Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

R. Art. 151 Article 167. The Chief of Police shall cause to be prepared general orders concerning sick leave, retirement, pensions and death benefits. Such general orders shall be subject to the approval of the Public Safety Commission and to the provisions of local and national laws. The member of the department shall be governed by such general orders.

CHAPTER 23. GENERAL ORDERS

R. Art. 152. Article 168. The Chief of Police shall issue in written form, General Orders to augment and implement the provisions of these Rules and Regulations. Such General Orders, when approved by the Public Safety Commission, shall have the same import as the chapters and articles of these Rules and Regulation. Copies of these Rules and Regulations and copies of all General Orders shall be maintained together and available for constant referral and study by all members of the department.

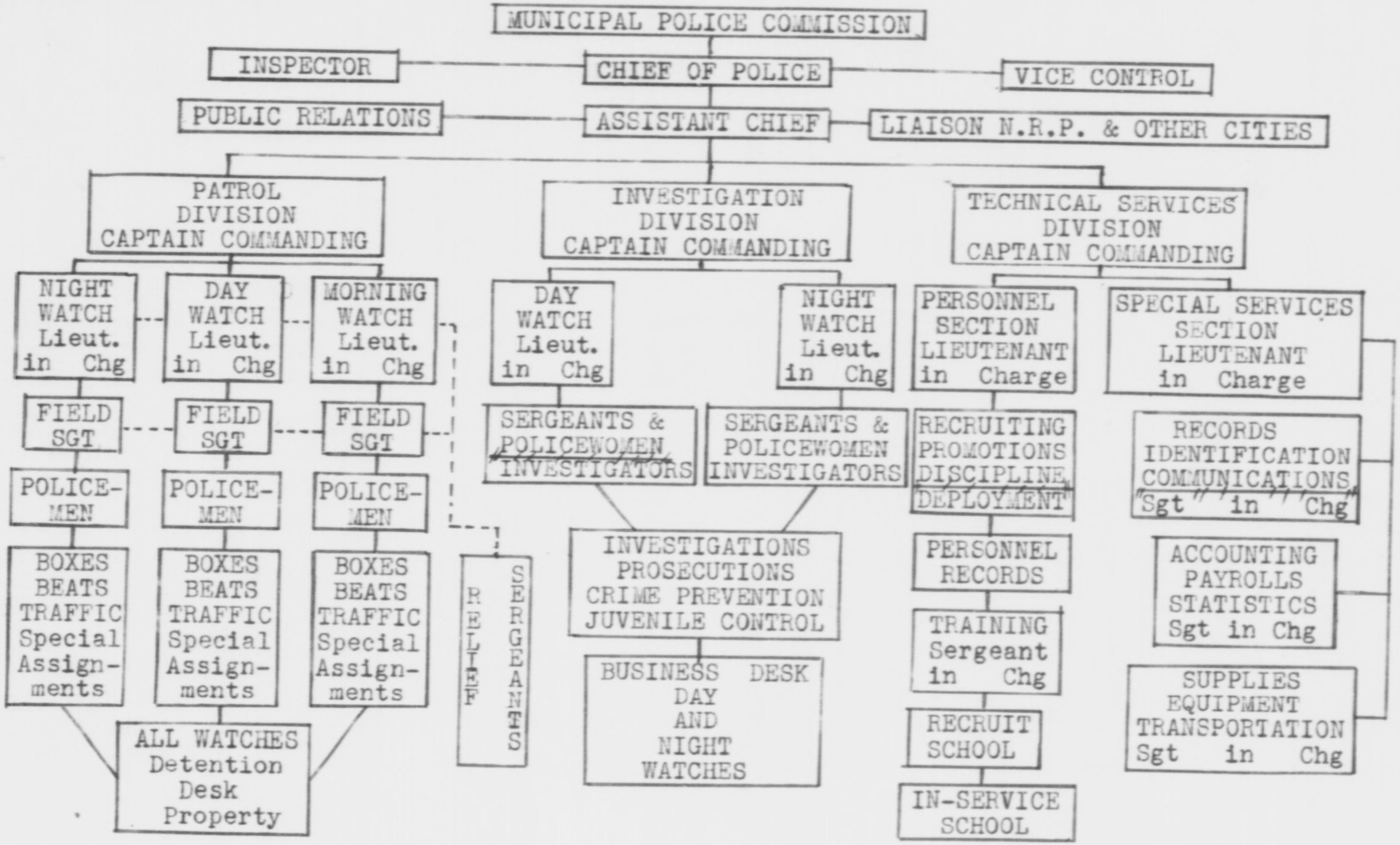
CHAPTER 24. DEFINITIONS

R. Art. 153 & Rmk. 15. Article 169. Words and terms used in these Rules and Regulations shall be defined as follows:

a. The word "city" includes all territory within the boundaries of the twenty-three special wards located in Tokyo-to.

b. The terms "employees", "personnel", and "members" shall mean any and all of the persons employed by the Tokyo Metropolitan Police Department, both police officials and employees classified as clerks, technicians, professional workers, laborers, and all other classifications.

Declassified E.O. 12065 Section 3-402/NNDG NO. 77004



PATROL DIVISION HANDLES INVESTIGATIONS ON MORNING WATCH

IN CITIES WITH TWO OR MORE POLICE STATIONS, Day Watch Lieutenant has 24 hour responsibility at each station, and is responsible for those technical service functions maintained in each station.

IN CITIES WITH TWO OR MORE POLICE STATIONS, INVESTIGATION DIVISION will maintain Day and Night Watches in the additional stations, with Lieutenants in charge of each watch.

ORGANIZATION CHART
CITIES OF 50,000
TO 150,000 POPULATION

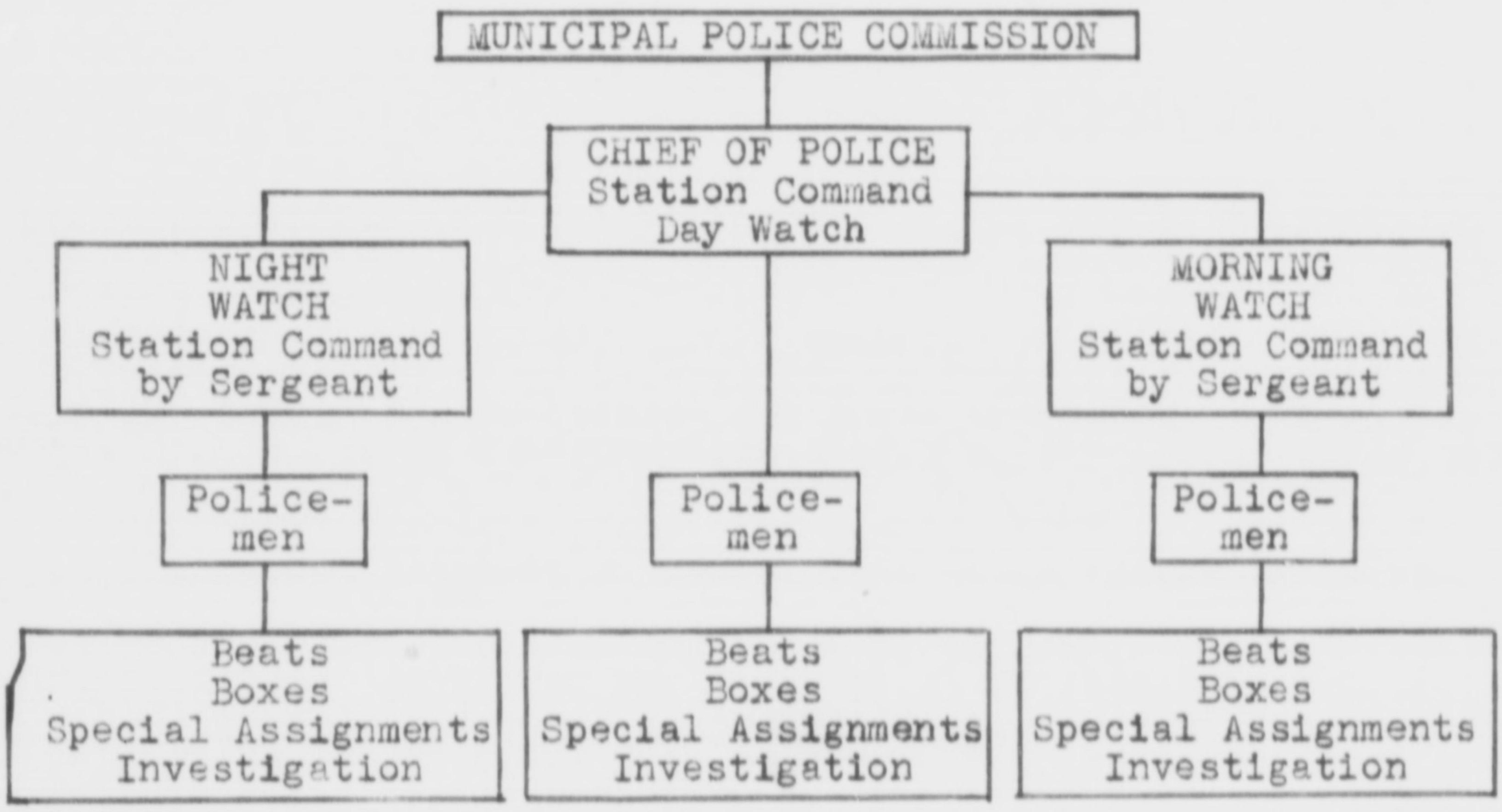
** Eight hour supervision of policemen and their assignments, including all patrol and investigation duties.

ORGANIZATION CHART
Towns of 15,000 t o 25,000 population

Declassified E.O. 12065 Section 3-402/NNDG NO. _____

73009

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009



CHIEF OF POLICE is responsible for administration of department - Public Relations - Relations with N. R. P. and other towns and cities - Crime Prevention - Vice Control - Personnel. He is also on desk duty for the eight hour Day Watch, with a Sergeant relieving him on his days off.

SERGEANTS are each responsible for supervision of the station and department for an eight hour period - Eight hour desk duty - Supervision of policemen in patrol, investigation, and special assignments. Sergeants are relieved by policemen on days off and while they are relieving the Chief of Police.

POLICEMEN are assigned to work Police Boxes, Beats, Special assignments, investigations, and relief duty.

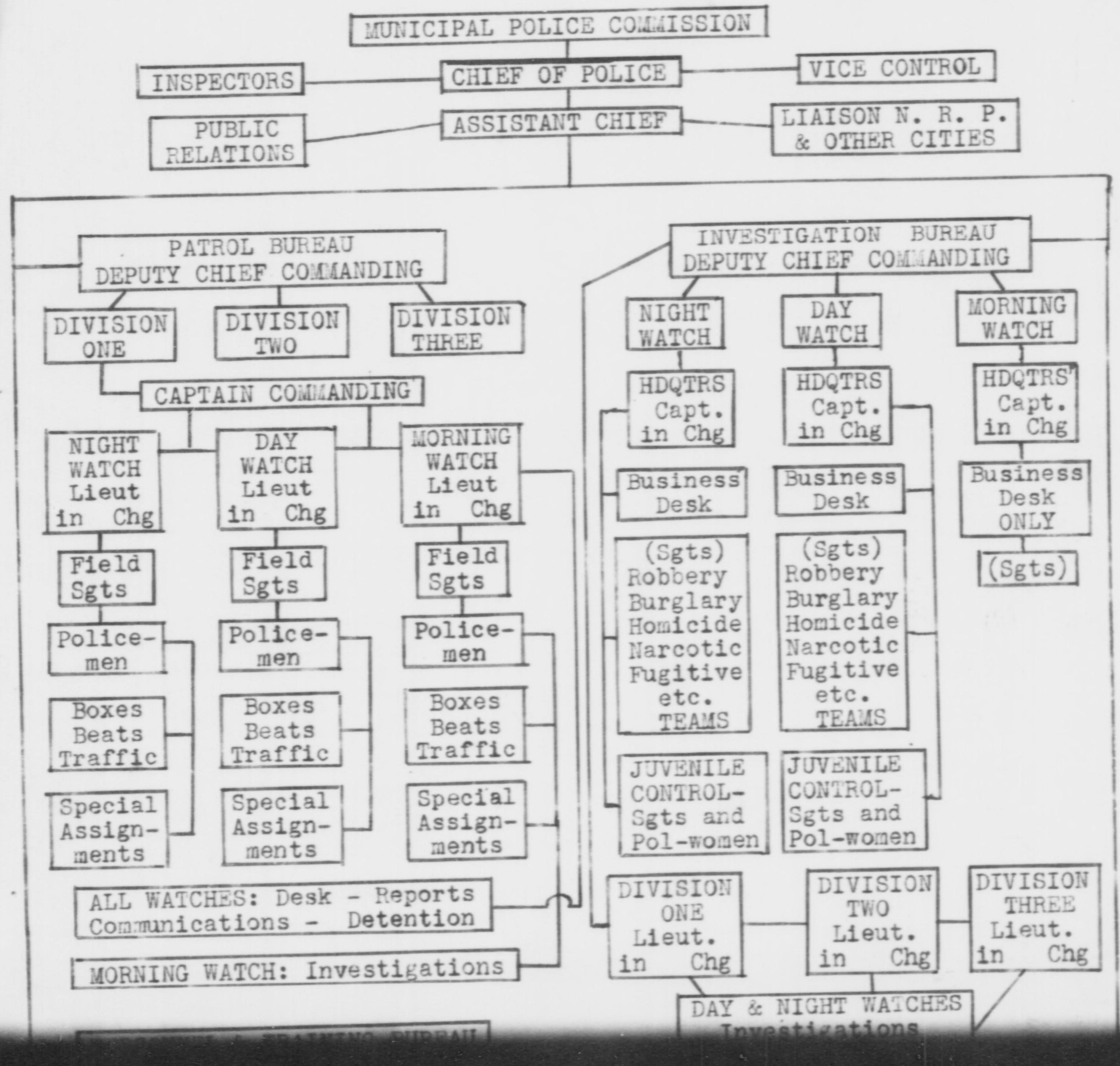
The minimum total personnel for a town of 5,000 population should be the Chief, two Sergeants, and three Policemen. The number of policemen should be increased, and no increase in administrative or supervising personnel should be made, in larger cities, up to 15,000 population.

Communications, records, maintenance of buildings & equipment, and detention to be personally handled by the Chief and Sergeants.

ORGANIZATION CHART
Towns of 5,000 to
15,000 population

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

#32



in Chg | in Chg | in Chg

Field Sgts | Field Sgts | Field Sgts

Police-men | Police-men | Police-men

Boxes Beats Traffic | Boxes Beats Traffic | Boxes Beats Traffic

Special Assign-ments | Special Assign-ments | Special Assign-ments

Desk | Desk | Desk ONLY

(Sgts) Robbery Burglary Homicide Narcotic Fugitive etc. TEAMS | (Sgts) Robbery Burglary Homicide Narcotic Fugitive etc. TEAMS | (Sgts)

JUVENILE CONTROL- Sgts and Pol-women | JUVENILE CONTROL- Sgts and Pol-women

ALL WATCHES: Desk - Reports Communications - Detention

MORNING WATCH: Investigations

DIVISION ONE Lieut. in Chg | DIVISION TWO Lieut. in Chg | DIVISION THREE Lieut. in Chg

DAY & NIGHT WATCHES
Investigations
Juvenile Control
Sgts - Policewomen

PERSONNEL & TRAINING BUREAU
DEPUTY CHIEF COMMANDING

PERSONNEL DIV.
Capt. in Chg

Lieut. Asst.

RECRUITMENT

DEPLOYMENT

PROMOTIONS

DISCIPLINE

PERSONNEL RECORDS

TRAINING DIV.
Capt. in Chg

Lieut.Asst.

RECRUIT SCHOOL

IN-SERVICE SCHOOL

PHYSICIAN

RECREATION

SPORTS

TECHNICAL SERVICES BUREAU
DEPUTY CHIEF COMMANDING

CAPTAIN ASSISTANT

ACCOUNTING & PAYROLL SECTION
Lieutenant Commanding

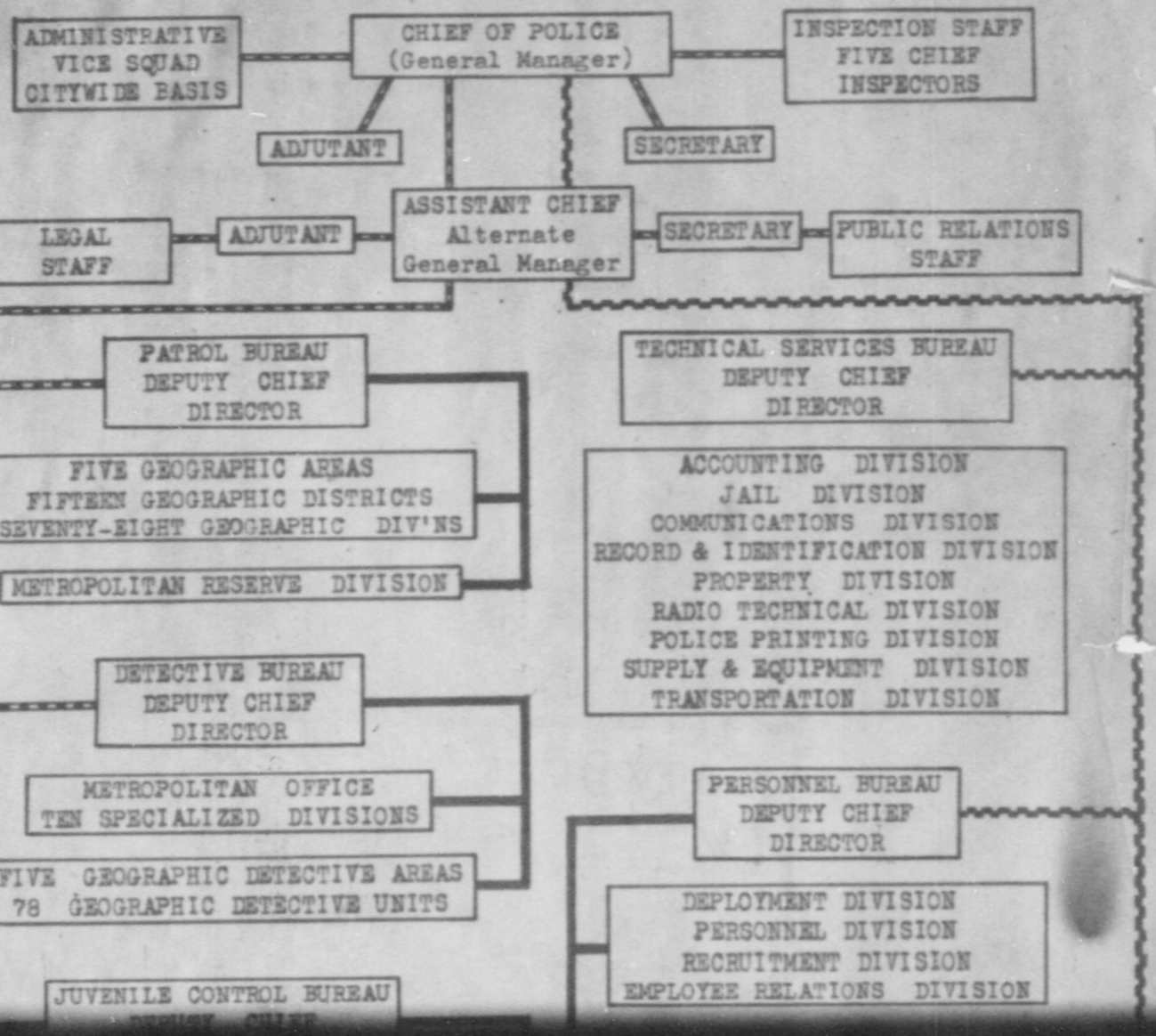
RECORDS & COMMUNICATION SECTION
Lieutenant Commanding

SUPPLY & TRANSPORTATION SECTION
Lieutenant Commanding

ORGANIZATION CHART
Cities of 150,000
TO 400,000 POPULATION

Declassified E.O. 12065 Section 3-402/NNDG NO. 73009

#32



Declassified E.O. 12065 Section 3-402/NNDC NO. 73009

DIRECTOR

FIVE GEOGRAPHIC AREAS
FIFTEEN GEOGRAPHIC DISTRICTS
SEVENTY-EIGHT GEOGRAPHIC DIV'NS

METROPOLITAN RESERVE DIVISION

DETECTIVE BUREAU
DEPUTY CHIEF
DIRECTOR

METROPOLITAN OFFICE
TEN SPECIALIZED DIVISIONS

FIVE GEOGRAPHIC DETECTIVE AREAS
78 GEOGRAPHIC DETECTIVE UNITS

JUVENILE CONTROL BUREAU
DEPUTY CHIEF
DIRECTOR

CENTRAL OFFICE
TEN SPECIALIZED UNITS

FIVE JUVENILE CONTROL AREAS
78 JUVENILE CONTROL UNITS

TRAFFIC BUREAU
DEPUTY CHIEF
DIRECTOR

TRAFFIC ENFORCEMENT DIVISION
Motorcycle & Mounted Police

PARKING AND INTERSECTION
CONTROL DIVISION

ACCIDENT INVESTIGATION DIV'N

TRAFFIC ENGINEERING DIVISION

DIRECTOR

ACCOUNTING DIVISION
JAIL DIVISION
COMMUNICATIONS DIVISION
RECORD & IDENTIFICATION DIVISION
PROPERTY DIVISION
RADIO TECHNICAL DIVISION
POLICE PRINTING DIVISION
SUPPLY & EQUIPMENT DIVISION
TRANSPORTATION DIVISION

PERSONNEL BUREAU
DEPUTY CHIEF
DIRECTOR

DEPLOYMENT DIVISION
PERSONNEL DIVISION
RECRUITMENT DIVISION
EMPLOYEE RELATIONS DIVISION

TRAINING BUREAU
DEPUTY CHIEF
DIRECTOR

RECRUIT SCHOOL

ADMINISTRATIVE SCHOOL

IN-SERVICE SCHOOL

TRAFFIC SCHOOL

DETECTIVE SCHOOL

Firearm School

PHYSICAL
DEVELOPEMENT
SPORTS
AND SOCIAL
ACTIVITIES

CHART No. I

DEPARTMENT OVERALL

LINE AUTHORITY ——————

LINE ACTIVITIES - - - - - -
STAFF ACTIVITIES ~~~~~~~~

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

SUMMATION OF COMMUNICATIONS REPORT

		Paragraph
I.	Introductory Statement	1
II.	General	
	A. Why a Police Communications System is Necessary	2
III.	Status of Present Organization and Equipment	
	A. General Existing Conditions	3
	B. Control Through a Central Agency	4
	C. Axis of Communications	5
	D. The Existing Police Wire System	6
	E. Prefectural Ownership of Circuits	7
	F. Use of Inter-Island	8
	G. Equipment Repairs and Maintenance	9
	H. Axis and Condition of Telephone Trunks	10
	I. The Existing Police Radio System	11
	J. Radio Network Currently in Use	12
IV.	Recommendations	13

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

1. Introductory Statement

On 23 March 1946, Public Safety Division, Civil Intelligence Section, G-2, SCAP, directed that a complete study and survey be made of the existing police communications system (radio and wire nets) throughout the main island group of Japan, and as a result thereof, to recommend any change in the present police communications system deemed necessary to assure adequate police communication coverage for all of Japan within the aims of the occupation. Based upon this premise, plans and recommendations are presented herein.

2. Why a Police Communications System is Necessary

The specific reasons based on accepted standards that necessitate a separate and distinct police communications system are: (1) to allow for communication of citizens with the police in order that complaints may be promptly recorded, (2) to allow for communication of police headquarters with the individual policeman, to transmit to him information useful in the apprehension of criminals, to transmit routine and emergency orders to him, and to supervise and control his operations, (3) to allow for communication of policemen with other policemen and with police headquarters, to give information, to request assistance and to acknowledge receipt of orders, (4) to allow for communication between police departments and other agencies for the exchange of information, and (5) to provide for the interval communication needs of police headquarters between headquarters and district stations.

3. General Existing Conditions

From a survey of the Japanese Police Communications System it is obvious that the organization has little in common with accepted

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

police communication standards as known in the United States. Police activities embrace such fields as control of health, welfare, and general national problems. It is not uncommon to have traffic handled over police communications facilities pertaining to such matters as the distribution of food, or price of a commodity in a certain prefecture. Therefore, it is important to realize that the police communications system surveyed was one which has been integrated into the philosophy of the Japanese police over a number of years, and such things as an independent and private police communications system, although tending to duplicate existing commercial means, was considered a necessity. All existing police communications facilities must, therefore, be viewed in the light of past police functioning in that they were installed along with police development.

4. Control Through a Central Agency

The central agency controlling police communications is known as the Police Communications Division of the Police Affairs Section of the Home Ministry and is responsible for planning and supervision of the entire system. The Division has a staff of approximately 60 engineers, technical employees and office personnel.

5. Axis of Communications

The axis of communications is as follows: Home Ministry to a regional police office, to prefectural police, and to the individual police boxes. At the present time, radio communications go down to the prefectural level only. The wire system, which follows the entire axis, is always employed below the prefectural level. However, there is one exception in that a radio broadcast system is employed in Tokyo from

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

the Metropolitan Police Bureau to receiving sites at 54 of the 78 police stations in the city. The remaining 24 have only the normal telephone wire connection.

6. The Existing Police Wire System

The police wire system is separate from any other agency and is completely Government-owned. The system has its own pole lines, cables and terminal equipment, and performs its own installation, operation and maintenance work. The wire system can be separated into three (3) divisions for clarity. They are as follows: (1) Main Lines: Between the Home Ministry and each Prefectural office, or between Prefectural offices. (2) Main Local Lines: Between the police department of each Prefecture, and those of its neighboring prefectures, as well as between the Police Department and the Police Stations in each Prefecture. (3) Local Branch Lines: Between the Police Stations and the police boxes and booths. The condition of these branch lines is quite poor due to old wiring, war-damage and lack of proper maintenance. The main operating office is located in the Home Ministry in Tokyo with control offices located at Tokyo, Nagoya, Osaka, Hiroshima, Fukuoka, and Kagawa. Repeaters are located at control offices to amplify the signals for the long-line circuits. Smaller telephone switchboards are located at each Prefectural Police office to handle the Prefectural lines, and tie them into the long distance lines. At each Prefectural Police office there is also a small telephone switchboard which connects the trunk circuits to switchboards of other Prefectures. This small board is known as the long-distance board, while the other one is known as the Prefectural switchboard. Police circuits radiate to the various police stations

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

the Metropolitan Police Bureau to receiving sites at 54 of the 78 police stations in the city. The remaining 24 have only the normal telephone wire connection.

6. The Existing Police Wire System

The police wire system is separate from any other agency and is completely Government-owned. The system has its own pole lines, cables and terminal equipment, and performs its own installation, operation and maintenance work. The wire system can be separated into three (3) divisions for clarity. They are as follows: (1) Main Lines: Between the Home Ministry and each Prefectural office, or between Prefectural offices. (2) Main Local Lines: Between the police department of each Prefecture, and those of its neighboring prefectures, as well as between the Police Department and the Police Stations in each Prefecture. (3) Local Branch Lines: Between the Police Stations and the police boxes and booths. The condition of these branch lines is quite poor due to old wiring, war-damage and lack of proper maintenance. The main operating office is located in the Home Ministry in Tokyo with control offices located at Tokyo, Nagoya, Osaka, Hiroshima, Fukuoka, and Kagawa. Repeaters are located at control offices to amplify the signals for the long-line circuits. Smaller telephone switchboards are located at each Prefectural Police office to handle the Prefectural lines, and tie them into the long distance lines. At each Prefectural Police office there is also a small telephone switchboard which connects the trunk circuits to switchboards of other Prefectures. This small board is known as the long-distance board, while the other one is known as the Prefectural switchboard. Police circuits radiate to the various police stations

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

within the Prefecture.

7. Prefectural Ownership of Circuits

Each Prefecture has its own wire network which it owns and operates, but all are connected to the National System. The Home Ministry has followed a system of supervision only over these Prefectural circuits.

8. Use of Inter-Island Circuits

In addition to the National and Prefectural owned circuits there are inter-island circuits which are routed through submarine cables leased from the Board of Communications by the Home Ministry.

9. Equipment Repairs and Maintenance

The policy is for each Prefecture to handle its own repair and maintenance, but the Home Ministry has the function of providing the necessary materials and maintenance of the National trunk circuits. Currently, because of necessary repairs needed on prefectural wire, the Home Ministry has been endeavoring to assist the Prefectures in the maintenance of their equipment, but materials such as wire and cables, are not easily obtainable. Practically no maintenance has been exercised on terminal equipment (switchboards, repeaters, telephones) or on the wire itself since Japan went on a full-war basis. Consequently, there is some evidence of disintegration of preventive maintenance routine. As a result of this wholesale neglect, the system will continue to present operational problems even though war damage is repaired.

10. Axis and Condition of Telephone Trunks

The main axis of telephone trunk lines runs from Tokyo to Fukuoka. From Tokyo to Fukuoka there are two to seven circuits be-

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

tween Prefectures. From Tokyo to Amori there are two such circuits. The rest of the Prefectural switchboards are connected by one trunk only, with the exception of those Prefectures located east of Osaka, contact is made through individual Prefectures. East of Osaka the trunks are generally in better condition than elsewhere. Temporary construction methods have restored one circuit in the badly damaged area between Yokohama and the Home Ministry. Iwate and Hokkaido have no long-distance telephone contact. Prefectures isolated from long distance trunks make use of the radio network to maintain communications. Communications over the wire system are carried out by the use of voice only, and as a result message files have not been kept. Wire telegraph or wire teletype was never incorporated into the system, however, wire telegraph was contemplated before the war.

11. The Existing Police Radio System

A generally satisfactory degree of operational efficiency exists in all the individual stations, but such is still far below operational standards as practiced in police radio communications in the United States. There is a national police radio net that is comparatively new, conceived in May 1945, it was installed in September 1945 to supplement the badly damaged wire system. In spite of the limitations of equipment and personnel during this period, and the fact that the radio network was meant to be an adjunct to the wire system, the radio system is in good operating order today. Plans for the expansion of the radio net have been ready for months; in fact, there are two hundred and thirty-seven (237) tertiary stations ready to operate upon SCAP authorization. Likewise, there are one hundred and twenty-seven (127) additional tertiary stations now in the planning stage, or not quite ready to operate. The Japanese contemplate the use of the radio system to supplement the wire system after the

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

latter is repaired and in cases of emergency. At present, all radio communications are carried out by means of Katakana code as voice transmission is not practicable because of equipment limitations.

12. Radio Network Currently in Use

Essentially the radio system consists of two primary nets comprising eight (8) primary net stations, all controlled from station JPB in the Home Ministry and a secondary net consisting of forty-seven (47) secondary stations. The secondary net stations are contacted by their respective Primary net stations and vice versa. The secondary net goes no lower than Prefectural level with the exception of Hokkaido. All primary and secondary net stations are in operation twenty-four hours per day. Plans have been made to form Tertiary Nets (3rd level) in the Prefectures, with stations located in its key cities and controlled by the Prefectural stations now in operation. Plans are also being formulated in the Home Ministry for mobile radio equipment (FM radio telephone) to be installed in forty-six prefectures.

13. Recommendations

Any good police communications system should be fast, dependable, and accurate, with a considerable degree of secrecy. The Japanese system has the basic principals to supply all these factors. With the exception of some radio equipment which has been installed and is not yet in use, the operating equipment is generally obsolete by American standards, worn-out or war-damaged to such an extent that an overall program of general repair, replacement, and maintenance should be planned and carried out. Accordingly, the following recommendations are submitted.

a. RECOMMENDATION: A program of general repair, replace-

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

ment and maintenance of present wire facilities be inaugurated immediately.

REASON: The general plan of the police wire communications system is adequate for present needs, but maintenance has been neglected and immediate replacement and maintenance steps are needed to bring it up to a satisfactory workable condition.

b. RECOMMENDATION: Immediate steps be taken to place in satisfactory operation telephone communications between all police substations, booths, boxes and residence boxes within the system, and the supervising police district stations.

REASON: Many police sub-stations, booths, boxes and residence boxes are without telephone communications with the supervising police district station, thus making assistance to the officer, adequate supervision, coordinated action, or mobilization in case of unusual events, almost impossible.

c. RECOMMENDATION: A survey be made to determine whether or not commercial lines can be leased to a better advantage than reconstruction of certain independent lines of the police system which are in a bad state of repair.

REASON: It may be entirely possible to economically lease already established commercial lines that parallel badly damaged police facilities rather than reconstruct those lines.

d. RECOMMENDATION: A study be made to determine whether or not it is practicable to establish a teletype network of National scope for the Japanese police system.

REASON: Teletype net works are an extremely valuable and efficient adjunct to an extensive police communications system,

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

saving valuable time, relieving congestion of other facilities and offering a definite means of recording messages of importance.

e. RECOMMENDATION: The police be permitted to put into operation the radio stations that are now completed and equipped, and that they further develop and complete this radio network.

REASON: Two hundred and thirty-seven (237) police radio stations equipped, but not in operation, are badly needed by the police for normal operations. Further development of this network will insure adequate radio coverage for the principal cities and police districts.

f. RECOMMENDATION: Installation of mobile radio sets in police vehicles be initiated in the larger cities as soon as equipment is available.

REASON: The development of mobile radio sets for police cars is in its infancy in Japan. This phase of police communications should be developed as conditions warrant its use.

g. RECOMMENDATION: Radio manufacturers be encouraged to develop suitable FM-type radio-telephone equipment for eventual satisfactory use in police vehicles.

REASON: Radio manufacturers should lend assistance in developing radio equipment for police use that will fit the conditions and problems of Japan.

h. RECOMMENDATION: Further development of the wirephoto service be encouraged.

REASON: Wire photo service for police has many possibilities, particularly in matters of identification, and needs further developing.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

i. RECOMMENDATION: Police Administrators in the Public Safety Division to advise, observe and study the communication system in order to correct deficiencies that develop, meet new needs, and eliminate functions deemed unnecessary.

REASON: SCAP control and follow up on directives issued can best be maintained through Public Safety Administrators trained in communication organization and operation.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

BRIEF OF COMMUNICATIONS REPORT

1. The survey made by the Public Safety Division of the existing Japanese Police Communications System (radio and wire nets) indicates that definite readjustments are necessary to provide more adequate police communications coverage for all of Japan within the aims of the occupation.

2. The Japanese Police Communications System has little in common with accepted police communication standards as it carries non-police traffic concerning control of health, welfare and general National problems. Little maintenance has been exercised on the wire or wire systems terminal equipment (switchboards, repeaters, telephones) since Japan went on a full-war basis. Consequently, there is evidence of disintegration of preventative maintenance routine. The police wire system is separate from any other agency and is completely government-owned. The fairly new radio system, intended as a war adjunct to the badly damaged wire system is in good working order, and operates with a satisfactory degree of operational efficiency. It is Nationally owned and controlled by the Home Ministry. Plans for the expansion of the radio net have been ready for months with two hundred and thirty-seven (237) tertiary (3rd level) stations ready to operate upon SCAP authorization. There are also one hundred and twenty-seven (127) tertiary stations now in the planning stage.

3. A good police communications system should be fast, dependable and accurate, with a considerable degree of secrecy. The Japanese system has the basic principals to supply all these factors.

4. Accordingly, it is recommended that:

a. A program of general repair, replacement and maintenance

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

4. a. cont'd.

of present wire facilities be inaugurated immediately.

b. Immediate steps be taken to place in satisfactory operation, wire communications between all police installations within the system, and the supervising police district stations, and the advisability investigated of leasing commercial lines rather than reconstructing certain independent lines of the wire system now in disrepair.

c. The police be permitted to put into operation the tertiary radio stations that are now completed and equipped, and that they further develop and complete this radio network.

d. That the Communication Report of the Public Safety Division be approved as an implementing guide in the long range program of reconstructing the Japanese communication system.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

POLICE CONFERENCE

24 March 1947
2:00 P.M.

Col. Pulliam gave the introductory speech outlining the purpose of the meeting.

Maj. Smith gave a brief outline of what the Japanese Police Force is and the set-up; and briefly outlined the reports of Messrs. Valentine, Reynolds, Olander, Engle-Kimberling-Fritz, Capt. Nealon, and Mr. Angell.

DISCUSSION

Col. Paine: What are the powers that you visualize the prefectures will assume autonomously? That is, what sort of a charter do they have - in what field may they pass laws? Is there a scope in the National Government and the Prefectural Government that is already defined and what would be the relation of the national police system in enforcing laws, etc.?

Mr. Tilton: On your first question: Prefectures are all organized in the same way under one law. That is a national law which authorizes the prefecture and certain authorities under which it can function as a government. The cities have been organized under a similar law. There is no legal distinction between a town and a village. They apply for a town status as a little ritual. ---- ---- ---- Now under the new constitution this division of authority between the national government and the local government the House of Representatives will be the controlling agency and a national law therefore supersedes any law that a local agency would pass. Of course, if a prefectural law infringes upon a national law it will have to go. No prefecture has a charter and it is not contemplated for them to have one. There is a bill in the Diet this minute which provides for four separate autonomous laws plus an Imperial ordinance and they are attempting to put those four separate laws together which are being written for Tokyo. You will get it now in one law.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

Col. Paige: It is perfectly feasible then for the national police to be charged with carrying out the authority?

Mr. Tilton: That is perfectly feasible if the Diet passes the law. ---------- If you have a national ministry operating with a governor who has been elected locally you see at once what happens, so the Government Section would be opposed to any plan of that kind. A governor elected ---------- You must retain the French system, giving the governor dual capacity - for on the one hand he is a nationalist ---------- This is a national power----------

Maj. Smith: Then what we need is a plan whereby the district chief of police would have to come under the order and direction of the head of the local autonomous powers and he shall from time to time take such instruction and carry it out.

Col. Paige: In other words, the police head would have the dual capacity rather than the governor?

Mr. Tilton: The catch comes in the simplification ----------

Maj. Smith: Col. Tilton, do you believe a dual capacity can be carried out?

Mr. Tilton: ------- ------- ---------- ------- One national official sitting beside that governor ---------- ---------- their 10 ministers ---------- One national official to feed the local governor with some powers.

Maj. Smith: What would your solution be, Col. Tilton?

Mr. Tilton: Since the structure of the Japanese Government has been outlined I would say the authority for whatever matter on the national side----------

---------- ----------

Capt. Meals: In the State of New York you have officials enforcing Federal

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

laws without the Governor of the State enforcing ---------- exercising supervision or control over such officials; the FBI, customs men, etc. The Governor of the State does not have the power to enforce customs laws and a lot of other laws.

Mr. Tilton: The reason that is true, of course, is that that is the United States, and this is Japan and the difference between State Constitutions and the Federal Constitution ---------- ---------- That is not true in Japan.

Col. Purdy: I believe this plan covers this. All police powers would come under the local government and not under the national government but not until such time as the local government is ready for it.

Mr. Tilton: Would you take away even at that time coordinating authority?

Col. Purdy: No. We might have to do a job ----- ----------

Col. Pulliam: It is one of those things. I don't believe any of us wants to create a troublesome situation. Let the plan grow - give it a chance to grow -- give it the best chance to grow and as soon as it is indicated they are ready for it, okay. All we are trying to do is create a plan for them. All we want is to continue the situation so that the local government officials will have a chance to get set and get on the job and so they can maintain it. The only things we want are stability and tranquility which are the two vital things during this period of transition.

Col. Purdy: I agree with your ideas about trining the prefectural police force to take over.

Col. Paige: Will there be any national laws on whatever power the prefectural governor has over police officials or any standard laws for the basis of removal, etc.? The point I imagine you are interested in is that if you get a prefectural governor in it would be very easy for a Japanese Governor, with the powers he now has, to take over the complete powers and then our democracy

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

would become a farce.

Col. Pulliam: Yes, if he got the power, the national governor could take over.

Col. Paige: Then, it is almost necessary to keep the centralized system, isn't it? Another question: Will each city or town have its own police force?

Maj. Smith: Each police unit in that town or village will actually be their police force - they will actually take orders from the local head.

Mr. Tilton: I believe there is a center road from which we can reach the thing we are after. [illegible]

What we cannot accept is any kind of a police force that moves at will where it desires.

Col. Purdy: You have got to have a central police force in Japan to control the mobile units. There must be a plan to include this. Japan has no army, no navy - nothing, so they must have this.

Col. Paige: (Discussed the cost of police for Japan). In the legislation this could be put on the basis of when the town or village is ready to pay for it, it can have a police force.

Mr. Tilton: The tax program will change this. (He outlined the tax program briefly). You will have local budgets - with far more funds than they have ever had before. You will get equated expenditures. [illegible]

Maj. Smith: Is there any way we could agree on what slice of that local revenue the police force could take?

Mr. Tilton: [illegible]

Col. Pulliam: In the meantime our primary interest is to help this thing along - keep it stable and tranquill.

Col. Paige: If the prefectural governor can remove police officials beneath him, doesn't that complicate the national structure somewhat? How far does his

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

control extend?

Mai. Smith: That has been carefully worked out. (He gave the example of the Prendergast setup in Kansas City, Missouri).

Mr. Tilton: Civil Service would eliminate that.

Mr. Engle: (Explained the police setup in Kansas City).

Mr. Unkeless: No one has considered the way this country is running economically - that is Japan. Until this economy is balanced there certainly will be a necessity for strong centralized police power. While we in ESS are in sympathy with the long-range plan, but not until you have the Japanese economy running on a balanced basis, and I think many years will pass before that is reached. I think the function of police power is carefully measured. Question of revenue is tied up intimately and the question of economics. Economic police to one side, although the black market has to be taken into consideration, it all comes back to the fact that the economy of Japan is out of balance. The plan is good for long range but not immediately.

Col. Pulliam: A police state is undesirable but a thing that is more undesirable is a state that is allowed to run rampant, and we are in a position to have either. If we are not farsighted enough or just want to maintain a status quo - just preserve law and order and get the thing operating - we can choose either. But I do feel that we have got to go slow enough to get the thing working - bridge over the transition period to keep things tranquil. Keep the thing quiet and give the local self-governing bodies a chance to work it out.

Mr. Unkeless: It seems to me the problem of what your police powers are is intimately tied up with the type of government Japan will eventually have - whether they accept democracy or turn to the other side.

Col. Pulliam: There is certainly a middle road that we can travel to bridge over this period wherein the local setup can take over and go on and that is the

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

period we are particularly concerned with so that we can present the best possible conditions for the local autonomous body to get under way and start off; get behind the wheel until we can get those things done - to bridge it over. I do feel that laws can be set up that will work through this transition. The problem is to get over this roughest period, during this transition, until those local governing bodies get hold of it and get it running.

Col. Purdy: This is just a plan for reorganization of the Japanese Police.

Col. Pulliam: Yes. The laws can be made later. It is just a plan to bridge over. As a plan, this thing will bridge over this period. Maybe different laws will have to be made every three months, or whatever period - I don't know.

Col. Paige: A question on Phase Two: The question of a police power to assist local police in the event of emergencies beyond their control.

Col. Pulliam: The rural police force we outlined is the answer to that.

Col. Paige: Are those 30,000 organized or tied down to positions that they can't leave because it leaves their little district without a police force?

Maj. Smith: ---

Col. Purdy: There is no local police force - no army - Japan therefore must have a strong police force.

(Mr. Tilton asked about the 30,000 rural police and the organization and Maj. Smith briefly explained again).

Mr. Tilton: What are the basic reasons for instituting regions?

Col. Pulliam: For administration control and operation. A region is merely one step in the organization.

Col. Paige: "Region" as used here has no political significance at all?

Col. Pulliam: No.

Mr. Tilton: Any executive function at all?

Col. Pulliam: No.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

Mr. Tilton: Government Section is concerned about the executive powers ----

---

Col. Paige: It is like the regional headquarters - no tie-in with the prefectural government at all - just a sub-office, part of the central government's office through which orders could be relayed.

Col. Purdy: If you are going to have law enforcement you've got to have control of the enforcing agencies, but I believe a plan for carrying out the objectives as stated in here will work - the overlapping authority, etc. can be worked out - but as a framework upon which the reorganization can be made I think this plan is a step in the right direction.

Mr. Unkeless: What about the communications problem?

Col. Pulliam: It will continue to be a problem - we have a lot of implementing to do. We are just going to have to work out the details.

Col. Purdy: This is the organization to carry out the details.

Maj. Small: With regard to police communications: The police communications are poor but they are not the only communications that are poor in Japan. The police in Japan have their own communication system. It is in a sad state. The radio net started in 1945 passes messages around pretty well - it is slow but it does get messages around Japan, even if it takes a week sometimes to get a message. That radio network, though, is like other measures - it should be regarded as an interim communications measure. I am sure no one here has in mind a national police system with its private radio network. Communications in Japan must be raised to a higher level. The public communications system is one of the first to be raised to that level. The police communications will be the responsibility of the police themselves. (He referred to Lt. Harris' report).

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

Col. Purdy: Establishment of the communications system of the police in the Philippines became the backbone of the government there. This is just a sidelight; it is not analogous here, but I just gave it as an example of the importance of a communications system.

Maj. Smith: That is all covered in "K" -------- --------- ---------

Mr. Diamond: I just want to say that I will lend my support to this plan for the transition period as a stabilizing influence. We are very much interested in the work of the economic police - there are 7200 economic police ---------- not ready to take over responsibilities assigned to them. This plan will certainly have all the support I can give it.

Col. Pulliam: Not that we have the last word. What we are trying to do is just to let the Japanese police get on the job that rightfully belongs to them. We are merely trying to set up something wherein we can play the part we believe we should play - not for the want of power; we don't want any power; all we want is to go along with the whole setup. We want it to be flexible enough to fit into any picture. I believe this plan will satisfy all concerned and keep our troops off the streets. This plan is somewhere in the middle of the road.

Col. Purdy: The plan as outlined here is sound with one exception. There should be a provision in there for a centrally located police force of 500 or so, to reinforce the local police. I think your 30,000 is conservative, but you do need some place where probably 500 (or even 100) policemen could be kept as a reserve.

Col. Pulliam: That is a problem which I believe can be taken care of.

Now, Gen. Ferrin, not that I want to "put you on the spot", but

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

we would like to have your reaction on this.

Gen. Ferrin: I have listened to this with a great deal of interest. I am an operator, on a small scale, to be sure, but I agree that there must be an organized police force in Japan, and I think we have here a framework upon which to build. That is my opinion. It seems to me very sound in principle. As I have said, I am a small operator, and I have had plenty of headaches due principally to the poorly organized police force of Japan. This plan is sound. Let's start something and let's iron things out as they go along.

Col. Pulliam then asked for further comments - from the following people:

Col. Coates: I want to state that Gen. Eichelberger is not only in accord with this program but violently in accord with it. I don't think he is concerned so much with the mechanics of it. He wants to increase the police force, but -- "jumping from policy to pistols", I don't notice anything in this plan concerning arming the police force.

Col. Pulliam: There isn't a thing in it concerning arming. There was a conference regarding arming every policeman. That was [redacted] the whole ramification.

Col. Purdy: I think that is a question of implementing the plan.

Col. Pulliam: I do, too. Any further comments from G-3?

Col. Paige: I am generally in favor of the increase and generally in favor of the idea of the reorganization - in favor of the continuation of the stabilization during the period of the tryout of the results of first issues on democracy on a lower level.

Col. Webel: Nothing from G-4.

Capt. Holland: No comments to make.

Mr. Bushner: So far as I can see, except from the standpoint of just logical reasoning, Diplomatic Section hasn't any specific interest that could be ex-

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

pressed in this conference. There is always a possibility of discussion of the matter in the future in Allied Council.

Col. Pulliam: Col. Tilton, have you any further comments?

Mr. Tilton: I have said all I've got to say.

Col. Pulliam: Have you any comments, Col. Schwenk?

Col. Schwenk: No comments, except for this question here of the arming of the Japanese police force ------- ------- ------- ?

Col. Pulliam: We went intotthe problem of getting them the pistols.

Col. Purdy: We could not furnish them with U. S. pistols and the Japanese were not authorized to manufacture them.

Col. Coetz: The question has come up asn we arm the guards.

Col. Purdy talked about the police guards and relieving them of this guard duty and organizing civilian guards for this work. This in connection with guarding the homes of officers, etc. of the Occupation forces.

Col. Coetz: The 8th Army is just now preparing a staff study to present to this Headquarters regarding the special guard. It should be here within the next week or two.

Col. Purdy: They should be immediately relieved from that duty and civilians put in instead. ---------- ---------- ---------- ?

Col. Pulliam: Maj. Dunlevy, have you any comments?

Maj. Dunlevy: The Labor Division of ESS is primarily concerned with civil liberties and at present we are not concerned with implementation.

Col. Pulliam asked for comments from Dr. Elkins of PW/W.

Dr. Elkins: The reorganization of the police does not concern me as much as who is going to train them, and who supervises their work in the field. I keep thinking, however, that theoretically if we have the best trained body of police

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

we must have the legal foundation upon which to operate. I'd like to bring out the fact that even with the best police force possible, the police enforcing the laws that are laid down for them, there is still no sufficient basis for their operation.

As for the sanitary function, it really is not a part of police work but should be turned over to the Health Department.

Col. Pulliam: We can work it out - the plan, I mean - or tear it up. If we can't keep this on an even keel we aren't doing the job. The problem is merely maintaining a quiet stable condition during this transition period.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

GENERAL HEADQUARTERS
FAR EAST COMMAND
Military Intelligence Section, G-2

APO 500
March 1947

MEMORANDUM FOR THE CHIEF OF STAFF:

I. THE PROBLEM:

To assist the Imperial Japanese Government in the inculcation of democratic ideologies in the police system by authorizing a program which ultimately provides for the decentralization of this force while fulfilling requirements of metropolitan and rural needs for law enforcement and police protection, and to reply to a request from the Imperial Japanese Government proposing a reorganization of the police force.

II. FACTS BEARING ON THE PROBLEM:

A. General Order No. 13, SCAP, dated 2 October 1945, subject: "Civil Intelligence Section", directs that the Civil Intelligence Section make recommendations relative to measures which will provide a civil police system in Japan adequate for the accomplishment of the objectives of the occupation forces. (Tab A)

B. Central Liaison Office letter No. 1277, dated 28 February 1947, requests approval of the plan of the Imperial Japanese Government for the reorganization of the police force. (Tab B)

C. Studies and recommendations relative to the Japanese police system have been submitted by Messrs. Olander and Valentine and other police specialists. (Summations, Tabs E through L)

D. Crime statistics (Tab C) covering the past twenty year period evidence a downward trend in crime incidence in an inverse ratio to the assumption of autocratic authority by the police coincident with the advent of Japanese military aggression. Relaxation of the limitations on human rights and the curtailment of police jurisdiction with the cessation of hostilities is reflected in the continuing steep increase of crime incidence.

III. DISCUSSION:

A. The Public Safety Division Plan (Tab D), based on the considered opinion of recognized specialists, and the essence of the request of the Imperial Japanese Government (Tab B) for the reorganization of the police system propose that the existing organization be held initially in status-quo, and prepared for future gradual decentralization by retraining of present personnel, by removal of extraneous functions and by structural modification to facilitate the ultimate transformation to meet metropolitan and rural police requirements. The plan further proposes, upon demonstration by local municipal governments of proficiency of operation and financial stability sufficient to support independent public safety agencies, the decentralization of police authority to cities of

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

over 50,000 and the establishment of a rural police force or Department of Public Safety.

B. Careful consideration has been given to the national and local police needs with respect to the ultimate objectives of the occupation, economic and social conditions, the upward trend in crime incidence, the effect of immediate decentralization upon the stability of government, the replacement of personnel during the retraining period, the recruitment required for the effectual establishment of local municipal forces and the rural police force, and the maintenance of internal security during the transition from centralized government to local autonomy.

C. The authorized police strength should be established at 125,000 to facilitate a reorganization of the police force as requested by the Imperial Japanese Government and to permit the implementation to the fullest extent of the proposed plan (Tab D) in keeping with democratic ideologies.

IV. RECOMMENDATIONS:

a. It is recommended that the proposed two phase plan (Tab D), to decentralize the Japanese police system and to establish a Department of Public Safety within the Imperial Japanese Government, be approved.

b. It is recommended that, to assist in the implementation of the above plan, the request of the Imperial Japanese Government for an authorized police strength of 125,000, be approved.

c. It is recommended that the Imperial Japanese Government be authorized, by proposed memorandum (Tab M), to implement the reorganization and decentralization of the Japanese police force.

C. A. WILLOUGHBY
Brigadier General, G.S.C.
Asst Chief of Staff, G-2

Concurrences:

G-1 Concurs (_____)
G-3 Concurs (_____)
G-4 Concurs (_____)

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

PM	Concurs	(_____)
GS	Concurs	(_____)
DS	Concurs	(_____)
PSS	Concurs	(_____)
FH/W	Concurs	(_____)
C. Comm.	Concurs	(_____)

Tab A - G.O. 13, SCAP, 2 Oct 45
Tab B - CLO Letter No. 1277, 28 Feb 47
Tab C - Crime Statistics Charts
Tab D - PSD Plan for Japanese Police Decentralization
Tab E - Valentine Report (Summation)
Tab F - PSD Report on Metropolitan Police (Summation)
Tab G - PSD Report on National Police System (Summation)
Tab H - Olander Report (Summation)
Tab I - PSD Report on Typical Prefecture Police Organization (Summation)
Tab J - PSD Report on Fire Section Bureau of Police (Summation)
Tab K - PSD Report on Police Communication System (Summation)
Tab L - PSD Report on Police Training School (Summation)
Tab M - Proposed Memorandum to Japanese Govt.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

C
O
P
Y

R E S T R I C T E D

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

GENERAL ORDERS)
:
NO.....13)

APO 500
2 October 1945

CIVIL INTELLIGENCE SECTION

1. The Civil Intelligence Section is established as a Special Staff Section in this headquarters to advise the Supreme Commander for the Allied Powers on policies relating to civil public safety agencies in Japan and Korea and to conduct such investigations relating to compliance with orders and instructions to the Japanese Government as may be directed.

2. The functions of the section are to:

a. Maintain contact with, arrange for and coordinate surveys and reports on, and inform the Supreme Commander concerning:

(1) The police, prison and fire control organizations and systems in Japan and Korea.

(2) -

(3) -

b. Make recommendations relative to policies to be adopted or measures to be taken which will:

(1) Provide civil police, prison and fire control organizations and systems in Japan and Korea adequate for the accomplishment of the objectives of the Occupation Forces.

(2) -

(3) -

c. Conduct such investigations relating to compliance with orders and instructions to the Japanese Government as may be directed from time to time.

d. -

By command of General MacARTHUR:

R. K. SUTHERLAND
Lieutenant General, United States Army,
Chief of Staff

OFFICIAL:

/s/ H. W. Allen for
/t/ B. M. FITCH,
Brigadier General, U. S. Army,
Adjutant General.

C
O
P
Y

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

COPY

TO : CENTRAL HEADQUARTERS OF THE SUPREME COMMANDER FOR THE ALLIED POWERS.

FROM : Central Liaison Office, Tokyo

SUBJECT: Reorganization and Increase in Strength of Japanese Police Force

C.L.O. No. 1277(PHW) 28 February 1947

1. Herewith is submitted for your approval a plan for reorganization of the Japanese Police system, as a temporary measure; which was adopted at the Cabinet Meeting on 27 February 1947.

2. As this proposed measure is intended to be introduced in the present session of the Diet which is expected to be closed within a short period because of the impending general election, it is requested that the General Headquarters, Supreme Commander for the Allied Powers be good enough to give an early consideration in this matter.

FOR THE PRESIDENT:

(K. Asakai)
Director of General Affairs,
Central Liaison Office.

Enclosure: A plan as indicated in Para. 1. above.

COPY

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

COPY

Principles for the Reorganization and Increase in the Strength of the Japanese Police Force and Temporary Measures Thereof.

1. The Japanese Government believes that the most important point in the reorganization of police system is its democratization and by so doing strengthening its efficiency. That is to say that the tendency of excessive centralization of the police system be corrected and it be decentralized as far as possible and those functions which should not come under the police force be transferred to other suitable agencies, and fundamental police methods be strengthened with the modernization of its institutions and techniques, and police officials' standards be raised.

2. The Japanese Government, based on the above principle, in July 1946, made public a "Tentative Plan for the Reformation of Police System", and at the end of the same year obtained a report on the subject from the "Police System Investigation Committee", and is in possession of tangible plan for that purpose.

The Japanese police authorities, as far as the police administration is concerned, have been making every effort for the raising of the material standards and efficiency of the police by adopting these plans as a reference and by bringing into effect such organization that could be made without altering any fundamental or basic laws.

3. As to the measure for the decentralization of the police, the Japanese Government has a plan that police administration be entrusted, in principle, to the local public bodies and at the same time a national police force be established for the purpose of executing and taking charge of matters that may concern the national interest or on a national scale, and of maintaining contact with and regulation of the police activities of the local public bodies, thus enabling, by mutual co-operation of both national and local police authorities, to promote efficiency, preserve the peace, law and order, protect life and property.

National police shall have a strength of 30,000 uniformed police officials under a central headquarters. There shall be established eight regional headquarters at the important localities throughout the country. The chief shall be appointed or removed from his office under a strict procedure in order to establish and maintain the impartiality of the police administration by separating and making it independent from the interest of political influence.

4. Functions of police are primarily a stabilising force for the promotion of law and order and enforcement of the laws.

Accordingly, in the reorganization of the police force, there is much reason to believe that the hasty reorganization of the fundamental system may not only bring about confusion and inefficiency of administration, but also will affect the functioning of other administrative agencies, creating public unrest and confusion in law and order, through the nation.

5. With the enforcement from May 3rd of the New Constitution, there will occur drastic changes in the local administrative system and accordingly much authority of the Central Government will be transferred to

Declassified E.O. 12065 Section 3-402/NNDG NO. 7735009

COPY

local government. The Japanese Government as well as the whole nation desires that the transition period, be carried out peacefully with tranquility and stability. Until the foundation of the local administrative bodies is established and their employees acquire experience in the technique of local administration and fulfill their responsibility, and have passed through the most critical period, it is required that the most stabilized condition of the nation should prevail.

6. The police force is the only stabilizing influence available to the Japanese Government for the enforcement of law and order, therefore the control of the police force should remain as at present.

There is no doubt that the presence of the occupation forces is contributing to the preservation of stability, but the Japanese Government realizes that it is the duty and responsibility of the Japanese Government to supervise the enforcement of the national and local laws of Japan, except in extreme emergency.

7. Realizing the importance of its responsibility, the Japanese Government request the approval to carry into effect the following measures:

(1) Strengthen the culture and education of police officials and acquire the democratic police technique and raise the standards and efficiency.
(2) Remove from the present police system unrelated functions of government and transfer same to the appropriate local self-governing body as soon as possible.
(3) Devote entirely for the preservation of peace and order, protection of life and property and prevention and detection of crime, in accordance with the prescription of law.
(4) Clarify the procedure and authority of investigation crimes by police officials.
(5) Separate the Fire Organs from the present police system at the earliest possible occasion.
(6) Retain the regional unit of local police administration in present prefectural region, and for the time being, the administration of such local police shall be placed under the charge of the elected governor. Authority for the supervision and control of the prefectural police department, and its executive staff appointments and removals shall be retained by the Home Ministry as heretofore.
(7) Retain the administration, organisation and expenses of the Tokyo M.P.B. as its present existence.
(8) The expenses shall be defrayed jointly by the national and prefectural governments as heretofore.
(9) When local government officials have demonstrated proficiency in self-government, reorganize the police forces, in cities with populations capable of supporting them, into police departments controlled and operated by the local self-governing bodies.

(10) Commence the establishment of the national police force immediately in order to be prepared for the national needs when complete decentralization of the present system occurs.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

COPY

8. In order to preserve the aforementioned law and order, maintain the national authority, protect national and local interests, the Japanese Government further request that the overall police strength be increased to 125,000 total.

9. It is respectfully requested that the above plan be approved.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

CRIME STATISTICS CHARTS - Tab C

1. Total Criminal Offenses Reported in Japan 1924 - 1946.

2. Japanese Crime Statistics January 1945 - August 1946.

   Total number of cases and number of larceny cases reported with 1933-1938 and 1941-1945 monthly averages.

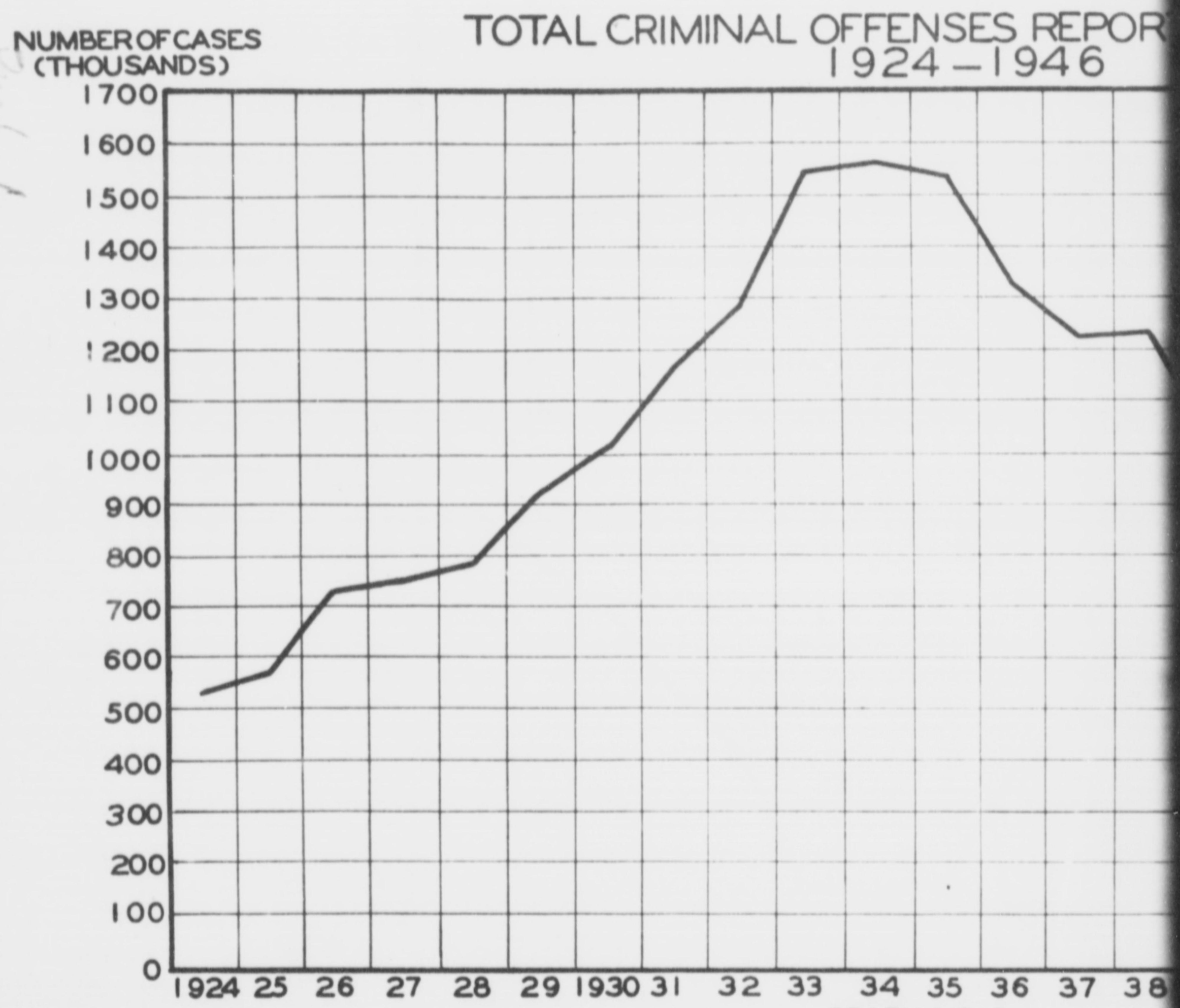
3. Larceny in Japan 1924-1946.

4. Japanese Crime Statistics 1924-1946.

   Number of cases reported of
   Murder
   Rape
   Robbery
   Arson
   Embezzlement

"Crime statistics covering the past twenty year period evidence a downward trend in crime incidence in an inverse ratio to the assumption of autocratic authority by the police coincident with the advent of Japanese military aggression. Relaxation of the limitations on human rights and the curtailment of police jurisdiction with the cessation of hostilities is reflected in the continuing steep increase of crime incidence." (II B)

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

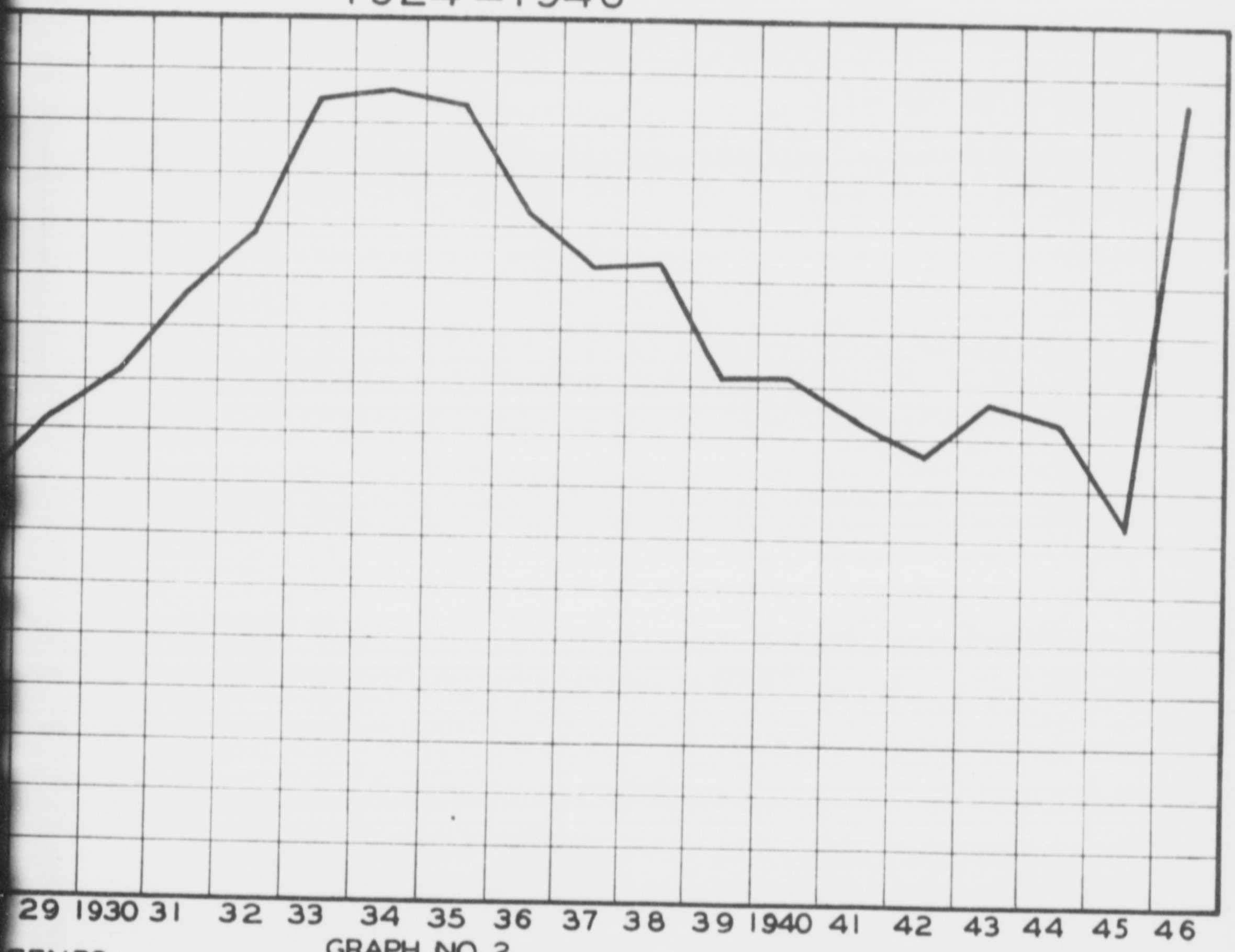


SOURCE: MINISTRY OF HOME AFFAIRS

GRAPH NO. 2

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

OTAL CRIMINAL OFFENSES REPORTED IN JAPAN
1924 – 1946



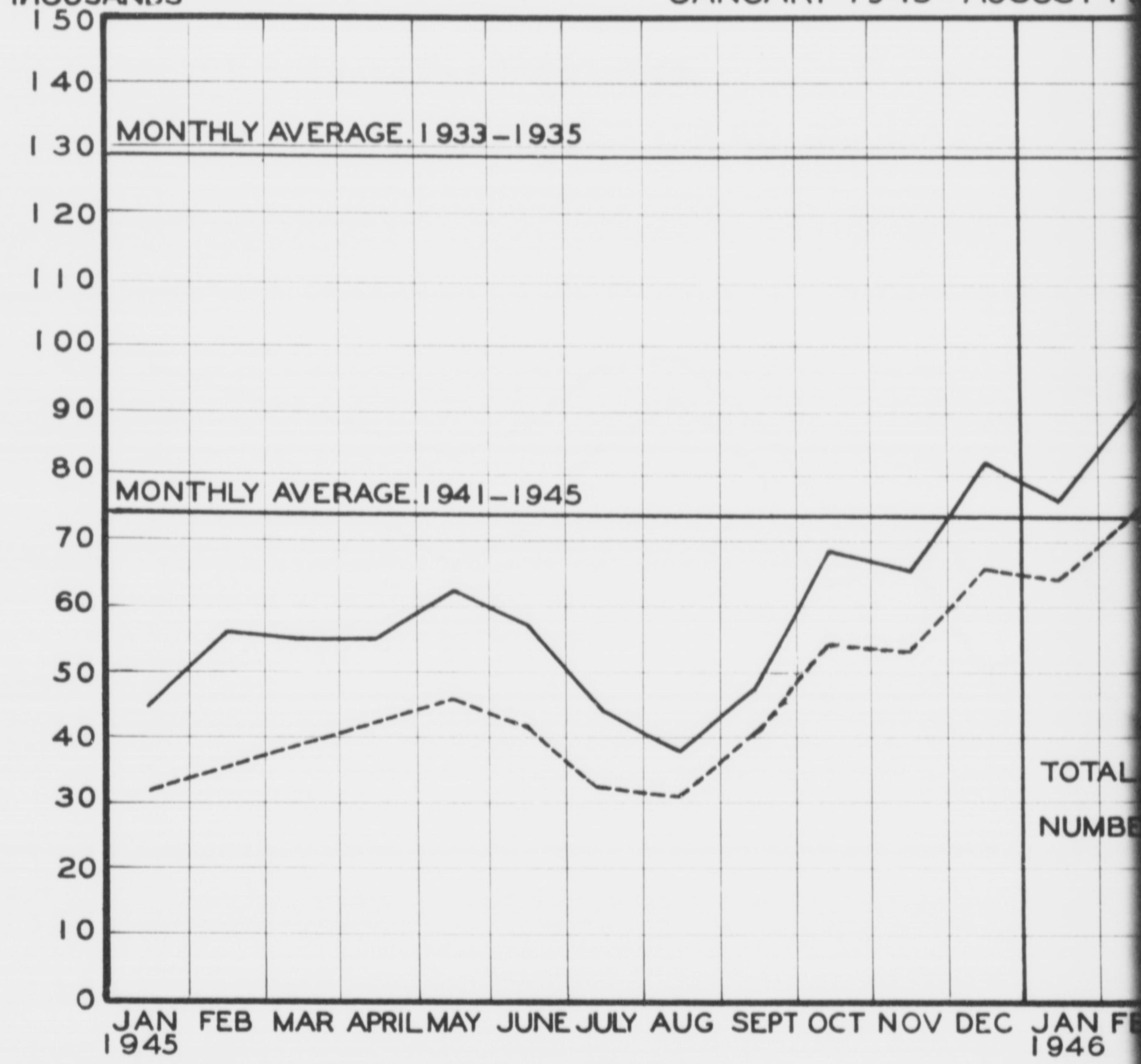
GRAPH NO. 2

FFAIRS

PREPARED BY: PUBLIC SAFETY DIVIS

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

JAPANESE CRIME STATIST
JANUARY 1945 – AUGUST 1

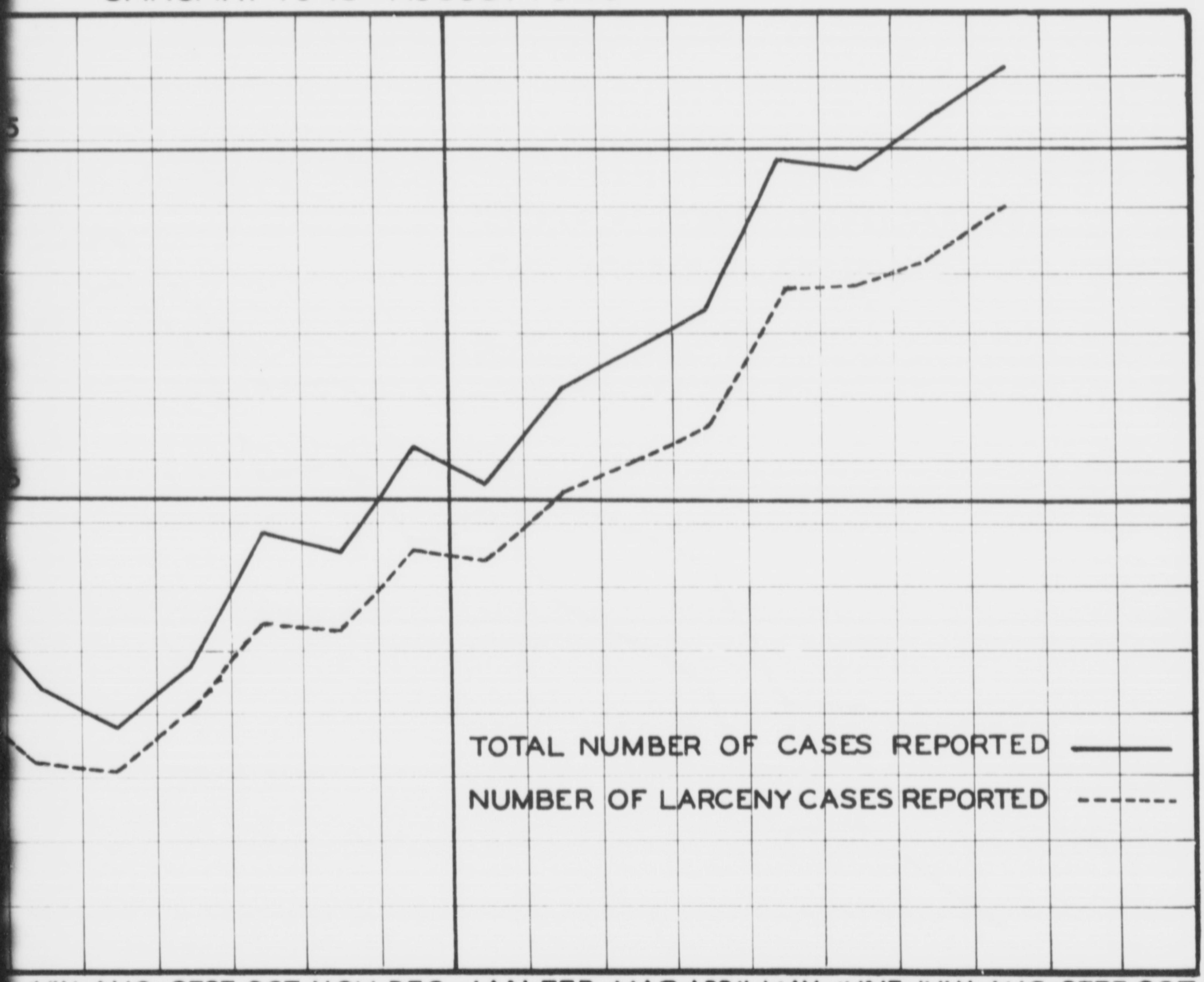


SOURCE: MINISTRY OF HOME AFFAIRS

PF

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

JAPANESE CRIME STATISTICS
JANUARY 1945 – AUGUST 1946

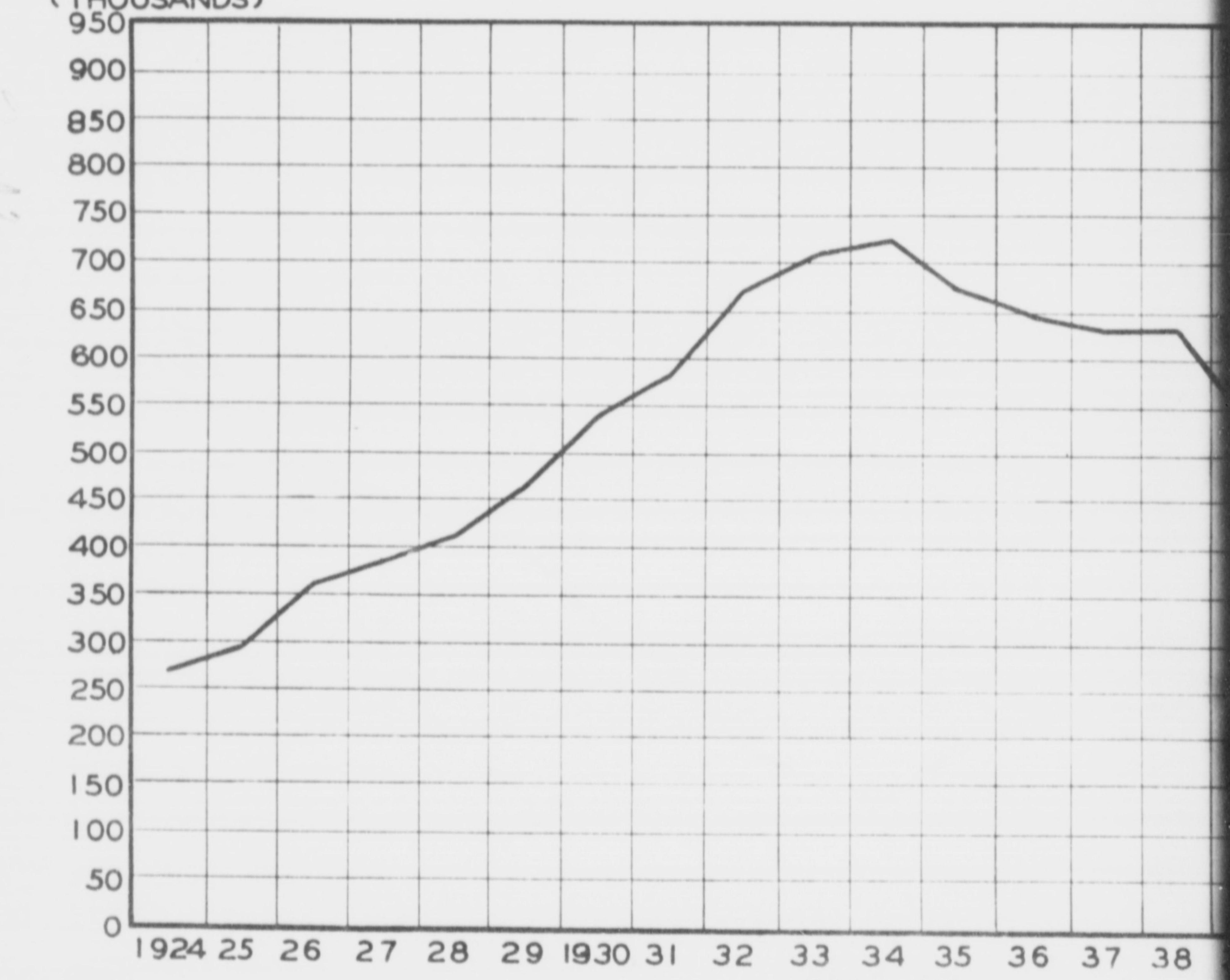


AFFAIRS

PREPARED BY: PUBLIC SAFETY DIVISION

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

LARCENY IN JAPAN: 1924-

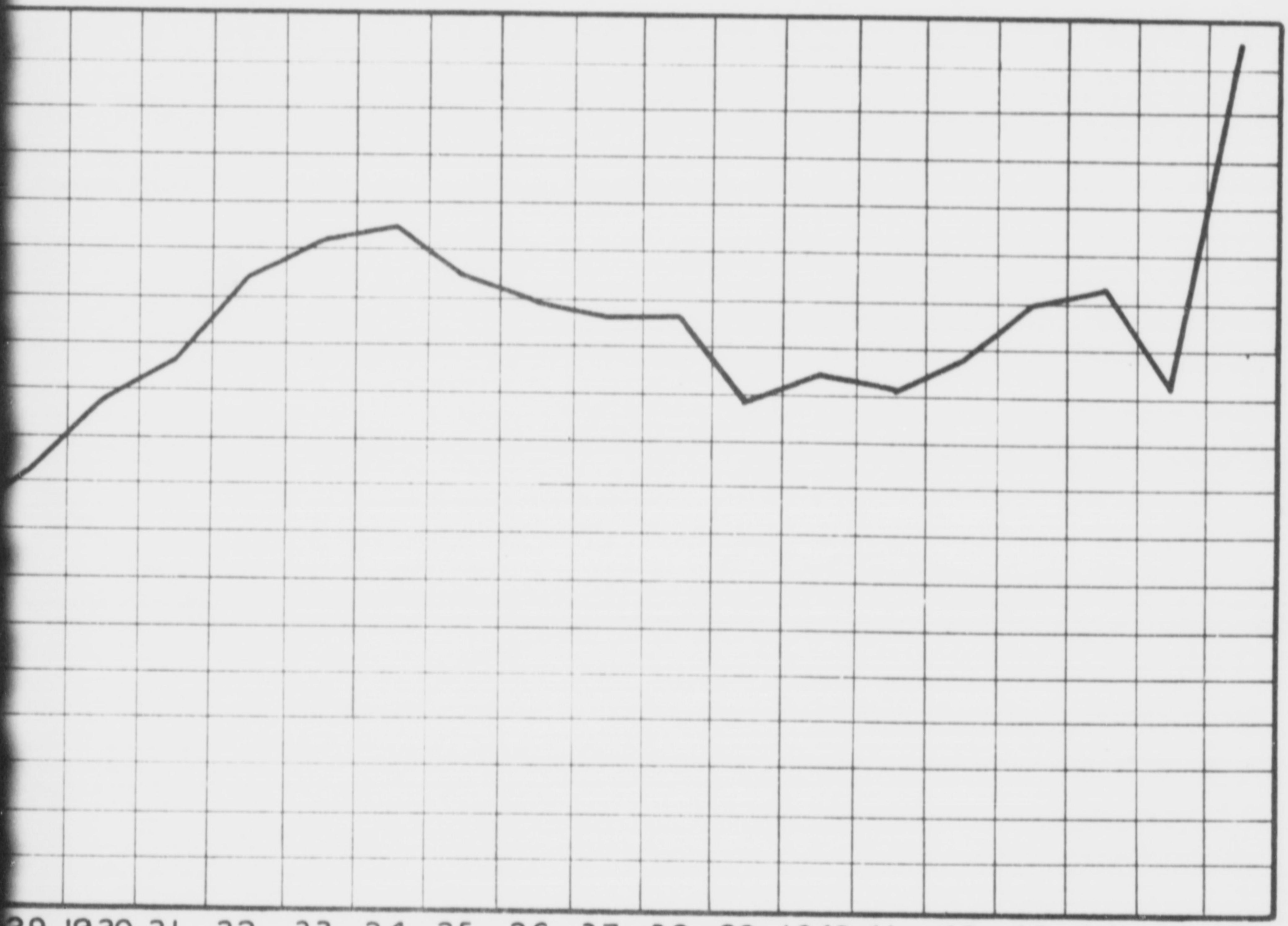


GRAPH NO. 1

SOURCE: MINISTRY OF HOME AFFAIRS

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

LARCENY IN JAPAN: 1924-1946

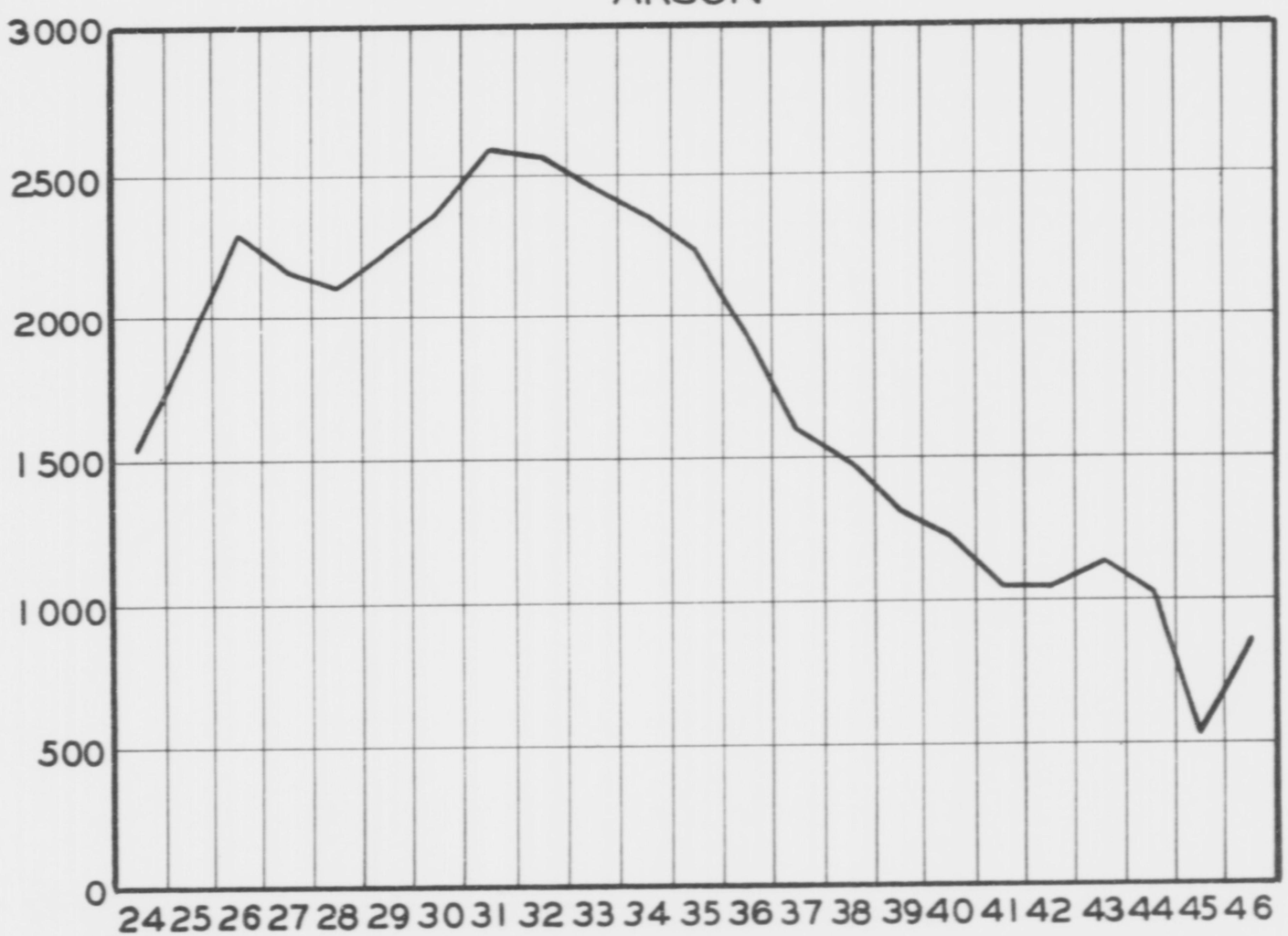


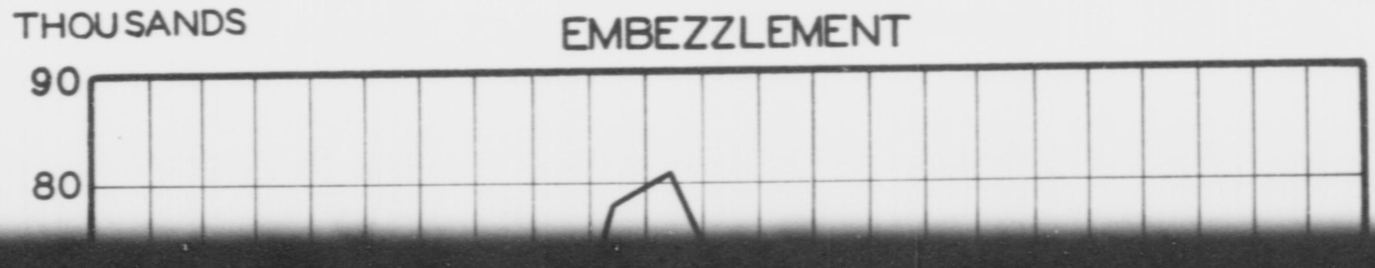
GRAPH NO. 1

FAIRS

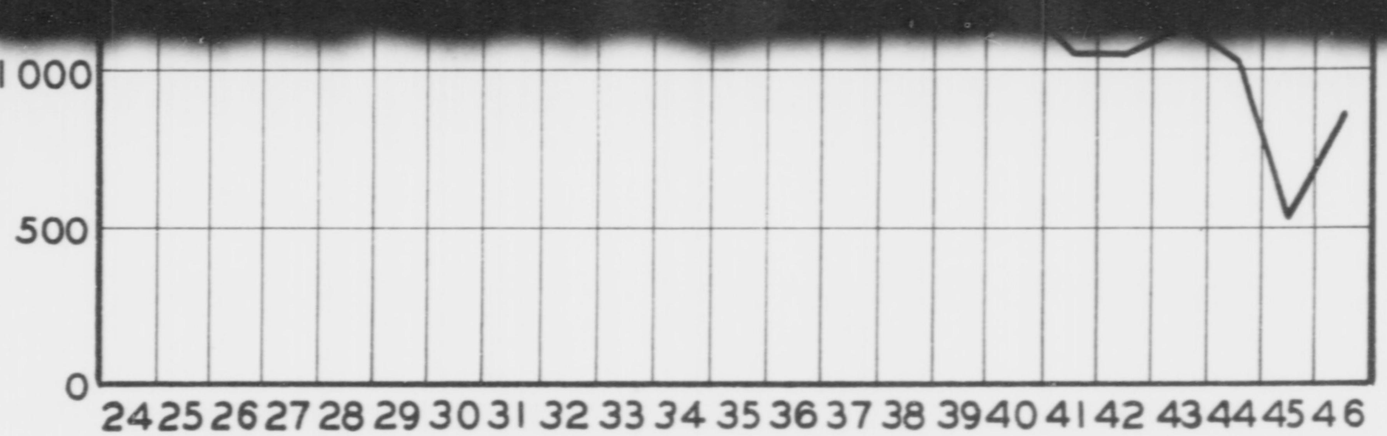
PREPARED BY: PUBLIC SAFETY DIVISION

JAPANESE CRIME STATISTICS
1924 – 1946
NUMBER OF CASES REPORTED





Declassified E.O. 12065 Section 3-402/NNDG NO. 73004



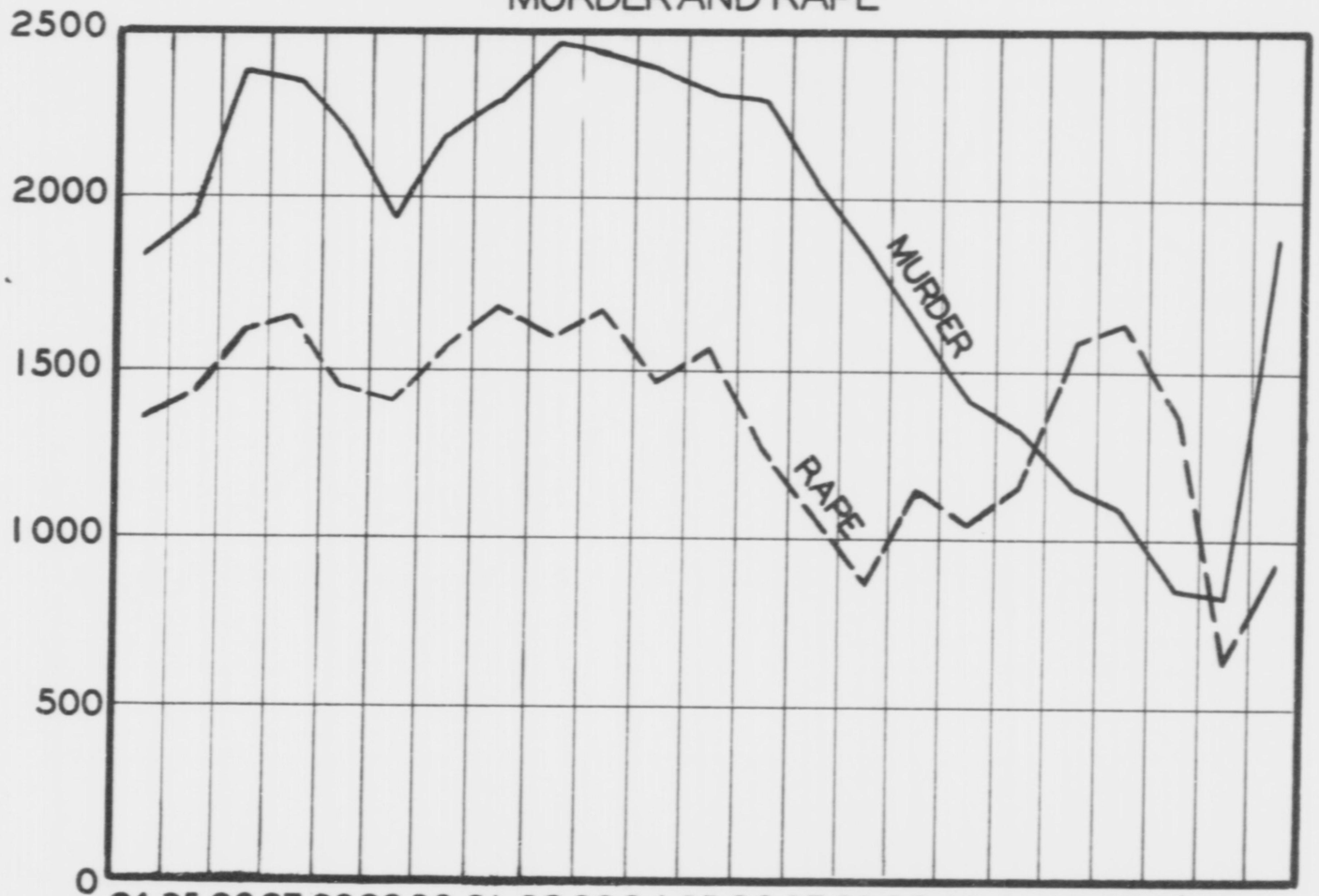
GRAPH NO1

SOURCE: MINISTRY OF HOME AFFAIRS PREPARED BY: PUBLIC SAFETY DIVISION

Declassified E.O. 12065 Section 3-402/NNDG NO. 73009

JAPANESE CRIME STATISTICS
1924 – 1946
NUMBER OF CASES REPORTED

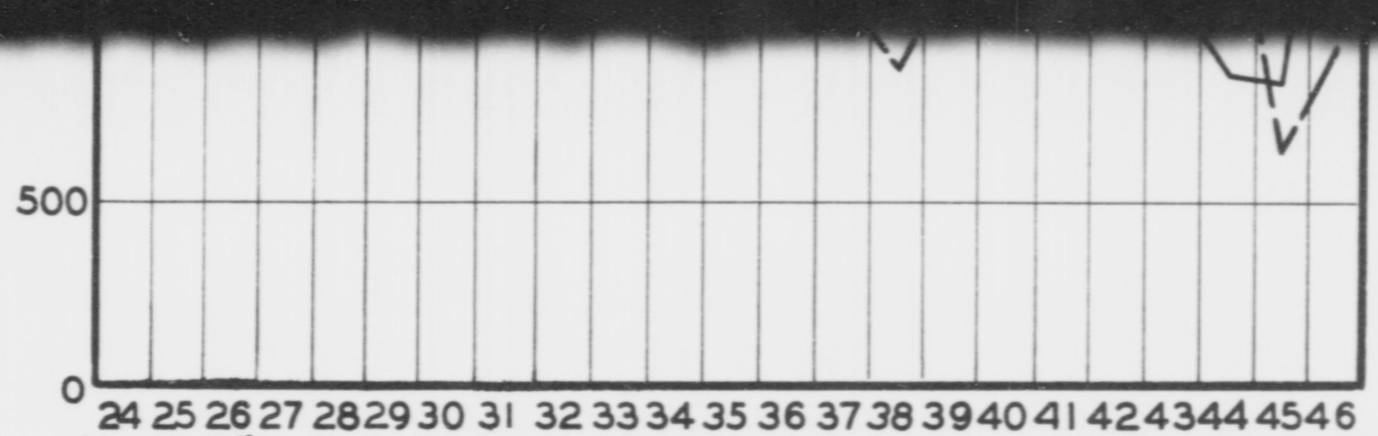
MURDER AND RAPE



"MURDER" INCLUDES ATTEMPTS, INFANTICIDE, AND MURDER CONNECTED WITH ROBBERY.

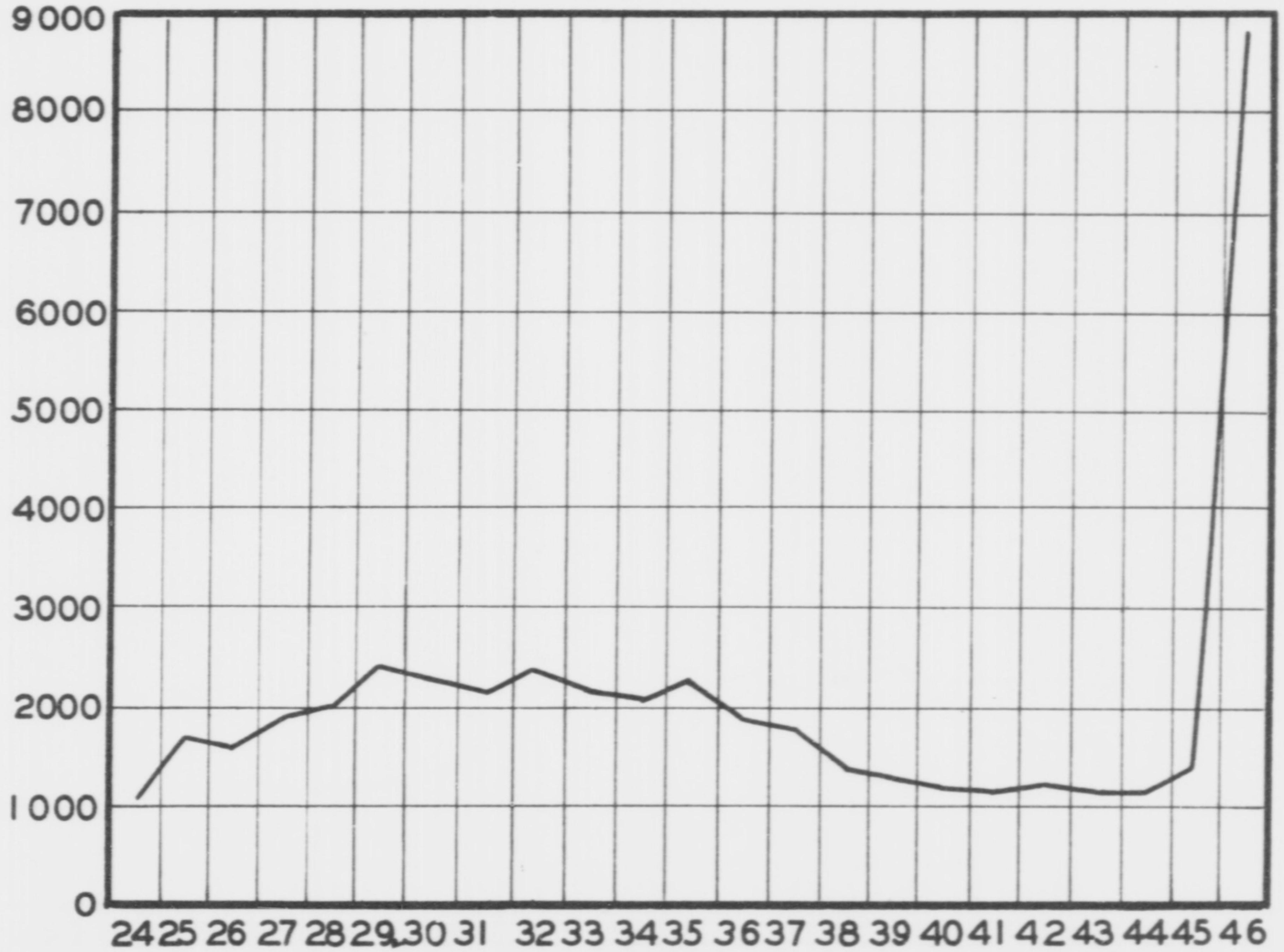
ROBBERY

Declassified E.O. 12065 Section 3-402/NNDG NO. 73004



"MURDER" INCLUDES ATTEMPTS, INFANTICIDE, AND MURDER CONNECTED WITH ROBBERY.

ROBBERY



GRAPH NO. 1

SOURCE: MINISTRY OF HOME AFFAIRS PREPARED BY: PUBLIC SAFETY DIVISION

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

PUBLIC SAFETY DIVISION PLAN FOR JAPANESE POLICE DECENTRALIZATION

REFERENCES:
1. Valentine Report on Metropolitan Police.
2. Public Safety Division Report on Metropolitan Police (Eaton).
3. Public Safety Division Report on National Police System (Engle-Kimberling-Fritz)
4. Olander Report on National and Rural Police.
5. Public Safety Division Report on Typical Prefecture Police Organization (Nealon)
6. Public Safety Division Report on Fire Section of Police Force (Angell).
7. Public Safety Division Report on Police Communication System (Harris).
8. Public Safety Division Report on Police Training School System (Reynolds).

1. In performing the mission of the Public Safety Division in recommending policy, organization, training and functioning of public safety agencies, the above references have been prepared following a careful analysis, study and observation of the operation and administration of the Japanese Police force and the police system. During the period of observation and study due consideration has been given to the national and local police needs with respect to the ultimate objectives of the occupation, economic and social conditions, and requirements of the Imperial Japanese Government as compared with police requirements within the scope of democratic concepts.

2. The plans set forth herein for the implementation of democratic ideologies in the Japanese police system recognize certain factors in the above references as basic principles required to bring about democratic procedure and technique in the operation and administration of public safety agencies. The following is a brief description of the above references and of the material compiled:

a. Valentine Report on Metropolitan Police: The Valentine report is a study of the ideas of Mr. Lewis J. Valentine and an associated group of New York police officials on what they believed to be an ideal police plan for Japanese cities of over 50,000 population. (Tab E)

b. Public Safety Division Report on Metropolitan Police (Eaton): This plan for model Japanese Metropolitan forces prepared by Mr. Henry Eaton, former Deputy Chief of the Police Force of Los Angeles, California, is an

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

adaptation of Mr. Valentine's ideas to Japanese capabilities, concepts and potentialities based on further research and study (Tab F).

c. Public Safety Division Report on National Police System (Engle - Kimberling - Fritz): This plan visualizes the Japanese Police Force being maintained initially in its present general structure and provides for the accomplishment of immediate and long-range objectives. The plan provides for progressive curtailment of present Japanese Police power and the gradual, logical and economical rearrangement of functions within the existing police structure. (Tab G).

d. Olander Report on National and Rural Police: The report of Mr. Olander and his group outlines a detailed plan for the establishment of a national rural force throughout Japan. Mr. Olander was for over 20 years the Commissioner of the Michigan State Police Force. (Tab H).

e. Public Safety Division Report on Typical Prefecture Police Organization (Nealon): This report is a follow-up on the study of Mr. Olander and group, being in effect an "on-the-ground" analysis including the lowest echelon of the existing police system in Saitama Prefecture. (Tab I).

f. Public Safety Division Report on Fire Section Bureau of Police (Angell): The report of Mr. George Angell, with years of experience in top level fire organization and fire prevention is a recommendation and plan for realigning the fire fighting forces of Japan, currently a sub-division of the National Police Force (Tab J).

g. Public Safety Division Report on Police Communication System (Harris): This report, dealing entirely with Japanese Police radio and wire communications, made by a Signal Corps officer of considerable ability, indicates the weaknesses of the existent communication facilities. It also emphasizes the fact that communications were developed by war necessity without due regard for the establishment of police radio in the high frequency bond. (Tab K).

h. Public Safety Division Report on Police Training School System (Reynolds): This report on Japanese Police educational system was prepared by Mr. Dan Reynolds, Field Director of Training of the International Chiefs of Police Association. The report outlines a practicable plan for revising the entire system of Japanese

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

police education, employing capable police educators to inculcate modern concepts of instruction and methods as developed in police training schools, universities and the United States Army's training program. (Tab L).

i. Forty-six (46) Prefecture Surveys (material in PSD files): The Public Safety Division survey team operating in 46 prefectures have compiled basic "on-the-ground" data which has been utilized in developing reference studies of the Japanese Police System and in formulating plans set forth herein.

3. The carefully considered opinion of the Public Safety Division on police reform has crystalized around certain basic factors, a complete evaluation of which has determined the general character of the overall recommendations. The principal determining factors are:

a. The necessity for a law enforcement and peace preserving organization as an adjunct to any form of stable government.

b. The measure of success in the conduct of the occupation depends upon continued stability and efficiency of the Imperial Japanese Government.

c. Immediate police decentralization would confront the Imperial Japanese Government with a situation wherein the effectiveness of the enforcement of laws and regulations on land would be impaired to an undesirable degree in that there is no Japanese Army, Navy or other force available with police powers. (Separate recommendations have been submitted relative to law enforcement on the territorial waters of Japan.)

d. The need for an agency capable of maintaining internal stability during the transition period from centralized government to local autonomy in a nation whose concept of centralized government is so deeply rooted in their culture.

e. The absence of any basic background upon which to forecast the capabilities of proposed local autonomous governmental organs and officials.

f. The situation which the decentralization of law enforcement organs would create for the development of ideologies inimical to the occupation and the nation.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

g. The stability of the existing economic and social situation and its chaotic potential in an unpredictable future.

h. The world-wide misconception of what the Japanese police actually represent (brought about by our own thoughtless indictments) and the consequent critical attitude of the world whatever reforms are introduced in Japan.

i. The continental practice of centralized law enforcement does not provide sheriff and constable systems such as is characteristic of the Anglo- American concept.

j. The decided upward trend in the crime curve attributed primarily to a more liberal interpretation of individual rights, the shortage of food, consumer goods, and the low point in industry employment.

k. The experience of the United States with decentralization of law enforcement in the Philippine Commonwealth which finally crystallized into a strong national military police force.

4. Considering the best interests of the occupation, of the Japanese Government and of the people, the reform required to bring about democratic procedure and technique in the operation and administration of public safety activities, should be implemented gradually over a period of time. The transition period from national to local government control, should of necessity, be one of tranquility and stability. The most crucial period in government for Japan will probably occur during the initial establishment of a democratic form of local self-government, and probably will be potentially critical for a considerable period of time thereafter. It is during this critical period that national stability is of paramount importance in order to promote the public welfare and to provide representative local self-government an atmosphere and an opportunity to become oriented, progress and develop, and become firmly established.

5. To provide this stabilizing influence, the only arm of authority available to the Japanese government for law enforcement and supporting the national will, is the Japanese civil police. Since it is not contemplated or desirable to use occupation troops, except in extreme

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

emergencies, for the enforcement of Japanese national or local laws, there is no other reasonable or logical alternative except to provide the Japanese government with a law enforcement agency on a national level capable of maintaining law and order until such time as the officials of local self-governing bodies have demonstrated proficiency.

6. With due consideration given to the prevailing and future economic and social conditions, the continual upward trend in the crime rate, and the unknown capabilities of future elected local government officials, it is not considered advisabel to initiate decentralized reorganization of the public safety forces until the local self-governing bodies have demonstrated a reasonable degree of proficiency and stability.

7. In view of the above and the considered judgment and recommendations of outstanding specialists in this field of activity, certain additional factors have been incorporated in the ultimate overall plan and recommendations pertaining thereto. These factors concern elimination of, addition to, adjustment and changes in Japanese police operations, structural organization and administration that are required essentials in the modification of, and in keeping with, democratic ideology. Specific reference is herein made to the limitation of the responsibilities of the police which should be confined to (1) prevention of crime, (2) suppression of criminal activities, (3) detection and apprehension of criminals or violators of the criminal laws, (4) protection of life and property, (5) preservation of peace and order, (6) control of traffic and traffic safety and (7) serving of warrants, subpoenas and other court instruments as directed by competent authority. Such limitations would remove from police control the functions of extraneous police activity currently being performed. Typical of the proposed program would be the removal from the police department of the Sanitation Section, Census Bureau, Economic controls and many others, presently thoroughly enmeshed in the police structure. The removal of the fire department and all fire defense activities from the police department as recommended in Tab J.

8. As a result of the foregoing a comprehensive overall plan is recommended. The plan has as its primary objectives the maintenance of internal stability in Japan conducive to a tranquil occupation, and the development of strong and democratically healthy autonomous municipal governing bodies. The plan recommended is divided into two phases which will be completed over an indeterminate period of time which will:

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

a. Decentralize the present national police system and

b. Provide for the metropolitan and rural needs in law enforcement and police protection.

9. During Phase One, structure of the police organization will in general maintain the status-quo and is designed to:

a. Prepare the existent bodies for future decentralization.

b. Reorganize, modernize and vitalize the police educational system.

c. Retrain and continue the education of all police officials.

d. Continue reorganization and training of the executive, administrative and operational divisions of the police force along modern democratic lines.

e. Improve personnel selection for entry into the police force, promotion, retirement and welfare.

f. Remove from the present police system, as other agencies are made available to absorb them, unrelated functions of government and adjust polices power and functions analogous to those of Anglo-American concept.

g. Establish under governing laws and regulations police practices in the detection and prevention of crime, protection of life and property and the preservation of law and order, comparable to those of other democratic nations.

h. Create six or more regional or district organizations to facilitate the administration, operation and control of the present and of the proposed future forces.

10. The program embodied in Phase One proposes the use of a perpendicular organizational structure which, while maintaining the status-quo of the present organization, makes certain modifications and adjustments necessary to fulfill the aims of the occupation in preparation for an uneventful transition to Phase Two, decentralization. The technicalities of the interim reorganization, the number of bureaus and districts, the physical equipment and similar matters are of concern only to those persons implementing the changes and are not enumerated herein. However, the structural organization to be used during Phase One is as follows:

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

a. A National police system headed by a Director General, with six or more regional districts, 46 prefectural divisions and approximately 1100 district stations. (Incl 1)

b. The Director General, located at National Headquarters (Incl 2) will be the head of the National Police System. He will be responsible for the administration, operation, control and performance of the department and shall have authority commensurate with his responsibilities.

c. A Regional Director will be in charge of each regional district and responsible to the Director General for proper law enforcement and for the performance and activities of all police units within the regional jurisdiction. He will coordinate the prefectural police divisions relative to current police problems and promote cooperation and uniformity of activity and procedure. Close liaison will be maintained with the Prefectural Governors and other prefectural officials, cooperating with them insofar as is practicable, possible and consistent with national policies, laws, rules and regulations in carrying out local policies concerning police problems.

d. A Prefectural Superintendent will be in charge of each Prefectural Division (Incl 3) and responsible to the Regional Director for all law enforcement and the proper management and performance of all police units coming under the jurisdiction of the Prefectural Division.

e. Police Districts (Incl 4) as they now exist will be headed by a Police Captain responsible to the Prefectural Superintendent for general law enforcement in the respective areas, and for the proper control and performance of all police duties and personnel under his jurisdiction.

11. Phase Two would be initiated when development in local government indicates that the following factors have been satisfied to the extent that Phase Two should be placed into operation:

a. That local municipal governments have become well established and have demonstrated proficiency and ability to operate on a reasonably sound basis.

b. That local municipal officials have demonstrated capacity in the management of local government.

c. The experience tables on local revenue, developed over a period of time sufficient to indicate that adequate public safety forces can be maintained.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

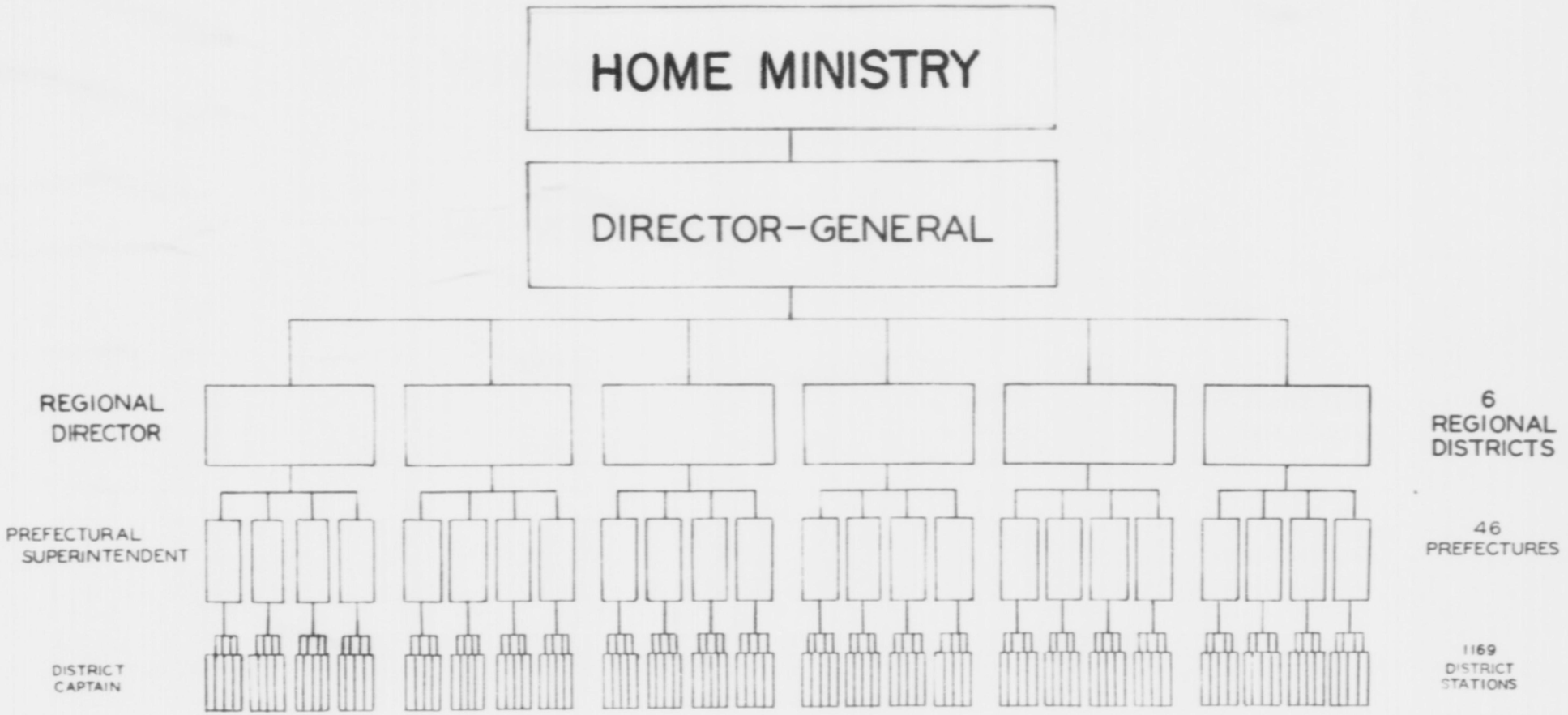
12. Phase Two, while continuing the general pattern of Phase One, provides for the gradual decentralization of the present national system and eventual reorganization of this force into over 100 police departments controlled and operated by the local municipalities with populations (of over 50,000) capable of supporting these public safety forces.

13. This Phase also provides for the establishment of a national rural force, or Department of Public Safety, in the Japanese government to serve all areas of the country falling outside of the boundaries of municipalities with populations of over 50,000. The department will initially consist of approximately 30,000 uniformed police, organized into a headquarters and six or more major regional sub-divisions for reasons of efficient administration, operation and control. (Incl 5, 6, 7) The Director of the Department of Public Safety is to be separate and independent of any ministry control. The Director is to be appointed by the Prime Minister, confirmed by the Diet and removable from office after confirmation only by resignation, death, or upon trial and conviction by the Supreme Court. The structural framework of the existing police system as indicated in paragraph 10 above is designed to facilitate absorption by the Department of Public Safety with the accomplishment of decentralization coincident with the establishment of the last remaining local municipal police organization.

14. To provide the necessary police personnel to accomplish the above, maintain law and order, preserve and enforce national authority and protect national and local interests will require approximately 125,000 police as the overall strength of the Japanese police force. (Incl 8) This includes personnel for the 30,000 uniformed police of the Department of Public Safety whose recruitment and training should start immediately in order to prepare for the national and rural needs when decentralization of the present national system becomes effective.

Incls.
1 - Chart, Japanese National Police Department
2 - Chart, National Headquarters Organization
3 - Chart, Prefectural Headquarters Organization
4 - Chart, Police District Organization
5 - Chart, National Rural Police
6 - Chart, District Headquarters Organization, National Rural Police
7 - Chart, Troop Headquarters Organization, National Rural Police
8 - Map, Proposed Distribution of Japanese Police

JAPANESE NATIONAL POLICE DEPARTMENT

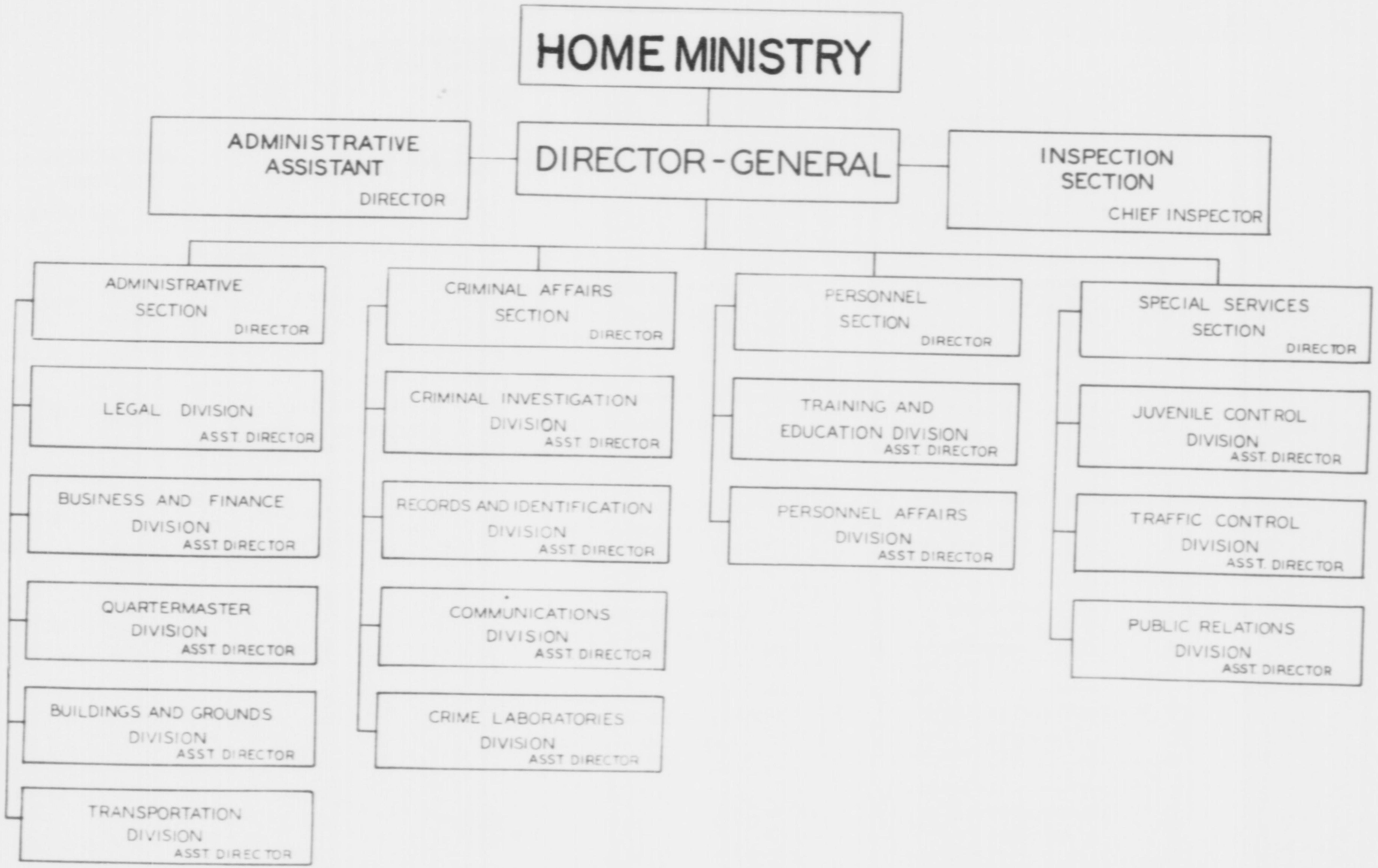


JANUARY 1947

PREPARED BY: PUBLIC SAFETY DIVISION

Declassified E.O. 12065 Section 3-402/NNDC NO. 73909

NATIONAL HEADQUARTERS

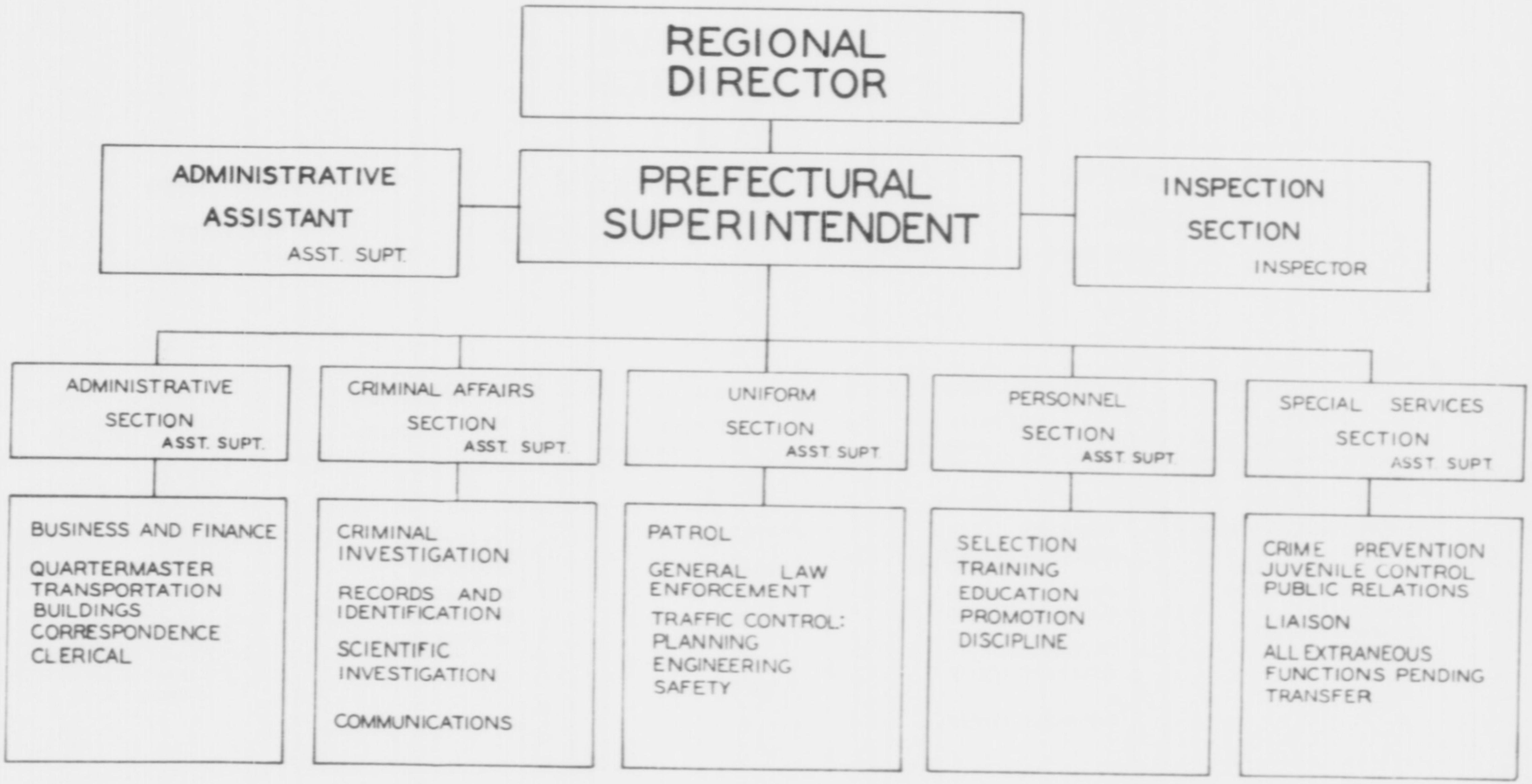


JANUARY 1947

PREPARED BY PUBLIC SAFETY DIVISION

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

PREFECTURAL HEADQUARTERS

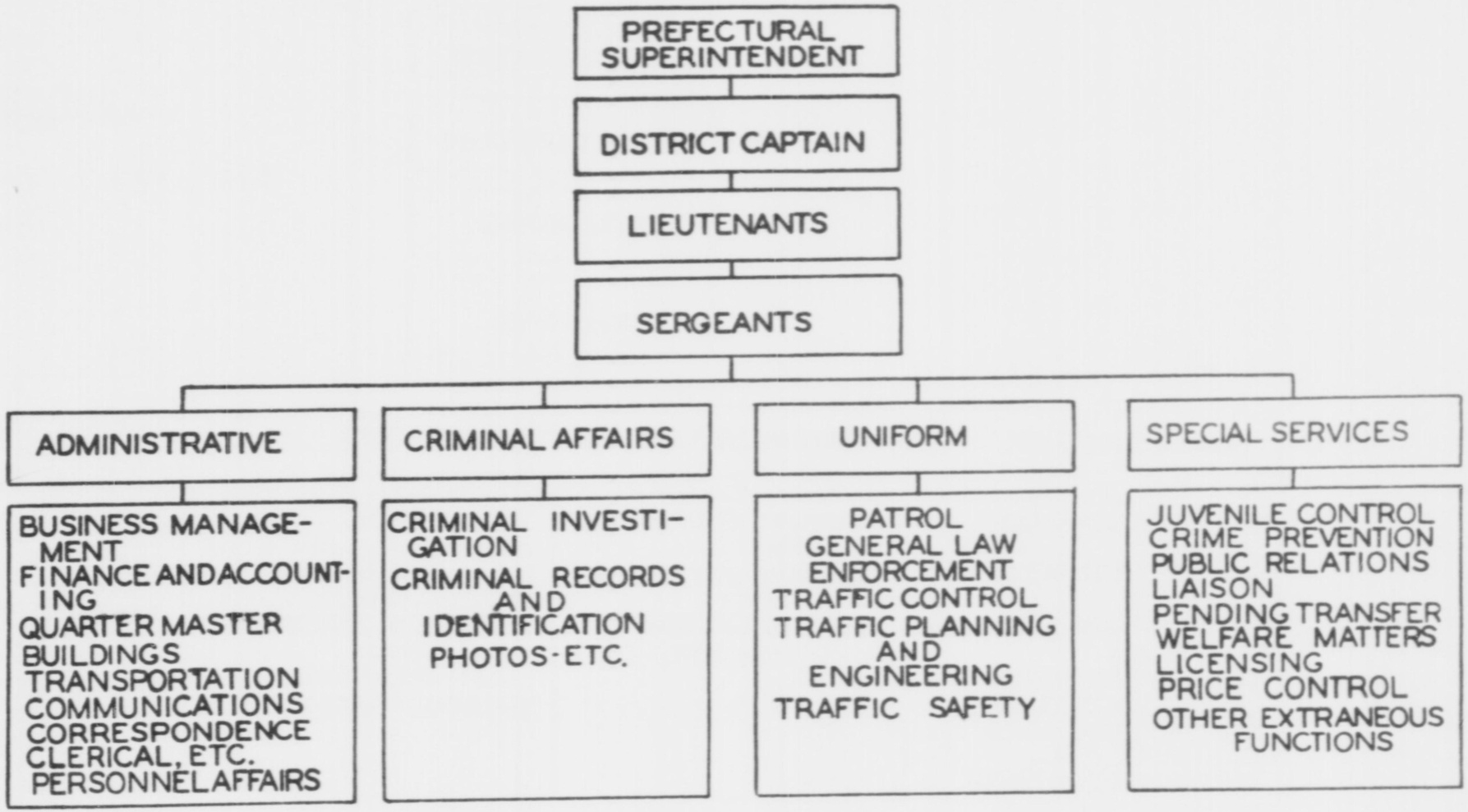


JANUARY 1947

PREPARED BY PUBLIC SAFETY DIVISION

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

POLICE DISTRICT

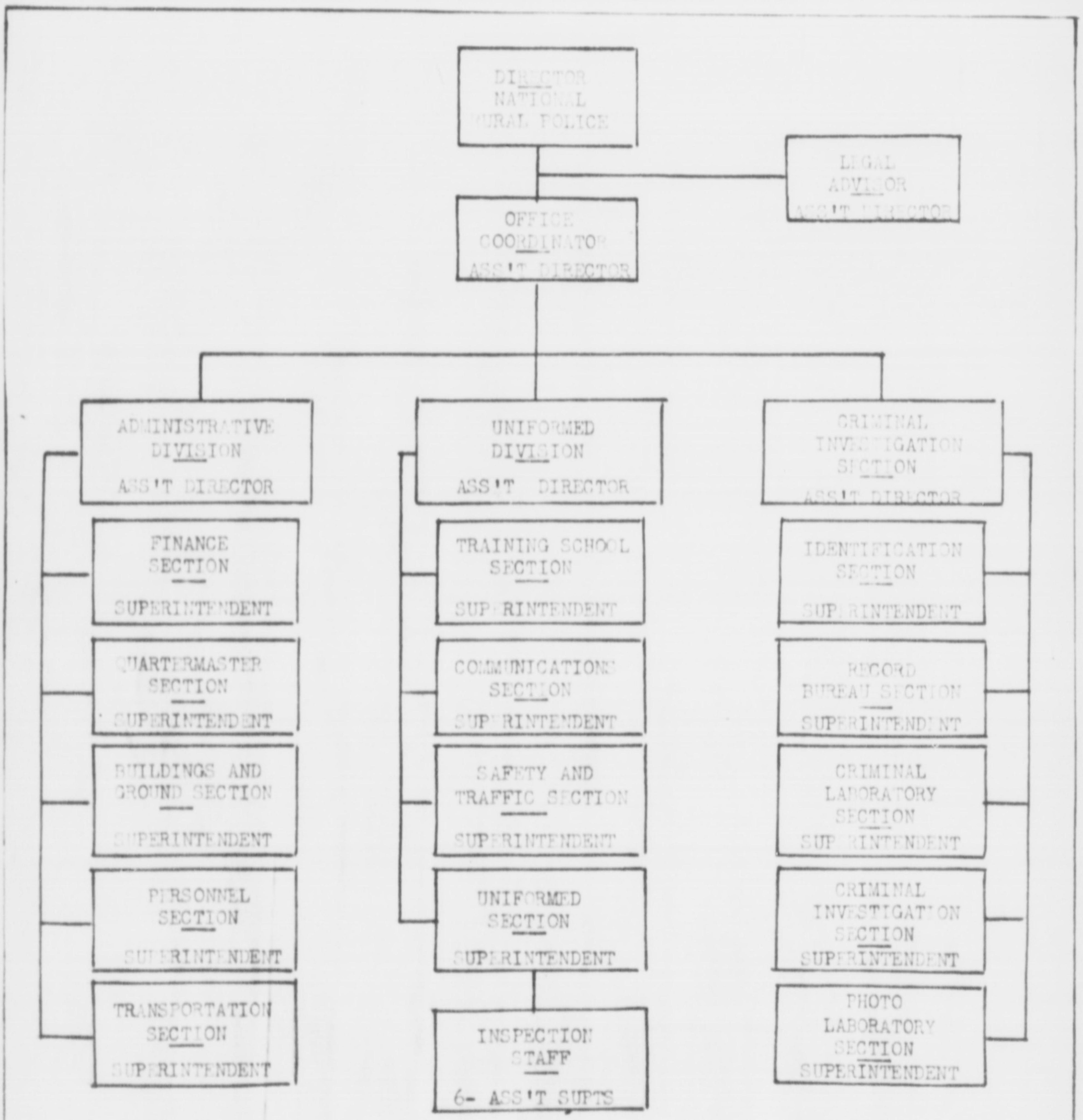


NOTE:
THE RANK OF STATION COMMANDERS, RANK AND NUMBER OF SUBORDINATE OFFICERS WILL VARY ACCORDING TO LOCATION, AREA INVOLVED, AND POLICE PROBLEMS OF THE INDIVIDUAL DISTRICT STATION.

JANUARY 1947
PREPARED BY: PUBLIC SAFETY DIVISION

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009



NATIONAL RURAL POLICE

NOTE:

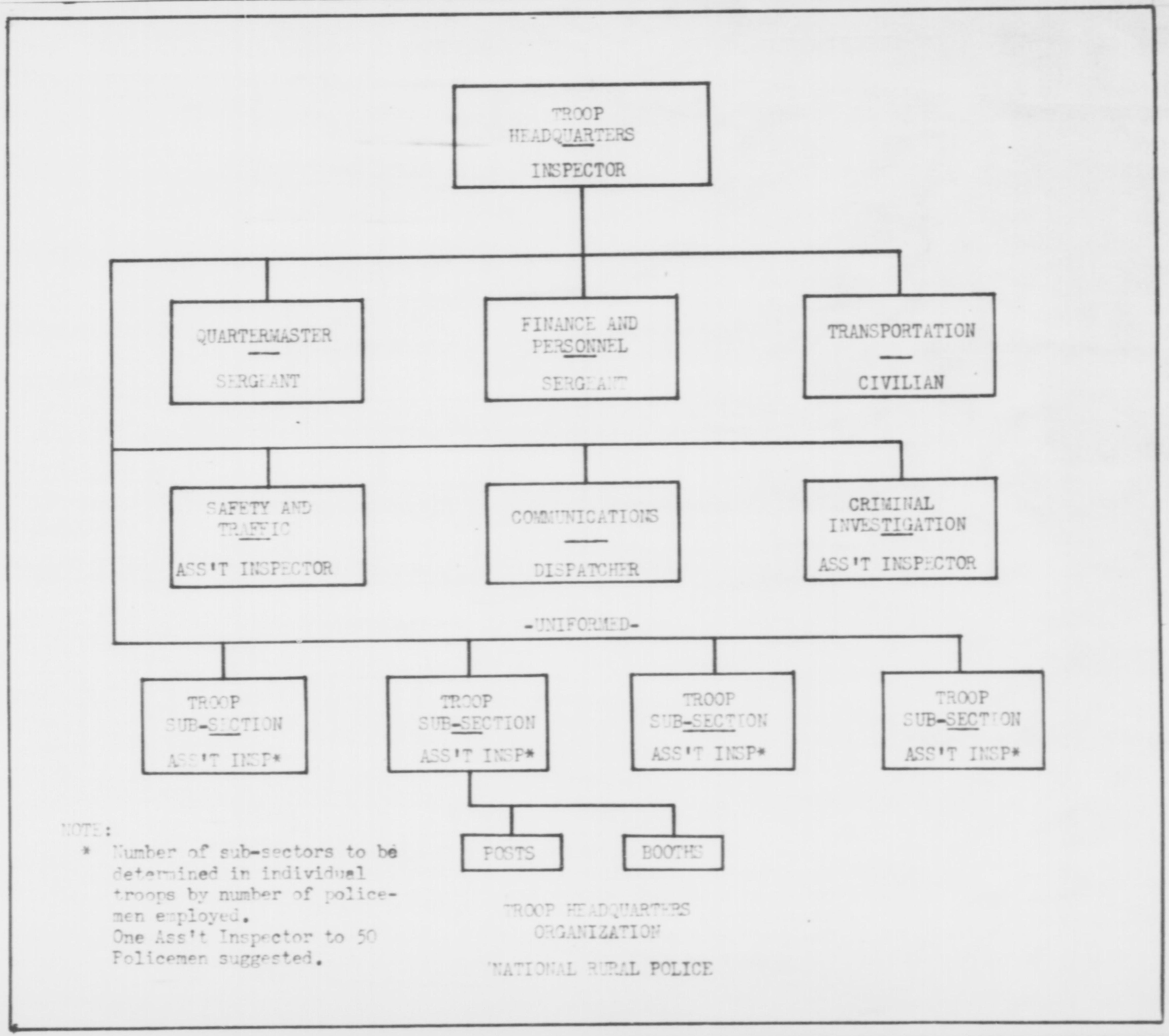
* Sections will maintain files of information pertinent to district.

DISTRICT HEADQUARTERS
ORGANIZATION

NATIONAL RURAL POLICE

Declassified E.O. 12065 Section 3-402/NNDG NO. 79709

Declassified E.O. 12065 Section 3-402/NNDC NO. 73009



NOTE:
* Number of sub-sectors to be determined in individual troops by number of policemen employed.
One Ass't Inspector to 50 Policemen suggested.

TROOP HEADQUARTERS
ORGANIZATION

'NATIONAL RURAL POLICE

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

PROPOSED DIS
OF JAPANESE

DISTRICT I
1,860 RURAL POLICE
4,750 TOTAL

PROPOSED PERSONNEL STRENGTH

TOTAL ——— 125,000 INCLUDING

RURAL POLICE — 30,000

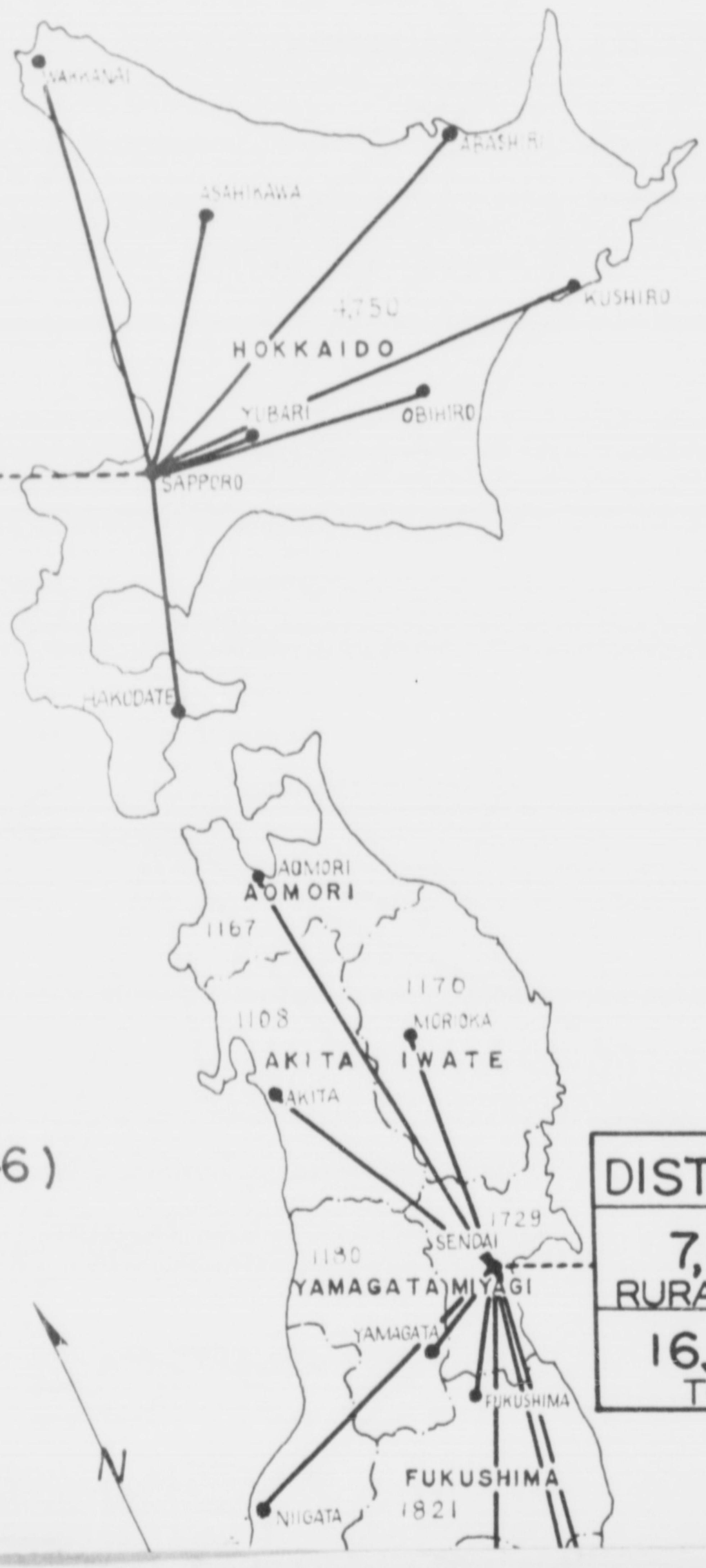
CURRENT PERSONNEL STRENGTH (15 OCT 46

AUTHORIZED —— 93,935

ACTUAL ——— 89,022

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

POSED DISTRIBUTION
JAPANESE POLICE



DISTRICT I
1,860 RURAL POLICE
4,750 TOTAL

DISTRICT II
7,890 RURAL POLICE
16,373 TOTAL

RSONNEL STRENGTH

—— 125,000 INCLUDING

CE— 30,000

EL STRENGTH (15 OCT 46)

—— 93,935

—— 89,022

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

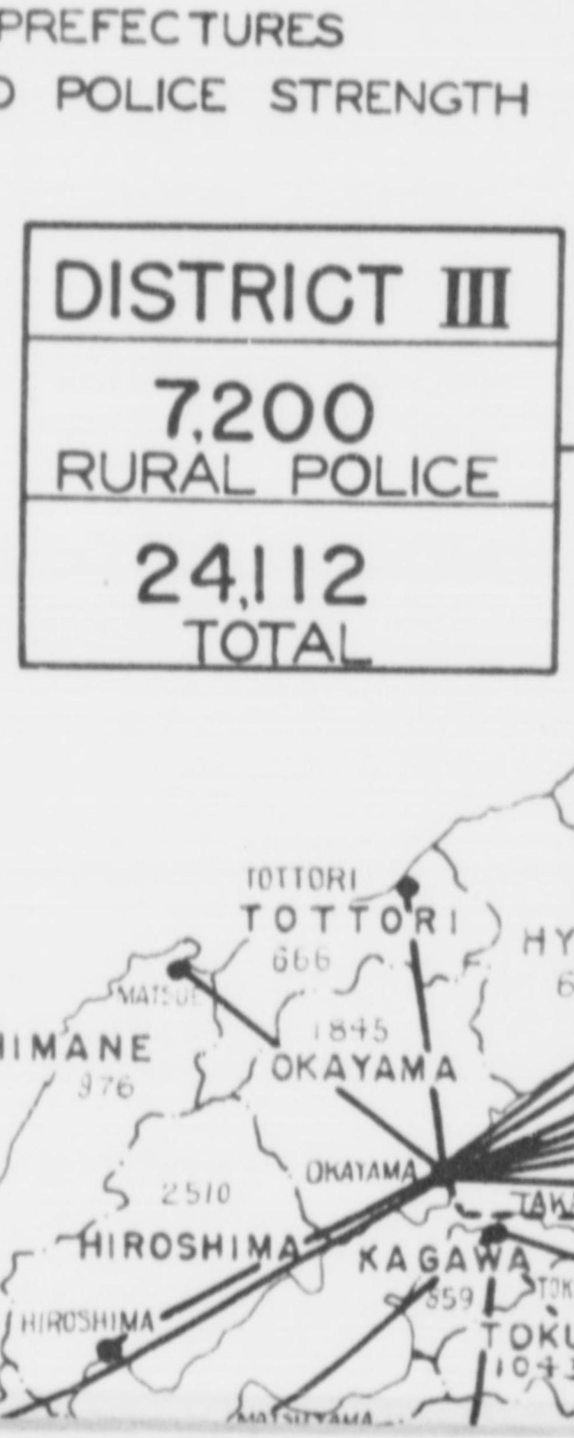
RURAL POLICE — 30,000

CURRENT PERSONNEL STRENGTH (15 OCT 46)

AUTHORIZED —— 93,935

ACTUAL ——— 89,022

NUMBERS INSIDE PREFECTURES
INDICATE TOTAL PROPOSED POLICE STRENGTH



Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

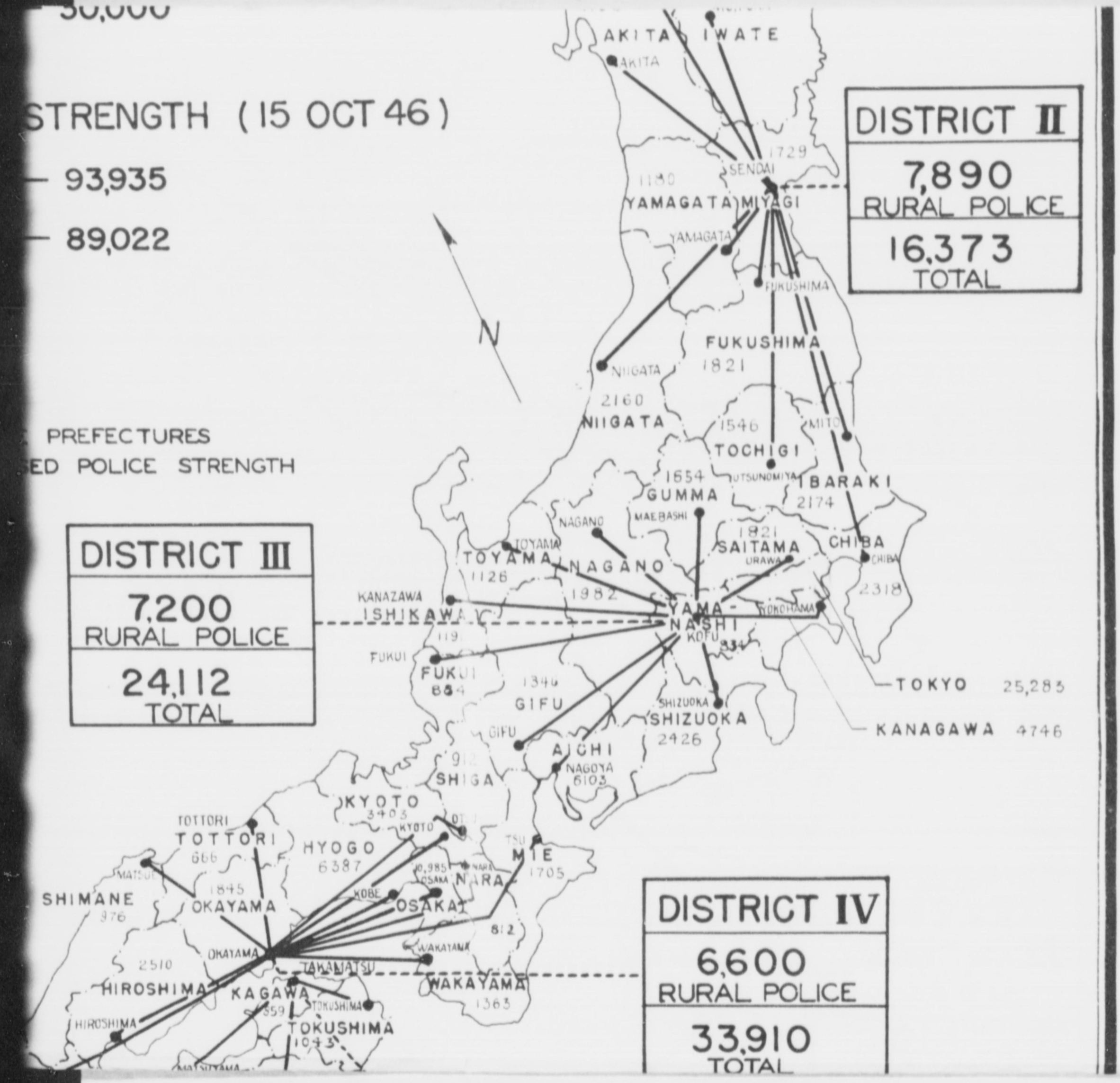
30,000

STRENGTH (15 OCT 46)

— 93,935

— 89,022

PREFECTURES
SED POLICE STRENGTH



DISTRICT II
7,890 RURAL POLICE
16,373 TOTAL

TOKYO 25,285

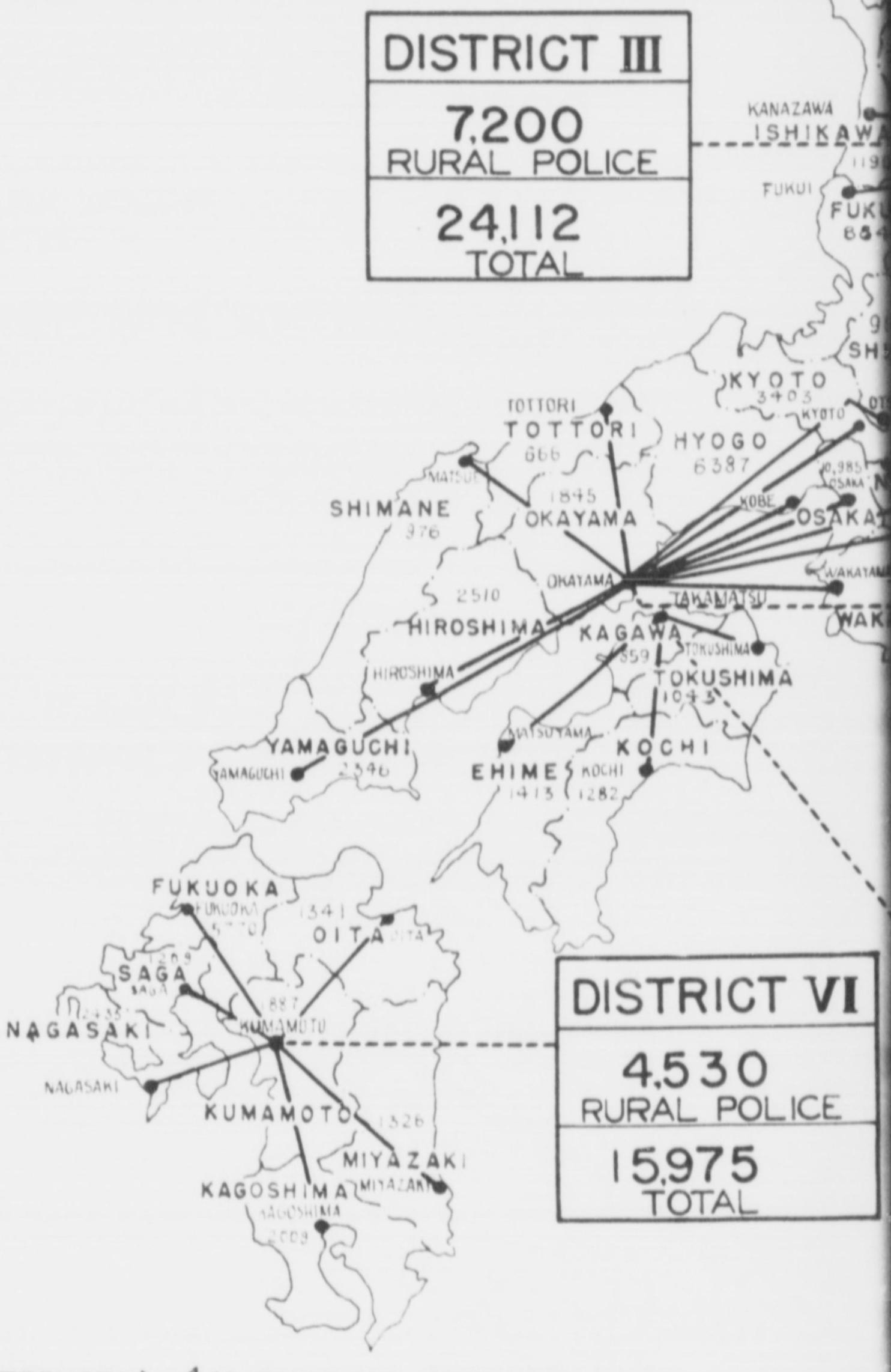
KANAGAWA 4746

DISTRICT III
7,200 RURAL POLICE
24,112 TOTAL

DISTRICT IV
6,600 RURAL POLICE
33,910 TOTAL

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

NUMBERS INSIDE PREFECTURES
INDICATE TOTAL PROPOSED POLICE STRENGTH



$$(\text{PROPOSED STRENGTH})_N = \frac{4}{3}(\text{AUTHORIZED STRENGTH})_N + \delta$$

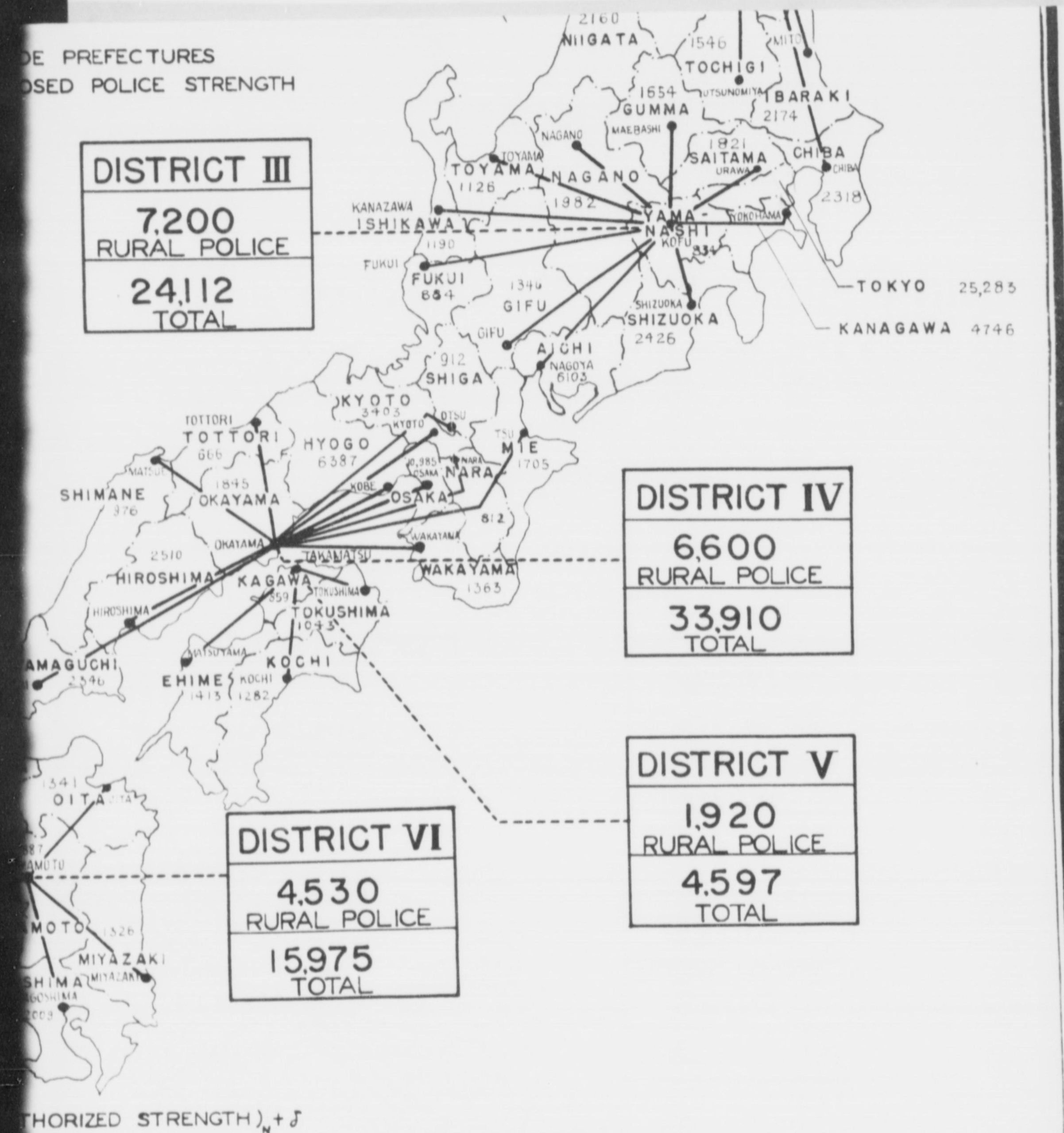
$$(\text{PROPOSED RURAL POLICE STRENGTH})_N = \frac{[(\text{TOTAL POPULATION})_N - (\text{URE}}{\sum_{N=1}^{N=46} (\text{RURAL POPULA}}$$

N = PREFECTURE
δ, ε CORRECTION FACTORS

GHQ SCAP

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

DE PREFECTURES
OSED POLICE STRENGTH



DISTRICT III
7,200 RURAL POLICE
24,112 TOTAL

DISTRICT IV
6,600 RURAL POLICE
33,910 TOTAL

DISTRICT V
1,920 RURAL POLICE
4,597 TOTAL

DISTRICT VI
4,530 RURAL POLICE
15,975 TOTAL

THORIZED STRENGTH)$_N$ + δ

$$\text{RENGTH})_N = \frac{[(\text{TOTAL POPULATION})_N - (\text{URBAN POPULATION})_N]}{\sum_{N=1}^{N=46} (\text{RURAL POPULATION})_N} \cdot \text{TOTAL PROPOSED RURAL POLICE STRENGTH} + \epsilon$$

GHQ · SCAP

NUMBER

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

APO 500
March 1947

AG 091.1 (March 47) CIS

SCAPIN-

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT

THROUGH : Central Liaison Office, Tokyo

SUBJECT : Reorganization and Increase in Strength of Japanese Police Force.

1. Reference is made to CLO Memorandum No. 1277 (PHW), 28 February 1947, subject: Reorganization and Increase in Strength of Japanese Police Force.

2. General Headquarters, Supreme Commander for the Allied Powers approves the general plan for reorganization and increase in strength of the Japanese Police Force, indicated in annex attached hereto, and in general, outlined in CLO No. 1277, reference memorandum.

3. The responsible agencies of the Imperial Japanese Government are authorized to communicate directly with Public Safety Division, CIS, G-2, General Headquarters, Supreme Commander for the Allied Powers, on all matters pertaining to the explanation, interpretation or implementation of this directive.

FOR THE SUPREME COMMANDER:

Incl.
Annex: Information on General Plan

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

APO 500
March 47

AG (March 47) CIS

ANNEX

SUBJECT: Information on General Plan Pertaining to Memorandum (SCAPIN) file AG , CIS, GHQ, SCAP 20 March 1947, Subject: Reorganization and Increase in Strength of Japanese Police Force.

1. With reference to Memorandum Number (SCAPIN) CIS, GHQ, SCAP, to the Imperial Japanese Government, the following is published for the information of all concerned.

2. In the interest of the occupation, of the Imperial Japanese Government and of the people, police reforms required to bring about democratic procedure and technique in the operation and administration of public safety activities are to be implemented gradually over a period of time. Furthermore, it is not desired to initiate decentralized reorganization of the public safety forces until local self-governing bodies have demonstrated a reasonable degree of proficiency and stability.

3. Pertinent factors incorporated in this plan pertain to the elimination of, addition to, adjustment and changes in Japanese police operations, structural organization and administration that are required essentials in the modification of, and in keeping with, democratic ideology. Specific reference is made to the limitation of the responsibilities of the police which will be confined to (1) prevention of crime, (2) suppression of criminal activities, (3) detection and apprehension of criminals or violators of the criminal laws, (4) protection of life and property, (5) preservation of law and order, (6) control of traffic and traffic safety and (7) serving of warrants, subpoenas and other court instruments as directed by competent authority. Such limitations will remove from police control the functions of extraneous police activity currently being performed. Typical of this program will be the removal from the police department of the Sanitation Section, Census Bureau, economic controls, the fire department and all fire defense activities and similar functions.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

4. The reorganization plan is divided into two phases which will be completed over an indeterminate period of time and which will:

a. Decentralize the present national police system, and
b. Provide for the metropolitan and rural needs in law enforcement and police protection.

PHASE ONE

5. Phase one will in general maintain the structure of the police organization in a status-quo, and is designed to:

a. Prepare the existent bodies for future decentralization.
b. Reorganize, modernize and vitalize the police educational system.
c. Retrain and continue the education of all police officials.
d. Continue reorganization and training of the executive, administrative and operational divisions of the police force along modern democratic lines.
e. Improve personnel selection for entry into the police force, promotion, retirement and welfare.
f. Remove from the present police system, as other agencies are made available to absorb them, unrelated functions of government and adjust police powers and functions.
g. Establish under governing laws and regulations police practices in the detection and prevention of crime, protection of life and property and the preservation of law and order, comparable to those of other democratic nations.
h. Create six or more regional or district organizations to facilitate the administration, operation and control of the present and future forces.

6. Phase one utilizes a perpendicular organizational structure which, while maintaining the status-quo of the present organization, makes certain modifications and adjustments necessary to fulfill the aims of the occupation in preparation for an uneventful transition to phase two, decentralization. This organizational structure is as follows:

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

a. A National Police System headed by a Director General, with six or more regional districts, 46 prefectural divisions and approximately 1100 district stations.

b. The Director General, located at National Headquarters, will be the head of the National Police System. He will be responsible for the administration, operation, control and performance of the department and shall have authority commensurate with his responsibilities.

c. A Regional Director will be in charge of each regional district and responsible to the Director General for proper law enforcement and for the performance and activities of all police units within the regional jurisdiction. He will coordinate the Prefectural police divisions relative to current police problems and promote cooperation and uniformity of activity and procedure. Close liaison will be maintained with the Prefectural Governors and other Prefectural officials, cooperating with them insofar as is practicable and consistent with national policies, laws, rules and regulations in carrying out local policies concerning police problems.

d. A Prefectural Superintendent will be in charge of each Prefectural Division and responsible to the Regional Director for all law enforcement and the proper management and performance of all police units coming under the jurisdiction of the Prefectural Division.

e. Police Districts as they now exist will be headed by a Police Captain responsible to the Prefectural Superintendent for general law enforcement in the respective areas and for the proper control and performance of all police duties and personnel under his jurisdiction.

PHASE TWO

7. Phase two will be initiated when development in local government indicates that the following factors have been satisfied to the extent that phase two should be placed into operation:

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

a. That local municipal governments have become well established and have demonstrated proficiency and ability to operate on a reasonably sound basis.

b. That local municipal officials have demonstrated capacity in the management of local government.

c. That experience tables on local revenue developed over a period of time sufficient to indicate that adequate public safety forces can be maintained.

8. Phase two continues the general pattern of phase one and provides for the gradual decentralization of the present national system and eventual reorganization of this force into over one hundred police departments controlled and operated by local municipalities with populations (of over 50,000) capable of supporting these public safety forces.

9. The establishment of a national rural force, or Department of Public Safety, in the Imperial Japanese Government to serve all areas of the country falling outside of the boundries of municipalities with populations of over 50,000 will be accomplished in this phase. The Department will initially consist of approximately 30,000 uniformed police, organized into a headquarters and six or more regional subdivisions for reasons of efficient administration, operation and control. The Director of the Department of Public Safety will be separate and independent of any ministry control. The Director will be appointed by the Prime Minister, confirmed by the Diet and removable from office after confirmation only by resignation, death, or upon trial and conviction by the Supreme Court. The structural framework of the existing police system as indicated above is designed to facilitate absorption by the Department of Public Safety with the accomplishment of decentralization coincident with the establishment of the last remaining local municipal police organization.

10. The necessary all inclusive police personnel to accomplish the above, maintain law and order, preserve and enforce national authority and protect national and local interests is approximately 125,000. This includes personnel for the 30,000 uniformed police of the Department of Public Safety whose recruiting and training is to start immediately in order to prepare for the national and rural needs when decentralization of the present national system becomes effective.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

GENERAL HEADQUARTERS
FAR EAST COMMAND
Military Intelligence Section, G-2

APO 500
March 1947

MEMORANDUM FOR THE CHIEF OF STAFF:

I. THE PROBLEM:

To assist the Imperial Japanese Government in the inculcation of democratic ideologies in the police system by authorizing a program which ultimately provides for the decentralization of this force while fulfilling requirements of metropolitan and rural needs for law enforcement and police protection, and to reply to a request from the Imperial Japanese Government proposing a reorganization of the police force.

II. FACTS BEARING ON THE PROBLEM:

A. General Order No. 13, SCAP, dated 2 October 1945, subject: "Civil Intelligence Section", directs that the Civil Intelligence Section make recommendations relative to measures which will provide a civil police system in Japan adequate for the accomplishment of the objectives of the occupation forces. (Tab A)

B. Central Liaison Office letter No. 1277, dated 28 February 1947, requests approval of the plan of the Imperial Japanese Government for the reorganization of the police force. (Tab B)

C. Studies and recommendations relative to the Japanese police system have been submitted by Messrs. Olander and Valentine and other police specialists. (Summations, Tabs K through L)

D. Crime statistics (Tab C) covering the past twenty year period evidence a downward trend in crime incidence in an inverse ratio to the assumption of autocratic authority by the police coincident with the advent of Japanese military aggression. Relaxation of the limitations on human rights and the curtailment of police jurisdiction with the cessation of hostilities is reflected in the continuing steep increase of crime incidence.

III. DISCUSSION:

A. The Public Safety Division Plan (Tab D), based on the considered opinion of recognized specialists, and the essence of the request of the Imperial Japanese Government (Tab B) for the reorganization of the police system propose that the existing organization be held initially in status-quo, and prepared for future gradual decentralization by retraining of present personnel, by removal of extraneous functions and by structural modification to facilitate the ultimate transformation to meet metropolitan and rural police requirements. The plan further proposes, upon demonstration by local municipal governments of proficiency of operation and financial stability sufficient to support independent public safety agencies, the decentralization of police authority to cities of

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

over 50,000 and the establishment of a rural police force or Department of Public Safety.

B. Careful consideration has been given to the national and local police needs with respect to the ultimate objectives of the occupation, economic and social conditions, the upward trend in crime incidence, the effect of immediate decentralization upon the stability of government, the replacement of personnel during the retraining period, the recruitment required for the effectual establishment of local municipal forces and the rural police force, and the maintenance of internal security during the transition from centralized government to local autonomy.

C. The authorized police strength should be established at 125,000 to facilitate a reorganization of the police force as requested by the Imperial Japanese Government and to permit the implementation to the fullest extent of the proposed plan (Tab D) in keeping with democratic ideologies.

IV. RECOMMENDATIONS:

A. It is recommended that the proposed two phase plan (Tab D), to decentralize the Japanese police system and to establish a Department of Public Safety within the Imperial Japanese Government, be approved.

B. It is recommended that, to assist in the implementation of the above plan, the request of the Imperial Japanese Government for an authorized police strength of 125,000, be approved.

C. It is recommended that the Imperial Japanese Government be authorized, by proposed memorandum (Tab M), to implement the reorganization and decentralization of the Japanese police force.

C. A. WILLOUGHBY
Brigadier General, G.S.C.
Ass't Chief of Staff, G-2

Concurrences:

G-1	Concurs	(_____)
G-3	Concurs	(_____)
G-4	Concurs	(_____)
PM	Concurs	(_____)
GS	Concurs	(_____)
DS	Concurs	(_____)
ESS	Concurs	(_____)
PH/W	Concurs	(_____)
C. Comm.	Concurs	(_____)

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

Tab A - G.O. 13, SCAP, 2 Oct 45
Tab B - CLO Letter No. 1277, 28 Feb 47
Tab C - Crime Statistics Charts
Tab D - PSD Plan for Japanese Police Decentralization
Tab E - Valentine Report (Summation)
Tab F - PSD Report on Metropolitan Police (Summation)
Tab G - PSD Report on National Police System (Summation)
Tab H - Olander Report (Summation)
Tab I - PSD Report on Typical Prefecture Police Organization (Summation)
Tab J - PSD Report on Fire Section Bureau of Police (Summation)
Tab K - PSD Report on Police Communication System (Summation)
Tab L - PSD Report on Police Training School (Summation)
Tab M - Proposed Memorandum to Japanese Govt.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

SUMMARY OF METROPOLITAN POLICE REPORT

		Paragraph
I.	Introductory Statement	1
II.	General:	
	A. Why the reorganization of the present Metropolitan Police System is necessary.	2
	B. Basic Principles accepted as standards.	3
	C. Status of present Metropolitan Police law enforcement program and system.	4
III.	Proposed reorganization of Metropolitan Police Systems:	
	A. Functional Reorganization of the Metropolitan Police Department.	5
	B. Schematic Numbering of Subdivisions.	6
	C. Method of Transfer of Functions and Equipment.	7
IV.	Recommendations	8

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

SUMMARY OF METROPOLITAN POLICE REPORT

1. Introductory Statement

On 18 February 1946, the Public Safety Division, Civil Intelligence Section, G-2, Supreme Commander for the Allied Powers, directed H. W. Eaton, Chief Police Administrator, to make a survey and study of the present Japanese Metropolitan Police System and facilities; and as a result thereof, to submit plans for the reorganization of the system in conformity with police methods as practiced in nations recognized for modern police techniques. Based on this premise a reorganization plan for Metropolitan Police systems of Japan is herein presented.

2. Why the reorganization of the present Metropolitan Police is necessary

Japan, a nation in the process of forming a democratic government and discarding the feudalistic rule that has been in force for centuries, and in so doing carrying on as a nation without army or navy, must rely on its civil police as the country's only stabilising law enforcement agency. The police of Japan have, in the past, operated under feudalistic concepts, and have enforced the laws of the nation with the support of courts that dealt with the liberty of the Japanese in a merciless and thoroughly undemocratic way. Because of the former lack of restriction in the exercise of police power, it was not found necessary to advance police science in order to keep abreast of advancement in criminal techniques.

The complicated administrative structure and principles of the present policy system, with the overload of administrative officials, have no place in modern and efficient police service. The need for reorganization to secure the utmost in efficiency is intensified by the present almost total lack of police transportation facilities and the bad repair of communication facilities. Japan must have modern police procedure and modern policy systems if it is to become a truly democratic nation and if it is to regain its economy with resulting favorable changes in public attitude toward the police, and the accompanying increase in police salaries and employee benefits. This, in turn, will have the effect of attracting young men and women more highly educated and of higher intelligence. This can only be accomplished by a complete reorganization.

3. Basic Principles Accepted as Standards

The basic principles accepted as standards in modern democratic law enforcement activities are:

a. The complete abolition of administration and supervision by those who gained their positions through favoritism or participation in illegal activities, and the maintenance of a properly operated civil service system for the selection of administrators and supervisors on the basis of performance, knowledge of the work, and leadership ability.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

b. The development and maintenance of the very latest type of communications.

c. The reimbursement of police officers in ratio to the unusual hours of employment, the hazards of the vocation, the training and professional knowledge required, without the temptations existing to supplement inadequate salaries with easily obtained bribe monies and payments for showing favoritism in the performance of duties.

d. The maintenance of an active juvenile delinquency prevention program in conformity with the proven fact that only during childhood can the development of criminals be forestalled.

e. The installation of modern instruments and equipment in a scientific crime laboratory, and the employment of highly trained technicians therein.

f. Development of crime prevention measures and the execution of such measures with as much emphasis as those of crime detection and apprehension duties.

4. Status of present Metropolitan Police Law Enforcement program and system

The present Metropolitan Police law enforcement program and system is antiquated. A complicated functional organization exists at the national, prefectural, and district levels. The Police Affairs Bureau of the Ministry of Home Affairs consists of five divisions, eighteen sections, and fifty-four sub-sections. This same structure is duplicated at the prefectural level in the nation's 46 prefectures, and as far as personnel strength will permit, is duplicated again at the district level in the 1164 police districts of the Nation. There is a definite overload of administrative officials, many of whom have had only weeks or months of police experience as a background for the highly important assignment of administering the law enforcement activities of Japan. The now replaced Imperial Government Constitution permitted conviction on the unsupported confession of the defendent, and required that the defendant testify against himself. This condition resulted in emphasis being placed on apprehension of those charged with crime, and allowed the police to almost totally neglect that phase of law enforcement activities so essential in a police system operating under a democratic government, the scientific investigation of crimes and proper preparation of physical evidence to support the confession of the defendant or the testimony of witnesses. In addition, the present police system of the nation is the result of several centuries of enforced cooperation by all of the citizens of the nation through neighborhood associations, and has leaned heavily on such cooperation in gaining its efficiency of pre-war and wartime years. This enforced assistance to the police of course disappeared with the end of the war and the revision of the Japanese government to conform to democratic standards. Under the new constitution the third degree, lengthy detention for the purpose of obtaining confessions,

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

the value of the confession standing alone, and enforced police assistance by neighborhood associations are abolished. Contributions by private business, organizations, and individuals in support of the police system, are under investigation and will be lessened or will disappear entirely. At present it is impossible to interest potential recruits of the proper education and intellectual caliber in police work. Recruits are selected and promotions are made by semi-civil service types of examination, very loosely conducted by administrative police officials, and vacancies presently exceed the applications. At present the Japanese police employ Police Boys to supplement the clerks in police stations and administrative headquarters. These boys are paid salaries approximating the salaries paid recruit patrolmen.

5. Functional Reorganization of the Metropolitan Police Department

The proposed reorganization of the Metropolitan Police Departments will place each Metropolitan department under one head assisted by a vice-administrator. Each department will be divided into seven (7) bureaus with a director in charge of each. These bureaus to be PATROL BUREAU, DETECTIVE BUREAU, JUVENILE CONTROL BUREAU, and TRAFFIC BUREAU (all line activities); and TECHNICAL SERVICES BUREAU (Housekeeping activities), PERSONNEL BUREAU and TRAINING BUREAU (all staff activities). Cities of lower population to have a consolidation of functions less bureaus in accordance with decreasing police problems. By this plan each department head will not have an overload of executives to directly supervise. In Metropolitan police work, as in all other large organizations, inefficiency is created if more than seven or eight executives report to an administrator. In cities of lesser size, with decreased policing problems, the functional sub-division of the department will be consolidated, and the administrative staff correspondingly reduced.

6. Schematic Numbering of Sub-division

A schematic numbering system will simplify records, facilitate messenger service, and furnish rapid geographic identity of sub-divisions. Recruits and the public can quickly become familiar with the location of the various sub-divisions through the identifying numbers. With the areas in Tokyo for example being numbered 1 to 5, the Districts 11 to 53 (with the first digit of each number representing the Area in which the District is located, and the second digit designating whether the District is the first, second, or third District of the particular Area), and the Divisions from 111 to 535 (with the first digit of each number representing the Area, the second the District, and the third the Division within the particular District). The seventy-eight Division police stations be labeled with a uniform sign on the front of each designating in both Romaji and Kanji the name of the station, and in Arabic numbers the number of the Division. The same schematic numbering procedure should be followed in the City of Osaka and other comparable cities.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

"Summary of Metropolitan Police Report"

7. Method of Transfer of Functions and Equipment

The proposed reorganization plan provides that transfer of the administration of policing functions, from within the Ministry of Home Affairs to the local level, will not take place until municipal governments and the necessary agencies thereof, together with means of obtaining municipal revenue for the support of a police department, have been established and are functioning. In the period of time before, this has been accomplished, although the administration remains under the present Ministry, the proposed plan provides for complete reorganization within the systems policing municipalities, in order to effect efficiency of operation without the delay that would otherwise occur. The reorganization procedure proposed will be effective in Tokyo first, to be followed in rotation at Osaka, Kyoto, Nagoya, Yokohama, and Kobe, the next five cities in size. Thereafter, with the necessary modifications to fit reduced policing problems, the proposed reorganization will be effective in rotation by decrease in city size in the remaining 113 cities of Japan with over fifty thousand population. The proposed procedure of transferring administration to local authority will of necessity be governed by the additional factor of preparation for transfer by the prior establishment of such local governments, and in those instances where such establishment has lagged, administration transfer will be delayed until the municipality is prepared for acceptance of transfer, with transfer procedure in the meanwhile being carried out in the next smaller city that is prepared. The proposed plan requires that all police buildings, equipment, and facilities within the boundaries of each municipality be transferred in ownership to such municipality without charge at the same time that administration authority is transferred. The simplification of present functional organization structure as outlined in the proposed plan has taken into full consideration the functional organization requirements of a modern, efficiently operated police department and has eliminated all over-lapping and unnecessary functional sub-divisions of the present system. Such proposed elimination will in turn save much wasted effort, many procedures, and excessive paper work that is now required only because of organization complications, and is unnecessary in the performance of efficient law enforcement.

8. Recommendations

The recommendations which follow are based on the definite need in Japan for a complete reorganization of the nation's policing system, in order that law enforcement may function properly under the Nation's new constitution, that public respect may be gained by the Japanese police for the first time in the nation's history, and that the taxpayers of a newly formed democratic nation now suffering great economic distress may secure the utmost in protection of life and property for the money expended for this purpose. It is therefore recommended that:

a. RECOMMENDATION: The Tokyo Metropolitan Police Department be managed by a single head, assisted by a vice-administrator, operating through an established chain of command consisting of ten positions bearing the following titles: Chief of Police; Assistant Chief; Deputy Chief; Chief Inspector; Deputy Chief Inspector; Inspector; Assistant Inspector; Captain; Lieutenant; and, Sergeant. Cities of lesser size to have reduced chains of command.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

"Summary of Metropolitan Police Report"

REASON: Modern police systems require functional distribution of policing responsibilities into operational bureaus to allow the specialization in administration that accompanies efficient operation. The titles recommended in the chain of command are titles readily identified with police work, and are unpretentious.

b. RECOMMENDATION: All duties now performed by the Japanese police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

REASON: It is impossible for even a thoroughly trained policeman to properly carry out the multitude of duties unrelated to police work, that the Japanese policeman is now responsible for. Weight and Measure law enforcement, building inspection, health ordinance enforcement, bank examination, licensing of physicians, and all the other duties that require specialized knowledge and training, have no place in the activities of a police department.

c. RECOMMENDATION: The Prefecture of Tokyo-To be policed by one agency, as at present, but with the present five major police sub-divisions being further sub-divided into three districts.

REASON: The area of Tokyo-To has been efficiently sub-divided for policing purposes by the Japanese themselves. The five major sub-divisions are laid out properly for the separation of residence areas, rural areas, business areas, and governmental agency areas. Each of these has its own peculiar police problems and efficiency in policing would be hindered if the present boundaries were changed.

d. RECOMMENDATION: The areas, districts and divisions in the geographic police sub-division of Tokyo-To, Osaka and like cities be schematically numbered.

REASON: The police system of Tokyo, Osaka and comparable cities are too complicated to permit the use of names only in identifying police sub-divisions.

e. RECOMMENDATION: That a separate civil service system be established comparable with the American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

REASON: Efficient operation requires stability of personnel who have been adequately screened for proper qualifications to protect the government, and who are given job protection, socialized advantages and retirement provisions for their own protection.

f. RECOMMENDATION: Police Training, both recruit and in-service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient, trained police officers, in accordance with training recommendations made in a separate Public Safety Division report.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

REASON: Modern police systems require functional distribution of policing responsibilities into operational bureaus to allow the specialization in administration that accompanies efficient operation. The titles recommended in the chain of command are titles readily identified with police work, and are unpretentious.

b. RECOMMENDATION: All duties now performed by the Japanese police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

REASON: It is impossible for even a thoroughly trained policeman to properly carry out the multitude of duties unrelated to police work, that the Japanese policeman is now responsible for. Weight and Measure law enforcement, building inspection, health ordinance enforcement, bank examination, licensing of physicians, and all the other duties that require specialized knowledge and training, have no place in the activities of a police department.

c. RECOMMENDATION: The Prefecture of Tokyo-To be policed by one agency, as at present, but with the present five major police sub-divisions being further sub-divided into three districts.

REASON: The area of Tokyo-To has been efficiently sub-divided for policing purposes by the Japanese themselves. The five major sub-divisions are laid out properly for the separation of residence areas, rural areas, business areas, and governmental agency areas. Each of these has its own peculiar police problems and efficiency in policing would be hindered if the present boundaries were changed.

d. RECOMMENDATION: The areas, districts and divisions in the geographic police sub-division of Tokyo-To, Osaka and like cities be schematically numbered.

REASON: The police system of Tokyo, Osaka and comparable cities are too complicated to permit the use of names only in identifying police sub-divisions.

e. RECOMMENDATION: That a separate civil service system be established comparable with the American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

REASON: Efficient operation requires stability of personnel who have been adequately screened for proper qualifications to protect the government, and who are given job protection, socialized advantages and retirement provisions for their own protection.

f. RECOMMENDATION: Police Training, both recruit and in-service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient, trained police officers, in accordance with training recommendations made in a separate Public Safety Division report.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

REASON: The Japanese police are not familiar with scientific police investigation, records and identification, crime laboratory equipment and its use, crime prevention procedure, juvenile delinquency control, police administration, and the many other factors employed in a modern police department. The necessary knowledge can be obtained only through properly functioning training schools.

g. RECOMMENDATION: The Police Branch of the Public Safety Division provide administration to advise and train Japanese police administrators in the proposed reorganization, to study the reorganized departments in action in order to correct deficiencies and to assist in the further adjustments of personnel and equipment that will be necessary.

REASON: SCAP control and supervision of the carrying out of directives can best be maintained through administrators and investigators with training in modern police procedure.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

BRIEF OF METROPOLITAN POLICE REPORT

1. The survey and study made by PSD, CIS, G-2, SCAP, on the Metropolitan Police of Japan indicates that there is a definite need in Japan for a complete reorganization, of the Nations policing system, in order that law enforcement may function properly under the Nation's new constitution, be free from the influence of local politicians, that public respect may be gained by the Japanese police for the first time and that the taxpayers may secure the utmost in protection of life and property for the money expended for this purpose.

2. The present Metropolitan Police law enforcement program and system is antiquated with a complicated functional organization existing at national, prefectural, and district levels. Heretofore, the Japanese police operated under feudalistic concepts, and have enforced the laws of the nation, with the support of courts that dealt with the liberty of the Japanese in a merciless and thoroughly undemocratic way. Because of this mode of operation, it was not found necessary to advance police science in order to keep abreast of advancement in criminal techniques. Accordingly, there is a definite lack of transportation, modern communication, and investigative facilities, which in turn promotes poor police efficiency. In addition, adequate police salaries, retirement provisions, and employee benefits, are lacking, which do not have the effect of attracting young men and women more highly educated and of higher intelligence.

3. It is recommended that:

a. The Metropolitan Police Departments in cities of over fifty thousand (50,000) population be managed by a single head, assisted by a vice administrator, operating through an established chain of command.

b. All duties now performed by the police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

c. A separate civil service system be established comparable with American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

d. Police training, both recruit and in service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient and well trained police officers.

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

SUMMARY OF METROPOLITAN POLICE REPORT

		Paragraph
I.	Introductory Statement	1
II.	General:	
	A. Why the reorganization of the present Metropolitan Police System is necessary.	2
	B. Basic Principles accepted as standards.	3
	C. Status of present Metropolitan Police law enforcement program and system.	4
III.	Proposed reorganization of Metropolitan Police Systems:	
	A. Functional Reorganization of the Metropolitan Police Department.	5
	B. Schematic Numbering of Subdivisions.	6
	C. Method of Transfer of Functions and Equipment.	7
IV.	Recommendations	8

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

SUMMARY OF METROPOLITAN POLICE REPORT

1. Introductory Statement

On 18 February 1946, the Public Safety Division, Civil Intelligence Section, G-2, Supreme Commander for the Allied Powers, directed H. W. Eaton, Chief Police Administrator, to make a survey and study of the present Japanese Metropolitan Police System and facilities; and as a result thereof, to submit plans for the reorganization of the system in conformity with police methods as practiced in nations recognized for modern police techniques. Based on this premise a reorganization plan for Metropolitan Police systems of Japan is herein presented.

2. Why the reorganization of the present Metropolitan Police is necessary

Japan, a nation in the process of forming a democratic government and discarding the feudalistic rule that has been in force for centuries, and in so doing carrying on as a nation without army or navy, must rely on its civil police as the country's only stabilizing law enforcement agency. The police of Japan have, in the past, operated under feudalistic concepts, and have enforced the laws of the nation with the support of courts that dealt with the liberty of the Japanese in a merciless and thoroughly undemocratic way. Because of the former lack of restriction in the exercise of police power, it was not found necessary to advance police science in order to keep abreast of advancement in criminal techniques.

The complicated administrative structure and principles of the present policy system, with the overload of administrative officials, have no place in modern and efficient police service. The need for reorganization to secure the utmost in efficiency is intensified by the present almost total lack of police transportation facilities and the bad repair of communication facilities. Japan must have modern police procedure and modern policy systems if it is to become a truly democratic nation and if it is to regain its economy with resulting favorable changes in public attitude toward the police, and the accompanying increase in police salaries and employee benefits. This, in turn, will have the effect of attracting young men and women more highly educated and of higher intelligence. This can only be accomplished by a complete reorganization.

3. Basic Principles Accepted as Standards

The basic principles accepted as standards in modern democratic law enforcement activities are:

a. The complete abolition of administration and supervision by those who gained their positions through favoritism or participation in illegal activities, and the maintenance of a properly operated civil service system for the selection of administrators and supervisors on the basis of performance, knowledge of the work, and leadership ability.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

b. The development and maintenance of the very latest type of communications.

c. The reimbursement of police officers in ratio to the unusual hours of employment, the hazards of the vocation, the training and professional knowledge required, without the temptations existing to supplement inadequate salaries with easily obtained bribe monies and payments for showing favoritism in the performance of duties.

d. The maintenance of an active juvenile delinquency prevention program in conformity with the proven fact that only during childhood can the development of criminals be forestalled.

e. The installation of modern instruments and equipment in a scientific crime laboratory, and the employment of highly trained technicians therein.

f. Development of crime prevention measures and the execution of such measures with as much emphasis as those of crime detection and apprehension duties.

4. Status of present Metropolitan Police Law Enforcement program and system

The present Metropolitan Police law enforcement program and system is antiquated. A complicated functional organization exists at the national, prefectural, and district levels. The Police Affairs Bureau of the Ministry of Home Affairs consists of five divisions, eighteen sections, and fifty-four sub-sections. This same structure is duplicated at the prefectural level in the nation's 46 prefectures, and as far as personnel strength will permit, is duplicated again at the district level in the 1164 police districts of the Nation. There is a definite overload of administrative officials, many of whom have had only weeks or months of police experience as a background for the highly important assignment of administering the law enforcement activities of Japan. The now replaced Imperial Government Constitution permitted conviction on the unsupported confession of the defendant, and required that the defendant testify against himself. This condition resulted in emphasis being placed on apprehension of those charged with crime, and allowed the police to almost totally neglect that phase of law enforcement activities so essential in a police system operating under a democratic government, the scientific investigation of crimes and proper preparation of physical evidence to support the confession of the defendant or the testimony of witnesses. In addition, the present police system of the nation is the result of several centuries of enforced cooperation by all of the citizens of the nation through neighborhood associations, and has leaned heavily on such cooperation in gaining its efficiency of pre-war and wartime years. This enforced assistance to the police of course disappeared with the end of the war and the revision of the Japanese government to conform to democratic standards. Under the new constitution the third degree, lengthy detention for the purpose of obtaining confessions,

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

the value of the confession standing alone, and enforced police assistance by neighborhood associations are abolished. Contributions by private business, organizations, and individuals in support of the police system, are under investigation and will be lessened or will disappear entirely. At present it is impossible to interest potential recruits of the proper education and intellectual caliber in police work. Recruits are selected and promotions are made by semi-civil service types of examination, very loosely conducted by administrative police officials, and vacancies presently exceed the applications. At present the Japanese police employ Police Boys to supplement the clerks in police stations and administrative headquarters. These boys are paid salaries approximating the salaries paid recruit patrolmen.

5. Functional Reorganization of the Metropolitan Police Department

The proposed reorganization of the Metropolitan Police Departments will place each Metropolitan department under one head assisted by a vice-administrator. Each department will be divided into seven (7) bureaus with a director in charge of each. These bureaus to be PATROL BUREAU, DETECTIVE BUREAU, JUVENILE CONTROL BUREAU, and TRAFFIC BUREAU (all line activities); and TECHNICAL SERVICES BUREAU (housekeeping activities), PERSONNEL BUREAU and TRAINING BUREAU (all staff activities). Cities of lower population to have a consolidation of functions less bureaus in accordance with decreasing police problems. By this plan each department head will not have an overload of executives to directly supervise. In Metropolitan police work, as in all other large organizations, inefficiency is created if more than seven or eight executives report to an administrator. In cities of lesser size, with decreased policing problems, the functional sub-division of the department will be consolidated, and the administrative staff correspondingly reduced.

6. Schematic Numbering of Sub-division

A schematic numbering system will simplify records, facilitate messenger service, and furnish rapid geographic identity of sub-divisions. Recruits and the public can quickly become familiar with the location of the various sub-divisions through the identifying numbers. With the areas in Tokyo for example being numbered 1 to 5, the Districts 11 to 93 (with the first digit of each number representing the Area in which the District is located, and the second digit designating whether the District is the first, second, or third District of the particular Area), and the Divisions from 111 to 535 (with the first digit of each number representing the Area, the second the District, and the third the Division within the particular District). The seventy-eight Division police stations be labeled with a uniform sign on the front of each designating in both Romanji and Kanji the name of the station, and in Arabic numbers the number of the Division. The same schematic numbering procedure should be followed in the City of Osaka and other comparable cities.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

7. Method of Transfer of Functions and Equipment

The proposed reorganisation plan provides that transfer of the administration of policing functions, from within the Ministry of Home Affairs to the local level, will not take place until municipal governments and the necessary agencies thereof, together with means of obtaining municipal revenue for the support of a police department, have been established and are functioning. In the period of time before, this has been accomplished, although the administration remains under the present Ministry, the proposed plan provides for complete reorganisation within the system policing municipalities, in order to effect efficiency of operation without the delay that would otherwise occur. The reorganisation procedure proposed will be effective in Tokyo first, to be followed in rotation at Osaka, Kyoto, Nagoya, Yokohama, and Kobe, the next five cities in size. Thereafter, with the necessary modifications to fit reduced policing problems, the proposed reorganisation will be effective in rotation by decrease in city size in the remaining 113 cities of Japan with over fifty thousand population. The proposed procedure of transferring administration to local authority will of necessity be governed by the additional factor of preparation for transfer by the prior establishment of such local governments, and in those instances where such establishment has lagged, administration transfer will be delayed until the municipality is prepared for acceptance of transfer, with transfer procedure in the meanwhile being carried out in the next smaller city that is prepared. The proposed plan requires that all police buildings, equipment, and facilities within the boundaries of each municipality be transferred in ownership to such municipality without charge at the same time that administration authority is transferred. The simplification of present functional organisation structure as outlined in the proposed plan has taken into full consideration the functional organisation requirements of a modern, efficiently operated police department and has eliminated all over-lapping and unnecessary functional sub-divisions of the present system. Such proposed elimination will in turn save much wasted effort, many procedures, and excessive paper work that is now required only because of organisation complications, and is unnecessary in the performance of efficient law enforcement.

8. Recommendations

The recommendations which follow are based on the definite need in Japan for a complete reorganisation of the nation's policing system, in order that law enforcement may function properly under the Nation's new constitution, that public respect may be gained by the Japanese police for the first time in the nation's history, and that the taxpayers of a newly formed democratic nation now suffering great economic distress may secure the utmost in protection of life and property for the money expended for this purpose. It is therefore recommended that:

a. RECOMMENDATION: The Tokyo Metropolitan Police Department be managed by a single head, assisted by a vice-administrator, operating through an established chain of command consisting of ten positions bearing the following titles: Chief of Police; Assistant Chief; Deputy Chief; Chief Inspector; Deputy Chief Inspector; Inspector; Assistant Inspector; Captain; Lieutenant; and, Sergeant. Cities of lesser size to have reduced chains of command.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

REASON: Modern police systems require functional distribution of policing responsibilities into operational bureaus to allow the specialization in administration that accompanies efficient operation. The titles recommended in the chain of command are titles readily identified with police work, and are unpretentious.

b. RECOMMENDATION: All duties now performed by the Japanese police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

REASON: It is impossible for even a thoroughly trained policeman to properly carry out the multitude of duties unrelated to police work, that the Japanese policeman is now responsible for. Weight and Measure law enforcement, building inspection, health ordinance enforcement, bank examination, licensing of physicians, and all the other duties that require specialized knowledge and training, have no place in the activities of a police department.

c. RECOMMENDATION: The Prefecture of Tokyo-To be policed by one agency, as at present, but with the present five major police sub-divisions being further sub-divided into three districts.

REASON: The area of Tokyo-To has been efficiently sub-divided for policing purposes by the Japanese themselves. The five major sub-divisions are laid out properly for the separation of residence areas, rural areas, business areas, and governmental agency areas. Each of these has its own peculiar police problems and efficiency in policing would be hindered if the present boundaries were changed.

d. RECOMMENDATION: The areas, districts and divisions in the geographic police sub-division of Tokyo-To, Osaka and like cities be schematically numbered.

REASON: The police system of Tokyo, Osaka and comparable cities are too complicated to permit the use of names only in identifying police sub-divisions.

e. RECOMMENDATION: That a separate civil service system be established comparable with the American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

REASON: Efficient operation requires stability of personnel who have been adequately screened for proper qualifications to protect the government, and who are given job protection, socialized advantages and retirement provisions for their own protection.

f. RECOMMENDATION: Police Training, both recruit and in-service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient, trained police officers, in accordance with training recommendations made in a separate Public Safety Division report.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

"Summary of Metropolitan Police Report"

REASON: Modern police systems require functional distribution of policing responsibilities into operational bureaus to allow the specialisation in administration that accompanies efficient operation. The titles recommended in the chain of command are titles readily identified with police work, and are unpretentious.

b. RECOMMENDATION: All duties now performed by the Japanese police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

REASON: It is impossible for even a thoroughly trained policeman to properly carry out the multitude of duties unrelated to police work, that the Japanese policeman is now responsible for. Weight and Measure law enforcement, building inspection, health ordinance enforcement, bank examination, licensing of physicians, and all the other duties that require specialised knowledge and training, have no place in the activities of a police department.

c. RECOMMENDATION: The Prefecture of Tokyo-To be policed by one agency, as at present, but with the present five major police sub-divisions being further sub-divided into three districts.

REASON: The area of Tokyo-To has been efficiently sub-divided for policing purposes by the Japanese themselves. The five major sub-divisions are laid out properly for the separation of residence areas, rural areas, business areas, and governmental agency areas. Each of these has its own peculiar police problems and efficiency in policing would be hindered if the present boundaries were changed.

d. RECOMMENDATION: The areas, districts and divisions in the geographic police sub-division of Tokyo-To, Osaka and like cities be schematically numbered.

REASON: The police system of Tokyo, Osaka and comparable cities are too complicated to permit the use of names only in identifying police sub-divisions.

e. RECOMMENDATION: That a separate civil service system be established comparable with the American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

REASON: Efficient operation requires stability of personnel who have been adequately screened for proper qualifications to protect the government, and who are given job protection, socialised advantages and retirement provisions for their own protection.

f. RECOMMENDATION: Police Training, both recruit and in-service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient, trained police officers, in accordance with training recommendations made in a separate Public Safety Division report.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

"Summary of Metropolitan Police Report"

REASON: The Japanese police are not familiar with scientific police investigation, records and identification, crime laboratory equipment and its use, crime prevention procedure, juvenile delinquency control, police administration, and the many other factors employed in a modern police department. The necessary knowledge can be obtained only through properly functioning training schools.

g. RECOMMENDATION: The Police Branch of the Public Safety Division provide administration to advise and train Japanese police administrators in the proposed reorganization, to study the reorganized departments in action in order to correct deficiencies and to assist in the further adjustments of personnel and equipment that will be necessary.

REASON: SCAP control and supervision of the carrying out of directives can best be maintained through administrators and investigators with training in modern police procedure.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

BRIEF OF METROPOLITAN POLICE REPORT

1. The survey and study made by PSD, CIS, G-2, SCAP, on the Metropolitan Police of Japan indicates that there is a definite need in Japan for a complete reorganization, of the Nations policing system, in order that law enforcement may function properly under the Nation's new constitution, be free from the influence of local politicians, that public respect may be gained by the Japanese police for the first time and that the taxpayers may secure the utmost in protection of life and property for the money expended for this purpose.

2. The present Metropolitan Police law enforcement program and system is antiquated with a complicated functional organization existing at national, prefectural, and district levels. Heretofore, the Japanese police operated under feudalistic concepts, and have enforced the laws of the nation, with the support of courts that dealt with the liberty of the Japanese in a merciless and thoroughly undemocratic way. Because of this mode of operation, it was not found necessary to advance police science in order to keep abreast of advancement in criminal techniques. Accordingly, there is a definite lack of transportation, modern communication, and investigative facilities, which in turn promotes poor police efficiency. In addition, adequate police salaries, retirement provisions, and employee benefits, are lacking, which do not have the effect of attracting young men and women more highly educated and of higher intelligence.

3. It is recommended that:

a. The Metropolitan Police Departments in cities of over fifty thousand (50,000) population be managed by a single head, assisted by a vice administrator, operating through an established chain of command.

b. All duties now performed by the police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

c. A separate civil service system be established comparable with American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

d. Police Training, both recruit and in service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient and well trained police officers.

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

SUMMATION
of
THE NATIONAL POLICE PLANNING GROUP REPORT

		Paragraph
I.	Introductory Statement	1
II.	General	
	A. Why a National Police Department is needed	2
III.	Status of Present Organization	
	A. Responsibilities	3
	B. Methods of Operation	4
	C. Organization	5
	D. Administration	6
	E. Personnel	7
	F. Budget	8
	G. Facilities and Equipment	9
	H. Criminal Identification	10
IV.	Requirements of an Adequate Japanese System	
	A. Premise of Requirements	11
	B. Need for Revision of Present System	12
V.	Recommendations	13

Declassified E.O. 12065 Section 3-402/NNDG NO. 773009

1. Introductory Statement

On 1 October 1946, Public Safety Division, Civil Intelligence Section, G-2, Supreme Commander for the Allied Powers, directed that a survey and study be made of the existing Japanese Police system and as a result thereof submit plans of organization and recommendations to streamline and modernize the existing system to assure adequate law enforcement on a National level. Accordingly, the responsibilities, requirements and organizational factors pertinent to the functioning of a National Police Department are herein submitted.

2. Why a National Police Department is needed

Japan is a war-torn nation suffering from scarcity, crime is increasing, industrial strikes abound, radical elements seek to exploit human misery to nurture and promote their "isms" and a new freedom "Democracy" is struggling to emerge and exist. The Nation has no army, navy or militia for defense against lawlessness, domestic disorder or anarchy. Japan must rely solely upon an economical and efficient police system to enforce its laws and commitments. A National Police System furnishes a maximum of police service at a minimum cost and is not as susceptible to political pressure and the ravages of local politicians as numerous independent local departments. Furthermore, crime is national in scope and should be approached on a uniform national basis. The fear of a national system becoming autocratic simply because it is efficient and economical is neither sound nor logical. A well organized, properly administered National Police Department is a better risk than embarkation on an uneconomical, inefficient, decentralized system subject to local autonomy and its accompanying evils.

3. Responsibilities of present Organization

The responsibilities of the Japanese Police are many and varied and extend into almost every phase of the daily life of the Japanese people. They are the sole law enforcement agency in the Nation and enforce every law, rule and regulation, both criminal and civil, of all branches of the Government. Consequently, they are engaged in many activities outside the generally recognized fields of police functions of: (1) prevention of crime; (2) suppression of criminal activities; (3) detection and apprehension of criminals and violations of criminal law; (4) protection of life and property; (5) preserving peace and order; (6) regulation of conduct; (7) control of traffic and traffic safety; and (8) serving of warrants, subpoenas and other court orders as directed by competent authority.