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DIGEST OF MONOGRAPH CONTENTS

POLITICAL AND SOCIAL AFFAIRS

CIVIL HISTORICAL SECTION

Political and Social Affairs Division

Civil Historical Section

1 July 1950

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1 July 1950
Political and Social Affairs Division
Civil Historical Section

DIGEST OF MONOGRAPH CONTENTS
POLITICAL AND SOCIAL AFFAIRS
CIVIL HISTORICAL SECTION

314-7

The following monographs are charged to the Political and Social Affairs Division, Civil Historical Section.

Vol III. WAR CRIMES TRIALS

1. International Trial of Major War Criminals. (In Process)
2. Trial of Class B and C War Criminals. (In process)

IV. THE PURGE

- * 1. The Purge. (Postwar section complete; prewar section in process)

V. GOVERNMENTAL AND POLITICAL REFORM

- * 1. Constitutional Revision
- * 2. Election Reform
- ** 3. Reform of Legislative Processes. (In Process)
- * 4. Development of Political Parties
- * 5. National Administrative Reorganization
- * 6. Reform of the Civil Service (currently included in above)
- * 7. Local Government Reform

VI. LEGAL REFORM, PUBLIC SAFETY AND FREEDOM OF EXPRESSION

1. Legal Reform. (Complete to 1947; 1947-1950 in Process)
- ** 2. Police and Public Safety. (In Process)
3. Administration of Justice (In Process)
4. Treatment of Foreign Nationals. (To be begun 10 July 1950)
5. Freedom of the Press (In Process)
- * 6. Radio Broadcasting
7. Theater and Motion Pictures.

VII. EDUCATION AND RELIGION

- ** 1. Education. (In Process)
- 2. Freedom of Religion (In Process)

VIII. PUBLIC HEALTH AND WELFARE

1. Public Health (In Process)
2. Public Welfare (In Process)

As of 1 July 1950 the eight monographs marked with an asterisk have been forwarded to the Chief of Staff and the three others marked with a double asterisk are so far advanced as to warrant the prediction that they will also reach the Chief of Staff within a short period.

All the above monographs (except for Local Government Reform, which covers the period to the spring of 1949) cover the first four years of the Occupation.

Eleven monographs including the three double asterisks are currently in preparation.

Digests of these monographs, together with plans for the content of projected monographs, appear on the following pages:

VOL. III WAR CRIMES TRIALS

These two monographs discuss the charge lodged by international tribunals against Japanese military and naval personnel, together with the accusations against top ranking diplomats and other civilian leaders for violations of international law in plotting aggression, for conspiracy against world peace, for crimes against humanity and for inhumane mistreatment of prisoners of war and civilian internees.

The Supreme Commander was authorized and instructed to conduct such investigations and to constitute appropriate tribunals under the terms of the Potsdam Agreement, the terms of surrender and other basic documents.

The first monograph deals with Japanese policy-makers and manipulators of governmental and military agencies who misled Japan into repudiation of solemn international agreements or who, while supposedly respecting such commitments, callously violated the elementary principles of human decency.

The second monograph deals with defendants charged with crimes against individuals or against groups of helpless people entrusted to their care.

Discussion of these monographs involves careful research into the basic principles of international law to discover just what conduct might rightfully be expected of officials in such positions, to determine to what extent Japan was bound by agreement, and to establish the precedents under which persons accused of such offenses might be tried.

MAJOR WAR CRIMES MONOGRAPH

This monograph is a detailed description of the trial of 28 (one posthumously) Class A war criminals by the International Military Tribunal for the Far East. It includes the ultimate objectives, authorization, background and precedents for such a trial as well as the actual trial itself.

The Prosecution section of the trial consists of an opening statement, 11 major phases and three subphases. The major phases are (1) General Background, (2) Preparation of Japanese Information for War, (3) Japanese Aggression in Manchuria and (4) in China, (5) Opium and Narcotics Exploitation (6) Economic Aggression in China and Greater East Asia, (7) Collaboration Between Japan, Germany and Italy, (8) Relations with France and (9) with Russia, (10) General Preparations for War and (11) Relations Between Great Britain, the United States and Japan. Subphases are (1) Relations with Dutch East Indies, (2) Class B and C Crimes in the Philippines and (3) Elsewhere.

The Defense section has, in addition to dismissal and opening statements, five general sections: (1) General Problems, (2) Manchuria, (3) China, (4) Russia and (5) the Pacific and 28 individual phases for the 28 defendants.

Additional sections are the rebuttals, the summations, the judgments, the review, and the execution of the sentences. There will also be an account of the parole-clemency program and of the release of suspected persons arrested but released for lack of evidence.

Status: In process. Completion date indefinite.

WAR CRIMES TRIALS OF B AND C CLASS

This monograph deals with 400 trials of war crimes suspects conducted by United States military commissions in Japan and in the Philippines. These trials, involving 1202 suspects, resulted in 215 death sentences, 101 life terms, 743 various other prison terms and 152 acquittals. Two special military tribunals tried two persons who had originally been designated as Class A war crimes suspects.

The monograph develops pre-surrender violations of international obligations as well as violation of laws and customs of war; it shows the type and scope of war crimes, POW and Allied airmen atrocities, Kempei Tai, vivisections, unlawful submarine warfare and other offenses. It thoroughly covers investigation of crimes, preparation for trials, judicial procedure, results of trials and sentences, and discusses many outstanding cases.

In addition, it briefly cites trials held in Shanghai and Guam, as well as trials conducted by the governments of the United Kingdom, Australia, France, China and the Netherlands.

Status: In process. Estimated completion date October 1950.

VOL. IV. THE PURGE

The Supreme Commander was instructed to remove and exclude from public life all persons who had been influential in shaping Japan's presurrender course of aggression abroad and totalitarianism at home. This involved not only the identification and destruction of all secret ultranationalistic and terroristic organizations, together with safeguarding against their future recurrence, but also the identification of individuals in the governmental, political, economic, educational, social or informational field who had misled their countrymen into militaristic or totalitarian activities.

Preparation of this monograph involves a long reach into the past to discover, report, analyze and appraise these evil tendencies. The postwar section treats of the various phases whereby such undesirable individuals were cleared from public office, or barred from future office, in national, prefectural, city or town and village activities.

Status: Postwar chapter complete for Fourth occupation year. Prewar chapter estimated completion date August 1950.

THE PURGE

The Purge monograph traces the course of the purging from public life of persons whose past record or associations made their participation an impediment to the development of democratic tendencies in Japan. In the early months of the Occupation steps were taken to eliminate police officials and some other obvious undesirables. Meanwhile, two basic directives required the dissolution of ultranationalistic organizations, the sequestration of their property and the barring from participation in public life of career military personnel, former officials of ultranationalistic organizations, leaders in economic and public information activities, and others who by various types of action had helped further Japanese aggression. The Japanese Government by a series of ordinances implemented the Purge Directives.

The first steps taken were principally at the national political level, where numerous affected persons were purged, including

a large portion of Diet membership. On 4 January 1947 the Purge was formally extended to prefectural and local levels. A system of screening candidates and applicants for office was established as a prerequisite to eligibility. Appeals machinery was set up to avoid injustice. Violators of Purge regulations were prosecuted, some receiving prison terms.

Meanwhile, ultranationalistic organizations were dissolved. Key personnel of all such organizations, past or present, were purged, and organization property was taken into custody by the Japanese Government.

In the economic field the Purge was applied against former officeholders responsible for formulating or implementing policies which had led to or accompanied Japanese economic expansion overseas and to other economic activity furthering Japanese aggression.

Similar procedure was followed in the public information field, where the Purge was applied against responsible officials of periodicals and of publishing houses which had aided ultranationalism and militarism, as well as against those in key positions in motion pictures, theatres, and other public information media.

In all, 1,098,465 persons were screened and 12,355 of them were purged, by the end of the fourth occupation year. An additional 193,810, who had not been applicants for or holders of office but came within purgeable categories, were provisionally designated as such. Subsequent numerical changes were small.

VOL. V: GOVERNMENTAL AND POLITICAL REFORM

The seven monographs in this field rest upon the following:

General Purpose: The Supreme Commander for the Allied Powers was charged with the mission of reorienting the Japanese Government in the direction of representative democracy. The basis of this mission rested on the declared objective of establishing in Japan a peaceful and responsible government which would conform as closely as possible to principles of democratic self-government supported by the freely expressed will of the Japanese people.

Prewar Government: Prior to the surrender Japan had a government whose actual operations were far removed from theoretical form embodied in its laws and constitution. The machinery was complex, ill-defined and removed from popular control. A national bureaucracy, chosen irresponsibly and operating through undemocratic and unscientific channels, exercised the legislative, executive

and judicial powers for, and in the name of, a supposedly "sacred" Emperor who monopolized the sovereignty and from whom alone flowed all governmental power. Extra-constitutional and quasi-legal bodies, only one of which, the Privy Council, was specifically mentioned in the constitution and none of which was strictly defined by law, controlled the Imperial will. The suffrage was restricted to a limited percentage of the male population and the Diet, only half of which was elected, possessed few powers other than those of debate. Political parties were oligarchal, corrupt and aimless, having no firm principles and being beyond the control of the average voter.

Methods of Reform: In order to free an extremely regimented people from control by the oligarchic dictatorship which had precipitated the war, the Supreme Commander used the existing machinery of government. When, after the issuance of directive setting forth the broad outlines of the desired reorientation, Japan was freed from arbitrary and reactionary leadership and policies, he afforded the Japanese every opportunity to use their own initiative to achieve reform. A long series of new laws, based upon the best experience of other nations and adopted to special Japanese needs, reorganized the entire political and social structure of the nation. Among these new laws was a completely new Constitution embodying the most desirable modern practices and including the absolute renunciation of war as an instrument of national policy.

The individual monographs in this volume include:

CONSTITUTIONAL REVISION

After tracing briefly the growth of the Japanese conception of constitutional government, with especial attention to the formation, the contents and particularly the deficiencies inherent in the Meiji Constitution, this monograph shows the successive steps in drafting the new constitution of 1947. This constitution abolished extralegal agencies, divested the Emperor of all governmental or political functions, made the Diet the supreme organ of the state with power to elect or dismiss ministers, established the principle of parliamentary responsibility, gave preponderent power to the lower house of a completely elective Diet, provided an independent judiciary with power to pass upon the constitutionality of laws, afforded an effective Bill of Rights and, for the first time, provided for elasticity in the amendment process. The monograph explains the process by which the draft constitution was publicized, debated, adopted and placed into effect. It also describes the effect of this new constitution upon the Japanese government.

Status: Complete through Fourth Occupation Year.

ELECTION REFORM

While Japanese had held 21 general elections prior to

surrender, they were unfamiliar with the techniques of free elections but were accustomed to constant interference at the polls by police, election officials, the Ministry of Home Affairs and other interested agencies including hired ruffians and repeaters. The monograph shows how the Japanese, after adopting woman suffrage and broadening the franchise to include all citizens above the age of twenty years, successfully conducted three entirely free and uncontrolled general elections for the lower house, two elections for members of the House of Councilors, together with necessary by-elections, and more than 1200 elections for 4,596 village, local, town, city and prefectural offices as well as for members of boards of education and farm-land reform commissions. The monograph explains the various revisions in election laws, gives details of election methods, discusses problems involved in financing campaigns, presents election results and analyzes the effectiveness of laws.

Status: Complete through Fourth Occupation Year.

REFORM OF LEGISLATIVE PROCESSES

In the greatest single transformation in the governmental system, the Diet has become the central organ of the state, assuming the policy-deciding powers formerly held by the extra-legal groups surrounding and controlling the throne. Reversing the former position, the Diet is the master of the Cabinet (the executive) and is limited only by the Supreme Court's power of review over legislative acts. The monograph shows how this assumption of power, beginning almost immediately following surrender, rapidly brought Japan among the democratically governed nations. The monograph also shows how the Diet, to preserve and extend its effectiveness, added facilities, aids and devices essential to a modern legislative body. Important features are thorough discussions of the Diet's use of its new power of investigation, its adoption of the committee system, and the relationships of the Diet with other agencies of government.

Status: In process. Estimated completion date August 1950.

DEVELOPMENT OF POLITICAL PARTIES

A major problem in promoting democracy was the traditional pattern of Japanese politics which favored personality and faction rather than principles. Political parties had never felt a need to rouse the electorate to a sense of civil responsibility. The monograph shows that after the removal, in October 1945, of all restrictions upon political activity, the new freedom afforded furthered the rise of a multitude of new political parties of all shades of political belief. The monograph presents a detailed description of the major parties, with their personalities, platforms

and developments, classifies the multitude of smaller parties, traces the various births, splinterings, mergers and deaths of various groups and shows how the Japanese people have come to realize the function and services of proper political alignments.

Status: Complete through Fourth Occupation Year.

NATIONAL GOVERNMENT REORGANIZATION

A prime necessity in reforming governmental structure after surrender was to introduce order into a chaotic national administrative system. A welter of boards, commissions, extralegal agencies, "attached bureaus" and the like so complicated the system that efficiency was wholly impossible. The monograph, after indicating this system, portrays the revised, streamlined structure that was introduced to end the prewar and wartime confusion. Each ministry is analyzed separately to show its responsibilities, its mode of operations, its function and its special problems. The work of the Cabinet, newly entrusted with wide executive duties, and of its head, the Prime Minister, receives careful treatment. The changed position of the Emperor, once the fountain of all authority but now reduced to a mere symbol of the state, is explained in detail. The newly established administrative commissions, under the control of the Prime Minister's office, are also analyzed. A series of organization charts help to clarify the text.

Status: Complete through Fourth Occupation Year.

REFORM OF THE CIVIL SERVICE

Japanese bureaucrats, classified according to a rigid, complex system of official personal ranks which often bore but little reference to their actual duties, long constituted a privileged class. This monograph shows how this class originated, how family, school connections, seniority and other factors strengthened the hold of the bureaucracy and how the Japanese public was unable to challenge successfully the usurpations of this group. After surrender, as the monograph shows, a specific program for efficiency established the principle of service to, as distinguished from government over, the people and incorporated a modern merit system open to all citizens. The monograph also gives full explanation of the work of a special Personnel Advisory Commission which suggested a Temporary National Personnel Commission to prepare a permanent reform. As deficiencies were noted, corrective steps were taken including special treatment for classes of personnel who, by the nature of their tasks, were necessarily denied the right to strike against the government. The institutions of civil service training schools, job classifications, appropriate examinations and arrangements for promotion, pay increases, pensions and other necessary betterments are also noted in the text.

(While all material above described has been fully treated in a monograph covering the period to the end of the fourth occupation year, this monograph has not yet been physically separated from the monograph on National Government Reorganization in which it is currently incorporated.)

Status: Complete through Fourth Occupation Year.

LOCAL GOVERNMENT REFORM

Prior to surrender, Japan had little experience with home rule of local communities. Although in bygone centuries feudal lords had exercised a varying degree of semi-independence, the increasing strength of centralization following the Meiji Restoration had reduced prefectures, cities, towns and villages to more and more dependence upon an all powerful Ministry of Home Affairs which regulated even intimate details of the daily life of every citizen. Direct elections were held for members of local assemblies but these bodies had little real power. Headmen of small communities were controlled by the governors who, in turn, were creatures of the Ministry of Home Affairs. Each neighborhood was closely organized into small cooperative blocks which were increasingly employed to regulate the lives of all the people, to control their food and medical supplies and to spy upon nonconformists. Following surrender a local autonomy law gave each civic entity the right to manage its own affairs through locally elected chief executives and assemblies. Education and police affairs were taken from centralized administration and given to the local units. The neighborhood associations were abolished as a compulsory activity and were replaced by wholly voluntary cooperative enterprises without the right to dominate the individuals.

Status: Complete to March 1949.

VI. LEGAL REFORM, PUBLIC SAFETY AND FREEDOM OF EXPRESSION

While the Meiji Constitution seemingly granted civil liberties to Japanese and while it apparently provided for fairness and justice in governmental operations, these supposed guarantees were nullified either by the inclusion of a phrase that such liberties were allowed only, "within the limits of law" or by the wilful disregard by an all-powerful central police of such rights as the constitution said were granted.

Many laws which seemed to permit such desirable modern practices as social insurance, factory and mine inspection and welfare work existed only on paper, with little or no provision for enforcement and with either mild penalties or no penalties whatever for infringement. In some cases, while laws were passed or

promulgated the enforcement date was set so far in the future that they never became effective.

The judiciary was wholly at the mercy of the executive, with courts, judges, procurators and attorneys under the strict control of the Ministry of Justice. Judicial practices were antiquated, inefficient and oppressive. Defendants had few rights and were required to prove their innocence. Confessions were extorted by torture. The police, a thoroughly bureaucratic centralized organization, operated in the interests of totalitarian dictatorship. The strongest prewar weapon of the military clique was the absolute authority exercised by the national government over the "thought police" and the secret military police. Through these media the militarists established a network of political espionage, suppressed freedom of speech, thought, press and assembly and degraded the dignity of the individual.

Civil liberties were theoretically afforded but were practically nonexistent. Press, radio, stage and screen were agencies whereby Japan was regimented and controlled. The weakness of libel laws, the prevalence of censorship (often exercised unofficially) and the imposition of rigid supervisory regulations produced evils which destroyed the independence, the effectiveness and even the reputation of the media of expression. All press, publication, radio and theatrical agencies were regimented in the interests of promoting totalitarianism.

LEGAL REFORM

This monograph deals with the reform of basic codes intended to enhance the dignity of the individual and to assure the equal and just operation of the due process of law for all persons accused. It concerns the abrogation of all laws, orders and regulations which had established or maintained restrictions on political or social liberties, which discriminated on grounds of race, creed, nationality, sex or political opinion, which permitted infringement upon human rights or which, in any other way, condoned or permitted injustice. The monograph also treats of the drastic revisions in the Civil Code on such matters as family relationships, inheritance rights, the "family system" (a type of clan survival) equality of women, protection of children and establishment of full civil liberties. The monograph also treats of the revision of procedural law through a new Code of Civil Procedure which, among other reforms, safeguarded witnesses and broke down "feudalistic" conceptions of loyalty. Other sections discuss changes in criminal law, including the important introduction of a Habeas Corpus law, the abolition of the crime of lese majeste, the strengthening of libel law, the establishment of national liability for illegal administrative acts and the guarantee of all proper protections and privileges for any one accused of crime.

Status: In process. Estimated completion date, September 1950.

POLICE AND PUBLIC SAFETY

This monograph discusses decentralization of police systems and the establishment of police forces managed and directed by local communities. The steps leading up to the decision to introduce this reform are thoroughly described and the results thereof are analyzed. Careful distinction is made between the local police forces and the small body of national rural police established to care for communities too small or too unorganized to administer independent police forces. The monograph points out how police have been divested of the numerous non-police administrative functions by which they formerly controlled the daily lives of every Japanese, discusses the relationship of this new system to the incidence of crime, describes the selection, training, armament and discipline of the decentralized police, and emphasizes the new concept of police as servants and friends rather than as masters of the community. Other chapters deal with such specialized problems as harbor, traffic and economic police. An important chapter discusses progress in fire prevention and other safety services.

Status: In process. Estimated completion date August 1950.

ADMINISTRATION OF JUSTICE

This monograph deals with the organization and powers of the courts, the judiciary, the procurators, the newly introduced Attorney General's Office and the penal and correctional system. Material on lawyers' education, their status, bar associations and similar matters is also included. Close attention is given to the newly strengthened Supreme Court, especially as regards its power of constitutional review, its right to establish its own rules and its jurisdiction over inferior courts. The new system of Inquest of Prosecution whereby investigation is permitted into the propriety of procuratorial actions is carefully examined, as is the introduction of impeachment proceedings and of a popular referendum for the recall of undesirable supreme court judges.

The monograph stresses not only the new laws and practices bringing justice and equality into the judicial system but also the reasons why such innovations were required and the effects produced. Popular control is emphasized throughout.

The monograph also describes in detail the reformation of the penal and correctional system, setting forth not only the evils of past practices but the betterments resulting from the introduction of modern penology and of efficient selection, training and supervision of penal and correctional personnel.

Status: Complete to 1947. Extension, 1947 to 1950 in process, Estimated completion date September 1950

TREATMENT OF FOREIGN NATIONALS

This monograph treats of the prewar discriminations against foreign nationals in such matters as nationalization, land laws, property rights, taxation, propaganda and restrictions upon business and professional activity. The postwar period not only discusses the removal of these discriminations and the guarantee of full rights to all persons in Japan but also gives attention to such matters as the status of Koreans, Formosans, Okinawan and other formerly Japanese subject, to the provision of special schools for such groups, to repatriation problems concerning foreign nationals, to their rationing, health and welfare problems, to the relief of prisoners of war and to peculiar police and administrative problems arising in these fields since surrender. Control over anti-foreign demonstrations, formerly prevalent in Japan, is also discussed in detail.

Status: Complete to 1946. Extension, 1946-1950 will be begun 10 July with estimated date of completion September 1950

FREEDOM OF THE PRESS

This monograph describes in careful detail the history of the press, both foreign-language and Japanese, with discussion of the role played by the prewar press in fomenting militarism, ultra-nationalism, totalitarianism and social injustice. This includes an analysis of the content and treatment of material other than straight news reporting, a study of the ownership, controls and propaganda methods employed, a discussion of censorship, both legal and unofficial, and a report upon the status of the press. The postwar section continues this treatment, showing the improvements following surrender with particular stress upon the introduction and acceptance of codes of ethics, a deep sense of journalistic responsibility, and of service to the community, and a higher appreciation of the need for truth, accuracy and completeness in news coverage. The monograph is designed to include material upon books, magazines and other printed material as well as upon newspaper.

Status: In process. Estimated completion date September 1950.

RADIO BROADCASTING

Supplementing the monograph upon Freedom of the Press, the Radio Broadcasting monograph applies the same tests and standards in this field as are applied to the field of printed information. Special features of the Radio Broadcasting monograph include a study

of the organization, methods and controls over the national broadcasting system (technical details are discussed in the monograph on Communications) and of the revised radio laws, permitting commercial and independent broadcasting, adopted during 1950.

Status: Complete to end of Fourth Occupation Year.

THEATER AND MOTION PICTURES

This monograph will show the role played by stage and screen in furthering militarism and ultranationalism, will set forth the undesirable effect produced upon the people of Japan (particularly among children through the so-called "paper theater), by the undesirable content of films and plays, and will show how censorship was applied to promote totalitarian ends. The post-surrender portion will indicate how these undesirable controls were removed (observing a close parallel to the actions taken with regard to press and radio) and will appraise the progress made in the preparation and presentation of wholesome, instructive and enjoyable plays on stage and screen.

Status: To be assigned for preparation in August with estimated date of completion October 1950.

VOL. VII. EDUCATION AND RELIGION

These two monographs describe the system whereby Japanese were carefully indoctrinated in totalitarian ideas prior to the war, show the methods whereby schools of all types and religious controls were utilized to regiment the general public and illustrate the manner in which class, race, sex and economic distinctions were inculcated into the general public. This involves a considerable attention to the creation and management of a highly centralized authoritarian school system, and to a state-controlled system of State Shinto designed to perpetuate the myth of a "divine Imperial lineage unbroken from time immemorial".

Under the Meiji constitution both education and exercise of religion were supposedly free from arbitrary state interference but the guarantees of such liberty were illusory. Not only were students and teachers always strictly censored in their studies, their expression of opinion and their publications, but they were required to accept as true a number of myths and falsifications of history designed to further the interests of militaristic and ultranationalistic leaders. The exercise of religion was similarly controlled; in many cases false doctrines being forcibly ongrafted into religions whose leaders wished to reject them. Religions were suppressed whenever they seemed to challenge the dogma of Imperial divinity.

EDUCATION

This monograph, after discussion of the necessary immediate steps taken to eradicate militaristic and ultranationalistic influences, including the purge of some individuals and the reorientation of remaining personnel, describes the major education aim of the Occupation, the reform by the Japanese themselves of their educational system.

The recommendations of the United States Education Mission to Japan and its Japanese counterpart, the Japanese Education Reform Council, are outlined and the steps taken to make them effective are detailed. Particular attention is paid to the legislation which effected a complete change in the educational structure from parallel series of educational ladders to a single compact 6-3-3-4 system and which transferred school controls from a centralized bureaucracy to the people.

The monograph describes the development of new curricula and the preparation of new textbooks, incorporating democratic content by democratic methods. The changes at each level are described, with particular attention to the revolutionary changes in secondary and higher education by which educational opportunities are opened to all students equally, regardless of background or sex.

Attention is given to the reforms in such specialized fields as social, vocational and physical education intended to inculcate among all ages an appreciation of individual rights and responsibilities in a democratic society, to improve the preparation of students for life, and to raise general health standards. The beginnings of increased library services and the efforts to achieve reforms in both the spoken and written language are described.

Status: In process. Estimated completion date August 1950.

FREEDOM OF RELIGION

This monograph will stress the establishment of freedom of religion, separation of church and state, and the elimination of militarism and ultranationalism from religion.

It will describe the religious situation as the Occupation found it, with the evils of mandatory subservience to State Shinto, unity of state and state-religion, arbitrary government control of all religions, and the exploitation of religion for militaristic and ultranationalistic ends through identification of religion with patriotism and the "worship" of the Emperor. This will include a brief outline description of Japanese Shinto, Buddhism and Christianity with some attention to the minor sects.

The monograph will relate the actions through early directives and by the Government, through abrogation of old legislation and adoption of new legislation, to implement the directives. It will then describe the results of those actions, attention will be given to policy on the admission of Christian missionaries and on developments in all religions during the first five years of the Occupation--including the rise of new sects.

An important feature will be a mention of the cooperation of all religions toward peace and a general religious renaissance, and a brief picture of the religious situation in the Japanese nation in late 1950.

Status: In process. Estimated completion date September 1950.

VOL. VIII. PUBLIC HEALTH AND WELFARE

Prior to surrender Japan had a weak public health system operating under antiquated and often erroneous conceptions and staffed by an inadequate, badly trained and poorly supervised administrative staff. Many medical practices were based upon traditional superstitions and there was considerable favoritism shown toward the graduates of certain medical schools. Drugs and other medical necessities were insufficient, adulterated and unstandard. Hospitals were often small private institutions operated for profit rather than for cure. Centralized bureaucratic management dominated the medical profession in all its branches.

Welfare practices were often more theoretical than actual. While some laws existed that seemingly provided a modicum of relief for restricted classes the operation of the programs was limited by failure to provide sufficient funds, by inadequate and incompetent supervision and by the existence of large scale corruption.

The tasks facing the Occupation were relief of suffering followed by the rehabilitation of health and welfare services allowed to degenerate or to disappear during the war. Added to this was a pressing need to free the services from bureaucratic control, to establish professional standards, to decentralize activities and to provide immediate and effective supervision.

PUBLIC HEALTH MONOGRAPH

This monograph shows that at the beginning of the occupation, public health services were poorly organized and mostly disrupted, that disease rates had reached all-time peaks that, supply shortages were acute, that sanitation and control measures were

mostly ineffective, that health personnel were inadequately trained and that the people were in danger of starvation.

The monograph then describes how separate and responsible public health departments were made to function, how case rates of five serious diseases were cut by eighty percent since 1945 or wholly eliminated and how the incidence of disease has been reduced to the lowest levels in Japan's history. The monograph relates that immunizations have been required, that standards for testing and controlling drug manufacture have been established, that new medicines have been introduced, and that rationing of medicines and health supplies has been abolished. Immediate case and death reporting have been instituted, control measures are enforced and violators are penalized. Educational standards of doctors, dentists, nurses, midwives, pharmacists, veterinarians, nutritionists, technicians, sanitary engineers and others have been raised. Professional associations have been formed on a democratic basis, independent of the government. Minimum hospital standards are eliminating substandard hospitals where many patients died from inadequate care. Adequate protection to livestock industry, efficient animal disease control measures and a nationwide food inspection service have been established. Imported food warded off starvation and reduced suffering from nutritional deficiencies, adequate. Narcotic control measures were adopted.

These control programs lowered the death rate, for all ages, from 29.2 per thousand population in 1945 to 11.6 in 1949. The monograph indicates that the main concept of public health is now preventive with adequate care for all people. Japan is no longer a source of world illicit narcotics.

The many and varying phases of public health control measures are described and also illustrated by pertinent statistics.

Status: In process. Estimated completion date is indefinite.

PUBLIC WELFARE

The monograph describes welfare conditions at the beginning of the Occupation and outlines policies and objectives for the alleviation of suffering, disease and unrest. It shows the development of a modern public assistance program which began with the diversion of food and clothing stocks from military to civilian needs and was finally embodied in the Daily Life Security Law which also delegated responsibility of public welfare to the Government and defined the role of private welfare agencies. It shows the inauguration and results of "Community Chest" drives for financing private welfare agencies, after the constitutional prohibition of governmental subsidization of these agencies, private welfare

activities, and the international agencies - LARA, CARE, and UNICEF -- operating in Japan. It included the Government's programs for reducing demands for public assistance by providing employment through a public works program, vocational training, rehabilitation of the physically handicapped, loan funds and consumers livelihood cooperatives. Other major welfare programs discuss with pertinent legislation and statistics national disaster relief, child welfare, and social work education and training. The monograph also covers social security including surveys and recommendation of various missions and committees, the social insurances, administration and financing.

Status: In process. Estimated completion date September 1950.