

GHQ/SCAP Records (RG 331, National Archives and Records Service)

Description of contents

- (1) Box no. 2974
- (2) Folder title/number: (7)
8th Army Bulletin

(3) Date: Aug. 1948

(4) Subject:

Classification	Type of record
021	e

(5) Item description and comment:

(6) Reproduction: Yes No

(7) Film no. Sheet no.

(Compiled by National Diet Library)



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MILITARY GOVERNMENT BULLETIN

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Volume I, Number 3

HEADQUARTERS EIGHTH ARMY

30 August 1948

The Military Government Bulletin is created as a means for providing an informal source of information and exchange of ideas of interest to military government personnel. It is non-directive in nature. In no way may it be used as authority for action.

MILITARY GOVERNMENT MANUAL

A Provisional Manual for Military Government in Japan has been completed by the Military Government Section, Headquarters Eighth Army, and is being distributed at this time.

The purpose of this manual is to provide a guide to assist MG teams in the accomplishment of their mission. It covers both broad objectives and detailed operating suggestions and background material for the various sections. Emphasis is placed on careful and coordinated planning and on the encouragement of self-reliance on the part of the Japanese. The use of information as a tool in supporting the programs of all sections and in educating the masses concerning their rights and responsibilities is stressed.

This manual has been in the making since the summer of 1947, and combines the ideas and knowledge of as many people as could be contacted prior to its publication. It is published in loose-leaf form to permit ready revision in the light of experience and recommendations from the field. Suggested changes are welcomed and should be sent to this headquarters, attention MG Section.

Each military government team is being provided with four copies of the manual. The need for conservation of supplies prevents the distribution of more copies to each team. It is believed that two complete copies per team, plus two copies of each appropriate chapter to the section concerned, will provide sufficient copies for operational purposes.

RESTRICTED

CONTENTS

	Page
ADMINISTRATION	3
Change in Corps Regional Commanders	
Priority Transportation	
CIVIL EDUCATION	5
Comments from the Field	
Government Subsidy of Social Education Projects	
Imperial Rescript on Education Withdrawn	
Policy Regarding Model Aircraft	
School Inspections	
Standards for Upper Secondary Schools	
CIVIL INFORMATION	11
Approved Magazine Titles	
Comments from the Field	
Emphasis on Political Reorientation	
Land Reform Information Program	
Newsprint Allocations	
Obscene Literature	
Silk Screen Equipment Installed	
Projectionist Training Aids	
16-mm Film Program	
Supplemental Information Material	
Women's Groups	
ECONOMICS	17
Agriculture:	
Cooperatives	
Crop Disease Control	
Extension Service	
Land Reform	
Land Utilization	
School for Democracy	
Use of Roads for Agriculture	
Food Distribution:	
Blackmarketing by Illegal Diversion of Food	
Imported Food Releases	
Packaging of Imported Foods	
Spoiled Food	
Surveillance of Processed Fish	
Fisheries:	
Construction of Deep-Sea Fishing Vessels	
Extension of Fishing Areas	
Fish Preservation	
Fishing Rights Program	
Incentive Goods:	
Change in Tobacco System	
Forestry:	
Pine Bark Beetle Control	
Reforestation Program	
Transportation:	
Railway Rolling Stock	

RESTRICTED

CONTENTS

	Page
ECONOMICS (Cont'd)	
Electric Power:	
Allocations	
Disposition of Hydroelectric Power	
Construction:	
Changes in Construction Controls	
Redistribution of Critical Materials:	
Voluntary Filing	
Elimination of Control Associations:	
Error in Translation (SCAPIN 1860)	
Reporting Control Associations	
Labor Education:	
Education for Trade Unionists	
Wages and Working Conditions:	
Compulsory Labor	
Equal Pay for Women	
Employment:	
Employment Security Law	
Unemployment Insurance Program	
FINANCE AND CIVIL PROPERTY	29
Delinquent Taxes	
Looted Property	
Proposed New Agencies for the Enforcement of Japanese Tax Statutes	
Removal of Incompetent Tax Official	
Surveillance - SCAPIN 642	
Tax Surveillance	
LEGAL AND GOVERNMENT	31
Comments on the Local Autonomy Law, Number 3	
Comments on the Size of the Shobodan	
Handling and Use of Dangerous Chemicals	
Investigations Concerning Fires	
Prefectural Control of Fire Defense	
Recall Movement Initiated by Agitators	
Status of the Central Government Branch Offices	
Tri-Prefecture Public Safety Commission	
PUBLIC HEALTH	39
Comments from the Field	
Correction	
Equine Encephalitis	
Hospitalized Veterans	
Model Health Center Openings	
Narcotic Safeguarding	
Preventive Medicine and Public Health Committees	
Professional Magazines	
PUBLIC WELFARE	45
Child Welfare	
Comments from the Field	
Locating Relatives in the U.S.	
Training Program for Japanese Welfare Workers	

RESTRICTED

RESTRICTED

ADMINISTRATION

Vol I, No. 3

Change In Corps Regional Commanders. - During the past month the regional commanders at Tohoku and Kinki departed for the Zone of the Interior. Col. Harlan R. Statham, Tohoku MG Region, was replaced by Col. Ernest A. Merkle, CAC, from Kanto MG Region. Col. James G. Devine, CAC, Kinki MG Region was replaced by Col. John J. Burns, FA, formerly G-4 for I Corps. The replacement for Col. Merkle at Kanto MG Region is Lt. Col. Loren L. Gmeiner, Inf.

Priority Transportation. - The 3d TMRS reports repeated violations of Circular 7, Headquarters, Eighth Army, dated 26 Jan 48. Paragraph 9c is quoted for your information:

"9. c. A foreign national who is not an employee of the Occupation Forces but is acting in contract or similar relationship, may be insured priority transportation on Japanese trains, at his own expense, upon presentation of a letter of request issued by military government units, corps, divisions, Kobe Base or higher headquarters, stating the name of the traveler, the nature of his business and the points and dates between which travel is required, to the rail transportation officer, who will issue a certificate (3d TMRS Form P-6, Inclosure 4) which will entitle the bearer to priority in purchasing a ticket, upon presentation of the certificate to the Japanese station master and will insure him a seat on a Japanese train."

RESTRICTED

RESTRICTED

Vol I, No. 3

CIVIL EDUCATION

Comments from the Field. - In-Service Training - (Shizuoka) - Surveys indicate that 98% of prefectural schools have organized in-service training programs with regular meetings and definite programs of study.

Children's Reading Room - (Kyoto) - The prefectural library has established a free reading room for children, which will be open every day. A sunny, carpeted room was selected and stocked with attractive books. A trained librarian will assist the children and will set up a story telling and free movie schedule for them.

Redistricting - (Nara) - The Nara Prefectural Assembly has approved the education sections' plan providing for the redistricting and zoning of the middle schools of the prefecture. Complete coeducation is to extend through the third year of senior high school. General course students must go to school in the district where their parents live.

Democracy Spreads - (Shiga) - Five Eta (outcast) villages have been included in the redistricting program in Shiga Prefecture.

School Survey - (Aichi) - A survey is being conducted by the CE section to determine if maximum use is being made of existing school facilities. When this survey is completed data will be available as to 1947-48 enrollments in each school, together with a floor plan sketch of school buildings now existing or under construction.

Teacher-Principal Relationships - (Nagasaki) - The relationship between principals and teachers has been observed to be exceptionally fine. The principals appear to have adopted the role of leader rather than boss and seem to encourage teachers to develop those ideas they may have with a great deal of freedom.

Equal Educational Opportunity - (Miyagi) - As a result of inspections made in June, MG has begun a study of the curricula of all coeducational high schools in the prefecture to determine the extent of equal educational opportunity for boys and girls.

RESTRICTED

RESTRICTED

Civil Education (Cont'd)

Folk Dancing - (Chiba) - A set of square dance records has been received from America and the first experimental dance parties have been held. Older people's apprehensions disappeared after observing the groups dance.

(Hyogo) - Folk dancing and social dancing continue to increase in popularity among the youth groups of the prefecture, especially in the larger coastal cities.

School Road Maps - (Shizuoka) - The prefectural education department of Shizuoka Prefecture has prepared for the civil education section of the military government team, large detailed school road maps for the nineteen respective guns in the prefecture. Roads leading to each school in the prefecture are shown on the maps. These maps have been found useful in school redistricting and reorganization, as well as in selecting the most convenient routes to the schools.

School Inspection Innovation - (Yamaguchi) - The Yamaguchi CE officer has an interesting procedure in making school inspections. When recommendations are being made by the inspecting officer at the conclusion of each inspection, the principal is given blank forms (in carbon triplicate) showing only the name of the school, location, date and inspecting officer. As the recommendations are made, the principal records them in Japanese on the form. One copy is left with the school, one copy is forwarded to the prefectural education office and one copy is retained by the MG team.

Government Subsidy of Social Education Projects. - Social education activities, including the printing and dissemination of information materials, expenses for conferences, public forums and other types of public meetings are considered to be legitimate functions of appropriate governmental agencies. Such activities must, however, be restricted to projects whose purpose it is to furnish needed information to all interested organizations or institutions.

Governmental subsidy of a specific private organization is unauthorized and governmental control in any form over specific organizations, such as youth, men's, or residential organizations of any type is unauthorized. Such associations must function autonomously within the law without government interference, and should be physically separated from governmental

RESTRICTED

RESTRICTED

Civil Education (Cont'd)

offices. Matters of policy, personnel, leadership, program and machinery of organization should be autonomous in such associations and be completely divorced from governmental interference, control or domination, either direct or indirect.

For example, it would be illegal for a prefectural education office to furnish funds to print YMCA materials or materials for a particular women's association. It would be legal for such an office to expend public funds to print material discussing and offering suggestions as to how any individual in an autonomous association or group might conduct a meeting according to parliamentary procedures, and to make such materials available to those who wish to obtain them. It would be illegal for such an office to furnish funds for a meeting of a residential women's organization or of Boy Scouts. It would be legal for funds to be expended for government sponsored invitational meeting with voluntary participation by representatives of various organizations, educational groups, etc., to consider mutual problems.

It would be illegal for such an office to sponsor the federation of organizations at any level. It would be legal to make available to all groups information on the basic purposes behind democratic federation.

It would be illegal for any employee or a government office to use office time for carrying on the activities of any specific organization, or to use governmental postage and paper for such an interest. It would be legal to have a governmental employee use government time, paper, and postage to extend invitations to all interested groups to attend a meeting sponsored by an appropriate government agency.

It would be illegal for a government agency to make and distribute posters or any material concerning the election to public office of any individual, or stating that any group supports such an individual. It would be legal to prepare and distribute strictly non-partisan information concerning the mechanics of voting or suggesting methods for holding non-partisan meetings on election information.

It is illegal for the government to force any social education or information program of any type on a private organization. It is legal for a government agency to ask for participation by an organization in conduct-

RESTRICTED

RESTRICTED

Civil Education (Cont'd)

ing an information campaign. However, in case of such request, whether for money or moral support, an organization may or may not agree to participate, depending on its program already in progress.

The Constitution of Japan itself controls such expenditures. Article 89 of the Constitution is as follows: "No public money or other property shall be expended or appropriated for the use, benefit or maintenance of any religious institution or association, or for any charitable, educational or benevolent enterprises not under the control of public authority."

Imperial Rescript on Education Withdrawn. - The Ministry of Education issued a directive (HATSU-HI #2, 25 June 48) to local governors, presidents of universities and directors of higher schools and colleges to withdraw all copies of the Imperial Rescript on Education and other Imperial Edicts from educational institutions and to forward them without delay to the Ministry of Education.

The directive, based on resolutions passed by the Diet, replaced Hatsu-Hi #3, 8 Oct 46, which prohibited the reading of the Imperial Rescript on ceremonial occasions but permitted schools to retain possession of it.

Policy Regarding Model Aircraft. - The use of textbooks in teaching, explaining, showing diagrams, suggesting experiments regarding the effect of air currents in relation to flight of heavier-than-air craft, is not prohibited by existing directives when the relevant passages in textbooks are used for the purpose of illustrating an aerodynamic principle.

It is impossible to draw a sharp line of demarcation between the permissible and prohibited activities in teaching. Intent must be taken into account and the discretion of surveillance officers must be exercised.

In general, the teaching of aerodynamics is not prohibited if it forms a reasonable part of a regular science course. The application of aerodynamic principles to aircraft or aircraft parts is not objectionable when that application is merely illustrative of such principles and does not involve actual design of aircraft or aircraft parts by the teachers or students.

RESTRICTED

RESTRICTED

Civil Education (Cont'd)

On the other hand, any course, series of lectures, laboratory experiments or lecture presentation where the designing of aircraft or aircraft parts or the principles of design thereof forms the principle feature is objectionable.

A small but increasing enthusiasm by Japanese for model airplane clubs and flying has been noted. As yet, there is no indication of developments having deliberate or dangerous intent contrary to existing directives. However, some quite elaborate designs powered by miniature gas engines and possible jet engines are sometimes encountered.

It is desirable to prevent the present small scale activities developing into definite contraventions of the intent of SCAPIN 301 and SCAPIN 1017. Activities in connection with the flying of compressed gas, jet, turbine, rocket and similar powered aircraft models, or non-powered or powered aircraft models of a design or size approaching load-carrying types should normally be prohibited.

The following types of activities are prohibited by paragraph 4 of SCAPIN 1017:

a. The making or operation of load-carrying type gliders even as scientific experiments on the behavior and qualities of the earth's atmosphere.

b. The flying, or the planning of flights, in real gliders by youth groups or other organizations.

School Inspections. - Current reviews of Annex E-1 reports reveal that an increasing number of team civil education officers have adopted the desirable policy of taking Japanese personnel (village headmen, school inspectors, PTA members, etc) along with them on school inspections, to point out first hand the administrative and professional improvements needed in the schools.

Standards for Upper Secondary Schools. - The attention of all civil education officers is invited to the Official Gazette No. 544, 27 Jan 48. This issue contains Ministry of Education Ordinance No. 1, which outlines the standards for the establishment of upper secondary schools.

RESTRICTED

RESTRICTED

Vol I, No. 3

CIVIL INFORMATION

Approved Magazine Titles. - In accordance with par. 7 h (2), OD 57 (1947) the following listed magazine titles have been approved for distribution to Civil Information Reading Rooms:

American	Mademoiselle	Popular Science
American Photography	Magazine Digest	Readers Digest
Argosy	McCalls	Saturday Evening Post
Bazaar Junior	Miss America	Screen Guide
Better Homes	Modern Screen	Screenland
Calling All Girls	Moody	Screen Romances
California	Motion Picture	Screen Story
Charm	Movie Album	Seventeen
Colliers	Movie Life	Silver Screen
Coronet	Movie Show	The American Woman
Cosmopolitan	Movie Stars	The War Cry
Esquire	Movie Story	The Woman's Digest
Farm Journal	Movieland	Time
Fashions	Movies	Today's Woman
Glamour	National Temperance	True
Good Housekeeping	New Life	Woman's Home Companion
Harper's Bazaar	Newsweek	Woman's Life
Hawaiian Digest	Parents	World Outlook
Ladies Home Journal	Photoplay	Your Health
Liberty	Pic	Your Life
Life	Popular Mechanics	
Look		

Magazines removed from relief packages by Japanese Customs officials, whose titles are approved, may be distributed to CI Reading Rooms.

Titles other than those listed above, which are accumulated in the future should be submitted to this headquarters for approval. Additions to this list will be published periodically.

Comments from the Field. - Women's Groups - (Wakayama) - A new women's group was organized to achieve fair weight and legal prices for essential

RESTRICTED

RESTRICTED

Civil Information (Cont'd)

foods, with a secondary long range objective of organizing consumers' cooperatives. Substantial support was given by men of the town.

Anonymous Letters - (Mie) - Anonymous letters alleging dishonesty of officials are turned over to selected local newspapers for investigation and subsequent publicity if the charges are found to be correct. Papers make very conscientious investigations and reports.

Information Team - (Hyogo) - A 21-man information team has been formed to operate in the field and amplify team projects in outlying areas.

Agricultural Associations - (Kanagawa) - Agricultural associations are assuming the role of "Home Affairs Courts", highly influential in guiding the personal affairs of associated farmers. The agricultural associations are proving to be an important medium in disseminating vital information to the agricultural population.

Emphasis on Political Reorientation. - During the three years of occupation much emphasis has necessarily been placed on the economic and social side of MG operations with only minor attention being given to the long-range goal of reorienting Japanese political thinking. The three major goals-- political reorientation, economic rehabilitation and establishing a sound social structure--are actually interlocking, because none can be successful without the others. Sound economic conditions furnish a receptive atmosphere for political reforms. At the same time the changes in the social structure are the mechanics through which an effective political philosophy is perpetuated. So it follows that in the long run the success of the implementation of those political reforms called for in the Potsdam Declaration will determine the success or failure of the occupation, since whatever permanent changes are left here will be in the minds and will of the people.

The new political concepts, as set forth in the Constitution, establish the people as the prime sovereign body and give them the power to hold that sovereignty against all comers. To make that power effective, they must be aware of their duties and responsibilities under a democracy as well as their privileges. Too, they must realize the value of these basic concepts and know how to use them to keep intact the freedoms provided under their liberal laws. Without this basic knowledge, plus the will

RESTRICTED

RESTRICTED

Civil Information (Cont'd)

to make their democracy function, the people will not have sufficient political maturity to protect and perpetuate their new form of government against grasping minorities.

To propel this third feature of occupation activities- -political re-orientation- -out into the limelight, three strong, related information campaigns have been scheduled to reach the public during the remainder of the year. Two have already been received, Local Autonomy issued 17 June, and Civil Liberties issued 6 August, with Civil Code and Criminal Code earmarked for October. By stressing these programs throughout the fall and winter a sound foundation will be established upon which can be built future programs fostering democracy.

It should be thoroughly understood that economic and social reforms are a means to an end, and that end is to establish and support a government that puts the welfare of the individual above all other considerations and one that will be capable of withstanding the inner struggles characteristic of such a system. To accomplish this there must be firm acceptance of these political principles by the people.

Land Reform Information Program. - With the purchase phase of the Land Reform Program virtually completed and the land re-sale phase well under way, it is not considered necessary at this time to issue a new information program on the subject. Methods used under local circumstances to promote the campaign should be continued until the final goal is reached, anticipated by 31 December. Two points which should receive primary attention during the final drive are: To make certain (1) that rental contracts are thoroughly understood by those tenants who will continue farming as tenants, and (2) that the final purchases and re-sale of land are backed with sufficient publicity to keep the program alive and before the public.

Newsprint Allocations. - Frequent requests for additional allotments of newsprint or for original allocations with which to support new enterprises, have been received.

SCAP does not allocate paper for Japanese publications. Such allocation is, by directive, the responsibility of the Japanese Government, which has established an agency known as the Paper Allocation Board for this purpose. The board is a part of the administrative branch of the government

RESTRICTED

RESTRICTED

Civil Information (Cont'd)

and reports directly to the Prime Minister. All allocations granted by the Paper Allocation Board are submitted to CI&E, SCAP, for concurrence.

Because of the continuing paper shortage, the board has been unable to provide paper for new publications regardless of their merit. To date no exceptions have been made.

All Japanese agencies requesting newsprint allocations should be directed to forward such requests direct to the Paper Allocation Board, Fourth Floor, Nissan Bldg., Tokyo.

Obscene Literature. - Inquiries have been received concerning action to be taken by MG teams in preventing or limiting the distribution of obscene literature, as well as requests for information of a legal basis upon which to encourage prosecution of such violations by the Japanese. Further inquiries have concerned the propriety of the military government engaging directly in restrictive activity. The present situation is as follows:

A legal basis for prosecution of violators exists. As amended 15 Nov. 47, Article 175 of the Criminal Code of Japan reads, "Whoever shall have published and distributed indecent (obscene) books, writings, pictures or other objects, or publicly exhibited or sold, or hold same with the object of selling them, shall be punished with a fine not exceeding 5,000 yen or penal servitude of two years.

With the addition of the "penal servitude" clause, legal action will become a more effective deterrent to the distribution of such literature.

The bulk of the materials published, excluding those pornographic materials which are printed and distributed surreptitiously, is censored by CCD detachments. However, such censorship takes no account of the moral standard of published works, and all concerned have been notified that approval of materials by the CCD does not constitute immunity from prosecution under the provisions of Article 175, Criminal Code of Japan.

The paper used for such publications is largely "senkashi", a high-priced paper product sold on the blackmarket. "Senkashi" is machine made and is not a pulp print, having been used as an umbrella covering in prewar periods. This paper is available in quantity, is not subject to control

RESTRICTED

RESTRICTED

Civil Information (Cont'd)

and allocation, and no restriction is placed upon its sale. The cost, normally prohibitive for other publications, is a minor factor in the production of salacious literature, selling at exorbitant prices.

At a recent I Corps conference, it was stressed by representatives of CI&E, SCAP, that prosecution of violators should be initiated by the Japanese. This method was considered more effective than direct action taken by the military government.

The most effective agencies used in combating the problem have been the civic and religious organizations; P.T.A.'s, Buddhist groups and Japanese Roman Catholic and Christian Protestant groups. A number of these have submitted a joint petition to the Attorney General of Japan, requesting action and further prosecution.

Reports from the field indicate that civil information officers have obtained some degree of success in interesting civic groups. In some instances conferences have been held with religious and press groups in joint attendance. A well publicized press campaign, backed by publishers' and distributors' pledges, has been effectively used.

Silk Screen Equipment Installed. - Exhibits Branch, CI&E, SCAP, has completed installation of silk screen equipment, a process designed for economical reproduction of multi-color posters. When operations begin, it is expected that all posters and exhibits reproduced by the Exhibits Branch will be prepared in sufficient numbers to assure simultaneous distribution to all MG teams.

Projectionist Training Aids. - A supply of scrap film has been shipped for use by film libraries in training projectionists. Each library will receive ten 100-foot rolls of film and five reel and can assemblies. Shipment has been made to the regional service centers, via military government channels, for distribution to the film libraries.

16-mm Film Program. - The rural areas are being more effectively reached as the 16-mm visual aid program goes into full swing. The film "World Food Problem" has proved of value in many and diverse agricultural campaigns. This film has been shown to agricultural cooperative associations, Nogyo-kai dissolution meetings, in 10% production increase programs,

RESTRICTED

RESTRICTED

Civil Information (Cont'd)

anti-blackmarket rallies and for the information of prefectural agriculture and economics officials. Four teams report the formation of discussion groups, organized on the plan of the Radio Listeners' groups. Many new itinerant units are reported, with a great deal of emphasis placed on the use of sound trucks.

Supplemental Information Material. - Increasing quantities of information material, supplementing programs already in operation, are becoming available. To expedite transmittal the material will be sent direct to all regions and teams with the regular weekly SCAPIN distribution.

Two principal types of these materials are recognition copies of posters issued by various Japanese governmental agencies, and copies of the background material issued at SCAP press conferences. In connection with posters, translations and information as to distribution will be included. This will permit supervision of local distribution to insure the best utilization of the material.

Reports of press conferences are excellent sources of background material and contain much that is not picked up and used by the national news services. This can be adapted to local use and avoids the complaint received from many local newspapers that SCAP releases often duplicate material already received from national services.

Since the items distributed will be marked for the CI officer, it is important that he bring them to the attention of the other interested sections.

Women's Groups. - Women's groups are reported by sixteen teams to be a driving force behind the fish and vegetable control program. Pledges signed by consumers and distributors have provided the means through which the discussions have been translated into action. A decrease in opposition to the organization of women's groups is generally noted. Activities of these groups are not limited to food problems; labor unions, sanitation, civil law and educational problems have all been included for consideration.

RESTRICTED

RESTRICTED

Vol I, No. 3

ECONOMICSAgriculture

Cooperatives. - In Tottori prefecture the formation of two cooperatives in a village where only one can be supported is the result of conflict between the Nogyo Kai and the new agricultural cooperative association. The latter organization is the more powerful and has spearheaded a drive resulting in a cooperative with some 600 members. However, diehards of the Nogyo Kai have enlisted some 100 followers and are in the process of forming their own association. The community cannot support two cooperatives and there will be considerable difficulty in dividing the assets of the old association, but there is nothing in the law to prevent the division of the assets. Worried prefectural officials were advised by the Tottori team that while it was the difficult way, it would probably be better to let the situation take care of itself.

Several petitions were received by the Gumma MG Team claiming that undue influence was being exerted on agricultural cooperatives by persons who had been purged from an active part in the cooperatives. The Gumma team is investigating.

Applications for the forming of sericulture cooperatives using distributed printed articles of incorporation are being disapproved by the Cooperative Section of the Aichi Prefectural Government because of evidence of influence by the Silk Growers Association and Silk Manufacturers Association. Aichi MG is making this the subject of a special report.

The Hiroshima MG Team, with the aid of prefectural officials and radio and press representatives, has worked out a question and answer program that should be an aid to clear interpretation of the Agricultural Cooperative Law.

Through investigation of property disposal boards in Wakayama prefecture by the Wakayama MG Team, it was discovered that out of a total of 213 boards only 35 were elected. Proper elections have now been held.

Crop Disease Control. - The control of plant diseases is an important

RESTRICTED

RESTRICTED

Economics (Cont'd)

factor in crop production. It is estimated that total crop losses average from four to six percent annually. Japan produces an adequate supply of fungicides to meet indigenous needs for plant disease control. The use of DDT in Japan for control of agricultural insect pests was not used prior to 1946. At that time a program including educational and experimental work was initiated. A plan was made to increase DDT usage for agricultural purposes from about one metric ton in 1946 to 1,000 metric tons of 100 percent DDT concentrate in 1950 and subsequent years. Planned usage for 1948 was 40 metric tons of DDT concentrate. Actually, 100 metric tons or more will be available to the Ministry of Agriculture and Forestry for use this year. Planned usage in 1949 is 600 metric tons.

Extension Service. - The first issue of the "Agricultural Extension Manual," referred to in SCAP Natural Resources Summary 1935, was so poorly translated into Japanese that a corrected issue will be published and distributed to each prefecture.

Land Reform. - OD No. 10/6 (30 July 48) directs MG to exercise surveillance over the disposal of 1,600 experimental and demonstration farms under the land reform law. In accordance with the procedure for purchase and resale of these experimental farms, agricultural cooperative associations established under provisions of the Agricultural Cooperative Association Law, that desire to use these lands for cooperative or group use, are permitted to lease or buy such land in preference to sale to individuals, provided that such lease or sale is recommended by the local land commission and approved by the prefectural land commission.

Land Utilization. - Farmers have been successfully utilizing the dykes (aze-michi) separating rice-fields for growing crops of soy beans and red beans. This method of land utilization should be encouraged by prefectural officials.

School for Democracy. - Democracy in Agriculture was the title of a course recently sponsored by the Hokkaido prefectural government under the guidance of the Hokkaido MG District. The course included classes on organization of cooperatives, land reform, land reclamation, crop quotas, parliamentary procedure, dissolution of agriculture associations, tactics of subversive elements, fundamental economics, civil and government attitudes, and moral integrity. Instructors were MG officers and prefectural

RESTRICTED

RESTRICTED

Economics (Cont'd)

officials. The 50 students (approximate) in the class were selected farmer representatives and public school students interested in social education and agricultural extension work. Instruction teams were later made up to tour all parts of the island conducting similar courses at village level.

Use of Roads for Agriculture. - The problem of conversion of roads to agricultural lands has arisen in some prefectures. Japanese farmers have in some cases indiscriminately converted the shoulders of roads and ditches and even parts of the road to cultivation, making two-way traffic and in some cases one-way traffic, impossible. The Japanese Road Law, Law No. 58, article 28, item 3, dated 11 Apr 19, states, "The road superintendents (prefectural governor) may approve or permit the use of roads for agricultural use insofar as it does not interfere with traffic." The law requires an application to be filed with the prefectural governor for any road conversion. The conversion of roads without approval of the prefectural governor is in violation of this law and the person who does the converting is liable for damages incurred and for expenses necessary for the repair of the road. Roads in Japan are classified as follows:

- a. National roads (more than 7.50 meters in width)
- b. Prefectural roads:
 - Main prefectural roads (6 meters in width)
 - Ordinary prefectural roads (4.50 - 5.50 meters in width)
- c. City, town and village roads (3.50 meters in width)
 - Two way traffic roads must be 5.50 meters in width.

Food Distribution

Blackmarketing by Illegal Diversion of Food. - Investigations by the Nara team aimed at uncovering illegal diversions of staple food from public to private ownership indicates that it is a common practise of the food distribution Kodan officials, in collusion with village mayors, to accumulate food for private blackmarketing, village parties, and extra rations for village employees. This is done by using ghost names, "losing" daily ration sheets, issuing short weights, issuing only 30 days rations in a 31

RESTRICTED

RESTRICTED

Economics (Cont'd)

day month, and dampening the rice. Approximately fifty food officials, including several mayors, have been arrested in Nara prefecture. The Ministry of Agriculture and Forestry has been informed of this situation and instructed to initiate investigations of the distribution system in all prefectures and to apply prompt punitive measures to all violators.

Imported Food Releases. - The desirability of informing MG teams of imported food releases several months in advance is well understood by all concerned. However, due to the scarcity of food in Japan during the summer months and the absence of definite information concerning the future arrival of imported food, it is not possible to determine the prefectural breakdown of food releases very far in advance. Operating stocks of imported and indigenous foods are so low that monthly ration plans are calculated upon a ship-by-ship arrival basis and MG teams are informed by telephone of the release plans as soon as possible.

Packaging of Imported Foods. - Many prefectures have complained in the past of faulty packaging of imported foodstuffs which resulted in loss of contents. This has been especially true of bagged cargo where Japanese stevedores frequently used hooks in unloading. As a result of a recent report from Kyushu MG Region, the Ministry of Agriculture and Forestry has again issued instructions prohibiting the using of hooks on bagged flour. Four million yards of cloth have been released for the manufacture of flour bags during the period July to September.

Spoiled Food. - The problem of getting spoiled or partly spoiled food into immediate distribution channels has caused some prefectures concern when the amount has been in excess of one ton. The local MG team has authority to approve the distribution plan when spoiling foods are less than one ton. When the tonnage is greater, the prefecture should telegraph the Ministry of Agriculture and Forestry immediately upon release of the spoiling food by MG. The Ministry has been instructed to give an immediate telegraphic reply to such inquiries and if this procedure is followed, distribution should not lag behind the release by more than a few hours.

Surveillance of Processed Fish. - The control of processed fish has caused fish and vegetable surveillance teams many difficulties. Not all processed fish are price controlled and the difficulty has been to determine if the ground-up fish was one of the controlled variety. Controls now

RESTRICTED

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Economics (Cont'd)

affect 95% of the volume of fish caught and each variety of the remaining 5% is too small in quantity to justify control. Surveillance teams may call upon the local prefectural government for an expert to make identifications for them when necessary.

Fisheries

Construction of Deep-Sea Fishing Vessels. - The Japanese fishing fleet has increased to the point where it exceeds the pre-war year of 1939 both in number of vessels and in gross tonnage. A high intensity of fishing prevails in coastal waters, but the transfer of any portion of this fishing to more offshore waters would increase the rate of fishing where there is danger of depletion of stocks under existing fishing intensity, based on the number of boats now operating. Increases in the number of fishing vessels would probably not add to total production. In addition, difficulty is being experienced in supplying the present fishing fleet with its minimum requirements of supplies, materials, and petroleum.

Considerable information is available on the habits of the bonito and tuna, especially within the limits of authorized fishing areas for the Japanese. Therefore, the use of deep-sea fishing vessels for experimental and investigation work is not deemed necessary.

Extension of Fishing Areas. - Numerous petitions have been submitted by various organizations of the Japanese fishing industry to MG teams for extension of the present fishing areas as defined in SCAPIN 1033 (22 June 46). These petitions have been discussed extensively with GHQ, SCAP, by United States officials in Washington and the Far Eastern Commission. Favorable action has been obstructed by the violations of the authorized area by Japanese trawlers and by the strong opposition of other nations, particularly China and Korea.

Fish Preservation. - The Miyagi MG Team has submitted a study on the preservation of fish by means of the electrolysis of sea water. The chemical changes which are initiated by conducting electric current through sea water result in the production of hypochlorite. This is the actual chemical agent responsible for the sterilizing action. The process is practical for the sterilization and preservation of small eviscerated fish and fillets, but is impractical for the handling of round or large eviscerated fish and for fish or meat cut into large chunks.

RESTRICTED

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Fishing Rights Program. - The Japanese Government has completed the draft of the new Fishery Rights Bill and it is expected that the proposed legislation will be enacted by the Diet at its next session, to be held in September of this year. Background information concerning this program can be found in NRS Weekly Summary No. 69, 8 Feb 47; No. 104, 5-11 Oct 47; No. 123, 15-21 Feb 48; No. 132, 18-24 Apr 48.

Incentive Goods

Change in Tobacco System. - Tobacco distributed as incentive goods for crop collections will be acquired under a new system starting immediately. Mayors and headmen of towns and villages will determine the quantity of tobacco necessary in their particular area and advise the local Tobacco Monopoly Bureau of same. The local Tobacco Monopoly Bureau will provide retailers with the required quantity of tobacco and at the same time issue ration coupons to each individual crop inspector, who will in turn issue coupons to farmers according to the quantity of crops released.

Forestry

Pine Bark Beetle Control. - OD No. 40, (30 June 48) requires MG surveillance over the pine bark beetle control program and outlines the responsibilities and the authority of the regional bureaus of forestry and the prefectural governments. Training and organization meetings to effect coordination of bark beetle control activities were conducted by the Bureau of Forestry for prefectural agencies in Hyogo, Miyazaki, Kagawa, Nagasaki, Gumma, Gifu and Okayama prefectures during June and July.

Reforestation Program. - OD No. 38, (14 June 48) requires MG surveillance of reforestation activities and outlines the responsibilities and the authority of the regional bureaus of forestry and the prefectural government in a national 5-year reforestation program. More responsibility for financing and executing reforestation programs is placed on the prefectural governments, which in the past have been inclined to depend upon the national government for initiating forest control or preservation measures and for financial assistance.

Yamanashi MG Team reports that their prefectural government has already taken the initiative to overcome the shortage of trained personnel and financial difficulties. A short course in supervision and management of prefectural forests for officials was conducted. The prefectural as-

RESTRICTED

RESTRICTED

Economics (Cont'd)

Assembly passed a subsidy bill of 18,250,000 yen for reforestation work. Plans are now underway for protecting 30,612 acres of forest land.

Transportation

Railway Rolling Stock. - Divisional representatives of the Japanese Government Railways meet with divisional representatives of private manufacturers of railway rolling stock on the fifth day of each month at the office of the Railway Division Director. The objective of this meeting is to insure coordination of activities and dissemination of allocation plans affecting the repair and construction program of railway rolling stock.

Branches of the Government Railways Finance Department, located in the office of each Railway Division Director, are the sole distributors of sub-allocation certificates for steel, coal, coke, carbide and lumber for rolling stock plants. The same department allocates all other materials directly from Japanese Government Railway stocks.

Problems regarding the allocation and delivery of materials to privately owned designated rolling stock repair plants may be referred to the directors of the respective Japanese Railway Divisions. Inability to obtain adequate results at the regional level should be reported to this headquarters in accordance with OD 15 (5 Mar 48).

Electric Power

Allocations. - The Gifu MG Team reports that certain industrial concerns in that prefecture, in order to avoid payment of fines for electric power used in excess of their allocations, applied to the local Bureau of Commerce and Industry for an increased allocation of power, retroactive to the date of the first excess use. This practice is contrary to present regulations. Retroactive increase of power allocations is made only in very exceptional cases and should be fully justified by the facts involved. Changes in original allocations of power to important factories are necessary sometimes to avoid wastage of power resulting from an unanticipated volume of water for hydro-plants. When this condition occurs, the load dispatchers of the distribution companies direct the excess power to factories designated by Japanese governmental agencies on a priority basis. After such power has been used, it is then necessary to properly adjust allocation records.

RESTRICTED

RESTRICTED

Economics (Cont'd)

Disposition of Hydroelectric Power. - Electric power in Japan generated by run-of-the-river hydro plants, which have no seasonal water storage facilities, can be utilized to generate electric power for industries whose use of electric power is normally curtailed, restricted, or even forbidden.

Power that can be generated by otherwise "spilled water" should be utilized to the maximum and allocated for the following purposes in order of their importance:

- a. Essential industries, whenever and wherever possible, by having these industries operate during the periods that surplus power is available.
- b. Salt manufacturing plants whose consumption is 15,000 KWH or less per ton of salt produced.
- c. Salt manufacturing plants whose consumption is greater than 15,000 KWH per ton of salt produced.

Construction

Changes in Construction Controls. - The transfer of the prefectural branch offices of the Board of Construction to the prefectural governments in accordance with the Local Autonomy Law has been approved, but will not affect the provisions of OD 55 for 1947. The new Construction Ministry, formerly the Construction Branch, consists of nine departments which are essentially the same as those which existed under the Board of Construction.

Central Construction Board Instruction No. 2008, 23 June 1948, authorizes the construction of simple dwellings with a floor space of fifteen (15) tsubo (50 sq. m.) for families of five persons or less. Floor space for dwellings with small shops was increased to sixteen (16) tsubo (60 sq. m.). An additional area of one and one half tsubo (5 sq. m.) is permitted for each member over the basic five.

Redistribution of Critical Materials

Voluntary Filing. - Persons voluntarily filing critical materials inventories during the period 15 April to 31 July are not being prosecuted by

RESTRICTED

RESTRICTED

Economics (Cont'd)

the Japanese Government for late filing, as Amendment No. 113 to Cabinet Order 65 is retroactive to the original 15 April closing date for filing inventories. Any present prosecution for voluntary late filing is to be dismissed provided the ¥5,000 late filing fee is paid and provided the inventory was filed prior to 31 July. This does not apply to persons or firms who filed an inventory after hoarded or excess critical materials were discovered in their possession. Such persons or firms will continue to be prosecuted.

Elimination of Control Associations

Error in Translation (SCAPIN 1860). - Mie MG Team discovered an error in the Japanese translation of subparagraph 2a (1) (b) of SCAPIN 1860, (16 Feb 48). The phrase, "Pay dues or fees," was translated by the Japanese as "tesuryo," meaning fees or commissions paid for specific services rendered. Since the omission of the Japanese word for "dues" may result in incomplete reports, SCAP has instructed the Japanese Government to include the word "dues" in its translation of subparagraph 2a (1) (b) of SCAPIN 1860 and to notify the prefectural government of this correction without delay.

Reporting Control Associations. - It has been reported by several teams that some of the control associations located in the far corners of their prefectures had not been listed in reports submitted by the prefectural governments. Extensive publicity and detailed checks in each area are necessary in order to assure complete coverage. Many control associations, upon being ordered to dissolve, have ostensibly complied with the order by substituting a "voluntary" trade association, because members feel that the association is necessary in order to obtain various materials. Such organizations should be included in the reports rendered under OD 31 of 1948.

Labor Education

Education for Trade Unionists. - The Tokushima Team is educating the rank and file trade unionist through lunch hour talks to unions. The MG Labor Officer has participated, and question-and-answer periods have been exploited to the utmost. The average union member is still completely ignorant of the functions of his union and the manner in which it may be used to promote his own interests. These meetings stress the importance of

RESTRICTED

RESTRICTED

Economics (Cont'd)

unions making a survey of the industry to ascertain whether the industry can support higher wages before entering into a dispute for wage increases and the great importance of increased production before such increase can be justified.

Wages and Working Conditions

Compulsory Labor. - Reports indicate that some manufacturers in the textile industry are continuing to use every possible means at their disposal to evade certain provisions of the Labor Standards Law, especially in the perpetuation of the old system of compulsory labor at long hours of under-age females. So far, the inspection staffs of the labor standards bureau have proved inadequate in coping with these violations by the factory owners. In addition to the health and welfare aspects, compulsory labor under these circumstances is impeding the educational program of Japan since many of the children employed should be attending school.

Equal Pay for Women. - Details of the first enforcement of the equal pay for equal work provision of the Labor Standards Law reveal that the case was based on discrimination in allowances paid workers in a Shimane prefecture factory employing approximately the same number of men as women. Inspections disclosed that allowances for meals, cost of living, and dependents were fixed at a lower rate for women than for men. By order of the Labor Standards Office, the wage system was revised and back wages were paid to workers. The Women's and Minors' Bureau is now emphasizing to women the importance of each worker knowing both the exact amount and structure of her own wage and the plant wage structure as it applies to men and women.

Employment

Employment Security Law. - An amendment to the Employment Security Law was approved by the Diet on 29 June 48 and became effective on 30 June 48. This amendment provides for prosecution and equal punishment of both the supplier and user of illegal labor, and gives the Labor Ministry the right to inspect establishments for the purpose of enforcing this part of the Law. Previously, the Law did not provide for prosecution of enterprises or persons using labor secured from illegal suppliers.

RESTRICTED

RESTRICTED

Economics (Cont'd)

Unemployment Insurance Program. - The unemployment insurance premium collections continue to be so deficient that the success of the Unemployment Insurance Program is jeopardized. Prefectural employment security officials have generally held a few meetings with employer groups, announced the program, and then waited for employers to mail in their monthly premium payments. No real attempt has been made to secure a complete list of all employers who should be paying, and the demands for payment have been allowed to pass without action. The law provided for attachment of property of employers who refuse to pay and for punishment by fine or imprisonment for employers who deduct the worker's share of the premium from the worker's pay and then fail to pay it to the government.

Reports from the prefectures indicate that approximately 100,000 employers are "covered". This is less than half the total number which it is estimated would be covered if the law were completely enforced. Close examination of the figures indicates that the number of employers who actually pay the premium for any one month is far less even than the number reported as "covered".

Responsibility for collection of the premium was officially transferred on 1 June from local offices to prefectural offices by order of the National Employment Security Bureau.

OD No. 42, (7 July 48) requires MG surveillance over unemployment insurance premium collection operations of the prefectural Employment Security Bureau to assure that legally liable employers are required to file reports and to pay correct premiums.

RESTRICTED

RESTRICTED

Vol I, No. 3

FINANCE AND CIVIL PROPERTY

Delinquent Taxes. - The amount of income taxes delinquent at the end of the fiscal year 1947-48 has been estimated at approximately 50 Billion yen by the Ministry of Finance. Whether the entire amount of designated delinquent taxes can be collected is questionable. It is known that a substantial portion of the 50 billion yen of assessed but unpaid taxes reflects highly arbitrary and perhaps inflated income tax assessments. These assessments may have been arbitrarily inflated in order to serve as a starting point for future "negotiations" with taxpayers by tax officials. Approximately 20 billion yen of receipts expected from 1947-48 income tax delinquencies has been included in the budget of the 1948-49 fiscal year. In surveillance of Japanese tax administration, Japanese tax personnel should be urged to press the collection of delinquent taxes as well as taxes currently being assessed and becoming due.

Looted Property. - Activity in looted property continues to increase. Surveillance of packing, crating and delivery of Chinese property located in Otaru, Osaka, Kyoto, Fukuoka and Tokyo has been directed. Delivery is to be made to Maizuru in one case and to Moji in others. The necessary directives are being forwarded to the teams concerned. A recent SCAPIN on looted property, No 1917 (2 Jul 48), does not require surveillance at present. However, it has been transmitted to Eighth Army as information which may result in later surveillance. SCAPIN 1917 calls for a report from every factory in Japan, listing all machinery and equipment obtained between 1937 and the present with the necessary data to disclose source and ownership.

Proposed New Agencies for the Enforcement of Japanese Tax Statutes - Information has been received from SCAP that a corps of special tax investigation agents is being organized within the Taxation Bureau of the Ministry of Finance, for the purpose of enforcing the more rigid criminal and civil penalties incorporated in the revised tax statutes. SCAP further advised that the Attorney General's office has been asked to establish a section specializing in prosecution for tax evasion and fraud in connection therewith. Further details concerning these developments will be transmitted as soon as received.

Removal of Incompetent Tax Official. - The following extract of an in-

RESTRICTED

RESTRICTED

Finance and Civil Property (Cont'd)

dorsement from SCAP is quoted as a matter of interest: "The military government personnel responsible for the removal of _____ are to be commended. The efficiency of the Japanese taxation systems will remain at very low levels as long as incompetent and non-aggressive tax administration officials are permitted to remain in positions of responsibility."

Surveillance - SCAPIN 642. - SCAP has advised that an entertainment or amusement tax on prostitutes would constitute a direct governmental authorization of organized prostitution in contravention of policy established in SCAPIN 642 (21 Jan 46). However, there is no reason why an income tax cannot be levied on the yearly earnings of prostitutes. The legality or illegality of the source of earned income has no bearing on the income tax.

Tax Surveillance. - The new taxes for this fiscal year have been established with final action by the Diet upon the budget. As previously indicated in OD 4/4 (1948), returns for the self-assessed income tax may be delayed until 31 July. With the addition of a 1% sales tax for this year, MG surveillance responsibility will increase. Full information will be disseminated as soon as possible.

RESTRICTED

RESTRICTED

Vol I, No. 3

LEGAL AND GOVERNMENT

Comments on the Local Autonomy Law, Number 3. - The following comments deal with Chapter IV, Elections, Sections I - IV:

Section I (Article 17 to 25) deals with the "common rules" governing all elections to public office, national or local. It states that voters must be Japanese citizens (not including Koreans). It states that they must have reached the age of 20, and that they must have maintained residence in their respective voting districts for at least six consecutive months. Article 19 sets a minimum age requirement of 25 for mayors or local assemblymen and 30 for prefectural governors. An important amendment to this article provides that this date shall be computed as of the date of election, instead of the date of preparation of the election register, as was the case during the April 1947 elections. Article 20 denies the right to vote or hold office to persons adjudged to be incompetent or under sentence to a prison term. A question arose recently regarding two local assemblymen in Oita Prefecture who though convicted on a major offense and given a heavy fine, nevertheless continued to hold office. There is no way at the present time to remove people in this category. Article 21 makes ineligible as candidates for office; election officials, procurators, police or revenue officials, and members of the Public Safety Commission while in office. They may, of course, resign and thereby become eligible. Article 23 lodges complete responsibility in election affairs in local Election Administration Commissions. Direct contact with these commissions by local MG teams, rather than through normal administrative channels, has proved beneficial in the past in enhancing their prestige in the eyes of the Japanese and developing their initiative and sense of responsibility.

Section II provides for the compilation of the election register, inspection by the voters prior to election day, and final decision by the courts on individual disputes over the right to vote.

Section III on polling procedure contains a provision allowing candidates to have a minimum of 3 and a maximum of 10 poll watchers (inspectors) in order to insure fair elections. If less than three poll watchers have been put forward, the balance may be selected by the poll superintendent;

RESTRICTED

RESTRICTED

Legal and Government (Cont'd)

if more than ten poll watchers (no more than three from any one party) have been selected, the maximum number will be selected through a mutual election of the poll watchers concerned. Since under the Japanese system neither the names of the candidates nor their party affiliations appear on the ballot, the voters must write in their choices themselves. To encourage intelligent voting and stimulate the growth of parties as an influential means of expressing more clearly the popular will, many people have advocated the adoption of the "Australian" ballot in Japan. This type of ballot has the names of the candidates and their party affiliations printed on the ballot and is widely used in the United States.

Section IV describes the procedure for counting the votes. The superintendent for the counting of votes is appointed by the local election administrative committee and usually has the additional function of poll superintendent referred to in the preceding section. He is responsible for decisions concerning the validity of all votes cast, including provisional votes by electors whose eligibility has been challenged. Inspectors for the counting of the votes are usually the same persons as the poll watchers previously mentioned, though not necessarily. Article 41 indicates seven types of votes considered invalid.

Section V describes the election meeting which is presided over by an official whose qualifications are the same as those of the poll superintendents. Principal duties of the presiding officer of the election are to investigate reports from the polls and ballot-counting stations and count the total number of votes obtained by each candidate before forwarding the results to the election administration committee concerned for certification of election. All records pertaining to an election must be kept by this committee during the term of office of the elected candidates and made available for reference should any future disputes arise.

Comments on the Size of the Shobodan.- Article 15-2, an amendment to the Law of Fire Defense Organization, states:

"The establishment of, area to be covered by, or organization of, each Shobodan (fire prevention corps) shall be fixed by the mayor of a city or the headman of a town or village in compliance with the local requirements.

In a city, town or village with its Fire Defense Headquarters, the

RESTRICTED

RESTRICTED

Legal and Government (Cont'd)

Shobodan shall act under the control of the Chief of Fire Department or the Chief of the Fire Station and when ordered by the Chief of Fire Department or the Chief of the Fire Station, it may carry out activities even outside of its area.

The fixed number, appointment and dismissal, compensation, duties, and other matters concerning the members of a Shobodan shall be determined by the by-laws of a city, town or village, and the matters concerning their training, ceremony and uniform shall be determined by municipal regulations in line with the model regulations made by the National Fire Defense Board."

The Public Safety Division states that the Shobodan organization should consist of an operating group of firemen and should not be overloaded with unnecessary personnel. The Public Safety Division feels that not more than 25 Shobodan members per 10,000 population are needed and they suggest that municipalities be urged to keep within these limits. Twenty-five men per 10,000 population can be trained in the use of equipment, but larger groups cannot be handled satisfactorily. Large groups of Shobodan tend to increase unnecessarily the expense to the public, and particularly if suitable equipment is not available for their use, they are of little assistance when fire occurs.

Note: Shobodan is an organization of volunteer firemen who operate in the absence of, or who assist as directed by, municipal paid fire departments in fighting fires.

Handling and Use of Dangerous Chemicals.- Beginning in September 1947, a quantity of chloropicrin was shipped to Ishikawa Prefecture for use by the farmers as an insecticide and to fumigate storage buildings. Although chloropicrin is a dangerous chemical, the containers were packed in flimsy crates, and had no instructions concerning proper use or safety precautions. Japanese handling the chemical were not aware of the danger and necessity for safety measures.

The following is an excerpt from the Agricultural Chemical Control Law (Law Number 82, 1 July 48, effective 1 Nov 48):

"Article 7: A manufacturer or an importer, when selling the agricultural chemical which he manufactured, processed or imported, shall indicate

RESTRICTED

RESTRICTED

Legal and Government (Cont'd)

the following matters on its container (or on the package when not selling it in a container).

1. Registered number.
2. The kind, the name, the amount contained, the physical and chemical property, and the effective constituent of the agricultural chemical as well as the kind and amount of other elements contained.
3. The kind of diseases and insects on which it is to be used and the method of using it.
4. In the case of the agricultural chemical that is harmful to man or animal, the name of the antidote (in case there is no anti-dote, state that fact).
5. In the case of the agricultural chemical which is liable to draw fire, explode or injure skin, state that fact.
6. Directions on the method of preserving or using it.
7. The name of the manufacturing plant.
8. In the case of the agricultural chemical that has been manufactured or processed by the manufacturer, the year and month in which it was manufactured, and also the year and month in which it was packed."

Pending the effective date of the law, this headquarters has recommended to SCAP that the appropriate agency of the Japanese Government be directed to take the necessary action to insure that all agencies distributing and using chloropicrin be instructed in the proper use and the safety regulations to be observed.

Investigations Concerning Fires.- The following is an extract from the Code of Criminal Procedure, Book II, Chapter 1:

"Inquiry and Investigation (Sosa). Article 189. Any member of the National Rural Police or of the Police of Autonomous Entities shall act as a judicial police official when and as authorized by law or regulations of the National Public Safety Commission, the Prefectural Public Safety Commission, the Local Public Safety Commission or of the Special Ward Public Safety Commission concerned.

Judicial police officials should, when they deem a crime has been committed, investigate the offender and evidence thereof.

RESTRICTED

RESTRICTED

Legal and Government (Cont'd)

Article 190. Who are to exercise the functions of judicial police officials in regard to forestry, railways or other special matters, and the scope of their functions shall be provided by other law."

It is clear that Article 189 enables the police to act under law or certain regulations of the various Public Safety Commissions for the investigation of offenders and collection of evidence. However, Article 190 points out that persons in other agencies, may exercise police functions, including those in forestry and railways or other special matters, and the scope of their functions shall be provided by other law.

The Fire Service Law, passed at the last session of the National Diet, states in Article 35; "The primary responsibility for the investigation of suspected arson or mishandling of fire shall be upon the fire service executive chief." The law gives further details regarding these duties.

It appears, therefore, from the three articles quoted above, that the executive fire chief definitely has the authority and the responsibility for investigating suspected arson cases and fires which may have been caused through carelessness or neglect. The executive fire chief is expected to cooperate with the police, but such investigations are not to be taken over by the police, although the law does not preclude the police from cooperating and coordinating with the executive fire chief or conducting its own investigations.

Prefectural Control of Fire Defense.- Article 9 of the Law of Fire Defense Organization states, "In order to deal with affairs concerning matters of fire defense of cities, towns and villages, any or all of the following organs may be created, besides Shobodan, according to the necessity:

- a. Fire Defense Headquarters
- b. Fire Station
- c. Organs for training fire department personnel and members of the Shobodan."

It has been reported that in some instances this article has been interpreted to mean that a Shobodan organization must be set-up in order that a, b, and c above, may be created. This is not a correct interpretation. The intent of Article 9 is to give authority to organize a local group of

RESTRICTED

RESTRICTED

Legal and Government (Cont'd)

Shobodan if such a group is necessary for adequate fire protection in the municipality and also give authority to set-up a, b, and c above.

The Law of Fire Defense Organization, under Articles 6 and 7, places the responsibility for public fire protection upon the municipalities themselves through mayors or headmen. It is not the intent of the law to permit any operational control from prefectural level. Article 26 gives prefectures the authority to retain or establish training schools for firemen, and Article 22 provides for channeling of fire defense statistics through the prefectural governor, but no other authority for public fire defense is to be assumed by prefectural offices.

It has been reported that public fire protection in some prefectures, especially those with volunteer (Shobodan) personnel, are still controlled, as in the past, by the prefectural office. This method of operation is not in accordance with the Law of Fire Defense Organization.

Recall Movement Initiated by Agitators. - A movement was started in Akita Prefecture to recall the prefectural governor on the grounds of malfeasance and misfeasance in office. The charges were investigated and it was found that the entire movement was a result of the governor's having appointed a Labor Relations Board without acceding to the demands of an organization called the Joint Labor Council, which is communist-dominated. IX Corps reports that these tactics are not confined to Akita Prefecture alone but are becoming apparent in other prefectures.

There is a definite tendency among the Japanese to sign petitions without examining their contents and without looking into the motives of the individuals circulating the petitions. In Kagawa Prefecture, editorial campaigns against this practice have been effective. In one instance 500 persons requested removal of their names from a petition as the result of an editorial.

Status of the Central Government Branch Offices. - The National Diet recessed without completing action on the problem of the branch offices of the national government. On 2 Jun 48, the House of Councillors passed a resolution placing that body on record as favoring administrative readjustment of these branch offices.

RESTRICTED

RESTRICTED

Legal and Government (Cont'd)

The chairman of the House of Councillors' Committee on Public Safety and Local Government stated that a bill will be drafted in conformity with the resolution and submitted to the Diet at the beginning of the third session.

Tri-Prefecture Public Safety Commission. - The Public Safety Commissions of Aichi, Mie and Gifu prefectures have organized the Tokai Tri-Prefecture Public Safety Liaison Conference. This conference consists of all of the prefectural public safety commissioners of the three prefectures and holds regular meetings every other month. Special meetings may be called by any of the prefectures. The chairmanship is rotated, as is the meeting place. Expenditures for the conference are borne jointly and are to be decided at each meeting.

The purposes of the organization are to improve cooperation and to introduce procedures to produce immediate police aid in cases of emergencies. Discussion at the first meeting included such topics as petitioning for more arms, automobiles and bicycles for the police and establishing more police boxes, better communications, better training, measures to prevent juvenile crime, and cooperation with the people and the fire defense groups. The action taken appears to be in conformity with the Police Law and is a sincere effort for better and more efficient law enforcement.

RESTRICTED

RESTRICTED

Vol I, No. 3

PUBLIC HEALTH

Comments from the Field. - Hospital Deficiencies Cited -(Aichi)- The governor sent a letter to all hospitals, health centers, medical associations and the mayors of the larger towns. In this letter he discussed the major deficiencies in the hospitals and urged their corrections. These deficiencies were explained in detail under the following main headings:

- a. Absent and uninformed directors.
- b. Poor organization and utilization of personnel (especially nurses).
- c. Poor sanitation.
- d. Poor records.
- e. Poor maintenance of equipment.
- f. Improper narcotic storage.
- g. Poor medical care, especially of tuberculosis patients.
- h. Lack of conference and study material.

National Health Week - (Ehime) - The week 5-12 June was designated as National Health Week on the island of Shikoku. In Ehime the week was initiated with a great deal of publicity. Radio broadcasts were made, the six leading newspapers published joint statements from the prefectural public health department and MG, banners with health slogans were hung from the prefectural buildings and the various health centers, many posters were displayed in health centers, railroad stations and other conspicuous places and 240 public address system announcements were made in the larger railroad stations.

Meetings were held at various health centers, where the different phases of public health were stressed to the leaders of cities, towns, villages, schools and factories. Citizens were encouraged to come to the various health centers for chest, stool and blood examinations. Clean up programs were accomplished. During the latter part of the week, the various banners and announcements began to stress the importance of making every week a health week.

Venereal Disease Campaign - (Hyogo) - Since January 1948 the reported VD rate has tripled in this prefecture. This is probably due in part to an

RESTRICTED

RESTRICTED

Public Health (Cont'd)

intensive campaign by the prefectural authorities to induce physicians to report promptly all cases discovered.

Health Center Affiliation Courses - (Kanagawa) - Groups of internes from the various hospitals in the prefecture are taking one month affiliation courses at the various health centers. These groups are being visited by the public health officer as much as possible and encouraged to consider this type of work as a career.

Hospital Improvements - (Oita) - In practically all of the larger hospitals there are central kitchens, no families are living in the wards, regular visiting hours are in force and male and female patients have been segregated. Cleanliness in the hospitals is gradually improving. Nursing care has replaced family care for patients.

Venereal Disease Clinics in Health Centers - (Tokyo) - All health centers have VD clinics. In four health centers there will be an evening session to care for the working population. This innovation will be publicized in the Japanese newspapers. As soon as practicable other evening sessions will be added, especially for tuberculosis examinations.

Correction. - Subparagraph "b" of the item, "Personnel Reports" on page 36, MG Bulletin No. 2, should read as follows:

b. Since the "Officer Personnel" section covers only military personnel, DAC nurses should not be shown in this section; they should be shown in the column headed "DAC's" under "Civilian Personnel" section. It should be noted that no army nurses are authorized for MG teams.

Equine Encephalitis. - Equine encephalitis, a virus disease endemic in Japan, is occurring in many prefectures. There have been 235 cases reported to the Ministry of Agriculture and Forestry as of 31 July 48. Prefectures which are most heavily hit are Ibaraki, Fukushima, Tochigi, Gunma, Saitama, Chiba and Yamanashi. There were 1209 cases reported in 1947, with Miyagi, Akita, Yamagata, Chiba and Gifu prefectures showing high rates of incidence.

The Ministry of Agriculture and Forestry has distributed to most prefectures, vaccine which is believed to be effective in the prevention of

RESTRICTED

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Public Health (Cont'd)

this disease. Those areas in which outbreaks are considered most likely received the larger quantities in relation to their horse population. However, vaccine is not on hand to carry out control programs in areas where serious outbreaks are not expected. Production is continuing and limited additional quantities of vaccine should be available in August.

This disease is believed to be transmitted by insect vectors. The most frequent symptoms involve deranged consciousness. Affected animals frequently walk in circles, crash into buildings or fences, and give general evidence of cerebral disturbance. Treatment of horses affected with the disease is symptomatic and of doubtful value. The animal should be made as comfortable as possible, and clean water and feed should be made constantly available. Insecticide sprays should be liberally used together with other forms of insect control. Sanitary measures with regard to feeding and watering and the removal of litter should be observed. It should be borne in mind that nasal secretions from the sick animal may be highly infectious. The exact relationship between this disease and Japanese B Encephalitis in humans is not known.

Hospitalized Veterans. - OD 25, (9 April 48), subject, "Disposition of Enemy Supplies, Equipment and Facilities," paragraph 47 provides, "Inspections of hospitals and sanatoria will insure that all civilians are accorded equal opportunity for hospital care and medical treatment and that preferential treatment to veterans and their families is prohibited."

In the case of National Hospitals giving preferential treatment to veterans, it is suggested that violations be referred to the Japanese regional hospital inspector. The prefectural health officer does not have jurisdiction over National Hospitals.

Model Health Center Openings. - The following MG teams have announced the opening of the model health centers in their prefectures or have reported scheduling of openings by 15 Aug 48: Aichi, Akita, Aomori, Chiba, Fukuoka, Fukushima, Gifu, Hiroshima, Kanagawa, Kyoto, Ibaraki, Iwate, Niigata, Osaka, Saga, Saitama, Shiga, Tochigi, Tokyo, Tottori, Toyama, Wakayama and Yamaguchi.

Narcotic Safeguarding. - It is the function of the Japanese narcotic inspectors to check the records and narcotics of all registrants. MG

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Public Health (Cont'd)

personnel working under the supervision of the health officer, should spot check doctors and institutions as part of the surveillance required by OD 56, (12 June 46).

The safeguarding of narcotics is the responsibility of the possessor. The average doctor doing an ordinary clinical practice should not have an excessive quantity of narcotics on hand. The amount will vary with his practice and the ease of getting new supplies. It is sufficient for him to keep the narcotics in a locked wooden box, or a locked desk drawer out of sight.

An institution possessing large amounts of narcotics should keep its supplies in an iron safe. There are apparently sufficient safes available. It is permissible for an institution to keep a minimum working supply in their pharmacy in a locked wooden box or drawer.

Preventive Medicine and Public Health Committees. - The Yamanashi MG Team made a special report concerning the establishment of local committees on public health. The plan, sponsored by the local medical society, envisages prefectural, gun, town and village committees. These committees will include all persons interested in public health. There will be an advisory board with each committee. Since members of the committee will be drawn from all walks of life and occupations, a great many people will be reached by their efforts.

The important programs of the committees are:

1. Prevention of communicable diseases.
2. Sanitation of homes, schools, parks, towns and villages.
3. Prevention of tuberculosis.
4. Prevention of parasitic diseases.
5. Prevention of venereal diseases.
6. Prevention of decayed teeth.
7. Pure water supply.
8. Sewage and garbage disposal.
9. Good nutrition.
10. Public health information for the general public.

Lack of education in public health matters is one of the greatest

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Public Health (Cont'd)

hinderances to public health progress in Japan. Associations such as these should be given the fullest encouragement possible. If they do no more than reach their members with a good sound public health program, the effort will be well worthwhile.

Professional Magazines. - The following magazines have arrived and will go to the MG teams through the regional circuits: The Journal of Infectious Disease, May-June; Annals of Internal Medicines, May; Public Health Nursing, February, March and April; American Review of Tuberculosis, January to May, inclusive; and The Journal of Pediatrics, March to June, inclusive.

Other professional magazines recently received are: Annals of Surgery, March; American Journal of Public Health, June; New England Medical Journal, 27 May, 3, 10, 17 June; Journal of the American Medical Association, 29 May, 5, 12, 19 June; Waterworks and Sewage, June; Journal of Bacteriology, May; Journal of Venereal Disease Information, June; and Public Health Reports, 2, 23 April, 4, 11 June.

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Vol I, No. 3

PUBLIC WELFARE

Child Welfare. - Two training meetings in school-counseling were conducted by the Gumma team welfare officer in June for lower and upper secondary personnel and principals in cooperation with the education section of the team. The meetings were well attended. Discussion of case material presented by guidance personnel showed enthusiasm and a desire to find helpful solutions. The significance of these meetings is expressed in a letter from a school requesting a continuation of the training program because, "..... it endorses my conviction that we must take proper measures before children become delinquent, to say nothing of giving guidance to delinquent children."

The chief of the child welfare section and the director of the child welfare center participated in these meetings by describing the services and methods of the child care program.

The result of meetings of this kind and the emphasis given to child welfare in the prefecture are reflected in the increase in the number of children assisted in May; the number increased to 50 in June. Of these, 26 cases were handled by the child welfare center directly. Approximately one-third of the remainder came as a result of parent interest; the other cases were assisted as a result of child welfare worker, school, or community agency referral.

An analysis is being made of the problems, needs and services given to children in order to develop a dynamic program that will meet community needs.

Comments from the Field. - Camping Trips Planned - (Kyoto) - The Big Brothers' and Sisters' Youth Groups are planning camping trips to rented cottages this summer for all children assigned to four juvenile delinquent homes in Kyoto. These groups have collected funds to cover expenses for three days for each child. Transportation will be provided by the bus companies. The program will last for three weeks.

School Lunch Program - (Hokkaido) - Dehydrated food demonstrations were given by the prefecture physical training section to audiences of

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Public Welfare (Cont'd)

teachers, parents and education officials in 13 cities and 14 provinces. The purpose was to stimulate improvement of menus for the school lunch program. In many instances, schools have not known the correct methods of preparing dehydrated milk and vegetables which have been received for school lunch purposes. Administration of the school lunch program has been inspected in several schools and found satisfactory. Improvement has been noted in most cases since last December.

Training for Nursery School Teachers - (Nagoya) - A school to train workers for nursery schools is now in operation in Nagoya. It provides a two-year course; one year of academic training and one year of supervised practice in a nursery school. Present enrollment is 34 students; 32 from Aichi, one from Mie and one from Gifu.

Locating Relatives in the U.S. - MG welfare officers have often been asked by Japanese Nationals for assistance in locating relatives believed to be living in the United States. Yamaguchi Team reports that such requests can be referred to the International Institute of San Francisco. Inquiries should be directed to Mr. Joseph G. Masaoka, Regional Representative, National Japanese-American Citizens League, 2301 Bush Street, San Francisco 15, California. Such requests are included in news releases to all Japanese-American papers as well as the Pacific Citizen, which has nationwide distribution. If the missing relative has been known to have a San Francisco address, a copy of the request may be sent to the International Institute, 1860 Washington Street, San Francisco, California, to see if the missing relative is known by that agency.

Training Program for Japanese Welfare Workers. - During May and June 1948, two members of the prefectural welfare department staff were loaned to the Toyama MG Team Welfare Section for full-time duty and on-the-job training.

During this two month period the two men worked closely with the public welfare officer, accompanying him on all administrative reviews, institutional inspections, conferences and lectures. They became thoroughly acquainted with the procedures of the team welfare section and with directives from higher headquarters. They demonstrated an eager desire to learn. They were used to inspect and audit Japanese records for administrative reviews. They soon learned what to look for and did not hesitate to inform local officials of deficiencies found.

RESTRICTED

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Public Welfare (Cont'd)

The prefectural welfare department will use these two men as field investigators. With the training received under MG supervision they should effectively strengthen the field service and supervision of local offices.

This program of training was so effectively demonstrated by the Toyama Team that it is now being followed by all teams in the Tokai-Hokuriku Region.

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MISCELLANEOUS

Military Government Association. - Attention is called to the recently formed Military Government Association. It has been organized to: (1) Perpetuate the friendships and common ideals of all military government personnel; (2) Collect and circulate information and opinion on present-day civil affairs and plans and problems; and (3) Place "on call" with interested government agencies a reservoir of informed opinion, accurate information and invaluable background on military government affairs. Personnel assigned to military government duties who desire further information on the Military Government Association may write to:

The Military Government Association
1115 17th Street, N. W.
Washington, 6, D.C.

At the request of the Eighth Army Military Government Section, a subscription to the association's monthly publication has been placed by SCAP, CI&E for each military government team.

MILITARY GOVERNMENT BULLETIN
EIGHTH ARMYCIVIL EDUCATION

*file
8th Army
bulletin*

Analysis of April Annex E-1 Reports. Analysis of the April monthly activities reports from the civil education sections of all MG teams discloses a spirit of optimism in a majority of the teams as to the effectiveness of the civil education program.

Salient conclusions follow:

- a. Reorganization of the secondary schools appears to be progressing as satisfactorily as circumstances permit. On the whole the Japanese are apparently making an honest effort to set up the 6-3-3 system in accordance with Ministry of Education directions, although there is still some confusion as to the meaning of these instructions:
- b. The teacher re-education program has generally passed the planning stage. A noticeable number of teams reported long-range programs in operation or in process of formulation.
- c. Women's groups are increasing in number and activity, with a tendency toward the formulation of specific programs. There is also an increase in the number of women principals and women upper secondary school teachers.
- d. Most teams feel that parent-teacher associations are becoming more democratically organized and operated.
- e. Temporary conference groups are being rapidly reorganized on a more democratic basis.
- f. The five-day school week continues to spread.
- g. The construction of new lower secondary school buildings is proceeding more rapidly.
- h. Teachers unions show a distinct trend toward stabilization, with less tendency to interfere in administrative affairs.

Comments from the Field. - Consolidation - (Kanagawa). Three villages in Naka-gun have combined to construct a consolidated junior high school. The Kino Moving Picture Studio has taken pictures of the projectThis is indicative of a change in the attitude of

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Civil Education (Cont'd)

the people in small villages toward consolidation. Last year there was considerable opposition to establishing consolidated junior high schools.

Women Principals - (Shizuoka). Visits were made to all three public schools having women principals. Strong teacher and community support was noted.

Re-organization - (Iwate). After observing re-organizational planning and conferences with the Ken Education Chief, indications are that a well balanced lower and upper secondary school program is functioning. There are 53 full-time and four part-time senior high schools in Iwate Ken. Sixteen full-time and all the part-time senior high schools are co-educational.

Home-Room System - (Nagano). The home room system has been begun (in two schools) and each school has prepared master schedules, thereby using their teachers and space to maximum advantage. It is significant to note that after the master schedule had been prepared there was a surplus of two teachers.....much enthusiasm has been noted among teachers and students of these two schools for the new system. Personnel of other schools are visiting these two which they regard as experimental, and it is hoped that similar changes will be made in many other new schools.

Teachers' Unions - (Tochigi). A system of regular bi-weekly conferences with teacher union representatives has been instituted (to discuss professional school problems).

Safety Week - (Hyogo). In cooperation with the municipal police, the schools of Kobe City observed the week of 12-18 April as Safety Week. The program included student traffic patrols instituted by the student self-government associations; lectures and discussions on school, home, and traffic safety incorporated into regular units of the social studies courses of the elementary and lower secondary schools; and the showing of two safety films, "The Rubber Ball" and "A Small Incident." The latter was produced locally by the Kobe City police department.

School Boards - (Osaka). One section of a very fine Osaka City P.T.A. exhibit was given over to a display of material on local school boards.....Several school inspectors were briefed on the subject and operated an information booth at the exhibit.

RESTRICTED

Civil Education (Cont'd)

Teacher Re-education - (Shiga). In consonance with the five-day school week, plans have been completed with the colleges for the establishment of teacher re-education centers giving academic credit. The immediate aim is to obtain better qualified high school teachers. Top priority is accorded this program as impetus is given towards improvement of professional standards.

Decentralization of Schools. - It now appears probable that administrative control of public elementary and secondary schools will be placed in the hands of the people, through their duly elected representatives on local school boards, at the beginning of the 1949 school year.

The Ministry of Education has prepared a draft of a local school board law, which is slated for introduction in the Diet in the near future. Upon passage by the Diet, the exact details of the law will be made available to MG units so that each team may begin preparing plans to inform the public of the needs and purposes of decentralization.

The civil information and civil education branches of this headquarters will furnish a plan outlining information activities on a national level and suggesting activities on a prefectural level. It will be general in scope so that local plans can be integrated into it.

It is essential that the public be thoroughly informed, after the passage of the law and prior to the election of school board members, of the purpose and provisions of the law, the method of nominating candidates, the necessity of voting for well-qualified board members, the powers and duties of school boards, and the great responsibility of board members as representatives of the people of Japan.

Facts about Japanese Schools. - Statistics compiled from 140 school inspection reports for the period ending 20 May 1948 include:

The average primary teacher teaches 44 pupils 26 hours per week for 241 days per year.

Radios are found in 46 per cent of the schools.

90 percent of the elementary schools, 48 per cent of the junior high schools, and 20 per cent of the senior high schools have new type parent-teacher associations.

RESTRICTED

Civil Education (Cont'd)

Libraries are found in 69 per cent of the elementary schools, 52 per cent of the junior high schools, and 75 per cent of the senior high schools. The average number of volumes in schools having libraries is 257,360 and 954 respectively.

Women teachers are distributed as follows: elementary schools, 54 per cent; junior high, 25 per cent; and senior high, 30 per cent.

32 per cent of the communities have plans for the consolidation of towns and villages to support lower secondary schools.

Approximately 20 per cent of the elementary teachers have no teaching certificates.

Legal Force of Ministry of Education Notifications. - Ministry of Education Notifications which are in implementation of laws have the same force as laws. They are issued by the authority legally constituted to effect the law itself. They are issued by the competent minister and stem from Diet-passed or Cabinet ordinances. If these instructions are not followed, action may be taken by the Minister of Education to insure compliance. However, many notifications are suggestive rather than directive.

Listed below are the titles of the Ministry of Education instructions with their departmental sources:

Hatsu Gaku	:	School Education Bureau, Mombusho
Hatsu Shi	:	Education Facilities Bureau, Mombusho
Hatsu Tai	:	Physical Training Bureau, Mombusho
Hatsu Teki	:	Screening Section of the Secretary Office, Mombusho
Hatsu Kyo	:	Text-book Bureau, Mombusho
Hatsu Cho	:	Investigation Bureau, Mombusho
Hatsu Ka	:	Scientific Education Bureau, Mombusho
Hatsu Kai	:	Accounts Bureau, Mombusho

Hatsu notifications are issued to outside institutions such as schools, prefectural governments, etc., by bureaus of the Ministry of Education.

Kan notifications are originally issued by the Cabinet. When the same notification is further issued by a bureau of the Ministry of Education to outside institutions, it bears the prefix Kan and the suffix indicates the issuing bureau.

Shogaku are issued by the School Education Bureau to other bureaus in the Ministry of Education.

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