvious that in wartime the term production can be interpreted to cover almost every aspect of the nation's life. He can now assume the duties of any Cabinet Minister or other officials; he can shift any administrator from one office to another; he can issue any instruction he wishes to any official; he can assess any penalty he wishes against any official; and he can determine all matters necessary in connection with the enforcement of this act."

3. The Munitions Ministry or Gunjushō

At about the same time that announcement of the creation of the Ministry of Greater East Asia - November 1943 - several other changes occurred in the Cabinet set-up. The most important was the Munitions Ministry which was created in order to place industry under more complete governmental control. The Cabinet Planning Board and the Ministry of Commerce and Industry were abolished and their duties and functions with respect to manufacturing and armament production were transferred to the new Munitions Ministry. Some of the activities of the War and Navy Ministries were also transferred in a similar manner. The Japanese people were told that this latest move

was for the purpose, among other things, of greatly increasing aircraft and munitions production.

a. Structure of the Gunjushō

The Munitions Ministry consisted of the Secretariat, the Central Department and eight Bureaux. The eight Bureaux are set forth below:

(1) General Mobilization Bureau

This body was to be a simplified and centralized body, performing the functions which had been previously exercised by the Cabinet Planning Board and the Welfare Ministry.

(2) The Aerial Ordnance Bureau

This body was described in press releases as the "foundation for the establishment of the Munitions Ministry." Its chief function was to fulfill the promises of the Government with respect to increased production of aircraft. Aircraft had formerly been under the Ministry of Communications.

(3) The Light Metals Bureau

(4) The Iron and Steel Bureau

(5) The Non-Ferrous Metals Bureau

(6) The Science Bureau

(7) The Fuel and Electric Power Bureau

(8) The Machine (tools) Bureau

The activities and functions of the last six bureaux appear to be self-evident.

b. General Scope of Authority

The new Gunjushō was to exercise its authority in the following general areas.

(1) In the area of general mobilization which had been previously under the control of the Cabinet Planning Board, the new Ministry was to coordinate all activities toward a general mobilization for war.

(2) Reorganization and strengthening of governmental control over the production of raw materials for certain key industries. This area had previously been under the control of the War, Navy, Commerce and Industry Ministries, as well as certain other agencies which exercised a special jurisdiction.

(3) Matters concerning production, distribution, consumption and price of mineral resources and industrial products. This area had previously been under the control of the Ministry of Commerce and Industry.

(4) Matters concerning the regulation of labor, wages and capital in enterprises related to the production and distribution of certain key commodities. The area of labor supervision and wage control had been formerly entrusted to the Welfare Ministry or Kōseishō, while capital control and readjustment were functions then performed by the Finance Ministry or Ōkurashō.

(5) All matters concerning the generation, production and distribution of electric and water power. This area had been previously under the control of the Communications Ministry, which was also affected by the reorganization.

4. The Transportation and Communications Ministry or Unyu Tsushinshō

For some time prior to November 1943 the Japanese Government had been experiencing considerable difficulty with their problems of transportation and communications. The new Ministry of Transportation and Communications became one of the largest in the government, having a total personnel strength of approximately 300,000 employees. It is an amalgamation of the Tetsudōshō and the Tsushinshō. For the first time an attempt was made to unify land and water transportation through the creation of a Railway Bureau to supervise all land transportation facilities and a Marine Affairs Bureau to control all marine transportation. At the time of the creation of the new ministry, it was announced that some of the most important departmental posts would be held by "active officers of the fighting forces."

a. Structure of the Ministry

The structure of the new Transportation and Communications Ministry, in addition to the office of the Secretariat, was divided among the following departments and offices:

(1) Railway Offices

(a) General Affairs Bureau
(b) Regular Affairs Bureau
(c) Facilities Bureau
(d) Materials Bureau

(2) Office of Sea Transportation

(a) General Affairs Bureau
(b) Sea Transportation Bureau
(c) Construction Bureau
(d) Materials Bureau

(3) Bureau of Motor Vehicles

(4) Harbor Bureau

(5) Aviation Bureau

(6) Board of Communications

(a) Office of the President's Secretariat
(b) General Affairs Bureau
(c) Regular Affairs Bureau

(7) Office of the Supervisor of Communications

(a) The Bureau of Special Cases
(b) General Affairs Bureau

b. General Scope of Authority

One of the more important matters entrusted to the new Ministry was that concerning harbors and dock facilities which were previously under the jurisdiction of the Ministry of Home Affairs and other unrelated ministries to a minor degree. Business matters relating to shipbuilding which were previously under the Sea Transportation Bureau, were transferred within the Ministry to the ken offices. It was the intention of the government in creating the new ministry to coordinate the whole transport system by sea and by land in Japan, Manchoukuo and occupied China under a single authority. Furthermore, all types of communication including mail, telephone and wireless services, were placed in the new ministry under the Board of Communications.

Liaison between marine and land transportation in Japan had frequently been ineffective largely because marine transportation was under the jurisdiction of the old Ministry of Communications, land transportation including railways, automobiles and light trucks, were under the Railways Ministry, and roads, ports, harbors and rivers were under the Home Ministry. This new organization was an attempt to bring about the needed coordination and to develop liaison contacts to a more effective point.

The press dispatches describing the new ministry indicated that it was expected that the loading and unloading capacity of harbors would be

enlarged and that a greater efficiency would be developed in the use of ships, labor and rolling stock. It had been known for some time that there were considerable delays in transportation because of the "extra formalities" involved in shipping since the Trade Arrangement Corporation had taken over control of the export business. Consignment papers were frequently held up in the Ministry of Commerce and Industry. Exporters were known to have kept their ships waiting for loading for more than a week. Ship schedules were very much out of line and the corporation itself was found to be lacking in promptness and a hindrance in the movement of materials.

5. The Ministry of Agriculture and Commerce or Nōshōshō

It was the intention of the Japanese Government to delegate all remaining functions of the Ministry of Commerce and Industry, after all other activities had been taken over by the Ministry of Munitions, to the newly created Ministry of Agriculture and Commerce. In addition the new ministry obtained a large jurisdiction over agricultural activities.

a. The Structure of the Ministry

In many respects the Nōshōshō is looked upon by the government as an arm of the Munitions Ministry. The Ministry was charged with the duty of ascertaining and presumably recommending those "livelihood" measures which should be enforced in order to achieve the greatest degree of efficiency in war production. Special emphasis was placed upon the supply of food and consumers' goods. In structural organization the new Ministry seemed to be composed mainly of bureaux resulting from the merger of agencies formerly competing with each other in the Ministry of Commerce and Industry and the Ministry of Agriculture and Forestry. These new bureaux were as follows:

(1) General Affairs Bureau

This bureau obtained the jurisdiction previously entrusted to the General Affairs Bureau and other central bureaux under the Ministry of Commerce and Industry and the Ministry of Agriculture and Forestry.

(2) Bureau of Fabrics

This bureau was established through a merger of the Bureau of Fabrics of the Ministry of Commerce and Industry and the Silk Yarn Bureau of the Ministry of Agriculture and Forestry. Through this merger it was expected that a more unified policy would be possible with regard to measures for the conservation and development of cotton, wool, synthetic fabrics and silk yarn.

(3) Commodity Price Bureau

This bureau was the result of a merger of the Commodity Price Bureau and various other sections of the Ministry of Commerce and Industry and the Ministry of Agriculture and Forestry.

(4) Retail Bureau

All retail business functions formerly divided into two parts between the Ministry of Commerce and Industry and the Ministry of Agriculture and Forestry were merged into this bureau under the new Ministry.

(5) "Livelihood Commodity" Bureau

This bureau was set up as a new agency within the new Ministry, but was given certain functions formerly exercised within the other two ministries. Its jurisdiction controls and regulates not only food products but apparently all other every day necessities as well.

C. REGIONALIZATION OF JAPANESE GOVERNMENT AND ECONOMY

The four main islands of Japan, Honshū, Hokkaidō, Shikoku, and Kyūshū, are no longer the heart of the Japanese economic and industrial empire. The empire of today, rather, is built economically and industrially upon the principle of decentralization throughout the Greater East Asia Co-Prosperity Sphere. This sphere includes not only Japan Proper, but also the vast territories that have been occupied by the Japanese since the China Incident. Japan has divided its empire into an inner and outer zone.

The inner zone consists of Japan Proper, called the "Home Country" or "Naichi". This includes, in addition to the four main islands, Karafuto, the Bonin or Ogasawara group, the Kurile or Chisima group, Ryuku Retto (including the Loochoo or Okinawa and Amanioshima groups), and Taiwan. To this are further added the lands acquired this century and before 7 December 1941; Korea, Manchoukuo, China north of the Yangtze River, and the Mandated Islands or Nanyō.

The outer zone of the Greater East Asia Co-Prosperity Sphere consists of those lands occupied since Pearl Harbor; China south of the Yangtze, the Philippines, the Netherlands East Indies, Burma, Thailand, French Indo-China, and Malaya.

The paths made by the Japanese forces in these lands have opened the way for the dispersal of industrial and economic centers over the whole of Eastern Asia, with the consequent lessening of the vulnerability of the em-

pire to attack at any one spot. The most recent move in this direction is the division of the country into nine economic "blocs".

1. National and Local Authority Relationships

To understand the functional organization and duties of these regional blocs more thoroughly, the relationship of the national government to the echelons of local government must be kept in mind. The limitations of the functions of the ken and the shi, machi and mura were shown in the discussions of the Home Education and Finance Ministries. The structure of these local governments was also given and should be considered.

Because of the enormous war pressure absorbing the energies of the high civil service bureaucrats or kambatsu and "drafted statesmen", hundreds of items formerly thought vital for the central government alone to exercise, had to be passed down to the local administrators. Under the war emergency, this weakness of high centralization of functions showed up. Moreover, some Ministries, like the Education, Finance, and Transportation and Communications Ministries, carry on their functions in local government with their own contact offices outside the normal channel for doing such, which is the Ministry of Home Affairs. In this regard there was a duplication of structure and of personnel. The latter was the more significant for governmental bureaucracy could not afford the manpower which was necessary to maintain the staff for all the local branches and offices in the existing structure.

With the advent of war many matters previously of only local concern became serious national problems. This was particularly true in the case of the production of material goods which soon had been converted from peace time products to the output of war supplies, munitions, ships, tanks and aircraft. It was also true of agriculture which was shifting from the supply of local commodities to a highly geared system of national distribution. More and more it became necessary for the Premier to call upon the prefectural governors, the municipal mayors and the town or village headmen to disseminate new national measures or policies which concerned not one ministry, but the basic policy of the central government and the total war effort as a whole.

In view of all of these complications, the cumbersome although relatively democratic provincial rule had to be modified in the interest of speed and efficiency in wartime administration.

2. The Economic Aspects of Regionalization

While the attempt to regionalize the local governmental structure was intended to expedite the carrying out of emergency war measures and streamlining of the political administration, its chief purpose was to be

found in economic rather than political reasons. Prior to June 1943 Japan had three organs of economic administration which were often overlapping and conflicting in their lines of authority.

a. The Cabinet Planning Board

Set up in 1937 it served as a central economic control and an industrial mobilization agency. Its effectiveness however was apparently hampered by business interests who feared that it might institute state operation of industry. Further discussion is in the earlier chapters.

b. The Control Associations

These associations were authorized by the "Major Industrial Organizations Control Ordinance" adopted in September 1941. By 1943 most Japanese industry had been organized into these control groups or some official trade association which soon became in effect the instruments of the industrialists. The associations were set up for each major industry, such as coal, iron and steel, or light metals. Heads of these associations were appointed by the ministers having primary jurisdiction over the trade or industry from the ranks of leading industrialists. Although the Cabinet Planning Board still maintained the right to adopt production schedules, the control associations seemed to have charge of financing, material supply, labor and adopted quotas among the different enterprises.

c. The Authority of the Cabinet Ministries

Finally responsibility for economic administration within specific fields were vested in each Ministry, but their specific authority was not clearly defined and the ministries were often divided by zeal and jealousy of their separate prerogatives. The rapid expansion of government personnel brought about by the war effort brought with it the usual waive of political appointments. Furthermore, economic policy within the ministries tended either to be dictated by the selfish interests of the business group or by army-minded men who knew little of economics. As a result neither business nor the Military could count on full control of the policies within the ministries; and both were dissatisfied with the situation.

d. Summary

As a result of this situation the government realized that steps must be taken to eliminate the existing confusion and conflicts of authority. The Planning Board was dominated by the Army, the Control Associations by the business leaders, and the Ministries were subject to pressure from both factions. The various control associations were often competing with one another over raw materials and labor supply. In January 1943 the Diet con-

vened and after much debate passed an "Extraordinary Wartime Administration Authority to Act", which in effect gave the Premier complete control over the national economy. By virtue of this authority the Cabinet decided to divide the nation into nine regional blocs, each to include from two to six of the existing ken which would be administered by a Local Administration Deliberative Council.

3. The Organization of the Local Regional Blocs

Two objectives were to be accomplished in this reorganization. The first objective was the establishment of one economic bloc of a size convenient to serve as a unit for easy administration, production, and the distribution of common duties with the ultimate aim of streamlining native fighting power. The second objective was to overcome former inefficiency in the administration of nation-wide policies formulated by the respective state ministries and enforced only with difficulty on a small prefectural basis.

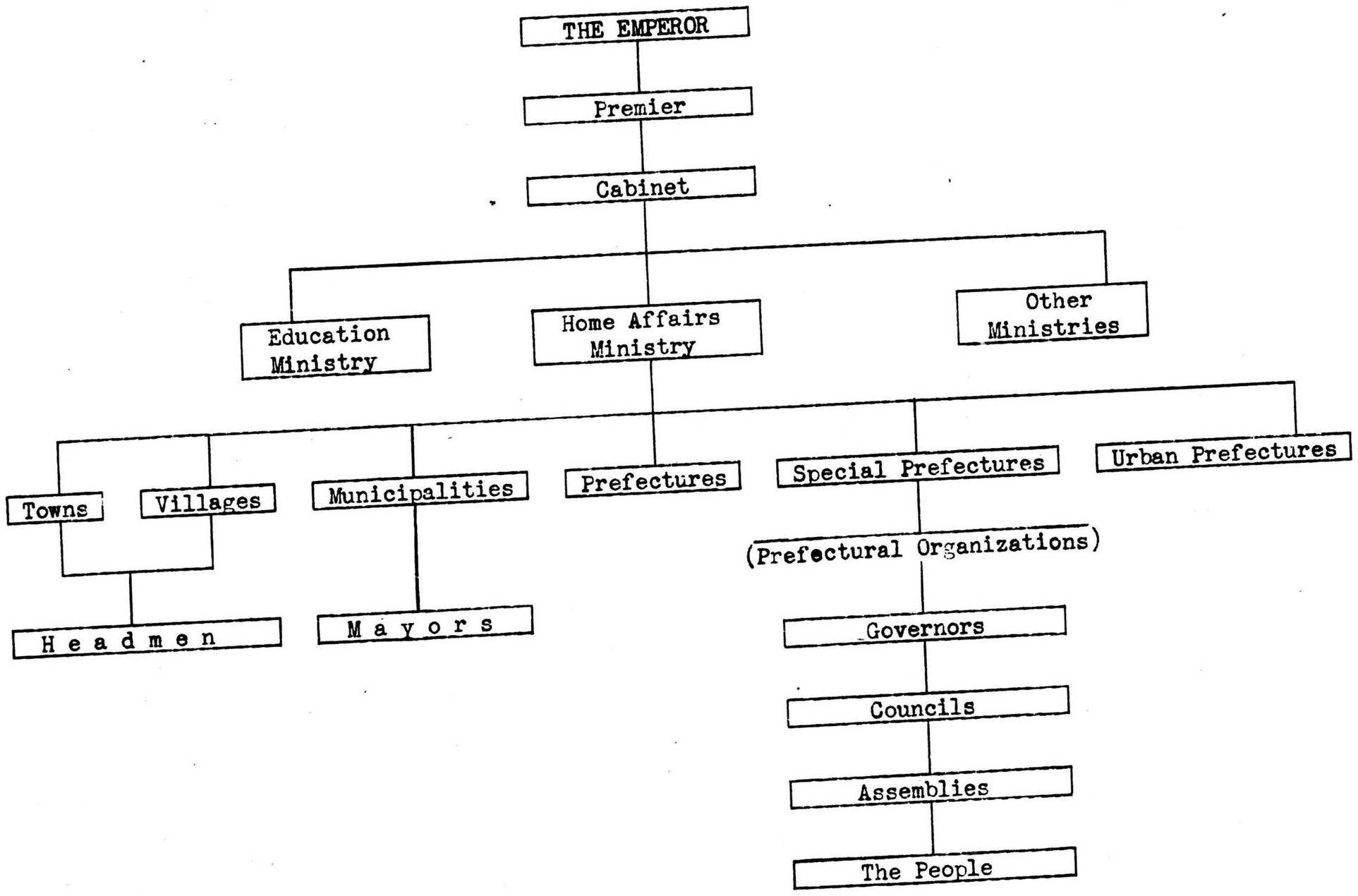
a. As the first step in carrying out these objectives Japan Proper was divided into nine jurisdictional regions, each with two or more prefectures, as follows:

(1) Tōhoku District--Includes the Prefectures of: Aomori, Akita, Iwate, Yamagata, Miyagi, and Fukushima.
(2) Kantō--Tochigi, Ibaragi, Chiba, Gumma, Saitama, Tōkyō, Kanagawa, and Yamanashi.
(3) Hokuriku--Niigata, Toyama, Ishikawa, and Fukui.
(4) Tōkaidō--Gifu, Shizuoka, Aichi, and Mie.
(5) Kinki--Shiga, Kyōto, Hyogo, Ōsaka, Nara, and Wakayama.
(6) Chūgoku--Tottori, Okayama, Shimane, Hiroshima, and Yamaguchi.
(7) Shikoku--Kagawa, Tokushima, Ehime, and Kōchi.
(8) Kyūshū--Fukuoka, Saga, Nagasaki, Oita, Kumamoto, Miyasaki, Kagoshima, and Okinawa.
(9) Hokkaidō--Hokkaidō and Karafuto.

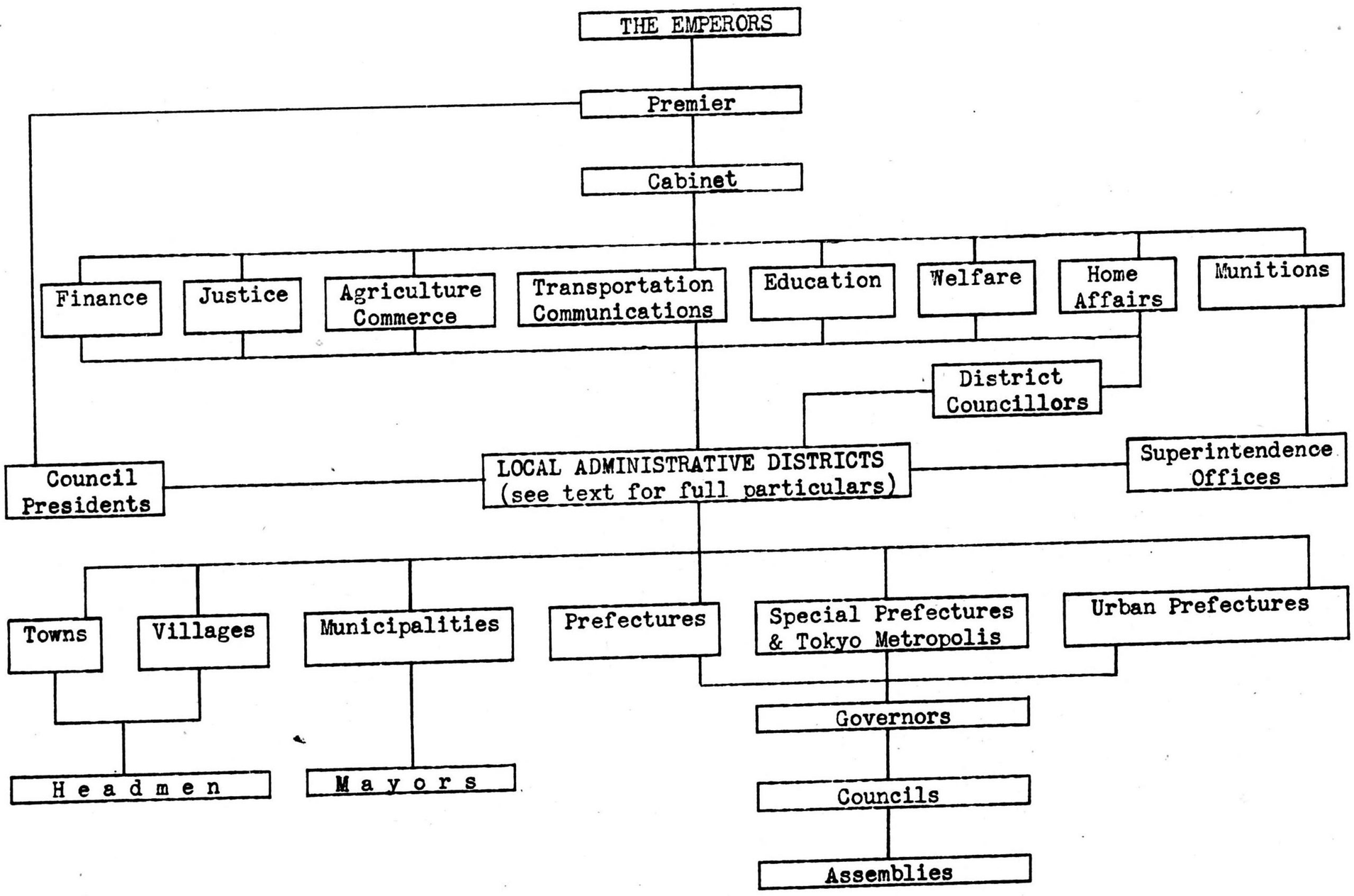
b. District Councils

The governmental structure prior to the regionalization is shown by Chart A and that after the Regionalization by Chart B. The seat of control in each of the newly formed districts was to be located at the most important capital within the territorial boundaries of its jurisdiction. At each of these centrally located cities a District Council (sometimes referred to as a "Local Administration Deliberative Council") was established, composed of the Prefectural Governors, the Chief of the Home Affairs Bureau, Tax Bureau, District Monopoly Bureau, Agriculture and Forestry Bureau, Maritime Affairs Bureau, Public Affairs Bureau of the Welfare Ministry, Youths

THE ORGANIZATION OF LOCAL GOVERNMENT PRIOR TO REGIONIZATION, 1943



THE ORGANIZATION OF LOCAL GOVERNMENT AFTER REGIONIZATION, 1943



Superintendance Bureau, Communications Bureau and Railway Bureau. The members of this Council were to undertake the regulation and control of the affairs affiliated with their special offices. Later the membership of the Council was also to include chiefs of the Post Office, Customs Office and Mines Superintendents.

The Councils were to receive orders from the central government and be responsible for their execution. To carry out their duties efficiently, they were given control over administrative units directly responsible to them on matters of national war policy. This plan was intended to supersede the old organization of local Ministry branches in local government. Thus instead of many governmental agencies in each provincial grouping, concerned with separate national functions, there was now to exist only one office concerned with all national functions.

c. Council Presidents

The presiding officer of the District Council was to be designated as the President and was to be appointed by the Premier from among the kenchiji within the district. The President of the Council was directly responsible to the Premier. The powers of the Presidents of the Councils were fixed by revising a section of the Wartime Administration Special Rights Law so that, in connection with the adjustment of comprehensive relationships with the local administration within the district, the President of the Council would have the right to issue necessary instructions to the governors who were also members of the Council. In connection with the administration of the district administrative office, the presidents were also to have the right to ask for the issuance of necessary instructions from the respective Ministries concerned. The Presidents of the Councils were to be assigned to the role of liaison officer between the Council and the Central Government. In addition to meeting with their respective councils, the president of each region was to confer monthly with the Premier at his official residence.

As of the dates shown in the right-hand column, the following were the presidents of the nine district councils under the new plan:

1.	Tōhoku	Tsurukichi Maruyama of Miyagi	May 19, 1944
2.	Kantō	Shigeo Odate of Tōkyō	June 20, 1944
3.	Hokuriku	Tamon Mayeda 1/	Feb. 16, 1944
4.	Tōkaidō	Shinji Yoshino of Aichi	Apr. 5, 1944
5.	Kinki	Kakichi Kawarada of Ōsaka	July 19, 1943
6.	Chūgoku	Sukenari Yokoyama of Hiroshima	July 19, 1943
7.	Shikoku	Kiyoshi Nishijima of Ehime	June 17, 1944
8.	Kyūshū	Shigeru Yoshida of Fukuoka	June 19, 1944
9.	Hokkaidō	Chiaki Saka of Hokkaidō	May 5, 1944

(Note: 1/ Tamon Mayeda was removed from the governorship of Niigata on Feb.

25, 1944, and his place was taken by Tatoe Hotta who became concurrently Councillor of the Hokuriku Local Administrative District. It may be presumed therefore, that Mayeda retained his position of President of the Hokuriku District).

The plan of reorganization also called for the establishment of the office of District Councilor for each district who was to be the executive officer of the Council. The District Councilor was to be responsible to the Ministry of Home Affairs or Naimushō for operational coordination. He was to carry out the decisions of the District Council and thus in a sense was the liaison officer between the Council and the people. Later developments showed that his primary concern was to be with war production and hence he worked closely with the Chief of the Munitions Superintendence Office, who was automatically a member of the District Council; his chief aides (assistant councilors) were the councilors of the Munitions Superintendence Office which was incorporated as a part of the Local Administrative District structure. The District Councilor was to meet once a month with the Minister of Home Affairs at the same time as the Council Presidents were meeting with the Premier.

The following were the District Councilors in the nine regional districts who held office as of July 1943:

1.	Tōhoku	Rihei Namba
2.	Kantō	Toshio Soma
3.	Hokuriku	Tatoe Hotta
4.	Tōkaidō	Yoshio Araki
5.	Kinki	Shigemi Kusunose
6.	Chūgoku	Otomaru Katō
7.	Shikoku	Noriyuki (name missing)
8.	Kyūshū	Kenichi Tanaka
9.	Hokkaidō	Takao Otsuno

e. Allocation of Authority

In summarizing the changes which took place in the local governmental structure of Japan with the formation of the local administrative districts, it would appear that to all intents and purposes there has not been any reduction in the power of authority of either the kenchiji or the central government. On the contrary it would appear that they both have acquired more authority. The kenchiji, shichō and sonchō carried on their provincial duties - law enforcement, public service, and so forth. The central government still maintained its bureaucratic organizations reaching down to the people. The big differences appeared to be that the local political system now was drawn more completely and directly into the national war effort and the central government was able to exercise its functions with a minimum of duplication.

D. THE TŌKYŌ METROPOLITAN SYSTEM OR TŌKYŌ-TO

For many years the local governmental structure of Tōkyō shi was similar to that of the other two great cities, Ōsaka and Kyōto. Because of the war and its importance in national administration, the local governmental structure of Tōkyō was changed to a different and more efficient administrative system. The Tōkyō Metropolitan Administration Bill was approved by the Cabinet in May 1943 and was scheduled to be put into effect in July of that year. The main points of the legislation, as announced by the Minister of Home Affairs, was as follows: first, the Tōkyō-Fu administration was to be combined with the Tōkyō municipal administration; second, the governor and vice-governor of Tōkyō metropolis were to be appointed by the Emperor and their immediate supervisor was to be the Minister of Home Affairs; third, the governor was to be assisted by the Secretariat as well as by the chiefs of the following bureaux: Public Welfare, Education, Economics, Planning, Defense, Transportation, Flood Control and Harbor Control. It was stated that uniformity and simplicity would be achieved by this organization and that its purpose was to centralize authority over the crucial Tōkyō area in the hands of the central government. The importance of this region had by this time been forcefully brought home to the country. Measures to streamline and tighten up the overhead administrative control were urgently needed.

Under the new municipal organization which is described as a To rather than a Fu, the governor and his subordinate executives are appointed from governmental officials rather than selected by popular election, as was done under the old Fu system. In this respect Tōkyō-To is more in the nature of a prefecture than a municipality. It has been described as a large scale prefecture formed similar to the central governmental organ without police rule system, which was to continue to be exercised by the existing metropolitan police force. Tōkyō-To has a metropolitan assembly with customary authority and functions, and consists of one hundred members elected for four-year terms as provided in the election laws. Regular sessions are to be held once a year for one month, but special sessions not to exceed a week may be convened when necessary. The Metropolitan Council is a body composed of fifteen members elected from the assembly by that body for two years. It advises on questions arising in the absence of the assembly. The existing wards and ward assemblies remained unchanged. A governmental official of the secretariat class was placed at the head of each ward or ku by appointment of the governor. There are thirty-five wards for administrational purposes in Tōkyō. The wards or ku in turn are sub-divided into districts, each of which has its own organization and its own head who supervises the activities of the neighborhood associations or tonari-gumi. These districts are the first line organs of metropolitan administration. A drastic reduction in the number of ward assemblymen was expected as the system was placed more actively into effect. A great improvement in civil engineering work, port and harbor control, and public welfare activities was contemplated because

of the resultant removal of former dual jurisdiction.

As the first governor of Tōkyō-To, the Emperor appointed Shigeo Odate, who had been serving as mayor of Singapore since the Japanese occupation. During his first interview with the press Odate admitted that "Tōkyō residents accepted the transformation at a great sacrifice to the long tradition and pride in their own Tōkyō since now seventy to eighty per cent of their former right to a self-rule has been transferred to the central government." At the same time it was announced that the new election regulations for the Tōkyō metropolis assembly restricted to seven the number of campaign days immediately preceding the election.

E. RECENT TREND TOWARD DECENTRALIZATION

Following the reorganization of local Japanese government, a marked tendency became apparent to decentralize many of the functions which had heretofore been performed by the central government. In June of 1944 the enforcement regulations were amended to provide for the transfer to the ken of most of the duties of "permission and authorization" which had heretofore been carried out by the central government. With the adoption of these measures by the Cabinet a new advance was supposed to have been made in simplication of the central government and in strengthening the authority of local governments. These "extraordinary measures" were drawn up by the Ministries of Home Affairs, Education, Welfare, Commerce and Agriculture, Munitions, and Transportation and Communication.

The Ministry of Home Affairs or Naimushō determined that of the total of 267 items pertaining to "permission and authorization" 106 would be abolished, 51 would be transferred down to local offices, and the remainder would be retained by the Ministry. This transfer of duties to the ken was to be of great benefit to the management of local affairs, particularly within the city, town and village assemblies. Ken authorities were also given the right to decrease or increase the total number of city assemblymen. Regarding matters pertaining to water supply, enlargement of buildings, and the construction of other necessary public utilities, the ken would be allowed to handle these details providing the cost was not more than ¥100,000. Projects costing more than that sum would have to be referred to the Naimushō. All details concerning improvements of rivers, construction of bridges, improvements of city dwellings, placing of telephone poles and the laying of gas and water pipes would be handled by the prefectural governments.

The Ministry of Education or Mombushō agreed to transfer a total of 43 items of "permission and authorization" to the kenchiji. Among these items were the revision of fixed text books not under the national administration of national schools; any increase or change in tuition and entrance fees for middle schools; the appointment of legal advisors connected with the Educa-

tion Ministry; and the abolition or establishment of libraries. Many of these changes were intended to relieve the central educational office of a great bulk of detail and place more responsibility on persons immediately concerned with educating the youth of local areas.

The Ministry of Welfare or Kōseishō decided to turn over to local authorities only certain "smaller matters" and to retain the larger matters, such as planning for nation-wide uniformity in welfare work. Some stress was to be placed on the improvement of medical and hospital accommodations. The ken were encouraged to improve the facilities of the ordinary hospitals in view of the danger to civilian populations in case of bombing raids. The Japan Medical Treatment Organization was to remain under the direct control of the Welfare Ministry.

The Ministry of Agriculture and Commerce or Nōshōshō agreed to the transfer of 100 items of "permission and authorization" from the central government down to local governments. Because agriculture and commerce are in a large degree great national undertakings, the Ministry has retained about 300 of such items, among which are matters concerning the supervision of central industrial organizations and nation-wide business coordination of agriculture, forestry, fisheries, marine products and prices. Other matters including the improvement of crops and the creation and maintenance of local markets were to be delegated to local authorities.

Many smaller details pertaining to the Munitions Ministry or Gunjushō were shifted to the Munitions Supervision Department, the local Mining Bureau and the local Fuel Bureau. The acquisition of raw materials and the production of goods peculiar to certain local regions were now directed by prefectural authorities. However certain important national projects were retained by the central government, some of which included authorization of members responsible for production under the Munitions Company Law; permission concerning the management of enterprises under the various enterprises laws; and matters concerning subsidies for supplies connected with the budget.

The Ministry of Transportation and Communication or Unyu Tsūshinshō transferred only a few items to the ken, which were interrelated with the Ministry of Home Affairs. Local problems for this Ministry are handled regionally in the eight districts or zones. Moreover centralization is yet necessary in transportation and communication.

F. THE SUPREME COUNCIL FOR THE DIRECTION OF WAR

One of the most important innovations following the fall of the Tojo Cabinet and the establishment of the Koiso Cabinet was the formation of the Supreme Council for the Direction of War in August 1944. At the time of its formation, the Japanese Government announced that its purpose was

to formulate a fundamental policy for directing the war and to adjust the harmonization of the combined strategy for politics and war. To understand fully the significance of this recent move, it will be necessary to review briefly the then existing structure of the wartime government of Japan, which has been set forth in earlier chapters.

Mention has already been made of the Board of Fleet Admirals and Field Marshals which was an advisory body to the Emperor. It was composed entirely of fleet admirals and field marshals, who were appointed to that rank by the Emperor. Only important matters of national defense and military operations were submitted to the Board for deliberation. At the outset of the war in Greater East Asia, the Board members consisted of only three Imperial Princes. Later the tremendous scope of Japanese military operations made necessary the inclusion of several fleet admirals and field marshals from the ranks of the army and navy in order to broaden the scope of the Board.

Another agency performing a similar function was the Supreme War Council. Like the Board of Fleet Admirals and Field Marshals, it was an advisory organ to the Emperor and dealt primarily with matters of military policy. In many respects the Supreme War Council may be compared with the Privy Council, since it stood on a certain equality with that body and in military affairs, acted in a similar capacity.

The Supreme War Council consisted of (1) Field Marshals and Fleet Admirals, (2) the Minister of War, (3) the Minister of the Navy, (4) Chief of the Army General Staff, (5) Chief of the Navy General Staff, and (6) specially appointed War Councilors. There seemed to be a certain similarity in the functions of the Supreme War Council and the Board of Fleet Admirals and Field Marshals. In prestige and standing however the Board probably stood above the Council, although the Emperor seldom acted without the advice of both bodies.

The Imperial Headquarters or Senji Daihonei is created only in time of war for the purpose of assuming supreme military command with the general staffs as its nucleus. The present Imperial Headquarters was formed in November 1937 when it became apparent that the China Incident was developing into a war of major proportion. The Headquarters is concerned with the formulation of strategic military plans for the achievement of ultimate objectives and for the coordination of all army and navy operations. Its membership is essentially the same as that of the Supreme War Council with the exception of the Board of Fleet Admirals and Field Marshals who are not included. The Emperor, as Supreme Commander-in-Chief, is the head of the Imperial Headquarters.

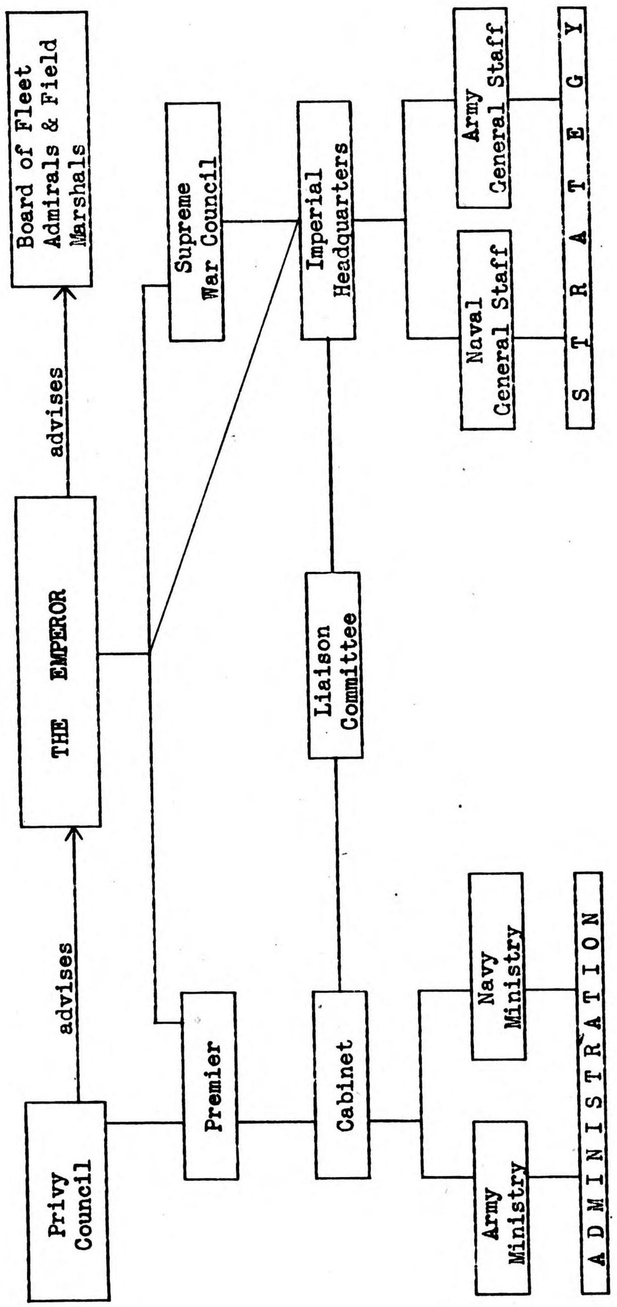
Other agencies which should be mentioned in this connection are the Army and Navy General Staffs who are charged with the duty of advancing a

program for national defense and military operations. In matters of national defense their decisions are reported directly to the Emperor during peace times, but in time of war they are reported to the Imperial Headquarters. The Army General Staff reports on details pertaining to land defense and the Chief of the Naval General Staff on matters of Navy defense. When the problems are of sufficient gravity they are brought before the Board of Fleet Admirals and Field Marshals or to the Supreme War Council, or to both. After Imperial sanction has been given, the matters are referred to the War Minister or to the Navy Minister for execution. However any matters pertaining to the actual operations of the armed forces on the fighting fronts, the General Staffs assume complete responsibility.

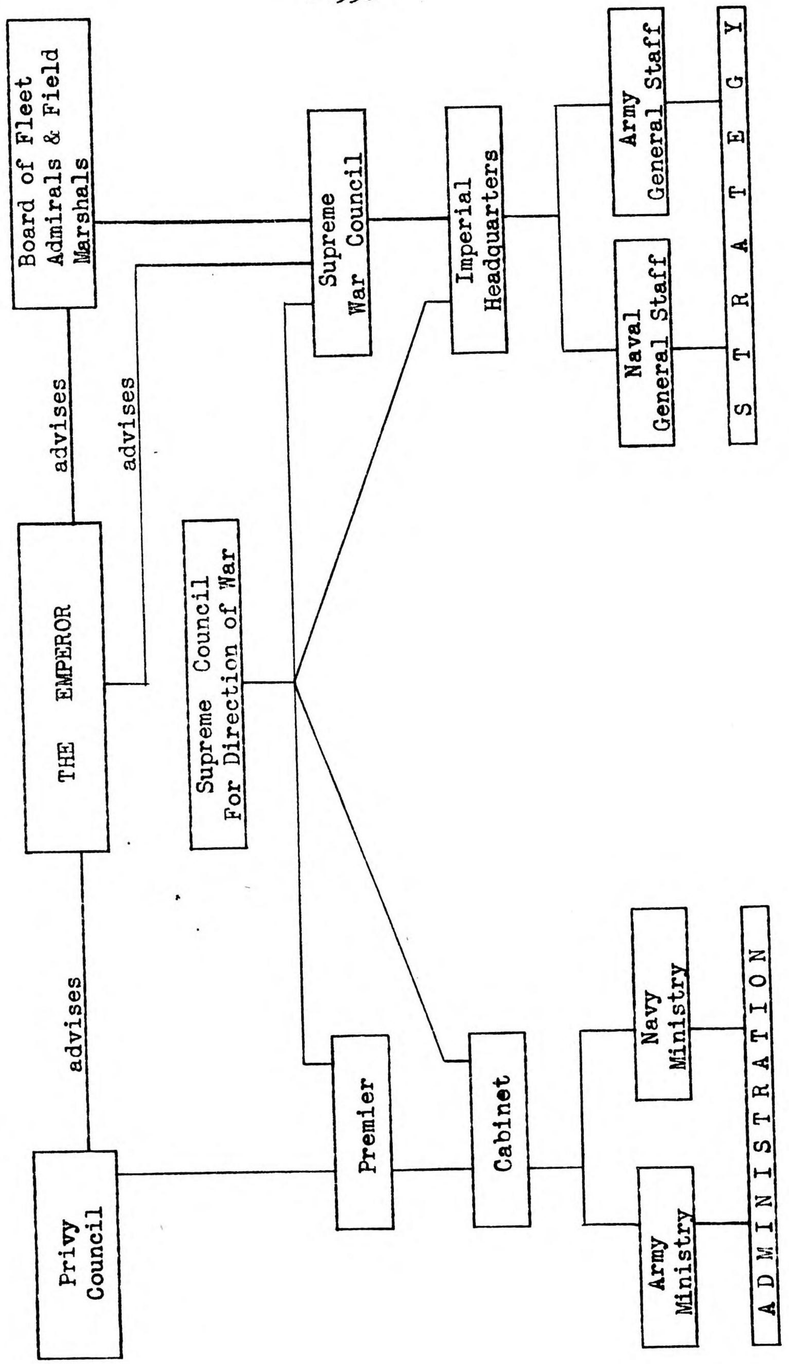
One of the first moves on the part of the Military following the China Incident was the creation of the Liaison Committee to establish a basic policy for directing the war by coordinating and streamlining the civilian and military branches of the government. Its membership consisted of the War Minister, Navy Minister, Chief of the Army General Staff, and Chief of the Naval General Staff, and as a Committee it stood between the Imperial Headquarters and the Government. It was hoped that this Committee would tie together into a unanimous whole, governmental administration and military strategy. For almost seven years the members of the Liaison Committee accomplished their tasks fairly well, but when the Japanese army and navy began to suffer reverses, a still closer tie was found to be necessary. In an effort to unify even more completely the government and the military branches into a single control, Prime Minister Tojo took steps in February of 1944 to combine under a single head the Army and Navy Ministers and the Chiefs of the Army and Navy General Staffs respectively. The purpose of this move was to strengthen and coordinate the existing functions of the Liaison Committee. Because of strong opposition within high governmental and military circles to this innovation, and of course for other reasons, Tojo was forced to resign along with his entire Cabinet.

When Koiso became Prime Minister, he immediately separated the Military from the administrative and set up a new body called "the Supreme Council for the Direction of the War." The governmental structure during the Tojo regime is set forth in the Chart C on the following page. Chart D demonstrates the governmental structure after the creation of the Supreme Council for the Direction of the War under Koiso. As a result of this reorganization, the Liaison Committee was abandoned, largely because it did not have enough power and was unable to iron out the many differences of opinion in high governmental circles, particularly on the question of industrial production. The new Supreme Council was an effort to unify the supreme command and national affairs after the basic administrative and military policies had been drawn up. Its task was one of integration with particular reference to military operations and production. Recent radio broadcasts indicate that the new Supreme Council will be responsible for decisions, such

THE WARTIME STRUCTURE DURING THE TOJO REGIME



THE NEW JAPANESE WARTIME STRUCTURE DURING THE KOISO REGIME



as those relating to the basic plans for the execution of the war and the all important aircraft production and other war production. The basic policies decided by the Council will be carried out by the Imperial Headquarters and the government. It has been pointed out in Japanese broadcasts that the relations between the new Council and the Imperial Headquarters, or between the Council and the Cabinet are not based on legislation, but on political considerations. In other words the Cabinet will not be bound legally by the decisions of the new Council, but from a political standpoint the Cabinet, as a matter of course, will be governed by the decisions of the Council.

G. THE NATIONALISTIC MOVEMENT

The Imperial Rule Assistance Association or the Taisei Yokusankai and the Imperial Rule Assistance Political Society or the Taisei Yokusan Seijikai are the two organizations representating the Nationalist Movement in Japan which has been in parallel domestically with the Government's program outside the Empire of the "New order in East Asia" or "The Greater East Asia Co-Prosperity Sphere." Surrounding the creation of these organizations and the subsequent function there was a plethora of official statements on the new augmenting societies and re-organizations of associations. Many of these statements have been contradictory and platitudinous.

1. Background of the Imperial Rule Assistance Association

After a series of assassinations in the first half of the 'thirties and other eliminations of many of the high civil service bureaucrats or kambatsu as well as statesmen, it was evident that there would be a change of substantial proportions in the party system. In addition to the Seiyūkai and the Minseitō there were other smaller political parties in Japan which were able to secure a few representatives in the Diet. Sharp disagreement and political maneuvering marked much of their actions which caused splits and differences to exist. After the China Incident the tension of personalities was stronger because the crisis gave opportunity for other and newer men not only in politics, but also in industry or in finance, to come forward with ideas and plans "to assist the Throne". Some of the members of the two larger parties were in such disagreement with their cohorts that they broke away and formed new organizations as did the former Home Minister, Adachi, when he left the Minseitō with thirty-two members to form the National Union Party or Kokumin Dōmei, which was flanked with supposedly fascist ideology. The People's Socialist Party or the Shakai Taishūtō was also formed and became active. It is quite likely that the Gumbatsu did as much as possible directly and indirectly to cause strain and further disagreements in the headquarters and organizations of these political groups. Various statesmen made open criticism of the political party system and one

or two resigned, such as did Matsuoka, Minister of Foreign Affairs, from the Seiyūkai. In a statement explaining his action he said, "We must throw aside any institutions, organizations or notions that interfere with co-operation. If the political parties fall into this category why not get rid of them?" He also stated, "The day is fast approaching when the nation, spewing out the evil results of contact with Western civilization, will become what it is thought nature would have it be." He went on to glorify the traits of the Japanese who are motivated and bound by friendly obligations or giri and human feelings or ninjo, and to say how the occidental are swayed by reason and by interest. He summarized the thoughts and actions of the Gumbatsu and particularly the leaders of the Kwantung Army which had supported him in Manchoukuo as well as in Japan. He stated, "Party government necessarily implies antagonisms and rivalry, which are bound to center in party interests instead of the welfare of the people as a whole. Especially in a country like Japan, where personal influence counts for much, partisanship is so intense that it engenders desperate rivalry for power. What animates the parties is their desire to step into office, regardless of the means, and to remain there as long as possible, regardless of how they administer national policies." His statements concluded with arguments for but one party, "Though confronted with unprecedented difficulties in their national affairs, the Japanese are nevertheless in a position to effect nation-wide unification, transcending partisanship and class distinction, and to render to the Throne their most sincere and loyal services in accord with the principle that the nation is one family. Only when all Japanese agree on this will it be possible to carry out national policies and overcome our troubles. Only when the whole country becomes self-conscious about this, will it be possible to achieve the Showa Restoration. Applied to politics, the principle of the nation as one family demands renunciation of government by political parties and termination of all partisan rivalry for political power. To cope with the so-called emergency, we must have but one national policy, and only by carrying it out with strong integrity of purpose can we save ourselves from the international situation and the serious conditions at home. A fixed policy is needed in dealing with Manchoukuo, the United States and Russia. It is also essential for the proposed modification or reform of the domestic economic structure, and no whitewashing or makeshift will serve the purpose. Such a national policy can be carried out only with the united support of the entire nation. No single party or group of politicians should attempt it."

Matsuoka was the Minister of Foreign Affairs and Minister of Overseas Affairs in the second Konoye Cabinet. Moreover in his remarks he was attempting to secure for himself what credit he could by launching the National Association for Assisting the Throne before the originator and prime mover of the movement, Prince Fumimaro Konoye, spoke and gave out the definite plans. This fundamental change in Japan's political structure was created and launched by Prince Konoye (or Konoe).

Moreover in true Japanese form for such a great necessity the Imperial Rule Assistance Association or Taisei Yokusankai was evolved in utmost secrecy. Hundreds of important politicians knew nothing about the situation until the movement was beyond their control and they had nothing to do but join and support it.

Count Yoriyasu Arima, not conspicuous politically although a member of the House of Peers, and the former Minister of Home Affairs, Fumio Goto, were the two trusted friends of Prince Konoye who engineered the organization with him. It is improbable that any other political leader in Japan but the Prince could have been as successful in shaping and in directing the organization. The family of Prince Konoye has been the head of the Five Regent Families or Go-Sekke for hundreds of years and his wide, powerful, political tutelage under the great Saionji made him, in the eyes of many, a statesman second to none. He perhaps was the most popular of all the presidents in the House of Peers rivaling the late Prince Tokugawa who held the position so long. He has been liked and respected because of his practical diplomacy and impartiality with the political leaders and parties. Konoye for a long time has been trying to complete major reforms in the Diet by reducing the membership in the House of Peers by at least two-thirds of its present members. He also wished to make other changes for the House of Representatives. These reorganizations of the parliamentary structure were discussed just prior to the China Incident and part of them, even under terrific opposition from the members of the House of Peers, would have been accomplished had not the war forced them in other directions.

2. Origin of the Imperial Rule Assistance Association

The secret movement for a single national party came to light in the summer and fall of 1940, when Prime Minister Konoye addressed the first session of the Preparatory Committee on 28 August 1940. To foster this movement the Committee was composed of the most influential men whom the Prince could find. After the announcement was made, leaders from various groups came forward in immediate support. Kuhara, President of the old line group of the Seiyūkai demanded the dissolution of his party prior to the actual organization of what was to be the new single party. Chikuhei Nakajima, the airplane magnate and head of reformist groups of Seiyūkai, opposed the idea along with Machida, President of the Minseitō, the largest political party in Japan. Finally agreement was reached as Machida and Nakajima yielded. The organization was explained by Konoye as being the expression of demand by the "will of the nation transcending cabinet, factions or individual; nor is it of an ephemeral character for the carrying out of a specific policy, but rather of a lasting nature for rendering possible the energetic pursuance of any policy when the necessity arises. Whether or not Japan can firmly set up such a strong national structure will decide the rise or fall of the nation." A sizable pamphlet entitled "A Ready Grasp

of the New Structure" came out by the thousands and the edition was soon exhausted. The doctrines of the new organization were set forward, but they were in generalities and interpretation for specific action was left open. Actually the launching of this Association at this time was bathed in great emotion and therefore tremendously appealing to the Japanese. High officials stated that "no one could resist." Numerous reorganizational changes and added restrictions for other party activity were made during the latter part of 1940 and the early months of 1941. In a major reorganizational change in June 1941, the **Taisei** Yokusankai was given definite structure and sweeping powers among all the other purposes for which the organization was intended. Konoye had accomplished his purpose of major reform and he had but one organization rather than many on which he could lean for support, despite the fact that the IRAA or National Service Association was not supposed to be political.

3. Structure and Relation to the Government

a. Structure

In the reorganization of June 1941 the Association took more definite form and was composed of the following officers and units. The organization has first, a President with advisors; second, a Vice-President under whom were a number of directors; and third, the central organization which consisted of the Secretariat headed by a Secretary-General and divided into the Bureau of General Affairs, Bureau of Organization and the Bureau of East Asiatic Affairs and the Central Training Institute. The Secretary-General was to be assisted by a number of councillors. The Japanese form of committee system is also utilized. There are many committees whose secretaries are the leading officials of the Secretariat. The Central Cooperation Council which had been created from the beginning was retained.

The 76th session of the Imperial Diet was given the aims and purposes of the Association. Baron Hiramune, Minister of Home Affairs, answered the interpellations of Giichi Masuda, Chairman of the Budget Committee, on 22 February 1941 in the absence of Konoye and stated that (1) the Association came under Article 3 of the Public Peace Police Law and not under Article 1. Because of being under Article 3, the IRAA could not identify itself with political activity; (2) the reorganization of the Association was made with the view to eliminate any opportunity of criticism that the Taisei Yokusankai was not a public association; (3) the Association could not appropriate freely any portion of the ¥8,000,000 approved for its expenditures during the 1941-42 fiscal year; and (4) although it was proper for the Association's expenses to be met by a subsidy from the Treasury, because of its character and nature, other funds would be used. These sums would come from the ken as special financial grants for the benefit of the local branches of the Association. Moreover, voluntary

contributions were acceptable when approved properly by the officials.

b. Relation

The Association is a semi-official organization and thus with its local branches and officers throughout the ken is one more arm of the Government. Actually IRAA is an administrative agency of the Cabinet and has furnished many politicians with war offices. The results of the IRAA's formation in August of 1940 were immediate in the Government and in other organizations. The Ministry of Commerce and Industry formed the retail stores into regional organizations; the Ministry of Commerce set up a "patriotic shipping group" which was to be highly cooperative for all private shipping; and it established a semi-governmental coal company to regulate the buying and selling of coal. The Ministry of Agriculture and Forestry created the North Ocean Fishing Control Company, capitalized at ¥90,000,000, thus amalgamating all the fishing companies. The Japanese Aviation Association was formed with all five civil aviation societies and was to produce a "rapid development of civil aviation"; the Ministry of Education formed an association of young men and women out of five others whose total membership reached more than 5,000,000. Even Shintō groups formed into a Shintō Association. The Japanese Harbor Employee's Union, instead of being absorbed or combining, gave up the ghost and adjusted itself "to the new structure" by dissolution. The programs of the Songster Association were tempered to the gravity of Japan's "emergency" and people in general took over the Movement in wholesale fashion.

4. The Imperial Rule Assistance Political Society

Formed in May 1942 the Imperial Rule Assistance Political Society or the Taisei Yokusan Seijikai is a political or parliamentary arm of the IRAA as it is concerned more directly and immediately with political affairs. Premier Tojo explained this in February 1943, declaring that "the IRAA is not a political organization, but limits its activities only to spiritual movements" whereas "the IRAPS is a political organization in which the nation's political strength is solidified." That it is to be the only political organization or party for Japan is also made clear in numerous Japanese broadcasts.

Because it is the only legal political party in Japan, IRAPS controls elections. In the election allowed the people on 30 April 1942, the "recommended" candidates of the IRAA won a "decisive victory" at the polls. IRAPS now controls political thought for IRAA in the Diet, and its control over the body has become little short of absolute as revealed by interpellations. The Political Affairs Investigation Committee of the IRAPS is said through broadcasts to be "energetically carrying on activities" preliminary to the calling of the Diet. "Constructive deliberations on drawing up

bills to be presented in the Diet" are being undertaken; apparently the Diet is to be well rehearsed on the program of the government before it meets. Various Ministers will be questioned and their recommendations sought by the IRAPS.

5. The Two Associations and the Government

"The Government, the IRAA, and the IRAPS have been brought into a closer relationship, forming a trinity." It was stated by officials on several occasions. This expresses clearly the overall domination of the Japanese governmental structure by IRAA forces today.

This domination of the government extends not only to the central governmental structure but also to all echelons of Japanese government. The IRAA has insisted on controlling the "grass roots" areas as well. A parallel system appears to exist now, with kenchiji and municipal heads acting in the dual capacity of governmental administrative heads and IRAA heads for their jurisdictions. Appointments to these positions appear to be under the close scrutiny of the IRAA.

Regular conferences of both a national and regional character are held to unify the work of the IRAA throughout the country. Typical of these are the conferences of the Chiefs of the General Affairs Boards of the branch offices of the IRAA in the various prefectures, held in Tōkyō on 1 June 1943. "The basic policy of the IRAA movement for this year" was to be "formulated" under the Chairmanship of Vice-Governor Goto. "The main objective of the IRAA movement is drastically to expand the fighting strength and enhance the fierce fighting spirit of service to the state," said Goto. From these conferences come the policies that are to be carried out in the various governing jurisdictions throughout Japan.

6. The IRAA and The Economic Life of Japan

The Imperial Rule Assistance Association has thoroughly injected itself into not only the political life of the nation but all other aspects of its life as well; particularly is this true in the economic field.

In November 1941 the IRAA established separate local IRAA economic councils in nine designated areas covering the entire nation. These nine councils exercised great control over all economic matters in each jurisdiction. In November 1942, however, the IRAA apparently came to the conclusion that these jurisdictional councils afforded too weak a control. With the purpose of tightening its hold on the economic life of the nation, the old system of nine councils was abolished and "supervising branches" centering mainly around the municipal prefectures and prefectural bloc councils of the Ministry of Home Affairs were created in their place. An

"elastic division of labor" was to be developed whereby local officials exercised authority in practical matters of local concern and referred matters of larger concern to the central authorities. Through these changes "an appropriate true structure of Imperial Rule Assistance Economy will be established" and "the objective of increasing productive capacity further enhanced." The organizations have demanded a comprehensive labor policy which is designed to place each worker totally at the disposal of the state. Preferential treatment of all workers engaged in "military and other basic industries" is advocated. The IRAA concerns itself, however, with not only the war industries but the nation's business life as well. Controlling the key war industries and the important trades and exercising strong power over the workers, the organizations control the economic life of Japan.

7. Youth Training and the IRAA

The all-important field of youth education has received increasing attention from the leaders of the IRAA. In January 1942 the IRAA youth Corps was organized. Since then its functions have considerably increased. In April 1943 the Third Committee of the Investigation Council of the IRAA outlined the main points to be emphasized in the training of Japanese youth. Features of the report were:

a. It is necessary to plan for the expansion and improvement of the National schools and the Youth schools, especially "the Youth schools which are the training organs for youth who will become useful in the defense of the country."

b. It is important to exert "the fullest efforts" with regard to the "supervision" of these schools and at the same time to "foster respect of the students for the schools."

c. "The revival of national defense thought is extremely important from the standpoint of educating young people."

d. "The foundation for the training of young people for patriotic service is the youth school and hence the Youth Corps"; harmonious relations between the two with the purpose of attaining perfection of education and training" are essential.

e. It is necessary to "deepen the understanding" of the guardians and supporters of the youths who should be participating in the program of the Youth Corps.

The IRAA Youth Corps strongly savours of the Nazi youth corps and is an effective tool for the military leadership in Japan. Based on the creed that Japan has a sacred mission which only its youth can realize, the

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organization is especially prominent at all Japanese celebrations. Glorification of the Military is the theme of almost every speech by Youth Corps' leaders. It is organized in detailed fashion down to all machi and mura.

8. The IRAA and the Axis

Because the Imperial Rule Assistance Association is the totalitarian party for Japan, it resembles the German Nazi Party and the former Italian Fascist Party, but it is not the same. In Japanese style the Association was created in reverse order from the manner in which both the German and the Italian political organizations were established and have conducted their evil program. Furthermore Konoye as Premier and first President ex-officio of the Association was already in power and respected by the Japanese people when he launched the Movement and did not ride into office with the rabble as did both Mussolini and Hitler. Again an organization of national importance was handed down to the Japanese populace as were the political parties themselves.

Because of the Japanese being with the Axis, the Association glorifies and makes prominent German policy and action. There is no question but what some of the German program is appealing to the Japanese or that they have an affinity for German modes, but it is another matter as to how far the Japanese have gone in actually becoming Nazi or Fascist in a western manner. The Association with adroit cunning is fully in line with the Axis in building a final front against the democracies.

9. The Occupied Areas Taisei Yokusankai

The IRAA reaches out not only to cover Japan Proper, but also the occupied areas for close harmony with plans for the Greater East Asia Co-prosperity Sphere. With the outbreak of the Pacific war and the rapid occupation of such areas as the Philippines, French Indo-China, Thailand, Malaya, Java, Borneo, and Burma, the IRAA has increased its concern with plans for both the political and economic exploitation of these areas. This it does through its Bureau of East Asia.

In November 1942 a Greater East Asia Affairs Ministry was established under the direction of Kazuo Aoki, to centralize the governmental Asian exploitation. Whereupon IRAA established a Greater East Asia Affairs Committee to assist the formal organization under Aoki.

In addition to developing its own top control arms of Greater East Asia exploitation, the Taisei Yokusankai has taken steps to extend its activities directly into the occupied areas. In all the occupied areas IRAA clubs and associations have been formed which, in turn, are further subdivided into regional and branch associations. On 23 January 1943 it

was announced that a plan "to solidify and expand the structure of the IRAA movement among 400,000 Japanese residents in North China" had been drawn. Under this plan scattered units of the IRAA in North China were to be "centralized under a strong supervision". The Japanese consul-general in each area was designated as the President of the IRAA in each district and the corps commander in the district as the Vice-President. Plans for IRAA supervision are probable for other occupied areas also.

10. The Fifth Central Deliberative Conference or Chūō Kyōryoku Kaigi

The success with which IRAA is now dominating Japanese industrial, political and social life is clearly demonstrated by the activities which took place during the Fifth Central Deliberative Conference held in July of 1944.

a. First Session

The Fifth Central Deliberative Conference or Chūō Kyōryoku Kaigi scheduled 11 July to meet for eight days between 22 and 29 July convened as planned in the Conference Hall of the IRAA in Tōkyō. An advance notice of the meeting was given by Home and Empire Service on 21 July, stating that the Conference would deal with such questions as "Thought Warfare", "Guidance System for the People", and certain economic problems confronting the nation. The sessions of the Deliberative Council were not to meet in one large body, but were to break up into sections and committees and meet separately with their respective chairmen.

The first session began with an address by Vice-Governor Goto, who stated that "the time has come for all the people to revive and arouse themselves to action. In this time of emergency we would welcome your observations and frank (expression) or your observations in various regions ...." He called on the representatives to aid in planning steps for increased production in munitions and foodstuffs, and concluded by asking "for great accomplishments in the field of arousing the people to mobilize all their strength..."

Several Committees met on the first day to exchange views on such subjects as culture, art, news reports and publications. In connection with this last point Chief Muto of the first section of the Board of Information stated that "a clear and quick announcement of news will be given as soon as possible." An evening session convened of a second committee under the chairmanship of Shigeru Kazama. Stress was laid on the matter of getting the various leaders of the people to go about their duties with greater "fervor" and to act as though "they had been conscripted to their respective tasks. Leaders in industry and commerce should also demonstrate greater vigor in the performance of their duties. Leaders should not only give out

orders from the top, but they must go and do the work themselves."

b. Second Session

On 23 July the Council meetings were carried out by the third and fifth sections of the Central Deliberative group. Mamoru Nagano was the chairman of the fifth section, composed of about twenty members. Each delegate expressed his views on breaking production bottlenecks. Among the leading speakers were Itaro Nabeta, head of the labor section of the Miike Dyestuff Manufacturing Company; Yasaburo Shimonata, President of the Heibonsha Publishing Company and a director of the Chemical Industry Company who stated that the solution of the critical situation lies in the reshuffle of leaders in the key industries.

The discussions carried out by the third section, headed by Shunsei Matsui, centered on labor mobilization and production technique. Among the delegates were some women representatives dressed in mompei, while the men were dressed in national uniforms. No details of this section were monitored.

c. Third Session

The fourth and twelfth sections met in the third session on 24 July. Among those present at the meeting of the fourth section were Horiki, General Director of the Bureau of Railways; Tsukahara, Director General of the Maritime Bureau; Kawai, Head of the Shipping Bureau; Ohara, head of the Bureau of Automobiles; and Kitamura, head of the Economic Stabilization Section of the Ministry of Home Affairs. This group dealt with matters of acceleration of transportation capacity.

The twelfth section dealt with problems of national defense, increase of production of the entire population, and promotion of various training programs "in order to meet this grave situation resulting from the war." Among those present were Vice-Minister Katsumata of the Welfare Ministry; Kobayashi, head of the Transportation Bureau of the Welfare Ministry; Hirai, head of the Insurance Bureau; and Ogasawara, head of the Physical Education Bureau.

d. Fourth Session

The eighth section "on increased production through greater technical skill", and the ninth section "on marine and forestry production" met on the fourth day of the conference on 26 July. In the eighth section meeting it was expounded that delegates should consider a thoroughly practical utilization of technical ability for attaining results in the increased food production program." Recognizing that technical ability was lacking

in farming villages, it was hoped "that the government and the IRAA would make guidance in technical skill available to the remotest hamlet."

The ninth section on marine and forestry production centered its discussions on the sources of labor and fishing boats "absolutely essential" for assuring the increased output of marine products; and with reference to increased lumber production, in order to guarantee the labor supply, Director Suzuki of the Forestry Bureau of the Agriculture and Commerce Ministry stated that the release of labor drafted for other purposes had already been carried out after consultation with the Welfare Ministry. Plans were also devised for the guaranteeing of the labor supply centering on a draft system.

e. Fifth Session

On 27 July the sixth and seventh sections of the Deliberative Council had their conference. The sixth section was concerned with problems relating to adjustments in the distribution of labor in the fields of agriculture and labor, while the seventh section devoted its attention to the problem of obtaining materials for manufacturing fertilizer. In this connection Kanji Kato, head of the Uchihara Training School, stated that the authorities are advocating that "the farmers raise 100,000,000 chickens so that the supply of chicken manure will be insured." Takeo Tanaka, of Aichi prefecture, urged that all farmers raise livestock and that the trading of horses and cows be put under control. In regard to the question of providing farms with implements, Fujiwara, chief of the Resources Section of the Ministry of Agriculture and Commerce, promised to deliver promptly such small implements as hoes and sickles to the prefectures, so that they might be distributed equitably among the farmers.

f. End of the Conference

No meeting on 28 July was monitored. The conference came to an end on 29 July with the adjournment of the tenth and eleventh section meetings. The closing remarks were made by Kobayashi, who stated that "the Deliberative Conference abounded with many outstanding matters, with the 230 conferees, out of true patriotism, zealous; expressing their opinions." "I firmly believe," said Kobayashi, "that the fact that this conference was held at the time the new Cabinet took its post, enables us to make an epochal contribution to the nation and Empire as a whole." As chairman, Kobayashi stated that he would call committee meetings on 31 July to map out the future program of the IRAA.

g. The Resignation of Goto

While the Central Deliberative Council was in session Fumio Goto, Vice-President of the IRAA resigned from his position. This leaves

the IRAA without leaders since the resignation of the Tojo Cabinet also removed the Premier from his concurrent post of President of the IRAA. Meetings are scheduled within the near future to select the new leaders. The most likely candidate is Kobayashi who acted as the chairman of the Fifth Deliberative Council. On 23 July the IRAPS held an extraordinary general meeting of all of the highest officials of the Political Society and many new Cabinet members. The principal object of the meeting was to receive the resignation of President Abe. At the same time the Yonezo Maeda, new Transportation and Communications Minister, presented his resignation as President of General Affairs and Chairman of Installations in the IRAPS. Until a new President is selected, Tsuneo Kanemitsu, President of the Regular Members Committee, will handle the affairs of the IRAPS. Other resignations which took place simultaneously with those of Abe and Maeda, were Ryusaku Endo and Toranosuke Hashimoto of the Business Affairs Bureau.

h. Reorganization Proposals

At one of his first press conferences, Premier Koiso brought forward the question of "unifying the Imperial Rule Assistance Association and the Imperial Rule Assistance Political Society." "This is being studied carefully," said Koiso, "and must be dealt with on a basis upon which the nation will agree." The clear inference is that there has not been complete agreement in the past between these two bodies, despite strong statements to the contrary.

Further explaining why he thinks a reorganization is imperative, Koiso reviewed the background of the two groups and the reasons for their creation. Koiso continues: "Today in our national system there is the Imperial Rule Assistance Political Society, the only political organization, and the Imperial Rule Assistance Association, which is a public body. Then there is the Youth organization of the IRAA. The IRAPS has more than 440 members, all of whom are members of the House of Representatives. The organization devotes attention chiefly to the conduct of affairs of the Lower House of the Diet. This society was organized in May 1942, with the backing of the Tojo Cabinet. It was created to obtain greater cooperation of the legislators. It was more of a parliamentary party than a purely political group. The members of the IRAPS and the House of Peers, numbering about 3,000, are not politically controlled. The IRAPS has no subsidiary division in the local areas, neither is it a political group which calls upon the people throughout the nation for support. As a matter of fact, it does not possess the power that belonged to the old political parties and cannot influence or move the people."

Koiso criticizes the Youth's Organization of the IRAPS in that it does not possess strong and independent powers of action, which would enable it to become a strong political organization having the complete confidence of the Nation. Koiso appears to be of the opinion that the various

divisions and groups of the IRAA and the IRAPS should be streamlined, and made into one body, and given complete control of the entire political set-up of the Empire.

H. WARTIME LEGISLATION

The basic Law for all important wartime legislation in Japan is the National Mobilization Law. (See Appendix P for the Law in full). Laws and ordinances to mobilize all of the general resources of Japan for war have been extensive. These have included police regulations and labor measures. In the partial listings below, the laws and ordinances for all these conditions have been classified under the general purposes for which they are intended. Examination of the list shows the extent to which the Government has gone in each of the fields for further control of economic mobilization.

1. Financial Legislation

Laws in force in exchange, banking and finance have been all inclusive. Large expenditures in all lines of governmental and municipal finance are evidenced by the mounting budgets. The government has adopted plans (1) for large bond issues, (2) for the encouragement of all kinds of savings, and (3) for the maintenance and improvement of the international balance of payments. Laws applicable in these fields have been the (1) Foreign Exchange Control Law, originally promulgated in the Ordinance of 28 March 1933 and revised in 1941; (2) the Law regarding temporary measures concerning Imports and Exports; (3) the Temporary Import and Export Permit Regulations; (4) the Law relating to the Expansion of Fiduciary Notes of the Bank of Japan, of the Bank of Chōsen, and of the Bank of Taiwan; (5) the Law of the Bank of Japan; and (6) the Income Tax Law of March 1940, which the Tax System revised fundamentally. A full discussion of the system and the accounts in the latter is given in Section 4: Government Finance. Financial laws in the retail and consumer fields include (1) the Temporary Foreign Debt Legislation Law; (2) the Pension Loan Fund Law; (3) the Popular Loan Fund Law; (4) the Security Business Control Law; and (5) the Security Underwriters Law.

2. Foreign Trade

Following the Mukden Incident in September 1931, and particularly after the China Incident in July 1937, the government took strong measures to increase its imports of war materials and other consumable supplies. Foreign trade became more difficult for Japan after the China Incident. Foreign exchange rates had to be maintained. The foreign exchange program was a part of the national policy developed by the Nippon Ginkō and carried out by Yokohama Shōkin Ginkō. The government developed a Foreign Exchange Fund System, a Link System, a Plan for the Utilization of Bonded Factories,

and a System to Advance Export Funds. Gold production was encouraged in Japan, Chōsen and Manchoukuo, the returns for which were taken by the Nippon Ginkō. Lastly the government issued regulations against profiteering, which were broad and applied not only to imported products, but also to domestic goods. The Law regarding Temporary Measures concerning Imports and Exports contains commodities for which specific action would be taken. The Gold Production Law was passed, supplemented by the Law concerning the Japanese Gold Production Company, Ltd. Necessary regulations provided for prohibitions of the use of gold.

3. Commodity Price Legislation

The fear of rapid price rises for industrial products and for consumable goods has been strong in Japan and efforts were taken early to forestall as much of this inflation as possible. In the industrial field the Japanese have set up a special system of price compensation for manufacturers. The system is composed of two sections, the first for a special price compensation and the second for a general price compensation. Under the special price compensation section, an increase in the price of a product is recognized if the production has exceeded the prescribed limit or if the period of production has been shortened. Under the general price compensation section, a fixed rate of special profit is granted, if either the cost price or manufacturing has been reduced because of greater efficiency or the cost price of manufacturing is kept below a prescribed minimum cost of production set by the government.

The Japanese have recognized the difficulty of calculating original unit cost, setting a base for manufacturing cost, and comparing efficiency cost base rates among plants. The system of special price compensation was held out particularly to manufacturers, so that they would increase the production of war materials. To prevent inflation from developing at this level, certain restrictions were provided for in (1) the Corporation Accounting Control Regulations, and in (2) the Wage Control Regulations. Since the China Affair, alternative prices have existed for some commodities.

Regulations on the price of cotton sales, woolen yarn sales, staple fiber sales and rayon sales were made quite specific. Under Article 9 of the Leather Distribution Control Regulations, particular measures were taken relating to the fixing of leather and hide sales prices.

In the consumer and retail field, great precaution has been taken although high prices prevail through black market operations or yamitorihiki and otherwise. The Cabinet Ordinance of 3 August 1940 provided for a number of controls for perishable foods, such as fish and shell fish, fruits and vegetables. These include measures relating to (1) sales at fixed prices or by tender, (2) reductions in wholesalers' commissions, and (3) specializing in purchasing by middle-men to prevent one enterprise from sending several middle-men into a wholesale market and thus circumventing price fixing, and (4) standardizing prices for wholesale and retail sales. The central wholesale markets in Japan are located in Tōkyō, Ōsaka, Kyōto, Yokohama, Koti, Kogoshima and Sasebo. District wholesale markets are located in other areas. Both are operated by the respective municipalities. Wholesale prices are fixed by the prefectural governors with the advice of a price fixing committee. The committee determines the prices of a number of consumers' goods daily. The whole system is administered by the Ministry of Agriculture and Commerce. Rationing in Japan was started early. Coal, gasoline, rice, charcoal. sugar and matches were rationed by the card system, the administration of which was carried out in the numerous tonari-gumi. Economic police enforce severe penalties upon all those who are found in violation of the many price measures. A Price Adjustment Commission was established to administer all cases. A standard maximum price system together with an official price system were adopted and put into force. The Ordinance Concerning a Price Commission, and the Ordinance Concerning the Prices Adjustment Commission were issued to provide for these conditions.

4. Labor and Social Legislation

Although Japan had a large reserve of men for the Army and Navy, and although the China Incident gave the government warning of what was coming, the burden on their existing system proved to be too much. Wartime mobilization was difficult to administer. In order to provide for the large and constant drain of men for the fighting forces as well as for technicians and laborers in war munitions plants, the government has been forced to adopt conservative measures down through all the echelons. The governmental elimination of bureaux and offices as well as consolidation in others, proved a means of conserving personnel. In order to make the best use of all labor, the Ministry of Welfare made exhaustive investigations into all types of factories and mines. Thousands of Japanese had been left inactive as a result of the gradual secession in foreign trade following the China Incident. These Japanese and other civilians were taken under guidance by the Minister of Welfare and steered into war channels. Special compensation was provided for those who had to make sacrifices in changing their occupations. Civilian mobilization was delegated to the prefectural governors under the Ordinance for Calling Civilians to National Services enacted 8 July 1939. The Ordinance provided for special compensation depending upon the type of work, capability and physical fitness. Civilians who were summoned to report to the prefectural offices and who do not are fined heavily. Another part of civilian mobilization applied to school children and was a protectional measure. On 1 February 1941, the Employment Bureaux of the Government or Shokugyō Shokaijo were reorganized into Bureaux for the People's Vocational Guidance or the Kokumin Shokugyō Shidosho. There are 378 bureaux and 155 branches. In addition to their old

functions of employment exchange, national registration, preventive measures for shifting of labor and restrictions in the employment of young men and boys, they now after examination and consultation with the people, encourage, advise and guide them into the most beneficial occupation for which they are supposedly fitted.

Other labor and social legislation was in terms of Article 6 of the National General Mobilization Law and was (1) Office Workers' Health Insurance Law; (2) Personal Affairs Arbitration Law; (3) Unemployment Relief Measures Law, and (4) Workmen's Annuity Insurance Law.

New measures for the control of land and house rents are also under the authority of the Minister of Welfare. These were made effective in October 1940. Unreasonably high rents on newly leased land and newly built houses are to be prevented under Ordinance No. 673. Unreasonably high rentals in sub-leases are also provided for under the Ordinance. Standard base figures are set for the particular past periods and minimum increases are allowed. Much of the administration has been delegated to the ken. The system has been elaborate in determining standard rents for land and for houses. Provision is also made for the raising and lowering of both house and land rents, and modification in the system of payment. The system allows the tenant to pay in cash or, if in kind, it is to be in koku of unhulled rice. Shopkeepers may pay a certain percentage of their sales proceeds or they also may pay in kind with koku of unhulled rice.

Department stores are now regulated by the Department Store Law of October 1937. With this authority the Ministry of Commerce and Industry has established a Department Store Committee which is the supervising agency. The stores are placed under a licence system which sets forth the conditions under which they may operate, such as establishment of branches, business hours of operation and methods of competition.

5. Laws in Agriculture

The serious plight of the farmers in Japan was magnified at once by the war pressure and drain of manpower, as well as the rise in prices of his supplies, such as seed and fertilizer. Specific laws for the farmer's benefit have come in the form of the Farm Adjustment Law; the Temporary Farm Debt Liquidation Law, the Cooperative Societies Auditing Law, the Rice Distribution Control Law, together with the Export Control of Taiwan rice, and the Dairy Farming Adjustment Law.

To control timber production and its prices, the Timber Control Law was enacted in March 1941. The demands for various types of commercial lumber in Japan, Manchoukuo and North China have been far beyond contemplated

needs. The Law also provided that the Minister of Agriculture and Commerce would supervise the Japanese Timber Company or Nippon Mokuzai Kabushiki Kaisha which was established with a capital of ¥50,000,000. This Corporation in turn controls and finances Local Timber Companies or Chihō Mokuzai Kabushiki Kaisha.

6. The Munitions Legislation

To augment and force more rapid production of munitions and to safeguard an adequate supply of war materials, the last five cabinets have taken steps in one form or another to expand the national production by regulating the heavy industries and mining companies. Restrictions and prohibitions have been placed on the use of all types of goods. It has, through a strong program, given encouragement to the use of substitute materials for industry and home, and attempted major reform in the average person's way of living. Through specific legislation the use of governmental inspectors and checkers, large and small companies fabricating any and all types of war supplies have come under strict supervision of government. The government's vigorous program was launched for its all-out war production and control of supplies under Premier Tojo. Moreover at no other time in Japanese history has it been as evident that the military leaders have sought the aid and assistance of the industrialists and business operators. Although it should not be forgotten that the Satsuma and Chōshū leaders sought the support of the merchants or chōnin at the time of the Meiji Ishin. Premier Koiso has given further evidence that industrialists and business men will be consulted for the prosecution of all State affairs and particularly for the vital war materials and wartime economic matters for the conduct of the program of Greater East Asia. A short list of the vital war industries follows together with the important laws applying to actions taken.

a. Coal

Regulations for controlling the distribution of coal have been passed. In the late 'thirties, coal became most scarce and high prices bought only poor grades. The great expansion of industrialization in Manchoukuo has made demands far beyond its normal production in many areas, particularly from the great open pit mine at Fushun. Great blasting operations augmented production. Unbalanced production in Manchoukuo, together with the inadequate supplies in Japan Proper, has forced the Japanese into hurried and costly exploitation of all mines in North China.

b. Liquid Fuels

Regulations governing the sales of volatile and heavy oils have been passed in the form of (1) the Oil Ministry Law; (2) the Law Concerning the Artificial Petroleum Industry and (3) the Law Concerning Development of Petroleum Resources. One of the four governmental monopolies in

Japan is industrial alcohol; regulations were enacted regarding its regular commercial use and also its mixture with gasoline for industrial use. Governmental factories and private factories under governmental control and supervision, have been producing the various types of industrial alcohol so badly needed.

c. Iron and Steel

In the past decade the Government in Japan took great measures to expand this basic industry. The two most important blast furnace and steel centers of Yawata and Muroran were enlarged rapidly all during the 'thirties. Moreover the Government in Manchoukuo increased the number of furnaces in the Mukden, Anshan and the Antung industrial areas. Further expansion was attempted in Chōsen at Keijo and along the northeastern coast.

Japan has had to go into its domestic reserves of iron stone, dust iron ore and iron sand. Moreover Japanese engineers have been engaged in the development of small sized blast furnaces in all the iron producing regions. The steel manufacturing process has been based upon the working of these low grade ores. Special equipment is supposed to have been invented for these installations.

Regulations took the form of (1) permit systems for the erection if iron and steel structures; (2) restricting the manufacture of steel goods; and (3) aiding the manufacture of pig iron castings and controlling the distribution of all iron and steel products.

d. Non-Ferrous Metals

The scarcity of aluminum, zinc, tin, platinum, lead and to a much lesser degree copper, has forced the government to make specific regulations for the restriction in the use of all of these as well as beryllium, molybdenum and vanadium, which are of particular importance in the aircraft industry. Japanese geologists are supposed also to have been exploring for possible increases in aluminite and aluminous shale. The legislation covering the ferrous and non-ferrous metals is the Law for increasing Production of Important Minerals.

e. Machinery

Expension during the last fifteen years in Japan in all types of machinery and machine tool products has been rapid and extensive. Various administrative schemes have been advanced for their manufacture and restricted use. The Machine Manufacturing Industries Law was enacted in the 76th Session of the Diet in February 1941 and applied to all machine and tool manufacturing shops and "plants" employing more than twenty operators. Many others were licenced to fabricate these products and were given various types of tax exemptions to foster their interest in the industry. The law gave priority to these plants in obtaining their supply of materials, capital and labor. The law covering these items is the Constructional Machinery Industrial Law.

f. Airplane and Automotive Legislation

Regulation for these two industries came in form of the Airplane Industry Law and the Automobile Industrial Law. These applied, of course, to the Mitsubishi, Sumitomo and Mitsui controlled companies which are now manufacturing solely for military use.

g. Cotton

Three types of regulations have been issued for this product:

(1) Restriction on the manufacture of cotton goods and on the processing of cotton goods
(2) Control for the distribution of cotton yarn
(3) Control for the distribution of cotton goods

h. Rubber

Regulations have been issued drastically restricting the use of all rubber products. Control and restriction of the sale of rubber shoes and boots was emphasized.

i. Shipping

Shipbuilding and the shipping industry have also undergone extensive changes and large expansions. In 1936 under the Hirota Cabinet through the influence of the Ministry of the Navy, Admiral Nagano, a national policy was established involving the building of capital ships and the granting of heavy subsidies. In 1939 the Ship Building Law was enacted bringing the whole industry under further governmental "protection". The Industrial Equipment Management Corporation was established and headed by the famous Genjiro Fujihara. Its program was to establish conditions for standardized ships by collective numbers and to foster rapid production of wooden ships. In terms of this work restrictions were issued on the use of Oregon pine. Further legislation came in the form of the Ship Protection Law enacted in February 1941. This authorized the Minister of the Navy to issue instructions under conditions whenever necessary concerning navigation, anchorage, communication, equipment, crews, passengers and cargo aboard vessels. The force of this law modified the administration of shipbuilding and shipping under the then Ministry of Communications.

Appendix A.

JAPANESE ECONOMY PRIOR TO THE TOKUGAWA PERIOD

A. HISTORICAL AUTHORITIES

For authority and fact on the ancient and early modern history of Japan, native writers and authors have based their statements on a series of volumes. Two of these stand apart from the others: "Record of Ancient Times" or the Kojiki compiled in A. D. 712 and "Chronicles of Japan" or Nihongi or Nihon-Shoki first available in A. D. 720. To the Japanese these books are biblical truths with full explanations of their beginning as a race and nation. To westerners, however, too much myth has sopped up the facts and they seem unreal. Along with these two are four other volumes, the Record of the Emperors" or "Tennō Ki" and "Record of the Country" or Kō Ki. These are more factual records. The Nihon Gaishi covers the period from 1192 to 1600 and is written in Chinese. During the 19th Century, the Dainihon Gaishi was compiled, also in Chinese. These are more usable. Codifications of laws and customs have been made at various times such as (1) the Taika Reformation, A. D. 701, the Taiho Law, for the Great Government or Dajōkan; and (2) the Joei Judicial Code or Jōei Shikimoku with particular reference to the status of the Samurai, promulgated in the Kamakura Era.

B. JAPANESE ERAS

Standard division of Japanese history is in periods named for the cities in which the seat of government was located. Originally the naming was by the Emperor himself and then later it was by the Shoguns who were the heads of powerful clans and families.

For 675 years prior to the Meiji Restoration in 1867 (that is the establishment of the sixteen year old Mutsuhito as the reigning monarch) Shoguns and other lords ruled the land. The Imperial family was kept in seclusion in Kyōto with no power at all or with little contact in outside affairs. Despite the outward appearances of the Restoration one is startled by the role of the present Hirohito which is not unlike that of his ancestors in many regards. The position of the Emperor in Japan is and has been singular and thoroughly Japanese.

1. The first period goes back 2,000 years into pre-historic times although most all Japanese histories emphasize 660 B. C. as the beginning of organized government when Emperor Jimmu conquered the more important tribes of Honshu and established himself in Kawashiwabara near Nara.

2. The Cultural Period of Ancient Japan takes the dates of 200 B. C. to A. D. 531. The governed classes were the slaves and lower groups in the clans. The government was by the clan system.

3. The Asuka Period, A. D. 532 to A. D. 709, is important for the marked changes in governmental development as well as the changes in the economic status of the classes and groups. A summary of the important Taika reforms in this period is given below.

4. The Nara Period running from A. D. 710 to A. D. 793 can be characterized by (1) perfecting the government, (2) intercourse with Korea and China, and (3) the growth of Buddhism.

5. The Heian Period from the year A. D. 794 to A. D. 1192 (Heian became Kyōto) contains much in political and economic disorder. It is marked by the growth of the Fujiwara family and its absorption of national authority.

6. The Kamakura Period from A. D. 1192 to A. D. 1337 marks the beginning of the isolation of the Emperor from actual reign and the introduction of actual Samurai administration under the great Yoritomo Minamoto.

7. The Muromachi Period runs from A. D. 1338 to A. D. 1603, the beginning of the Yedo Period or the reign of the Tokugawas. Governmental changes were mostly instituted through the warrior and de facto Shogun, Hideyoshi Toyotomi.

C. ADMINISTRATIONS OF AN EMPEROR AND TWO SHOGUNS

1. The Emperor Kōtoku's Administration

The Emperor Kōtoku appointed a group to bring forward a plan for model government. This the scholars did along with some sweeping economic measures. The administrative effects have lasted to this very day. Adapted and modeled after Chinese form and thought, the centralized government was instituted three years after the Great Reform Measure of the year A. D. 646. The T'ang and Sung Dynasties were hereditary monarchies with closed bureaucracies. The Japanese adaptation was refined and more centralized to suit their needs. From this period on to date, the principle of adoption and adaption of the world's best for their peculiar uses became Japanese tactics.

The government of the year A. D. 649 with a revision in the year A. D. 718 operated with several offices and eight ministries.

a. Offices

(1) The prime minister or Dajō Daijin was a counsellor and a personal advisor to the Emperor without a fixed office. At times this position was not filled if the proper person seemed unavailable.

(2) The Sa Daijin as Chancellor was the central administrative figure. In his absence the U Daijin served.

(3) Four Dai Nagon served (a) as advisors on matters of State

to the three Daijin, (b) were coordinating officers for the eight ministries, and (c) were direct reporters to the Tennō.

(4) The Shō Nagon carried out all the administrative routine and worked with the large secretariat.

b. Ministries

Eight Ministries divided into two groups of four each and presided over by a minister provided the machinery for actual government.

(1) The Minister of the Left or Sa Benkan administered:

(a) Ministry of Central Office
(b) Ministry of Ceremonies
(c) Ministry of Civil Affairs
(d) Ministry of Administration

(2) The Minister of the Right or U Benkan administered:

(a) Ministry of Justice
(b) Ministry of War
(c) Ministry of Imperial Household
(d) Ministry of the Treasury

The reforms were successful. Lands were confiscated and later distributed equally after the people were made direct subjects of the Emperor. Both of these acts made for greater centralization. The clan system was thereby broken. State and county governors took office over all appointees of the daimyō. Horse stations and barrier gates were established as public conveniences and governmental checking devices.

2. The Two Shoguns' Administrations

The rule of the Samurai and the seclusion of the Imperial Family in Kyōto begins in "formal" style with the appointment of Yoritomo Minamoto as Imperial Commander in Chief or a Generalissimo or Seii-Tai-Shōgun. Yoritomo was followed by Hideyoshi. Both administrations were a public admission of a situation developed by the Fujiwara family for a century preceding.

a. The Yoritomo Minamoto Administration

The administrative machinery for the Bakufu Government differed in many details from the Taika reform but the essential principle of centralized control remained uppermost.

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(1) Yoritomo Isolates the Emperor

The Emperor in Kyōto was recognized legally as the reigning monarch. For outward appearance's sake he appointed or requested each Shogun to office. On occasions he also issued decrees and edicts. But the limits of his powers were fully prescribed by the Shoguns. The isolation of the Emperor in this manner began a series of remarkable pages in Japanese history.

(2) The Three Boards

The samurai dictatorship in conjunction with many established bodies depended essentially on three agencies:

(a) The Military Board or Samurai Dokoro had supervision over the army as well as "military constables." These latter supervised the professional farmer-soldiery who were to govern the great lands of Minamoto.

(b) The Administrative Board or Mandokoro was quick to recognize the strength of a more contented rural area. Overtaxed by the former extravagant daimyō, the Board reformed the tax structure downward. It appointed stewards to all provinces to collect the military rice tax from all landholders.

(c) The Judicial Board or Monjūsho was not elaborate. It enforced the judicial code of 1232 or Jōei Shikimoku which lay stress more upon local Japanese customs and ways than the "laws" coming out of Kyōto.

(d) With the Council of State, Yoritomo maintained his administration on a territorial and personal basis.

(3) Yoritomo's Example

The example of complete simplicity for the country was set by the Shogun Yoritomo Minamoto as he lived most unostentatiously. As an administrative policy it was also successful. He was a member of the first of the three powerful Samurai families to rule Japan. Though powerful and with available wealth near, he was pious and religious. He established "the Way of the Warrior" or Bushido and taught morals, honor and patriotism.

The Military of present-day Japan have followed Yoritomo's example in living simple lives. Indeed, part of the power and respect of the Military today arises from the fact that they are low salaried officials of the Emperor when compared to many diplomats or with commercial and financial men. The public likes and admires the Military's demonstration of menial, commonplace living.

b. The Hideyoshi Toyotomi Administration

The Muromachi Shogunate, named for a great street in Kyōto, was dominated by the Ashikago family and Hideyoshi Toyotomi. Violent economic and Buddhist disturbances occurred along with social life which was influenced markedly by contact with western powers. Hideyoshi was the Daido Daijin and a de facto Shogun.

(1) Administrative Changes

The administrative changes of Hideyoshi were more frequently at the lower levels of government and with the people although he maintained his own form of bureaucratic advisors. He maintained a purposeful court and required the Samurai to appear in costume fixed by rank.

(a) In 1583 a new land system of rural districts was established which was again a means to a good taxable end.

(b) A rigid class system was established in 1591 as follows:

i. Warriors or bushi
ii. Intelligentsia or kyoka, of the Imperial Court and priests and scholars
iii. Merchants or Chōnin
iv. Peasantry or Nōmin
v. Outcasts or Semmin

Movement from one class to another was prohibited. The Five Men's Bands or Gonin-gumi - an established custom of grouping from five to ten families for joint civic responsibilities, was given legal recognition. In slightly varied manner this exists today as the Tonari-gumi.

D. SUMMARY

The government and administration in Japan during the thousand years preceding the Tokugawa Period were dominated by clans of military families, cliques of temporarily united groups and at times by the sacred Tennō. Warring factions were commonplace to all periods. Indeed, rebellions of one form or another did not cease until 1877 when the forces of the Emperor Meiji put down the Saigo rebels. The Japanese from that time on have tried their military prowess outside home shores rather than to battle each other.

Much of the thinking in Japan today is motivated from what the Japanese consider is their long and gloriously rich past. During the last fifteen years the Military have been responsible for bringing forward to the public,