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	FROM	DATE 1947	TO	SYNOPSIS
1.		9 Dec 1946		TOKYO Mainichi Shimbun,
2.	GS	15 Jan 47	CI&E	Conduct of Public Opinion Surveys by Government Agencies
3.	GS	5 Feb	Col. KADES	Kluckhohn-Bowers Public Opinion-Sociologic Survey
4.	GS	21 Feb	CI&E	Recommendations for a Public Opinion and Sociological Research Organization.
		1950		
5.	N. C.	16 Mar 50	Mr. Herbert Passin, CI&E	Public Opinion Survey to Measure Attitudes of Voters with Regard to Okayama Prefectural Government Programs

15 C1 file No

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

16 March 1950

MEMORANDUM FOR: Mr. Herbert Passin, CI&E

SUBJECT: Public Opinion Survey to Measure Attitudes of Voters with Regard to Okayama Prefectural Government Programs

1. The following informal comments are made for your consideration in preparing final draft of proposed questionnaire, which is herewith returned.

2. Q-2: This may be too abruptly raised this early in the questionnaire.

3. Q-4: Suggest that the word "character" be spelled out as to meaning, private moral character, integrity in public office, convictions on political issues or whatever may exactly be required.

4. Q-12: This seems to include material for more than one question; possibly the first line might be a separate question and the second and third lines a second question on democratic operation of unions.

5. Q-13: Suggest addition after "March 1948" the following "or about two years ago, around the time of _____ (e.g. some appropriate local event)".

6. Q-14: This appears to be a leading question, the answer being predicated upon the conclusion that there have been great recent developments in the social situation, although the exact timing is not indicated.

7. Q-20: The second part of this question may be unfair to the overworked teaching profession. Was it purposeful to suggest by the question that teachers were not busy?

8. Q-21: The significance of quoting cost of maintaining a teacher in Okayama does not seem to lead directly to the questions that are subsequently asked. Would a qualifying phrase or two to place this information in its proper reference elicit better answers?

9. Q-23: This question seems to lean toward a positive answer. Is this what was intended? Are there other influences besides bosses? Or is this question designed to follow up the previous question on the subject?

10. Suggest if otherwise acceptable and space permits that one or two questions involving the attitudes toward (a) democracy as an abstraction (b) application of democratic methods in procedures administered by the prefecture or town and (c) suggestions for accomplishing what the subject wishes personally to obtain from extension of democratic methods in his community.

Cont Surf File

H. C.

~~2 HHA~~

091.1

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets) DRN/mh

File No.:

Subject: Recommendations for a Public Opinion and Sociological Research Organization.

Note No.:	
1	From: Chief, CI&E To: GS Date: 18 Feb 47

1. Forwarded for comment is a report submitted to Chief, CI&E, by Drs. Kluckhohn, Bowers, and Hyman, authorities in the fields of cultural anthropology, sociology, and psychology of public opinion, respectively, and presently serving with this Section as expert consultants.

2. Frank and detailed comments are requested on the facts and opinions stated in the report as well as the recommendations contained therein.

1 Incl:
Report

DRN

- D. R. N. - - - - - - - - - - - - - - - - -

CW/FEH/PKR/rg
Date: 21 Feb 47

2	From: GS To: CI&E

1. Concur.

2. For budgetary reasons, and from the point of view of sound organic development, recommend adoption of Plan B for the first year. After the work begun on a more modest scale has justified expansion, Plan A could be considered.

1 Incl: n/c

- C. W. - - - - - - - - - - - - - - - - -

action taken by C in C — file

CW

4

From : Drs. C. Kluckhohn, R.V. Bowers and H. Hyman, Consultants

To : Lt. Col. Donald R. Nugent, USMC, Chief, C.I. and E. Section

Subject : Recommendations for a Public Opinion and Sociological Research Organization

This report is divided into three main sections: Objective, Justification, and Recommendations for Implementation.

I. OBJECTIVE

As early as General Order No. 183 (22 September 1945) the CIE Section was charged with the responsibility for advising the Supreme Commander on sociological matters, and to:

> "make recommendations relative to, and to direct the conduct of, such surveys of public opinion as are essential:
> (1) to keep the Supreme Commander factually informed of public reactions to the occupation and rehabilitation program
> (2) to ensure a dependable basis for progressive formulation and modification of policies and plans."

These responsibilities have been repeated in all subsequent revisions of this General Order.

The implementation of this directive has been explored in a number of memoranda within this Section. With the recommendations made by Major Pelzel on February 1 and February 3, 1946 and by Lt. Comdr. Moss on February 1, 1946 (Appendix A) we concur in principle--- with the sole important reservation that these documents seem to envisage setting up public opinion surveys without the, in our opinion, indispensable supplementary sociological investigations.

The objective of this memorandum is to present a plan (and a justification thereof) that would enable this Section to meet public opinion and sociological research responsibilities in a manner that would be satisfactory from the scientific, operational and budgetary points of view. The ends which would be

served by such a program may be specified as follows:

(1) to provide SCAP with the kinds of information which policy-makers require as to reactions to and consequences of the policies they have adopted or contemplate adopting;

(2) to assist in the administration of the Occupation by supplying warnings of and factual data on areas of social tension which may lead to interference with occupation objectives;

(3) to supply a social base-line and data on social trends for consideration in the formulation of long-range policies;

(4) to facilitate effective communication with the Japanese and speedier and more efficient implementation of Allied objectives by uncovering the unique sources and pattern of Japanese motivations;

(5) to make recommendations for policies that would cushion the effects upon the Japanese of the partial destruction of normal social controls and thus lessen the tendency of many Japanese to blame "democracy" for social disorganization.

(6) to train Japanese in the field of public opinion research and help them construct scientific public opinion machinery that can continue to function permanently in Japan.

II. JUSTIFICATION FOR RECOMMENDATIONS

The recommendations outlined in Part III of this memorandum have been based on three types of background information:

A. Experience in and knowledge of comparable sociological and public opinion research organizations serving government policy makers;

B. Consultations with Section Chiefs and others in SCAP to determine interest in and the needs for such sociological and public opinion research;

C. Knowledge of the Japanese setting for such research, including a personal canvass of Japanese research personnel who might be utilized profitably in such a program.

These will be discussed in turn.

A. The Experience of other Sociological and Public Opinion Research Programs:

The work of the Public Opinion agencies in the United States, both private and governmental, has proven the value for practical administrative purposes of scientifically gathered information on the attitudes, behavior, and informational level of the people or of some special segment of it. Such surveys have proven particularly useful during and since the war when the habit patterns of the United States were undergoing rapid change at government direction, a situation comparable to the Occupation. During these years policy-makers and administrators needed quick, reliable facts on what was happening to the people-their morale, their spending and saving habits, their production goals and general support of the war effort, their critical shortages, etc. Not only were these survey techniques used by such war agencies as WPB, OPA, and Civilian Defense, but also by such permanent agencies as the Treasury, the Federal Reserve Board and the War Department. Shortly after becoming administrator of the Veteran's Administration, General Bradley established a Survey's Division whose job it has been to study the veteran's knowledge of and reactions to their GI rights and to the services provided by VA. So also the United States Strategic Bombing Survey included a division whose job it was to survey civilian German and Japanese

morale.

In the field of sociological studies for policy and administrative uses, the success of such research as was carried on by the Committee on Food Habits of the National Research Council in solving war-time nutritional problems is well known. Another example is the community studies conducted in the War Relocation Authority's Japanese-American camps. These studies followed the development of community life under the new circumstances, the points of community tension and conflict, the reactions of the communities to new policies, the adjustments of the Japanese and Japanese-Americans after being released from the camps. Still another example was the psychological warfare research done jointly by Military Intelligence and the Office of War Information.

The above examples could be multiplied many times to show that during the last ten years such research has shown its usefulness in any operation where the handling of human beings is involved. Given the necessary resources in trained personnel and materials, social science can now provide highly reliable reports on the social 'weather' and can predict future social 'weather' with consistent accuracy. As the president of the Rockefeller Foundation, Raymond Fosdick, has recently observed, there is, unfortunately, a widespread misconception among educated people that everybody is competent to discuss sociological questions with authority, whereas "We need to realize that what is true of physics and biology is true in this area also. The same degree of special knowledge is involved."

Thus on the basis of the experience of comparable programs the usefulness of a SCAP program is not to be doubted. From this same experience, however, the degree of success will depend on: (a) the quality and numerical adequacy of the research staff; (b) its autonomy in technical matters; (c) the degree of contact between the research staff and the operators whom they are servicing; and (d) the amount of time that the research staff has to spend on purely administrat-

ive detail. Good research men try to get maximum returns at least cost, and this objective is not reached if studies are poorly planned or data are either inadequately collected or analyzed due to mediocre or numerically inadequate staff; or if the problems to be investigated, or the methods of presenting results are not the best due to poor liaison with the operators; or if the technical staff has to spend much of its time on housekeeping details.

With reference to (a) above, it cannot be too strongly emphasized that applied social science has developed during the last ten years a body of highly technical skills. Its special statistical procedures are an obvious example, particularly the development of statistical sampling. In the last few years it has become possible to place great reliance on cross-section sample studies of the United States containing fewer than 3,000 cases, which permit studies to be made at considerably less expense than was previously the case. Also highly developed is the technique of interviewing. The view of the ordinary man of affairs tends to be, "Some people have a knack for asking questions and some haven't." Much experience shows, however, that almost anyone can be trained to interview effectively and that even those with the greatest "knack" do better after training. An inspection of the interviewing manuals used by Dr. Likert's Program Survey's Division in the Department of Agriculture or by the National Opinion Research Center makes clear that a codified body of rules and principles of interviewing has been developed that compares in precision with many standard procedures for investigations in the laboratories of the natural sciences.

Specialists in these and other research skills must be provided in any sociological and public opinion research T/O and have been so provided in the one recommended in Part III of this memorandum.

B. SCAP needs with Reference to Sociological and Public Opinion Surveys:

The extent of the research program to be recommended depends on the needs of

SCAP. Hence a series of conferences were held with Section and Division chiefs to determine their interest in sociological and public opinion surveys and what problems they had which could be served by such research. From these discussions it is clear that considerable support for such a program is present in SCAP. The summary of these conferences follows:

1. CIE

A number of interesting and practicable suggestions were received from the program divisions of this Section. Mr. Don Brown (Chief, Information Division) proposed a study of a group of individuals who are communists as compared with a group of similar age, sex, economic, and regional origin who are not. He stated that his Division would also find useful a socio-psychological evaluation of characteristic Japanese statements about themselves such as "The Japanese are incapable of taking a middle course." For longer-range research he suggested a search for ways of applying checks to prevent "antagonistic acculturation" -- a swing-back or revulsion against things American after the Occupation forces are withdrawn. He also felt that a check upon Dr. Ruth Benedict's description of Japanese motivational structure might have some practical utility. Colonel Orr (Chief, Education Division) said that information on the place which teachers of various categories occupy in the total social structure of their communities would be helpful as a background for planning and could hardly be obtained by routine questioning of the teachers themselves. Another project suggested by the Education Division is one on war veterans - their attitudes towards and their adjustment to their community, and the attitudes of the community to them. Mr. Bunce (Chief, Religions Division) was eager to get facts on the informally expressed attitudes and behaviors of people in different sorts of communities to the directive abolishing State Shinto.

2. G-2 and CIS

Those to whom we talked in G-2 and CIS recognized the unrepresentativeness of

and uneven reliability of their information and would welcome supplementary data obtained under more normal circumstances. Concern was expressed over policies developed on insufficient knowledge of Japanese life.

3. Public Health and Welfare:

Col. Sams had a number of questions concerning Japanese reactions to his program, among them being: how much the Japanese people know about their rights under the new health and welfare laws; what their attitudes are towards their medical care, their doctors, nurses and hospitals; how much the dietary and sanitation habits of the people are changing; what the reaction of doctors and nurses is to their patients and to the SCAP medical program; what is the role of doctors in various types of Japanese community; how much and in what ways is community responsibility for community welfare problems changing. He said that present reporting channels are not adequate for his needs and expressed real interest in systematic, periodic data on how his program is affecting the grass roots. Similar interest was shown by Col. Johnson and other members of the Section.

4. Government:

General Whitney inquired generally about our objective and offered his encouragement and help. Our more detailed discussion was with Col. Kades and Col. Roest. They were very definite about needing such research and specified a number of critical problems: the unformalized working of Japanese local government down to the "tonarigumi" (neighborhood association) level; the psychological and cultural factors tending to aid or block decentralization; the actual effect of the purge on the life of the community; the nature and sources of new leaders; etc. The lack of data on such crucial government problems had already led one member of the Section to recommend a program of sociological studies.

5. Economic and Scientific:

Dr. Cohen and others of the Labor Division group feel very much in need of information on many important aspects of their work, for example: what do unions mean to the workers; what is the role of the labor leader; how democratic are these leaders and how can they be made more democratic; how much used, and how effectively presented are the worker education materials produced by SCAP; what is the real meaning of such Western concepts as "wages", "employment", "strike", in Japan. The Labor Division was concerned about the possibility of "missing the boat" in many ways because of the lack of understanding of Japanese thinking and Japanese institutional interrelationships.

Brigadier O'Brien and Dr. Kelly of the Scientific and Technical Division were, as members of the Occupation, very much in favor of systematically collected data on what is happening in Japan although their specific job does not require the type of research we would do except possibly for a special study of Japanese scientists' reactions to SCAP's scientific program.

It would have been profitable to see other Divisions of this Section, if time had allowed.

6. Natural Resources:

Col. Schenk and Dr. Ackerman expressed interest in sociological and public opinion surveys of any program dealing with the economy of food and raw materials production, for example: the patterns of thought and behavior concerning land rights and fishing rights and present attitudes towards these rights; the nature of formal and informal cooperative associations among farmers, fishermen and miners; the role of forestry and mining income in the economy of rural villages.

They also would like facts on how food is actually collected and distributed, and on the influence of agricultural experiment stations on the farmers - how

such and how experiment station information gets to the farmers. A further large field of studies concerns regional differences in the social structure and leadership hierarchy of rural communities, regional food and building materials differences, etc.

These problems strike at the center of policy-making for rural Japan.

Summary of SCAP Situation

We were greatly impressed by the universal recognition of the lack of systematically collected information and of the need for it. Although the primary long-time purpose of the Occupation is to alter Japanese life-ways so that Japan will become and remain a peaceful and cooperative member of the democratic family of nations, there exists at present no trustworthy means of assessing the progress toward this objective.

Study of the content of the Japanese press has a limited value toward this end, for much that appears has been directly or indirectly supplied by SCAP itself and much else is written not as an account of facts but as a means of influencing SCAP. The letters received by the Supreme Commander represent an unknown sample of Japanese public opinion. Analysis of intercepts and other activities carried on by G-2 have great usefulness; however, these activities are too specialized to provide a valid basis for over-all reports on the social weather in Japan. The observations of officers in the field with Military Government and tactical units are important, but such communications remain impressionistic and unstandardized.

These usual sources of intelligence and "public opinion" will become more meaningful to the extent that a reliable base-line exists for their interpretation, a context of Japanese opinions and action within which such fugitive materials can be placed. Such a base-line can only be provided by systematically collected data.

-4-

C. Knowledge of the Japanese Setting for such a Research Program

Since a research program of sociological and public opinion studies will involve a field staff, since the research will be done on a foreign people living under abnormal social conditions, and since considerable economies could be effected by the judicious use of Japanese national personnel, it was considered essential that as much time as possible be spent in appraising the Japanese setting and Japanese research resources. This was done for the most part by field trips, during which conferences were held with leading Japanese social scientists in a variety of institutions of higher learning, and discussions were arranged with members of the various military government teams. Observation of a wide variety of Japanese communities provided additional perspective on field situations. Certain items of use to a research program have been incorporated in the recommendations appearing in Part III. Nothing that we discovered would lead to any doubt as to the success of a field program of sociological or public opinion studies, provided the organization has direct technical channels and that adequate facilities for its work are provided.

III. RECOMMENDATIONS FOR IMPLEMENTATION

A. SUMMARY

1. An independent public opinion and sociological surveys division within CIE that would mobilize in an efficient, practical manner the fullest resources of contemporary sociology, anthropology, and public opinion studies to keep SCAP informed on changing social conditions in Japan, on the results of SCAP policies at the intimate, local level, and to carry out such "spot" assignments as CIE and SCAP needs dictate from time to time.

2. Responsibilities to the Chief, CIE, and to the rest of SCAP to be carefully specified in advance of setting up the Division; also adequate arrangements made for travel, equipment, and supply in the field. (Attention is invited to the excellent recommendations of Lt. Comdr. Moss and Mr. Burton Fisher, Chief of the Morale Division, USSBS, Japan (see Appendix A)).

3. A number of field stations to be established at various points in Japan, together with a central group in Tokyo where the data reported from these field stations would be analyzed and the proper communications to SCAP written. The selection of these field stations will require intensive study by those who know Japan intimately, on the one hand, and by statisticians, on the other. These field stations will be an integral part of the Division and will, in all technical matters, be responsible to and take orders only from the chief of the Division. Explicit and definite provision to be made for direct and unimpeded communication, including travel, between the Tokyo headquarters group and the field stations and between the field stations and the Tokyo headquarters group.

4. An all SCAP advisory committee to promote maximum usefulness and widest utilization of the research.

5. Professional personnel to be recruited, mainly in the United States,

by the Chief of the Division. Civil Service ratings must be such as to attract persons of better than average qualifications.

6. To avoid prohibitive expense, present Occupation personnel and Japanese nationals should be used in consultative capacities and to carry out certain of the more mechanical parts of the research operation. However, Japanese nationals would, with possible rare exceptions, have access only to isolated and fragmentary results of the research. The analysis of field data and the writing of reports will be done by allied personnel in Tokyo and will be accessible only to SCAP.

7. Present staff of Sociological and Public Opinion Unit, CIE, its files, and equipment to be available for assignment to new Division.

8. Plan A for Table of Organization to be regarded as minimal for first-rate effectiveness. Plan B is no more than a skeleton organization, to be adopted only if practical exigencies absolutely prevent the acceptance of Plan A.

B. General Considerations

1. A Combined Operation

It is recommended that continuing sociological studies of the field station communities be carried out as a joint operation with the spot public opinion surveys. There are many SCAP problems which can be enlightened only by continuing, day by day observation and participation in the life of a community by trained research personnel. Among such problems are the impact of war, defeat and occupation upon the class structure and leadership system of Japan, specifically the changed prestige position of the militarist class and their fundamental goals, the rise of the new moneyed classes operating outside

normal economic channels, the sources of new community leadership and the needs they represent, the effect of those class and leadership shifts on such basic services as education, health, welfare and religion, the effect of the weakening of traditional community controls exercised by family and neighborhood on personal behavior. Moreover such basic knowledge is indispensable to the discovery of key questions for public opinion surveys and to the interpretation of the opinions given by the Japanese people to survey questions. For, to be useful, Japanese opinion data must be interpreted in accord with Japanese premises and not misinterpreted through the conscious or unconscious use of American premises.

The combined operation will be much more economical than two separate operations. If each proposed field team is made up of persons with some sophistication in each approach, though specializing in one or the other, it will be possible to carry on both public opinion surveys and more intensive community studies of the selected areas. At times when a spot poll is requested in a hurry by SCAP it will be necessary to put all the resources of the field teams into the public opinion work. During other periods personnel will be free to devote all of their time to acquiring that intimate knowledge of a small area and that informal acquaintance with many people of different classes that will provide the kind of first-hand knowledge of a number of Japanese communities which SCAP now lacks. In the sociological work, observation and interviewing will be cumulative, and will supply a storehouse of information of immediate or potential use to many different Sections and Divisions. For example, in the course of routine note-taking on daily observations and interviews, field workers will inevitably accumulate much information on behavior and attitudes in regard to sanitation and other public health matters. Such notes may conveniently be made even in

the course of special projects devoted primarily to other topics on which an immediate report has been directed.

There are many challenging opportunities for the design of quasi-experimental investigations that will be most enlightening for planning and revision of SCAP policies. For example, the reaction to and effects of SCAP policies may be observed in communities where much, little, or no physical destruction has occurred, where there are few or many repatriates, where evacuation and mobility of population has been or continues to be maximal or minimal. Are democratic schools more easily established in a community that is finding a new equilibrium or in one where the continuity of life has been largely preserved? With varying degrees of disintegration of community life, what are the processes of personal interaction through which new leadership emerges? What regularities occur in the re-integration of community life and in the whole process of reconstruction, even under different situations?

2. Necessity for High Technical Competence

We are convinced that, within a budget that is modest from the point of view of other SCAP budgets, a program that will be highly useful both from the immediate and long-range objectives of SCAP can be carried out. We should like to insist most strongly, however, that the quality of professional personnel will be of even greater importance than in most undertakings. Training and experience in the most advanced methods of applied social science, imagination, maturity, adaptability—these are all essentials. Some of the top staff should have had experience in government work. At least part of the staff must have background in Japanese life and knowledge of the Japanese language. Fortunately, there are available in the United States a number of promising young social scientists who acquired, during the war, some knowledge of Japanese language, history, and culture and who are planning to specialize in the sociology or psychology of the

Far East. Since it is possible to have the degrees and paper qualifications and yet be utterly unsuited to carry out so exacting a job, we urgently recommend that the chief be appointed first and allowed to recruit his own staff by personal interviews in the United States. Civil Service ratings must be high enough to attract the really able people.

We recommend that after all or most of the professional staff have arrived in Japan that three to four weeks be devoted to training and discussions for the group as a whole. This delay will, we feel, pay rich dividends in more uniform and more efficient operations after the teams have separated to go to their different stations. It would probably also be in the interests of efficiency if personnel recruited in the field were brought to Tokyo for brief periods of training and indoctrination.

Once the operation is established, it will be important to maintain liaison with social scientists in the United States. This can be carried out through the personal contacts made by the Chief of the Division while recruiting his staff and by bringing consultants to Japan from time to time.

3. Use of Military and Japanese National Personnel

On grounds of expense, it is clear that fairly extensive use of military personnel and Japanese nationals will be required in subordinate and carefully supervised capacities.

The jobs that must or could be filled are:

(a) Japanese social scientists to abstract relevant publications in Japanese and to act as consultants on regions and special groups.

(b) field interviewers (bi-linguality almost essential)

(c) interpreters and translators

(d) statistical clerks, stenographers, coders, clerk-typists.

It is impossible to say at the moment exactly how many will be needed in each category, for much depends upon how many bi-lingual American personnel can

be recruited, how many Nisei can be obtained from military sources, how many bi-lingual Japanese with social science backgrounds will be available. However, estimated numbers required in each category are given on the proposed T/O which follows.

Due to the fact that these sources of personnel have already been worked over by other Occupation groups, it may take a high priority to obtain some needed types. Perhaps some time and ingenuity expended in recruiting bi-lingual personnal through Japanese universities would solve much of the difficulty so far as Japanese nationals are concerned.

If such personnel, or personnel which can be so trained, cannot be obtained from military and Japanese national sources, the cost of the research program in terms of additional War Department civilians, will, accordingly, increase.

C. Organization

(a) It is strongly recommended that Sociological and Public Opinion Surveys be established as a separate Division of CIE. The reasons are:

(1) the work to be performed will be very different in character from that carried out by the service units of the present Analysis and Research Division;

(2) Effective liaison with other Sections of SCAP will be facilitated if this is an independent Division;

(3) No man of sufficient competence will be attracted to head the operation unless he is offered his own Division.

(b) To promote the maximum usefulness and widest utilization of the research, it is recommended that a permanent all-SCAP advisory committee be created. This should include a representative from the Deputy Chief of Staff's office, from G-2, and the CIS, NSS, Public Health and Welfare, Government, and Natural Resources Sections of SCAP. The members of this committee would coordinate and present to the Division the needs of their organizations, might be called upon to advise on priorities if the demand exceeds the Division's facilities,

and would be encouraged to make suggestions concerning ways in which the reports might be more useful to operations.

Such a committee could also facilitate the research group's obtaining relevant information or temporary loan of personnel from other SCAP units.

(c) To promote the maximum efficiency and utilization of the professional staff it is strongly recommended that the Division be provided competent and adequate administrative staff.

(d) Table of Organization: Plan A (Recommended)

We consider this a minimal plan for first rate effectiveness. It has been the experience of government administrators that a well conceived and competently run program of this sort pays for itself in terms of better policies, better timing of policies and better presentation of policies to the public, but that false economy in restricting the top staff reduces seriously the value of the organization. This is so because there are certain specialties that must be provided: for example a statistician competent to handle scientific sampling, a field supervisor with experience in training interviewers and handling the many technical problems incident to a field operation, research specialists who have had experience serving policy-making operations, analysts who have the special skills required to handle public opinion data. In Plan A we have made provision for these specialists on a minimum cost basis for maximum research returns. It should be noted that the Headquarters' office not only will perform all the planning and analysis but will also handle the field work for the Tokyo area.

The T/O will be divided into the Headquarters office in Tokyo and the Field teams, and each of these will be divided into estimated War Department Civilian personnel and other personnel.

1. Headquarters' Office (Tokyo)
   Chief of Division - P-8.....$10,000

Ass't Chief in Charge of Public Opinion Studies - P-7			$10,000
Ass't Chief in Charge of Sociological Studies - P-7			10,000
Field Supervisor - P-6			
Statistician - P-6			8,878
Research Analysts and Statistical Supervisors	1	P-6	8,878
	2	P-5	46,270
	2	P-4	
	2	P-3	
Secretary CAF - 5			3,000
			$97,026

Administrative officer (Military) and necessary staff.
5 - 10 Japanese social scientists, bi-lingual if possible, to provide content material for planning and analysis.
5 - 10 Translators of written materials.
5 Interpreters (Military or Japanese).
10 Enlisted men as statistical clerks.
10 Japanese as statistical clerks.
4 Enlisted men as stenographers and clerk-typists.
3 Japanese as clerk-typists.
20 Military (bi-lingual) or Japanese national field workers (full and part time).

This Headquarters office will perform the following functions:

1. Maintain close liaison with SCAP
2. Plan studies
3. Pre-test forms to be used in the field
4. Recruit and train personnel
5. Supervise field teams
6. Conduct the field work in the Tokyo area
7. Analyze data
8. Write reports

It is recommended that the personnel of the present Sociological and Public Opinion Research Unit, CIAE, be made available to the Division and that such positions will be transferred to the Division as are necessary to effect the transfer of any one or more of these persons.

2. Ten Field Teams, each containing the following personnel:

Research Leader - P-5	$7,381
Ass't Research Leader - P-3	5,187
Interpreter	2,500 (average)
	$15,068

Japanese Social Scientists as required and available
1 - 2 Military or Japanese interpreters
10 - 15 Military (bi-lingual) or Japanese field workers, full and part time

5 Translators, full and part time
3 Enlisted men or Japanese Clerks

Under present plans, most of the Japanese national field workers would be part-time workers, used primarily for Public Opinion interviewing under close supervision. They would be drawn from such groups as college students or secondary school teachers. It is hoped that a minimum of 3 bi-lingual military personnel per station can be obtained. The functions performed by each field team will be as follows:

1. Conduct public opinion interviewing in its area as directed by Headquarters' Office.
2. Conduct continuing and special sociological observation and reporting in its area as directed by Headquarters' Office or as determined by the nature of the local situation.
3. Recruit and give additional training to Japanese national field workers.
4. Maintain liaison with Japanese social scientists in the area.
5. Maintain close liaison with the Headquarters' Office on all matters of concern to the research program.
6. Maintain liaison with the Occupation authorities in the local area.

Thus Plan A totals:	Headquarters	$ 97,026
	Field	150,680
		247,706

The following should be noted:

The small average allowance for interpreters in the field is premised upon the assumption that one or two interpreters could be supplied from military sources. It is also possible that a team might dispense with an interpreter if one or both social scientists spoke Japanese.

(c) Table of Organization: Plan B. (Skeleton Plan)

1. Headquarters Group (Tokyo)

Chief of Division, P-8	$10,000
Assistant Chief, P-7	10,000
Field Supervisor, P-6	8,678
Statistician, P-5	7,381

Analyst, P-5	$ 7,381
Analyst, P-4	6,127
Analyst, P-3	6,167
Secretary, GAF-5	3,600
	57,954

Military and Japanese National personnel same as Plan A.

2. Eight Field Teams:

8 Research Leaders, P-5	$59,052
8 Assistant Research Leaders, P-3	41,496
Interpreters	15,000
	115,548

Military and Japanese National personnel same as Plan A.

Thus Plan B totals:

Headquarters	$ 57,954
Field	115,548
	$173,502

File

091.1

Memorandum to Colonel Kades

Subject: Kluckhohn-Bowers Public Opinion-Sociologic Survey

Date: 5 February 1947

Government Section should concur in this excellent report.

Public Opinion surveys are vital to a proper understanding of the environment in which we operate. Present public opinion media, whether conducted by newspapers or by so-called "Institutes" are unscientific, unreliable and are frequently manipulated for propaganda purposes. We have no unbiassed sources of general information on conditions within Japan.

Appraisal of the effects of Occupation policies on Japanese morale are essential (1) for the safeguarding of Allied objectives, (2) for the discovery of discontent and (3) for the continuing improvement of Japanese-American relationships. Indications show that the warm acceptance of American suggestions hitherto noticed is beginning to cool. Such a survey would discover causes for such changes and would suggest remedies.

Since trained sociological personnel is already available for the initial operation of this suggested program, an organization may be set up within the present SCAP framework.

This study suggests an overall goal to be achieved. The organization should begin more modestly, with fewer field stations at the outset but with provision for more as need is demonstrated.

The cost as here set forth may seem high but as an off-set the savings to be gained from such a survey should be considered. These include the lowered cost of counter-intelligence that would be required, the reduction of crime, maladjustments and duplication of effort that would be effected, and the possible shortening of the period of Occupation that would result. The cost here set forth, it must also be remembered, is the maximum cost of a program operating at full strength--a contingency that would not occur unless the program had already demonstrated its value.

3

Harry Emerson Wildes

HARRY EMERSON WILDES

CONFIDENTIAL

09.15

CS/CLK/AEE/RAB/mh

Conduct of Public Opinion Surveys
by Government Agencies

GS CI&E 15 Jan 47
Mr. Don Brown

1

1. Recently two instances of the unwarranted use of government agencies in the canvassing of public opinion have come to the attention of Government Section.

2. CCD intercept JP/OSA/35873 refers to the creation of a Kyushu Public Opinion Institute, under the administration of the Cabinet Investigation Section. This agency of the central government, with headquarters in Fukuoka and branch offices in the main cities of the island, is to survey and report on public opinion in Kyushu.

CCD intercept JP/FUK/13813 is a report made by the Shiga Prefectural Police Chief on a survey of so-called representative citizens for the expression of opinion on General Strikes. These opinions, largely antagonistic to labor, were reported to the Home Ministry, the Police Chiefs of neighboring prefectures, and other Police Chiefs in Shiga-ken.

3. The reputation of the Japanese police, as instruments for the official repression of popular thought and expression renders the police, and the Home Ministry in general, peculiarly unfit for the conduct of public opinion surveys on any subject. In view of the present Government's attitude toward political activity on the part of labor unions, a police investigation into public attitudes toward General Strikes carries with it a dangerous resemblance to the old thought control.

4. Government Section understands that in June of 1946, CIAE gave oral instructions to the Japanese Government that no agency of that Government was to engage in public opinion surveys, samplings, or polling activity of any kind unless specifically authorized to do so by SCAP. The two instances cited seem to be in direct contravention to those instructions. These intercepts (Tab A) are referred to CIAE for investigation and appropriate action. Government Section has a strong secondary interest in the matter and requests to be informed of action taken.

2 Incls
CCD intercept JP/OSA/35873
CCD intercept JP/FUK/13813

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1K
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RBE

CS FILES

2

CONFIDENTIAL

Pub Opinion (Japan Affairs)

EDITORIAL - Tokyo Mainichi Shimbun, 9 December

Pub Opinion

JAPAN MUST BE REJUVENATED

While the Diet has been discussing the war-crimes problem haphazardly, MacArthur's Headquarters has proceeded with the arrest of suspects. Prominent members from all circles of society and all walks of life have been attempting to vindicate themselves, but their pleas have proved to be of no avail. We Japanese must cease such behaviour that reveals the scandalous state of our nation after defeat. We must choose our own destiny with serious self-examination.

It would be difficult to determine the scope of responsibility for the war and the personalities involved, or the period during which one could be classed as a war criminal. Our nation cannot agree with the United States in its judgment of war criminals. There are many men who have not been apprehended whom we feel should be so judged. In the final analysis, the true war criminals can only be judged by the people themselves. This too would be very difficult, for the very words "war criminals" are instilled in the minds of all the people.

In determing the war responsibility, many arguments arise. The question is who should be guilty, those who were responsible for the war, those who caused our defeat in the war, or should we revert back to the period prior to the Great East Asia War or go back even farther and ask the same question? If the term "war criminals" is to be applied only to the leaders who have led us into this disastrous condition, indifferent bystanders must also be responsible. The people who made no effort to save our nation from this disastrous situation are equally responsible.

Military and other governmental leaders as well as members of the Diet shirked their duties and therefore should they not also be classed as war criminals? The present government officials in important positions cannot definitely say that they were free from having a hand in steering the country into its present position. In this respect, many years the people have installed incompetent men in the national and local governmental offices, and thus they too must share the responsibility.

At this time we are not trying to judge where the responsibility for the present condition lies. We are merely attempting to clarify how the responsibility should be determined, especially among the people who occupied important positions of national leadership. In regard to this, it is of primary importance that those judged to have infringed upon the national law, or even those judged not to have infringed upon the law but who were morally responsible for the war, should

be dismissed from their posts and never be permitted to return to any position of importance in the future. It should be our aim to bar forever from government service anyone who was in this controlling clique in the past.

There are probably some people among these who have not been guilty of any such acts. However, it is indispensable that these men resign at their own discretion and permit men with new and fresher ideas to take their places. It is natural for some of them to reply that they can change their ideas and can ably handle their work due to their past experiences. However, although subjectively one may believe that his ideas have changed completely, objectively time hardened ideals can hardly be changed overnight and quickly adapted to cope with the problems of the present era.

The history of politics and the government shows that as the result of the constant increase in the ages of the leaders of our nation since the Meiji Restoration, they have been unable to meet the swift pace of the present situation. Look for example at the steady increase of the average age of the members of the House of Representatives. The results of the first general election of the House of Representatives in 1891 shows that the average age of the members was 42 years of age. By the 13th general election the average age had increased to 50 years and after the recent 21st general election it had increased even more to 54 years of age. In recent times new faces have appeared among the members and yet the average age persists in increasing. This is due to the increase in the rate of re-elections with each general election. The older members thus strengthen their influence among the other members because of their years in office. Thus the average age of this group will undoubtedly go on increasing. To have permitted such a condition to continue until now can only be attributed to the conservative trait which has been permitted to permeate through the entire nation.

Now the people are awakening. The populace is unconsciously sensing the absolute necessity for the rejuvenation of its leaders in the reorganization of our country. This necessity must be acknowledged by all, even if it be the method for solving the problem of war responsibility as mentioned above. We must discount any needless fears in delegating the nation's responsibility to younger men at this time. It has been just such fears that have retarded the advancement of our national society and caused us to miss the opportunity for reform.

Our disastrous defeat in this war is incidentally affording us this gleam of hope. Let us not forget it.

Remarks of Miss June Alden, received 24 May 1949.

Opinions of Japanese Election officials and Leaders of the Major Political Parties Regarding the Election Laws

The prefectures covered in this report are Kyoto, Hyogo, Hiroshima, Shimane and Osaka. Separate discussions were held with representatives of the prefectural election committees, and officials of the local government concerned with elections, and with leaders of the four major political parties, the Democratic Liberals, the Democrats, the Socialists and the Communists. This report represents a consensus of the views expressed by these leaders.

SUMMARY

Discussions with election officials and party leaders led to the following general conclusions: 1. the election campaign law did not provide for adequate publicity for the campaign and as a result the voters did not have available to them sufficient information on candidates or issues; 2. the responsibility for the supervision of the campaign rested primarily with the local government officials rather than with the prefectural election committee; 3. the financial burden on prefectural and local governments to supplement the funds provided by the national government accentuated the already critical problem of local government finances; 4. the campaign law in effect made it difficult for political parties to be of any assistance to their candidates, the burden of the campaign resting on the candidate as opposed to the party; 5. there was general agreement that a check-off ballot was administratively feasible and also that it was desirable; 6. there was no agreement on changes in the size of the electoral districts or the representation from each district.

Campaign Speeches.

The election campaign law provided for three types of campaign speeches - competitive speech meetings, private speech meetings and street speeches. As regards competitive speeches the political party leaders and election officials approved of this campaign medium, but suggested that the number of such speeches should be increased in order that the candidate could reach a larger number of voters in the district and that the time for the individual speeches be increased in order to permit a fuller expression of the candidate's views. Some of the political leaders did not think that the competitive speeches helped their candidates, but they conceded that the popularity of this type of meeting warranted an increase in the number of competitive speeches. Some of the party leaders complained that the audience was composed largely of partisan supporters who heckled the opposing speakers and applauded their own candidate creating disorder and giving the impression to the audience in general that the particular candidate had a large popular following.

The provision of the law relating to the private speech meeting drew the most criticism from the various party leaders and officials interviewed. There was no party line on the suggested changes in the regulations regarding private speech meetings. The majority of those interviewed, regardless of party affiliation, favored an increase in the number of private speech meetings

authorized, and a number of leaders supported the proposal that the number of private meetings should be unlimited. A minority (the Democrats in Kyoto, the Democratic Liberals in Kyoto and the Socialists in Hiroshima) favored the elimination of all private speech meetings. There was agreement that there was not adequate publicity by the election committees as to the time and place of such meetings. In one prefecture (Hyogo), for example, the committee put up only an average of 10 posters announcing the holding of each private speech meeting. In addition the parties complained that the posters drafted by the election committee lacked imagination and were too much alike. The parties and officials were in favor of turning over to the political parties and candidates the responsibility for making their own arrangements for private speech meetings and all the publicity attendant upon such meetings. One suggestion was made to the effect that the parties should be responsible for all the arrangements for private meetings with the election committee continuing to pay the expenses. The selection of the place for the private meetings by the committee was the subject of universal criticism. The committees selected public buildings, usually schools, which were often located in inaccessable places or in areas away from the center of a party's potential audience. There was general agreement that private speech meetings should not require the presence of the candidates, nor for that matter should street speeches require a candidate to be present.

The provisions in the election campaign law relating to the number of times a representative of a candidate could speak for the candidate were the subject of considerable criticism by the various party leaders and election officials. There was general agreement that the representatives of a candidate should be permitted to speak more often without his presence. It was obvious that in some cases this criticism stemmed from the poor showing made by some candidates in speech meetings and the fact that the party would have been able to provide more effective speakers. In other cases the criticism was based on the fact that if more people had been able to deliver speeches, without the presence of the candidate, more voters would have been reached and the electorate would have been better acquainted with the policies of the various parties. In addition, as one Democratic party official stated, speeches are the principle weapon of a candidate and a party that lacks extensive financial support.

The Election Committees.

The Prefectural Election Committees are responsible for the supervision of the election in each prefecture, and they in turn supervise and direct the work of subordinate committees in the cities and towns within their jurisdiction. The prefectural election committee is assisted by a secretariat and in the case of all prefectures visited this secretariat was drawn from the regular staff of the General Affairs Department and/or the Local Affairs Section of the prefectural government. The members of the secretariat served concurrently.

In actual fact the secretariat ran the election in most instances, although there was some variation in the degree to which the election committee participated in the supervision of the election depending on the personality of the committee chairman. Also the degree to which the secretariat sought the guidance of or

consulted with the committee varied from the extreme in which the secretariat took complete responsibility for the election at the suggestion of the election committee, to the case where the committee did take general responsibility for the formulation of policy leaving the implementation to the secretariat. Where the committee was at all active the question of the budgeting and expending of election funds was a bone of contention between the committee and the local government as represented by the committee secretariat. In two prefectures the election committee complained that it had no control over the financial aspects of the election, that the committee was ignored in making the original estimates of funds needed for the election, that the committee was without influence in determining how the funds received from the national government should be expended, and that in actual fact the suggestions of the committee on such matters as the putting out of publicity materials concerning the election were rejected by the local government officials on the basis of insufficient funds. One Election Committee chairman pointed out that if it is the intention of the law to establish an election committee to supervise the campaign and the election which is independent of the local and national government, then it is essential that the committee have a role in the determination of how the election funds are to be spent.

Another aspect of the financial problem is that of local governments supplementing the funds allotted by the national government for the election. In all cases there was a complaint that not enough money was provided for the election and in all cases the money spent on the election exceeded the amount received from the national government. Whether or not this was primarily due to inadequate funds or whether it should be attributed to poor management on the part of local election officials is not immediately evident. It would appear, however, that there was not sufficient money allocated by the national government to provide adequate campaign services. In the case of a prefecture like Osaka, the prefectural, city and town governments contributed 13.5 million yen to finance the House of Representatives election over and above that allotted by the national government. In other prefectures the money expended from local funds was less in total, but proportionately high in terms of the economy of the prefecture. One election official suggested that instead of allotting money to the prefectures on the basis of population, that it would be better to allocate the money on the basis of polling places. He pointed out that a city of 200,000 people concentrated in a relatively small area would require fewer polling places than a city of the same population that was spread out over considerable distance where more polling places would be required in proportion to the population. This official is assuming that the total amount allotted by the national treasury for the election was adequate and that it was the distribution of the funds by the national committee that was the cause of the shortage of funds in his prefecture.

Party leaders and election officials showed considerable understanding, of, even if they did not always agree with, the basic need for economizing in election expenditures both in terms of public funds expended and the amount of money a candidate and party were permitted to spend on the election. On the other hand, it was pointed out that there is a point beyond which a cheap election is in fact a delusion. Too drastic limitations on campaign expenditures, whether or private funds, tends to encourage rather than discourage the spending of money outside the provisions of the law. On the basis of the information

obtained in the prefectures visited, it appears that the majority of the candidates spent considerably more than the legal limit, and that because outlets for the spending of money were severely limited this money went into channels which did not afford the voters as a whole any opportunity to learn more about candidates and parties. For example, parties and candidates could not put up posters, distribute handbills, etc., where they might actually exceed their authorized campaign expenditures by putting out very elaborate campaign materials, or by distributing more than the quantity permitted. If this had been the case, as it has been in past elections, the voter would at least have received some benefits from the increased publicity. Instead as the campaign progressed it became obvious to most candidates that they were not getting adequate publicity through the authorized channels and therefore they sought to increase their chances of being elected by distributing money where it would do the most good and would be the least conspicuous. It is recognized, of course, that bribery in any one of many forms has been prevalent in past Japanese elections and that it is very difficult to control this type of activity, but at the same time it is possible that the absence of sufficient outlets for campaign propaganda made the distribution of money more of a necessity than usual.

Funds for the Public Managed Campaign.

The problem of providing more funds for the public managed election campaign was a subject of frequent discussion with party leaders and election officials. The easiest and most common solution was to suggest that the national government put up more money for the election. Barring this possibility, and assuming the need for more funds for election campaigns there was a division of opinion as to whether the candidates should be required to give more money to the election committee for their campaign, or whether the public managed campaign should be limited in scope and, the parties and candidates allowed to participate more freely in the campaign. All groups realized that to require more money from each candidate would eliminate many good candidates from the competition. One interesting suggestion was advanced by the election officials in Osaka. They suggested that each candidate be required to put up a total of 50,000 yen for his public managed campaign and that the guarantee bond as such be eliminated. At the present time the candidate is required to put up 20,000 yen for his public managed campaign and 30,000 yen as a guarantee bond, but the 30,000 yen is returned to him after the election if he receives more than a specified number of votes. While the deposit of 50,000 yen with the election committee for the campaign would be in reality an increase in the amount of money the candidate was required to furnish for his campaign, since no portion of it would be returnable, the suggestion that the guarantee bond is no longer necessary is worth consideration. It was the contention of the election officials that the purpose of the guarantee bond, which was originally instituted to discourage irresponsible candidates with no chance of being elected from competing, was in effect accomplished by the requirement that a candidate contribute 20,000 yen to the government for his public managed campaign.

Political Party Activity in the Campaign.

In almost all cases the political party leaders stated that their party was unable to assist its candidates in the election campaign even to the extent

they had assisted them in previous years. The Communist party constituted the main exception to this, although even this party desired a relaxation of the restrictions on party activities. The only other exception was in the case of the Democratic Liberal party in two prefectures where the party organization had been strengthened as compated to 1947 when it was extremely weak.

With the exception of the Communists, political parties do not, and have never, rendered any financial assistance to their candidates to meet campaign expenses. In the past the parties have been moderately active in assisting their candidates by providing speakers, holding party rallies, putting out general party publicity, and similar activities. Either as a result of the provisions of the campaign law, or as a result of the interpretation of these provisions, the parties were for the most part inactive in the campaign. In the past the elections have provided an occasional and much needed stimulus to party organization, and serve as a means of building up party organization. Moreover, the Japanese voter is inclined to consider the candidate more important than the party, and the absence of party activity in this election campaign only served to reinforce the importance of the candidate as an individual and the relative unimportance of the party in the minds of the voter.

Other Aspects of the Campaign Law.

There was general agreement that the provisions of the campaign law relating to the role of the press in the campaign should be relaxed. The party leaders and election officials also recommended that the newspaper advertisement for each candidate be placed in a newspaper of the candidates own choosing. House-to-house canvassing of voters was generally disapproved, but there were several complaints that the interpretations of the law prohibited a candidate from soliciting friends and acquaintances whom he met on the streets. The election officials and several party leaders in Osaka suggested an increase in the mailing privileges from the present 1,000 postcards to the former 10,000.

In Osaka one party pointed out that the distribution of candidates biographies by the election committee was made only three days before the election and that this did not allow sufficient time for the voter to study this material. This party leader suggested that the distribution should be made earlier in the campaign, and if the period during which a candidate could register his candidacy was reduced to the first five days of the campaign the biographical material could be distributed earlier.

The election officials, with the exception of those in Shimane, favored the introduction of a check-off ballot, that is a ballot which lists the candidates names and requires the voter only to mark the name of the candidate he wishes to vote for. The election officials considered that this type of ballot would reduce the number of invalid ballots, would make ballot counting easier, and would make it easier for the voter to cast his ballot. While the Shimane election officials agreed that a check-off ballot would reduce the number of invalid votes they contended that the people would not understand how to use this type of ballot, whereas they had had long experience with the write-in ballot. All of the election officials agreed that it would be administratively possible to print up the ballots and distribute them prior to

the election providing the period during which a candidate could register his candidacy was reduced to about the first five days of the campaign. The election officials pointed out that in actual practice most candidates register their candidacy during the opening days of the campaign. Some questions were raised as to how to meet such problems as the withdrawal of candidates and the changes in party affiliation of candidates after the ballots had been printed. As to the withdrawal of candidates the election officials thought that the only way to meet this problem was to delete the candidates name from all the ballots, but at the same time they suggested that no refunds of guarantee bond or campaign funds deposited with the committee be made for any reason after a candidate has notified the committee of his candidacy. The second problem that of the changes in party affiliation of candidates after registration was more difficult to solve. The best suggestion made was that the responsibility for designation of official party candidates rest with the parties and not with the candidates. In this way the various officials thought there would be fewer cases of changes in party affiliation.

The majority of the political party leaders favored the introduction of a check-off ballot. It was pointed out by several party leaders that the check-off ballot should list the candidates name in both Japanese characters and phonetic script, and that a sample ballot should be distributed prior to the election to acquaint the voters with its use.

Size of the Electoral Districts.

On the question of the size of the electoral district there was no agreement among the party leaders and election officials. The NLP maintained the most consistent attitude in favor of a small, single-member electoral district. Among the other party leaders and election officials the most frequent opinion was expressed in favor of the present electoral district system. The reason advanced for this was that the small districts would encourage bribery and gerrymandering. Some thought the single-member district would help the communists. The Communists were in favor of a large electoral district system, and barring that they preferred the present system.

Miss Jane Alden's Remarks brought in 24 May 1949.

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SUMMARY

Discussions with election officials and party leaders led to the following general conclusions: 1. the election campaign law did not provide for adequate publicity for the campaign and as a result the voters did not have available to them sufficient information on candidates or issues; 2. the responsibility for the supervision of the campaign rested primarily with the local government officials rather than with the prefectural election committee; 3. the financial burden on prefectural and local governments to supplement the funds provided by the national government accentuated the already critical problem of local government finances; 4. the campaign law in effect made it difficult for political parties to be of any assistance to their candidates, the burden of the campaign resting on the candidate himself, thus further emphasizing the importance of the candidate as opposed to the party; 5. there was general agreement that a check-off ballot was administratively feasible and also that it was desirable; 6. there was no agreement on changes in the size of the electoral districts or the representation from each district.

Campaign Speeches.

The election campaign law provided for three types of campaign speeches - competitive speech meetings, private speech meetings and street speeches. As regards competitive speeches the political party leaders and election officials approved of this campaign medium, but suggested that the number of such speeches should be increased in order that the candidate could reach a larger number of voters in the district and that the

time for the individual speeches be increased in order to permit a fuller expression of the candidate's views. Some of the political leaders did not think that the competitive speeches helped their candidates, but they conceded that the popularity of this type of meeting warranted an increase in the number of competitive speeches. Some of the party leaders complained that the audience was composed largely of partisan supporters who heckled the opposing speakers and applauded their own candidate creating disorder and giving the impression to the audience in general that the particular candidate had a large popular following.

The provision of the law relating to the private speech meeting drew the most criticism from the various party leaders and officials interviewed. There was no party line on the suggested changes in the regulations regarding private speech meetings. The majority of those interviewed, regardless of party affiliation, favored an increase in the number of private speech meetings authorized, and a number of leaders supported the proposal that the number of private meetings should be unlimited. A minority (the Democrats in Kyoto, the Democratic Liberals in Kyoto and the Socialists in Hiroshima) favored the elimination of all private speech meetings. There was agreement that there was not adequate publicity by the election committees as to the time and place of such meetings. In one prefecture (Hyogo), for example, the committee put up only an average of 10 posters announcing the holding of each private speech meeting. In addition the parties complained that the posters drafted by the election committee lacked imagination and were too much alike. The parties and officials were in favor of turning over to the political parties and candidates the responsibility for making their own arrangements for private speech meetings and all the publicity attendent upon such meetings. One suggestion was made to the effect that the parties should be responsible for all the arrangements for private meetings with the election committee continuing to pay the expenses. The selection of the place for the private meetings by the committee was the subject of universal criticism. The committees selected public buildings, usually schools, which were often located in inaccessable places or in areas away from the center of a party's potential audience. There was general agreement that private speech meetings should not require the presence of the candidates, nor for that matter should street speeches require a candidate to be present.

The provisions in the election campaign law relating to the number of times a representative of a candidate could speak for the candidate were the subject of considerable criticism by the various party leaders and election officials. There was general agreement that the representatives of a candidate should be permitted to speak more often without his presence. It was obvious that in some cases this criticism stemmed from the poor showing made by some candidates in speech meetings and the fact that the party would have been able to provide more effective speakers. In other cases the criticism was based on the fact that if more people had been able to deliver speeches, without the presence of the candidate, more voters would have been reached and the electorate would have been better acquainted with the policies of the various parties. In addition, as one Democratic Party official stated, speeches are the principle weapon of a candidate and a party that lacks extensive financial support.

The Election Committees.

The Prefectural Election Committees are responsible for the supervision of the election in each prefecture, and they in turn supervise and direct the work of subordinate committees in the cities and towns within their jurisdiction. The prefectural election committee is assisted by a secretariat and in the case of all prefectures visited this secretariat was drawn from the regular staff of the General Affairs Department and/or the local Affairs Section of the prefectural government. The members of the secretariat served concurrently.

Bad

In actual fact the secretariat ran the elections in most instances, although there was some variation in the degree to which the election committee participated in the supervision of the election depending on the personality of the committee chairman. Also the degree to which the secretariat sought the guidance of or consulted with the committee varied from the extreme in which the secretariat took complete responsibility for the election at the suggestion of the election committee, to the case where the committee did take general responsibility for the formulation of policy leaving the implementation to the secretariat. Where the committee was at all active the question of the budgeting and expending of election funds was a bone of contention between the committee and the local government as represented by the committee secretariat. In two prefectures the election committee complained that it had no control over the financial aspects of the election, that the committee was ignored in making the original estimates of funds needed for the election, that the committee was without influence in determining how the funds received from the national government should be expended, and that in actual fact the suggestions of the committee on such matters as the putting out of publicity materials concerning the election were rejected by the local government officials on the basis of insufficient funds. One Election Committee chairman pointed out that if it is the intention of the law to establish an election committee to supervise the campaign and the election which is independent of the local and national government, then it is essential that the committee have a role in the determination of how the election funds are to be spent.

Another aspect of the financial problem is that of local governments supplementing the funds allotted by the national government for the election. In all cases there was a complaint that not enough money was provided for the election and in all cases the money spent on the election exceeded the amount received from the national government. Whether or not this was primarily due to inadequate funds or whether it should be attributed to poor management on the part of local election officials is not immediately evident. It would appear, however, that there was not sufficient money allocated by the national government to provide adequate campaign services. In the case of a prefecture like Osaka, the

prefectural, city and town governments contributed 13.5 million yen to finance the House of Representatives election over and above that allotted by the national government. In other prefectures the money expended from local funds was less in total, but proportionately high in terms of the economy of the prefecture. One election official suggested that instead of allotting money to the prefectures on the basis of population, that it would be better to allocate the money on the basis of polling places. He pointed out that a city of 300,000 people concentrated in a relatively small area would require fewer polling places than a city of the same population that was spread out over considerable distance where more polling places would be required in proportion to the population. This official is assuming that the total amount allotted by the national treasury for the election was adequate and that it was the distribution of the funds by the national committee that was the cause of the shortage of funds in his prefecture.

Party leaders and election officials showed considerable understanding, of, even if they did not always agree with, the basic need for economizing in election expenditures both in terms of public funds expended and the amount of money a candidate and party were permitted to spend on the election. On the other hand, it was pointed out that there is a point beyond which a cheap election is in fact a delusion. Too drastic limitations on campaign expenditures, whether public or private funds, tends to encourage rather than discourage the spending of money outside the provisions of the law. On the basis of the information obtained in the prefectures visited, it appears that the majority of the candidates spent considerably more then the legal limit, and that because outlets for the spending of money were severely limited this money went into channels which did not afford the voters as a whole any opportunity to learn more about candidates and parties. For example, parties and candidates could not put up posters, distribute handbills, etc., where they might actually exceed their authorized campaign expenditures by putting out very elaborate campaign materials, or by distributing more than the quantity permitted. If this had been the case, as it has been in past elections, the voter would at least have received some benefits from the increased publicity. Instead as the campaign progressed it became obvious to most candidates that they were not getting adequate publicity through the authorized channels and therefore they sought to increase their chances of being elected by distributing money where it would do the most good and would be the least conspicuous. It is recognized, of course, that bribery in any one of many forms has been prevalent in past Japanese elections and that it is very difficult to control this type of activity, but at the same time it is possible that the absence of sufficient outlets for campaign propaganda made the distribution of money more of a necessity than usual.

Funds for the Public Managed Campaign.

The problem of providing more funds for the public managed election campaign was a subject of frequent discussion with party leaders and election officials. The easiest and most common solution was to suggest that the national government put up more money for the election. Barring this possibility, and assuming the need for more funds for election campaign there was a division of opinion as to whether the candidates should be required to give more money to the election committee for their campaign, or whether the public managed campaign should be limited

in scope and, the parties and candidates allowed to participate more freely in the campaign. All groups realized that to require more money from each candidate would eliminate many good candidates from the competition. One interesting suggestion was advanced by the election officials in Osaka. They suggested that each candidate be required to put up a total of 50,000 yen for his public managed campaign and that the guarantee bond as such be eliminated. At the present time the candidate is required to put up 20,000 yen for his public managed campaign and 30,000 yen as a guarantee bond, but the 30,000 yen is returned to him after the election if he receives more than a specified number of votes. While the deposit of 50,000 yen with the election committee for the campaign would be in reality an increase in the amount of money the candidate was required to furnish for his campaign, since no portion of it would be returnable, the suggestion that the guarantee bond is no longer necessary is worth consideration. It was the contention of the election officials that the purpose of the guarantee bond, which was originally instituted to discourage irresponsible candidates with no chance of being elected from competing, was in effect accomplished by the requirement that a candidate contribute 20,000 yen to the government for his public managed campaign.

Political Party Activity in the Campaign.

In almost all cases the political party leaders stated that their party was unable to assist its candidates in the election campaign even to the extent they had assisted them in previous years. The Communist Party constituted the main exception to this, although even this party desired a relaxation of the restrictions on party activities. The only other exception was in the case of the Democratic Liberal Party in two prefectures where the party organization had been strengthened as compared to 1947 when it was extremely weak.

With the exception of the Communists, political parties do not, and have never, rendered any financial assistance to their candidates to meet campaign expenses. In the past the parties have been moderately active in assisting their candidates by providing speakers, holding party rallies, putting out general party publicity, and similar activities. Either as a result of the provisions of the campaign law, or as a result of the interpretation of these provisions, the parties were for the most part inactive in the campaign. In the past the elections have provided an occasional and much needed stimulus to party organization, and serve as a means of building up party organization. Moreover, the Japanese voter is inclined to consider the candidate more important than the party, and the absence of party activity in this election campaign only served to reinforce the importance of the candidate as an individual and the relative unimportance of the party in the minds of the voter.

Other Aspects of the Campaign Law.

There was general agreement that the provisions of the campaign law relating to the role of the press in the campaign should be relaxed. The party leaders and election officials also recommended that the newspaper advertisement for each candidate be placed in a newspaper of the candidates own choosing. House-to-house canvassing of voters was generally disapproved, but there were several complaints that the interpretations of the law prohibited a candidate from soliciting friends and acquaintances whom he met on the streets. The election officials and several party leaders in Osaka suggested an increased in the mailing privileges from the present 1,000 postcards to the former 10,000.

In Osaka one party pointed out that the distribution of candidates biographies by the election committee was made only three days before the election and that this did not allow sufficient time for the voter to study this material. This party leader suggested that the distribution should be made earlier in the campaign, and if the period during which a candidate could register his candidacy was reduced to the first five days of the campaign the biographical material could be distributed earlier.

Check-off Ballot.

The election officials, with the exception of those in Shimane, favored the introduction of a check-off ballot, that is a ballot which lists the candidates names and requires the voter only to mark the name of the candidate he wishes to vote for. The election officials considered that this type of ballot would reduce the number of invalid ballots, would make ballot counting easier, and would make it easier for the voter to cast his ballot. While the Shimane election officials agreed that a check-off ballot would reduce the number of invalid votes they contended that the people would not understand how to use this type of ballot, whereas they had had long experience with the write-in ballot. All of the election officials agreed that it would be administratively possible to print up the ballots and distribute them prior to the election providing the period during which a candidate could register his candidacy was reduced to about the first five days of the campaign. The election officials pointed out that in actual practice most candidates register their candidacy during the opening days of the campaign. Some questions were raised as to how to meet such problems as the withdrawal of candidates and the changes in party affiliation of candidates after the ballots had been printed. As to the withdrawal of candidates the election officials thought that the only way to meet this problem was to delete the candidates name from all the ballots, but at the same time they suggested that no refunds of guarantee bond or campaign funds deposited with the committee be made for any reason after a candidate has notified the committee of his candidacy. The second problem that of the changes in party affiliation of candidates after registration was more difficult to solve. The best suggestion made was that the responsibility for designation of official party candidates rest with the parties and not with the candidates. In this way the various officials thought there would be fewer cases of changes in party affiliation.

The majority of the political party leaders favored the introduction of a check-off ballot. It was pointed out by several party leaders that the check-off ballot should list the candidates name in both Japanese characters and phonetic script, and that a sample ballot should be distributed prior to the election to acquaint the voters with its use.

Size of the Electoral Districts.

On the question of the size of the electoral district there was no agreement among the party leaders and election officials. The DLP maintained the most consistent attitude in favor of a small, single-member electoral district. Among the other party leaders and election officials the most frequent opinion was expressed in favor of the present electoral district system. The reason advanced for this was that the small districts would encourage bribery and gerrymandering. Some thought the single-member district would help the communists, others thought it would be to the disadvantage of the communists. The Communists were in favor of a large electoral district system, and barring that they preferred the present system.

LEGAL AND GOVERNMENT DIVISION
INTRA-OFFICE ROUTING SLIP

TO:

Col Link 5 to C.G.T.

Mr. McLean ~~5~~

Mr. Tilton 1 C.G.T.

Miss Burke 4 cards

Mr. Porter 2 H&S

Secretaries

Mr. Nolan 3 Mine.

Col. Parrella 6

REMARKS: ~~For Approval & Signature~~ #6 File Elections

Please return to Howard to Porter

August 10, 1948

From: Governor of Kumamoto Prefecture.

TO : Lt. Col. Witmer, Commander of Kumamoto Military Government Office.

Subject: Report on the Result of the Study Made on the National Government Agencies.

We beg to report on the result of the study made on the national government agencies operating in Kumamoto Prefecture as of enclosure.

SABURO SAKURAI

Governor of Kumamoto Prefecture.

In connection with the problem of re-organization or abolition of various branches and agencies of the central government, I beg to lay before you my opinions thereof as a perfectural governor.

1. Prefectural governors were elected last April by the whole citizens of each prefecture, ad their responsibility was strengthened among others in the following points:

a. To establish local finance securely.

b. To set up local autonomy firmly.

2. Abolition of various branches and agencies of the central government as a way of establishing local finance securely will render no direct financial advantage to a prefecture. But the central government will be enabled to save enormous sum for the nation as a whole by transferring those businesses to prefectural governors, although necessary expenses will have to be given to them. This is because at present both those detached organs and prefectural governors are working, say, in duplicate.

Suppose, for example, the difference between national taxes and local taxes be abolished, and taxes be collected solely by prefectural governors and a portion of them sent to the central government, this will eliminate the necessity of prefectures' depending on the central government and effect to consolidate local finance soon.

3. While the responsibility of prefectural governors -- who were elected by their respective prefectural citizens -- to promote agriculture, commence and industry in their prefectures was strengthened, their competence to distribute materials and commodities most adequately for local situations for the very purpose of promoting agriculture and industry was, on the contrary, deprived of by various branches and agencies of the central government. This is, we are explained, because prefectural governors are no longer officials of the central government! In reality, however, the task of prefectural governors is for the greater part the task of the task of the central government itself. Works given to those detached organs are the parts most convinient to get hold of administrative power, taken away from prefectural governors by the central government. To illustrate this, work such as collection of main food-stuffs, which is one of the most laborious tasks of the central government, is still left in the hands of prefectural governors.

4. Speaking from the standpoint of nationals, as works hitherto exercised by prefectural governors were made to be connected with both prefectural governors and the detached organs, business procedures became complicated causing great delay in time, to nationals' extreme inconviniences.

5. In view of the above reasons, I beg to set forth hereunder my opinions as to each of the branches and agencies of the central government.

INVESTIGATION ON NATIONAL GOVERNMENT AGENCIES OPERATING IN THE PREFECTURE

Kumamoto Farm Land Office

Affiliation : Ministry of Agriculture & Forestry

Date of establishment : Nov. 6, 1946

Functions : Special measures for establishment of yeomanry system; reasjustment of farm land and readjustment of persons who return to farming and persons who enter farming; affairs concerning reclamation and reclamation of ebb beach; affairs in connection with refarm work of agricultural water utilisation.

Views : This office deals with affairs relating to farm land reform, reclamation and cultivated fields and is merely an organ for liaison and guidance and therefore, it can be abolished without any hitch.

Kumamoto Communication Bureau

Affiliation : Ministry of Communications

Date of establishment : May 15, 1919

Functions : Supervision and control on post, electricity, communication, postal money order, postal savings, post office insurance and postal annuity and business attached to these matters.

Views : As it is an enterprise of the National Government, it may be allowed to continue as it is.

Kumamoto Financial Bureau

Affiliation : Ministry of Finance

Date of establishment : 1896

Functions : 1. Supervision of domestic taxation business

2. Supervision of the business relating to land-books and house-registers

3. Employment and management of funds of the deposit section

4. Supervision of Japan Securities Exchange, exchange trabsactors and Securities Acceipting Companies

5. Control business of State property

6. Enforcement of Tax Payment Facilities Law, Emergency Funds Readjustment Law and War Specific Damage Insurance Law

7. Supervision of banking organs

Views : Distinction between National And Local Taxes shall be abolished, and collection of taxes shall be made by the prefecture.

The taxes thus collected shall be dicided between the National Government and the prefecture on a certain ratio.

Other businesses may be entrusted to the prefecture for execution.

Kumamoto Forestry Bureau

Affiliation : Ministry of Agriculture & Forestry

Date of establishment: Nov. 1, 1924

Functions : General local administration of state forests

Views : If all the businesses are entrusted to the Prefecture, the latter is prepared to execute on their behalf.

Kumamoto Saving Transfer Branch Office

Affiliation : Ministry of Communications

Date of establishment : Jan. 10, 1935

Functions : 1. Business of postal savings
2. Business of postal savings transfer
3. Business of securities

Views: As it is an enterprise of the National Government, it is advisable to leave as it is

Kumamoto Local Monopoly Bureau

Affiliation : Ministry of Finance

Date of establishment : May 1, 1897

Functions : 1. Collecting, manufacturing and selling of tabacco, salt, camphor, and camphor oil
2. Control on monopoly

Views : If is advisable to leave as an enterprise of the National Government

Kumamoto Branch of Fukuoka Office of Educational Installations Divisions

Affiliation : Ministry of Education

Date of establishment : June 7, 1947

Functions : Reconstruction and repair works of schools under management of Ministry

Views : If the business is entrusted to the prefecture, the latter is prepared to discharge the duty

Kumamoto Construction Branch Office of Construction Board

Affiliation : Premier's Office

Date of establishment : May 21, 1947

Functions : Enforcement of limit Regulations of extraordinary building according to Emergency Readjustment of Demand and supply of Materials Law

Views : National Government has decided to amalgamate it with prefecture

Kumamoto Representative of Construction Board

Affiliation : Premier's Office

Date of establishment : May 21, 1947

Functions : Allocation of designated production materials in the jurisdiction of Home Ministry according to the Emergency Materials Demand and Supply Readjustment Law

Views : National Government has decided to abolish it

Kyushu Regional Liaison & Co-ordination Office

Affiliation : Ministry of Foreign Affairs

Date of establishment : Mar. 30, 1946

Functions : Presentation of information to the Occupation Forces
The business on reparation and liaison

Views : It shall continue as it is

Kumamoto Labor Standards Office

Affiliation : Ministry of Labor

Date of establishment : May 2, 1947

Functions : 1. Enforcement of Labor Laws

2. Special distribution of materials for laborers

3. Enforcement of Compensation and Indurance for Laborers Law

Kumamoto Public Employment Stabilization Office and 5 others Offices

Affiliation : Ministry of Labor

Date of establishment : Apr. 5, 1947

Functions : Fair and proper distribution of daily-labor

Views : By transferring the above two institutions to the prefecture and combining them into one institute, higher efficiency and lesser expenses can be expected

Kumamoto Food Office of Food Control Division

Affiliation : Ministry of Agriculture & Forestry

Date of establishment : Oct. 1, 1933

Functions : 1. Readjustment of demand and supply in connection with purchase and sale of agricultural products such as food stuffs of rice and barley etc.

2. Conditions of staple food stuffs

Views : If it is absorbed by the Prefecture there will be no difficulties in the performance of business

Kumamoto Charcoal Office

Affiliation : Ministry of Agriculture & Forestry

Date of establishment : May 1, 1943

Functions : Adjustment of demand and supply of charcoal and wood for fuel

Views : The actual business is presently done by the Prefecture hence it shall be abolished immediately and be transferred to Ken

Material Adjustment Office

Affiliation : Ministry of Agriculture & Forestry

Date of establishment : March 20, 1947

Functions : Allocation of designated production materials controled by Ministry of Agriculture and Forestry under the provisional materials demand and supply adjustment law.

Views : At a National Gubernatorial Conference, abolition of this office and trandference to prefectural office to be carried out at a poremost step were inststed upon, the reasons being that the matter relating to materials which are essential for the promotion of agriculture shall be entrusted to the Governors who are most conversant with actual condition in the locality, also a saving in expenditures

Kumamoto Crop Reporting Office

Affiliation : Ministry of Agriculture & Forestry

Date of establishment : May 1, 1947

Functions : Investigation and report on crops

Views : The business of the Office is such a kind as the prefectural office is fully capable of doing

Kumamoto Branch Office of Fukuoka Commerce & Industry Bureau

Affiliation : Ministry of Commerce & Industry

Date of establishment: May 1, 1947

Functions : Allocation of designated materials for production under the jurisdiction of Ministry of Commerce and Industry, according to the Law concerning Temporary Adjustment of Supply and Demand of materials

Views : In order to enable to promote the commerce and industry in any

prefecture in keeping with the actual condition of each prefecture, this business shall be entrusted to the Governor of each prefecture.

The abolition of this office together with that of material Adjustment Office of Ministry of Commerce & Agriculture was insisted up as a foremost step at a Gurbernatorial Conference

Kumamoto Highway Transportation Control Office

Affiliation : Ministry of Transportation

Date of establishment : Mar. 25, 1947

Functions : 1. Permission, Inspection and Supervision on Highway Transportation

2. Allocation of designated materials for production under the jurisdiction of Ministry of Transportation, According to the Law concerning Temporary Adjustment of Supply and Demand of Materials

Views : In view of the necesity of making adjustment and strengthening highway net-work, it is more proper to entrust the work to Governors who are well conversant with prefectural affairs

Kumamoto Administration Division of Moji Railroad Bureau

Affiliation : Ministry of Transportation

Date of establishment : Apr. 1, 1908

Functions : 1. Operation of governmental railroads and motors-cars attached to the said railroads and attendant works thereof in the jurisdiction.

2. Specially-designated minor transportation and works of exclusive railroad lines

3. Generation, procurement and distribution of electric powers in the jurisdiction

4. Maintence and control of equipments in the jurisdiction

Views : As it is an enterprise of the Central Government, it shall be continued as it is

Kumamoto Representative of Fukuoka Branch of Education Installation Bureau

Affiliation : Ministry of Education

Date of establishment : Sept.30 , 1947

Functions : 1. Allocation of "designated production materials" for all schools excepting those operated directly by the Ministry of Education (including new system high schools etc.) and for cultural institutions

2. Reconstructions, repair, arrangement and maintenance of educational installations

Views : The representative is serving as an unpaid non-regular prefectural official and is working in a status similer to as prefectural official and hence continuation is not worranted

Quarantine Official of Welfare Ministry

Affiliation : Welfare Ministry

Date of establishment : May 2, 1947

Functions : Epidemic prevention and quarantine

Views : It is to be abolished shortly

Misumi Maritime Transportation Branch of Kyushu Maritime Transportation Bureau

Affiliation : Ministry of Transportation

Date of establishment : Sept., 30, 1943

Functions : Matters concerning general vessel and maritime transportation

Views : If it is transferred to Ken the latter is in a position to execute the business in a fully satisfactory manner

National Kumamoto Hospital

Affiliation : Ministry of Welfare

Date of establishment : 1945

Functions : Proper medical treatment and popularization thereof

Views : If it is transferred to Ken it can be operated under its management

Kumamoto Weather Bureau

Affiliation : Ministry of Transportation

Date of establishment : Feb. 1, 1890

Functions: 1. Investigation on weather conditions in the prefecture

2. Weather forecast and alarm in the prefecture

Views : Meteorological observation was formerly undertaken by the prefecture

Hitoyoshi Weather Bureau

Affiliation : Ministry of Transportation

Date of establishment Mar. 31, 1942

Functions : 1. Investigation on weather conditions in Hitoyoshi district

2. Weather forecast and alarm in Hitoyoshi district

Views : Meteorological observation was formerly undertaken by the prefecture

Mt. Aso Weather Bureau

Affiliation : Ministry of Transportation

Date of Establishment : Nov. 5, 1931

Functions : 1. Observation and investigation on Aso Volcano

2. Weather forecast and alarm in Mt. Aso district

Views : Meteorological observation was formerly undertaken by the prefecture

Kikuchi Industrial Weather Observatory of Fukuoka Regional Meteorological Observatory

Affiliation : Ministry of Transportation

Date of establishment : Sept., 1, 1946

Functions : Researches and investigation on industrial weather conditions throughout Kyushu

Views : Meteorological observation was formerly undertaken by the prefecture

Kumamoto Agricultural Improvement Experimental Station

Affiliation : Ministry of Agriculture & Forestry

Date of establishment : May 1, 1947

Functions : 1. Experiment on growing of new variety of barley, rye, wheat and other cereals of this kind

2. Experiment for improvement on use of fertiliser

3. Guidance for agricultural art

Views : By May, 1947, the business of the Station had been entrusted to the prefecture but as it is remaining as an agency of the National Government, many evils are attended

Kumamoto Live-stock Breeding Farm

Affiliation : Ministry of Agriculture & Forestry

Date of establishment : July, 1896

Functions : Raising and improvement of breeding-stock in Oita, Fukuoka, Saga, Nagasaki and Kumamoto prefectures

Views : It is a kind of enterprises of National Government, and it shall remain as it is

Names of Central Government Agencies recommend for dissolution and Estimated Annual Savings.

	Estimated annual saving of national cost	
	% of cost	Annual savings of cost for this prefecture alone
Kumamoto Farm Land Office	90	-
Kumamoto Communications Bureau	-	-
Kumamoto Financial Bureau	20	-
Kumamoto Forestry Bureau	20	-
Kumamoto Saving Transfer Branch Office	-	-
Kumamoto Local Monopoly Bureau	-	-
Kumamoto Branch of Fukuoka Office of Educational Installations Divisions	90	-
Kumamoto Construction Branch Office of Construction Board	10	¥ 500,000
Kumamoto Representative of Construction Board	-	-
Kyushu Regional Liaison & Co-ordination Office	-	-
Kumamoto Labor Standards Office	(45	¥ 7,000,000
Kumamoto Public Employment Stabilization Office and 5 other offices	(	
Kumamoto Food Office of Food Control Division	35	¥ 12,600,000

Kumamoto Charcoal Office	50	¥ 1,250,000
Material Adjustment Office	50	¥ 3,750,000
Kumamoto Crop Reporting Office	30	¥ 3,000,000
Kumamoto Branch Office of Fukuoka Commerce & Industry Bureau	50	¥ 300,000
Kumamoto Highway Transportation Control Office	35	-
Kumamoto Administration Division of Moji Railroad Bureau	-	-
Kumamoto Representative of Fukuoka Branch of Education Installation Bureau	100	-
Quarantine Official of Welfare Ministry	-	-
Misumi Maritime Transportation Branch of Kyushu Maritime Transportation Bureau	30	-
National Kumamoto Hospital	10	-
Kumamoto Weather Bureau	-	-
Hitoyoshi Weather Bureau	-	-
Mt. Aso Weather Bureau	-	-
Kikuchi Industrial Weather Observatory of Fukuoka Regional Meteorological Observatory	-	-
Kumamoto Agricultural Improvement Experimental Station	-	-
Kumamoto Live-stock Breeding Farm		

Please return to
Howard M. Porter

REPORT ON NATIONAL GOVERNMENT AGENCIES

OPERATING IN KUMAMOTO AREA

June 10, 1948

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PART ONE, GENERAL ASPECT OF THE PROBLEM.

(I) Aggressive Attitude of Local Government Against the Operation of Lower Echelons of National Government.

Following is the translated excerpt from May 25 "Kyodo" press news.

" National Union of Conference of Local Autonomy, Conference of Speakers of Prefectural Assemblies, National Union of Cities, Towns and Villages, held a meeting on the problem of liquidating local offices of the national government, along with the stabilization of local finance, on May 24.

"More than 300 persons including local governors participated. Two cabinet ministers attended as representative of the government. Col. Hays of GHQ, political advisor, also attended.

"In the resolution adopted on the occasion, the following local branches were requested to be transferred to the local government.

" 1. Affiliation of Premier's Office:
Construction bfanch of the Construction Board;
Representative of the Construction Board; Local Price Office of the Price Board.

2. Affiliation of Finance Ministry:
Local Division of the regional Financial Bureau.

3. Affiliation of Ministry of Agriculture and Forestry:
Food Office; Charcoal office; Materials Adjustment office; Regional bureau of Farm Land; Crops Reporting office.

4. Affiliation of Ministry of Commerce and Industry:
Branch office of regional bureau of Commerce and Industry.

5. Affiliation of Labor Ministry:
Labor Standard Office; Public Employment Stabilization office ; Public Labor Stabilization office; Branch office of Ministrial division of Women and Youths; Branch of Ministrial division of statistics.

6. Affiliation of Ministry of Transportation:
Highway Transportation Control office.

7. Affiliation of Ministry of Education:
Branch of Ministrial divisions of Educational Installation."

(II) Typical Example of Expression of Public Opinion.

Following is the translated outline of May 25 "Asahi" editorial.

"Abolition or transfer of local branches of the national government has been the pending question since the start of local autonomy . Irritated governors of all prefectures, speakers of prefectural assemblies, representatives of cities and other communities recently held a conference in Tokyo. They passed a resolution in which they requested Premier Ashida and Ministersconcerned to effectuate immediate abolition, threatening to impeach the cabinet as the case may be.

* Premier Ashida, who had promised at the last governors' conference to re-adjust local branches, expressed his intention to comply with the request. He disclosed that he was considering to complete the readjustment program prior to the intended reorganization of administrative machines.

"Admittedly, the careless establishment of local branches is a serious cause of hindrance to the operation of local autonomy. Immediately before the inceptin of local autonomy is the last year, various Ministries hurriedly augumented their local agencies. Their justification indoing that was (1) administrative matters belonging to the central government might not be sarried out smoothly by the governors elected by the poeople, (2) it might be convenient to control the administrative matters which concern the nation as a whole through its own branches. Contrary to their intention, the increased local branches have brought about inconvenience to the local aids, It has caused a great confusion to local administation, because of the fact that the governor has no supervising power over the official status of the staff members of these branch offices.

"Take, for example, the case in Tokyo to. More than ten branches. - - Price office, Construction office, Employment stabilization office, Labor Standard office, Charcoal office. Materials Adjustment office, Food office, Crop Reporting office, Commerce and Industry office--have preempted the functions of local government. To this list should be added up Finamcial bureau, Monopoly bureau, Railroad bureau, Communication bureau and Forestry bureau, which hitherto functioned as legal offices.

"In Osaka city, up to eighteen offices have been opened for operation since the year 1946.

"National Government has established a plan to liquidate at least a third of all branches. Recently this matter has been picked up seriously as concerned with the problem of reorganization of administrative system. However, it is afraid that the problem of reopganization of administrative powers. Problem of personnel to be discharged, re-distribution of government funds, augument the difficulty. In brief, the sectionalism of officialdom is delaying the speedy solution.

"The problem of liquidating local branches falls on the problem of re-adjusting the assignment of authorities between the central and local governments. In view of attaining a successful performance of economic control, it is pertinent, to be sure, for the central government to use its own lower echelons. This is the way to insure the directives of the central to be disseminated clear down to the lowest adminiatrative units. However, is it necessary that these lower brabches to be owned and operated by the central government? So far as the national administrative matters are concerned, Ministers in charge have the authority to supervise the chiefs of local governments, This is explicitly stipulated in the local Autonomy law. It is also stated in the National Administrative Organization bill, which has been submitted to the Diet, It seems to be appropriate to put the functions of the branches officesinto the hands of local government, Keeping the supervising power in the hand of the central.

"The problem of liquidating local branches should be realized in the following lines. Namely, railroads, communications, mail, navigation, national hospitals, hydro-electric powers, Harbors, public works, and matters which have to rely on national budget, will be disregarded. Branch offices with jurisdiction covering more than two prefecture will be kept intact. Branch organizations related to the

national enterprise will be kept into the hands of the enterprise board concerned. This is in line with the principle of financial independence of the national enterprise. All other types will be made the object of readjustment. In case their functions are found to be conflicting with the principle of local autonomy they will either be abolished or be transferred to the local government.

"In this connection, attention much be paid so as not to evade a radical measure by simply transfering the administrative function from the central to the locals, the adjustment must be attained in line with the principle of contracted expense and increased efficiency. It should be completed in such a way as to realize a relieved financial burden to the people."

(III) Suggestion of Rational Approach to Solution of the Problem.

Administrative agencies of the national government operating in Kumamoto area are 23 in number. There are 7 regional and semi-regional level headquarters. Prefectural level organizations amounts to 16.

Their functions range from planning, guidance, authorization, to routine business of issuing ration cards and certifiction. Their activites cover operation of national enterprise, supervision of private business, transportation of staple foods, and many other phases bearing practical importance relative to the prefectural administration and the economic life of the prefectural citizens.

Some of the agencies have tens of years of history of operation in this area. The inception of prefectural autonomy has not suspended the meddling of the intra-prefectural administrative affairs by the nationmeddling of the intra-prefectural administrative affairs by the national government. New divisions and sections have reinforced these agencies for greater range of activity (e. g. Finance Intenance Section of Kumamoto Financial bureau). Nine new agencies have been opened for operation since April 1947.

It goes without saying that national government should be equipt with its lower branch units in order to insure successful execution in all aspects of economic control. However, this does not justify supervision and guidance of private business engaged within the bounderies of the prefecture. This is not the reason for the national government to tamper with the labor market of the prefecture.

The most complicated aspect of the problem is the way 'Allocation of Designated Production Materials law' is administered. This really is the presentation of 'Sectionalism of Officialdom' more than anything else. In kumamoto Area, the following agencies are concerned with the administration of the said law.

1. Kumamoto Branch office of Fukuoka Commerce and Industry Bureau:

Allocation of designated industrial materials to industry. Large scale plants within the prefecture secure allocation direct from the Fukuoka regional bureau.

2. Kumamoto Materials Adjustment office of Ministry of Agriculture and Forestry.

Allocation of materials for farming, forestry, sea foods production.

3. Kumamoto Highway Transportation Control office:

   Allocation of materials for highway transportation automobile industry.

4. Kumamoto Representative of Fukuoka branch of Installations division. Ministry of Education:

   Allocation of materials for educational installations.

5. Misumi Maritime Transportation branch of Kyushu Maritime Transportation bureau:

   Inspection concerning the application of allocation from wooden ship builders. Application is planned and made by the regional bureau.

6. Kumamoto Local Monopoly bureau:

   Allocation to tobacco growers and salt producers.

7. Construction Branch office of Construction Board:

   Allocation of construction materials to individual projectors.

8. Kumamoto Representative of Construction Board:

   Allocation of construction materials to public corporate body.

There is no doubt that proper weight is given for materials and consumers when allocation is made at Ministrial level. However, who can be sure that after the allocation process is forwarded down through that many different channels as listed above to the prefectural level, the proportion originally designed is not lost? It is conceivable that individual citizens are allowed the use of enough material while the progress of publicly sponsored project is held in check due to lack of available quota. This is the situation the prefectural government cannot tolerate.

The remedy hereby proposed for this predicament is the incorporation of all related agencies into a planning body at regional level. This body will make wholesale allocation of all designated materials to the prefecture. The prefectural government, in turn, will allocate, using its own judgement, to individual consumers or to public corporate bodies.

PART TWO, NATIONAL GOVERNMENT AGENCIES OPERATING IN KUMAMOTO AREA,

Section I Regional and Semi-regional Agencies.

1. Kumamoto Farm Land Office.

Affiliation: Ministry of Agriculture and Forestry.
Jurisdiction: Kyushu Region.
Address: Chibajo-machi, Kumamoto city.
Date of Establishment: November 1946.
Staff Number: 88 officials. 240 extras, 248 employes.
Fuctions: (a) Farm Land division: Concerned with the execution of Farm Land Reform law (b) Colonization Planning division: (1) Planning of colonization projects, allocation of land. (2) Concerned with cultivation planning established by the colonizers. (3) Planning of construction projects in the projected clonies. (4) Planning of farming enterprise in the projected colonies. (c) Colonization Guidance division: (1) Acquisition control, release of colonies. (2) Selection of colonizers. Guidance of farming enterprise. Allocation of materials. (3) Financial credit to the colonizers. (4) Construction of installations related to the colonization project. (5) Guidance of cultivation of colonizers. (d) Construction division; (1) Irrigation, land reclamation. (2) Construction works in the projected colonies. (3) Land improvement. rehabilitation of hazard. (4) Construction machines. (5) Concerned with Tillable Land Reallocation associations and Water Supply associations. (e) Investigation chamber; Planning, investigation relating to execution of land reform program.

Recommendation: Function (a) above should be made to continue until the present farm land program is completed. As for the other phases of activities, this office should be made to handle only the inter-prefectural matters.

2. Kumamoto Communication bureau.

Affiliation: Ministry of Communication.
Jurisdiction: Kyushu Region.
Address: Hanabata-cho, Kumamoto city.
Date of Establishment: 1905
Staff Number: 686 clerical officials, 244 technical officers.
728 clerks, 878 technical employes, 85 nurses, 27 extras.

Function: (a) Supervising division; Supervision of communication office affairs. Investigation and disposal of criminal cases relating to communication office business. (b) Business division; Matters concerning operation of Government mail, telegraphy telephone. (c) Radio Wave division: Matters concerning radio broadcasting. Supervision of wireless communication. (d) Savings division: Matters concerning government sponsored savings business. (e) Engineering division: Matters concerning engineering phases of government operated communication system. Inspection of privately operated communication equipments. (f) Materials division: Concerned with supply of materials for government operated communication system.

Recommendation: Transfer the supervising function of intre-prefectural private communication to the prefectural government.

3. Kumamoto Financial bureau

Affiliation: Ministry of Finance. Jurisdiction: Kyushu Region.
Address: Honmaru-machi, Kumamoto City.
Date of Establishment: 1895.
Lower Units within Prefecture: (a) 8 tax offices. (b) branch offices. (c) Arao Custody office.

Staff Number: (a) Regional Headquarters: 249 officials. 17 extras, 327 employes. (b) Tax offices within Prefecture: 437 officials, 484 employes. (c) Branch offices: 7 officials, 44 employes, 1 extra. (d) Arao Custody office : 1 official, 1 extra, 30 employes.

Functions: (1) Regional Headquarters:-
(a) Supervising section: (1) Supervision of operation of headquarters and lower units. (2) Investigation of groups and associations which have close connection with financial administration. (3) Prevention of delinquency. (b) Economic Investigation. (2) Compilation of "Kyushu Financial news". (3) Investigation of local government finance. (c) Direct Tax division: Concerned with income tax, corporate tax, inheritance tax. (d) Special Investigation section: Investigation relating to increased assessment of income tax. corporate tax on persons and corporate body with increased earnings. (e) Indirect Tax division: Concerned with excise tax, customs duty, amusement tax, etc. (f) Financial division: (1) Employment of government sponsored savings funds. (2) Execution of laws concerning corporate finance. (3) Supervision of banking and other credit agencies. (4) Supervision of use of government appropriations. (g) Finance Intendance section of Financial division (set up July 25 1947): Supervision. inspection, investigation relating to the administration of Financial laws. (h) State Property division: (1) Custody of State land, installations. (2) Custody of former Army and Navy arsenals. (i) Accounting division: Collection of State taxes.

Recommendation: Activities pertinent to levying of State taxes will be continued by the regional office and its lower units. Operation of Financial division shoud be limited to inter-prefectural transactions. Supervision of intraprefectural business should be performed by the prefectural government.

Incidentally, the regional office operates six prefectural level offices (local divisions of Fukuoka, Oita, Nagasaki, Saga, Kagoshima, Miyazaki). They were opended for operation on November 16, 1946. They execute the function belonging to the headquarters Financial division within the respective jurisdiction.

4. Kumamoto Forestry Bureau:

Affiliation: Forestry division of Ministry of Agriculture and Forestry.
Jurisdiction: Kyushu Region.
Address: Kyomachi, Kumamoto City.
Date of Establishment: 1908 (Kumamoto Greater Forestry office. reorganized Kumamoto Forestry Bureau in 1922)
Lower Units within Prefecture: 7 Forestry offices. Forestry office representatives throughout prefecture.
Staff Number: (a) Regional Headquarters: 97 officials. 330 employes, (b) Forestry offices within prefecture; 67 officials. 301 employes.

Functions: (a) General Affairs dicisions: (1) Custody and disposal of State forests, public owned forests. (2) Cultivation of State forests. (3) Forestry police. (4) Guidance of publicly owned forests. (5) Matters concerning natural fauna. (b) Business division: (1) Planning for maintenance of state forests. Tests, investigation concerning forestry. (2) Forestation of State and public forests. (3) Public works within State and public forests. (4) Disposal of products of State and public forests.

Recommendation; Transfer the function of guiding public forests. shrine and temple owned forests, privately owned forests, to the prefecture.

5. Kumamoto Savings Transfer Branch Office

Affiliation: Ministry of Communication.
Jurisdiction: Kumamoto, Oita, Miyazaki Prefectures.
Address: Hanabata-cho, Kumamoto City.
Date of Establishment: January 1935.
Staff Number: 404 officials, 875 employes.

Function: Management of government sponsored postal savings system.

Recommendation: Operation of this office does not interfere with the function of prefectural government.

6. Kumamoto Local Monopoly Bureau.

Affiliation: Monopoly division of Ministry of Finance.
Jurisdication: Kumamoto, Oita Prefectures.
Address: Miyuki-machi, Kumamoto City.
Date of Establishment; 1897.
Lower Units within Prefecture: 11 Branch offices throughout prefecture.
Staff Number: (a) Headquarters: 112 officials, 21 extras, 144 employes, 521 workers. (b) Branch offices; 65 officials, 59 extras, 169 employes.

Function: Operation of Government monopoly enterprise of tobacco, camphor, salt.

Recommendations: The only phase of the activity which infringes prefectural right is the control of so-called "self supply salt".

7. Kumamoto Branch of Fukuoka Branch office of Educational Installations division, Ministry of Eduction.

Affiliation: Ministry of Education.
Jurisdictions Kumamoto, Kagoshima, Miyazaki Prefectures.
Address: c/o Kumamoto Medical College. Kumamoto City
Date of Establishment: June 25 1947.
Staff Number; 4 technical officials, 1 extra, 3 employes.

Functions: Supervision of construction planning of Ministry operated schools. Supervision of general affairs of school installations.
Recommendation: Limit the activities of this office to matters concerning schools operated directly by the Ministry of Education.

Section (II) Prefectural Level Agencies.

1. Construction Branch office.

Affiliation: Construction Board of Premier's Office.
Jurisdiction: Kumamoto Prefecture.
Address: Kumamoto Prefectural government, Public Works Div.
Date of Establishment: May 1947.
Staff Number: 65. In addition to the headquarters' staff, 35 inspectors are stationed in various localities within the prefecture.

Function: (a) Supervising section: (1) Administration of Provisional Limitation on Building Law. (2) Prevention of fire and other hazards, guidance and supervision concering building. (3) Prosecution of violation.(b) Housing section: (1) Guidance of housing project, expediting and supervision of housing construction. (2) Allocation of housing materials to individual projectors. (3) Guidance and supervision of mine workers' housing project. (c) Investigation section; (1) Enactment, abolition of building laws. (2) Investigation, statistics concerning buildings. (3)Procurement. distribution of materials for general and specific housing purposes. (4) Issuing of rationing cards.

Recommendation: (a) Guidance and supervision of projects intraprefectural in nature should be performed by the prefecture. (b) Guidance and supervision of projects inter-prefectural in scope or having national interests will be handled by regional level office. (c) Administration of Building Limitation Law by national agency should be limited to the interprefectural projects.

2. Kumamoto Representative of Construction Board.

Affiliation: Construction Board of Premier's Office.
Jurisdiction: Kumamoto Prefecture.
Address: Kumamoto Prefectural Government, Public Works Div.
Date of Establishment; May 1947.
Staff Number: 6.

Function: Allocation and issuing of ration cards of designated public works materials to public corporate body.

Recommendation: Incorporate the function of this office to Costruction Branch office

Kumamoto Branch office of Kyushu Liaison and Coordination offical.

Affiliation: Central Liaison and Coordination office of Premier's office.
Jurisdiction:KKumamoto Prefecture.
Address: Kumamoto Prefectural government.
Date of Establishment: April 1946.
Staff Number: 9

Function: Coorperation with the Occupation Forces: Adjustment and coordination of business of various government agencies; Reparation

Recommendation: This office is operated independently to the prefectural government. Personnal has the years of experience in foreign service. In making contact with various divisions and section of the prefectural government, it will deduce impartial judgement from national point of view, Having affiliation with central government, it will make more satisfactory contact with regional level agencies than prefecturally operated liaison body.

3. Kumamoto Labor Standard bureau.

Affiliation: Labor Ministry.
Jurisdiction: Kumamoto Prefecture
Address: Danzan-machi, Kumamoto city.
Date of Establishment: May 1947.
Staff Number, 25 officials, 47 employes.
Lower Units within Prefecture: 7 supervising stations with aggregated 75 staff members.

Function: Administration of Labor Standard Act. which concerns wage. hour recess and other labor conditions, The said act is a new law. Enactments relating to safety and health of industrial plants used to be administered by the prefectural Labor Administration section. All safety and health regulations were incorporated in the new law.

Recommendation: Intra-prefectural business should be governed by the prefectural machine within the limit of the new law. Inter-prefectural business should be regulated by a regional level agency.

4. Kumamoto Public Labor Stabilization office.

Affiliation: Labor Ministry. Jurisdiction - Kumamoto Prefecture
Address: Hanabata-cho, Kumamoto City.
Date of Establishment: March 1946 (reorganization of Kumamoto Daily Labor office).
Staff Number: 3 officials. 10 employes.

Function: (1) Investigation, remedy of unemployment, (2) Investigation of labor market for daily workers. (3) Statistics, information, report. (4) Supply of Occupation Force laber, (5) Registering of daily workers. (6) Unemployment relief of daily workers. (7) Prohibition of labor boss system. (8) Employment agency for daily workers. (9) Welfare for daily workers. (10) Minor public works. (11) Special ration for daily workers. (12) Protection. guidance of daily workers.

Recommendation: All the matters mentioned above can successfully be disposed of by the prefectural government, Matters with inter-prefectural scale, however, should be handled by a regional level agency. Supply of minors, for example, to Fukuoka prefecture by a labor boss, if there exists anyg may better be controlled by an agency which covers inter-prefectural jurisdiction.

5. Kumamoto Public Employment stabilization office.

Affiliation: Labor Ministry.
Jurisdiction: Kumamoto prefecture.
Address: Hanahata-cho kumamoto city.
Date of Establishment: July 1938.
Staff Number: 10 officials. 14 employes.
Lower Units within prefecture: Liaison committees consisting of 10 members will shortly be set up in towns and villages.

Function: (a) Investigation section: Investigation, statistics concerning labor market. (b) Administrative section; (1) Employment agency. (2) Public works. (3) Unemployment insurance.

Recommendation: Function regulating the inter-prefectural transaction should be taken up at regional level. Transfer all other function to the prefecture.

6. Kumamoto Food office of Food Control Division, Ministry of Agriculture and Forestry.

Affiliation: Ministry of Agriculture and Forestry.
Jurisdiction: Kumamoto prefecture.
Address: Harutake-machi. Kumamoto city.
Date of Establishment: Kumamoto Rice office of Ministry of Agriculture and Forestry. 1933. Renamed Kumamoto Food office of Food Control division of Ministry of Agriculture and Forestry: 1941. Annexed Kumamoto Prefectural Inspection bureau in May 1947.
Staff Number: 322 officials, 2 extras, 541 employes.
Lower Units within the Prefecture: 11 county leval branches, 109 village level branches.

Function: (a) Business section, Business division: (1) Procurement, delivery, storage, exchange, release of staple foods, (2) Planning and contract making for transportation of staple foods. (b) Processing section. Business division; Processing and manufacture of staple foods. (c) Potatoes section; Business division, procurement, release, processing, transportation of potatoes and starches. (d) Inspection section, Inspection division: (1) Inspection of staple foods. (2) Inspection of farm products at the request of the prefecture. (3) Guidance of producers and producers' groups in connection with procurement of staple foods. (e) Investigation section, Inspection division; Investigation of producing costs, outstanding quantity of stock, consumption, etc., pertinent to the control of staple foods.

Recommendation: (a) National government has the power to make allocation of quote delivery and rationing to the prefecture. Actual transactions based on the national plan may be conducted by the prefecture satisfactoryly if the national government retains the power to remedy such situation in which the

exists prefecture which fails to comply with the national allocation. (b) Processing and manufacture are done at all the privately owned plants. This should be handled by the prefecture. (c) Interprefectural transportation should be put into the hand of regional agency. (d) Function assigned to Inspection division is the duplicate of the function of Crops Reporting office.

7. Kumamoto Charcoal office.

Affiliation: Ministry of Agriculture and Forestry.
Jurisdiction: Kumamoto prefecture.
Address: c/o Kumamoto Forestry bureau, Kyo-machi, Kumamoto city.
Date of Establishment: August 1940
Staff Nuber: 10 officisal, 35 employes.
Lower Units within prefecture: 7 gun level branches.

Function (1) (1) Procurement Storage, release of charcoal and fire woods. (2) Guidance to charcoal dealers and their groups. (3) Adjustment of supply and demand of charcoal and fire woods. (4) Transportation planning and contract making for charcoal and fire woods. (5) Delivery of special rationing supplies to charcoal and fire woods. producers.

Recommendation: Production and consumption control of the national government should be limited to the establishment of the allocation plans. The prefectural government will make procurement and release according to the national schedule.

8. Kumamoto Materials Adjustment office of Ministry of Agriculture and Forestry.

Affiliation: Ministry of Agriculture and Forestry.
Jurisdiction: Kumamoto Prefecture.
Address: Ikeda-cho, Kumamoto city.
Date of Establishment: March 20 1947.
Staff Number: 17 officials. 3 extras, 25 employes.

Functions: (a) General Affairs section: Planning of allocation of materials. (b) Farm section: Allocation of materials for farming, farm land development, sericulture, dairy farming. (c) Food section: Allocation of materials for food processing industy. (d) Forestry section: (1) Materials for forestry. (2) adjustment of supply and demand of woods. (e) Marine section: (1) Allocation of materials for marine enterprise. (2) Materials to be distributed in exchange for yields of raw fish and processed sea foods.

Recommendation: Activities of this office are allocation of so-called designated production materials based on the allowance assigned by Ministry of Agriculture and Forestry, and issuing of ration cards thereof. Prefectural government is, not only envious of the function of this office, but is troubled by priority rating which disagreet with the prefectural interest.

9. Kumamoto Crops Reporting office of Ministry of Agriculture and Forestry.

Affiliation: Statistics and Investigation division of Ministry of Agriculture and Forestry
Jurisdiction: Kumamoto prefecture.
Address: Oe-machi, Kumamoto city. (12)

exists prefecture which fails to comply with the national allocation. (b) Processing and manufacture are done at the privately owned plants. This should be handled by the prefecture. (c) Interprefectural transportation should be put into the hand of regional agency. (d) Function assigned to Inspection division is the duplicate of the function of Crops Reporting office.

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9. Kumamoto Crops Reporting office of Ministry of Agriculture and Forestry.

Affiliation: Statistics and Investigation division of Ministry of Agriculture and Forestry.
Jurisdiction: Kumamoto prefecture.
Address: Oe-machi. Kumamoto city.

Date of Establishment: April 1, 1947
Staff Number: 72 officials, 042 employes
Lower Units within Prefecture: 58 field offices were Opened for operations during December 1947. There are one field office fof every five villages. In addition, twenty drop inspectors and reporters in every village are used.

Function: (a) Crop Condition Investigation section: (1) Weather test. (2) Tests in growing and cropping, investigation of growing conditions. (3) Investigation of hazards. (4) Guidance, (b) Acreage Investigation section: (1) Investigation of planted acreage. (2) Investigation of harvested acreage. (3) Guidance. (c) Economics Investigation section: (1) Investigation of economic conditions. (2) Guidance. Function of field offices: - (1) Investigation of progress in planting. (2) Investigation of growing conditions. (3) Investigation of planted acreage. (4) Investigation of hazards caused to farm products. (5) Forecasting of crops yields. (6) Estimation of crops yielded. (7) Investigation of operating costs, general price level, wages, living cost, of farmers.

Recommendation: Functions of this office should be contracted to the extent that it can turn in crops reports which are used as satisfactory bases for the planning of equitable allocion of quota delivery of staple foods. Natters concerning guidance should be transferred to the prefecture. Investigation of operation costs, etc., is redundant and duplicates the function of Kumamoto Food Office.

10. Kumamoto Branch Office of Fukuoka Commerce and Industry Bureau

Affiliation: Ministry of Commerce and Industry
JJurisdiction: Kumamoto Prefecture
Address: c/o Izumiya. Furukawa-machi, Kumamoto City
Date of Establishment: May.1.1947
Staff Number; 22 Officials, 16 employes
Lower Units within prefecture: Offices of Representatives of Kumamoto Branch Office of Fukuoka Commerce and Industry Bureau were opened for operation during March 1948, in Yatsushiro, Sashiki, and Amakusa.

Function: (a) General Affairs Section: (1) Adjustment of supply and demands of electricity. (2) Issuing of transportation certificates. (b) Commerce and Industry, 1st section; (1) Chemical products. (2) Fertilizers. (3) Hides and skins, rubber. (4) Paper, Pulp. (5) General merchandise. (6) Allocation of materials and issuing of ration cards to the industries in charge. (c) Commerce and Industry, 2nd section: (1) Machine, metal. (2) Petroleum. (3) Coal, coke. (4) Textiles (5) Crockery. (6) Allocation and issuing of ration cards to industries in charge of the section.

Recommendation: Guidance to plants by this office should be limited to highly developed chemical plants. Allocation plan will be established by regional bureau. for large scale chemical plants. Nor other plants.

this is, for minor industry, allocation plan will be established by the prefectural government.

11. **Kumamoto Highway Transportation Control office.**

Affiliation: Ministry of Transportation.
Jurisdiction: Kumamoto Prefecture.
Address : Kasuga-cho, Kumamoto City.
Date of Establishment: January 1948
Staff Number: 26 officials, 8 employes.

Function: (a) General Affairs section; Investigation, statistics on highway transportation. (b) Transportation section; (1) Supervision of highway transportation enterprise, highway maintenance enterprise. (2) Supervision of use of privately owned passenger cars. (3) Supervision of activities of groups consisting of highway carriers and private car owners. (4) Registration of cars. (5) Temporary driver's permit. (6) Investigation of highway system. (c) Repairing and Maintenance section; (1) Supervision of car repairing business, supervision of industry of prducing car engines which use substitute fuels, supervision of industry of producing lighter vehicles. (2) Supervision of dealers in automobile parts. (3) Car inspection. (4) Guidance for inspecting lighter passenger cars. (5) Guidance for driving. (6) Allocation of cars, tires, tubes, batteries and other materials and accessories. (7) Allocation of materials for car repairing and maintenance. (8) Allocation of materials for producing engines which use substitute fuels. (9) Allocation of specials rations to the labor engaged in the related industry. Allocationsof fodder for draft animals. (7) Fuel section; (1) Allocation of fuel and mobile oil for automobiles. (2) Allocation of substitute fuels.

Recommendation: Set up a regional office to take care of supervision of inter-prefectural carriers. It will also make allocation planning.
All other part of the function should be transferred to the prefectural government.

12. **Kumamoto Control division of Moji Railroad Bureau.**

Affiliation: Ministry of Transportation.
Jurisdiction: Kumamoto Prefecture.
Address: Kasuga-cho, Kumamoto City.
Date of Establishment: Sept. 1942.
Staff Number: 1774 officials, 3671 employes.

Function: Operation of Government railroads.

Recommendation: This office will be taken into consideration in connection with the problem of straightening out government enterprise.

13. **Kumamoto Representative of Fukuoka branch of Installations divisions Ministry of Education.**

Affiliation: Ministry of Education.
Jurisdiction: Kumamoto Prefecture.
Address: Kumamoto Prefecture, Education division.
Date of Establishment: Sept. 30 1947.
Staff Number: 2 officials, 1 employe.

Function: (1) Concerned with the maintenance of installations of all schools excepting those operated directly by the Ministry of Education. (2) Allocation of "designated production materials" for the above.

Recommendation: Reinstate the preempted function of (1) above to the prefecture.

14. **Kumamoto Prefectural Quarantine Officer of Welfare Ministry.**

Affiliation: Welfare Ministry
Jurisdiction: Kumamoto Prefecture
Address: Health Division, Kumamoto Prefecture
Date of Establishment: August 1, 1947
Staff Number: 6 Medical technicians, 8 secretaries.

Function: Concerned with epidemic disease control.

Recommendation: This body formerly belonged to Home Ministry. With the organization of Welfare Ministry, it was made the affiliation of the latter. This body is expected to be annexed to the prefectural government.

15. **Misumi Maritime Transportation Branch of Kyushu Maritime Transportation Bureau.**

Affiliation: Ministry of Transportation.
Jurisdiction: Kumamoto Prefecture. (Excepting conties of Kamoto, Tamana, Kikuchi, Aso, Arao City)
Address: Misumi Machi, Kumamoto Prefecture.
Date of Establishment: December 1943
Staff Number: 3 officials, 7 employes

Function: (1) Control of Maritime transportation. (2) Registration, inspection, of vessels. (3) Matters concerning ship crews. (4) Matters concerning leading and unloading at port terminals. (5) Matters concerning tugs.

Recommendation: This office perfoms inspection with regard to applications for allocation of "designated production materials" to wooden ship builders. This must be taken up in reshuffling of allocation system.

(III) Schools, Hospitals, Experiment Stations, and Other Institutions.

The following installations and institutions operated by the national government are disregarded in the counting on page 3.

Kumamoto Medical College

Affiliation: Ministry of Education
Address: Jonai, Hinomaru, Kumamoto City
Date of Establishment: 1929
Staff Number: 130 officials, 203 extras, 395 employes
Attached Institutions: (a) College Hospital. (b) Medical School.
(c) Library. (d) Institute of Physical Constitution.

The Fifth College

Affiliation: Ministry of Education
Address : Kurokami-cho, Kumamoto City
Date of Establishment: 1887
Staff Number: 50 officials, 14 extras, 64 employes.

Kumamoto College of Pharmacology

Affiliation: Ministry of Education
Address : Oe-machi, Kumamoto City
Date of Establishment: 1910
Staff Number: 26 officials, 6 extras, 55 employes

National Kumamoto Hospital

Affiliation: Welfare Ministry
Address : Hinomaru-machi, Kumamoto City
Date of Establishment: December 1945

National Leprosarium of Kikuchi "Keifu-en".

Affiliation: Welfare Ministry
Address: Goshi-mura, Kikuchi County, Kumamoto Prefecture
Date of Establishment: 1909
Staff Number: 17 officials, 4 extras, 58 employes, 30 nurse, 9 students

National Sanatorium of "Seishun-so". (T.B. Hospital)

Affiliation: Welfare Ministry
Address : Nishi Goshi-mura, Kikuchi County, Kumamoto Prefecture
Date of Establishment: 1942
Staff Number: 24 officials, 1 extra, 195 employes

Kumamoto Weather Bureau

Affiliation: Ministry of Transportation
Address : Kyo-machi, Kumamoto City
Date of Establishment: 1889
Staff Number: 5 officials, 10 employes, 20 extras.

Hitoyoshi Weather Bureau

Affiliation: Ministry of Transportation
Address: Johon-machi, Hitoyoshi City, Kumamoto Prefecture
Date of Establishment: 1942
Staff Number: 1 officials, 7 employes.

Mt. Aso Weather Bureau

Affiliation: Ministry of Transportation
Address : Shiromizu-mura, Aso County, Kumamoto Prefecuture
Date of Establishment: 1931
Staff Number: 4 officials, 13 employes.

Kikuchi Industrial Weather Observatory of Fukuoka District Meteorological Observatory

Affiliation: Ministry of Transportation
Address : Shisui-mura, Kikuchi County, Kumamoto Prefecture
Date of Establishment: October 1946
Staff Number: 3 officials, 1 extra, 10 employes

Function: (a) Experiment on farming relative to the study of agricultural meteorology. (b) Investigation, statistics, on agricultural meteorology within Kyushu region.

Kumamoto Agricultural Improvement Experiment Station of Ministry of Agriculture and Forestry

Affiliation: Ministry of Agriculture and Forestry
Address : Izumi-cho, Kumamoto City
Date of Establishment: April 30, 1947
Staff Number: 6 officials, 7 employes, 16 extras

Function: (a) Experiment division for "Mugi" growing; improvement of barley, rye, wheat within Kyushu region. (b) Experiment division for Improvement on Use of Fertilizer. (c) Experiment division for Growing Grains; improvement of grains, especially of fall soy-beans within Kyushu region.

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別紙(二)英訳

December 26, 1947

Revision and Consolidation of Tentative Plan for Readjusting Local Agencies of Central Government Offices.

With reference to a tentative plan for readjusting local agencies of central government offices drawn up by the Administrative Research Bureau and submitted to GHQ on October 2, 1947, it is considered that the points enumerated below require revision or consolidation for the reasons given therein:-

A. Branch Offices of the Regional Bureau of Commerce and Industry (reference par. 1, item (5) of original plan): In the original plan it has been proposed to abolish these branch offices, but we now recommend that such agencies be partially retained.

Reason: On the premise of transfering the work which these branch offices handle, namely, the local allocation of designated production materials, together with its correlated general administrative business for commerce and industry to the metropolitan, Hokkaido and prefectural governors, the abolition of these branch offices has been proposed in the original plan, but some of these agencies, under the partial delegation of the functions of a Regional Bureau of Commerce and Industry, actually conduct matters concerning special administrative business for commerce and industry, such as mining, electric power, alcohol, etc., this in addition to the allocation item mentioned above.

While it is practicable to transfer the former work (allocation) to a local governor, the transfer of the latter work (Special administrative business) is inappropriate because of its very nature, In so far as the latter work in concerned, we consider it

unavoidable to retain those branch offices handling such work.

b. Railway Divisional Motor Traffic and Material Offices, (reference par. 1, item (6) of original plan): In the original plan it has been proposed to readjust these offices, but we now recommend to retain them, so that they are to be deleted from the original plan.

Reason: In the original plan it has been proposed to readjust these offices in such a way that they may attend to the work of enforcing the Road Transportation Law which was then under deliberation in the first session of the National Diet and be relieved of their duties connected with the allocation of production materials, which are to be transferred to the metropolitan, Hokkaido, or prefectural governor. The law was amended by the first session of the National Diet, authorizing the establishment, in the place of Railway Divisional Motor Traffic and Material Offices, of Road Transportation Supervision Offices, which, in addition to the work hitherto devolving on the Motor Traffic and Material Offices, are also to handle the work of inspecting motor vehicles which has in the past been entrusted to the metropolitan, Hokkaido or prefectural governor. Since it has been decided to handle the work concerning the road transportation in a coordinated manner, it is advisable to give the production materials allocation function, which has a very close relationship with the former work to the same operating agency thereby contributing to the smooth operation of these two kinds of work. We therefore recommend the retention of the existing Motor Traffic and Materials Offices (which are hereafter to be reorganized as Road Transportation Supervision Offices).

c. Local Liaison Offices and Branch Liaison Offices of the Central Liaison Office (reference par. 2, item (1) of original plan). We now recommend that a part of Local Liaison Offices and Branch Liaison Offices referred to in the original plan be taken to mean

the Kumamoto Local Liaison Office and the Tachikawa, Oita, and Kagoshima Branch Liaison Offices, respectively.

Reason: As the jurisdictional area of the above-cited Local and Branch Liaison Offices does not in each case extend beyond the metropolitan or prefectural boundaries, it is deemed that there is no difficulty in giving their work to the metropolitan or prefectural governor concerned. It may be mentioned that the Okayama Local Liaison Office and the Aomori Branch Liaison Office referred to in the "Exposition of Tentative plan for Readjusting Local Agencies of Central Government Offices, "Part II, par. 2, item (1), (a), as subjects of abolition were already abolished at the end of last September and October, respectively.

D. Branch Office of the Ministry of Education (reference par. 3. item (1) of original plan): we recommend that this branch office be abolished.

Reason: There is only one Branch Office of the Ministry of Education at Osaka, which is a coordinating organ between the Ministry of Education and schools under its direct jurisdiction and the prefectures in Kinki District: and, since its functions do not conflict with those of prefectures, there is no reason categoricablly to advecate its absolute abolition. In view, however, of our present policy of liquidating local agencies of central government offices as far as practicable, it is deemed appropriate to abolish this branch office. At the present time, the duties of the head of this branch office are actually carried out concurrently by the head of the branch office of the Educational Facilities Bureau, hence we consider that the functions of the branch office involved can be properly performed by the adequate selection of an appointee for the head of the branch office of the Educational Facilities Bureau.

E. Quarantine Offices (reference par. 3, item (2) of original plan): We recommend that these quarantine offices be abolished.
Reason: While quarantine offices undertake the work for the prevention of epidemics in the international field, they are closely connected with the domestic prevention work, hence there is no obstacle in giving their work to the Health Department of the metropolitis; Hokkaido or prefectures. Consequently, if there is no objection on the part of the Eighth Army of the Occupation Forces, it is deemed appropriate to abolish these quarantine offices.

F. Local Charcoal offices (reference par. 3, item (3) of original plan) and Foodstuff Offices, Branch Offices and Sub-Branch Offices (reference par. 3, item (4) or original plan):

We recommend that (1) local charcoal offices be abolished, and (2) foodstuff offices, branch offices, and sub-branch offices be kept without any change for the time being.

Reason: The above agencies mainly handle work relating to the testing, purchase, custody, transportation, processing, sale, etc. of charcoal and foodstuffs, and the principal reasons of their being national organs are based on the fact that their respective work forms one link in the nation-wide demand and supply adjustment functions and also that they handle work involving an enormous amount of the national revenues and expenditures. However, in respect of charcoal and foodstuffs, the effect of each of such items is by no means the same. That is, charcoal is different from foodstuffs not only in volume, but the extent of its demand differs according to the locality, so that its importance is not the same everywhere; and, in such circumstances, it is highly problematical whether it is necessary to sep up uniformly an agency in each prefecture, including the metropolis and Hokkaido. In the light of the existing state of affairs in which local charcoal offices

cannot realize satisfactory results unless they work in concert with the metropolitan, Hokkaido or prefectural governors, it would appear proper to abolish these agencies by devising some appropriate counter-measures and transfering their functions to local governors. In such a case, there is a way of entrusting the work of handling national revenues and expenditures to prefectures.

It is also feasible to consider thr transfer of foodstuff establishments to the metropolis, Hokkaido, and prefectures; but in view of the fact that, under the existing conditions obtaining in this country, foodstuff control makes it imperative to be enforced on a nation-wide scale, it is deemed appropriate to keep such agencies without any change for the time being, together with crop reporting offices belonging to the same system, until it is possible to devis means of insuring the efficient performance of the functions of the agencies just described by the metropolitan, Hokkaido and prefectural governors.

G. In addition to the local agencies mentioned above, consideration is to be given to the abolition of local offices of the Fisheries Bureau of the Ministry of Agriculture and Forestry and the restraining of the new installation of local resident officers of the same Ministry.

Reason: For the specific purpose of giving encouragement to the forwarding of fresh fish, shell-fish, etc, to big consuming cities, and maintaining liaison, etc, between their producing centres and places of consumption, the Fisheries Bureau of the Ministry of Agriculture and Forestry has heretofore maintained its local office at Hakodate, Tokyo, Osaka, and Shimonoseki, but, with the object of insuring the effective enforcement of the relative ministerial ordinances (Regulations for Rationing of Fresh Fish, Shell-Fish, etc. and Regulations for Rationing of Vegetables, Fruits, and Pickled

Vegetables) based on the Temporary Material Demand and Supply Adjustment Law, it has recently been dicided, in respect of fresh fish, shell-fish, etc., to station local resident officers of the Ministry of Agriculture and Forestry at their principal landing places and to increase, as controlling organs of such local resident officers, two new local offices of the Fisheries Bureau to the four already referred to: and, as regards vegetables, etc. it is also anticipated that former personnel of the National Agricultural Association will be taken over and stationed as new local resident Officers of the Ministry involved in the big consuming areas. However, from the present policy of liquidating local agencies of central government offices, it is only right and proper to consider the putting of restraint on the increase or the new establishment of the agencies of the kind referred to above, Nevertheless, as a premise to taking such step, a change must first be made in the existing legal position of the Minister of Agriculture and Forestry, in which he assumes direct responsibility for the collection and forwarding, etc. of fresh fish, etc., at principal landing places and for the collection and forwarding of vegetables, etc. for big consuming areas. This might be done, for example, by transferring such functions of the Minister of Agriculture and Forestry to the metropolitan, Hokkaido and prefectural governors, with the proviso that the Government is to strengthen the means of insuring the efficient performance of their new duties by local governors; after which the question of abolishing local offices of the Fisheries Bureau and of restraining the new installation of local resident officers of the Ministry involved could be rightly considered.