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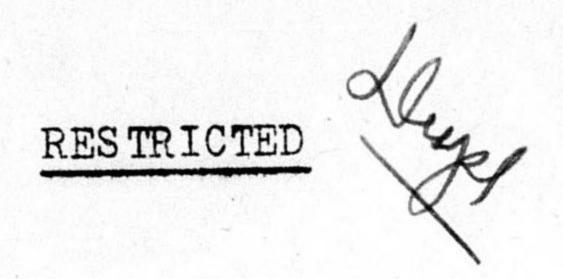
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PUPPET GOVERNMENTAL BODIES

OF OCCUPIED No. CHINA

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OFFICE OF STRATEGIC SERVICES Research and Analysis Branch

R & A No. 3075

THE PUPPET GOVERNMENTAL BODIES OF OCCUPIED NORTH CHINA

Description

A description and chart of the puppet governmental bodies of occupied North China, including a discussion of the North China Political Council and the Hsin Min Hui (New People's Society).

1 May 1945

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SUMMARY

Set up the Provisional Government in Pei-p'ing. This puppet organization controlled the area until 1940, when it became subordinate to the Nan-ching Government and changed its name to the North China Political Council. This Council is the present puppet government in occupied North China and controls the provinces of Hopeh, Shantung, Shansi, and northern Honan. The North China Political Council is presided over by a Chairman and consists of from 17 to 21 members, all of whom are nominally appointed by the puppet government in Nan-ching. The Executive Body of the Council is the Standing Committee, and an Advisory Council assists the Chairman. Under the North China Political Council are three Bureaus, five Boards, and three Committees which handle the work of the Council. Provincial and local administration stems from the Council.

The Hsin Min Hui (New People's Society), the political party of the North China puppet regime, was formed to combat the Kuomintang and Communist influence in the area. Its ideology is based on a revival of Confucianism in an attempt to vitiate the effect of Sun Yat-sen's San Min Chu I. In reality the Hsin Min Hui is the main working part of the North China government, and the Chairman of the North China Political Council is the exofficio Chairman of the Hsin Min Hui. The Vice-Chairman of the Hsin Min Hui is its actual head and under him is the Central Directing Board, the working body of the organization. Subordinate to the Central Directing Board is a series of Committees and Departments which handle the various administrative functions. Provincial and local directing bureaus are likewise responsible to the Central Directing Board.

THE PUPPET GOVERNMENTAL BODIES OF OCCUPIED NORTH CHINA

The governing body of occupied North China is the North China Political Council (also called the North China Political Affairs Council), a puppet body formed in March 1940. Previously, the control of North China had been under the "Provisional Government of the Republic of China" which had been established by the Japanese in Pei-p'ing on 14 December 1937, just five months after · they had begun their military occupation of North China. Meanwhile, by gaining the services of Wang Ching-wei, who had doserted Chungking, the Japanese had acquired a puppet important enough to enable them to set up the "National Government of China" in Nan-ching (Nanking) on 30 March 1940. As a result, the name of the North China government was changed to the North China Political Council. However, the semi-autonomous nature of the Council which remained emphasizes the independence of North China as a region separate from the rest of occupied China, with only weak ties to Nan-ching.

The Japanese, claiming "special interests" in North China, have always treated it as an area separate from the rest of China. Upon occupation, they established in the northern provinces a puppet government sufficiently different from the puppet government in Nan-ching to require separate description. This report will give a picture of the structure set up by the Japanese for the puppet government of occupied North China. It does not intend to analyze the success or failure of the puppet government. Neither will it discuss Japanese control over the area.

I. THE PROVISIONAL GOVERNMENT (1937-1940)

The Provisional Government controlled the four provinces of Hopeh, Shantung, Shansi, and northern Honan. It consisted of: the President; three Committees--Executive, Legislative, and Judicial--under the President; and the President's

jurisdiction; the four provincial governors; the mayors of the three Special Municipalities; the governors of the two Special Administrative Districts in Hopeh; and, occasionally, other persons specifically appointed as Executive members of the Council. The Council meets biannually.

- 2. The Standing Committee. Certain designated Director-Generals of the Boards and Bureaus under the North China Political Council make up the Standing Committee. Its membership varies from a minimum of five to a maximum of nine members. This Committee is the working body of the organization. It advises the Chairman of the Council, who acts upon its suggestions.
- 3. Advisory Council. The Advisory Council consists of seven elder statesmen who are appointed to this position by the North China Political Council. These men function in an advisory capacity for the Chairman. He transmits their suggestions to the North China Political Council. Certain members of the Advisory Council are also members of the North China Political Council and of the Standing Committee.
- 4. Bureaus, Beards, and Committees. Before October 1943 the work of the North China Political Council was delegated to eight separate departments under the Chairman. In October and November a complete reshuffling of the Council occurred. Wang Keh-min, then Chairman of the Council, claimed that the purpose of this reshuffling was to achieve more efficiency in the administration of North China and to complete the wartime political structure of the North China government. As a result of this reshuffling, there are now three Bureaus, five Boards, three Committees, and a Secretariat, which are directly under Chairman Wang Yin-tai of the North China Political Council.
- a. The General Affairs Bureau. The General Affairs
 Bureau, under Su Ti-jen, contains the office of information,
 which is the chief propaganda unit in North China. Its other
 offices are those of general affairs, external affairs, and
 statistics.

- b. The Internal Affairs Bureau. The Internal Affairs
 Bureau is also headed by Su Ti-jen. The Bureau has complete
 charge of civil and police administration. It has a separate
 office for each.
 - c. The Financial Affairs Bureau. The Financial Affairs
 Bureau handles all financial matters through its offices of
 accounting, auditing, and printing. Also under the jurisdiction of this Bureau is the Federal Reserve Bank. The DirectorGeneral of the Financial Affairs Bureau simultaneously holds
 the position of President of the Federal Reserve Bank. Wang
 Shih-ching at present holds both positions.
 - d. The Peace Preservation Board. The Peace Preservation Board is the top military body in North China, controlling all military affairs of that area. Chief of this Board is Director-General Tu Hsi-chun, who until 21 March 1945 was also the Commander-in-Chief of the North China Pacification Army. At that time Meng Chih-chung took over the Army, and he may be appointed soon the head of the Peace Preservation Board as well, for the two positions are often held by the same man. Under this Board are the offices of general affairs, military affairs, and propaganda and enlightenment. The Board also has jurisdiction over the Military Court.
 - e. The Economics Board. The Economics Board is headed by Wang Shih-ching, who is also the Director-General of the Financial Affairs Bureau. Its offices are those of general affairs, industry, finance, labor, and commodity prices.
 - f. The Agriculture Board. Headed by Chen Tso-shih, the Agriculture Board is concerned mainly with food problems. It includes the offices of agricultural production, foodstuffs administration, and cooperatives.
 - g. The Education Board. The Education Board is concerned with cultural problems. It has control over the offices of general affairs, culture, and education. Wen Yuan-mo is the Director-General.

- h. The Public Works Board. The Public Works Board is also known as the Industry Board, as its jurisdiction pertains to industrial affairs. It contains the offices of general affairs, highways, irrigation, municipal planning, and communications.

 Its Director-General is Tang Yang-tu.
- The North China Enemy Property Administration Committee.

 The North China Enemy Property Administration Committee was established on 18 October 1943. The Committee was established to administer the foreign ("enemy") concessions in North China which were transferred to China by Japan after the puppet government of Nan-ching's entry into the Greater East Asia War. The Chairman of this committee is Chang Chung-chih.
 - Taxation Committee is divided into four divisions for administrative purposes. The directors of these divisions are Yun Ching-tao, Li Peng-tao, Kuo Li-chih, and Shen Yun-chang. The Committee also has a Secretary, Chang Chih-sheng. This Committee is concerned with problems of taxation in North China.
 - Anti-Opium Committee allegedly was established to combat the use of opium in North China. At present it is under the control of Acting-Director Wan Chao-chih.

III. PROVINCIAL AND LOCAL ADMINISTRATION

North China is divided administratively into provinces, special administrative districts, special municipalities, tao, hsien, municipalities, villages, and rural areas. The administrative structure is shown in the accompanying chart.

A. Provincial Administration.

The governors of the four provinces of North China are responsible directly to the Chairman of the North China Political Council. Under each governor is a Provincial Council made up of a Secretary-General and the Directors of Police, Finance,

Education, Construction, People's Affairs, Propaganda, and Health. The Provincial Governors control the local administration.

The capital of Hopeh is Ching-yuan (Pac-ting); Jung Chin is its governor. Tiai-yuan is the capital of Shansi; Wang Hsiang is the governor. Shantung has its capital at Li-chieng (Tsinan); its governor is Yang Yuh-sun. Kiai-feng is the capital of Honan; Shao Wei-hai is its governor.

B. Special Administrative Districts.

The Special Administrative Districts in Hopeh have been established directly under the jurisdiction of the North China Political Council. One, in Shantung, is under the governor of the province. These Districts are similar in nature to the "model peace zones" established in occupied Central China by the puppet government of Nan-ching. Three reasons have been given by the Japanese for the establishment of these special administrative districts: first, to facilitate the developing of the natural resources in the areas; second, "to unify the political, military, and economic powers of the component sectors in order to maintain more effective administration"; and third, to play an important part in eradicating the Communists in their area. A fourth Special Administrative District has been established in that part of Honan which was occupied by the Japanese in their drive of 1944 and which is not at present under the jurisdiction of the North China Political Council.

ninistrative District of Hopeh was set up on 24 November 1943 directly under the jurisdiction of the North China Political Council "to further strengthen the all-out cooperative structure of Hopeh." This District includes the area within the Pei-ping, Tien-ching (Tientsin), and Ching-yuan (Pao-ting) triangle, and when it was established was made up of four hsien: Pa-hsien;

Yung-ch'ing; An-tzu; and Ku-an. In December 1944 the area of the District was increased to include also the three <u>hsien</u> of Chuo-hsien, Fang-shan, and Liang-hsiang. The head of this District is Tao Yao-shan.

- 2. Second Administrative District of East Hopeh. The
 Second Administrative District in the East Hopeh area was established under the North China Political Council on 27 June 1944.

 This District covers an area of 2,500 square kilometers. It is
 bounded on the north by the Great Wall, on the west by the
 Pei-ping area, and on the south by a line running from Tien-ching
 to Tang-ku. The Japanese say that the area was formed primarily to facilitate measures for fighting the Communists and
 also because it is an area of excess natural resources. Chiang
 Feng-mei is the head of the Second Administrative District. The
 seat of the District is at Tang-shan.
 - Special Administrative District was formed by the provincial government of Shantung on 7 November 1944. The Japanese claim that the area was established for economic reasons. The six hsien of I-tu, Tzu-ch'uan, Po-shan, Lin-tzu, Huan-t'ai, and Ch'ang-shan, which make up the District around Tsingchow, were withdrawn from the Lu-nan tao (circuit) administration and placed under the direct supervision of the provincial governor. Ma Cheng-shan is at present the Acting-Director of the District. He has his headquarters in Chang-tien.
 - 4. The Honan Special Administrative District. Among the cities seized by the Japanese in their Honan drive in the spring of 1944 were Lo-yang and Cheng-hsien (Chengchow). Immediately after their capture the Japanese set up Pacification and Recovery Committees in each city. According to the Japanese these Committees were to bring about "the recovery of the cities in political, economic, and cultural fields." When the Japanese

felt these Committees had completed "the recovery of the cities" they promoted them to hsien governments. The Hsien Government of Lo-yang was installed on 1 August 1944 under Chia Shih-ping. Cheng-hsien, however, remained under the Cheng-hsien Recovery Committee until January 1945.

Administrative District to have jurisdiction over Lo-yang, Cheng-hsien, and thirty-three other occupied hsien in Honan.

These areas lie to the south of the 1853 bed of the Yellow River. Pacification committees had been previously set up in the hsien, as well as in the cities of Lo-yang and Cheng-hsien. At the time of the establishment of the Special Administrative District thirteen of the hsien and Cheng-hsien were elevated to the position of regular hsien governments. The pacification committees in the other hsien governments. This system, which the Japanese generally use in the "reconstruction" of their occupied areas, illustrates the Japanese technique for creating puppet governments.

It is not yet known whether the Honan Special Administrative District will eventually be under the North China Political Council or the Puppet Government in Nan-ching, but it seems more likely to be put under the latter, as it is based on the Kuomintang governmental structure followed by the Puppet Government in Nan-ching. At present the District is independent. Its seat is at Cheng-hsien. The Chief Commissioner of the District is a Japanese. The Deputy Commissioner is a Chinese, Cheng Chi-ching. In addition fifteen other commissioners have also been appointed.

C. Special Municipalities.

Because of their special political and economic conditions cities with a population of more than 1,000,000 have been designated as special municipalities. In North China there are three

of these: Pei-p'ing; T'ien-ching (Tientsin); and Ch'ing-tao (Tsingtao). Each of these cities is governed by a mayor who is directly under the jurisdiction of the Chairman of the North China Political Council. These mayors are Hsu Hsiu-chih of Pei-p'ing, Chou Nai-ping of T'ien-ching, and Yao Tsi-pin of Ch'ing-tao. Under each Mayor is a Special Municipal Council which is the working organ of the municipal government. On this Council there is a Secretary-General and the Directors of Social Affairs, General Affairs, Economic Affairs, Health, Education, Police, Propaganda, Finance, and Construction.

D. Local Administration.

The local administration system in North China is composed of tao, hsien, cities, villages, and rural areas.

1. Tao (circuit) Government. Each prevince in North China is divided into a certain number of tao for administrative purposes. This is a system of local administration taken over in a modified form from the Ching Dynasty. It is not used in any other part of occupied China. The following table shows the tao in the four northern provinces.

Province	Tao Name	Tao Seat	Number of Hsien
Hopeh	Chi-tung tao	T'ang-shan	12
•	Yen-ching tao	Pei-p'ing	15
	Ching-hai tao	T'ien-ching	12 23
	Pao-ting tao	Ching-yuan	23
	Shih-men tao	Cheng-ting Ts'ang-hsien	19
	Po-hai tao Shun-te tao	Hsing-t'ai	15
	Chi-nan tao	Han-tan	14
	T., noi +00	Te-hsien	37
Shantung	Lu-pei tao Lu-tung tao	Yen-t'ai	15
	Lu-nan tao	I-tu (Tsingchow)	21
	Lu-hsi tao	Chi-ning	32
Q1 •	Ho-tung tao	An-i (Yun-ch'eng)	?
Shansi	Chi-ning tao	Lin-fen (P'ing-you	ng) ?
	Yen-men tao	Yu-tzu	92
	Shan-tang tao	? •	?
Honan	Yu-pei tao	Hsin-hsiang	17
HOHAH	Yu-tung tao	?	25

^{*}A garbled Japanese report indicates that Lu-nan tao may have been abolished in November 1944. No further information is available at this time.

Each tao contains a certain number of hsien which are controlled by the tao yin (translated as circuit head or circuit mayor). The tao yin, in turn, is responsible to the governor of the province.

Also under the tao yin is the tao council consisting of the bureaus of police, finance, education, and construction.

- 2. <u>Hsien Government</u>. Each <u>hsien</u> is controlled by a magistrate who is responsible to the <u>tao</u> <u>yin</u>. Under the magistrate is a <u>hsien</u> council consisting of the bureaus of police, finance, education, and construction.
- 3. Village and Rural Administration. The pao-chia system is used for controlling the villages, towns, and rural areas. This is a system of collective responsibility in which an area is divided into districts and sub-districts successively, the house-hold being the smallest unit. All individuals are identified by their membership in these units and are thus controlled. This system is administered by the hsien magistrate.
- 4. Municipal Administration. Municipal Councils have been set up in cities with a population of more than 300,000. These Councils, headed by their mayors, are directly under the provincial governor. They include the Bureaus of Police, Construction, Education, Finance, and Propaganda. In North China there are six of these municipalities: K'ai-feng in Honan, Shih-men and Ch'ing-yuan (Pao-ting) in Hopeh, Yen-t'ai (Chefoo) and Li-ch'eng (Tsinan) in Shantung, and T'ai-yuan in Shansi.

IV. THE HSIN MIN HUI

North China and had set up the Provisional Government in Peiping, they recognized the need for creating a political party to control the thought of the people and thereby wipe out whatever influence the Kuomintang and the San Min Chu I had over the people of North China. On 14 December 1937 the Provisional Government of North China was established; on 24 December the

Hsin Min Hui, or New Peoples' Society, was formed; on the same day the Hsin Min Chu I, or New Peoples' Principles, were formulated.

In the seven years since it was established, the
Hsin Min Hui has remained a separate organization, acting as
the political party for North China. In March 1940, when the
North China Political Council became subordinated to the
puppet government in Nan-ching, the Hsin Min Hui kept its place
and did not become affiliated with the government in Nan-ching.
It continues to carry on its own propaganda work in North
China and remains a separate body not connected with any other
organization.

A. Function.

- 1. Purpose. The stated aims of the Hsin Min Hui are: (1) to champion the new government and increase influence over public opinion; (2) to exploit national resources and elevate the livelihood of the people; (3) to glorify the culture and moral virtues of Confucious; (4) to participate in the anti-Communist front and eliminate one-party rule; (5) to hasten alliances among neighboring countries in order to contribute to the peace of the world. These aims are directed against the three principles of Sun Yat-sen--nationalism, democracy, and people's livelihood -- and against a policy of friendship with the Western countries. For their achievement the Japanese have attempted to revive Confucianism as the political ideology of North China. This feudal ideology gives legality to the existing government, discourages social change and national consciousness, and justifies the subjection of the people to the landed scholar class.
 - 2. Activities. The Hsin Min Hui is actually a major working part of the North China government, for there is no sphere of government activity in which it does not take part. It sets

up training institutions for the youth of the area, promotes women's associations, organizes meetings to denounce Communism and the Kuomintang, runs an experimental hsien, organizes cooperatives, teaches the Japanese language, organizes all types of propaganda units, promotes art, handles censorship, advises farmers, controls labor, and engages in countless other activities. Organization.

- 1. Extent. The center of the Hsin Min Hui is in Pei-p'ing. Each province, city, tao, and hsien has its own branch. At present it has control over approximately 100,000,000 people in the provinces of Hopeh, Shantung, Shansi, and Honan.
- 2. Membership. There are two types of membership in the Hsin Min Hui. "Approved membership" consists of "those who support the general principles and purpose of the Society and who are introduced by two full members." "Full membership" in the Hsin Min Hui consists of "those who have been approved members for a considerable period and have received the training of the Society and who, having been recommended by the Branch Society to which they belong, have also received the approval of the officials of the Society in taking the oath of membership." All officials in government and all heads of schools and propaganda organizations are compelled to belong. In 1943 there were approximately 50,000 full members and 500,000 approved members.
 - Japanese in the Hsin Min Hui. Up until 1943, Japanese held positions in the Hsin Min Hui. The Vice-President, Ando, was a Japanese. Almost half of the staff members of the Headquarters were Japanese who also held important posts in regional and district branches. In the spring of 1943, reorganization of the Hsin Min Hui occurred. More than 2,000 Japanese members and officials of the Hsin Min Hui voluntarily resigned, thereby making the membership exclusively Chinese. However, a Japanese Advisory Board to the Central Directing Board was established and

advisory sections in various provinces and cities were set up, so that the Japanese still wield influence over the work of the Hsin Min Hui.

- 4. Structure. The accompanying chart gives a picture of the structure of the Hsin Min Hui.
- a. <u>National Organization</u>. Wang Yin-tai, President of the North China Political Council, is the present President, exofficio, of the Hsin Min Hui. The working head of the organization is the Vice-President, Yu Hsi-chieh. Directly responsible to the Vice-President are the Central Directing Board and the Board of Supervision.
- i. The Central Directing Board. The Central Directing Board is the administrative body of the Hsin Min Hui. Its
 Chairman is appointed by the President of the Society. At present the Chairman of the Central Directing Board is Yu Hsi-chieh, Vice-President of the Hsin Min Hui. This Board also consists of a vice-president and the heads of the bodies under the Board, who are also appointed by the President upon recommendation of the Chairman of the Board. Under the Board are a number of bodies which have control over the work of the whole organization.

 The work of the Board includes the following matters: (1) all cases involving changes in regulations or general principles; (2) premulgation, alteration, and abolition of important regulations; (3) budgets and the balancing of accounts; (4) matters pertaining to the National Convention; (5) all items of importance concerning the Hsin Min Hui.
 - This is the Executive Committee of the Central Directing Board.

 The supervises the following: (1) alterations of regulations;

 (2) enactment, alteration, and abolition of rule; (3) budgetry matters; (4) management and operation of the Society's assets;

 (5) direction of important work; (6) important personnel affairs;

 (7) matters concerning the National Convention.

- iii. The Board of Supervision. The Board of Supervision, appointed by the President and Vice-President of the Hsin Min Hui, investigates problems which arise concerning the members and the work of the Hsin Min Hui.
- Deliberative Council. The Deliberative Council consists of a Chairman, Wang Chia-jui, and a Vice-Chairman,

 Secretary-General, and Secretary. These men are in charge of the annual Joint Conventions of the Hsin Min Hui. Representatives from the provincial and local branch associations are present at the Conventions, as well as officers of the Central Hsin Min Hui organization and other top figures in the North China government. At the Conventions, representatives discuss important matters and answer the inquiries put to them by the Chairman of the Central Directing Board. Besides these annual conventions, National Conventions are held at irregular intervals as the need arises. These are attended by the high officials of the North China Political Council and the North China local governments, and the President of the Nanking Government.
- v. Central Training Board. The Central Training
 Board is also under the direction of Yu Hsi-chieh. This Board
 has charge of the training program for all personnel connected
 with the work of the Hsin Min Hui including the training course
 which all members of the Society must complete before achieving
 full membership.
- vi. The Department of General Affairs. The Department of General Affairs is concerned with the following matters:
- (1) confidential matters; (2) personnel affairs; (3) documents;
- (4) accounting and expenditures in building and making repairs;
- (5) business affairs which are not within the jurisdiction of other departments; (6) investigation in regard to the basic working policy of the Hsin Min Hui; (7) investigation in the field of economics, politics, and social thoughts; (8) statistics;
- (9) collection and classification of information and control of

the agencies of information; (10) editing and issuing of official papers; (11) matters concerning conference and external affairs. This Department is made up of the offices of personnel, documents, business affairs, political affairs, accounting, planning investigation, and information and a secretariat. Its director is Peng Li-min, who also is the Vice-Director of the Central Training Board.

- vii. The Department of Education. The Department of Education is headed by Chen Tsai-ping. Under him are the offices of organization, direction, and propaganda. The Department supervises (1) education of the masses, (2) direction and organizing local organizations, (3) affairs dealing with the organization of the Branch societies, (4) registration of membership, (5) all matters concerning the Society's propaganda work, (6) work concerned with the social and cultural life of the people.
- viii. The Department of Economics. The Department of Economics was formed in January 1945 in an effort to strengthen the Hsin Min Hui. Besides a Chairman, the Department includes an office of general affairs and "an office in charge of instructions and agricultural and labor affairs."
 - ix. The Hsin Min Hui Youth Corps. The Hsin Min Hui Youth Corps has charge of all youth activities and training organizations in North China. Under the Youth Corps are the Board of Instruction and the Board of Mobilization. Peng Li-min is the Director-General of the organization as well as Director of the Mobilization: Board. Wu Chiu-cheng is the Director of the Instruction Board.
 - Women's Association was formed on 1 October 1944. This Association is concerned with all women's organizations and the training of women in North China. It is under the direction of Li Wen-hua.

b. Provincial and local organizations.

- the Central Directing Board, Directly under the control of the Central Directing Board, Directing Bureaus have been established in each of the three Special Municipalities and in each of the four Provinces. Subordinate to the Provincial Directing Bureaus are directing bureaus in each of the <a href="https://doi.org/10.2007/jhs.com/1
- ii. Branch Societies. The branch society is the working unit of the Hsin Min Hui. Such societies are organized under the Provincial, Hsien, Tao, and Municipal Directing Bureaus. Each branch society has a president who is appointed by the Chairman of its controlling Directing Bureau from the branch members. The President has control over all the general affairs of the society. Besides the president, each society has an administrative officer who executes the business of the society and assumes the duties of the president if the latter is unable to do so. Each branch society also has a liaison officer who deals with relations with other branches.

The branch societies are concerned with these types of activities: (1) acquisition of members; (2) instruction, training, and education of its members; (3) metters ordered by the Central Directing Board; (4) matters enacted by the Joint Deliberative Councils; (5) emergency business of the branch societies; (6) maintenance of the society.

irector of Police

Director of Finance

Villages and Towns

Pao-chia System

Director of Education

Director of Construction

(New People's Society)

