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JAPANESE ADMINISTRATION: DEPARTMENT OF EDUCATION

6 March 1944

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ERRATA

Holders of the above report are requested to make the following changes:

1. Page 9, change "Physical Graining" to "Physical Training."
2. Page 21, bottom of page, add "which in the case of education are drafted in the Inquiry Committee on ...."
3. Page 22, connecting lines should be drawn between Bureaus and Sections, etc. Place "Supervisor of Compilation, Assistant Supervisor", "Bureau of Religions" under "Bureau of School Books." Add "Supervisor of Social Education" under "Bureau of Social Education".
4. Page 22, "Assistant Superviwor of P.E." should be "Assistant Supervisor of P.E."
5. Page 23, bottom of page, add "vision involves not only direction of the construction and repair of....."
6. Page 26, line 5, paragraph 4, change "They gave" to "They have."

24 March 1944

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SUMMARY AND CONCLUSIONS

I. The Japanese Department of Education is of special concern in the planning of Military Administration in Japan because of the scope and importance of its activities, which include: (A) the control and indoctrination of Japanese youth; (B) the training of personnel for particular national needs; (C) the control and direction of scientific research; (D) the control of religious organizations; and (E) employment of certain other propaganda facilities.

II. The control of educational policy and details of curriculum for all schools, whether supported by the Central Government, the local authorities, or private contribution, is centralized in the Department of Education in Tokyo.

III. Decision of occupation policy on Japanese education must await the determination of general occupation policies.

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JAPANESE TERMS

- Kokumin Gakko.....National Elementary School, including Ordinary (6 years) and Higher (2 years).
- Sho Gakko.....Ordinary Elementary School.
- Chuto Gakko.....Schools of Middle or Secondary rank.
- Chu Gakko.....Boys Middle School.
- Koto Jogakko.....Girls High (or Middle) School.
- Jitsugyo Gakko.....Vocational Schools, corresponding to schools of secondary grade. Japanese literature translates the term as "technical schools," including the five branches of "technical schools proper, commercial, agricultural, nautical and fishery schools," but the term "vocational schools" will be used throughout this report.
- Koto Gakko.....Boys Higher Schools, preparatory to university entrance. A few Koto Gakko, however, include a 4-year Lower course, similar in grade to Chu Gakko.
- Semmon Gakko.....Colleges. Japanese literature translates the term variously as "special schools," "special colleges," and "schools higher than the secondary but not quite of university grade, giving higher education in the arts and sciences."
- Jitsugyo Semmon Gakko.....Technical Colleges. As of January 1943 these were made the same rank as Semmon Gakko.
- Shihan Gakko.....Normal Schools. As of 1 April 1941 these were raised to the rank of Semmon Gakko.
- Daigaku.....Universities.
- Seinen Gakko.....Youth Schools. A type of continuation or night school for young people who have completed the 6 years of compulsory education, and are unable to continue in higher day schools.

PREFACE

The following report has been written to provide data of use in the planning of the administration under military occupation of the Japanese Department of Education and its various activities, including the administration of the school system in Japan Proper and the moulding of public opinion through other means, including the control of social, religious, and benevolent associations.

In December 1942 Korea, Formosa and Karafuto were formally designated as part of Japan Proper and were brought under the Department of Home Affairs. As of 1 April 1943 schools in these areas are to be administered under the Department of Education. However, the data contained in the following paper are based on information compiled prior to that change, except where specifically amended. Japan Proper as referred to in statistics includes the former area of the 47 prefectures only.



I. IMPORTANCE OF THE ACTIVITIES OF THE DEPARTMENT OF EDUCATION

Japan's Department of Education is important for civil affairs administration because: A. It guides the principal activity of nearly 16 million students, some 400,000 teachers and about 190,000 priests and controls in the school system the principal means of indoctrination, not only of Japan's intense nationalism, but also of civil obedience.

B. The school system has been organized to train men for Japanese political and economic administration and will need to be readjusted if it is to train personnel for a different post-occupation system.

C. Scientific institutions under the control of the Department undoubtedly hold technical secrets of military importance which should be known to the occupying authorities. D. The Department of Education enforces religious laws which may need to be modified and controls religious organizations which may need supervision.

E. The facilities controlled by the Department of Education provide effective means of making occupation policies understood by the Japanese.

A. Control and Indoctrination of Youth

There are nearly 50,000 schools in Japan where almost sixteen million students are educated either by or under the supervision of the Central Government. There are about 400,000 teachers employed in these schools. Japan expends yearly some ¥500,000,000 on education, the expense being borne by the State, municipalities, and private individuals. The fact that the contribution of a municipality to the support of its schools often involves the expenditure of half or more of all revenues received gives an indication of the importance the Japanese attach to education.

Elementary education is compulsory between the ages of 6 and 14. The ordinary elementary schools provide six years of training, under a uniform curriculum, after which the two higher grades may be taken at any secondary school above the ordinary level. Beyond the compulsory eight years there is fierce competition among students for entrance into middle schools, higher schools, and universities, and there are many times more applications for admittance to these schools than there are opportunities for study. About one elementary school pupil out of 30

advances to the next grade. A small number of Japanese are admitted to universities (Daigaku) and colleges, which have a three to four year course. Japan has about one college graduate in every 300 of her population; the United States has one in 90.

The chart on page 3 shows the general structure of the Japanese school system, as modified in 1943. Statistics showing the number of schools, students and teachers in 1938 are given in the table on page 4.

The bulk of the students, some twelve million, are at the compulsory education level. Official statistics claim a 99.6 percent attendance of school age children for the past decade, as a consequence of which Japan has a literacy rate which is comparable to that of the United States and superior to that anywhere else in the Orient. Virtually all the elementary schools are public, operated by municipalities under the direct supervision of the Department of Education.

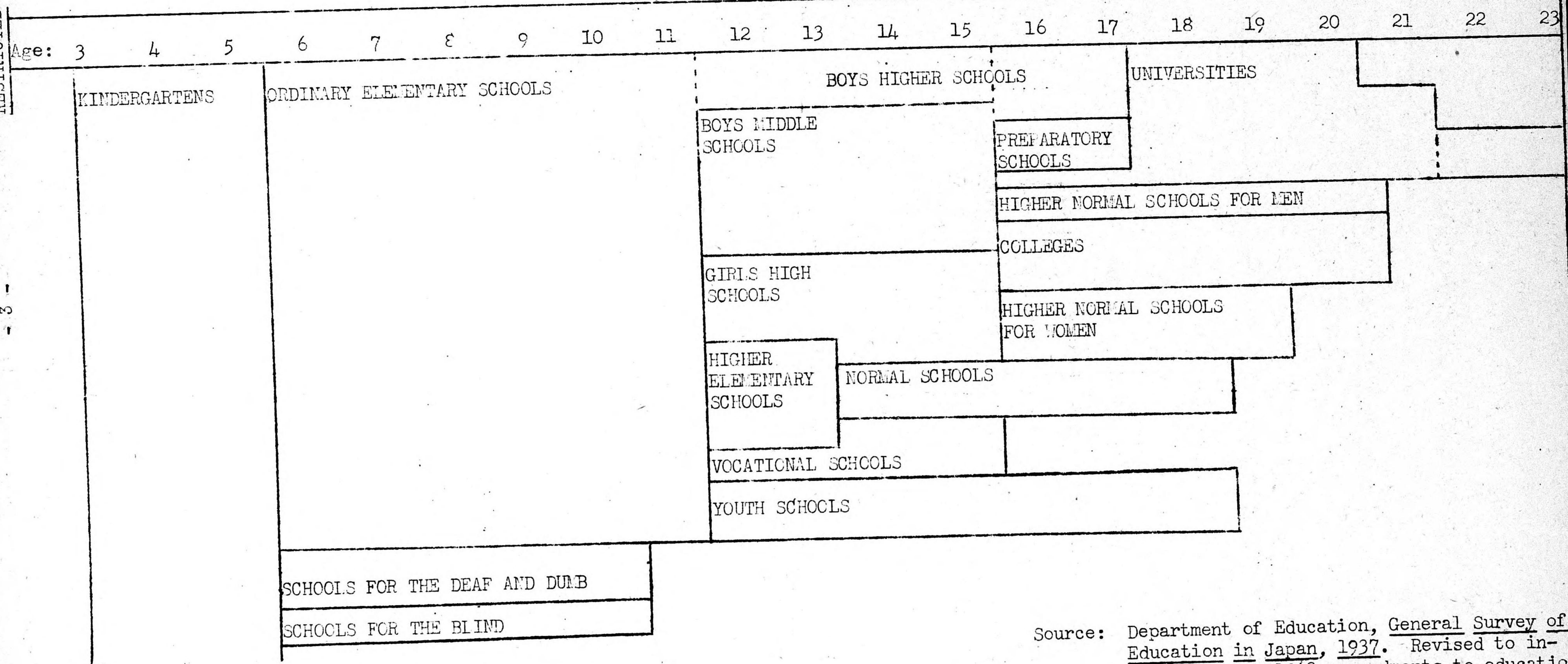
The disposition of these schools during a period of military occupation becomes a question of the best way of keeping these sixteen million students and teachers from becoming a liability in the maintenance of public order. Private and "backyard" schools are almost certain to develop if public schools are closed. In the past private academies and schools have been nuclei of underground activities. For example, the so-called Aikyo juku, a small school in Mito, inspired the assassins of Premier Inukai (15 May 1932). The maintenance of regularly operating schools may be a desirable measure of control over the activities of this large student group.

Control over the activities of young people who have completed the compulsory eight years of elementary education does not stop after they have left the ordinary elementary school, for since April 1938 attendance at Youth Schools, which are part-time continuation schools, and membership in the Youth Corps has been made compulsory. The control over both areas developed jointly.

Early in the 1930's the Department of Education encouraged the organization in every town and village in Japan of Young Men's and Young Women's Associations. Membership was voluntary, and their activities involved community service, as well as vocational and moral lecture courses and physical training. As part of the Government's encouragement of these associations the Department of Education provided

GENERAL STRUCTURE OF THE JAPANESE SCHOOL SYSTEM

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Source: Department of Education, General Survey of Education in Japan, 1937. Revised to include January 1943 amendments to education laws.

## JAPAN PROPER: STATISTICS ON EDUCATION

1 March 1938

Type of School	Schools	Students	Teachers
Elementary Schools	25,906	11,792,738	268,685
Boys Middle Schools	563	364,486	14,252
Girls High Schools	996	454,423	16,887
Vocational Schools	1,355	477,596	20,877
Youths Schools	17,357	2,041,321	....
Boys Higher Schools (Koto Gakko) and Preparatory Schools	32 <sup>a</sup>	17,017	1,283
Universities	45	72,968	6,385
Colleges (Semmon Gakko)	118	72,088	....
Higher Vocational Colleges <sup>b</sup>	61	27,613	2,525
Normal Schools	101	30,783	....
Higher Normal Schools for Men	2	1,805	....
Higher Normal Schools for Women	2	886	....
Special Institutes for Training Teachers	1	58	....
Institute for Training Business School Teachers	3	232	....
Institutes for Training Youth School Teachers	49	1,596	....
Schools for the Blind	78	5,160	....
Schools for the Deaf and Dumb	62	5,870	....
Miscellaneous Schools	1,926	272,140	....
<u>Total</u>	48,637	15,638,780	....
Kindergartens	2,001	162,027	....

a Of which 7 included both lower and higher courses.

b Jitsugyo Semmon Gakko. Incorporated into Semmon Gakko as of January 1943

Source: Japan Year Book 1940-41

continuation or night schools which gave both vocational training and continued indoctrination.

However, in April 1935, through an ordinance amalgamating the former Continuation Schools and the Young Men's Training Institutes, the Youth Schools were set up to provide continued study to young men and women who had to go to work after completing the compulsory elementary courses. After April 1938 attendance at these schools became compulsory between the ages of 14 and 19 or until the equivalent of four years of study beyond elementary school is reached. No tuition is charged. In 1938 the number of students was a little over two million, and 47 normal schools had been set up to train youth school teachers alone. The number is now undoubtedly much larger.

Meanwhile the Young Men's Associations and the Young Women's Associations as well as the Boy Scouts and Girl Guides and other youth organizations continued their own programs. However, in 1941 all of these were brought under the direct jurisdiction of the Department of Education with the organization of the Dai Nippon Youth Corps. In August 1941, the then Minister of Education issued instructions to all prefectural governors and heads of all secondary and higher schools directing them to "band students together into associations for service to the State." The central organ for the direction of the students associations which were federated was set up in the Section on Youth Education. There were five departments: General Affairs, Culture, Health and Welfare, National Defense Training, and Labor Service. The chiefs of all the departments and the sub-chiefs of the general affairs department were always to be appointed from within the ranks of the Education Ministry.

It is probable that the jurisdiction over the Youth Corps was transferred to the Imperial Rule Assistance Association in 1942. Membership in the Youth Corps was over fifteen million at that time.

The central Government has effectively exploited its control of the educational system for uniform political indoctrination of its subjects. Since the beginning, the process has been directed toward the inculcation of civic obedience and Imperial loyalty, but especially in the past decade it has been geared to instilling characteristics of extreme and militaristic nationalism: total subservience of the individual to the State, consciousness of the divine mission of Imperial

Japan in Asia and the world, and the spirit of and proficiency in military arts.

The general aim of Japanese education, as expressed in the Imperial Rescript on Education, issued 30 October 1890, has been to emphasize the fundamental virtues of filial piety and at the same time to link those virtues inextricably with loyalty to the Imperial throne and the destiny of Japan. For example, the Rescript admonished students to "Always respect the Constitution and observe the laws; should any emergency arise offer yourselves courageously to the State; and thus guard and maintain the prosperity of Our Imperial Throne, coeval with heaven and earth." (See Appendix A for full translation.) The Rescript is read on every October 30th, and on some ceremonial occasions in the schools. It appears at the beginning of all textbooks on morals, which have given it increasingly nationalistic interpretations in their successive revisions since 1932.

The attitude that education should be for the purposes of the State rather than for the liberation of the individual has permeated the entire system. Elementary school instruction has been dedicated to the development of unquestioning loyalty. The Department of Education's exclusive copyright over textbooks, held since 1903, has made it possible to intensify this process of indoctrination. The aims of the new educational system inaugurated in 1941 were announced by Minister of Education Hashida as "the repudiation of academic theories that have no connection with the peoples' life, the eradication of thoughts based on individualism and liberalism, and the firm establishment of a national moral standard with emphasis on service to the State."

The physical training program in elementary, middle and normal schools was revised in 1936 to include military training in all grades, for 4 to 6 hours a week. Traditional Japanese military arts (budo), in the form of fencing (kendo and judo) for boys and halberd (naginata) for girls, as well as the more modern forms of military training including drill, rifle, grenade, and bayonet practice are taught. Budo, as one writer explains "is a form of spiritual training...and is of extraordinary value in cultivating the old spirit of Bushido." In 1925 the Department of Education issued an ordinance providing for the appointment of military officers on active duty to give military instruction

in all public normal schools, middle, technical and higher schools and colleges. These are appointed by the Section of School Affairs in the Bureau of General Education Affairs.

The 1941 reform which established eight-year compulsory education laid down regulations for the national school (Kokumin Gakko) curriculum. These regulations paid particular attention to the inculcation of the "principles of imperial benevolent rule" (kodo) so as to foster "national characteristics," and provided a uniform basic curriculum systematized to give all students identical indoctrination. The curriculum is divided into five courses: civics, science and mathematics, physical training, art, and business. The regulations cited below (translated and abstracted in the Japan Year Book 1940-41), describe in detail the content and aims of the new curriculum as directed towards nationalistic indoctrination.

Article 1. Children shall be educated at the national school in accordance with Article 1 of the National School Regulations, by observing the following points:

- a. Training in the Kodo shall dominate all educational activities, by fostering the national spirit and strengthening faith in the national polity.
- b. An outline of the Japanese culture shall be impressed on the public with emphasis on salient features. Also the general situation of East Asia in particular and the world in general shall be taught them so as to make them conscious of the position of the Empire...
- d. Mind and body shall be trained as a whole with a view to balanced development of national characteristics.
- c. Festivals, ritual, school programs, work, athletics, hygiene and other educational measures shall be incorporated into the curriculum...so as fully to realize the real aim of education.

Article 2...

Article 3. The national or civic course (kokuminka) is aimed at clarifying the essence of national polity, fostering the national spirit and making the pupils conscious of their duties for the Empire, by improving their knowledge of the morals, language, history, and geography of Japan. The pupils must be induced to appreciate the happiness of being born in the Empire, they must be trained to live in piety and in devoted service to the public. Pupils must be made to understand that the national spirit is based on the aspiration of the Empire, which is to go on developing forever. Further they must be taught not only to understand that the history and geography of Japan have fostered a fine national character, but to strive to create and develop the unique culture of Japan.

The general situation of East Asia in particular and the world in general must be laid before the pupils in an effort to qualify them as future members of a great nation...

Article 4. The science and mathematics course is intended to foster a rational creative spirit, to prepare ground for contributions to the development of the State, by making correct observation of natural phenomena and dealing with them properly in the course of daily life. Pupils must be made

to understand that scientific progress offers substantial contribution to the development of the State, and also that they are charged to create new forms of culture in furthering Japan's progress. The pupils must be trained to study mathematics and the laws of nature. A faculty for analytical and logical observation must be fostered, with emphasis on a comprehensive and intuitive grasp of the subject under observation. Efforts must be made for scientific training of the pupils... Common sense regarding national defense must be cultivated by drawing attention to the fact that national defense depends a great deal on scientific progress.

Article 5. The physical course is aimed at coordinated training of both body and mind as a whole for the purpose of building up health and cultivating the spirit of fortitude, manliness and generosity... Pupils must be induced to realize that strong and sturdy physique and vigorous spirit are essential for a national defense...

Article 6. Military arts in the physical training course shall be cultivated for the purpose of training both body and mind and also of fostering the samurai spirit, by making the pupils acquainted with the elements of those arts.

The allocation by hours of each of these courses is shown in the chart on page 9.

At levels of secondary and higher education the control over curriculum is only slightly less strict. Public and private schools must use texts approved by the Department of Education. In January 1943, an official school supervisor was placed in every private school further to insure "the selection of educational texts...the guidance of teaching methods."

The incorporation of State Shinto observances into the school curriculum through frequent trips to State shrines and the daily ritual of Emperor worship further intensifies the process.

The total integration of this process of indoctrination in all phases and subjects of the school system makes the problem of operating the system under conditions of occupation extremely difficult. To reopen the schools (presumably initial occupation will cause them to be shut down by Japanese authorities) and operate them under existing curriculum and teaching personnel would of course assist in maintaining order and the very act of occupation would have the effect of at least partially breaking down the myth of Imperial invincibility. However, the daily ritual of Emperor worship, continued physical education along lines of military training, and the constant reminder of Japan's world mission impregnated in nearly all textbooks would make it possible for even the public schools themselves to become centers for planning underground activity and revolt.



JAPANESE ELEMENTARY SCHOOL CURRICULUM: 1941  
(Number of hours per week)

RESTRICTED	COURSE	SUBJECT	Elementary Course				Higher Course				TOTAL
			I	II	III	IV	V	VI	VII <sup>a</sup>	VIII	
	National or Civic Course	Morals	} 10	11 {	2	2	2	2	2	2	} 71
		Japanese Language			8	8	7	7	4	4	
		Japanese History	-	-	-	} 1 {	2	2	2	2	} 17
		Geography	-	-	-		2	2	2	2	
	Business and Technical Course		-	-	-	-	-	(B)(G) 5 2	(B)(G) 5 2	(B) (G) 10 4	
	Science and Mathematics Course	Arithmetic	} 5	5 {	5	5	5	5	3	3	} 47
		Science			1	2	2	2	2	2	
	Physical Craining	Military Training	} 4	5 {	4	4	5	5	6 5	6 4	39 36
		Gymnastics									
	Art	Music			2	2	2	2	1	1	10
		Penmanship	-	-	2	2	1	1	1	1	8
		Drawing work (and/or Domestic Science for girls)	2	2	2	4	4	4	2 5	2 5	22 88
	TOTAL NUMBER OF HOURS PER WEEK		21	23	26	30	31	32	(B)(G) 30 29	(B)(G) 30 28	(B)(G) 224 221

a (B): Number of hours per week for boys  
(G): Number of hours per week for girls

Uncontrolled, the schools may continue to be vehicles for nationalistic indoctrination. On the other hand, closing the schools would not necessarily suppress nationalistic teachings. Unless a number of necessary curriculum and other changes can be made and enforced, it may be better to control the students' time and activities in other ways than through school attendance.

B. Shaping of Education to Fit National Needs

Japan's school system has been shaped to the pattern of her political and economic policies.

Economically, the system has been geared to the job of meeting the industrial needs of the country. The lack of skilled labor was met in part by the organization of many technical schools (Jitsugyo Gakko) designed to turn out men needed to operate Japan's rapidly developing war industries. The recent Mobilization Act called for labor service from all students of secondary and higher school age, an even more direct utilization of the system for Japan's manpower needs. The absence of white collar jobs for university graduates has led to a stiffening of entrance requirements for schools of university grade, applicants being carefully screened so that only those who would make the most adaptable civil servants are admitted.

The school reorganization plan adopted by the Cabinet on 21 December 1943 evidenced a further extension of this tendency. It included provisions that:

- (1) The number of students to be admitted to the faculty of literature at High Schools is to be reduced to two classes for the First High School, and one class for other High Schools; as for the faculty of science, there are to be 8 classes for each of the first to eight High Schools, and 5 classes for each of the other ones.
- (2) The capacity of Government and other public colleges of science is to be expanded.
- (3) Some High Commercial Schools are to be changed into Industrial Colleges and the curriculum of the rest is to be reformed.
- (4) While private colleges of science are to be well organized and expanded, those of literature are to be amalgamated, if possible, and the number of students to be admitted is to be half of the present number.
- (5) As for Imperial Universities and other Government and Public Universities, the full number of students to be admitted to those of science is to be increased, while the College of Commerce shall reduce its enrollment to about one-third of its present number.

- (6) As for private universities, (technical departments included) those of science are to be well organized and expanded as far as possible, but those of literature and their technical departments shall reduce their enrollment of students to one-third and half of their present number respectively. Arrangements are to be made to merge or convert those universities as far as possible.

Civil Service personnel in Japan is selected almost without exception from candidates trained at Government or Government-managed schools: first at the 32 Boys Higher Schools (Koto Gakko) and then at Imperial universities. All civil servants therefore have had identical training and indoctrination since elementary school under the aegis of the Department of Education. This is a problem affecting both the short term utilization of existing civil officers for occupation purposes and the longer run problem of training men for a new and dependable Japan.

Any long-term policy, either political or economic, which may be adopted regarding Japan, will involve a consideration of the continuation or the rearrangement of this pattern of training which has been incorporated into the school system.

C. Control and Direction of Scientific Research

A number of special research institutes are under the direct jurisdiction of the Department of Education. The Imperial Academy, the Scientific Research Conference, and institutions for meteorological observations are administered or controlled by the Arts and Science Section of the Bureau of Higher Education. The Astronomical Observatory, the Institute for the Study of Infectious Diseases, the Institute for Aeronautics, the Research Institute for Metals, the Earthquake Research Institute, the Institute for Chemical Research, and the Hot-Spring Cure Laboratory all are administered or controlled by the Section on School Affairs in the Bureau of Higher Education.

In addition, it is probable that much of the important research on new weapons, bacteriological warfare and other methods of warfare is carried on in laboratories in the Imperial Universities and other large centers of higher learning.

D. Control of Religious Organizations

The Department of Education enforces the government regulation of all religious activities with the exception of national Shinto.

Four factors make the religious systems of Japan of concern to

an occupation administration: 1) the enforced observance of certain Shinto rituals by all nationals regardless of religious persuasion; 2) the extent of government control over religious organizations; 3) the ban on foreign support or management of religious organizations; and 4) the nationalist activities of certain religious groups.

1. National Shinto. The earliest accounts of Japan's Imperial house and of her earliest religion are found in the same primitive chronicles which are two-thirds mythology and one-third history. For many centuries court observances and Shintoism were undifferentiated as were also Shinto shrines, whether related to the Imperial tradition or to popular beliefs. As both Shinto and Buddhism were tolerant this did not interfere in any way with the almost universal spread of Buddhism throughout Japan. A Shinto "god" may be a great ancestor, a natural phenomenon, or a glorified principle. It is not difficult to add a new member to the pantheon and each "believer" has great latitude in choosing the object and content of his faith.

Following the Restoration of 1867 Japan sought a) to develop the potentialities of the Imperial house as a focus for Japanese nationalism while b) at the same time permitting freedom of religion, particularly for Christianity, as demanded by the United States and other Western powers. In order to do this Shinto was divided into two parts. Observances directly connected with the Imperial family, the great national shrines, and the principal local shrines were set aside as "shrine" or national Shinto. Their maintenance was taken over by the State. Observances related to them were declared to be civil, not religious. At the same time all other organized worship of Shinto deities by the many sects which then existed or have since developed was placed under rules identical with those governing all religions, including Buddhism and Christianity. The distinction is emphasized administratively today by the fact that national Shinto is controlled by the Department of Home Affairs, while sectarian Shinto, like other religions, is under the supervision of the Department of Education.

Japanese school children, regardless of religion, are required to bow to the kamidana, or Shinto "god-shelf" in their school, to bow before the picture of the Emperor, and to make certain visits to national shrines, such as those at Ise and Izumo. Most Japanese, be they Buddhists,

Christians, Muslims, or Shintoists, accept the official interpretation that these are patriotic, not religious acts. Many Christian missionaries and some Japanese, however, consider them grave violations of conscience and religious freedom. Whatever the merits of the controversy, this issue of religious freedom is certain to be raised during an occupation, as it is related both to the activities of missionaries and to any policies which may be adopted regarding Japanese nationalism.

2. The Religious Organizations Law. Religious organizations or individual temples or churches are incorporated under the Religious Organizations Law of 1940. When so incorporated they have certain privileges of tax exemption. Incorporated or unincorporated, however, their officials, principles, rules of organization, and property must be reported for the approval of the Minister of Education who may dissolve the organization if he finds it harmful to public order or subversive of the duties of citizens. Appeal to the administrative courts against decisions of the Minister is possible. The Law specifically refers to Buddhism, Shintoism, and Christianity but applies to all other religions as well. The Law, if fairly administered, should not seriously interfere with religious liberty, but it gives the Japanese Government powers over religion far greater than those accepted in the United States.

3. Elimination of Foreign Control. In applying the Religious Organizations Law in 1940 the Japanese Government required that religious organizations in Japan not receive support from abroad, and that their officials be Japanese. In addition, administrative pressure was applied to induce the various Protestant denominations to merge. These three measures forced the withdrawal of a considerable proportion of the American missionaries in Japan, the assumption of administrative and financial responsibility by the Japanese Christians, and the creation of a single Japan Christian Church without direct affiliation with any American or European Protestant denomination. Unless an occupation regime bans mission activity in Japan, and such a ban would have repercussions in the United States, there is certain to be pressure for relaxation of these restrictions.

4. Religion and Subversive Nationalism. Nationalism pervades religion as it does all other phases of Japanese life. The subversive possibilities of religious organizations cannot safely be overlooked by an

occupation administration. Only a few of these possibilities can be suggested here. For all religious organizations except national Shinto, which is controlled by the Department of Home Affairs, information and the mechanism for supervision can be found in the Department of Education.

a. Shintoism. National Shinto is important primarily as a phase of national propaganda, not as a religious organization. Its disposition depends on the policy adopted vis-a-vis the Japanese Imperial House which is outside the scope of this report. The priests and caretakers of the Shrines are supported by the State, but, with the exception of a few related to the two or three really national Shrines, are not men of stature or political importance. They are, however, indoctrinated and in some cases might serve as nuclei or channels for subversive action against an occupation regime.

Sectarian Shinto, on the other hand, is evangelical and aggressive. Some of the most dangerous sects were dissolved several years ago on moral charges. Omotokyo, dissolved in 1935, had been used by the Black Dragon Society for intrigue with Chinese organizations in Manchuria. Tenrikyo, the largest Shinto sect, is more progressive and respectable. It supports intensive missionary activities on the continent of Asia and formerly had churches in this country.

Because of their relation to Japanese mythology, however, all Shinto sects are inevitably nationalistic. In particular, their overseas connections should be watched.

b. Buddhism. Of the various Buddhist sects Nichiren is the most fanatical. It is the only important sect of Japanese origin. The thesis that Japan must lead a world-wide revival of Buddhism is imbedded deep in its theology. Among the more fanatical and violent nationalists of recent years have been a considerable proportion of Nichiren adherents.

The East and West Honganji sects of Shinshu are the largest in Japan. Their hereditary abbots, the Otani, are related by marriage to the Imperial family and have considerable wealth even aside from the funds of their organizations. Otani Kozui in particular has been a leading advocate of Greater East Asia and has used the wealth and religious organization at his disposal to promote Japanese propaganda and infiltration throughout Asia under the guise of trade and religion. Buddhist missions and missionaries require special attention.

Zen produces some of the most idealistic, intelligent, and cool-headed Japanese. Adherents of Zen are, therefore, particularly effective in accomplishing Japanese purposes. On the other hand, its organization is relatively weak. Some of the individual adepts bear watching but action against the sect organization will have little effect.

Other Buddhist sects are of lesser importance but all have important connections with their co-religionists on the continent of Asia -- connections which have been and can be used for intelligence and subversion.

c. Christianity. Japanese Christians are no less loyal than their non-Christian brethren. The principal differences are that a few of them have conscientious scruples on shrine worship and that most of them have had contact, generally pleasant, with Europeans or Americans.

The largest group formerly belonged to a large number of imported Protestant denominations but are now united in the Japan Christian Church. This group has extensive American, Canadian, and British connections. Among its members many have been active in organizing for Japanese purposes the Protestant groups in occupied territories such as China and the Philippines.

Members of the Catholic church number about 103,000. Catholicism has been more flexible than Protestantism in adjusting itself to Japanese national requirements. Japanese Catholics have been utilized in Japanese policies in the Philippines. Catholic institutions in Japan have in recent years been staffed in part by Germans and Italians while American Jesuits in the Philippines have been rounded up. It may be desirable to seek the cooperation of the Catholic Church outside Japan in dealing with Japanese Catholics.

The Russian Orthodox Church is unimportant numerically except among Russian emigres in Japan, Manchuria and China. However, a number of Japanese, among them General Araki, have become converts largely if not entirely for political reasons. Both they and the emigres who have collaborated with them are suspect.

d. Mohammedanism. The Muslims are numerically insignificant in Japan. There are, however, mosques in Tokyo and Kobe. Interest in and conversion to the faith have been persistently and widely used by the Japanese in their propaganda and infiltration among Muslims throughout

the world. Any Muslim in Japan -- whether Japanese or not -- deserves the suspicion that he is associated with Japan's Asiatic policy.

E. Control of Other Propaganda Facilities

The Department of Education directly controls or cooperatively utilizes certain media which could advantageously be used by civil affairs officers for distribution of information and propaganda. The Department directly controls publication and distribution of textbooks. Equipment for the use of radio, phonograph recordings, and motion pictures is installed in many of the schools, and elementary schools particularly utilize them in their teaching program. Censorship authority and primary supervisory control over these latter media, however, are located in the Cabinet Board of Information, set up in December 1940.

1. Textbooks. The Department of Education holds exclusive copyright over textbooks on morals, Japanese language, arithmetic, Japanese history, geography, science, domestic science, and drawing, and only such textbooks on other subjects as are approved by the Department of Education may be used. Even words and music of songs used must be those selected or approved by the Department of Education. Teachers' manuals are likewise compiled by the Department.

Compilation is done by the Bureau of School Books, in the Department, which also supervises publication. Printing licenses which grant exclusive rights of publication and distribution of State textbooks have been given to three companies. The printing and distribution mechanism controlled by the Department of Education would be of value to occupying forces for processing and dissemination of information and propaganda.

Libraries also are under the supervision of the Department of Education. The Department prepares lists, indicating the books which are recommended to the Japanese public in general and indicating those which are prohibited to students in certain age groups.

The power to ban the publication, distribution, and sale of any books other than textbooks, which was formerly exercised by the Department of Home Affairs, was turned over to the Cabinet Board of Information in 1940.

2. Radio. Radio broadcasting in Japan is a monopoly of the Japan Broadcasting Corporation (Nippon Hoso Kyokai), and is now supervised by the Cabinet Board of Information. The Technical Section of the Radio



Inspection Bureau in the Department of Communications, however, has retained its powers of supervision over physical equipment. Broadcasting stations are connected by a relay system and nationally important programs can be broadcast simultaneously to all parts of Japan. This and the existence of a single standard time area and a single language understandable to all residents favor the use of broadcasting in the school program. The JBC has made use of this situation by organizing a schedule of programs specifically designed for use by schools and integrated with the standardized teaching syllabus at the following levels: kindergartens; elementary schools; normal schools; and Youth Schools. (See schedule on page 18.)

In 1937, more than half of the elementary schools in Japan had radio receiving sets, and the number was steadily increasing. At least 10,000 of the elementary schools of the country were making daily use of the school broadcasting programs in their classrooms.

There are two special morning programs organized for all children of elementary school age: the radio physical exercises and morning talks on morals, made by national figures. The exercises are broadcast from 7:50 to 8:30 a.m. daily, synchronized with the morning ritual of reverence for the Emperor just before the first period of every weekday. The talks are given only on the first and third Monday of every month, following the exercises.

In addition, once a week a program directly related to a subject being currently studied is broadcast for each grade. Lessons in the language or morals readers are often dramatized for the programs.

Programs for youth schools are broadcast every weekday from 8:30 in the evening until 9 o'clock. A radio text of about 50 pages for each course is distributed free of charge to each member of the listening group. More than a million texts are issued yearly to radio listeners on the Youth School lectures alone. Yearly 600,000 reprints of the morals lectures are issued.

3. Use of Motion Pictures and Phonographs. Both phonographs and motion pictures are popular media of education in Japan. The primary control over these media as a whole is located in the Cabinet Board of Information which was entrusted with the "guidance and supervision necessary for enlightenment and publicity concerning matters forming the

SCHEDULE OF BROADCASTING PROGRAMS FOR SCHOOLS IN JAPAN: 1937-1938

RESTRICTED

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	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
National hook-up	7:50-8:05 Physical Exercises and Morning Talks	7:50-8:05 P.E.	7:50-8:00 P.E.	7:50-8:00 P.E.	7:50-8:00 P.E.	7:50-8:00 P.E.
Only JOBK 2nd line	10:20-10:30 Kindergarten		10:20-10:30 Kindergarten	10:20-10:30 Kindergarten	10:20-10:30 Kindergarten	10:20-10:30 Kindergarten
National hook-up		11:00-11:15 Kindergarten	11:00-11:15 I & II Grades	11:00-11:15 III Grade		
Only A.B.C. Stations 2nd line	0:05-0:40 Record Music	0:05-0:40 Record Music	0:05-0:40 Record Music	0:05-0:40 Record Music	0:05-0:40 Record Music	0:05-0:40 Record Music
National hook-up	2:00-2:25 IV Grade	2:00-2:25 V Grade	2:00-2:25 VI Grade	2:00-2:25 VII & VIII Grades	2:00-2:25 VII & VIII Grades	
National hook-up	3:10-3:40 Teachers		3:10-3:40 Teachers		3:10-3:40 Teachers	
Only A.B.C. Stations 2nd line	8:30-9:00 Youths' Schools	8:30-9:00 Youths' Schools	8:30-9:00 Youths' Schools	8:30-9:00 Youths' Schools	8:30-9:00 Youths' Schools	8:30-9:00 Youths' Schools

Source: Proceedings, Seventh Biennial Conference W.F.E.A., 1937, Vol. IV, p. 70

basis for the execution of national policies, through motion pictures, phonograph records, theatrical performances and other entertainments." This function was formerly the responsibility of the Department of Education, whose remaining authority in this field is limited to recommending films and records, and furthering the use of the media in the schools.

The number of phonographs in Japan was estimated at 1,500,000 in 1937 and the monthly consumption of records at that time was 1,500,000. A poll of elementary schools in 1937 elicited only 10,304 answers, but 85 percent of these were equipped with one or more phonographs with an average library of 56 records. These are used primarily for pronunciation exercises, for which records of model readings from official texts are used. They are also used widely for English language lessons. The All Japan Gramophone Corporation (Zenkoku Chikuonki Record Seizo Kyokai), a merger of the seven largest companies, has a monopoly over the manufacture and sale of all phonograph records in the country, and is supervised by the Department of Education.

Inspection and censorship of movies in general was exercised by the Film Controlling Committee in the Department of Home Affairs until these functions were transferred to the Cabinet Information Board in December 1940.

The Department of Education has, however, certain related functions which have been retained in the Bureau of Social Education. These functions are limited primarily to the production and supply of educational films and the recommendation of films in general.

In February 1937 the Department of Education had produced 172 films (352 reels) including films on the Imperial Family, physical training, culture, home education, and vocational guidance. These films as well as news pictures produced by newspaper companies are utilized in the elementary and middle schools particularly.

In 1937, 16 percent of the elementary schools utilized films. The degree of the spread of film education was the highest in the cities, being 51 percent of the schools, as against 20 percent in towns and 9 percent in villages. Some 80 percent of elementary school films are used for children's amusement and for assisting teachers in teaching.

Twenty-eight percent of the Boys Higher Schools, 34 percent of the Girls High Schools, 14 percent of the vocational schools, and 53 percent of the normal schools had facilities for using films in their programs. They are also used for research and lectures in universities.

Distribution of educational films was done through the Central Film Education Association, established under the guidance of the Department of Education in March 1937. The president was the Vice-Minister of Education; the vice-president was the Director of the Bureau of Social Education. However, it is probable that this organ was drawn into the Motion Picture Association, which, according to the Tokyo Gazette (July 1941), was reorganized in July 1941 "so as to embrace all those who are concerned with the film industry, and thus made an agency through which central administrative control can be exercised." The Japan Motion Picture Company was granted sanction at the same time as "sole distributor of cultural pictures."

The existing facilities in schools could be utilized for purposes of information dissemination as well as propaganda purposes either by using existing distribution organs or by establishing a new distribution mechanism.

## II. ADMINISTRATIVE MACHINERY

### A. Department of Education

The decision of educational policy and administration of schools throughout Japan Proper is centralized in the offices of the Department of Education in Tokyo. The Department controls all school education with the exception of military schools under the Army and Navy Departments and a few technical schools. Through an extensive supervisory machinery, the Department effectively controls policy for all local educational affairs. It also has jurisdiction over non-school areas such as religion, amusements and youth organizations.

Certain functions concerning both administration of the school system and instruction are allocated to the eight bureaus under the Minister of Education: Higher Education; General Education; Technical Education; Textbooks; Social Education; Educational Reform; Religion; and Educational Research. All of these are headed by Directors, and each of the sections is supervised by a chief. (See Appendix B for

detail on the sectional regulations for the Minister's Secretariat and the Bureaus.) The first three bureaus are concerned primarily with administration of the school system and the division of duties among them follows the pattern of the structure of the system. The other five, however, have duties and functions which go beyond the realm of administration and may be termed instructional. They have positive duties of furthering the indoctrination process and are concerned with the organization of materials or enforcement of that indoctrination in the areas under their jurisdiction. The organization of the Department is shown in the chart on page 22.

Concentration of control has made the educational system an effective arm of the militarists in Japan, but at the same time renders it more simple to administer under conditions of military occupation.

1. Policy-making. Overall policy is determined by the Minister of Education advised by his staff, the counsellors and Bureau chiefs, subject to Cabinet approval on important matters. The Minister is assisted by a Vice-Minister, a Parliamentary Vice-Minister, a Parliamentary Councillor, and a private secretary. With the exception of the Vice-Minister, all these officials are appointed by the Emperor on the advice of the Premier, and as a consequence the office changes hands with each Cabinet shift. The Vice-Minister is the permanent head of the Department, and is a civil service officer. Nearly all the remaining posts within the Department are occupied by members of the civil service who technically retain office unaffected by political changes in control of government. Policy matters under the jurisdiction of the Minister involve such matters as the objectives of education, terms, curricula, entrance requirements, teacher qualifications, tuition fees, and the Minister nominates the heads of universities and appoints those of lesser government schools.

General principles are laid down by Imperial Ordinances or by Laws which must be passed by the Imperial Diet, except in the case of emergency, when Emergency Ordinances can be issued; these however have effect only during the emergency period and must be approved by the next session of the Diet in order to remain valid. Since the laws provide only the general policy, they are supplemented by Departmental Ordinances,

JAPAN: ORGANIZATION OF THE DEPARTMENT OF EDUCATION

MINISTER OF EDUCATION

	Parliamentary Councillor	Parliamentary Vice-Minister	Vice-Minister	Private Secretary				
	Inquiry Committee on Laws and Ordinances	School Superintendents and School Work Inspectors			Minister's Secretariat			
				Section of Physical Education	Architecture Section	Accounts Section	Archives Section	Secretariat Section
				Supervisor of P.E.				
				Assistant Supervisor of P.E.				
Bureau of Educational Research	Bureau of Religions	Bureau of School Books	Bureau of Educational Reform	Bureau of Social Education	Bureau of Technical Education	Bureau of General Education	Bureau of Higher Education	
	Religious Affairs	Section of Publications	Section of Planning	Section of General Affairs	Section of Agricultural Education	Section of General Affairs	Section of Arts and Sciences	
	Preservation Section	Section of Compilation	Section of Guidance and Direction	Section of Adult Education	Section of Commercial and Industrial Education	Section of Educational Affairs	Section of Educational Affairs	
	Supervisor of Compilation		Thought Supervision	Section of Youth Education				
	Asst. Sup.		Planning Propagation Guidance					

Source: Department of Education publications, 1937, 1938

RESTRICTED

Laws and Ordinances, issued over the signature of the Minister of Education, and then promulgated in the Kampo, the official gazette.

All national regulations and some local orders are gazetted officially in the Kampo and have effect from the date of publication. Once some degree of public order has been reestablished, use of this gazetting procedure may be advantageous as a simple and convenient means of bringing attention of the populace to the orders of the occupying authority. Orders required by the civil affairs officer assigned to education may be issued as ordinances modifying existing ordinances which have been previously issued by the Minister of Education.

Due to the centralized administrative machinery, minimum control over policy formulation and issuance of rules could be achieved at this level by one or two men with authority and language knowledge or assistance strategically placed to control the drafting, counter-signature, and gazetting.

Control over the execution of policy, however, calls for much more detailed supervision, at both the supervisory and operations levels of the Department of Education.

2. Supervision. Supervisory power over the administrative activities of the various Bureaus of the Department of Education is centered in the Minister's staff which is subdivided into five sections: Accounts, Archives, Architecture, Physical Education, and Secretariat.

The Section of Accounts audits all expenditure and income which comes under the control of the Department of Education and inspects all financial accounts regarding educational affairs. It is the budget office of the Department.

All important documents and records are kept by the Archives Section, whose responsibilities involve the compilation of statistical reports and their publication in the official gazette, the Kampo, the receipt and despatch of official documents and drafts, translation of documents, and the compilation and distribution of annual reports. Records of all laws and ordinances dealing with education are available in central files in this Section.

Control over physical property owned or operated by the Department of Education is in the hands of the Architecture Section. This super-

schools, libraries, and museums under the control of, or for the use of, the Department of Education, but also the review and approval of plans and drawings for public and private schools, libraries and museums. Such control was particularly advantageous during such an emergency as the 1923 Earthquake, and will be important in reconstruction of physical property after occupation.

Physical training in all schools was formerly supervised by the Physical Training Section. All its functions, however, may now have been transferred to the Department of Welfare. Military training as part of the physical education program is under the School Affairs Section in the Bureau of General Education Affairs.

The Secretariat is in charge of "promotion, demotion and classification of all officials of the Department and staff members of public schools; ceremonies at national festivals and the distribution of both the Imperial portraits and the Imperial Rescripts." The hiring and supervision of foreign employees are under the jurisdiction of this section also. Among such foreign employees will be a few Axis nationals requiring disposition.

In addition to this general supervision of Bureau administration, an organized inspectorate has been set up within the Department directly to supervise teaching methods and materials used in the Schools. In order to offset the shortcomings of inadequately trained teaching staff, the educational authorities of Japan have from the beginning of the compulsory education system prescribed both the materials to be used by teachers and the methods by which the materials are presented. It was found necessary to set up an inspectorate in order to see that the instructions are understood and enforced, although the number of inspectors has never been sufficient to provide adequate supervision. At the present time the Department of Education has 17 inspectors whose duties are to inspect prefectural and municipal schools, school hygiene, school economics, and teaching methods. There are in addition seven inspectors for social education.

These are the inspectors appointed at the national level. Each is assisted by prefectural and municipal supervisors. For example, the supervision of social education alone under the regime existing in 1937 called for more than 350 national and prefectural supervisors assisted



by 9,000 local committee men.

3. Administration. The Bureau of Higher Education, the Bureau of General Education, and the Bureau of Technical Education are primarily administrative.

a. Bureau of Higher Education. Universities, colleges, higher schools, and research. All central Government schools, which include universities, higher schools, and colleges, are under the jurisdiction of the Educational Affairs Section of the Bureau of Higher Education. Tests and certification of teachers for these schools are issued by the same section. This jurisdiction also covers supervision of the most important research institutes, which are operated for the service of the State. These include: Aeronautical Institute, the Research Institute for Metals, the Earthquake Research Institute, and the Institute for Chemical Research. The Arts and Science Section directs administration of the Imperial Academy, the Imperial Academy of Fine Arts, the Meteorological Observatory, the Council on Aeronautics, and the Geodetic Committee. The Bureau of Higher Education also has jurisdiction over Japanese students abroad and Chinese students studying in Japan.

b. Bureau of General Education. Elementary and Secondary Education, civil service examinations, Administration of Elementary Schools, Normal Schools, Middle Schools, and Schools for the Blind and Deaf and Dumb are under the supervision of the Section of School Affairs in the Bureau of General Education. Most of the schools in this group are municipally or prefecturally managed so the administration is supervisory, rather than direct. Tests and certificates for teachers in normal schools, middle and girls high schools are issued by this section, but certification of elementary school teachers is done by the prefectural governor.

Supervision of military training and the assignment of military officers to conduct the training in the schools is an important function of this section.

Higher civil service examinations, both preparatory and basic, are given by the General Affairs Section of the Bureau of General Education.

c. Bureau of Vocational Education. This Bureau administers vocational schools through two Sections: Commercial and Industrial Education, and Agricultural Education. It also examines and certifies teachers for these schools.

4. Instruction and Indoctrination. The preceding Bureaus have clearly a predominantly administrative function. However, the five bureaus of Textbooks, Social Education, Educational Reform (thought supervision), Religion, and Educational Research have instructional functions. They gave positive duties of furthering the indoctrination process through preparation of materials, textbooks, motion picture films as well as direct jurisdiction over the activities of young people and adults beyond the compulsory school age.

a. Bureau of Textbooks. Control over compilation, approval and publication of books used in the national school curriculum is located in the Bureau of Textbooks, which has two sections: Compilation and Revision, and Publication. The personnel of the Bureau consists of a director, secretaries, a tosho jimukan (the official who supervises the compilation and publication of textbooks) and more than ten tosho kanshukan (supervisors of compilation).

The Section of Compilation and Revision draws up plans for the textbooks and consults an Investigation Committee, after which the tosho kanshukan compile the texts. The Committee is again consulted and the books are then published after recommended changes have been made.

The Investigation Committee is an advisory organ consisting of a president, a vice-president, and a committee of not more than 20 members who represent the Army, Navy, scholars, and business men. The Committee has jurisdiction over all textbooks of the elementary grades, paying special attention to morals, Japanese history, geography, arithmetic and readers. Compilation of textbooks on science, domestic science and drawing is done by special committees.

Textbooks are then referred to the Publication Section. Printing is not done by the Department, but exclusive printing licences have been given to the Japan Book Company (Nippon Shosoki Kabushiki Kaishi), the Tokyo Book Company, and the Osaka Book Company. These three companies have the right of publication of elementary school textbooks, teachers manuals, and supply and sell State texts in their respective districts.

The Bureau of Textbooks probably has been overworked in the past ten years. A major revision of elementary texts occurred in 1936 when the militaristic Showa morals readers were substituted for the more conciliatory Taisho morals readers. An even more drastic revision

was accomplished with the establishment of the national schools (Kokumin Gakko) in the 1941 elementary school reform. At that time all first and second grade textbooks were replaced. A total of 53,000,000 copies were issued in the first instalment.

b. Bureau of Social Education. The three important fields of youth education, adult education, and popular amusements fall under the jurisdiction of the Bureau of Social Education which was established in July 1929. These areas were divided among three sections of the Bureau: Youth Education, Adult Education, and General Affairs.

The Section on Youth Education has exercised its jurisdiction over the activities of young people in Japan in two ways, first, through the Youth Schools, and second, through direct control of their activities in youth organizations (see pages 2, 5, and 6 above).

The Section on Adult Education undertakes the organization and supervision of lecture courses in civic education, lectures of special interest to farmers and fishermen, courses for mothers, libraries, museums, and workers education. Supervision of libraries involves the recommendation of books as well as the black-listing of books which from time to time are considered dangerous to national polity.

The General Affairs section has the limited authority discussed on pages 17-20 above: primarily the distribution and production of educational films, the recommendation of films and books, and the establishment of rules regarding attendance at movies. The creation of the Cabinet Information Board, however, probably weakened the specific powers of the Bureau regarding propaganda media, and the functions are of value primarily because of their provision of a distribution mechanism, rather than their policy making functions.

c. Bureau of Educational Reform (thought supervision). The most obscure and at the same time probably the most significant function of the Department of Education is that of "thought supervision." The Bureau of Educational Reform, established 21 July 1937, replaced the former Bureau of Thought Supervision and incorporated most of its function. It was charged with transacting "affairs connected with the innovation and improvement in education and learning, considered in the light of the fundamental meaning of the national polity."

The first organ of thought supervision was the Bureau of Student

Control which was created in 1929 for the purpose of directing and investigating students' thoughts. Later when "left" thought movements began to spread throughout the universities in particular, the Government created a stronger Bureau of Thought Supervision, in place of the Bureau of Student Control, and began stringent methods of investigating "thought." In universities, Koto Gakko, and colleges, the "coaching teacher" system has been instituted. The whole school is divided into groups of 20 to 30 pupils and to each unit is attached a "coaching" teacher, who is responsible for the direction and moral training of those under his inspection. Students who showed an inclination to diverge from the approved pattern of political thought were imprisoned, placed under surveillance, or put into special classes and not released until satisfactory assurance was attained that their thoughts were not dangerous. Lecture institutes for teachers of Japanese culture both by the Department of Education and the various prefectures were organized and special courses on Japanese culture were installed in all the higher schools.

The reorganized Bureau of Education Reform has two subdivisions: a Section of Planning, and a Section of Guidance and Direction. The Planning Section is responsible for the guidance and control of Student Thought. This Bureau is assisted by the police under the provisions of the Peace Preservation Law of 1941.

d. Bureau of Religions. Control over the activities of religious organizations has been a function of the Japanese government since the Meiji Restoration. A separate Department of Religions was established in 1872 with care of shrines and temples under its jurisdiction. The following year, however, it was abolished and its functions transferred to the Department of Home Affairs. In April 1900 the Bureau of Shrines and Temples in the Department of Home Affairs was divided into two sections: Bureau of Shrines and the Bureau of Religions. All administrative policy concerning State Shinto Shrines was left under the Department of Home Affairs, entirely independent of the policy governing religions. Thus the National Shinto Shrines are outside the jurisdiction of the Bureau of Religions, which was transferred to the Department of Education in 1913.

The Section on Religions in the Bureau of Religion has charge of the supervision over religious organizations. The form in which this control is administered has been discussed above on pages 11-15.

National Treasures come under the jurisdiction of the Preservation Section. Under the Law Relating to the Preservation of National Treasures and the Law Relating to the Preservation of Important Specimens of Fine Arts, the Minister of Education with the approval of the National Treasures Preservation Board, which is a consultative organ, designates as national treasures objects which are of intrinsic value from an historical or artistic point of view. Exports of these treasures are prohibited. At the end of March 1936, 1,569 buildings, 4,355 treasures and 2,806 specimens of fine arts had been so designated.

e. Bureau of Educational Research. The Bureau carries on research in foreign educational technique and principles, as well as attempting to gain a clearer knowledge of the historic background of the national ideals.

B. Municipal and Prefectural Administrative Functions

Some supervisory powers are delegated by the Department of Education to the 47 prefectural offices. The Governor in each of these is the deputy of the Minister of Education, and issues orders to mayors of municipalities, and supervises all public and private educational institutions including libraries. However, any central government schools located in his area of authority, are under the jurisdiction of the Minister of Education. The Governor appoints all elementary school teachers and issues certificates of teaching proficiency for these teachers.

There is a division or office of Educational Affairs in each prefecture patterned largely after the national organ. Prefectures are obligated to establish normal schools, middle schools for both boys and girls, schools for the blind and for the deaf and dumb, and technical schools. They are authorized, but not required, to establish universities and other higher schools if they so desire.

Municipal authorities have more limited jurisdiction. They have control of financial matters connected with elementary schools, which each municipality is required to establish. The head of the municipality (mayor) has the right to make recommendations to the prefectural governors regarding the appointment of teachers and principals of elementary schools. A section of educational affairs in the municipal government handles the administrative detail concerned in management of the elementary schools.

The division of supervisory control among national and local authorities over the various schools in Japan is highly complicated, in spite

of the fact that final authority rests in the Department of Education. There are three types of schools: central government schools, public schools established by prefectures or municipalities, and private schools.

The Department of Education has direct control over all Central Government schools and over all schools of higher education of any type, including universities, vocational schools and higher schools.

Prefectural governments are directly responsible for the educational affairs of all secondary schools and elementary schools, private and public. However, matters concerning the management or establishment of any school are under the immediate jurisdiction of the party concerned with its establishment: municipality or prefecture.

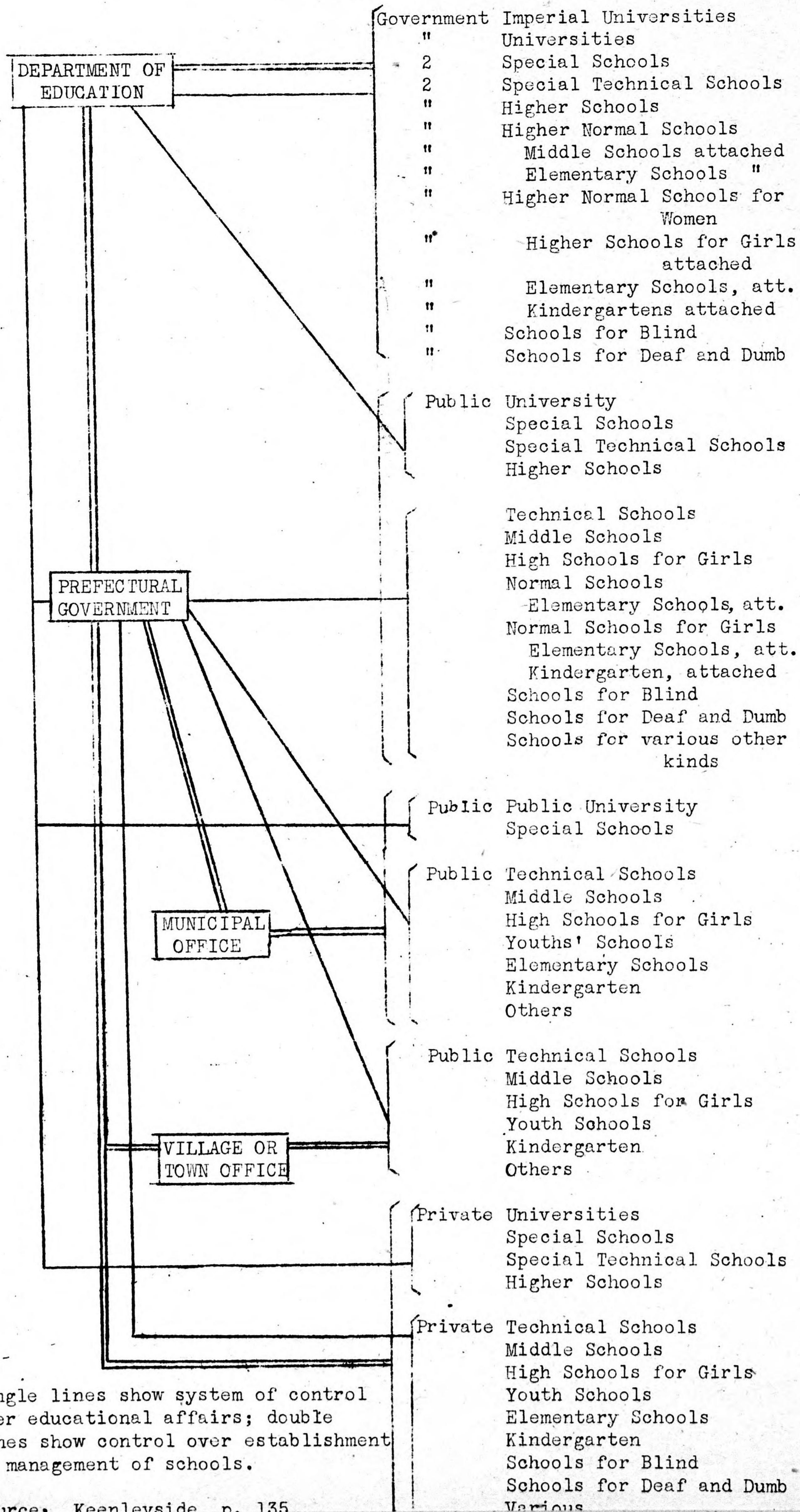
The table on page 31 shows the system of control of schools under the Department of Education. Single lines show the line of control over educational affairs; double lines indicate control over the establishment and maintenance of schools.

#### C. Education under Other Ministries

While the principal phases of education in Japan are under the Minister of Education, there are certain exceptions. The School for Peers is under the Imperial Household Department. The Ministers of War and Navy control the various military and naval schools. (The Japan-Manchukuo Year Book for 1940 listed 27 army schools and 11 navy schools with their directors as of 20 September 1939) The Navy Department also supervises the Marine School and the Marine Paymaster's School. The Minister of Agriculture and Commerce directs the School of Fishing. The Minister of Transportation and Communications controls the training school for railroad officials as well as technical aspects of radio.

A "deliberative council on distribution for schools" attached to the Board of Information, was formed in March 1943. It included "interested officials of the Board of Information, the Cabinet Planning Board, the Commerce and Industry Ministry, the Education Ministry, the Home Affairs Ministry, the Welfare Ministry and other ministries." Its primary function was to procure and distribute materials for use in schools.

SYSTEM OF CONTROL OF SCHOOLS UNDER THE  
DEPARTMENT OF EDUCATION



Single lines show system of control over educational affairs; double lines show control over establishment or management of schools.

### III. EDUCATIONAL CONTROL UNDER OCCUPATION

Japan's Department of Education is of importance to an occupation administration. Its centralized organization will facilitate control. The control measures actually to be undertaken by the occupying forces will, however, depend on overall policies, and on the degree to which suitable personnel are available.

Once policy decisions have been reached, it would be possible to recruit and train personnel for reoccupation needs. The availability or non-availability of trained personnel at the time of occupation may have the effects of determining policy. For example, it would be difficult to enforce the elimination of chauvinistic instruction without a large staff of inspectors to supervise classroom teaching. The technical secrets of Japan's government research institutions will slip through the fingers unless linguistically qualified experts accompany the first occupying troops.

With the conditions and policies of occupation still indeterminate, it would be difficult to recommend a single pattern. Yet it is necessary in the formulation of policy and of training plans to consider their relation to actual administrative measures and results. There are outlined below, therefore, only a few of the administrative measures which might be suitable under three arbitrarily selected combinations of assumed conditions and policies. These are intended to be illustrative, not definitive, to provide ideas rather than directives to those who must determine policies, develop training, or devise administrative measures on the spot once occupation has commenced.

#### A. Minimum Program for Short-term Occupation; No Post Occupation Policy

Under such limited conditions the following steps could be taken: Close all schools. Occupy immediately and search all military and naval schools. Ban meetings and all other activities of youth associations. Close, guard and inspect all scientific institutions.

#### B. Military Occupation for More Than Six Months; No Post Occupation Policy

Reopen the schools, except universities and youth schools, with only negative reforms. Eliminate military drill, morals, and civics courses, confiscating the respective texts and syllabi. If new and acceptable courses cannot be substituted, control the students' time by replacing hours of study with organized activities in reconstruction work.



Eliminate all nationalistic or Shinto observances, all student group travel. Dissolve the Youth Corps. Readmit United States and other foreign missionary leadership and finance for Christian churches and schools. Investigate the records of overseas activities of all religious groups. Systematically comb all scientific institutions for material of value to United States forces. Reopen those, such as weather observatories, which are immediately useful and not dangerous. Eliminate control over Japanese schools abroad. Use the radio for announcements in schools.

C. Long Term Military and Civil Occupation With a Program for Bringing Japan Politically into Participation in a Pattern of World Organization

A program of this type might incorporate the steps suggested in B above with the following additional items. Revise the curriculum, texts and teaching materials for regular and normal schools. Reinstitute and increase the study of English in all schools and colleges. Readjust the emphasis in vocational and university education to correspond with the overall program for Japan's economy. Revise the list of books banned or limited in libraries and schools. Reopen scientific institutions with a program of full interchange with the United States. Increase the use of recordings, radio and motion picture. Reorganize the youth corps for democratic education.

A primary objective appears to be implicit in United Nations occupation of any Axis country: occupation government or supervision will continue until they can be replaced by a regime which is hospitable to an international community.

Education is one aspect of the present order in Japan which would probably need to be modified under such supervision, in order to expunge in the educational system those forms of control which have contributed to a militaristic mental attitude, and to encourage the growth within the system of those forms of social control and those provisions for individual development which will make the people of Japan more hospitable to an international community and better equipped to live in it. Military government as the transition stage between Japan's determined belligerency and willing cooperation can, by gearing each of its initial steps to this long-term objective, make possible the hastening of the latter stage.

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APPENDIX A

IMPERIAL RESCRIPT ON EDUCATION  
(Issued 30 October 1890)

"Know ye, Our Subjects!

Our Imperial Ancestors have founded Our Empire on a basis broad and everlasting and have deeply and firmly implanted virtue; Our subjects, ever united in loyalty and filial piety, have from generation to generation illustrated the beauty thereof. This is the glory of the fundamental character of Our Empire, and herein also lies the source of Our education. Ye, Our subjects, be filial to your parents, affectionate to your brothers and sisters; as husbands and wives be harmonious, as friends true; bear yourselves in modesty and moderation; extend your benevolence to all; pursue learning and cultivate arts; and thereby develop your intellectual faculties and perfect your moral powers; furthermore, advance the public good, and promote common interests; always respect the Constitution and observe the laws; should any emergency arise, offer yourselves courageously to the State; and thus guard and maintain the prosperity of Our Imperial Throne, coeval with heaven and earth. So shall ye not only be Our good and faithful subjects, but render illustrious the best traditions of your forefathers.

"The way here set forth is indeed the teaching bequeathed by Our Imperial Ancestors, to be observed alike by Their Descendants and subjects, infallible for all ages and true in all places. It is Our wish, to lay it to heart in all reverence, in common with you. Our subjects, that we may thus attain to the same virtue.

"The 30th day of the 10th month of the 23rd year Meiji  
Imperial Sign Manual, Imperial Seal"

Source. Japan Year Book, 1940-41.

APPENDIX B

SECTIONAL REGULATIONS OF THE DEPARTMENT OF EDUCATION

Issued 18 June 1913, and revised from  
time to time up to 2 June 1934

"ARTICLE I.

In the Minister's Secretariat there shall be a Secretariat Section, an Archives Section, an Accountancy Section, a Section for Architecture and a Section for Physical Training, and the Secretariat shall have direction of the affairs assigned to each section.

"The Secretariat Section shall be in charge of the following matters:

1. Promotion, degrading and ranks of officials;
2. Pensions and retiring allowances of the officials;
3. Promotion, degrading and ranks of the staff members of public schools;
4. Foreign employees;
5. Custody of the seals of Minister and Vice-Minister, and the seals of the Department of Education;
6. Prizes;
7. Their Imperial Majesties' portrait and copies of the Imperial Rescripts;
8. Ceremonies at national festivals;
9. Regulations of the Department of Education and functionaries under its control.

"The Archives Section shall be in charge of the following matters:

1. Receipt and despatch of official documents and drafts;
2. Compilation and preservation of official documents;
3. Compilation of statistical reports and their publication in the Official Gazette;
4. Compilation and distribution of Reports and Annual Returns;
5. Translation of documents;
6. Discount in travelling fares for school teachers, students and pupils;
7. Matters not coming under the control of other Bureaux or Sections.

"The Accountancy Section shall have charge of the following matters:

1. Budget, closing accounts, and accounting of the expenditure and income coming under the control of the Department of Education;
2. Government property and articles under the control of the Department of Education;
3. Inspection of accounts;
4. Law-suits concerned with the affairs under the control of the Department of Education.

"The Architecture Section shall have charge of the following matters:

1. Construction and repairs of schools, libraries and museums under the control of the Department of Education;
2. Construction and repairs of buildings for the use of the Department of Education;
3. Investigation of the plans and drawings for public or private schools, libraries and museums.

"The Section for Physical Training shall have charge of the following matters:

1. Hygiene of school grounds, buildings, implements and other establishments of government, public and private schools;
2. Education in Hygiene;
3. Physical training and sports;
4. Physical training research institutes;
5. Physical examination, and physical power test in schools and kindergarten;
6. Precautionary measures against disease, medical treatment and diet;
7. Direction and protection of students and children of physically feeble or weak minded children.
8. Corporations;
9. Physical training statistics;
10. Other matters concerning physical training.

"ARTICLE II.

In the Bureau of Higher Education Affairs, there shall be the Section of School Affairs, and the Section of Art and Science, and they shall have direction of the affairs assigned to them.

"The Section of School Affairs shall take charge of the following matters:

1. Universities;
2. Higher Schools;
3. Special Schools and various other schools similar in grade to the above-mentioned 1 and 2;
4. Astronomical Observatory, Institute for the Study of Infectious Diseases, Institute for Aeronautics, Research Institute for Metals, Earthquake Research Institute, Institute for Chemical Research, and Hot-spring Cure Laboratory;
5. Students abroad;
6. Test and certificate for higher school teachers;
7. Educational undertakings;
8. Chinese students;
9. Corporations, i.e. school corporations only;
10. Grants from the National Treasury to the staff members of public schools for long service allowance.

"The Section of Art and Science shall have direction of the following:

1. The Imperial Academy;
2. The Imperial Academy of Fine Arts;
3. Scientific research conferences, and other scientific meetings;
4. The encouragement of scientific research;
5. Degrees, titles and designations;
6. Meteorological observations, meteorological stations, and observatories for the measurement of latitude;
7. The Council of Aeronautics, Geodetic Committee, Committee for the Compilation of Catalogues of Scientific Literature, and Council of Precautionary Measures Against Earthquakes and Fire;
8. Corporations (excluding school corporations);
9. Matters not coming under the competency of any other Section.



"ARTICLE III.

In the Bureau of General Education Affairs there shall be a Section of School Affairs and a Section of General Affairs, and they shall deal with business assigned to each Section.

"The Section of School Affairs shall be charged with the following matters concerning:

1. Primary Schools and the enrollment of children of school age;
2. Normal schools, higher normal schools, women's higher normal schools and special institutes for training teachers;
3. Middle schools;
4. Girls' high schools;
5. Schools for the blind; schools for the deaf and dumb, and other schools for special education;
6. Kindergarten;
7. Other schools similar in grade to the above mentioned;
8. Sanctioned schools abroad;
9. Tests and certificates for teachers in normal schools, middle schools and girls' high schools;
10. Military training at schools and military officers to be appointed to conduct military training in schools;
11. Educational institutes.

"The Section of General Affairs shall deal with the following matters concerning:

1. Grants from the National Treasury to cities, towns and villages in connection with compulsory education;
2. Subsidies from the National Treasury to city, town and village elementary schools for educational expenditure, and subsidies from the National Treasury to the staff members of public schools for long service allowance;
3. Subsidies for normal school education;
4. Subsidies for school education for the blind, deaf and dumb;
5. Tests of qualifications demanded of candidates to be admitted to special schools;
6. State examination in pursuance of Article 7 of the ordinance for higher civil service examination;

7. Corporations;
8. Appeals;
9. Those matters not coming under the competency of any other Section.

"ARTICLE IV.

In the Bureau of Business Education Affairs, there shall be a Section of Commercial and Industrial Education, and a Section of Agricultural Education.

"The Section of Commercial and Industrial Education shall take charge of the following affairs:

1. Special technical schools;
2. Special commercial schools;
3. Special nautical schools;
4. Technical schools;
5. Commercial schools;
6. Nautical schools;
7. Vocational schools;
8. Various other schools similar in grade to the above mentioned;
9. The training and capacity of teachers for technical schools, commercial schools, nautical schools and vocational schools.

"The Section of Agricultural Education shall deal with the following:

1. Special schools of agriculture;
2. Special schools of fishery;
3. Schools of agriculture;
4. Schools of fishery;
5. Other schools similar in grade to the above-mentioned schools;
6. Training and capacity of teachers for schools of agriculture, schools of fishery, business and technical continuation schools;
7. Subsidies from the National Treasury for business and technical education expenditure;
8. Subsidies from the National Treasury to staff members of public schools as long service allowances;
9. Tests and certificates of scholastic attainments considered as equivalent to those of business school graduates;

10. Test and certificates of teachers for business and technical schools;
11. Corporations;
12. Those questions not coming under the competency of any other Section.

"ARTICLE V.

In the Bureau of Social Education there shall be a Section of Young Men's Education, a Section of Adult Education and a Section of General Affairs, and they shall take charge of the affairs assigned to each Section.

"The Section of Young Men's Education shall deal with those matters concerning:

1. Young men's societies and boy scouts;
2. Youth Schools;
3. Business and technical continuation schools;
4. Subsidies from the National Treasury for young men's training expenditure;
5. Subsidies from the National Treasury for Business and technical continuation education expenditure;
6. Investigation of conscripts' education;
7. Education of young men and children.

"The Section of Adult Education shall deal with the questions relating to:

1. Adult education;
2. Libraries;
3. Museums and other institutes for exhibitions;
4. Social educational institutes.

"The Section of General Affairs shall be responsible for the following matters:

1. The cinema;
2. Popular amusements;
3. Approval and recommendation of books;
4. The improving of mode of life;
5. Corporations;
6. Those matters not coming under the competency of any other Section.

"ARTICLE VI.

The Bureau of Thought Problems shall be divided into the Section of Thought Problems and the Section of Investigations, and shall deal with the affairs assigned to each Section. (Supplanted 21 July 1937 by Office of Education Reform.)

"The Section of Thought Problems shall be in charge of those matters concerning:

1. The guidance and control of thought problems in schools and social educational institutes;
2. The control of thought problems in other directions;
3. The Research Institutes for National Spiritual Cultures;
4. The institutes for local spiritual cultures;
5. Those matters not coming under the competency of any other Section.

"The Section of Investigations shall be in charge of the following:

1. Investigation of thought problems in schools and social educational institutes;
2. Investigation of thought problems in other directions;
3. Investigation of thought problems at home and abroad;
4. Investigation in books for the guidance of thought problems and their publication.

"ARTICLE VII.

In the Bureau of Books, there shall be the Section of Compilation and Revision and the section of Publications and it shall deal with the affairs assigned to each Section.

"The Section of Compilation and Revision shall be responsible for those affairs concerning:

1. The compilation of national standard textbooks;
2. The compilation of textbooks for various schools;
3. Research council for textbooks;
4. The investigation of the national language.

"The Section of Publication shall deal with the affairs concerning:

1. The publication of national standard textbooks;
2. The publication of textbooks for various schools;

3. The investigation, examination and approval of textbooks;
4. Those questions not coming under the competency of any other Section.

"ARTICLE VIII.

In the Bureau of Religion there shall be the Section of Religion and the Section of Preservation, and it shall take charge of the affairs assigned to each Section.

"The Section of Religion shall be charged with those affairs concerning:

1. Religious sects, denominations, churches, priests, missionaries and other matters concerning religion;
2. Temples and cathedrals;
3. Corporations.

"The Section of Preservation shall deal with those affairs concerning:

1. The preservation of national treasures;
2. The preservation of historic spots, scenic beauties and natural monuments;
3. The preservation of valuable art treasures;
4. Those questions not coming under the competency of any other Section."

APPENDIX C

REVISION OF JAPANESE EDUCATION REGULATIONS: 1943

"The Japanese Privy Council and Cabinet have passed and promulgated on the 21st of January 1943 in the Kampo amendments to the Dai Gaku Rei (universities ordinance), the Koto Gakko Rei (higher schools ordinance), the Semmon Gakko Rei (special schools ordinance) and the Jitsugyo Gakko Rei (vocational schools, Imperial Ordinance 1157, 1938) and there was promulgated also a new Chuto Gakko Rei (new middle grade schools ordinance).

"The promulgation of an amendment to the Shihan Kyoiku Rei (normal schools ordinance) has been delayed in connection with the compilation of the budget; it will be promulgated later along with amendments to the Seinen Gaku Rei (youth schools ordinance).

"Dai Gaku Rei (University Ordinance)

"Preparatory course for the universities is fixed at two years. Entrance to this course is open to those who have graduated from middle school or have received similar education according to the prescription of the Minister of Education. Effective 1 April 1943.

"This does not affect persons already in the preparatory courses.

"Persons who have completed the 4th year of middle school -- or similar education as defined by the Minister of Education -- may be admitted to the preparatory course of the university in spite of Article 13, Section 2.

"Koto Gakko Rei (Higher Schools Ordinance)

"Article 1: The purpose of the higher schools is to give higher general education of a detailed and deep sort to boys in accordance with the Imperial way, to train persons of use to the State and to provide the foundation for university education.

"Article 7: Change '7 years' to '6 years', and '3 years' to '2 years'. (Apparently referring to the length of the whole course in the first instance, and to the advanced course in the second instance).

"Articles 9 and 10: Strike out 'those who have completed the preparatory course for said schools.'

"Article 12: 'Those who have completed the 4th year of middle school' should read 'those who have graduated from middle school.'

"Article 13: Strike out 'except for post graduate course.'

"Article 17: Under 'academic subjects and their grade' add 'training of teachers.' Takes effect 1 April 1943.

"This does not affect those already in Koto Gakko.

"Semmon Gakko Rei (Special Schools Ordinance)

"The purpose of Semmon Gakko is to provide education in relation to knowledge and the arts in accordance with the Imperial way and to train persons useful to the State.

"Article 5, Section 1: Strike out 'more than 4 years of study.'

"Article 8: Below 'courses of study and their grade' add 'training of teachers.' Effective 1 April 1943.

"As of the date of efficacy of this ordinance existing Jitsugyo Semmon Gakko (higher vocational schools) become Semmon Gakko. Graduates of Jitsugyo Semmon Gakko are to be considered as having graduated from Semmon Gakko:

"In Ordinance 1157, 1941, instead of 'Jitsugyo Gakko Rei' (higher vocational schools) read 'Chuto Gakko Rei.'

"Chuto Gakko Rei (Middle Schools)

"Article 1. The purpose of the Chuto Gakko is to provide higher general education and/or vocational training and to train the people in accordance with the Imperial way.

"Article 2. Chuto Gakko are of three types: Chu Gakko (middle schools) Koto Jegakko (higher girls' schools) and Jitsugyo Gakko (vocational schools).

"These three types of schools provide the higher general education for each group: boys, girls, and vocational students.

"The types of Jitsugyo Gakko -- Agricultural, Industrial, Commercial, Maritime, Fisheries and Colonial and others -- are schools providing vocational education.

"Article 3. Hokkaido and the prefectures should establish middle schools, higher girls' schools and vocational schools. The Minister of Education may issue the necessary orders to Hokkaido and the prefectures regarding increased establishment, expansion or reorganization of Chuto Gakko.

"Expenses of the Chuto Gakko as discussed in the two preceding clauses are the responsibility of Hokkaido and the prefectures.

"Article 4. Municipalities, also Shichosen (cities) school associations or Chosen (townships) school associations or corresponding bodies in unincorporated areas, may establish Chuto Gakko as required by local circumstances to the extent that such establishment does not interfere with the facilities for compulsory education within their areas.

"Article 5. Private persons may establish Chuto Gakko.

"Chambers of commerce and industry, agricultural associations and corresponding public bodies may establish vocational schools. Vocational schools established in accordance with previous clauses are private schools (Shiritsu Gakko).

"Article 6. The establishment or discontinuance of Chuto Gakko requires the authorization of the Ministry of Education.

"Rules regarding the establishment or discontinuance of Chuto Gakko in the preceding clause are determined by the Ministry of Education.

"Article 7: The length of course in Chuto Gakko is four years. However, in accordance with local conditions, the course in higher girls' schools may be two years, and in vocational schools may be three years for boys, two years for girls.

"Article 8: Admission to Chuto Gakko having a 4-year course is open to graduates of the Kokumin Gakko or those having completed equivalent education as determined by the Minister of Education. Admission to Chuto Gakko having two or three-year courses is open to those having completed the higher course of the Kokumin Gakko, or having completed equivalent education as determined by the Minister of Education.

"Article 9. Chuto Gakko, in the case of special necessity, may establish night courses or may operate only night courses."