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(5) Item description and comment:

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Sheet no.

Local Finance Commission

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

30 April 1947

MEMORANDUM FOR: President of the Central Liaison Office.

SUBJECT : Decentralization of the Ministry of Home Affairs.

1. By memorandum dated 17 November 1945 (SCAPIN 292), the Japanese Government was directed to report to this Headquarters all changes in the structure of Japanese Government. The implementation of Articles 92 and 94 of the Constitution of Japan and the various Local Government Reform Laws enacted by the Diet pursuant thereto require additional changes in the internal structure of the civil government of Japan in conformity therewith.

2. Inasmuch as the Ministry of Home Affairs is the focal point for centralized controls within the governmental structure of Japan, it is requested that a plan for the reorganization of that Ministry be submitted to this Headquarters not later than 1 June 1947.

3. With the view to carrying out the constitutional and legislative policies of decentralization and local autonomy, such plan should provide: (a) for the limitation of the functions of the Ministry to those operations which can be demonstrated to be indispensable to the internal affairs of the national government, (b) for the dissolution of all bureaus within the Ministry, the duties of which can be performed by local government bodies consistent with the general welfare, (c) for the transfer to other Ministries or agencies of the national government of those duties functionally related to their respective responsibilities.

Courtney Whitney
Brigadier General, U.S. Army,
Chief, Government Section.

Home Ministry

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

7 November 1947

MEMORANDUM FOR THE RECORD

SUBJECT: Abolition of the Home Ministry

1. Bills to accomplish the abolition of the Home Ministry were introduced into the Diet more than three months ago. Because of difficulty in determining the manner in which some of the Ministry's functions should be performed after its abolition, these bills were temporarily withdrawn. They have not yet been re-introduced. If the announced intention of the Government Section, that this action should be completed during the present session of the Diet, is to be realized, prompt measures are required. Matters in connection therewith which fall to the responsibility of the National Government Division are as follows:

- a. Election administration.
- b. The Public Works Bureau.
- c. Police organization.
- d. Fire organization.
- e. Research Bureau.

These separate functions are discussed in the next paragraph.

2. a. Election administration

The Deputy Chief of Government Section appointed Messrs. Marcum, Williams, and the undersigned as a committee to dispose of the election administration question. Mr. Marcum was designated as the contact with the Japanese government. The undersigned has furnished him with his ideas on the subject.

b. The Public Works Bureau

In the early days of the discussions on this subject, there was general agreement that the Public Works Bureau would be merged with the War Rehabilitation Board in the Cabinet. This general agreement still exists.

c. Police organization

The Police Bill is just about ready to be introduced into the Diet.

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d. Fire organization

It is the understanding of the undersigned that the Fire Bill has also advanced nearly to the point of completion.

e. Research Bureau

It has been agreed that the Research Bureau should be taken into the new Attorney General's office, with one exception: this Bureau had the responsibility with respect to looted property and this responsibility is to be assigned to the Foreign Office.

3. As outlined above, matters which are the responsibility of the National Government Division have been determined or are in the process of determination. Matters which still remain as the responsibility of the Local Government Bureau of the Home Ministry must be provided for before that Ministry can be abolished.

GUY J. SWOPE
Chief, National Government Division

Home Ministry

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

G.S. file

20 October 1947

MEMORANDUM FOR THE RECORD

SUBJECT: Election Section of Home Ministry

Present:	Capt. T. Diamantes	
	Mr. C. D. Avery	Representing Government Section
	KOBAYASHI Yosaji	
	AKATANI Genichi	
	OMURI Kihachiro	Representing Home Ministry

A conference was held to obtain further information regarding the position of the Home Ministry in relation to executive and operational activities involved in local and national elections. The following questions and answers produce further clarifications upon information obtained previously at a conference held 15 October.

1. Q. Are the electoral administration commissions organized at the present time, or are they formed only at election periods?

A. They are in existence now and having been initially established, the members continue to hold office in accordance to the provisions of the local autonomy law #67, Art. #181.

2. Q. How are they paid?

A. By the local autonomous bodies as stated in Art. 203, ibidem.

3. Q. How many members are there in the several levels of electoral administration committees?

A. In accordance to Art. 181 ibidem, the number of members for the several committees are prefectural 6, city, town and village 4; Tokyo-to and Hokkaido, 6.

4. Q. Does the election section of the Home Ministry have any authority over the prefectural electoral administration committee and by what authority?

A. Several articles in the local autonomy law give certain operational authority to the Home Ministry over the prefectural electoral administration committee.

The functions and administration of the election administration committee, internally, are not under the authority of the Home Ministry.

The operational activities of the electoral administration committee such as collection of balloting results the compilation of balloting results and the forwarding of this and other pertinent information to the

Home Ministry on the elections is authorized under the following laws,

- a. Administration Offices Law
- b. Organic Law Concerning the Formation of the Home Ministry
- c. House of Representatives Election Law
- d. House of Councillors Election Law
- e. Local Autonomy Law

The internal structure, administration, executive and other functions of the election section of the Home Ministry are determined by the Administration Offices Law and the Organic Law creating the Home Ministry.

Several articles of the local autonomy law apply to specific duties of the election administration committee in its relation to the Home Ministry, such as,

- a. Art. 61 *ibidem*, results of election of governors sent to Home Ministry.
- b. Art. 77 *ibidem*, results of popular action in the dissolution proceedings against a local assembly.

5. Q. Does the Home Ministry's election section have any authority over any of the Metropolitan, district, city, town or village election administration committees and if so, by what authority?

A. Yes, under Art. 246, *ibidem* which states a competent authority may require certain reports to be presented by "an ordinary public body."

6. Q. Does the Election Section of the Home Ministry have any authority over the House of Councillors' National Constituency elections? By what authority?

A. Yes, in an executive capacity only and not in an operational manner. Art. 13 of the House of Councillors' Election Law provides for this authority giving the Home Ministry "jurisdiction" over the House of Councillors' election administration committee.

The term "jurisdiction" as used in the English translation of the Japanese language of the law is not the correct word, but as there is no other word in English to interpret the Japanese word "Shokatsu," it was used.

The word "Kanri" in Japanese has the same meaning of "jurisdiction" as exists in English.

The word "Shokatsu" approaches the definition of "jurisdiction," but it is the unusual definition.

It is the use of the word "Shokatsu" in the Japanese language as exists in the law that gives "jurisdiction" to the Home Ministry in the sense of "Shokatsu" and not "Kanri."

Art. 65 of the new Constitution specifies the executive power shall be vested in the Cabinet and Art. 74, ibidem, declares all laws and cabinet orders shall be signed by the competent Minister of State....

7. Q. Are the committees (commissions) mentioned in the House of Representatives and House of Councillors' election laws the same as the electoral administration committees mentioned in the Home Ministry's terminology?

A. Yes.

8. Q. Have the prefectural election administration committee any authority over the city, town or village election administration committee? What is the authority?

A. Yes. Art. 186, para. 2 of the local autonomy law, Art. 19-2 of the House of Representatives' Election Law and Art. 15 of the House of Councillors' Election Law gives this authority.

9. Q. Can the city, town or village election administration committee act independently of the prefectural election administration committee?

A. Yes, in affairs pertaining only to matters of the city, or town, or village.

10. Q. Can the prefectural administration election committee act independently of the city, town or village?

A. Yes, in matters that are on the prefectural level, which indirectly concern the city, town or village affairs. Art. 186 of the local autonomy law provides this authority.

11. Q. Can the district or metropolitan election administration committee act independently of the prefectural election administration committee? ~~act independently of the prefectural election administration committee?~~

A. Yes. Local Autonomy Law, Art 1, and Art. 5 grants this authority.

12. Q. Has the prefectural election administration committee any authority over the district or metropolitan election administration committee?

A. No.

13. Q. How are the members of the prefectural election administration committee obtained?

A. By authority under Art. 182, ibidem.

14. Q. How are the members of the city, town and village election administration committees obtained?

A. Under authority contained in Art. 182, ibidem.

15. Q. How are members of the district and Metropolitan election administration election committees obtained?

A. The authority contained in Art. 182, *ibid.* provides for this.

SUMMARY:

The impression obtained at this and a previous conference on the scope of operations and authority of the Home Ministry in the election procedures seems to be an admixture of real and implied authority applied to correlated and lateral operations in the national and local elections. It is primarily an operational agency in one field and an executive functionaire in another field. There is no definite flow of authority from the National authority to the lower echelons of administrative officials.

The House of Councillors' election administration committee collects its own reports on elections of its members in the National Constituency, utilizing the prefectural, district, and metropolitan election administration committees. These latter committees can utilize the election administration committees of the city, ward, town and village.

The prefectural election administration committee which is under the Home Ministry for operational purposes, handles electoral affairs for the elections of House of Representative members, prefectural members for the House of Councillors and all other prefectural elective offices, in addition to certain matters authorized under the local autonomy law such as recalls, dissolutions, etc. on the prefectural level.

The district and metropolitan election administration committees operate independently in district and metropolitan matters, under the authority of the Home Ministry. They are utilized in elections of candidates for the House of Representatives and House of Councillors under the operational phase of the Home Ministry, but not in the instance of the election of candidates, National Constituency, when the House of Councillors election administration committee takes charge.

The Home Ministry can request reports from a village election administration committee, routing this request through the prefectural administration committee.

C. DIXON AVERY
CAPT. T. DIAMANTES
Political Affairs Division

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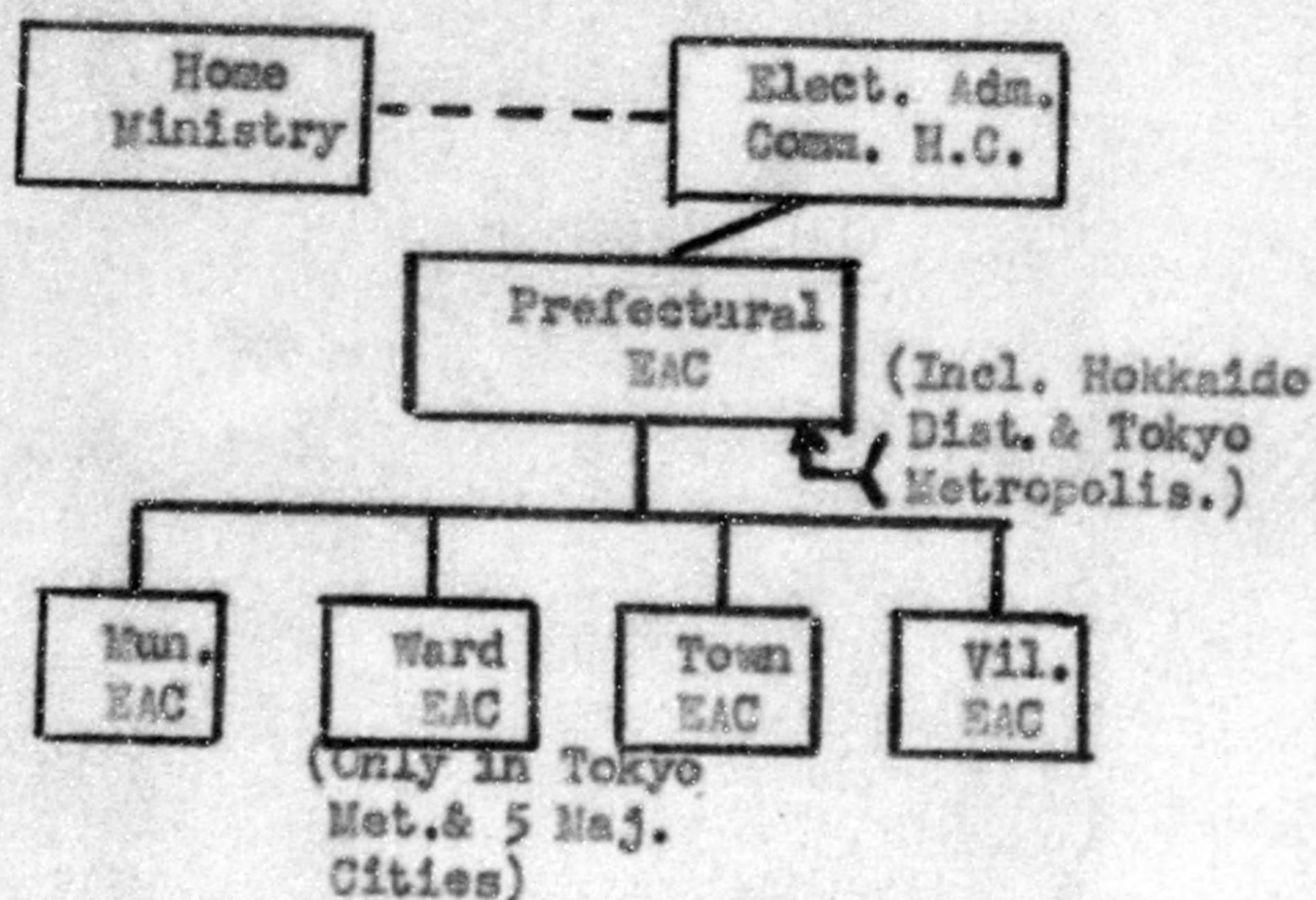
1. Chart.
2. Functions of
Election Sect.

GOVERNMENT SECTION
Political Affairs Division

Election Administration Committees

National Election

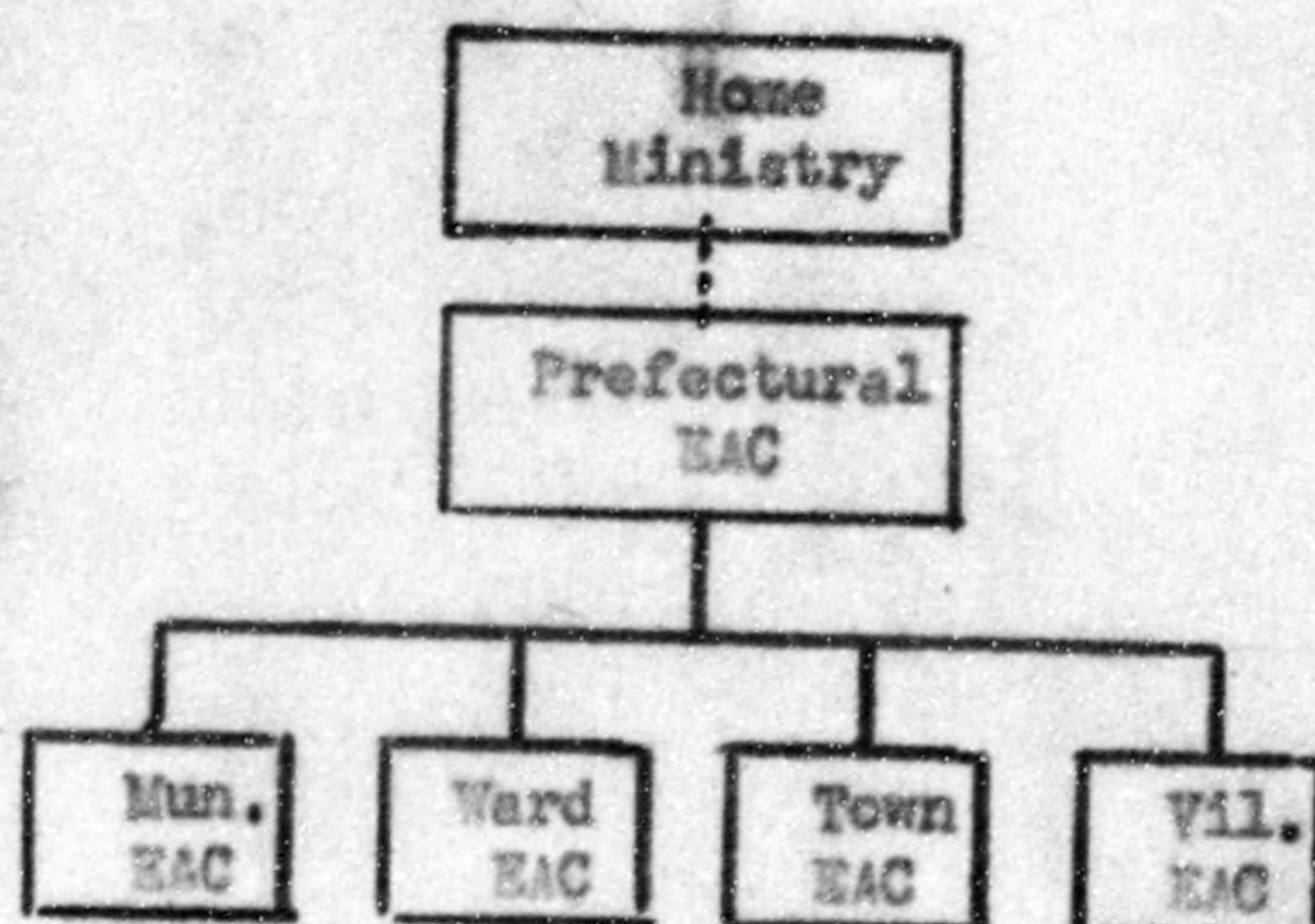
(National Constituency, House of Councillors Only)



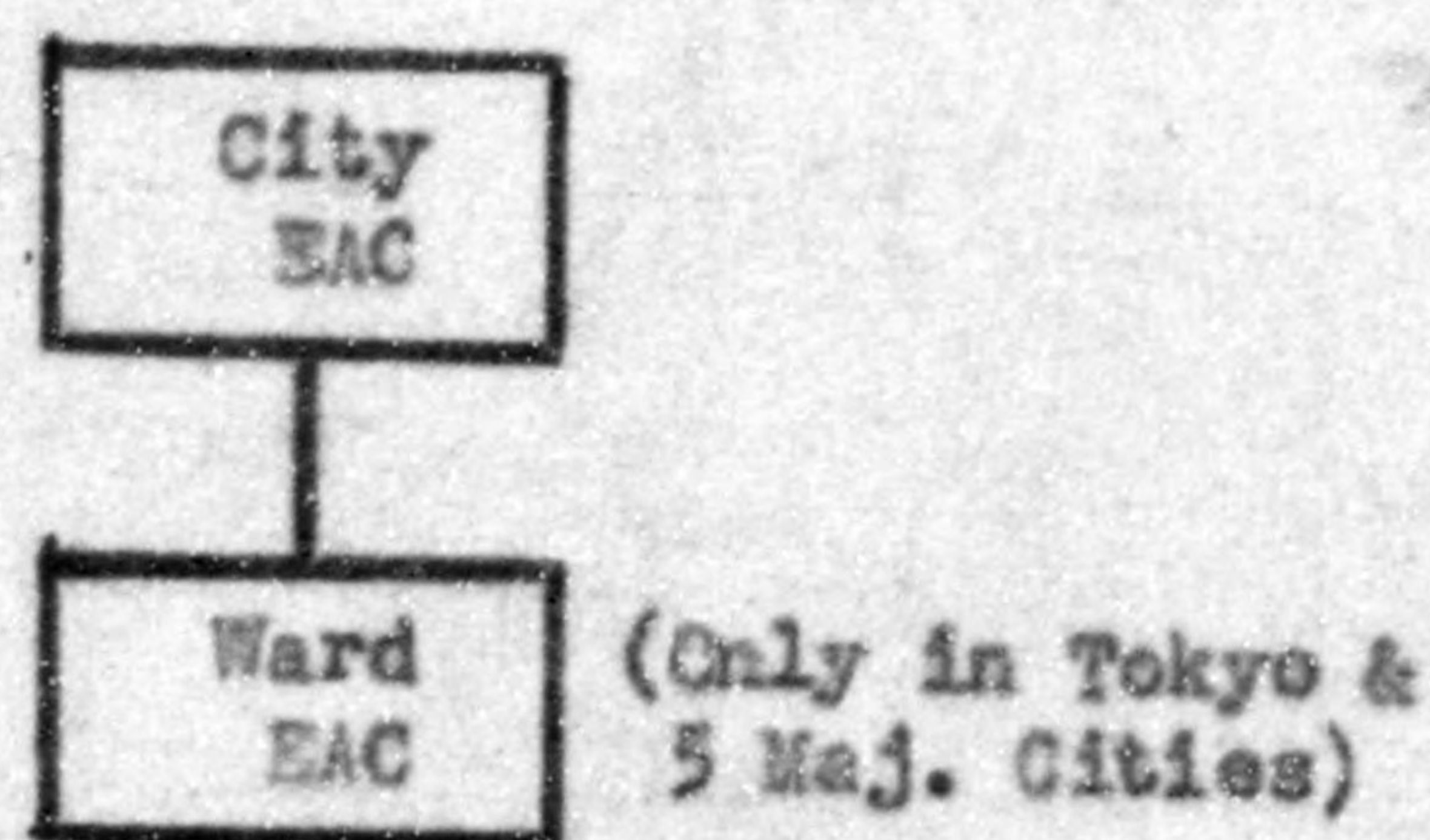
(Pref., Mun., Ward, Town & Village Comm. are Elected by Corresponding Assen.)

National Election

House of Repr., House of Councillors
Pref. Gov. & Assemblymen. (Pref. Const.)

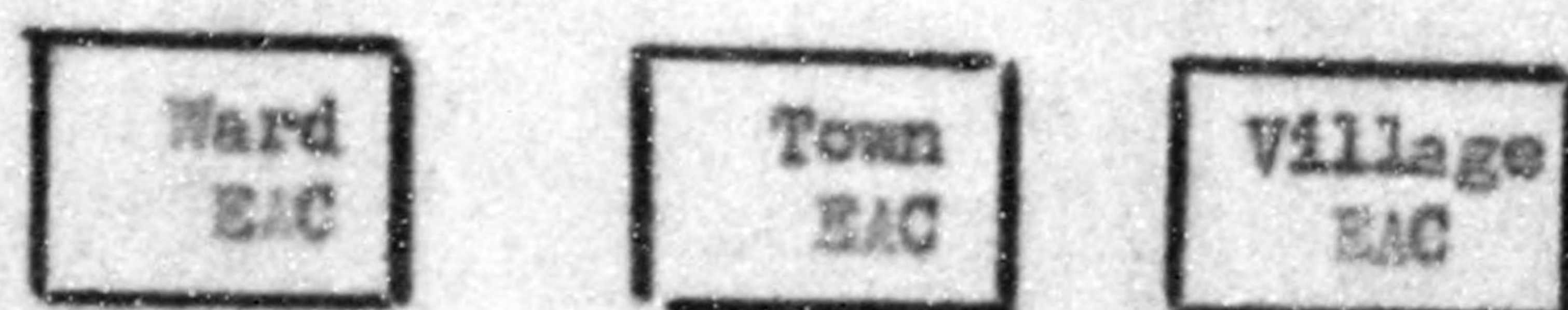


Election of Mayor & Assembly of City



(Have complete control over elections of local officials. Exercise on behalf of Prefectural Election Administration Committee direct supervision over voting for prefectural offices).

Election of Headsman & Assembly of Ward, Town, & Village



(Have complete control over elections of local officials. Exercise on behalf of Prefectural Election Administration Committee direct supervision over voting for prefectural offices).

FILE UNDER: *Home Ministry*

I N D E X S H E E T

DATE: *15 July 47*

FROM: *Kades* TO: *C/qs*

SUBJECT: *Themas* —
Martial Virtues Society

DOCUMENT FILED UNDER:

CLASSIFIED FILE:

Themas C/qs

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

30 June 1947

MEMORANDUM FOR THE RECORD

SUBJECT: Dissolution of the Home Ministry

1. By Memorandum dated 30 April 1947 (See Appendix 1) the Japanese Government was requested to submit to this Headquarters not later than 1 June 1947 a plan for the reorganization of the Home Ministry. In consonance with the constitutional and legislative policies of decentralization and local autonomy, this plan was to provide:
 - a. For the limitation of the functions of the Ministry to those operations which can be demonstrated to be indispensable to the internal affairs of the national government;
 - b. For the dissolution of all bureaus within the Ministry, the duties of which can be performed by local government bodies consistent with the general welfare;
 - c. For the transfer to other Ministries or agencies of the national government of those duties functionally related to their respective responsibilities.
2. Inasmuch as the Katayama Cabinet was not formed until 31 May, extension of the 1 June deadline was requested by the Japanese Government and permission was granted, with the understanding that the problem would be taken up by the new Cabinet as soon as possible.
3. Conferences were held throughout early June between members of the Government Section and representatives of both the Home Ministry and the Administrative Investigation Department of the Cabinet, as a result of which it was anticipated that a formal plan for reorganization of the Home Ministry would be presented to Government Section during the latter part of June.
4. As of 21 June, however, Japanese newspapers reported that at a meeting on 20 June the Cabinet had considered the problem of reorganization of the Home Ministry and had decided to shelve any plan for wholesale reorganization, meanwhile adopting a plan submitted by the Ministry itself which called for only minor structural changes.
5. On 21 June at 4 p.m. representatives of the Japanese Government were asked to appear at Government Section to answer the following questions:

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(1) Why the Cabinet's decision on the plan for reorganization of the Home Ministry had been released to the press before being presented to Government Section; and

(2) Why the Government's plan, despite the specific request of Government Section, contemplated postponing reorganization until a later date.

Present at the conference on behalf of Government Section were Messrs. Kades, Swope and Reid, and on behalf of the Japanese Government, Mr. Takikawa, Deputy Director General of the Cabinet Secretariat; Mr. Maeda, Chief of the General Affairs Department of the Administrative Investigation Department; Mr. Hayaashi, Chief of the Local Affairs Bureau of the Home Ministry; and Mr. Omori of CIO.

6. In respect to the first point, the Japanese representatives were advised that an immediate investigation should be instituted into the source of the leakage of information to the press and that a written report on this subject should be submitted to Government Section by the opening of business 26 June. Mr. Takikawa promised a full investigation but indicated his belief that the stories were based purely on conjecture rather than upon actual information received from Government sources. (This explanation was also vouchsafed by the Government in its formal report on the problem. See Appendix 2.)

7. In respect to the second point, Japanese officials were advised that the newspaper report, if true, indicated that the Cabinet completely and utterly misunderstood the purpose of the original memorandum---that the contemplated reorganization was to be full and final and not incomplete and tentative. It was further pointed out that reorganization would need to consider the future of all the Bureaus of the Home Ministry---Local Affairs, Police, Public Works and Investigation---and not merely those affected by legislation already passed by the Diet. The Japanese representatives indicated that the newspaper reports were about "two-thirds true", that they realized that the conception upon which the Cabinet decisions had been based was erroneous, and that they would appreciate further time to restudy the problem. It was decided that an extension of time would be granted but that Thursday morning, 26 June would be set as the date for the presentation of the revised plan.

8. Further consideration over the week-end indicated the desirability of suggesting that a representative of Government Section work directly with Mr. Maeda during the first part of the week to ensure that the Administrative Investigation Department (which had been designated to make recommendations to the Cabinet) was fully aware of the point of view of Government Section on the various problems at issue. In consequence, on Monday morning Mr. Maeda was informed that it was deemed desirable to adopt this procedure and was further advised that the deadline for presentation of the plan to Government Section would be extended to Saturday morning to permit full discussion throughout the week and a final decision at Friday's Cabinet meeting.

9. On Monday afternoon Mr. Maeda reported that at a Vice-Ministers' meeting held that noon it had been decided to recommend to the Cabinet that the

Home Ministry be abolished. The following disposition of Bureaus was then contemplated:

Local Affairs Bureau; General Affairs Section to be abolished; Administrative Affairs and Election Sections to be transferred to the Cabinet; Finance Section to be transferred to the Finance Ministry; Local Officials System Section to be transferred to a proposed Cabinet Personnel Board.

Police and Investigation Bureaus to be transferred to a proposed Public Safety Board in the Cabinet.

Public Works Bureau to be transferred to the Cabinet and combined with the Board of Reconstruction.

10. Mr. Maeda was advised that Government Section entertained no objections to any of these proposals but that it believed conferences with chiefs of the Bureaus involved would be highly informative. In consequence a series of conferences was held from Monday until Thursday at which chiefs of all the Bureaus involved in the plan for reorganization were invited to express their views in the presence of representatives of the Government Section and of the Administrative Investigation Department.

11. The first discussions were held with representatives of the Local Affairs Bureau of the Home Ministry, generally including Mr. Hayashi, Chief of the Bureau; Mr. Suzuki, Chief of the Administrative Affairs Section of the Bureau; and Mr. Kobayashi, Chief of the Election Section.

a. It was agreed without dissent that the General Affairs Section could be abolished. This Section in actuality was serving only in a liaison capacity since of its two major responsibilities those in connection with Hokkaido had already been transferred to the Ministry of Agriculture and Forestry and those in connection with Neighborhood Associations had been abolished.

b. In respect to the Administrative Affairs Section, it was indicated that officials of the Ministry of Agriculture and Forestry were already drafting legislation to transfer the Section's responsibility in connection with irrigation and that the Home Ministry was at work on necessary steps to transfer the Section's flood control responsibilities to the Bureau of Public Works. All other responsibilities of this Section are determined by the Local Autonomy Bill and it was agreed that any responsibilities remaining after revision of this Bill would be transferred to the proposed Local Affairs Commission.

c. In connection with the Finance Section, a statement by Mr. Hayashi indicating his desire to see this Section transferred to the Local Affairs Commission along with the remainder of the Administrative Affairs Section was then

read into the record. (See Appendix 3.) This recommendation was based primarily on the belief that the Finance Ministry, being more interested in national finance than in local, would tend to slight problems of local finance. Mr. Noda, Director of the Bureau of the Budget of the Ministry of Finance, spoke on behalf of the latter Ministry to assert that both national and local problems would be handled with impartiality by the Finance Ministry and that his Ministry was amenable to the transfer. Mr. Maeda then indicated that the Administrative Investigation Department proposed to recommend that the transfer be carried out.

d. In respect to the Local Officials System Section, it was apparent that little remained to be considered. The responsibilities of this Section in respect to officials of local government had terminated 3 May. The Section thereafter included no more than a staff of nine engaged only in research into the general problems of local civil service. It was agreed that these research duties could be transferred either to the proposed Cabinet Personnel Board or to the Local Affairs Commission.

e. The Election Section is now essentially a service bureau. It was agreed that its desirable functions such as compilation of election returns, recommendations on paper allocation, arrangements for printing national ballots, recommendations for new election laws (referendum on Supreme Court judges, election of land reform officials, election of school boards, etc.) should be transferred to the Local Affairs Commission.

12. The status of the proposed Local Affairs Commission was perhaps the most important of the problems to be solved. It was appreciated that without a spokesman at court the local public entities would most likely be slighted by the Cabinet and it would be extremely likely that the already undesirable practice of permitting the ministries to establish prefectural branch offices might be further augmented. On the other hand, it was appreciated that too strong a commission might result only in the transfer of central control over local governments from the Home Ministry to the Commission. It was finally agreed that a proposal advanced by Mr. Hayashi would probably be the most acceptable; that a three man Local Affairs Commission should be established with one member representing the national government, the second representing local government and the third (elected by the Diet) representing the public. This Committee would be aided by a secretariat which would handle all such local administrative affairs as were assigned the central government by the revised Local Autonomy Bill; such election affairs as were the responsibility of the Central government; and such research into problems of local public officials as might not be assigned to the Cabinet Personnel Board.

13. Discussions in respect to the Public Works Bureau of the Home Ministry were held with Mr. Iwasawa, the Director of the Bureau. Mr. Iwasawa pointed out that his ultimate aim was to see his Bureau a part of a Construction Ministry, which would also include the War Rehabilitation Board, the Harbor Improvement Office of the Transportation Ministry, the Dam Building Office of the Ministry of Commerce and Industry and such other similar offices and bureaus as were presently divided among the various ministries. Until such time as a Construction Ministry might be established, Mr. Iwasawa suggested that the best place for his Bureau would be in the Cabinet with the War Reconstruction Board. A representa-

tive of the latter Board who was present at the conference indicated that the Board would look with favor upon such a program.

14. The future of the Police and Investigation Bureaus was discussed with Mr. Hisayama, Chief of the Police Bureau who until the day before the meeting had also served concurrently as Chief of the Investigation Bureau. He asserted that if the Home Ministry were to be dissolved he saw no place for the two bureaus to be located other than directly under the Prime Minister. It was pointed out that the most difficult problem to be solved in this connection was not so much the ultimate disposition of the police and Investigation Bureaus as the relationship between them. Since the work of the Investigation Bureau was to a large extent police work, some consideration had been given to the amalgamation of the two bureaus but in view of an understanding (subsequently denied) that the Government Section did not desire that the work of the Investigation Bureau (all of which was in compliance with SCAP Directives) be carried out by police, it had been decided to maintain the two Bureaus as separate entities, although under the same Public Safety Board. It was pointed out in this respect that Government Section took no stand on the problem--that the Japanese Government was free to amalgamate the two or not as it chose.

15. General agreement on the above points having been reached by Thursday, the Investigation Department then recommended their adoption at the Friday meeting of the Cabinet. (See Appendices 4 and 5.) A single last minute change was introduced; at the request of Home Minister Kimura it was decided to leave completely to the Cabinet the question of whether the local Finance Section should be placed under the Finance Ministry or under the Local Affairs Commission.

16. The Administrative Investigation Board recommendations were accepted without alteration by the Cabinet at its Friday meeting; in connection with the two noted points it was decided the Finance Section should be assigned to the Local Affairs Commission and that the Police and Investigation Bureaus should remain separate. Appendix 6 summarizes the Cabinet's decision. Appendix 7 is a statement released to the press by the Cabinet.

7 Incls.:
Appendices 1 thru 7

*Prepared by
Ralph W. E. Reid.*

Noted: CLK

GUY J. SVOPE
Chief, National Government Division

RALPH W. E. REID

APPENDIX THREE

STATEMENT BY MR. HAYASHI

"The Reason why the Matters Concerning Local Finance shall be under the Jurisdiction of the Local Affairs Commission."

1. The unification of the organization and activity and the finance of local government.

The establishment or reorganization of local financial system is indispensable requisite for the activity of local government. Even if the organization and authorized powers of local government should be fixed ideally in a local government system, the local self-governing would be never realized unless the right of finance and financial power accompanied by the right of local government are organized in order that the smooth activities may be possible.

That is, the local financial system and local government system are inseparably united as one body, and we cannot consider the local financial system without local government and vice versa. We consider, therefore, that the government office which shall have local finance under its jurisdiction chiefly shall be the government office which shall have local government system under its jurisdiction, and both the former and the latter must be act in concert with each other uniting inseparably as one body.

2. The exclusion of the subordination of local government finance to state finance.

If the affairs concerning local finance were transferred to the Finance Ministry which takes chiefly charge of state finance merely from the view-point of the affairs concerning finance, not only the harmony mentioned in the above paragraph 1 would be easily hindered but also local finance would be maltreated resulting the state finance first.

Although local tax system has been revised epoch-makingly this time along with the fundamental revision of state tax system and the independency of local finance has been considerably strengthened comparing with former, the independency of local finance must be strengthened further in higher degree in order to let local government develop. And this must be studied and investigated at the Home Ministry which is in the position to plan the development of local government, and the Home Ministry must plan the distribution of the financial resources corresponded to the amount of affairs of local government comparing with that of state, standing on an equal position with Finance Ministry which takes charge of state finance. If there were none who endeavour to strengthen the independency of local finance in order to realize the real local self-governing standing on the side of local government bodies, the substantial contents of local government would become quite poor and the activity of local government would be degenerated even if such new systems as Local Government Law were established.

3. Necessity for the control and regulation of local finance.

In order to maintain and function the local finance system which is inseparably united as one body with local government system ideally, minimum necessary control and adjustment must be conducted. And it is the most proper that the Home Ministry which has taken charge of the establishment and reorganization of the system and is the most conversant with the state of affairs will conduct the activities of the above said control and adjustment in order to not only maintain and function the system ideally but also reorganize necessary system in the future.

As a matter of course, it is an ideal that the activities of the above control and adjustment will be gradually diminished as far as there will be no necessity for it in the end. However, at present the Local Government Law has been only enforced and there is nothing to be proud of in the reality of local self governing, and moreover the officials who are taking charge of the affairs of local government are not accustomed to them yet. Therefore, in order to realize real local self-governing, the necessary minimum control and adjustment of the central government must be done for the time being.

4. Necessity for the control and regulation of local tax.

The activities of control and adjustment of local finance which the Home Ministry is now doing may be divided into those on local tax and those on local loan classifying roughly.

Concerning local tax, in the present revision of tax system the number of items of legally fixed independent tax have been increased, and the extent which local government shall receive the authorization of central government has been reduced - that is, the extent which tax can be levied freely by local self-government bodies has been expanded ____, but we think that the control of local tax must be greatly relieved in the future. It will be necessary that the control and adjustment concerning (1) to impose especially a heavy tax on a person except the inhabitants in the body, (2) to produce considerable disproportion among bodies, (3) to impose forcibly such burdens as to be contrary to important state policies shall be done by central government for the time being, but the above will become unnecessary in the future with the sound development of local government.

Concerning local tax, it is the ideal of local self-governing that separate control of central government will be put an end and local government bodies will be able to conduct freely within the limits authorized by law. The Home Ministry authorities intend to do their best for the above course in order to support and make develop local government.

5. Necessity for the control and regulation of local loan.

We hope the permission of local loan will not need in the future. However, the system of permission of local loan is necessary in such present situation as (1) local finance has been reduced to want and there is no optimistic outlook on the future expansibility, (2) local government bodies have not yet realized fully on the self-governing and no great effort to the enforcement of the enterprising founded on sound financial plan has been made, (3) both financial and fund conditions are extremely stringent.

We believe the Memorandum from GNE to Japanese Government "Removal of War-Profit and Reconstruction of Finance" dated Nov. 24, 1945 was issued along with the above meaning.

It is the most reasonable that the permission of local loan will be done by the Home Ministry which is looking the financial conditions of local bodies in the face and is desiring the soundness of finance. That is, to let supply the whole or a part of expenses for the enterprising which the body is going to start by tax or to let postpone or reduce the enterprising in view of the financial conditions of the body is only possible in the Home Ministry which is well acquainted with the real conditions of the general administration and finance of the body.

Moreover, in case where the enterprising which is being started by the flotation of a loan of the body is absolutely necessary, it is the work of Home Ministry which desires the development of local government to permit it standing on the side of local body and to do various services in order to make the loaning easy connecting with the financial organs concerned.

Concerning the adjustment of stiffened financial conditions and funds concerned, assurance will be made sure by the consultation with the Finance Ministry and the Economic Stabilization Headquarters on the necessary matters as in the present.

APPENDIX TWO

**REPORT OF JAPANESE GOVERNMENT ON PREMATURE PRESS
REPORTS OF REORGANIZATION OF HOME MINISTRY**

TO : Brigadier-General Whitney, Chief of Government Section,
S.H.Q.

FROM : NISHIO, Suehiro, Director-General of the Cabinet
Secretariat.

SUBJECT: On the leakage to press of the Cabinet decision
concerning the reorganization of the Ministry of
Home Affairs.

June 26, 1947

In compliance with the request by Colonel Kades to Mr. Takikawa, Deputy Director-General of the Cabinet Secretariat, to investigate the actual situation and to report on the measures taken by the Government regarding the subject matter, it is hereby reported as follows:

I. The Government has requested several times to the Jiji News Agency and several other newspapers, which carried the news in question to inform the Government frankly and without restraint after a thorough investigation on the real situations thereof.

The results of the investigations are summarized as follows:

Concerning the matter of reorganization of the Home Ministry, newspapers have collected various informations prior to the Cabinet meeting on June 20th, and the reported news on the content of the Cabinet meeting on the day were edited with these informations as its source, and it by no means came from any particular source. (The attached paper on the correspondence of the Jiji News Agency shall be referred.)

II. Together with the investigation on newspapers, the Government has ordered various ministries, especially the Cabinet Secretariat, Administrative Research Section and Home Ministry to search for those responsible for the leaking of the information. The result is stated as follows:

(1) Immediately after the Cabinet meeting, Director General of the Cabinet Secretariat denied that the subject matter was on the agenda of the Cabinet meeting at the regular press conference, in response to the questions by reporters, with the result that he was even accused by the reporters when it was revealed that the matter was actually

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actually on the agenda of the Cabinet meeting.

(2) Immediately after the Cabinet meeting, Minister for Home Affairs told reporters that nothing could be said, when he was questioned whether the matter was on the agenda for the Cabinet meeting. When he was further questioned which course was more desired on the policy of reorganization of the Home Ministry even if he was unable to reveal the decisions of the Cabinet meeting, he expressed his own view to the respect that he did not approve the reorganization plan of the Home Ministry alone. It did not, however, mean to explain the contents of the decisions of the Cabinet meeting. The Government was also informed by Vice-Minister for Home Affairs, Chief of Local Affairs Bureau and Chief of Archives Section of the Ministry for Home Affairs respectively that they have never talked with reporters on the matter after the Cabinet meeting. But, the news column on the reorganization of Home Ministry on the papers dated June 15th, reflected the opinion of officials concerned in the Home Ministry, who expressed their private views in compliance with the request of reporters dispatched to the Ministry.

(3) As for the Administrative Research Section, no body has come in contact with reporters on the matter after the Cabinet meeting.

III. In view of the fact that news carried by the newspapers are divided and even conflicting, while they carried the contents of the Cabinet decisions incorrectly, the Government has, in the course of the above-stated investigation, come to the conclusion that the leaking of this information to the press was not effected by any particular Government official with an intentional and propaganda motive to betray the contents of the Cabinet decisions to the press.

IV. The Government, however, deeply regrets that the content of such an important Government program as this which is based upon a SCAP directive was disclosed prematurely to the press, and it has issued a strict warning to Government officials to prevent the recurrence of this kind of cases in the future.

The Government, at the same time, deploras that a small number of minor Government officials have not realized yet the true sense of the SCAP Memorandum dated April 30th. Since informal talks have been going on between the Administrative Research Section of the Cabinet and the competent officers of the GHQ on the reorganization of Home Ministry (including police), the Government has determined to carry out the SCAP directive faithfully at the earliest opportunity by adopting a program along the line of the informal talks, thus improving the present regrettable state of affairs to a great extent.

Attached PAPER

24 June 1947

TO : Mr. Suetichi TAKIKAWA, Deputy-Director, Cabinet Secretariat
FROM: Tsurutaro ABACHI, Chief, Compilation Bureau,
Jiji News Agency

I wish to reply hereby in writing to the inquiry posed by Mr. Suetichi Takikawa, Deputy-Director of the Cabinet Secretariat, on 23 June 1947, as to the source of the news item on the reorganization of the Home Ministry appeared in the Home News Service column of the Jiji News dated 21 June 1947.

The News item in question was prepared by the Political Department of our News Agency, and was translated into English. In October last, Mr. Minoru UNNO, Chief of the Political Department, suspected that the drastic reorganization of the Home Ministry would be forthcoming as an inevitable corollary of the realization of decentralization of powers, the revision of police system, and the completion of land planning, and he requested all the members of the Department to obtain the information concerning the reorganization of the Home Ministry as an important news.

During the following several months, opinions, prospects, informations, etc. of various quarters on the Home Ministry reorganization were reported to the Department.

Thereupon, the staff of the Department pigeonholed and rearranged systematically these often conflicting reports, opinions, prospects, etc., and tried to write out a prospective news item of our own on the subject.

Such being the case, the Department reported and published two or three times an interim prospective news on the subject, but the contents of such news have inevitably been different from time to time, as the natural consequence of summing up the informations available at each time.

However, the sustained and concerted effort of our entire staff made it possible to improve the accuracy of such prospective news progressively each time. The said news on the reorganization of the Home Ministry published on 21 June, is nothing but one of those prospective news born of such activity of news collection in the past several months.

It is our hope that you would understand how hard many reporters have to work attentively during the long period and how strenuously we have to compile such reports, in order to produce even a single news column.

APPENDIX ONE

REQUEST TO JAPANESE GOVERNMENT TO PRESENT
PLAN FOR REORGANIZATION OF HOME MINISTRY

30 April 1947

MEMORANDUM FOR: President of the Central Liaison Office

SUBJECT: Decentralization of the Ministry of Home Affairs.

1. By memorandum dated 17 November 1945 (SCAPIN 292), the Japanese Government was directed to report to this Headquarters all changes in the structure of the Japanese Government. The implementation of Articles 92 and 94 of the Constitution of Japan and the various Local Government Reform Laws enacted by the Diet pursuant thereto require additional changes in the internal structure of the civil government of Japan in conformity therewith.
2. Inasmuch as the Ministry of Home Affairs is the focal point for centralized controls within the governmental structure of Japan, it is requested that a plan for the reorganization of that Ministry be submitted to this Headquarters not later than 1 June 1947.
3. With the view to carrying out the constitutional and legislative policies of decentralization and local autonomy, such plan should provide: (a) for the limitation of the functions of the Ministry to those operations which can be demonstrated to be indispensable to the internal affairs of the national government, (b) for the dissolution of all bureaus within the Ministry, the duties of which can be performed by local government bodies consistent with the general welfare, (c) for the transfer to other Ministries or agencies of the national government of those duties functionally related to their respective responsibilities.

COURTNEY WHITNEY,
Brigadier General, U.S. Army,
Chief, Government Section.

Minister's Secretariat		Deijin Kanbo
Personnel Sect. Jinjika	Document Sect. Bunshoka	Account Sect. Kaikeika

Local Affairs Bureau			Chihokyoku	
General Affairs Sect. Sōmuka	Administrative Affairs Sect. Gyōseika	Finance Sect. Zaiseika	Local Officials System Sect. Shokuinka	Election Sect. Senkyōka

Police		
Police Inspector's Room Kansatsu kanshitsu	General Police Affairs Sect. Keimuka	Planning Sect. Kikakuka



To Be Abolished



Transferred



Some Functions Abolished
Some Functions Transferred

APPENDIX FOUR

ORGANIZATION CHART, JAPANESE MINISTRY OF HOME AFFAIRS

~~Minister
Daigin~~

~~Vice-Minister
Jikan~~

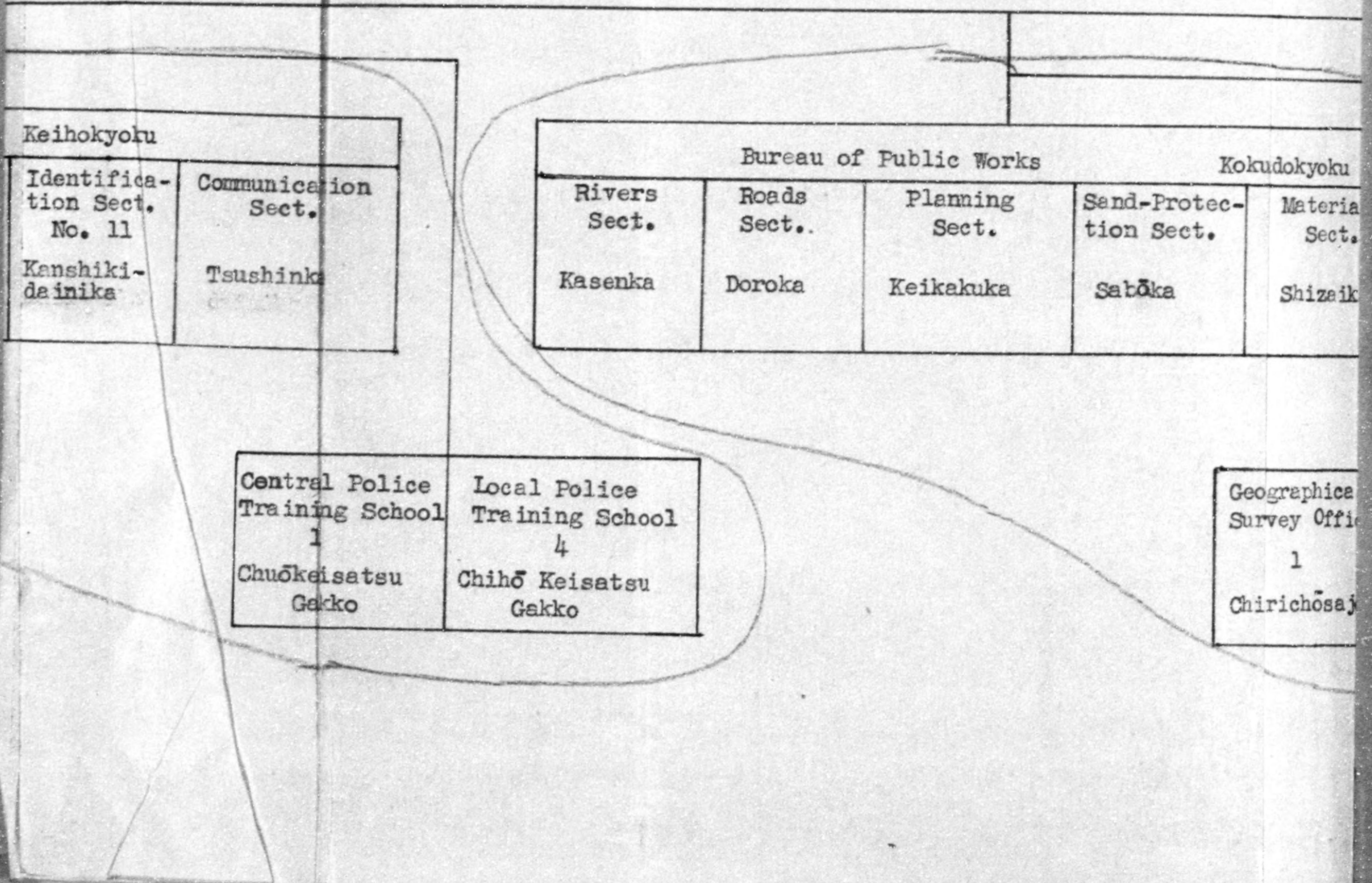
Bureau

Keihokyoku

Education Sect. Kyōyōka	Public Safety Sect. No. I Kōandaiichika	Public Safety Sect. No. II Kōandainika	Fire Protection Sect. Shōbōka	Criminal Affairs Sect. Bohanka	Identification Sect. No. 1 Kanshiki-daiichika	Identification Sect. No. 11 Kanshiki-dainika	Communicat. Sect. Tsushinka
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Centra
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Chuōke
Ga

10 June 1947



Kokudokyoku	
Protec- Sect.	Material Sect.
a	Shizaika

Research Bureau		Chōsakyoku		
General Affairs Section	Sect. No 1 1948	Sect No 2	Sect No 3	Sect No 4
Sōmuka	Daiichika	Dainika	Daisenka	Daiyonka

Geographical Survey Office 1 Chirichōsajo	Branch Office of Public Works 6 Dobokushuchosho	Public Works Laboratory 1 Dobokushikenjo
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APPENDIX FIVE

**PROPOSAL FOR DISSOLUTION OF HOME MINISTRY
AS PRESENTED TO CABINET ON JUNE 27TH -**

(Read in Conjunction with Attached Chart.)

Home Minister	ABOLISHED
Vice Home Minister	ABOLISHED
Home Ministry Secretariat (including Personnel Section, Document Section, Accounts Section)	ABOLISHED
Local Affairs Bureau	ABOLISHED
General Affairs Section (Now serving only as general liaison office, in view of fact that respon- sibilities in re Hokkaido have been transferred to Ministry of Agriculture and Forestry and that former respon- sibilities for neighborhood associations no longer exist.)	ABOLISHED
Administrative Affairs Section (Responsibilities in respect to irrigation to be transferred to agriculture and Forestry Ministry; responsibilities in respect to flood control to be trans- ferred to Public Works Bureau. All other responsibilities are determined by the Local Autonomy Bill; any remaining after revision of this Bill would be transferred to Local Affairs Commission)	Some functions TRANSFERRED Others ABOLISHED
Finance Section (To be transferred to Finance Ministry or to Local Affairs Commission)	TRANSFERRED
Local Officials System Section (Responsibilities in respect to officials of local governments terminated May 3. Now has staff of 9 engaged only in re- search into general problems of local civil service. Research duties to be transferred either to Cabinet Personnel Board or to Local Affairs Commission)	Essentially ABOLISHED A few duties TRANSFERRED

Election Section

(Now essentially a service bureau. Some desirable functions, such as compilation of election returns, recommendations on paper allocation, arrangements for printing national ballots, recommendations for new election laws (referendum on Supreme Court judges, election of land reform officials, election of school boards, etc.) to be transferred to Local Affairs Commission)

TRANSFERRED

Police Bureau

(To be transferred to Public Safety Board of Cabinet, pending decision on method of decentralization)

TRANSFERRED

Public Works Bureau

(To be transferred to War Rehabilitation Board of Cabinet, pending decision on establishment of a construction Ministry)

TRANSFERRED

Investigation Bureau

(To be transferred to Public Safety Board of Cabinet. All functions of this Bureau are carried out in implementation of SCAP directives, i.e., investigation of political parties, registration of former professional soldiers, etc. First Section of this Bureau will be dissolved early next year.)

Some functions
TRANSFERRED
Others will be
ABOLISHED

APPENDIX SIX

DECENTRALIZATION OF THE HOME MINISTRY

(Reply to Request in Appendix One)

1. In compliance with the SCAP Memorandum of April 30, 1947 on the subject of the decentralization of the Home Ministry, the Japanese Government hereunder submits a report on the measures already taken or to be taken for the purpose of fully and effectively attaining that end:

2. The Japanese government is in complete agreement with the views expressed in the SCAP Memorandum with respect to the thorough decentralization and to the enlargement of local self-government. In order to realize these objectives, the Home Ministry has been making special efforts, and actually in connection with the implementation of the new Constitution and of the new Local Self-Government Law, it has already carried out the transfer of certain powers to other ministries and local authorities, as indicated in Annex I.

Under these reforms, the Home Ministry has relinquished the power of appointing prefectural governors and other officials---a power which has hitherto been used as a powerful means of exercising control over local districts, and has also divested itself of the right of general direction and supervision over governors and local administration. These facts have now considerably weakened the actual power of control exercisable by the Home Ministry over local districts.

3. Accordingly, not much of importance remains to be detached and transferred from the Home Ministry to other ministries from the standpoint of decentralization. In pursuance of the SCAP Memorandum, however, it is proposed to take action along the following lines:

a. Such of the powers of the Home Ministry as may properly be transferred to other ministries will be so transferred, as indicated in Annex II.

b. Such of the powers of the Home Ministry relating to local administration as may appropriately be transferred to local districts will be so transferred, as indicated in Annex III.

c. After the steps in "a" and "b" above have been taken, the government structure that will carry out the functions still remaining with the Home Ministry will be altered, as indicated in Annex IV., and in consequence, the Home Ministry will be abolished.

4. It is to be desired that other ministries also will effect a transfer of their powers to local bodies, with a view to effectuating overall decentralization along with the reforms to be carried out by the Home Ministry as above indicated, and also restraining the establishment of local special government agencies.

Annex I

Principal Powers Formerly Exercised by the Home Ministry over Local Administration, Which Have been Abolished or Transferred in Connection with the Implementation of the New Constitution and the Local Self-Government Law.

1. Powers concerning the appointment and dismissal of Prefectural Governors and other local Government Officials, and other personnel matters.

a. Appointment, dismissal and discipline of prefectural governors.

The powers of the Home Ministry under this head have become extinct through the introduction of the system of publicly electing prefectural governors. The only right left to the Home Ministry is that of bringing action for their removal from office before the Impeachment Court.

b. Appointment, dismissal and discipline of second class officials of local government offices.

As they have become Public Officials, the powers under this head now belong to prefectural governors.

c. Right of making service regulations for Prefectural Officials.
Abolished.

2. Powers concerning personnel matters relating to Chiefs of Cities, Towns and Villages.

a. Authorization of the nomination and retirement of Mayors.
Abolished.

b. Powers concerning personnel matters relating to Chiefs of Cities, Towns and Villages.
Abolished.

c. Right of appointing Members of a Committee of Inquiry into Disciplinary Measures.
Abolished.

3. Right of direction and supervision over Prefectural Governors.

a. With Prefectural Governors as chiefs of public bodies:
The right of general supervision has been abolished.

b. With Prefectural Governors as national agents:
The right of general direction and supervision has been abolished.

4. Powers over the indigenous affairs of local bodies.
 - a. Right of general supervision.
Abolished.
 - b. Surveillance against any contravention of laws and orders and against any impairment of public good.
Abolished.
 - c. Right of issuing orders and taking measures for disposition.
Abolished.
 - d. Right of dissolving Prefectural, Municipal, Town and Village Assemblies.
Abolished.
 - e. Right of deciding in lieu of voting of local public bodies, of executing in lieu of local public bodies and of compiling a compulsory budget.
Abolished.
 - f. Right of adjudicating administrative appeals.
Abolished.
 - g. Right of cancelling resolutions or elections.
Abolished.
5. Right of granting permission in regard to local systems.
 - a. Enactment, revision and abolition of bylaws.
This right has been confined to the bylaws prescribed by law.
 - b. Right of permitting revision.
Abolished.
6. Powers formerly exercised by the Home Ministry, which have been transferred to other Ministries or abolished.
 - a. Matters of the Gubernatorial Conference.
Transferred to the Cabinet.
 - b. Forests in Hokkaido.
Transferred to the Ministry of Agriculture and Forestry.
 - c. Right of publication and copyright.
Transferred to the Education Ministry.
 - d. Control of grave-posts, religious services, photographs, etc. of executed persons.
Abolished.
7. Regional Bureaus of Administrative Affairs.
Abolished.

Annex II

Those Functions of the Home Ministry
Whose transfer to Other Ministries
is Considered Appropriate.

1. Matters concerning nationality will be transferred to the Justice Ministry.
2. Matters concerning the change of names of persons will be transferred to the Justice Ministry.
3. Matters concerning Ordinary Water-Utilization Associations will be transferred to the Ministry of Agriculture and Forestry.
4. Matters concerning the development of Hokkaido will be transferred to the ministries concerned.
5. Powers concerning the personal standing of Local Government Officials in charge of administrative matters not belonging to the Home Ministry will be transferred to the Government offices concerned.
6. Subsidy for the personnel expenses of local bodies connected with affairs under the jurisdiction of the various ministries will be included in the Budgets of the respective ministries.
7. Matters concerning the basic system of Public Officials may be transferred to the Central Personnel Authority if and when such agency is established.

Annex III

Of the Powers of the Home Ministry,
Those to be Transferred to Local
Agencies and Others.

1. With regard to the conferences of metropolis, district or urban or rural prefectures, or special cities, the powers, on the part of the Home Ministry, of authorizing the establishment or abolition of such conference, the increase or decrease in the number of bodies represented on them, and the alteration of their articles of association, and also of ordering the establishment of such conferences in case their establishment is deemed necessary for public good, will be abolished.
2. The system of Home Ministry Inspectors for local administration in general will be abolished.
3. National Treasury subsidies (spread over various ministries) of various kinds will be abolished as far as possible, indigenous local financial sources will be enlarged, and local dependence upon the National Treasury will be eliminated, with a view to establishing such financial foundations as will render it possible to strengthen local self-government from the viewpoint of the special needs of particular local districts.
4. The Apportionment Tax will be confined to a minimum consistent with the requirements of local financial adjustments, independent local financial sources will be increased, and thus the autonomy of the local taxation system will be strengthened.
5. Matters concerning police and firefighting services will be dealt with separately.

Annex IV

Structure

The following three agencies shall be set up as outer bureaus of the Prime Minister's Office.

1. Local Government Commission with its office.

The Local Government Commission shall consist of three members, a state Minister, a person elected by the representatives of local bodies, and a person selected by the National Diet, who shall, in accordance with the existing laws and orders, exercise the powers invested with the Local Bureau of the Home Ministry, but it is anticipated that such powers shall be gradually reduced in the future.

2. Construction Board.

This shall be formed by amalgamating the National Land Bureau of the Home Ministry and the present Reconstruction Board.

3. Public Safety Board.

The Police and Investigation Bureaus of the Home Ministry will be placed under this Board.

APPENDIX SEVEN

GABINET PRESS RELEASE

With a view to implementing local decentralization and local self-government under the new Constitution, the Government has decided to alter the organization of the Home Ministry as follows and to submit necessary bills in this regard to the present session of the National Diet.

1. Those functions of the Home Ministry whose transfer to other Ministries is considered appropriate will be transferred to other Ministries.

2. Of the powers which the Home Ministry exercises towards the local districts, those whose transfer to local districts does not occasion any difficulty or hindrance, will be transferred to the latter.

3. After the steps indicated in 1 and 2 have been taken, with a view to exercising the functions still remaining with the present Home Ministry, the following three agencies will be set up as outer bureaus of the Prime Minister's Office, and, in consequence, the Home Ministry will be abolished.

(1) Local Government Commission with it's Office:

The Local Government Commission will be composed of three members, a state minister, a person selected by the representatives of local bodies, and a person selected by the National Diet, who will exercise the powers still remaining with the Local Bureau of the Home Ministry after due adjustments referred to above have been effected.

(2) Construction Board:

This will be formed by amalgamating the National Land Bureau of the Home Ministry and the present Reconstruction Board.

(3) Public Safety Board:

The Police and Investigation Bureaus of the Home Ministry will be placed under this Board.

N.B. The names of new agencies referred to are all tentative names.

FROM	DATE	TO	SYNOPSIS
1. GS	30 Apr	Pres. of the Liaison Office	Decentralization of the Ministry of Home Affairs.
2. Nishio, Suehiro	26 Jun	Brig. Gen of Cabinet Secretariat	On the leakage to press of the Cabinet decision concerning the reorganization of the Ministry of Home Affairs.
3. GS	30 Jun	Memo for Record	Dissolution of the Home Ministry
4. GS	20 Oct		Election Section of Home Ministry
5. GS	7 Nov	Memo for Record	Abolition of the Home Ministry

FILE UNDER: *Home Ministry*

I N D E X S H E E T

DATE: *28 June 47*

FROM: *C. L. Ladd* TO: *C/qs*

SUBJECT: *Memo to C/qs*

*Cabinet Decision on Home Ministry
Dissolution*

DOCUMENT FILED UNDER:

CLASSIFIED FILE:

Memo C/qs

FILE UNDER: *Home Ministry*

I N D E X S H E E T

DATE: *21 Oct '47*

FROM: *Avery*

TO: —

SUBJECT: *MR-*

*Injunctions of the Election Section,
Home Ministry*

DOCUMENT FILED UNDER:

CLASSIFIED FILE:

Memos for the Record