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894.03/1-145 -- 12-3147-48 - 49

STANDARD FORM NO. 64

File Committee #3

Office Memorandum • UNITED STATES GOVERNMENT

TO : FE - Mr. Vincent
 JA - Mr. Borton

FROM : JA - Mr. Emmerson

DATE: December 20, 1946

SUBJECT: FEC's Consideration of Implementing Legislation

The attached is the latest draft of Conclusions for the SWNCC paper on the competence of the FEC with regard to implementing legislation, which represents a War Department revision of a draft prepared in A-H.

At the Commission meeting this morning Major Plimpsoll again expressed his anxiety lest the Commission not be given an opportunity to pass upon implementing legislation before final action in the Japanese Diet. The consultative message to SCAP requesting estimated dates of passage of implementing laws was passed unanimously, with the deadline of December 23, as proposed in the original resolution, changed to "in time to be presented at the Steering Committee meeting on December 24".

After the Commission meeting, considerable discussion of the method by which the Commission should treat implementing legislation took place in General McCoy's office, with Dr. Blakeslee, Mr. Gross, Colonel Fahey, Mr. Stout, and myself present. It was agreed that in all likelihood, FEC suggestions regarding implementing legislation could be handled by consultation with SCAP, as in the case of the Constitution. Dr. Blakeslee however, raised the question of what action the Commission would take if it determined that a specific law or provision of a law, after enactment, was inconsistent with Potsdam or a policy decision of FEC. Mr. Gross contended that in such a case, the U.S. Government, as the sole agency which gives directives to SCAP, would be responsible for securing rectification by SCAP and that the FEC could not in fact veto a Japanese law. He said he could not conceive of the U.S. Government participating in a decision by the Commission which would, in fact say that the U.S. Government had been derelict in its duty. Dr. Blakeslee returned to the point that the form FEC action would probably take would be introduction of a resolution to the effect that a certain law or provision of law was inconsistent with certain provisions of certain documents, and that General McCoy would either have to veto such a proposal, or go along with it, if the U.S. Government agreed with the Commission's view.

RM: It appears to me that, while it is unlikely that a valid complaint of the FEC pointing out inconsistencies in implementing legislation would ever go so far as a proposal for formal action by the Commission, the U.S. can not in principle deny the FEC its right to review such legislation and to take a decision regarding its inconsistency with controlling documents.

JA:JKEmmerson:xa

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FILE NO.

894.03/5-1547

DESP. 1042 FROM TOKYO

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JAN 26 1943

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UNITED STATES POLITICAL ADVISER
FOR JAPANRec'd DC/L
June 2, 1947ACTION:
FE

Tokyo, May 15, 1947

JUN 12 1947

UNCLASSIFIEDINFO:
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No. 1042

WAR
NAVY
CIGSUBJECT: Memorandum concerning women members of the
90th and 91st sessions of the Japanese Diet.

Pol-

The United States Political Adviser has the honor to enclose copy of a memorandum dated February 25, 1947, prepared by a member of the Political Affairs Division of the Government Section, General Headquarters, Supreme Commander for the Allied Powers, concerning the activity of women members of the Japanese Diet during its 90th and 91st sessions.

Attention is invited to an appendix to the memorandum containing a compilation of answers given by the women members of the Diet to certain questions propounded by the Political Affairs Division of the Government Section.

Enclosure:

Memorandum dated February 25, 1947, prepared by Government Section, General Headquarters, Supreme Commander for the Allied Powers.

Original and ozalid to Department.

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Enclosure to Despatch No. 1042 dated May 15, 1947 from the United States Political Adviser for Japan, Tokyo, on the subject "Memorandum Concerning Women Members of the 90th and 91st Sessions of the Japanese Diet".

COPY

GENERAL HEAD OFFICES
 SUICHIRO GOHMEI FOR THE ALLIED FORCES
 Government Section
 Political Affairs Division

25 February 1947

MEMORANDUM TO THE CHIEF, GOVERNMENT SECTION

SUBJECT: WOMEN DIET MEMBERS IN THE 90th AND 91st DIET SESSIONS.

The thirty-nine women Diet members, whose movement in the Diet was watched with keen interest from all parts of the country, are reported to have been more active than was expected throughout the recent Diet sessions. These women representatives also stimulated the political interest of the Japanese women who had elected them. Publications and lectures alone were evidently not adequate to keep women informed with political news: of the total 12,209 visitors who flocked to the Diet galleries during the 91st session approximately twenty per cent were women.

It is an undeniable fact that just as the presence of six Communist representatives presented a challenge to the 90th session of the Diet, so the mere presence of women representatives brought about a considerable change in the Japanese people's feudalistic ideas about women. However, as the reins of government are still in the hands of men, the women have been denied an adequate voice in the recent Diet sessions. Yet, even within the limited scope allowed to them, they managed to express their opinions in the plenary sessions as well as in the committee meetings.

PARTY AFFILIATIONS

The parties' fight for political power increased as more and more political controversies appeared. Each party attempted to increase its membership by seeking to attract members of the Independent Club and other bargaining groups.

The women changed their party affiliation. TOGANO Satoko and MATSUTANI Tenkoko of the Independent Club joined the Social Democratic Party in November 1946. KONDO Tsuruye also of the Independent Club joined the Liberal Party in August 1946. ANDO Hatsu, YONEYAMA Sumiko, YOSHIDA Sei, NOMURA Mitsu and TANAKA Tatsu, formerly of the Shinsei Kai, joined the People's Party in September 1946. YAMASHITA Tsune, also of the Shinsei Kai joined the Social Democratic Party. MIKI Kyoko, an independent, joined the Liberal Party in November 1946.

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The party membership of women representatives in January 1947 was as follows:

Liberal Party

HONDA Hanako
IMAI Hatsu
KIMURA Chiyo
KONDO Tsuruye
MIKI Kyoko
SUGITA Keiko
TAKEDA Kiyo
TAKEUCHI Shigeyo
TOMITA Fusa

Social Democratic Party

KATO Shizue
MATSUO Teshiko
MATSUJANI Tenkoko
MIIZUMA Ito
SAKAKIBARA Chiyo
SAWADA Hisa
TOGANO Satoko
YAMACUCHI Shizue
YAMASHITA Tsune
YAMASAKI Michiko
YONEYAMA Hisako

Communist Party

KARASAWA Toshiko

Progressive Party

MOGAMI Hideko
MORIYAMA Yone
MURASHIMA Kiyo
NAYAYAMA Tama
SAITO Tei
SUGAWARA En
TAKEUCHI Utako
YAMAMOTO Harue

People's Party

ANDO Hatsu
NOMURA Misu
TANAKA Tatsu
YONEYAMA Fumiko
YOSHIDA Sei

Co-operative Democratic Party

KOSHIMIZU Haru
ONAKI Kuni

Independent Club

KORO Mitsuo
NAZAKI Haru
OISHI Yoshie

WOMEN'S STATUS IN THE DIET

The women members were prevented from assuming leadership in the Diet; they were up against the traditional "political bargaining" so widely practiced by the male members and lacked political experience. Some of them showed through their actions and interpellations that they also lacked insight into the prevailing socio-economic and political conditions, as was the case with many of the male members. Their platforms were ambiguous; some of them in their interpellations capitalized on their "womanly traits," appealed to emotion and spoke about irrelevant matters.

All of the women members have been assigned to some committees in the Diet. Many of them however were not assigned to the committees where they can best serve the interest of the people. Some of them were assigned to the committees dealing with technical problems such as the Postal Regulation Revision Committee, Tax Revisions Committee, Pension Committee, etc. Only a few were assigned to the socially-significant committees such as the Education Committee, Civil and Criminal Code Revision Committee, etc. Their occupational background shows they could have contributed more in the committees dealing with social problems than in those dealing with technical problems.

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There were five standing committees in the House of Representatives in the 91st session of the Diet, namely Budget, Petition, Audit, Disciplinary and Representation. There was one woman member on the Audit Committee; four were on the Petition Committee; and three on the Representation Committee. Not a single woman was assigned to the powerful Budget Committee.

Nevertheless a majority of the women members said that there was no discrimination in the Diet. Only a few pointed out that the lack of equal opportunity to serve in important committees or to speak in the Diet were manifestations of discrimination.

Many of the women members themselves maintain that their showing in the Diet, in comparison with the male members, had been somewhat unsatisfactory. This, they believe, is due to their political immaturity rather than to individual inability. They are confident that with added experience they can measure up to the men and surpass some of them.

WOMEN'S VOICE IN THE DIET

The majority of the women members who interpellated in the 90th and 91st session of the Diet confined their subject to the Livelihood Protection Bill and to the repatriation problem. The women in their interpellations had a tendency to limit their interest to women's problems; which is not surprising, since the struggle for equality of sexes in Japan is closely related to the struggle for individual political rights. The women members interpellated on the following matters in the 91st session of the Diet:

Repatriation

Every party placed a woman representative on the rostrum to urge the government to expedite repatriation. Not being contented with Diet procedure alone, women representatives of all parties called on Allied Headquarters to file a petition appealing for the speedy repatriation of all Japanese nationals.

1. Standing Committees, established at the beginning of each Diet session continue for its duration. Special Committees, appointed to study and report on specific bills, may last only two or three days, or several weeks, depending on the nature of the particular legislation. (From report on the Diet by Dr. J. Williams.)
2. For interpellations in the previous session, see "Japan's Women Representatives in the 90th Diet" a report made by Miss Beate Girota dated 23 August 1946.

Labor

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Labor Relations Adjustment Bill

TOGANE Sateko, Social Democrat, acquired much popularity after giving a forceful address objecting to the Labor Relations Adjustment Bill. In defending government labor, she declared, "You cannot deny workers their legitimate right to strike. Such a legislation as this in which labor has no faith should be abolished forthwith." She objected to the authorities' proposal to discharge women as the first step of mass discharge of railroad employees, saying, "This is a violation of women's fundamental human rights."

She believed that the railway authorities should devise some satisfactory formula for settlement and avoid a general strike as labor disputes could be solved amicably through negotiations.

Constitution Committee

Among the female members of the Constitution Committee were: KATO Chitue, Social Democrat; INAREDA Kiyoko, Liberal; MORIYAMA Yone, Progressive; KOSHIMIZU Haru, Chuo I Kumi, Co-operative Democrat; and OISHI Yoshie, Independent. In their efforts to acquire equal rights for women they queried the government from many angles. KATO Chitue contended that the feudalistic family system should be abolished and a new family system be established. KOSHIMIZU Haru demanded the inclusion in the new constitution of a clause guaranteeing the livelihood of mothers and children.

The contention of the women members of the committee was that the guarantee of equal rights for both sexes as provided for in the draft constitution was abstract and that specific clauses should be included providing for aid to mothers, children and women workers. The women members were persistent in their demands but apparently lacked the influence to put them through.

Livelihood Protection Bill

The women members who interpellated on the Livelihood Protection Bill tried to point out the fact that the government should be responsible for the general welfare of the people.

YAMAMOTO Michiko, Social Democrat, stressed the necessity for the government to recognize the right of the people to maintain a wholesome life as stipulated in the new constitution.

Speaking for the destitute mass, KURO Mitsu, Independent, said, "The general idea of the livelihood protection Bill should be broadened and a positive policy be made to relieve the mass from the difficulties of living as well as helping those who are in need of protection."

Imperial

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Imperial House Bill

A hundred per cent feminine support was given to a member of the People's Party who regarded the revised Imperial House Bill as "feudalistic and undemocratic" because it fails to recognize an empress as possible head of the state.

The women, realizing the inconsistency, raised a vehement protest as there is a tendency for the present government to interpret this aspect of the Imperial House Bill as "Male heads the state; male heads the house." This attitude, they said, will in no way help to change the feudal family system in Japan.

Their male colleagues who sincerely believe in equality of the sexes likewise agreed that unless the Imperial House Bill is revised to recognize female eligibility to the throne, the provision in the new Constitution establishing the equality of the sexes is null and void.

WOMEN'S STATUS WITHIN THE PARTIES

The majority of the women assume no outstanding leadership within their respective political parties. If they do, it is in the capacity of vice chief of a committee. Some of them have been assigned, perhaps as a perfunctory gesture, to unimportant committees instead of to committees where they can be of greater use; some it seems have been assigned to committees dealing with problems totally alien to them such as the Currency Stabilization Committee or the Production Increase Committee.

Each political party, except the Communist Party, sends a few representatives to the Negotiating Conference which determines the agenda for the House of Representatives. This body is significant as it acts as the steering committee of the Diet. It also names the interpellators for each plenary session. Not a single woman has been appointed to represent her party at this conference.

INDIVIDUAL ACTIVITY OF POLITICAL SIGNIFICANCE

While all the Diet Women members have been engaged in some activity to warrant their status as legislators, few of them are outstanding as KATO Shizue and KARASAWA Toshiko.

KATO Shizue, Social Democrat, and a veteran suffragette who has experienced prison life because of her liberal political ideas, is today recognized as the most qualified and outstanding Diet woman member. She is also an active party member. Not only is she famous

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for her birth control campaign, but also for the leadership she has taken in Japan's feminist movement.

Her long experience in such movements gave her a better conception of women's role in politics. In clarifying their role she asserted, "People say that purity should be women's pride whenever we launch ourselves into political life. Purity should not mean naiveness toward politics....purity should be defended if it is meant as a repulsion to vagueness and childish gabbling which are favorite tools of old politicians and can play only a reactionary role in this new era of democracy."

This statement was made in response to the vague and contradictory speech a cabinet minister made when he stated, "Though we accepted the Potsdam Declaration our national structure has been preserved."

She continued, "My first impression as a Diet member is that until the time when the idea of social justice and rationality becomes deeply rooted in our people, democracy in Japan is but a borrowed thing."

Mrs. KATO is an ardent supporter of revising Japan's feudalistic family system. During the 90th session she proposed that the "feudalistic provisions found in the civil code regarding the family system be revised as it does not recognize the rights of Japanese women."

Mrs. KATO recently wrote a letter to Madam Chiang Kai-Shek with a strong conviction that now is the time for Japan and China to come to a mutual understanding, and to establish a true friendship for the rehabilitation of the Orient. She wrote to Madam Chiang in the belief that China's "First Lady," as the leader of China's famous New Life Movement, could give the Japanese women some valuable advice.

Stressing the importance of woman's role in achieving world peace, Madam Chiang replied: "Now is the time for all women throughout the world to stand up and offer their self-sacrificing services for the restoration of world peace. We, the women of China, wish to join you, like-minded women of Japan, in attaining our objective."

"I wish to add that I have asked the women's committee of the New Life Movement to send you a report on the various activities of the movement."

KARASAWA Toshiko, Communist Party

Miss KARASAWA, a clerk-typist from Hokkaido, is the only woman member of the Communist Party. In the 90th session of the Diet, she took the rostrum in the plenary session in support of expediting repatriation of Japanese. She was bitterly hooted in her opening address as she said, "Imperialistic war brought about by the capitalists and the landowners..." But she bravely completed her address.

Miss KARASAWA

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Miss KARASAWA conscientiously follows the Communist Party line. She believes that since the "democratic" influence within the Diet is weak, the "stability of people's livelihood" can be maintained only by public action outside the Diet. With regard to Diet women, she holds that while some women members played an active part as party members only, other women fought as individuals representing the working class.

In upholding the party principle to work for the working class, Miss KARASAWA not only defended labor in the Diet but also at labor demonstrations. When hundreds of workers demonstrated in front of the Diet building in protest to the Labor Relations Adjustment Bill, she exhorted them to organize a people's front to oppose such a law which she considered detrimental to the progress of the working class and to the common man. She also stressed the importance of cooperation among laborers.

Miss KARASAWA appeared before the women members of the Government Railway Workers Union of the Kanto District when they staged an all women's mass demonstration objecting to the railway authorities' announced decision to discharge women employees. In defending women workers she attacked the authorities' mass discharge decision.

TAKESUCHI Shigeyo - Liberal Party

A doctor in her private life, TAKESUCHI Shigeyo is an earnest promoter of a well-organized health and welfare program in Japan. In the recent sessions she proposed health measures for the protection of infants and women. She is an active member of the Japan's Women Medical Association, and as an exponent of eugenics is one of the chief sponsors of the Eugenic Marriage Society which gives lectures and advice on marriage to improve future generations.

OHMI Yoshiye - Independent

OHMI Yoshiye, a representative from Kyoto Prefecture recently announced her decision to run in the coming election as mayor of Kyoto City. She said that if she should be elected she would immediately introduce reforms in the "feudalistic" city by establishing equal rights for both sexes in accordance with the spirit of the new constitution. However, her conception of equal rights is not very profound.

"Sake and tobacco rations equal to men's rations will be given to all women under my administration," she declared.

PRESS AND PUBLIC OPINION

Now as the women have made their initial appearance in Japan's political circles, the public is wondering

whether

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whether or not a large number of them will be elected in the forthcoming election. Although the majority of the Diet women themselves expect to run for re-election, the opinion of some of the male members is that only a few will be re-elected. A prominent woman member stated that unless women of higher caliber run in the next election, there may be a considerable decrease in the number of women legislators. She remarked that Japanese women with political knowledge and interest are reluctant to appear in public life, while those who apparently lack real interest in politics "are willing to run as substitutes for their purged husbands or can be easily bribed by political bosses."

The election of 39 women representatives in April 1947 probably resulted from three major factors: the system of limited plural voting used for the first time; the novelty of women suffrage; and the absence of government interference. In the opinion of their none-too-sympathetic male colleagues, their presence in the chamber served principally to ameliorate the language and conduct of the traditionally boisterous members.

INUKAI Ken, Progressive Party, stated: "It is regrettable that I can recommend only half of the Diet woman members as eligible to run for re-election...strictly speaking, perhaps only ten of them are worthy of being Diet members."

In reply to this statement, Mrs. SAITO Tei, of the same party, replied: "As member of the 'primary class' in Diet affairs, my associates and I have worked hard; we leave it to the people to decide whether or not we deserve promotion to the 'second grade'."

ASHIDA Mitoshi, Liberal Party, said: "Though the women members have served to create a peaceful atmosphere in the Diet, it is a question whether we can hereafter have as many women members as we do now. It is hard to tell whether so many women representatives will be chosen in the next election."

The only comment of the chairman of the House of Representatives regarding women members was, "Without lady representatives in the session we would not have been able to have such a peaceful conference."

Press opinion of the women members has not been too favorable. While expressing disappointment, the press politely excused the women with the remark that "women, though politically immature, will gradually learn by added experiences." As was to be expected reaction to women's participation in politics has ranged from insincere praise to satirical criticism of their incompetence.

3. Report on the Diet by Dr. J. Williams

some

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Some of the typical impressions appearing in the leading Tokyo daily papers were: "They softened the air of the session", "The Diet has been refined", "The presence of the women representatives, though they have done no special work, has brought about a great change in men's feudalistic ideas of women."

A woman journalist, member of the political department of the Mainichi Shimbun wrote, "another reason why our Diet women have been forced into the background is to be found in their lack of caliber. They are not worthy of representing housewives or women of the working class. They have been elected by luck due to the plural ballot system or through aimlessness on the part of the voters."

A woman member of the Sano Political Research Institute in Tokyo, in writing a letter to the editor of the Asahi Shimbun said, "We, who have been watching the women representatives, have heard and read only disappointing reports to the effect that they were busy in self-propaganda, absorbed in vanity and jealousy."

"Fundamental political thoughts are clearly divided into two camps...the women Diet members made eyes at both camps or went to the more powerful side... they should have properly grasped the direction of state affairs and should have been ready to deal with them. How many of them have really devoted themselves to politics? To create a peaceful atmosphere here in the Diet should not be considered as their one and only duty. I would not like this point to be counted as one of their characteristics."

The Dai Ichi Shimbun graded women members according to individual merit or because of their particular competence in some special field. A few notable women such as KATO Shizuo, YONEKAWA Hisako and GAKO Satoko of the Social Democratic Party; KIKUCHI Toshiko of the Communist Party; and KORI Mitsuo, Independent, were selected as outstanding and competent members.

Some of the prefectural papers have been lenient in their comments on the women.

The Gode Shimbun opined that the Diet women have been "unexpectedly brilliant" and "displayed a combative spirit." It said that the women were a stabilizing influence especially during moments of heckling and boos, and that they are all members with promising futures.

Kyoto Shimbun said, "in contrast to the majority of the journals, this paper also believes that the presence of the thirty-nine women indicated the progressiveness of the Diet and that some of them were unusually active and had excellent ideas."

The principle targets of press criticism were the weak delivery and uninteresting content of the speeches

made

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made by many of the women, and of their tendency to concentrate on women's problems only when they should have striven to represent the interest of the community as a whole. On the other hand, the press has been generous in its recognition that political inexperience is to a large extent responsible for this weakness. However great the criticisms of their actual performance, there has been hardly any public expression of hostility to the principle of women in politics.

3. Outlook

Although the majority of the women members failed to create a favorable impression during the recent sessions, this in no way indicates that women in Japan have no prospect of becoming competent legislators in the future. One must not overlook the fact that the feudal society in Japan kept women in the background; women's struggle for political freedom and recognition under the existing social pressure gave them little opportunity to acquire political education. The mere fact that thirty-nine women appeared in Japan's first post-war Diet session is in itself of political as well as historical significance.

It is more significant however, that rapid social, economic and political changes have awakened the Japanese woman to the fact that the kitchen and politics are inter-related. As a result they see the necessity of expanding and organizing their energies in order to make their voices heard in local and national affairs. Awakening political and social consciousness has led them to organize political associations, forums, lectures, study groups, etc. They are not merely learning the theory of politics, but also the methods by which they can make their voices heard.

Thus there is hope that more competent women with a better background of political and social education will appear in the Diet in the future.

WILSON BROWN

Passed: JEM
Noted: JEM

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May 13, 1947

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Questionnaire sent to the women Representatives of a Member
of the Political Affairs Division, Government Section.

1. Your present occupation.

a. No answer	10	g. Midwife; Insurance Agent	1
b. None	10	h. President of Company ...	1
c. Teacher	7	i. Writer	1
d. Doctor	3	j. Newspaper editor	1
e. Dentist	1	k. Farmer	1
f. Nurse	1	l. Clerk	1
		m. Principal of School	1

2. Your position in the party.
(Are you a leader or an ordinary member?)

a. Ordinary member	15
b. Vice Chief of Committee	6
c. Women's Bureau	9
d. Others	9

3. What committees are you affiliated with within your party?
(Committees having several women members)

a. None	9
b. Political Affairs Investigation Committee	5
c. Livelihood Protection Bill	5
d. Currency Stabilization	6

4. Have you been subjected to prejudice within your party
because of your being a woman?

a. No	27
b. Yes	3
c. Not especially	3
e. No answer	3

5. What kind of prejudice did you encounter within your
party? Representative answers were:

a. Limited opportunity to make speeches.
b. Unable to take part in party machinery.
c. Women not permitted to enter some negotiation meetings.

6. What committees in the Diet are you affiliated with?
(Committees having several women members)

a. Livelihood Protection Bill Committee ...	21
b. Food Measures Committee	20
c. Constitution	6
d. Tax Revision	6

7. Your position in the Diet Committees.

a. Ordinary member	29
b. Counsellor	2
c. Director	1
d. No answer	7

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8. Number of speeches made in the Diet.

a. None	21
b. Once	14
c. Twice	3
d. No answer	1

9. Subject of your speech. (Answers classified by number of women speaking on each subject):

a. Repatriation	8
b. Livelihood Protection Bill	3
c. Labor Relations Adjustment Bill	2
d. Education	2
e. Hastening Reconstruction	2
f. Revision of Civil & Criminal Code	1
g. Youth Liquor Prohibition Bill	1
h. Tax Revision	1
i. Rebuilding Silk Industry	1

10. Have you been subjected to prejudice in the Diet because of your being a woman?

a. No	25
b. Yes	7
c. Not especially	5
d. No answer	3

11. What kind of prejudice did you encounter in the Diet? Representative answers were:

a. No equal opportunity to serve on important committees or to speak in the Diet.
b. Do not respect women's ideas or proposals.
c. Not permitted to ask questions.

12. What do you think of the showing made by the Women Diet Members?

a. Good	24
b. Fair	10
c. Unsatisfactory	10
d. Ambiguous answer	5

13. What do you think of their showing in comparison with the male members?

a. Good	9
b. Fair	13
c. Unsatisfactory	5
d. No answer	2
e. Ambiguous answer	7

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14. Number of Women Diet Members capable of leadership.

a. Do not know	5
b. One-Five	11
c. Six-Ten	15
d. Eleven-Fifteen	3
e. Sixteen-twenty	3
f. Twenty one-Thirty line .	3

15. Number of women Diet Members you think will be re-elected.

a. Do not know	8
b. One-Five	1
c. Six-Ten	9
d. Eleven-Fifteen	3
e. Sixteen-twenty	14
f. Thirty	1

16. Do you expect to run in the coming election?

a. Yes	30
b. No	1
c. Undecided	4
d. Depends on party. .	1

17. Do you think you will be re-elected?

a. Yes	30
b. No	0
c. Do not know	9

Form DS-302 (7-2-46)

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FAR EASTERN AFFAIRS AUG 30 1947 9:00 AM DIRECTOR Department of State

DEPARTMENT OF STATE DIVISION OF FAR EASTERN AFFAIRS NORTHEAST ASIAN AFFAIRS SEP 2 1947

Control 957 DEPARTMENT OF STATE

Rec'd Aug. 29, 1947 6:43 p.m.

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Action: PE Info: ^-H OCD CTC DC/L ITP OFD TRC FC DC/R

Action	NA
FE	✓
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SEA	

FROM: CINCFE Tokyo, Japan

TO: Secretary of State

NO: Z-19581

28 August 1947

Section 2 operations report Japan.

Part 1. Senzo Higai, Liberal, ex-Speaker of House of Representatives, was named chairman of Joint Legislative Committee of the houses.

Part 2. Effective 28 August international mail and telecommunications service between Japan and all other countries was expanded to include transactional messages, air mail service, samples and other categories of mail.

Part 3. Minister of Welfare report for week ending 27 June shows 3363 hospitals having capacity of 218614 beds with 109525 patients; out-patients treated 342297. For week ending 4 July report shows 3362 hospitals having capacity of 215285 beds with 112544 patients; out-patients treated 339427.

Part 4. Nil.

XR 894.7100 XR 894.143

DEPARTMENT OF STATE SEP 10 1947 ACTION: LIAISON OFFICE

ACTION: CAD

MC IN 61954 (29 Aug 47)

PLAIN

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UNITED STATES POLITICAL ADVISER FOR JAPAN

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SEP 20 1947 DEPARTMENT OF STATE

Tokyo, September 11, 1947.

UNCLASSIFIED

No. 1270

DIVISION OF OCCUPIED AREAS ECONOMIC AFFAIRS DEPARTMENT OF STATE JAN 22 1948

DIVISION OF ECONOMIC AFFAIRS DEPARTMENT OF STATE JAN 28 1948

SUBJECT: Report Concerning the Third Month of the First Session of the Japanese National Diet.

DIVISION OF COMMERCIAL POLICY FEB 10 1948 DEPARTMENT OF STATE

The Counselor of Mission has the honor to enclose five copies of report No. 65 (1) dated August 31, 1947 concerning the achievements of the Japanese National Diet during the third month (August, 1947) of its first session under the new constitution. The report is one in a daily series issued by the Government Section of this Headquarters, and was prepared by Dr. Justin Williams of that Section.

Enclosures: Five copies of report No. 65 (1), August 31, 1947.

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GOVERNMENT SECTION

No. 65 (1)

THE NATIONAL DIET

31 August 1947

THIRD MONTH OF THE NATIONAL DIET: AUGUST, 1947

The national Diet at the end of the third month of its first session under the Constitution of Japan has not yet demonstrated for certain that it is "the highest organ of state power." To date, no important law or broad administrative reform plan has originated in the Diet. The people's representatives seem offhand to be drifting aimlessly, without charts or motive power, contentedly taking directions from above. The presence of the occupation forces is unquestionably a psychological deterrent to Diet initiative, but the heavy hand of the past is the greatest obstacle to Diet progress. Actually, the Diet is not as complacent as it appears to be. Forces are at work which will lift it to a higher status than a mere organ of discussion, though for some time there will be evidence of the "we-have-always-done-it-this-way" attitude. A condition that emerged from generations of feudalism, bureaucracy, and low political morality of the people cannot be overcome in the course of three months.

It should not be supposed, however, that the Diet marked time during the month of August. On the contrary, it plodded along without fanfare, organizing itself for the work ahead. Several additional standing committees selected qualified specialists to assist with research; most of the members were assigned clerical assistants; progress was made in setting up the bill-drafting and reference service; the postage allowance for each Diet member was increased from ¥125 to ¥500; a request was made to the SCAP for American specialists to assist in planning the National Diet Library; and the secretarial staffs of the H. R. and the H. C. were increased respectively from 371 to 597 and from 160 to 420. The Legislative Committee of the Houses, composed of 10 Representatives and 8 Councillors, held its initial meeting on 26 August and selected a chairman. The function of this committee is to "...make recommendations to the Houses and the Cabinet concerning the introduction of new legislation, existing laws, and Cabinet orders...and study the Diet Law and other regulations...and make recommendations to the Houses for their revision."

As the Diet in June and July bested the Government in contests over length and duration of sessions and Cabinet appointment of Diet members to Government posts, so in August it took exception to the Cabinet's practice of issuing

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Cabinet orders without regard for law. In one case, Diet victory was complete, thus establishing a precedent for challenging the Cabinet all along the line. After the Labor Ministry Bill was passed unanimously by the H. R., the H. C. on 26 August amended it in such a way as to require Diet approval rather than Cabinet order for increasing the bureaus in this new ministry. Out of pure pique, the H. R., spurred by the Social Democrats, who presumably constitute the most democratic party in the Diet, tried desperately to override the H. C. by mustering the necessary 2/3 vote, not on the merits of the bill, but simply because the upstart H. C. crossed the dominant H. R. Privately, most Representatives agreed with the Councillors' amendment. As a result of this measure, standing committees of both Houses are now on the alert for clauses in Government bills which give the Cabinet unrestricted power to legislate by means of Cabinet orders. The Labor Ministry Law, while enhancing the Diet's power in matters relating to administrative personnel and finances, incidentally disproved the contention of those who, less than a year ago, were claiming that a freely elected H. C. would be nothing more than another H. R. and hence could not correct hasty decisions made by the Representatives. Time will tell whether the H. C. will be more, or less, conservative than the other chamber, but that it will not be a puppet body is already settled.

While the press commented at length during August on the inactivity of the Diet and the public concluded that Diet sessions had become dull (because of a noticeable decrease in clowning and rowdyism), the 42 standing committees in the two Houses were doing more to guarantee ultimate supremacy of the legislative branch than was done during 56 years of the Diet under the Meiji Constitution. These miniature legislatures, the work-shops of the Diet, one for each province of public policy, are as new to Japan as the concept of popular sovereignty. Standing committees are permanent, and they are investigating everything inside and outside the Diet. They are subpoenaing witnesses. They are hiring expert assistants. They are talking back and down to bureaucrats. The impotent special committees of the past, if not afraid of their shadow, at least stood in awe of Government officials; consequently they received scant respect. Early in August, upon the demand of the Diet, each ministry released an automobile to be used by Diet standing committee chairmen. In the same manner, standing committees obtained military vehicles purchased from the Eighth Army from the Transportation Ministry. A minor item in any other country, in Japan procurement of motor transportation by and for Diet committees symbolizes the rise of the Diet to a position of

power, if not of respect, in the eyes of the arrogant bureaucrats. More important, of course, are the investigations being carried on by the committees in their respective fields of jurisdiction. This month, for the first time, sub-committees made on-the-spot studies of national conditions: they inspected coal mines, rehabilitation centers, flood-damaged areas, child welfare institutions, recreational facilities, hydroelectric power sites, hoarded commodities, perishable foods, and the police system, and upon their return made full reports to their committees in the presence of the appropriate State Ministers, suggesting actions to be taken by the Government and proposing remedial legislation. The State Ministers and their underlings now attend committee meetings when summoned. The time may not be far distant when standing committees, by becoming as expert on public problems in their respective spheres as government officials, will be the instruments for making parliamentary government a reality in Japan.

The two public hearings conducted by Diet standing committees, the first ever held in Japan, were in all respects equal and in some particulars superior to their prototype in the United States, the only country in the world prior to 3 May 1947 that permitted the people thus to participate in the legislative process. On 11-12 August, the H. C. Judicial Committee invited 10 nationally known jurists and social workers to testify on the adultery clause of the Criminal Code Bill, as well as 20 out of 133 ordinary people who responded to newspaper notices and radio announcement of the hearings. The biggest committee room in the Diet Building could not accommodate all the spectators who gathered to hear what their fellow citizens had to say on the subject. Ten days later, the H. R. Judicial Committee conducted an equally successful public hearing on certain aspects of the Civil Code Bill. The Budget Committees of the Houses announced plans to hold a joint public hearing in September on the ¥70,000,000,000 supplementary budget.

The free debate sessions inaugurated by both Houses in July were continued during August, when Diet members discussed the housing problem, control of foodstuffs, sale of non-quota rice, and local autonomy -- all controversial subjects of vital interest to the Japanese people. No less strange to Japanese legislators than public hearings, the open debates thus far held, though a step forward, have not measured up to Western standards. Over the years, Diet members grew accustomed to the system of interpellations -- questions put to ministers primarily to embarrass the Government, whipping-post for all Diet members regardless of their political

affiliations -- and failed to cultivate the art of debate as a method of winning converts to their point of view. The transition from interpellations to debate would be less difficult if the respective political parties had principles for their members to defend. Nevertheless, all members eagerly seek to be placed on the agenda, a privilege formerly reserved for the select few, and upon mounting the rostrum they invariably deliver previously prepared speeches that have no relation to arguments already advanced in set speeches by opposing members. The Management Committees of the Houses have changed the procedure for each open debate session in an effort to encourage true discussion, but to no avail. Sometime in September, after the State Management of Coal Production Bill has been introduced, genuine debate may be anticipated, inasmuch as all political parties have definite convictions about this issue. That the free discussions have been carried on without the presence in the chamber of Cabinet members is sufficient justification for the effort expended during July and August.

Each House of the Diet is probably influenced by the officials of its Secretariat more than it realizes. Under the Meiji Constitution, the General Secretary and his subordinates were appointed by the Emperor and the Cabinet, giving them a higher rank than elected Diet members. Even though the officials of the Secretariat are now selected and paid by each House, they probably exercise more power than formerly over the conduct of Diet business, owing to the purge of most veteran Diet members. The recently expanded staffs of the Diet Secretariats could conceivably become an insidious bureaucracy. Unfortunately, the presiding officers of both Houses, who are empowered to control this situation, have had little or no previous legislative experience and, consequently, tend more to serve than to command the hired officials of the Houses.

In two other respects, the Diet shows that it is not yet fully conscious of its proper position in the national government. First, it regularly beseeches the Government to do by resolution what it should direct the Government to do by law, with the result that the Government contemptuously ignores the resolutions as it did in the past. To the degree that the Diet develops knowledge, experience, and self-confidence, it will dispense with innocuous resolutions, reserving that weapon for serious purposes. Secondly, there is a tendency in each House to set up special committees to do work for which the standing committees were designed. Fortunately, the standing committee chairmen resent this practice and will cooperate to eliminate the appointment of ad hoc committees.

*with whom?
SCAP?*

LEGISLATIVE DIVISION
(JW)

GOVERNMENT SECTION

No. 65 (1)

THE NATIONAL DIET

31 August 1947

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LEGISLATIVE DIVISION
(JW)

Enclosure to Despatch No. 1468 dated December 19, 1947 from the Acting Political Adviser for Japan, Tokyo, on the subject "Establishment of a Special House of Representatives Committee on Irregular Property Transactions."

COPY

GOVERNMENT SECTION

No. 2 (2)

THE NATIONAL DIET

12 DECEMBER 1947

4 Bills Enacted Into Law, 11 December

The following 4 emergency financial measures were enacted into law yesterday:

- 894.51 XK
1. Bill for Payment of Temporary Allowances to Government Employees (Finance Ministry).
 2. Bill Amending the Law for Transfer of Funds from the General Account to the State Railway Special Account for 1947-48 (Finance Ministry).
 3. Supplementary Budget No. 12 of the General Account for 1947-48.
 4. Supplementary Budget Special No. 6 of the Special Account for 1947-48.

Validity of Enactment of 4 Kodan Laws Upheld by H. R.

The validity of the passage of the 4 Kodan bills by the H. R. on 9 December was reaffirmed by the H. R. yesterday when the majority agreed that no House action be taken on the Liberal Party's resolution to declare House action on the bills invalid. The Liberals' resolution violates Article 68 of the Diet Law, which provides that matters taken up in one Diet session cannot be carried over into another session.

H. R. Hoarded Commodities Special Committee Strengthened

In one of the first official acts of the Second National Diet, the H. R. yesterday strengthened the Hoarded Commodities Special Committee by adoption of the following resolution establishing a Special Committee on Irregular Property Transactions:

"1. That there is hereby established a Nonpartisan Special Committee on Irregular Property Transactions to be composed of not more than thirty members of the House of Representatives to be appointed by the Speaker of the House of Representatives.

"2. The Committee shall make a full and complete investigation of the disposal and handling of, and transactions involving, public property on or after 14 August 1945, including but not limited to war materials, civilian goods and supplies, surplus property, hoarded and concealed goods, special goods returned to the Japanese Government by the Supreme Commander for the Allied Powers, idle materials, excessive stocks of goods and all other commodities useful for the economic recovery of Japan as well as the sale under false pretenses that goods not in existence were available for distribution and the use of the

proceeds

COPY

Encl. to Tokyo's 1468,
December 19, 1947.

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proceeds of such sales, with a view toward determining the responsibility of persons in the public service who have been false to their public trust, persons in the employ of private corporations, associations or other organizations and all other individuals acting in their own behalf or as agents for others who have participated directly or indirectly in the illegal diversion, misappropriation, or fraud in relation to the above enumerated property. This investigation shall include, but shall not be limited to, the relationship between such persons and the ministries or other agencies of government, national or local; their relationship to the Houses of the Diet and members thereof; and their relationship to political parties and to persons in or out of public service who, either openly or covertly, have contributed to or have been instrumental in depriving the people of Japan of the benefits of such property, or otherwise acted in a manner contrary to the public welfare.

"3a. The Committee or any duly authorized sub-committee thereof is authorized to sit and act at such places and times during the sessions, recesses, and adjourned periods of the House of Representatives, to require by subpoena or otherwise the attendance of such witnesses and the production of such books, papers and documents, to administer such oaths, to take such testimony, to procure such typing, printing and binding, and to make such expenditures as it deems advisable.

"b. The Committee is empowered to appoint and fix the compensation of such counsel, investigators, experts, consultants, technicians, and clerical and stenographic assistance as it deems necessary or advisable.

"c. The expenses of the Committee which shall not exceed ¥250,000 shall be paid from the contingent fund of the House of Representatives upon vouchers signed by the chairman or by a director designated by the chairman; and the sum of ¥250,000 is hereby authorized and appropriated for such purposes and shall be available until the convening of the Third National Diet.

"d. The Committee shall report from time to time to the House of Representatives the results of its investigations together with its recommendations at least monthly. If the House of Representatives is in recess or has adjourned, the report shall be made to the Speaker of the House of Representatives and shall be presented by him to the House of Representatives when it reconvenes. All such reports shall be matters of public record except for such parts thereof the publication of which would be detrimental to the public interest."

Legislative Division
(HL)



UNITED STATES POLITICAL ADVISER FOR JAPAN

DIVISION OF NORTHEAST ASIAN AFFAIRS

JAN 15 1948

DEPARTMENT OF STATE

No. 1488

UNCLASSIFIED DIVISION OF OCCUPIED AREAS ECONOMIC AFFAIRS Tokyo, December 30, 1947. JAN 20 1948 DEPARTMENT OF STATE

DIVISION OF GENERAL AFFAIRS

FEB 5 1948

DEPARTMENT OF STATE

RECEIVED DEPARTMENT OF STATE

SUBJECT: Transmittal of a Report Concerning Legislation of the First National Diet.

The Acting Political Adviser has the honor to enclose five copies of a report dated December 22, 1947 issued by this Headquarters, containing a summary of legislation introduced at the first session of the National Diet during the period from May 20, 1947 to December 9, 1947. The summary contains a list of all bills presented to the Diet, the name of the agency which presented each bill, and, in the case of bills which were passed, dates of passage in the respective Houses of the Diet.

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Enclosure:

General Headquarters, SCAP, Report, "Legislative Summary - 1st National Diet", December 22, 1947 (five copies).

DIVISION OF COMMERCIAL POLICY
FEB 9 - 1948
DEPARTMENT OF STATE

DIVISION OF DEVELOPMENT AND ECONOMIC RECONSTRUCTION
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DEPARTMENT OF STATE

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Enclosure to Despatch No. 1488 dated December 30, 1947, from the Office of the United States Political Adviser for Japan, Tokyo, entitled "Transmittal of a Report Concerning Legislation of the First National Diet".

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

22 December 1947

LEGISLATIVE SUMMARY - 1st NATIONAL DIET
(20 May 1947 - 9 December 1947)

<u>Boards of Cabinet</u>	Introduced	Passed by H. R.	Passed by H. C.
1. Amendment to Law 54 (1947): Relating to Prohibition of Private Monopoly, etc.	10 Jul	12 Jul	28 Jul
2. Law for House Regis- tration of Persons Who Have Lost or Acquired Membership in Imperial Family.	5 Aug	28 Aug	18 Sept
3. Law for Exceptions to Law No. 54 (1947): Re- lating to Prohibition of Private Monopoly, etc.	2 Oct	11 Nov	15 Nov
4. Bill for Enforcement of Imperial House Economy Law	14 Aug	29 Aug	18 Sept
5. Bill for Repeal of Foreign Trade Associ- ation Law.	15 Aug	30 Aug	13 Oct
6. Amendment to Board of Audit Law.	14 Aug	8 Dec	9 Dec
7. Amendment to Pensions Law	30 Sept	15 Nov	24 Nov
8. Law for Appointment, Dis- missal, etc. of Govern- ment Officials Pending Application of National Public Service Law.	16 Sept	15 Oct	16 Oct
9. National Public Service Law.	15 Sept	15 Oct	16 Oct

<u>Boards of Cabinet Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
10. Law for Investigating Board Regarding Currency Issues.	7 Oct	8 Dec	9 Dec
11. Law for State Control of Mines.	25 Sept	25 Nov	8 Dec
12. Law for Deconcentration of Economic Power.	9 Oct	23 Nov	9 Dec
13. Law to Revise HCLC Enforcement Ordinance.	14 Nov	23 Nov	9 Dec
14. Law for Termination of Zaibatsu Family Control.	25 Nov	9 Dec	9 Dec
15. Police Law	10 Nov	6 Dec	8 Dec
16. Law for Application of Urban Building Act.	25 Nov	8 Dec	9 Dec
17. Law to Protect Government from Unjust Claims.	17 Nov	8 Dec	9 Dec
18. Amendment to Law No. 72 (1947): Concerning Validity of Ordinances and Orders under the New Constitution.	2 Dec	8 Dec	9 Dec
19. Liquor Kodan Distribution Law.	2 Jul	9 Dec	9 Dec
20. Law Amending Petroleum, Industrial Reconstruction, Foreign Trade, and Fertilizer Kodan Acts.	7 Nov	4 Dec	9 Dec
21. Decision Concerning Art. 8, New Constitution (Gifts from Imperial Family).	14 Aug	29 Aug	18 Sept
22. Bill for Visits and Inspections of ESB Inspectors.	21 Aug	Not Passed	
23. Bill for Utilization of Unused Land for Cultivation.	27 Aug	Not Passed	

<u>Agriculture & Forestry Ministry</u>	Introduced	Passed by H. R.	Passed by H. C.
1. Law Amending Settlers' Fund Financing Law.	9 Aug	23 Sept	22 Aug
2. Agricultural Seeds and Seedlings Law.	20 Aug	23 Sept	26 Aug
3. Agricultural Loss Compensation Law.	20 Oct	20 Nov	24 Nov
4. Law Amending Special Measures for Establishment of Owner-Farmers.	6 Nov	4 Dec	8 Dec
5. Law Amending Agricultural Land Adjustment Act.	18 Sept	4 Dec	8 Dec
6. Feed Distribution Kodan Law.	9 Aug	9 Dec	9 Dec
7. Grocery Distribution Kodan Law.	18 Jul	9 Dec	9 Dec
8. Oilstuffs Kodan Law.	18 Jul	9 Dec	9 Dec
9. Agricultural Cooperative Association Law.	9 Aug	18 Oct	7 Nov
10. Law to Enforce Agricultural Cooperative Association Law.	9 Aug	18 Oct	7 Nov
11. Law Abolishing Fertilizer Industry Control Law and Japan Agricultural Export Products Company.	6 Sept	23 Sept	5 Nov
12. Law Transferring Assets of Agricultural Land Development Corporation to the Government.	2 Sept	15 Nov	5 Nov
13. Amendment to National Forest Law.	8 Nov	27 Nov	5 Dec
14. Amendment to Fisheries Law	14 Nov	2 Dec	8 Dec

Agriculture & Forestry
Ministry Con't

	Introduced	Passed by H. R.	Passed by H. C.
15. Amendment to Foodstuffs Control Law.	5 Dec	9 Dec	9 Dec
16. Bill for Succession to Agricultural Assets.	19 Aug	Not Passed	
17. Temporary Agricultural Production Adjustment Law.	2 Sept	Not Passed	

Commerce and Industry
Ministry

1. Law Amending Patent, Utility, Design and Trade Mark Acts.	12 Aug	19 Aug	29 Aug
2. Amendment to Solid Fuels Distribution Kodan Law	10 Oct	2 Dec	9 Dec
3. Law Reorganizing Physical and Chemical Research Institute.	15 Sept	11 Nov	16 Oct
4. Law Abolishing Department Store Act	20 Sept	8 Dec	9 Dec

Communications Ministry

1. Mail Law	1 Nov	27 Nov	5 Dec
2. Law Amendment to Postal Savings Act	14 Nov	28 Nov	26 Nov
3. Amendment to Postal Life Insurance and Annuities Law.	27 Nov	4 Dec	7 Dec

Finance Ministry

1. Amendments to Special Account Law for the Mint	1 Jul	12 Jul	25 Jul
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<u>Finance Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
2. Amendment to Special Account Law for Receipts from Capital Levy Law and Others	1 Jul	12 Jul	25 Jul
3. Amendment No. 1 to Financial Institutions Reconstruction and Reorganization Law	22 Jul	26 Aug	29 Aug
4. Amendment to Peoples' Savings Union Law	1 Jul	29 Jul	8 Aug
5. Law for Transfer, etc. of Insurance Business of Central Life Insurance Corporation and Central Non-Life Insurance Corporation.	10 Jul	26 Aug	30 Aug
6. Law Concerning Condition of Claims of Deposit Bureau, Ministry of Finance.	6 Aug	23 Sept	6 Oct
7. Amendment to Laborers' Accident Compensation Insurance Special Account Law.	31 Jul	23 Aug	30 Aug
8. Amendments to Special Supply Office Act.	12 Jul	31 Jul	1 Aug
9. Special Account Law for Demand and Supply Adjustment of Charcoal and Firewood.	26 Aug	21 Oct	5 Nov
10. Law Concerning Provision of Pension Law for Calculation of Years of Service of Members of International Telecommunication Co. and Others Appointed as Government Officials.	22 Aug	15 Nov	24 Nov
11. Amendment to Reconversion Finance Bank Law	20 Aug	28 Aug	30 Aug

<u>Finance Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
12. Unemployment Insurance Special Account Law.	23 Sept	27 Nov	28 Nov
13. Amendment No. 1 to Trade Fund Special Account Law.	20 Sept	6 Oct	15 Oct
14. Law for Lump Sum Grants to Government Employees in Hokkaido.	21 Nov	2 Dec	5 Dec
15. Law for Lump Sum Grants to Public Servants.	30 Sept	15 Oct	20 Oct
16. Law Regulating Damages to Subsidiary Coins.	27 Oct	13 Nov	19 Nov
17. Law Restricting Manu- facture of Water-Marked Paper.	27 Oct	13 Oct	19 Nov
18. Non-War Sufferers Special Tax Law.	14 Nov	27 Nov	28 Nov
19. Anti-Imitation Stamps Law.	14 Nov	4 Dec	6 Dec
20. Amendment to Income Tax Law and Others	14 Nov	27 Nov	28 Nov
21. Amendment to Law No. 39 (1939): Reduction, Ex- emption and Postponement of Tax Collections from Calamity Sufferers	14 Nov	4 Dec	6 Dec
22. Amendment (No. 1) of Enter- prise Reconstruction and Reorganization Law.	8 Nov	28 Nov	1 Dec
23. Amendment (No. 2) of Enter- prise Reconstruction and Reorganization Law.	8 Nov	4 Dec	9 Dec
24. Law Designating Yokosuka and Others as Open Ports.	25 Nov	2 Dec	8 Dec

<u>Finance Ministry Con't.</u>		Introduced	Passed by H. R.	Passed by H. C.
25.	Amendment to Customs Law.	25 Nov	2 Dec	5 Dec
26.	Law for Lump Sum Grants to Public Servants.	19 Nov	23 Nov	24 Nov
27.	Law for Domestic Trade Harbor Installations	5 Dec	8 Dec	9 Dec
28.	Law Transferring Funds from General Account to Cover Revenue Deficit, etc.	5 Dec	8 Dec	9 Dec
29.	Law for Reconstruction and Reorganization of Economy in Consequence of Enforcement of Law for Deconcentration of Economic Power.	5 Dec	9 Dec	9 Dec
30.	Law Exempting Import Duties on Foods.	26 Nov	2 Dec	5 Dec
31.	Amendment No. 1 to Food-stuff Control Special Account Law (Concerning Agricultural Loss Compensation Law).	1 Dec	5 Dec	7 Dec
32.	Law for Compensation to Undermobilized Persons.	3 Dec	6 Dec	8 Dec
33.	Law Concerning Gratuitous Lending, Transfer, etc.	5 Dec	8 Dec	9 Dec
34.	Amendments No. 2 to Financial Institution Reconstruction and Reorganization Law.	24 Oct	18 Nov	26 Nov
35.	Law Concerning Subsidy under Articles 4 and 16 Special City Planning Law.	3 Dec	8 Dec	9 Dec
36.	Law for Dividend of Profits and Others of Corporations.	2 Dec	6 Dec	8 Dec

<u>Finance Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
37. Amendment No. 2 to Foreign Trade Fund Special Account Law.	5 Dec	8 Dec	9 Dec
38. Law for Payment of Special Allowances for Tax Officials.	2 Dec	5 Dec	7 Dec
39. Amendment No. 2 of Food-stuff Control Special Account Law	4 Dec	5 Dec	7 Dec
40. Amendment to Mariners' Insurance Special Account Law.	5 Dec	6 Dec	9 Dec
41. Law for Grant by Government to Bank of Japan	5 Dec	8 Dec	9 Dec
42. Law Concerning Compensations Granted to Public Servants under the Labor Standard Law and Other Laws	5 Dec	8 Dec	9 Dec
43. Amendment No. 3 to Financial Institutions Reconstruction and Reorganization Law	5 Dec	8 Dec	9 Dec
44. Amendment to Law No. 121 (1947): Recruitment, Appointment, Discharge, etc. of Government Officials.	5 Dec	6 Dec	8 Dec
45. Law for Special Exemption of Income Tax on Premiums of Hypothec Bank, etc.	5 Dec	8 Dec	9 Dec
46. Law for Lump Sum Grants to Government Employees.	5 Dec	8 Dec	9 Dec
47. Law for Temporary Interest Rate Adjustment	6 Dec	9 Dec	9 Dec
48. Supplementary Budget No. 1, General Account, Fiscal Year 1947-48	8 Aug	15 Aug	30 Aug

<u>Finance Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
49. Supplementary Budget No. 3, General Account, Fiscal Year, 1947-48.	23 Sept	2 Oct	20 Oct
50. Supplementary Budget No. 4, General Account, Fiscal Year, 1947-48.	4 Oct	15 Oct	22 Oct
51. Supplementary Budget No. 5, General Account, Fiscal Year, 1947-48.	27 Sept	30 Oct	1 Nov
52. Supplementary Budget No. 6, General Account, Fiscal Year, 1947-48.	31 Sept	6 Nov	10 Nov
53. Supplementary Budget No. 7, General Account, Fiscal Year, 1947-48.	1 Nov	23 Nov	29 Nov
54. Supplementary Budget No. 8, General Account, Fiscal Year, 1947-48.	8 Nov	25 Nov	29 Nov
55. Supplementary Budget No. 9, General Account, Fiscal Year, 1947-48.	27 Nov	2 Dec	5 Dec
56. Supplementary Budget No. 10, General Account, Fiscal Year 1947-48.	4 Dec	6 Dec	7 Dec
57. Supplementary Budget No. 11, General Account, Fiscal Year, 1947-48.	6 Dec	9 Dec	9 Dec
58. Supplementary Budget No. 1, Special Account, Fiscal Year 1947-48.	4 Oct	15 Oct	22 Oct
59. Supplementary Budget No. 2, Special Account, Fiscal Year 1947-48	27 Sept	30 Oct	1 Nov
60. Supplementary Budget No. 3, Special Account, Fiscal Year 1947-48	8 Nov	23 Nov	29 Nov

Finance Ministry Con't

	Introduced	Passed by H. R.	Passed by H.C.
61. Supplementary Budget No. 4, Special Account, Fiscal Year 1947-48	27 Nov	2 Dec	5 Dec
62. Supplementary Budget No. 5, Special Account, Fiscal Year 1947-48	4 Dec	6 Dec	7 Dec
63. Amendment to Article 3, Finance Law	17 Nov	Not Passed	

Home Ministry

1. Amendment No. 1 to Local Taxation Law	15 Sept	2 Dec	5 Dec
2. Amendments to Local Autonomy Law.	11 Oct	5 Dec	7 Dec
3. Local Finance Committee Law.	21 Nov	28 Nov	1 Dec
4. Law Abolishing Home Ministry.	21 Nov	28 Nov	8 Dec
5. Amendments to Laws in Consequence of Dis-solution of Home Ministry.	22 Nov	28 Nov	8 Dec
6. Law Establishing Construction Board.	2 Dec	6 Dec	8 Dec
7. Law Controlling Population Movement to Urban Areas	25 Nov	4 Dec	8 Dec
8. National Fire Defense Law.	25 Nov	8 Dec	9 Dec
9. Amendment No. 2 to Local Taxation Law.	5 Dec	6 Dec	8 Dec

Justice Ministry

1. State Redress Law	7 Jul	7 Aug	11 Oct
*Passed by H. R. after H. C. Amendment 10.			
		*15 Oct	

<u>Justice Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
2. Amendments to Civil Code.	23 Jul	30 Oct	21 Nov
3. Amendments to Criminal Code.	9 Jul	6 Oct	11 Oct
4. Amendment to Law No. 63 (1947): Territorial Jurisdiction of Lower Courts.	8 Jul	12 Jul	11 Jul
5. Domestic Relations Court Law	11 Aug	26 Aug	8 Nov
6. Judges' and Other Court Officials' Status Law	14 Aug	21 Oct	11 Oct
7. Sea Casualties Inquiry Law.	9 Aug	28 Aug *11 Nov	8 Nov
8. Amendment to Law No. 11 (1946): Qualification of Lawyers and Probationary Lawyers.	21 Jul	30 Aug	8 Aug
9. Amendment to Court Organization Law.	27 Aug	7 Oct	22 Oct
10. Law for Courts' Reserve Fund Law.	14 Aug	7 Oct	20 Sept
11. Amendment to Imperial Ordinance No. 528 (1923): Concerning Judicial Police.	5 Aug	30 Aug	21 Aug
12. Amendment to Law No. 4 (1944): Penal Regulations for Economic Affairs	20 Oct	18 Nov	28 Nov
13. Law Concerning Disasters Stipulated in Temporary Measures Law for Leasehold Land and Leased Buildings in War Damaged Cities.	27 Oct	13 Nov	28 Nov

*Passed by H. R. after H. C. Amendment

<u>Justice Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
14. Amendments to Law for Costs of Action.	19 Nov	27 Nov	1 Dec
15. Amendment to Family Registration Law.	18 Nov	27 Nov	5 Dec
16. Law for Adjustment to Laws Relating to Civil Code.	19 Nov	2 Dec	7 Dec
17. Domestic Relations Court Law Enforcement Act.	19 Nov	27 Nov	1 Dec
18. Amendments to Court Organization Law.	28 Nov	5 Dec	7 Dec
19. Law Establishing Attorney General's Office.	22 Nov	2 Dec	8 Dec
20. Law for Adjustment of Laws Pursuant to Establishment of Attorney General's Office.	28 Nov	4 Dec	8 Dec
21. Law Relating to Authority of Attorney General in State Interest Cases.	25 Nov	4 Dec	8 Dec
22. Law for Qualifications of Assistant Procurators.	27 Nov	2 Dec	7 Dec
23. Amendment to Judges' Compensation Law.	3 Dec	9 Dec	7 Dec
<u>Transportation Ministry</u>			
1. Law Repealing Shipping Association Law.	11 Jul	7 Aug	25 Jul
2. Road Transportation Law	23 Aug	4 Dec	6 Dec
3. Road Traffic Control Law.	19 Aug	7 Oct	15 Oct
4. Law for Disposition of Vessels Abandoned on Coast of Japan.	14 Aug	30 Aug	30 Sept

<u>Transportation Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
5. Amendments to Private Railway Law.	30 Oct	7 Nov	15 Nov
6. Law Abolishing Wartime Exceptions to Mariners' Law.	18 Nov	28 Nov	3 Dec
7. Law Abolishing Ship- building Law.	21 Nov	28 Nov	3 Dec
8. Amendments to Ship's Law and Law for Safety Vessels.	5 Dec	8 Dec	9 Dec
9. Bill Amending Railway Operating Law.	11 Aug	30 Sept	Not Passed
<u>Welfare Ministry</u>			
1. Law Abolishing Japan Medical Treatment Cor- poration.	26 Aug	23 Oct	11 Oct
2. Amendment No. 1 to Sea- men's Insurance Law.	1 Aug	19 Aug	22 Aug
3. Amendment to Health Institute Law.	23 Jul	9 Aug	21 Aug
4. Disaster Relief Law.	6 Aug	27 Sept	30 Sept
5. Employment Security Law.	13 Aug	30 Oct *20 Nov	15 Nov
6. Child Welfare Law.	11 Aug	26 Aug	21 Nov
7. Revision of Infectious Diseases Prevention Law.	23 Jul	9 Aug	21 Aug
8. Law for Delivery of Corpses to Medical Schools Law.	5 Aug	30 Aug	21 Aug

* Passed by H. R. after H. C. Amendment

<u>Welfare Ministry Con't.</u>	Introduced	Passed by H. R.	Passed by H. C.
9. Law Establishing Labor Ministry.	24 Jul	7 Aug *28 Aug	26 Aug
10. Unemployment Insurance Law.	28 Aug	15 Nov	21 Nov
11. Unemployment Allowance Law.	28 Aug	15 Nov	21 Nov
12. Nutritionists' Law.	5 Dec	6 Dec	7 Dec
13. Riyoshi Law: Barbers, Beauticians, etc.	5 Dec	6 Dec	7 Dec
14. Amendment to Health Insurance Act.	14 Nov	28 Nov	28 Nov
15. Law Restricting Use of the Emblem and Appellation of the Red Cross.	4 Nov	28 Nov	3 Dec
16. Food Sanitation Law.	2 Dec	6 Dec	7 Dec
17. Amendment to Medical Treatment Law.	19 Nov	28 Nov	3 Dec
18. Amendment No. 2 to Seamen's Insurance Law.	4 Dec	6 Dec	9 Dec
19. Law Controlling Business of Poisons and Powerful Agents.	20 Nov	28 Nov	3 Dec
20. Law for Business of Massage, Acupuncture, Moxa-cautery, Judo-Orthopaedy, etc.	3 Dec	6 Dec	7 Dec
21. Law Controlling Preparations Other Than Medicines, etc.	1 Dec	6 Dec	3 Dec

*Passed by H. R. after H. C. Amendment

<u>House of Representatives</u>	Introduced	Passed by H. R.	Passed by H. C.
1. Amendment to Law for Leasehold Land and Leased Buildings in War-Damaged Cities	4 Aug	29 Aug	30 Aug
2. Law for Special Allowances to Members of National Diet.	7 Aug	9 Aug	12 Aug
3. Judge Impeachment Law.	22 Aug	23 Aug	22 Oct
4. Law for Popular Review of Judges.	5 Aug	9 Aug	22 Oct
5. Amendment to Law No. 81 (1947): Payment of Travel Expenses and Daily Allowances to Witnesses Called Before National Diet.	5 Aug	9 Aug	12 Aug
6. National Election Management Election Commission Law.	29 Nov	2 Dec	3 Dec
7. Law for Oath and Testimony of Witnesses in Diet.	6 Dec	8 Dec	9 Dec
8. Amendment to Law No. 80 (1947): Special Allowances to Diet Members.	4 Dec	4 Dec	5 Dec
9. Bill Relating to Emergency Supply of Foodstuffs.	10 Nov	Not Passed	
10. Eugenics Protection Law Bill.	7 Oct	Not Passed	
11. Fire Service Bill.	8 Dec	Not Passed	
12. Bill Amending Law for Organization of Ministry of Agriculture and Forestry.	8 Dec	Not Passed	

<u>House of Councillors</u>	Introduced	Passed by H. R.	Passed by H. C.
1. Youth Liquor Prohibition Bill.	28 Jul		Not Passed
2. Juvenile Guidance Bill.	29 Nov		Not Passed

Summary of Legislation Detailed According to Originating Agencies

	Bill Passed	Bill Not Passed
Boards of Cabinet	21	2
Agriculture-Forestry Ministry	15	2
Commerce and Industry Ministry	4	
Communications Ministry	3	
Finance Ministry	62	1
Bills 47		
Budgets <u>15</u>		
Home Ministry	9	
Justice Ministry	23	
Transportation Ministry	8	1
Welfare Ministry	21	
House of Representatives	8	4
House of Councillors		2
	<hr/> 174	<hr/> 12

LEGISLATIVE DIVISION

Prepared by:

R. G. Brown
Capt. F.A.

SUBJECT OR FILE NO. 894.03/3-348		DATE DUE 4/24/53	
DATE OF DOC.	DOC. NO.	SECURITY CLASS.	DATE CHARGED 2/24
TO/FROM w. Brown, C. H.		ENCLOSURES	DIVISION EAST ASIAN AFFAIRS
CHARGE TO Flynn		OFFICE SYMBOL By	MAR 18 1948
Form DS-933a (9-1-51)		DEPARTMENT OF STATE	

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RESTRICTED

Tokyo, March 3, 1948.

SUBJECT: Creation of Japanese National Diet Library

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The Honorable
The Secretary of State,
Washington.

Sir:

I have the honor to report the passage by the Second Diet under the present Japanese Constitution of a law establishing a National Diet Library.

The necessity of such legislation was implied in three articles of the Diet Law (Law No. 79 of the Ninety-second Diet), promulgated on April 28, 1947. In Article 42 thereof, among the standing committees of both Houses of the Diet, there is listed a Standing Committee for Library Management, and Article 105 provides that the Cabinet or Ministries shall send their publications to the Diet Library. Finally, Article 130 states categorically that a Diet Library shall be established and that it may be used by the public.

Simultaneously with the Diet Law, there was promulgated Law No. 84 of the Ninety-second Diet entitled "The Diet Library Law", which was intended to fulfill the provisions of Article 130 mentioned above. This law of seven articles, however, was exceedingly sketchy in its terms and specified the functions of the Library only briefly.

Realization of the inadequacy of this law for creating a satisfactory institution to serve the research needs both of the Government and of the public prompted the standing library committees of the two Houses of the Diet under the new Constitution to invite to Japan Mr. Charles H. BROWN, Librarian, Iowa State College, Ames, Iowa, and Mr. Verner W. CLAPP, Chief Assistant Librarian of the Library of Congress, to advise the committees concerning revision of the library law of April 28, 1947 and the establishment of a Diet Library along the lines of the Library of Congress. Mr. Clapp

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UNITED STATES POLITICAL ADVISER
FOR JAPAN NORTHEAST ASIAN AFFAIRS

MAR 16 1948

DEPARTMENT OF STATE

No. 141

RESTRICTED

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Tokyo's No. 141
March 3, 1948.

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and Mr. Brown arrived in Japan early in December 1947 and proceeded to meet forthwith with the standing library committees of the House of Councillors and the House of Representatives. During the First and Second Diets under the new Constitution, the Standing Committee on Library Management was presided over by HANI Goro, an Independent Member of the Diet, who is a graduate of the University of Heidelberg and author of a work on Michelangelo. Among the ten members of his committee was MATSUDAIRA Tsunec, the President of the House and former Imperial Household Minister, who is reported by Mr. Clapp to have taken special interest in the problem of choosing a Chief Librarian. The corresponding committee in the House of Representatives was under the chairmanship of NAKAMURA Kazu, formerly a member of the Democratic Party who seceded from the party with the group around Baron SHIDEHARA after the passage of the Law for Temporary State Control of Coal Mines. Mr. Nakamura, in 1900 and for a number of years thereafter, published a Japanese newspaper in New York and consequently acquired some background concerning the United States.

Both Houses passed the new National Diet Library Law on February 4, as Law No. 5 of the Second Diet, and it was promulgated on February 9, 1948. It is largely the work of Messrs. Clapp and Brown, although some changes were made in the original draft by members of the Diet Library Committees. The draft as presented to the Diet was also seen and approved in English version by this Headquarters.

The original Japanese translation was done by Mr. HOSONO Koichi, Chief of the First Section of the Investigation Bureau of the House of Representatives Secretariat. Certain alleged anglicisms in this original draft prepared by Hosono were objected to by the Secretary-General of the House of Representatives (Jimu Socho), Mr. OIKE Makoto, and were subsequently revised to conform to better Japanese usage.

1/ The new law, an unofficial English translation of which is forwarded herewith as Enclosure No. 1,* is a complete charter which should provide the necessary basis for the establishment of a library very similar in powers and functions to the Library of Congress. The functions of the Chief Librarian are set forth in Articles 16, 18, and 22. According to these Articles, there is to be established within the Library a Research and Legislative Reference Department to advise and assist committees of the Diet in connection with pending legislation, to assemble data for or bearing upon legislation, and to

provide

* The Japanese official text appears in the Official Gazette (Kampo) of February 9, 1948, No. 6318. When the English edition of this issue becomes available, both English and Japanese official texts of Law No. 5 will be forwarded to the Department.

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provide a bill-drafting service for Diet committees and members (Article 16). The Chief Librarian is also responsible for the coordination of services of the Library with all branches of the national government in Tokyo and has authority to prescribe the methods and systems they will employ (Article 18). Not later than six months after appointment of the first Chief Librarian, all existing libraries in the executive and judicial branches of the government will become branches of the National Diet Library (Article 21), and the librarians of the respective branches will be appointed by the Chief Librarian upon the recommendation of the members of the Coordinating Committee (Article 18), which will consist of the following four members: the chairmen of the Standing Committees on Library Management of the two Houses, a judge of the Supreme Court appointed by the Chief Justice and a Minister of State appointed by the Prime Minister (Article 13).

The services and collections of the National Diet Library will be available to the people of Japan either directly or through prefectural or other libraries to the fullest extent consistent with official requirements (Article 22). Under authority granted to the Chief Librarian the collections of the Library may be made available for study either on its premises or by library loans, copying service or exhibition. Assistance may be given to prefectural and other local assemblies, government officials, and librarians in the organization of libraries and the development of library services, and printed catalog cards and publications of the Diet Library may be made available to other libraries and individuals on a charge basis. The Library may also keep a union catalog of the library resources of Japan to effect their coordinated usefulness throughout the country.

The question of the relationship between the present National Library at Ueno Park, Tokyo, and the National Diet Library is resolved by Article 23, which states that not later than April 1, 1949, the Ueno Library shall be operated as a branch of the National Diet Library to serve especially the citizens of Tokyo. As soon as may be practical thereafter, the Ueno Library will be transferred to the Tokyo municipality. The Governor of the Tokyo Metropolitan Prefecture has expressed enthusiasm at the prospect of establishing a municipal library. However, nothing can be done in this direction until adequate local revenue is available, either from an improved system of local taxation or from increased subventions from the national Government, and until the existing administrative connection of the Ueno Library with the Ministry of Education is dissolved.

From the viewpoint of international exchange of publications, the most important provision of the new Diet Library Law is contained in Article 25, which

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makes mandatory the acquisition of pamphlets, maps, motion pictures, etc., printed or otherwise reproduced by or for any other agency of the government in editions of over five hundred copies. For acquisition of copies published in smaller quantities, provision is also made. This Article makes possible a more regular and reliable international exchange of publications with the Japanese Government than existed under prewar arrangements.

The Chief Librarian, according to Article 51, is to be appointed by the Presidents of the Houses of the Diet after consultation with the standing library committees of the Houses and with the approval of each House. A tentative choice for the first Chief Librarian has been made. Mr. KANEMORI Tokujiro, formerly Minister of State in the Yoshida Cabinet, has accepted the post and has been appointed by the Presidents of the Houses of the Diet in accordance with Article 5 of the new law, although Diet approval has not yet been given. The Assistant Chief Librarian, who is to be appointed and dismissed by the Chief Librarian with the approval of the Presidents of both Houses, is scheduled to be NAKAI Shoichi, who has also accepted the position. Mr. Kanemori has been screened and cleared by the central screening committee. Mr. Nakai, whose screening has not yet taken place is expected eventually to be cleared for appointment.

2/ On the same day as the passage of the National Diet Library Bill, the Diet approved a National Diet Library Building Commission Law, an unofficial translation of which is forwarded herewith as Enclosure No. 2. The Commission provided for by this law is to remain in operation until completion of the construction of the National Diet Library Building, the plans and recommendations for which the Commission is to prepare. The Japanese press has carried stories to the effect that the Library will, in the meantime, be housed in the Akasaka Detached Palace. There would seem to be some doubt about this point, however, as the Palace has also been mentioned as the possible location of the Supreme Court.

A copy of the final report on their mission prepared by Messrs. Clapp and Brown will be forwarded to the Department under separate cover as soon as available.

Respectfully yours,

W. J. Sebald
W. J. Sebald

Enclosures: *ATT*

1. Translation of the National Diet Library Law, promulgated February 9, 1948.
2. Translation of the National Diet Library Building Commission Law, passed concurrently.

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Enclosure No. 1 to Despatch No. 141 dated March 3, 1948 from the Office of the Political Adviser for Japan, Tokyo, on the subject, "Creation of Japanese National Diet Library".

(COPY)

(Translation)

NATIONAL DIET LIBRARY LAW

The National Diet Library is hereby established as a result of the firm conviction that truth makes us free and with the object of contributing to international peace and the democratization of Japan as promised in our Constitution.

Chapter I. Establishment and Purposes

Article 1. The National Diet library is hereby established, and this law shall be known and cited as the National Diet Library Law.

Article 2. This Law shall become effective upon promulgation and the provisions of the Diet Library Law promulgated on April 28, 1947 are hereby repealed.

Article 3. The National Diet Library shall collect books and other library materials for the purpose of assisting the members of the National Diet in the performance of their duties and also for the purpose of providing certain library services as hereinafter specified for the Executive and Judicial branches of the national government and for the people of Japan.

Article 4. The National Diet Library shall consist of a central library and of such branch libraries as are provided for herein or as may hereafter be established.

Chapter II. The Chief Librarian

Article 5. The Chief Librarian of the National Diet Library shall be one only in number. He shall be appointed by the Presidents of the Houses with the approval of the Houses on their consultation with the Standing Committee on Library Management of the Houses. He shall continue in office so long as he performs his duties satisfactorily. He shall refrain from political activities and he shall not be dismissed for political reasons. He may be dismissed only by joint action of the Presidents of both Houses. He shall be retired upon the attainment of the age fixed by law. His treatment shall be equal to that of a minister of state.

Article 6. The Chief Librarian shall supervise the administration of the Library and direct the officials and employees thereof in the performance of their duties. He shall make all rules and regulations for the government of the library. Such rules and regulations shall be subject to the approval of the Standing Committees on Library Management meeting in Joint Committee, provided however that such rules and regulations shall be effective as promulgated by the Chief Librarian unless specifically disapproved by said Joint Committee.

Article 7. The Chief Librarian shall make at the beginning of each fiscal year a report to the Presidents of both Houses on the operations and financial condition of the Library for the previous fiscal year.

Article 8. The Chief Librarian shall arrange for the publication at

periodic

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periodic intervals no greater than one year, of a catalog or index of the publications issued within Japan during the preceding year or period.

Article 9. The Chief Librarian is authorized to arrange for the preparation, in form suitable for publication, of an index to the laws of Japan.

Chapter III. The Assistant Chief Librarian
and other Officials and Employees

Article 10. The Assistant Chief Librarian shall be one only in number. He shall be appointed and dismissed by the Chief Librarian with the approval of the Presidents of both Houses. He shall assist the Chief Librarian in the administration of the Library. When the Chief Librarian is unable to attend to his duties or when his post is vacant, the Assistant Chief Librarian shall perform the duties of Chief Librarian. His treatment shall be not less than that of a vice minister of state.

Article 11. All other officials and employees of the National Diet Library shall be appointed by the Chief Librarian on the able basis of their qualifications to perform the duties of their respective offices, and in accordance with the provisions of the Diet Secretariat Personnel Law. The Chief Librarian shall prescribe the duties of such officials and employees. No officials of the Library shall be, concurrently, members of the Diet or shall hold other posts in any branch of the national government, provided however that such posts in government branch libraries are not included.

Chapter IV. The Standing Committees on Library
Management and the Coordinating
Committee on the National Diet Library

Article 12. The Standing Committees on Library Management of both Houses shall meet in Joint Committee not less frequently than once in each six months to consider reports from the Chief Librarian on the progress of the Library, for the consideration of the rules and regulations made by the Chief Librarian for the government of the Library, for consideration of the budget of the Library, and of other business relating to the Library. The Committees shall report thereon to the Houses.

Article 13. There is hereby established a Coordinating Committee on the National Diet Library. This committee shall consist of four members who shall be the chairmen of the Standing Committees on Library Management of the two Houses, a Judge of the Supreme Court appointed by the Chief Justice, and administrator of state appointed by the Prime Minister. The members shall serve without additional compensation, and shall elect their own chairman. The Chief Librarian may attend meetings of the Committee, but shall have no vote in its proceedings.

Article 14. The Coordinating Committee shall make recommendations to the Standing Committees on Library Management of both Houses for the improvement of the services of the National Diet Library to the Diet and to the Executive and Judicial branches of the government.

Chapter V. Departments of the Library

Article 15. The Chief Librarian shall organize the Library into such departments, divisions and other units as are necessary for its efficient administration.

Chapter VI.

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March 3, 1948

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Chapter VI. Research and Legislative
Reference Department

Article 16. The Chief Librarian shall establish within the National Diet Library a department to be known as the Research and Legislative Reference Department. It shall be the duty of this department:

- a) Upon request to advise and assist any committee of the Diet in the analysis, appraisal or evaluation of legislation pending before it, or of proposals submitted to the Diet by the Cabinet or any Executive Agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee.
- b) Upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze and make available in translations, indexes, digests, compilations, bulletins and otherwise, data for or bearing upon legislation, and to render such data serviceable to the Diet and to the committees and members thereof, without partisan or bureaucratic bias in selection or presentation.
- c) To provide a bill-drafting service for the assistance of the Diet, its committees and members in the preparation of legislation; provided however that this assistance shall be supplied only upon request of a committee or a member of the Diet, and that the staff of the Research and Legislative Reference Department shall in no case initiate or urge legislation.
- d) To make the information which it gathers available to other branches of the national government or to the public to the extent that the needs of the Diet and of its committees and members permit this to be done.

Article 17. The Chief Librarian shall appoint a director, assistant director and all other personnel necessary for this Department without reference to political affiliations and solely on the ground of fitness to perform the duties of their office and in accordance with the provisions of the Diet Secretariat Personnel Law. The Chief Librarian is further authorized to appoint to the staff of this Department senior specialists in the broad fields of interest which coincide with the fields of interest of the several Standing Committees of the Diet; provided however that the treatment of specialists shall not be equal with that of First Rank officials of the national government.

Chapter VII. Services to the Judicial and
Executive Branches of the Government

Article 18. The Chief Librarian shall be responsible for the coordination of the library service with all branches of the national government in Tokyo. To this end he shall:

- a) Appoint the librarians of the agencies of the Judicial and Executive branches of the Government upon the recommendation of the members of the Coordinating Committee who respectively represent these branches. However, the appointment from among the persons who are governed by the National Public Service Law shall be made in accordance with the provisions of the same law, and with the consent of the chief of the agency concerned.
- b) Have authority to prescribe, for the use of the libraries of the agencies of the several branches of the national government,

methods

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methods and systems of library management, including, for example, methods relating to cataloging, interlibrary loans and interchangeability of collections, union catalogs and union lists; with a view to making the library resources of the whole government available for the use of any official of any branch of the national government.

c) Have authority to require annual or special reports from the librarians or the several agencies of any branch of the national government.

Article 19. The budget for each library of the several agencies of this government shall be included as a distinct item under the title "library" in the budget of the agency concerned, and appropriations made thereunder shall not be transferrable to any other item in the budget of the agency nor be reduced without the approval of the member of the Coordinating Committee representing that branch of the national government and the Chief Librarian.

Article 20. The librarian of each agency of any branch of the national government shall be responsible for satisfactory library service to his agency. He shall have authority to appoint and dismiss the members of his staff subject to the provisions of the Diet Secretariat Personnel Law or of the National Public Service Law, or of the Courts of Justice Law as the case may be. He shall have authority, under regulations to be made by the Chief Librarian, to recommend the purchase or acquisition by other means of books and other library materials to the Chief of the respective branch of the national government as well as to the Chief Librarian, or to make such purchases or other acquisitions directly.

Article 21. Not later than six months after the first appointment to the post of Chief Librarian, all existing libraries of the Executive and Judicial branches of the government shall become branches of the National Diet Library under the provisions of this Chapter. The Ministries of the national government which have no existing libraries shall establish libraries within not later than one year.

Chapter VIII. Services to other Libraries and to the Public

Article 22. The services and collections of the National Diet Library shall be available to the people of Japan either directly or through prefectural or other libraries to the fullest extent consistent with the requirements of the Diet, its committees and members and of the other branches of the government. To this end the Chief Librarian is authorized as follows:

a) To make the collections of the library available for public use and study either in the National Diet Library Building, or by interlibrary loan, or through copying services or by exhibition, under rules and regulations to be made by him; and to provide such other services as he may from time to time find to be necessary for the improvement of the library services of Japan.

b) To assist, by every appropriate means, prefectural and other local assemblies, government officials and librarians in the organization of libraries and in the development of library services.

c) To make available, to other libraries and individuals desiring to purchase them, copies of the printed catalog cards and
other

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other publications of the library, and to charge for the same a price to be determined by the Chief Librarian.

d) To take measures toward the establishment of a union catalog of the library resources of Japan and of such other catalogs and lists as may be necessary to effect coordinated usefulness of the library resources of the country.

Article 23. Effective not later than April 1, 1949, the National Library at Ueno Park shall be operated as a branch of the National Diet Library, to serve especially the citizens of Tokyo. As soon as practicable thereafter, this Library shall be transferred to the government of Tokyo to be operated under such laws and regulations as may be enacted prior to the date of transfer.

Chapter IX. The Collections

Article 24. The Chief Librarian is authorized to acquire, for the collections of the National Diet Library, books and other library materials by purchase, deposit, gift, bequest and exchange, or by transfer to the National Diet Library books and other Library materials not needed for their use but in the judgment of the Chief Librarian appropriate to the uses of the National Diet Library. The Chief Librarian is authorized to transfer to other government agencies books and other library materials not needed by the National Diet Library or to use such books and materials in exchange or otherwise to dispose of them.

Chapter X. Deposit of Government Publications

Article 25. Of each book, pamphlet, periodical, map, motion picture or other work, printed or otherwise reproduced by or for any agency of the government in an edition of five hundred (500) copies or more (except confidential matter and blank forms), fifty (50) copies shall be furnished immediately to the National Diet Library for its official use in Tokyo and for its use in international exchange for the publications of other governments and in other international exchanges. Of such works reproduced in editions of less than five hundred (500) copies, a number of copies less than fifty (50) shall be furnished to the National Diet Library in accordance with regulations to be made by the Chief Librarian.

Chapter XI. Deposit of Other Publications

Article 26. The Chief Librarian shall obtain for the National Diet Library a copy of each current publication other than those of Article 25 from its publishers, to whom he shall give in compensation a catalogue of publications issued, publishing them at periodic intervals to be printed at regular intervals.

Chapter XII. Gifts of Money, Disbursements, Budgets

Article 27. The Chief Librarian shall have authority to accept gifts of money for immediate disbursement in connection with the National Diet Library, its services or collections, subject in each case to the approval of the Standing Committees on Library Management of the Houses meeting as a Joint Committee.

Article 28. All appropriations made to the National Diet Library
shall be

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shall be disbursed under the supervision of the Chief Librarian by a disbursing officer to be appointed by him.

Article 29. The annual budget of the National Diet Library shall be prepared by the Chief Librarian and shall be transmitted by him to the Standing Committees on Library Management of the Houses, meeting in Joint Committee, not later than (month, day) of each year. Said budget shall be transmitted to the Presidents of the Houses, with or without the recommendations of the Joint Committees, not later than (month, day) of each year.

Chapter XIII. Supplementary Provisions

Article 30. Upon the effective date of this law the library of the House of Representatives and the Library of the House of Councillors shall cease to exist as separate libraries; and their collections shall be transferred to the National Diet Library.

Article 31. When fully qualified persons are not available for appointment to positions, the Chief Librarian shall make temporary appointments of not to exceed two years duration; and no such appointment shall be renewed if at its termination a better qualified person is available for the position.

Enclosure No. 2 to Despatch
No. 141 dated March 3, 1948
from the Office of the Political
Adviser for Japan, Tokyo, on
the subject, "Creation of
Japanese National Diet Library"

(COPY)

(Translation)

NATIONAL DIET LIBRARY BUILDING COMMISSION
LAW

Article 1. There is hereby established a National Diet Library Building Commission, to consist of a chairman and four members. The chairman shall be the Chief Librarian of the National Diet Library, and the members shall be the Chairman of the Standing Committees on Library Management of both Houses of the Diet, the chairman of the Construction Board and an architect appointed by the Presidents of the Houses. The chairman and members shall serve without special compensation therefor, but their necessary expenses may be paid from appropriations made to the Commission for its work.

Article 2. It shall be the duty of the Commission to prepare initial specifications for the National Diet Library Building, to select a site and an architect, to initiate preparation of plans and estimates of costs of construction, and to make recommendations to the Diet through the Presidents of the Houses on the construction of the building, including the recommendation of a budget. The Commission shall report its progress to the Presidents of the Houses from time to time, but in no case less frequently than semi-annually.

Article 3. The Commission shall stay in being until the completion of the construction of the National Diet Library Building. The Commission shall then render a final report and go out of existence.

Article 4. For its necessary expenses, including office staff, supplies, travel and all other expenses, there are hereby authorized to be appropriated such sums as may be determined to be necessary by the vote of the Diet.

Supplementary Provision

This Law shall become effective upon appointment of the Chief Librarian of the National Diet Library.

UNITED STATES POLITICAL ADVISER
FOR JAPAN

DEPARTMENT OF STATE
NORTHWEST ASIAN AFFAIRS
APR 14 1948

DEPARTMENT OF STATE

No. 159

Tokyo, March 15, 1948.

UNCLASSIFIED

LEGAL ADVISER

MAY 18 1948

DEPARTMENT OF STATE

Subject: Report of the United States Library Mission to Japan.

The Acting Political Adviser has the honor to refer to this Mission's despatch No. 141 of March 3, 1948 and to forward herewith five copies of the report of the United States Library Mission to advise on the establishment of the National Diet Library of Japan. The report was submitted to the Supreme Commander for the Allied Powers February 8, 1948 and has been issued in mimeographed form by the Civil Information and Education Section of this Headquarters.

Enclosure: *not*

Five copies of Report of the United States Library Mission to Japan, February 8, 1948.

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*Enclosure to despatch No. 159
dated March 15, 1948 from the office
of the United States Political
Adviser for Japan Tokyo entitled
"Report of the United States
Library Mission to Japan".*

REPORT

OF THE

UNITED STATES LIBRARY MISSION

To Advise on the Establishment of the

National Diet Library of Japan

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Submitted to the Supreme Commander for the Allied Powers

February 8, 1948

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Tokyo
General Headquarters
Supreme Commander for the Allied Powers
Civil Information and Education Section
Education Division
1948

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
OFFICE OF THE SUPREME COMMANDER

APO 500
22 February 1948

The report and recommendations submitted to me by the United States Library Mission to Japan will be of inestimable value to the Japanese people in their efforts to establish a National Library Service. It should be a matter of great satisfaction to all that a National Diet Library Law was passed by unanimous vote of both Houses of the Diet before the Library Mission returned to the United States.

The report will be of continuing assistance as detailed plans for a great national library service are developed. The members of the Library Mission have made a substantial contribution toward the establishment of a far-reaching and enlightened library program.

/s/ Douglas MacArthur
DOUGLAS MacARTHUR

LETTER OF TRANSMITTAL

8 February 1948

General Douglas MacArthur,
Supreme Commander for the Allied Powers

Sir:

The United States Library Mission, which came to Japan at your request to advise on the establishment of the National Diet Library, has the honor to submit its report to you herewith.

Respectfully yours,

Charles H. Brown

Verner W. Clapp, Chairman

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INTRODUCTION

Both Houses of the National Diet of Japan have had their separate libraries since 1890. But because the Diet, prior to 1946, had no final responsibilities, its requirements for exact and extensive information were correspondingly small. Even the wording of the legislation upon which it deliberated was prepared by a bill-drafting bureau within the Cabinet. Consequently, the Diet libraries never developed either the collections or the services which might have made them vital adjuncts of genuinely responsible legislative activity.

In 1946 the basic situation changed. The Diet became, under the new Constitution, the highest organ of power in the state, possessed of responsibilities and confronted with problems of greatest magnitude. To deal with these problems and to discharge these responsibilities it needed every possible assistance, including the fact-finding assistance which can be secured only through a modern library service.

This need was reflected in the Diet Law of March 19, 1947, which provided (in Article 130) that "a Diet Library shall be attached to the Diet in order to help members of the Diet conduct their investigations and researches." The same law provided that a Standing Committee for Library Management should be constituted in each House (Article 42), and further required that copies of the publications of the Cabinet and government departments should be supplied to the Diet Library (Article 105). The law went one step further. Perceiving that a library which would be adequate to its own service would also have potentialities of still wider usefulness, the Diet wrote into the law the provision (Article 130) that "the use of the Diet Library may be extended to the general public". These general provisions of the Diet Law were developed in greater detail in the Diet Library Law which was enacted on March 28, 1947. But this law, like the Diet Law itself, left many details of organization and function still to be worked out.

Inquiries and plans looking to the establishment of the new library were carried on through 1947 by the responsible Committees of the Diet in conjunction with other interested groups and bodies. These led to a recognition of the basic fact that Japan lacks the essential bibliographic services which are provided by a modern national library, and that the Diet Library, no matter how well equipped in itself, could never hope to function with full effectiveness as long as such services are lacking. The proposal was in consequence very naturally advanced that the Diet Library should itself accept responsibility for performing these national services.

The problem confronting the Diet Committees became, in the light of these considerations, one of establishing not merely a Diet Library, but a National Diet Library. In these circumstances the responsible officers of the Diet addressed the following letter to the Supreme Commander for the Allied Powers:

July 12, 1947

General Douglas MacArthur
Supreme Commander for Allied Powers
G.H.Q.

Your Excellency:

We beg to inform you that by your helpful suggestions and kind encouragement we are attempting to lay the foundations for a great National Diet Library. Our problems are manifold, not only in connection with architectural and construction plans, but also as regards to the functions of this projected new national agency. In order to plan carefully and thoroughly for the National Diet Library of the future, it is our earnest hope that you will lend us the assistance by inviting some American experts to advise us during the initial stages of planning.

Faithfully yours,

Komakichi Matsuoka,
Speaker,
House of Representatives

Tsuneo Matsudaira,
President,
House of Councillors

Kazu Nakamura,
Chairman, Standing Committee
for Library Management,
House of Representatives

Goro Hani,
Chairman, Standing Committee
for Library Management,
House of Councillors.

Pursuant to this request, the United States Library Mission was formed and arrived in Tokyo on December 14, 1947. It found that much of the work necessary to a solution of the

various problems connected with the establishment of the National Diet Library had already been done by the Diet Committees, by other interested groups and bodies, and by the staff of the Civil Information and Education Section of SCAP. It found, too, that in the Government Section of SCAP the question of the establishment of a National Diet Library had already been given attention as a problem in public administration intimately connected with the development of democratic institutions in Japan.

The procedure of the Mission was, therefore, to enter into immediate exchanges of views with the Standing Committees on Library Management and with the Presiding Officers of the two Houses of the National Diet. In addition to numerous informal meetings it held six formal sessions with the representatives of the Standing Committees between December 17, 1947, and January 6, 1948. At these meetings it presented concrete proposals in written form. These proposals were immediately translated and mimeographed and discussed by the Committees, severally and jointly, in the intervening days. The results of the discussions were then made the subject of subsequent sessions with the Mission.

An obvious advantage of this procedure was that points of agreement between the Standing Committees and the Mission could be immediately noted, while alternative views could be as immediately explored. A further and important advantage was that problems which emerged during the discussions could be referred concurrently, either by the Committees or the Mission, or by both, to responsible officers in the Japanese Government or in SCAP. Such problems were of course numerous. They involved questions of appointment, tenure, salary and other aspects of civil service administration; relations between the legislative and the executive and judicial branches of the National Government; relations between the national and the local government; and the like. The final precis of the discussions embodies, in consequence of this procedure, the points of view of many officers both in the Japanese government and in the military government.

Upon completion of this phase of its work the Mission took three weeks leave of absence from the Theatre, January 8-28, 1948, to attend to other duties. Upon its return a bill had been drafted in the terms of the previous discussions, and was under consideration by the Standing Committees in consultation with representatives of the Ministries, the Judiciary, and with other officers of the Diet. The Mission discussed the final draft of the bill not only with the Library Committees of the Houses, but with their Management Committees and the Legislative Committee and with various

officers of SCAP. In its final form this bill was introduced into both Houses of the Diet on February 4, 1948, and was passed by unanimous votes on the same day. At the same time a supplementary bill was enacted, providing for the establishment of a National Diet Library Building Commission.

In the following pages there are presented, first, a statement of the services which an adequate national library may be expected to render to Japan; second, a summary of the proposals submitted by the Mission to the Diet Committees as modified in the discussions with them; and finally, the text of the National Diet Library Laws as enacted on February 4, 1948.

In conclusion the Mission must repeat that its own role in this progression of events has been merely catalytic--it has only assisted in the formulation of ideas and purposes which existed before its arrival in Japan. That it could perform its task with satisfaction and rapidity was due in the first place to the enthusiasm and energy of the Library Committees; to the effective sympathy of the principal officers of the Diet; to the complete cooperation of all other officials whose aid was sought, and to the support of many unofficial bodies and persons. But above all, the successful conclusion of the Mission's work was due to the excellent team-work between the Diet Committees and the officials of the Japanese government and of SCAP. The Mission feels confident in consequence that what has been so well begun will be resolutely carried out, and it is happy to have been able to participate in a development which it believes to promise so much good for the ultimate benefit of Japan.

I. A NATIONAL LIBRARY SERVICE FOR JAPAN

No two national library systems in the world are exactly alike, but they have this function in common: to perform services of a kind which can be most efficiently rendered on a national basis to assist in making the informational and cultural resources of the nation available to its entire people. Lacking these services, no library, however well equipped it may be individually, can hope to function with full effectiveness; with them, even the smallest library can take its place in a national system whose unity is derived not from administrative authority but from participation in common methods of work and in a common knowledge of sources of information. An adequate national library system is consequently not only an essential instrument for the efficient employment of national informational resources, but also is a potent engine of democracy. Its effect is to make available to all what would otherwise be reserved to the few; to put the possessions of the nation genuinely at the service of all its citizens.

The function of libraries is to make available cultural and informational materials in recorded form. To do this, materials must first be assembled and organized for service; and this organization, though but a means to an end, can easily absorb much of the man-power available in libraries.

No two library collections are exactly alike, but the component units of which they are formed may be, in the case of published materials, duplicated in many libraries. This fact makes possible a basic national library service --that of central bibliographic services. Such a system releases much man-power to those dynamic or reference activities of libraries which can always be best performed locally.

Many advantages flow from such a service in addition to the obvious one already stated. A principal benefit is standardization of method, which of itself tends to unify the nation's collections and which permits the development of cooperative bibliographic ventures, among the most important of which are union catalogs, both of published materials and of manuscripts. These, in turn, by informing the user where materials are located, facilitate interlibrary loans or the procurement of photographic or microfilm copies.

A still further advantage can be foreseen. By adjusting its methods to those of other countries, it would no longer be necessary for one country to duplicate work already performed in the others.

It has been found that such a central service as described above can be most efficiently given by an agency which is already performing a large share of the basic work for its own purposes. Such an agency is a national library which, by

making a comprehensive collection of the publications of its own country, not only guarantees the availability of at least one copy, but frees other libraries for their specialties.

If, in addition, such a library owes its first service to the members of the national legislature, it may be expected to become rich in the publications of other countries which are needed in that service. It would therefore become a library of great potential service to research, and its collections and its services should be made available as fully as possible to other agencies of government and to the public. Since its own service to the legislature would be not static but dynamic, it would serve as an example of such service to other institutions throughout the country. Finally, since such a library would have an interest, possibly greater than any other, in the development of national bibliographical services--for a perfected national bibliography, including the bibliography of the official publications of the national government, for indexing and abstracting services, union lists, and the like--it may be expected to take a lead in securing them, with resultant benefit to all libraries and all users of libraries.

The people of Japan are great users of books, and these are copious evidences that they would derive great benefits from adequate library facilities. Their lack of such facilities can be traced in large part to the deficiency of basic national library services, and this in turn to the prevailing political philosophy, which, in the case of the Diet, made its members almost completely dependent for information upon the executive branch of the government. In suggesting the following functions and organization for the National Diet Library, therefore, the Library Mission has considered, first, the needs of the Diet members themselves; next, the needs of the national government in all its branches; and, throughout, the service of the nation as a whole.

II. OBJECTIVES AND FUNCTIONS

The following objectives and functions are suggested for the National Diet Library:

A. Reference and research services for all members of the Diet, to aid them with factual information in the determination of policies.

B. Bibliographical research and reference services for all departments of the national government.

C. Bibliographical reference and research services for local governments, industries, agriculturists, labor unions and other groups and individuals in Japan, provided that these services are not available through local libraries.

D. Inter-library loans, or the furnishing of material through photographic reproduction, to the libraries of Japan for the use of organizations and individuals, insofar as the publications desired are not available in local libraries.

E. Supply of printed catalog cards to Japanese libraries at a price sufficient to cover cost of printing.

F. The development of codes of cataloging and classification and the preparation of subject-heading lists in order to promote the standardization of library techniques throughout Japan, and the avoidance of duplication of effort.

G. The conduct of exchanges with libraries of foreign countries using Japanese government publications and its own printed catalog cards for this purpose. In cooperation with other Japanese libraries it should compile lists of Japanese publications available for exchange with foreign institutions, and lists of foreign institutions having publications available for exchange with Japanese libraries.

H. The compilation of lists of books and government documents published in Japan, the preparation of an index to the laws of Japan, and other important bibliographies and statistical compilations.

I. Assistance to other libraries of Japan by assuming leadership, not through administrative authority but rather with the hope of democratic cooperation, in such activities as the preparation of union catalogs of books and serials.

J. The furnishing of an example to other libraries in Japan through the perfection of its organization, administration, technical practices and procedures.

III. ORGANIZATION

A. Scope

1. Branch libraries

(a) Governmental branch libraries

If the National Diet Library is to serve all departments of the national government, branch libraries will be required, as for example in the Supreme Court building and in the various ministries. While these branch libraries will exist to serve the departments concerned, yet their techniques of cataloging, classification, etc., should accord with those of the National Diet Library. The books in their collections should be interchangeable with those of the National Diet Library and of other branch libraries. There should be a union catalog of all books in government libraries. The objective of such a system would be to make any book owned by the national government available to any official of the government in the execution of his duties.

In order to assure coordination of method and economy of administration, the librarians of the branch libraries should be required to render annual and special reports to the Chief Librarian of the National Diet Library. The Chief Librarian should have authority to prescribe methods of cataloging, classification and the like to the branch libraries.

The budget of each branch library should be included as a separate item in each departmental budget, and no part of the appropriation for a branch library should be transferred to another item without the concurrence of the Chief Librarian of the National Diet Library and the member of the Coordinating Committee who represents that branch of the government (see below III.B.2).

(b) The National Library at Ueno Park

Experience has shown that the existence of two national libraries is not compatible with the principle of unified service and economy of administration. The U. S. Library Mission was invited to Japan by the presiding officers of the Diet and the chairmen of the two Library Committees to advise in regard to the establishment of a National Diet Library. In the preliminary correspondence and in the discussions, reference was repeatedly made by Committee members to the organization of the National Diet Library along the lines of the Library of Congress.

In the United States there is only one national library. It is therefore suggested that on or before 1 April 1949, the present National Library at Ueno Park be merged with the National Diet Library. This provision does not imply that the book collections of the two libraries will necessarily be merged; it does imply the merging of overhead control and administrative authority.

It is suggested that the present National Library at Ueno Park may eventually be developed into a great municipal reference library, similar to the New York Public Library. In such a case it should serve all the people of Tokyo and give special service to government officials of the municipality of Tokyo through the development of a municipal reference service. It should collect duplicate copies of the publications of the municipality of Tokyo, to exchange with other libraries, foreign and domestic. It should give close attention to cooperation with the schools of Tokyo and other municipal agencies.

Japan does not need and cannot afford two national libraries, but it does need badly a great municipal reference library similar to the great municipal libraries in the United States. Such a library would be the apex of a great municipal system of libraries which would serve as an example to all the larger cities of Japan.

B. Overhead Control

1. Standing Committees on Library Management of the Diet

At present two separate Standing Committees on Library Management--one in the House of Representatives and one in the House of Councillors--have the responsibility of overhead "library management"--the determination of policies under which the National Diet Library will function. These two Committees will recommend to the Diet further legislation for the organization and administration of the Library. The relation between these Committees and the Chief Librarian should be close. It is suggested that the Committees be given responsibility for reviewing administrative regulations made by the Chief Librarian, and that they also be given responsibility for scrutinizing and for forwarding the annual budget of the Library, with their recommendations.

These two Committees might well act as a joint committee in discussing questions of legislation and policy. This arrangement will avoid misunderstandings in the relations of the Chief Librarian to the two Committees. Otherwise, one Committee might make one interpretation of a law, while the other might have quite a different point of view.

2. Coordinating Committee on the National Diet Library.

Since the National Diet Library will eventually serve the various departments of the national government, the executive departments and the Supreme Court will have an interest in its development and functioning. It is therefore suggested that a Coordinating Committee of four members be constituted as follows: the two chairmen of the Standing Committees on Library Management, a third member to be appointed by the Premier, and a fourth member to be appointed by the Chief Justice of the Supreme Court. This Committee should have responsibility for assuring that adequate library services are rendered to all departments of the government. It should recommend to the attention of the Diet Committee any needed legislation affecting the libraries of the various agencies of the Government. It should assist in making possible standard and uniform methods of cataloging and classification to be used in government libraries. It should assist in the avoidance of unnecessary duplication in the purchase of books. It should provide support for the Chief Librarian in so coordinating the services of governmental libraries that the resources of any one library will be available to any member of the government.

These proposals should eventually result in the formation of a great coordinated system of government libraries, with the National Diet Library as the nucleus or keystone.

3. Budget

The Chief Librarian should have responsibility for preparing the annual budget of the National Diet Library and for presenting it to the Standing Committees on Library Management before December 1 of each year. It should be the task of the Committees to review the budget in joint committee, and to forward it, with their recommendations or changes to the presiding officers of the Houses before February 1 of each year. Provision should be made, however, that if the Committees on Library Management should take no action on the budget by February 1, the budget should then be transmitted to the presiding officers of the Houses without change.

The Chief Librarian should consult with the librarians of the branch libraries regarding the preparation of their budgets which will be included in the budgets of the agencies concerned.

4. Rules and Regulations

The Chief Librarian should have full authority to make all rules and regulations for the National Diet Library, subject only to a review by the Standing Committees on Library Management, sitting in joint committee. It should be provided

however, that any rules and regulations made by the Chief Librarian would remain in force unless specifically disapproved by the joint committee.

C. Departmental Organization of the Library

It is suggested that the National Diet Library be organized into departments as follows:

- General Reference
- Legislative Research and Reference
- Branch Libraries
- Acquisitions
- Technical Processes
- Auxiliary Services
- Administration

An organization chart, showing a suggested development of departments and divisions and the lines of administrative authority, is attached hereto.

IV. ADMINISTRATION

A. The Chief Librarian

1. Duties

(a) The Chief Librarian should be in direct charge of the administration of the National Diet Library, acting in accordance with the library laws and the policies adopted by the two Committees on Library Management in joint committee.

(b) He should be responsible for the organization and maintenance of adequate and effective services to all members of the Diet in accordance with the best and most modern library practices.

(c) Under the policies established by the two Diet Committees in joint committee he should make sure that adequate library services are available to all departments of the national government through branch libraries established in these departments; that all books needed for temporary use in these branches be made immediately available to them through inter-library loan, if humanly possible; that data, factual information and reports be made available for any government bureau when requested; that the librarians of all governmental departments administer their libraries so as to render the utmost possible service to the departments concerned; that uniform methods are used in all government libraries so as to make the books owned by the government available to all members of the government service who may need them.

(d) He should see that the libraries administered under his supervision are of direct service to the people of Japan through prefecture, university and other libraries, insofar as these services will not interfere with the services mentioned in the preceding paragraphs. He shall advise and assist the librarians of Japan, whenever such advice is requested. He shall encourage the exchange of Japanese librarians of other countries. He shall encourage the development of all kinds of libraries in Japan.

(e) He should appoint the Assistant Chief Librarian, subject to the approval of the presidents of both Houses of the Diet. Under the rules and regulations of the Diet Secretariat Personnel Law he shall appoint all other members of his staff.

(f) In cooperation with other agencies he should prepare, or assist in the preparation of publications such as a list of books published in Japan and a list of Japanese

government publications, at annual or more frequent intervals; also, union lists of periodicals available in Japanese libraries, showing the location of such periodicals; an index to the laws of Japan, etc.

(g) He shall present an annual report on the operation of the Library to the Speaker of the House of Representatives and the President of the House of Councillors. Occasionally as may be necessary, he shall prepare special reports on policy to the two Diet Committees and to the Coordinating Committee. In cooperation with the librarians of the Supreme Court and the other branches of the government he shall prepare reports to be presented to the heads of the various branches of the government on the operation of the branch libraries in the judicial and executive branches.

2. Qualifications

(a) The Chief Librarian should be a man of integrity and high intelligence who commands the respect of the people of Japan. He should have demonstrated exceptional administrative ability and a great capacity for leadership.

(b) He should be sympathetic with the high ideals of librarianship and an enthusiastic advocate of the services which a modern library should render. He should understand the needs of legislators, scholars, scientists, technologists, and others, for the kinds of information which should be available from libraries. He should be conversant with the best techniques used in modern library systems without necessarily being a technical expert.

(c) He should be a graduate of a university of recognized standing. He should have at least a reading knowledge of two foreign languages. Since the usefulness of the National Diet Library will depend upon its freedom from political bias, it is obvious that the Chief Librarian must abstain completely from all partisan activities. He must possess prestige which will appeal to and be recognized by members of all political parties.

(d) After appointment it will be desirable for him to visit libraries of other countries and more especially national libraries.

(e) He should be a man in the prime of life, with 15 or 20 years of active work ahead of him.

3. Appointment, Tenure and Salary

(a) The Chief Librarian is appointed by joint action of the Speaker of the House of Representatives and the

President of the House of Councillors. It may be desirable to require that the presiding officers consult on the appointee with the Standing Committees on Library Management, and that the appointment be approved by vote of the Houses.

(b) The Chief Librarian should be appointed solely on the basis of merit, and he should be removed only for failure to perform his duties. He should not be appointed or removed for political reasons, nor should he, as stated previously, engage in active party politics. In this respect his position should be comparable to that of a Justice of the Supreme Court.

(c) He should be removable from his position only by joint action of the Speaker of the House of Representatives and the President of the House of Councillors.

(d) Provision should be made for his retirement on account of age, upon the same principle which affects justices of the Supreme Court.

(e) The Chief Librarian will be a person who will have most important duties, not only in the administration of the National Diet Library, but also in the encouragement of library services which will eventually reach all the people of Japan. He will be consulted by legislators, government officials, university presidents, leaders of industry, agriculture and labor, and by others interested in the establishment of ideal library services throughout Japan. Librarians will naturally consult him and look to him, not as a bureaucrat, but as one who can help them by advice and in democratic, cooperative discussions. His salary and position should be commensurate with the important duties of his office. It is suggested that his salary, allowances and prerequisites be not less than those of a minister of state.

B. The Assistant Chief Librarian

This officer should assume charge of the operation of the Library during the absence of the Chief Librarian. Because the Chief Librarian will probably wish to give his own immediate attention to the Legislative Reference and public service departments of the Library, the principal continuing duty of the Assistant Chief Librarian should be to give special attention to the Departments of Acquisitions, Technical Process, and Auxiliary Services. He should be, or become as quickly as possible, an expert on the technical routines of library management and be able eventually to advise librarians throughout Japan on standards of cataloging, classification, card systems, etc.

C. The Director of Personnel

The Director of Personnel will assist the Chief Librarian in the recruitment of a capable staff for the Library. He will prepare statements of the duties of all members of the staff as well as statements of qualifications and pay schedules, subject to the provisions of the Diet Secretariat Personnel Law. He should aid in the preparation of examinations, whether assembled or non-assembled.

On account of the present lack of technically qualified personnel in Japan, it may be necessary, temporarily, to reduce the professional requirements for appointment to the staff of the National Diet Library. It should however be clearly understood that all such appointments are conditional upon the ability of incumbents to satisfy the full requirements after a reasonable time, to be announced, which will permit them to qualify.

Eventually, when the Administrative Department is organized, it may be found desirable to include the office of the Director of Personnel in that Department. However, because of the importance of personnel administration to the proper functioning of the Library, the Director of Personnel should probably be always able to report directly to the Chief Librarian.

D. The Legislative Research and Reference Department

The Director of this Department should, under the direction of the Chief Librarian, be responsible for assistance to Diet members in the supply of factual material obtainable from books. He should be able to supply them with material published in any country and on any subject of interest to them. He should supply factual and unbiased digests or abstracts of publications and articles in journals. He should locate and supply for their use laws on any subject enacted by any government or major subdivision of governments in the world.

He will require for these services experts in subject-matter fields--not so much trained librarians as specialized scholars who know the literature of their subjects. These specialists, in addition to their reference duties, will assist the Chief Librarian in the selection of books for the Library.

The following divisions of the Department, among others, will probably be needed: Law and Government; Economics; Social Welfare; Labor; Bill Drafting Service.

The Director of the Department and the experts associated with it will attempt to anticipate the needs of the legislators and insofar as possible prepare materials in advance.

It is hoped that when this Department is fully organized, it will be possible to extend its services to other branches of the Government insofar as this can be done without interference with its primary functions. Eventually, also, it is hoped that the services of this Department can be made available to industrial and other groups in Japan.

E. General Reference Department

The Director of the General Reference Department is responsible for the public reference, lending and custodial services of the library with the exception of the services to Diet members, responsibility for which is assigned to the Legislative Research and Reference Department. He shall have charge of the public reading rooms which will include the law, social sciences and periodicals rooms together with others as may be found necessary later. He will have responsibility for the book stacks and the maintenance of orderly shelving and effective physical condition. He will be responsible for the lending of books in accordance with the rules of the Library.

The Director and his assistants will attempt within reason to supply any book which is requested by a reader. If the book is not available in the National Diet Library and its branches, the Director of the Acquisitions Department should be notified. The Reference Department and its divisions should be alert to recommend books for acquisition.

The Department may be organized into separate divisions, as for example:

1. General Reading Rooms
2. Public Catalog and Bibliography Room
3. Law Reading Room
4. Periodicals Reading Room
5. Social Sciences Reading Room

The Director, in consultation with the Chief Librarian, should experiment with the placing of generally used and replaceable books on open shelves where readers can refer to them without formality. Consideration should be given to the system so generally used in the United States of placing guards at the doors to examine books which readers are taking away with them. Certainly, some means must be found to make books more accessible to readers than is now generally the practice in Japanese libraries.

F. Acquisitions Department

The Director of this Department should be responsible for the acquisition of books, periodicals and other materials for the collections in accordance with the policies of the library. He should sign all requisitions for purchase which have been approved by the Chief Librarian or his deputy. The Department should consist of at least three divisions --one for the purchase of books as distinct from periodicals (i.e. serials); another for the purchase and checking-in of serials; and a third for the handling of gifts and exchanges, and for the disposition of unneeded duplicates.

The Serials Division should keep a careful record of the individual issues of periodicals as they are received, in order that the files of the Library shall be complete as possible.

The work of these three Divisions must be closely coordinated.

The Director and his chief assistant should be thoroughly familiar with the book trade in Japan and in foreign countries. They should know the various agencies in the more important countries which import and export publications. The Director and his staff should have a reading knowledge of many foreign languages.

It would be desirable to appoint to positions in this Department trained librarians with experience in acquisitions capable of training their assistants, though admittedly qualified trained librarians are difficult to obtain in Japan. Therefore, it may be necessary to make temporary appointments and to permit the appointees to complete their education within a definite period during temporary service.

G. The Department of Technical Processes

The Director of this Department should have supervision of the preparation of the catalog of the library, including the catalogs of all branches. He should, in cooperation with the Director of Branch Libraries, arrange for a union author and subject catalog of all books in the national governmental libraries in Tokyo. This catalog (which is not to be confused with the National Union Catalog) will eventually be the catalog of the National Diet Library and its branches. Each card will indicate the branch in which the book is deposited. By this method a reader can ascertain what books the government has by a given author or on a given subject, and where the books are located. The completion of this task will require considerable time but it should be started immediately.

Multiple copies of catalog cards as needed should be supplied to each branch library for the books permanently deposited in that branch.

In cooperation with the Director of the Department of Auxiliary Services and with Japanese scholars and librarians he should prepare codes of standard practices in cataloging and classification. Possibly the code now in use in one of the western countries might be used for the cataloging of western books. This activity should receive the first attention of the Director of the Department when appointed. An attempt should be made also to develop a system of book classification which can eventually be used throughout Japan and which certainly should be used for all government libraries.

It would be advisable to attempt to adopt a system of cataloging and classification for which equivalents could be found in one of the systems used abroad, so that printed cards made abroad could be used in Japan, and vice versa.

The compilation and use of the card catalog, shelf list and other library records would be greatly facilitated if the Roman alphabet was generally adopted. The Japanese libraries are greatly handicapped by the fact that filing is extremely difficult under the symbols now used. The use of the Roman alphabet would facilitate the exchange of cards with foreign libraries as well as aid in other international relations. The fact that the Roman alphabet is now being taught at primary levels will facilitate its adoption in library practice in the future.

The cost of cataloging books is high. Very great economies for the libraries of Japan would be obtained by the printing of a sufficient number of catalog cards to make possible the sale of such cards to other libraries, thus saving them from the necessity of duplicating in many libraries work already done.

The major duties of the Department will fall under three Divisions: (1) Cataloging; (2) Classification; (3) Distribution of Printed Cards. The first two named should be organized soon after the appointment of the Director.

The Director and his chief assistants should be trained librarians and should have had considerable experience in the cataloging and classification of both Japanese and western books. Experienced trained librarians in this field are difficult to obtain in Japan. It may be necessary to appoint the Director and chief assistants on a temporary basis for a certain specified time in order that they may complete their education in the subjects necessary for the

performance of their duties.

The Director should visit the United States as soon as possible to study the cataloging and classification systems of research libraries and the card distribution activities of the Library of Congress. It is hoped that a specialist in technical processes can be sent to Japan after the organization of the Library to advise in the development and functioning of the Technical Processes Department. The preparation of suitable records for the use of readers is absolutely necessary for the success of the library movement in Japan. Too many libraries are not used as they should be, because of the lack of adequate information of the books the library possesses and of their location.

H. The Department of Branch Libraries

The Director of this Department should have as his chief duty the responsibility for seeing that prompt and effective services are rendered to the agencies of the judicial and executive branches of the Government. He, in cooperation with other Departments of the National Diet Library, should see that books needed for deposit in these various agencies are promptly purchased insofar as possible and made promptly available. He should see that books needed for temporary loan are supplied whenever possible through the Lending Division. He should solicit from the members of these agencies recommendations for books to be purchased. He should attempt to ascertain the book needs of the Executive and Judicial Branches and anticipate such needs. He should be the liaison officer of the Library with the librarians of the Executive and Judicial branches. He should, under the policies of the Library, keep in close contact with the various branch libraries and the librarians thereof.

I. Department of Auxiliary Services

The Director of the Department should eventually be responsible for seeing that the services of the Library are made available to the people of Japan -- librarians, scholars, scientists and various organizations and institutions. He should be in contact with the libraries and librarians of Japan not connected with the national government, with universities, organizations, labor groups, scholars, and scientists, to ascertain the services which a great national library can render to them insofar as such services do not interfere with the primary functions of the library.

The services of the Department may be listed somewhat as follows:

1. Publications. The National Diet Library, with its extensive collections of books and with its experts in subject fields as well as in library administration, should eventually be qualified to issue many publications of great value. Many of the reports and abstracts compiled for the Diet, its committees and members, would be of value, if published, to individuals, groups and institutions. They would also be of use for exchanges with foreign libraries. Codes of standard library practices, statistics of Japanese libraries, lists of books and articles on various subjects are examples of the kinds of publications which would be of value.

2. Compilation of codes of library practices. While the preparation of codes of classification and cataloging are the special function of the Department of Technical Processes, nevertheless the Department of Auxiliary Services should solicit the aid of librarians throughout Japan in an attempt to obtain basically uniform codes of practice. Details will vary with various kinds of libraries but if agreement can be reached in regard to basic methods to be used, readers will find the use of various libraries much easier.

3. Interlibrary loans. The Department should aid in the development of an adequate interlibrary loan system among Japanese libraries.

4. Union Catalogs. The Department should aid in the development of a union catalog of books and a union list of serials.

5. Photographic reproduction, including microfilms and photostats. As soon as the Department is established, and equipment purchased, the Director of the Department should organize a Photographic Reproduction Division which will make available to individuals and institutions photographic reproductions of books, articles in periodicals and even manuscripts. This service is the more important since so many books are out-of-print and unobtainable.

Obviously, this Department should not be organized until the other departments of the library have been developed.

J. Department of Administration

For the present, the Chief Librarian should supervise the administrative offices of the Library. Eventually it may prove desirable to organize these offices as a Department and to appoint a head to be known as Secretary of the Library or Chief Clerk.

The Department should include the following divisions:

1. The Secretariat, including the secretaries to the Chief Librarian and the Assistant Chief Librarian, file clerks, stenographers, typists, etc.
2. Administration and physical care of the building, custodial duties including guarding, especially of exhibits.
3. Service of supplies for the various departments of the Library.
4. Printing services, for the procurement of printed catalog cards and publications of the library, multigraphing and mimeographing.
5. Binding service.
6. Accounts and financial affairs. This Division will be responsible for keeping records of all financial expenditures and reporting on such expenditures and the balances available, whenever requested.

V. THE COLLECTIONS

A. Scope

The scope of the collections of the National Diet Library will be determined (1) by the needs of its users; (2) by the publications which it will receive automatically as deposits; and (3) by the extent to which the collecting activities are coordinated with other libraries.

1. Scope as determined by needs of users

(a) The Diet. The collections should be developed so as to serve, as completely as possible, the needs of the Members of the Diet in the performance of their official duties. From this, it follows that:

i. The collection of materials on Japan itself, both of domestic and foreign publications, should be comprehensive.

ii. The collections on the countries surrounding the Pacific Basin should be extensive.

iii. There should be good collections on the history and conditions of other countries of the world.

iv. The collection of the laws of all countries should be outstanding.

v. There should be extensive collections in politics and government, international law and relations, and the activities of other governmental and international bodies; in economics, statistics and sociological subjects likely to be the concern of important legislation.

vi. In fine arts, belles lettres, philology, philosophy and religion, the development of the collections need not be emphasized. University libraries in Japan will emphasize these fields. However, since Japanese books on these subjects will be acquired by deposit (see below), the outstanding foreign books on these subjects will be required to make the collections useful.

vii. No attempt should be made, at least for the present, to acquire rare books as such. The collections should emphasize those types of books which will be needed for the day-by-day work of the Diet. Museum rarities are not needed for this purpose. It is to be expected that such books will come as gifts from the citizens of Japan.

(b) Other Government agencies. The collections should be developed so as to serve as the central library of the Japanese government. It is the task of the Library to assure that all books needed by the government are somewhere readily available to it, and at the same time that the books needed most by each government department are available in its own working library. For example, many books on scientific and technological subjects and in agriculture, forestry, fishing, etc., will be of more use in the departmental branches than in the central National Diet Library collection. Some duplication will of course be necessary. In addition:

i. Works likely to be of use to a number of governmental agencies, but of infrequent use to any one of them (e.g., collected sets of government documents, files of newspapers) should be acquired by the National Diet Library.

ii. Departmental libraries should be weeded from time to time, and less used works should be transferred to the National Diet Library. (Uniformity of methods of cataloging, etc., will make such transfer very easy; without such uniformity such transfers are expensive).

(c) Other libraries and the public. The National Diet Library should supplement the resources of the other libraries of Japan. It can do this in several ways:

i. By becoming the recognized depository for certain classes of books, e.g., Japanese publications and foreign governmental publications.

ii. By maintaining collections of certain less-used works, such as newspaper files.

iii. By accepting custody from non-governmental libraries, just as from governmental libraries, of books of greater national than local importance.

iv. By maintaining a strong collection of bibliographic works which will enable it to provide information as to what publications, whether Japanese or foreign, exist on a certain subject, by a certain author, etc.

2. Scope of collections as determined by deposits

(a) Japanese governmental publications. The National Diet Library should acquire copies of all publications of every agency of the Japanese government. It should prepare and publish a list of these publications, unless responsibility for this work is vested in another agency. Such publications will include books, periodicals, maps, posters, motion pictures and other forms of publication. (The custody and service of

motion pictures involves special requirements, which should be carefully considered before any active program is undertaken.)

(b) Japanese non-governmental publications. There should be compulsory deposit in the National Diet Library, by law, of a copy or copies of each current Japanese non-governmental publication, including books, periodicals, newspapers, maps, prints and illustrations, music, motion pictures, and other forms of publication. These copies would be the basis of the central cataloging service which the National Diet Library would offer to the other libraries of Japan. In addition, unless it is found that adequate national bibliography is prepared and published through other sources, these copies would be the basis for a national bibliography to be prepared and published by the National Diet Library.

(c) Publications of other governments and international organizations. Since the National Diet Library will have more use than any other library for the publications of other governments and international organizations, it should become, by law, the depository for the sets of these publications received in exchange for sets of Japanese governmental publications. (Such an arrangement should not, however, debar other libraries from exchange activities with respect to particular publications.)

3. Coordination of collecting activities with other libraries.

The number of foreign publications needed by Japan is too great for any one library to collect all of them. The National Diet Library should be a leader in efforts to coordinate collecting activities so that all needed publications are available to the people of Japan with the maximum economy.

B. Methods of Acquisition

The following methods will be used:

1. Purchase, especially of foreign books.
2. Deposit, under law as outlined above.
3. Exchange. For this purpose the Library will use unneeded duplicates, its own publications, and the publications of the Japanese Government. To assure this, the Library should receive by law a certain number of copies of all Japanese governmental publications (50 is suggested for the time being for usual printed publi-

cations issued in small editions).

4. Gift and transfer. The National Diet Library should have authority to accept gifts of library materials appropriate to its uses, as well as transfers of materials from other governmental agencies. No gift should be accepted, however, if in the opinion of the Chief Librarian it will not add to the usefulness of the collection.

C. Book selection

The Acquisitions Department has primary responsibility for initiating recommendations for the acquisition of books for the Library, but this responsibility must be shared with all departments of the Library. Readers especially should be urged to make suggestions for acquisition. All members of the staff should be alert to notice the absence of books or groups of books which may be needed. The librarians of the branches should keep in close touch with their readers in order to assure that needed books are acquired.

VI. THE BUILDING

The functions which are planned for the National Diet Library will require considerable space, and a separate building will be needed immediately. The following paragraphs bear on the planning of this separate building.

A. Kinds of space needed. Library buildings require specialized space of various kinds. The following kinds of space will be needed in the National Diet Library:

1. Office space: offices of Chief Librarian, Assistant Chief Librarian, department directors, division chiefs and specialists, administrative offices, study rooms, meeting rooms and staff rooms.

2. Principal public space: main vestibule, exhibit halls, hallways, public catalog and bibliographical reference room, union catalog room, principal reading rooms.

3. Minor public space and professional clerical work space: Acquisitions, Technical Processes, Auxiliary Services, Legislative Research and Reference Departments; specialized reference services and reading rooms, loan division, etc.

4. Mechanical work space: work shops for building maintenance and preparation of exhibits; printing shop, bindery, photo-duplication laboratory and other laboratories.

5. Storage space: book stacks, storage for microfilms, equipment and supplies.

6. Other specialized space: auditorium, cafeteria and dining room, garage, lavatories and locker rooms, mop-closets, stairways, elevators and book carriers, conduits for wiring, piping, pneumatic tubes and ventilation.

B. Basis for calculation of space

Looking ahead to the development of the National Diet Library over the next 25 years, it would be unwise to plan for a building capable of accommodating less than 10,000,000 volumes, 3,500 readers, and 1,500 staff members, with extensive card catalogs, including a union catalog, and other specialized space in proportion. To plan now for less than this ultimate would mean constant cramping of facilities during the period of development. The entire building need not, however, be erected at the outset. The plan presented below would take care of the library's activities after many

years of growth. The first unit of this plan should be constructed with a view to the ultimate requirements.

The ultimate plan might present the following requirements for specific kinds of space, in addition to others not mentioned:

Reading Room Space, Principal and Minor

	Reader Capacity (persons)	Reference Collection (Volumes)
General Reading Rooms (1 to 3)	1,500	15,000
Law Reading Room	400	10,000
Periodicals Reading Room	400	2,000
Government Publications Reading Room	200	5,000
Other special reading rooms (8 to 10)	500	10,000
Study rooms and study desks	500	
Total reader capacity	<u>3,500</u>	

Other Space

Bookstacks - capacity 10,000,000 volumes
 Public Catalog and Bibliographic Reference Room -
 capacity 50,000,000 cards and 5,000 volumes.
 Union Catalog Room - capacity 50,000,000 cards

It is obvious that General Reading Rooms with a capacity of 1,500 readers will not immediately be required, and that neither the Public Catalog nor the Union Catalog will for a long time approach the ultimate of 50,000,000 cards each. It may be contemplated, in consequence, that the rooms designed for these purposes may be used in part for other purposes during the period of growth. The plan should allow for such flexibility.

C. Principles of Planning

Certain principles to serve as a guide in the development of the plan are noted below:

1. Appearance. The building should have an imposing appearance commensurate with its function; but exterior appearance should positively not be permitted to dictate or interfere with the interior arrangements. Efficiency of operation should be the first consideration.

2. Hazards. The construction of the building will take account of hazards from fire, flood and earthquake. But books are also susceptible to many other hazards: polluted, or excessively dry atmosphere; excessively humid atmosphere which permits the growth of moulds; direct rays of the sun; insects

and rodents. Construction must take account of these.

3. Light. While direct light is harmful to books it would appear wise to make as much use of natural light as possible for the use of readers and workers. Recent developments in illuminating techniques should be utilized.

4. Heat and ventilation. The contained atmosphere of the building should at all times be circulating, although the rate of circulation may vary very considerably in those parts used by readers and workers and in those which are used exclusively for storage. Consequently, if flexibility of space is to be secured, flexible arrangements for heating and ventilation will also have to be provided. In any case, the relative humidity and clearance of the circulating air should always be under full control.

5. Acoustics. Proper acoustic treatment of surfaces is no less important for a library than for a broadcasting studio, and will add very greatly to the comfort and efficiency of both readers and staff.

6. Cleaning. A large library building makes large demands for cleaning. Cleaning requirements can be greatly reduced by cleaning the air used for ventilation. Other dispositions should be made for mopping floors, vacuum cleaning of books, etc. The possible savings and efficiency of a vacuum cleaning installation should be explored.

7. Guarding. It is the job of the library to promote the freest possible accessibility of its books, yet it must at all times be accountable for them. This poses a problem in guarding. The building should be designed so that it can be adequately guarded with the minimum expenditure of manpower.

8. Expansibility. No one can foresee with accuracy the eventual uses of the various parts of the building nor the exact ratio in which the various kinds of space will be required. It is probably unprofitable, in consequence, to attempt to plan a building which would be indefinitely expansible in the future. It would be more profitable to plan a building much larger than required for immediate needs, leaving to the future the completion of certain portions, whose exact form of construction could then be determined. For example, if the original plan contemplated eventual book capacity of 10,000,000 volumes, with space for 3,500 readers and 1,500 employees and other specialized space amounting to 1,500,000 cu. ft., the immediate construction might take care of only one fourth that amount.

Additional storage space for books may perhaps in the future be obtained by the construction of a simple warehouse to which less-used books might be transferred.

9. Convertibility of space. Much space in the building can be designed for special uses from the start: e.g., the principal reading rooms, auditorium, exhibit halls, etc. Within limitations of construction, however, it is advisable that space be flexible. Bookstacks should be designed to house duodecimos, folios, newspapers, maps or even possibly motion pictures, or to be freed for work and study space. (Considerations of flexibility in heating, ventilation and lighting are applicable here.) Other space may be alternatively special reading room space, work space or office space. Permanent partitions should be used sparingly, and removable partitions should provide flexibility in subdividing or in enlarging workspace. Plumbing, wiring, pneumatic tubes, etc., should be planned to present minimum dangers to the bookstacks, and to be as easily accessible and as flexible as possible.

10. Communications. In a highly organized building where the work is principally concerned with the contents of the bookstacks, much depends upon the efficiency of the communicating system for transmission of messages and books. Such a system must be very carefully planned so as to lend itself to expeditious service, safety of material in transit, ease and continuity of supervision, and small number of relay-points.

11. Communications with Sub-stations. Since the primary responsibility of the National Diet Library will be to the members of the Diet, plans for a station or stations in the Diet Building should be included in the planning for the Library Building. A collection of most-used books should be maintained in the Diet Building. Prompt means of communication with the Library Building should be provided, both for messages and for books, by telephone, pneumatic tubes, messenger service or otherwise.

Quick and easy communication with other branches, including the department libraries, must be provided.

12. Mechanical aids. Mechanisms such as elevators, book lifts, book carriers, pneumatic tube systems and the like are of enormous use in expediting service and lowering manpower requirements. However, such mechanisms should not be introduced merely for their own sake, but only upon demonstrable increase of efficiency. (It is, for example, more efficient to walk one or two floors if a stairway is provided than to wait for an elevator to go the same distance).

13. Contiguity of space and flow of work. Spatial assignments should, of course, be made on the basis of contiguity of

operations to the books, and of the flow of work. Readers should, for example, come to the Public Catalog and Bibliographic Reference Room before reaching the Principal Reading Rooms. The flow of work in the Acquisitions and Technical Processes Departments should be plotted both in their relations to each other and to other Departments of the library, such as the Public Catalog, in advance of the completion of the plan.

The plan of the building should be examined by qualified persons from the point of view of efficiency of operation to assure that the most efficient arrangement has been reached.

14. Free access. It will be noted that the table under paragraph B provides for extensive reference collections in the reading rooms. It is presumed that the public will have free access to these collections. Such freedom of access contributes greatly to reader efficiency, and very greatly reduces the need for withdrawal of books from the stacks.

15. Public rest rooms should be conspicuously provided.

16. A staff-room where members of the staff may hold discussions, study or merely relax, has been found useful in large libraries.

17. Engineering consultation. The plans should be examined not only by architects and construction engineers and librarians, but by experts in illumination, acoustics, ventilation, communications, etc.

18. Revision of plans. It is recommended that after tentative plans are drawn, the Chief Librarian and the architect should visit a number of modern library buildings, checking the tentative plans against the practices found in other parts of the world.

VII. BUDGET AND PRIORITIES

The Mission, in the short time at its disposal, has not attempted to prepare even an initial budget for the National Diet Library, since the factors which would determine any budget were not then defined. The preparation of a preliminary budget should, however, be one of the first tasks of the Chief Librarian. In this connection, the following three principles may be mentioned:

A. Salaries

The salaries paid in those positions which require experts in subject fields (Legislative Research and Reference Department) and in the positions which require capable professional librarians, should be on a scale sufficient to attract the most capable persons in Japan. The functions of the National Diet Library are too important to be entrusted to persons who have not shown exceptional abilities and experience in the fields of service represented by the requirements of the library .

B. Progressive increase of budget

During the first year or two, it will not be necessary to organize all departments of the Library. The budget during the first years of the Library's existence will have to be increased annually.

In addition to the increase caused by the progressive organization of departments as called for in this report, there should be an increase in the purchase of books abroad. At present the purchasing of foreign books is difficult, but when this condition is changed, foreign books should be purchased in increasing quantities. Additional funds will be needed for this purpose.

C. Branch Libraries

As the libraries of the Judicial and Executive branches of the government and at Ueno Park become branches of the National Diet Library, funds will be necessary for their operation. However, these expenses will not be an additional burden to the Japanese treasury to the extent that funds are now being appropriated to the Ministries for these libraries. There will be some savings in the avoidance of duplication, but undoubtedly additional funds will be necessary for the more efficient operation of these libraries.

D. Priorities

The first departments to be organized should be the Departments of Technical Processes and Acquisitions. One of the first projects to be undertaken should be the consolidation

of the libraries of the two Houses, the consolidation of their two catalogs, possibly some re-cataloging and the preparation of codes of cataloging and classification. The Department of Research and Legislative Reference should be organized early, as should the Division of Personnel. The Chief Librarian from the outset will need the assistance which this Division can supply in preparing schedules of duties, qualifications, and salary scales for the various classes of assistants. He will also need assistance in his attempt to find qualified persons for the positions to be filled. Obviously, also, a financial unit to make it possible for the Chief Librarian to account for the appropriations made to the Library should be established from the outset.

In addition to the assistance which the Department of Research and Legislative Reference should be able to supply, the Department of Personnel should be able to supply the assistance which will be needed in the selection and appointment of the Chief Librarian and the other members of the Library staff. The Department of Research and Legislative Reference should also be able to supply the assistance which will be needed in the preparation of the Library's budget and in the preparation of the Library's reports to the House of Representatives.

A. Provisional Library of Congress
 During the first year or two, it will not be necessary to organize all departments of the Library. The budget during the first year of the Library's existence will have to be prepared on a provisional basis.

In addition to the assistance which the Department of Research and Legislative Reference should be able to supply, the Department of Personnel should be able to supply the assistance which will be needed in the selection and appointment of the Chief Librarian and the other members of the Library staff. The Department of Research and Legislative Reference should also be able to supply the assistance which will be needed in the preparation of the Library's budget and in the preparation of the Library's reports to the House of Representatives.

C. Branch Libraries

As the Librarian of the United States House of Representatives of the government and of the Library, it will be necessary for the National Library of Congress to be organized in the House of Representatives. However, these expenses will not be provided for by the House of Representatives. It is necessary to the House of Representatives to be organized in the House of Representatives. It is necessary to the House of Representatives to be organized in the House of Representatives. It is necessary to the House of Representatives to be organized in the House of Representatives.

D. Facilities

The first step should be to be organized in the House of Representatives. It is necessary to the House of Representatives to be organized in the House of Representatives. It is necessary to the House of Representatives to be organized in the House of Representatives. It is necessary to the House of Representatives to be organized in the House of Representatives.

VIII. EDUCATION FOR LIBRARIANS

Librarians with adequate education and experience are extremely rare in Japan today. It will be impossible to find persons in the immediate future who will be fully qualified to fill positions in the National Diet Library. Some immediate solution, which must be a compromise, is necessary. The following proposals are made in the hope of avoiding too great a delay in the functioning of the Library:

A. Temporary appointments

Appointments to those many positions on the staff which require considerable knowledge of languages and library techniques and experience in research libraries should be made on a temporary basis until the persons appointed can qualify themselves, partly by taking language courses or courses at a library school on a part-time basis. The permanent qualifications for these positions should, however, be maintained on a high level, even if exceptions must be made to certain requirements for the time being. In order to insure the eventual high quality of the staff, all temporary appointments should be vacated at the end of a definite fixed period to be announced in advance, and the appointments of the incumbents should not be renewed unless they can demonstrate that they have become fully qualified by that time.

B. Study in Foreign countries

Arrangements should be made as soon as possible for the study in western countries by members of the National Diet Library Staff, of the techniques used in libraries of those countries. Leaves of absence should be granted for this purpose. Such study would be especially profitable for the Assistant Chief Librarian and for the Directors of the Departments of Acquisitions and Technical Processes. For these three positions, trained and experienced librarians are essential.

C. Program for the immediate future

A definite program for the education of men and women for librarianship should be outlined during 1948. The Library School at Ueno Park should be developed, possibly being administered in connection with some university. Many hundreds of trained librarians will be needed annually in Japan, and library schools should be established in other universities. But the organization of library schools alone will not solve the immediate problem. It has been reported that only ten students are now enrolled at the Ueno Park Library School. Ten graduates a year will not begin to satisfy the needs of Japan for librarians of high intelligence, basic education and specific training in the many branches of librarianship. In the United

States over thirty library schools, invariably connected with universities, graduate approximately a thousand trained librarians each year.

The low salaries which are paid to Japanese librarians may have been one of the causes of the lack of highly educated and well trained librarians in Japan. Certainly some means must be found to encourage able men and women to enter this comparatively new profession which offers such unusual opportunities for the democratic education of Japan. Fellowships might be granted for the study of librarianship by younger Japanese students of high intelligence. Such fellowships should be available for study both in Japan and in foreign countries. A program such as outlined above should ensure that Japan will eventually possess a large body of able and experienced librarians.

In the meantime it is suggested that attention be given to the establishment of library institutes for limited periods, possibly three or four months. It is suggested that many American librarians now temporarily active in Japan might be called upon to assist in the conduct of such institutes. Indeed, some of these librarians might be used in the training of the staff of the National Diet Library, through informal instruction and supervision, as well as through short courses. It has been suggested earlier in this report that an American adviser be brought to Japan to assist in the initial development of the National Diet Library. One of the duties of such an adviser might well be to organize training classes for its staff.

APPENDIX

A. The National Diet Library Law, passed by unanimous vote of both Houses of the Diet, February 4, 1948.

The National Diet Library is hereby established as a result of the firm conviction that truth makes us free and with the object of contributing to international peace and the democratization of Japan as promised in our Constitution.

Chapter I. Establishment and Purposes

Article 1. The National Diet Library is hereby established and this Law shall be known and cited as the National Diet Library Law.

Article 2. The National Diet Library shall collect books and other library materials for the purpose of assisting the members of the National Diet in the performance of their duties and also for the purpose of providing certain library services as hereinafter specified for the Executive and Judicial branches of the National government and for the people of Japan.

Article 3. The National Diet Library shall consist of a central library and of such branch libraries as are provided for herein or as may hereafter be established.

Chapter II. The Chief Librarian

Article 4. The Chief Librarian of the National Diet Library shall be one only in number. He shall be appointed by the Presidents of the Houses with the approval of the Houses on their consultation with the Standing Committees on Library Management of the Houses. He shall continue in office so long as he performs his duties satisfactorily. He shall refrain from political activities and he shall not be dismissed for political reasons. He may be dismissed by joint action of the Presidents of both Houses. He shall be retired upon the attainment of the age as fixed by law. His treatment shall be equal to that of a minister of state.

Article 5. The Chief Librarian shall supervise the administration of the Library and direct the officials and employees thereof in the performance of their duties. He shall make all rules and regulations for the government of the Library. Such rules and regulations shall be subject to the approval of the Standing Committees on Library Management meeting in Joint Committee, provided, however, that such rules and regulations shall be effective as promulgated by the Chief Librarian unless specifically disapproved by said Joint Committee.

Article 6. The Chief Librarian shall make at the beginning of each fiscal year a report to the Presidents of both Houses on the operations and financial condition of the Library for the previous fiscal year.

Article 7. The Chief Librarian shall arrange for the publication, at periodic intervals no greater than one year, of a catalogue or index of the publications issued within Japan during the preceding year or period.

Article 8. The Chief Librarian is authorized to arrange for the preparation, in form suitable for publication, of an index to the laws of Japan.

Chapter III. The Assistant Chief Librarian and
Other Officials and Employees

Article 9. The Assistant Chief Librarian shall be one only in number. He shall be appointed and dismissed by the Chief Librarian with the approval of the Presidents of both Houses. He shall assist the Chief Librarian in the administration of the Library. When the Chief Librarian is unable to attend to his duties or when his post is vacant, the Assistant Chief Librarian shall perform the duties of Chief Librarian. His treatment shall be not less than that of a vice minister of state.

Article 10. All other officials and employees of the National Diet Library shall be appointed by the Chief Librarian on the sole basis of their qualifications to perform the duties of their respective offices, and in accordance with the provisions of the Diet Secretariat Personnel Law. The Chief Librarian shall prescribe the duties of such officials and employees. No officials of the Library shall be, concurrently, members of the Diet or shall hold other posts in either the Executive or Judicial branches of the national government, provided however that such posts in government branch libraries are not included.

Chapter IV. The Standing Committees in Library
Management and the Coordinating Committee
on the National Diet Library

Article 11. The Standing Committees on Library Management of both Houses shall meet in Joint Committee not less frequently than once in six months to consider reports from the Chief Librarian on the progress of the Library, for the consideration of the rules and regulations made by the Chief Librarian for the government of the Library, for consideration of the budget of the Library, and of other business relating to the Library. The Committees shall report thereon to the Houses.

Article 12. There is hereby established a Coordinating Committee on the National Diet Library. This committee shall consist of four members who shall be the chairman of the Standing Committees on Library Management of the two Houses, a Judge of the Supreme Court appointed by the Chief Justice, and a minister of state appointed by the Prime Minister. The members shall serve without additional compensation, and shall elect their own chairman. The Chief Librarian may attend meetings of the Committee, but shall have no vote in its proceedings.

Article 13. The Coordinating Committee shall make recommendations to the Standing Committees on Library Management of both Houses for the improvement of the services of the National Diet Library to the Diet and to the Executive and Judicial branches of the government.