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It is a pleasure to join with you today in the celebration of this Fraim's service.

8 Feb 49
OK Jtn

Chiba

THE ~~TOKYO~~ FIRE DEPARTMENT
(To be read at public meeting in Kanda 8 March 1949)
GEORGE W. ANGELL

The first Japanese fire department ~~in Tokyo~~ was organized in Tokyo in 1650 but it provided protection only for the properties of royalty, and sixty-eight years later the first units were formed for the protection of the general public. For one hundred and fifty years the public fire department operated under authority of the Magistrates and then was transferred to the Department of the Army. Three years later the Fire Bureau ~~of Tokyo~~ was abolished and its duties taken over by the Police of the Department of Justice. During the next year control of the fire department was transferred to the various Prefectures, and a year later, 1873, it was turned back again to the Police of the Department of Justice. In the next year control of both police and fire departments was transferred to the Home Ministry and in 1875 the fire department was placed under control of the police.

Fire-fighting methods employed in France were adopted by the Home Ministry in 1875 but were replaced by the German procedure after the Superintendent-General of the Metropolitan Police Board had made a tour of European countries in 1879. For some unidentified reason, the fire department was reorganized again in 1880 and trained as a Military unit by the police. From then until March 1948 the fire department continued to operate under the police

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and continued also to be trained in large measure, as military groups.

The Law of Fire Defense Organization which became effective one year ago, removed the fire department from control of the police and set it up as a separate organization on the same level as the police. In the eyes of the public both police and fire departments are necessary for public safety,---the police to maintain law and order, and the fire department to prevent loss of life and property by fire. Under this Law responsibility for provision of adequate fire protection is rightfully placed in the hands of officials who are elected by the public and who thus represent all of the people in a democratic form of government.

During 1948, also, the Fire Service Law was put into effect. This gives local fire departments certain authorities for fire preventive action which they have needed for many years. No person for reasons of selfishness or mere monetary gain should be permitted to expose the lives and properties of others, or even his own, to injury or loss, and this law was designed for the safety of the general public. While it is broad in coverage of the fire protection field the law is simple and understandable, and conformance to its various articles should present no great hardships on the part of individuals.

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Many changes were necessary in the re-organizing of the Tokyo Fire Department into a more efficient group and as a result better public fire protection may be expected. The officers and men are conscientious in their desire to reduce fire losses to the lowest possible figure. They need and deserve the support of the public.

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OK Joe
1-5

CITY PLANNING AND FIRE ZONES FOR JAPANESE CITIES

(To be presented at Fukuoka 26 February and Kyoto 11 March)

GEORGE W. ANGELL

The average person thinks of the public fire department only in terms of fire extinguishment, but in reality the objectives are fourfold---(1) To prevent fires from starting, (2) to prevent loss of life and property in case a fire does start, (3) to confine a fire to its place of origin, and (4) to extinguish the fire. All of these are effected by city planning and any progressive city will follow a definite plan for widening streets, eliminating dead-end alleys and reducing congested construction in order to reduce its fire losses.

It is, of course, financially impossible to rebuild an entire city immediately, but it can be developed under a definite plan to eliminate the mistakes of narrow streets, lack of fire breaks, and congested buildings. If a well-integrated city planning agency is given effective control over the physical development of the city and the replacement of the existing structures, conflagrations so much feared in Japan, will be less apt to occur.

Along with city planning there must be suitable building codes and fire-zoning or restricting of areas, because the widening of streets alone will not prevent fires travelling from one wooden building to another. There are

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now many municipalities in Japan where a few streets have been widened, but without building codes or fire-zoning requirements, both sides of the streets have been filled almost solidly with flimsy wooden structures. They still can lose whole city blocks through fires.

It is recognized that both cement and steel for construction of reinforced ~~cement~~ concrete buildings are scarce. It is recognized, also, that stuccoing a wood-frame building does not make it fireproof. However, it is our feeling that such a building especially if it is coated inside with a non-combustible plaster, will retard the spread of fire sufficiently to make it possible for a public fire department to confine the loss to the single structure in most cases.

Since 1946 we have seen case after case of the fallacy of building and burning, and rebuilding flimsy wooden buildings on the same foundations, and burning again. It has happened in Tokyo, Fukui, Iida in Nagano Prefecture, and many other places. How long will this continue? How long will the people of Japan be content to waste money building materials, and labor in this manner?

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The losses from the 1923 earthquake both of life and property, were among the most appalling in the history of the world and it is estimated that from 90 to 95 percent of the total property loss was caused by fire. One year before the earthquake 91 percent of Tokyo's buildings were constructed of wood and two years after the earthquake 98 percent were constructed of wood. From then until the start of World War II there was little change in the type of construction, and the bombers are said to have destroyed about 740,000 buildings, so once again the city was levelled. Once again much time and effort has been expended in making economical plans for rebuilding and once again the laws have been nullified to permit uncontrolled construction of flimsy wooden buildings.

Japan in her struggle toward economic recovery can ill-afford the delay caused by fires which are permitted to grow to conflagration proportions merely because of disregard for city planning, building codes, and fire zoning. We can train men in the best of fire prevention and protection technique; we can provide them with most modern equipment; and we can mould them into a highly efficient fire-fighting unit; but if lightly constructed wooden buildings, packed along narrow alleys which are almost inaccessible to the fire department, become involved in a

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fire, these men cannot be expected to perform the duties which they are capable of performing under better circumstances.

Public officials must recognize their responsibilities of adhering strictly to the adopted city plan, of enforcing building codes and zoning laws, and of providing the funds already allocated for the projects. The citizens themselves---the people who eventually pay the bills, the people whose lives and properties are thus better protected ---must give their support unselfishly. The following of a definite plan for orderly city growth and the adoption of codes and ordinances for the protection of the city are so necessary that one cannot understand why an entire country is willing to go on year after year and generation after generation without making an effort towards corrections. There is no better time than now to start.

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OKAWARA

OK Jan 25 Sept 48

TO BE PRESENTED AT PUBLIC MEETINGS IN OSAKA AND KOBE (13 AND 14 OCT. 1948) BY GEORGE W. ANGELL.

Toshima 16 Oct.

For centuries Japan has been a country of fires- large fires which destroy great areas of cities or towns, chiefly because wood has been the most abundant material for construction of its buildings. Even to-day, fire losses are way beyond any reasonable figure, as evidenced by the record for the first six months of this year in which 10,578 fires caused the death of 271 persons, injured 1,109 others, and destroyed more than 500,000 tsubo of your valuable buildings.

These enormous losses of life and property resulting from fires should cause concern to all Japanese people. Means are available for reducing this unnecessary destruction but it still remains for the public to interest itself to the extent of urging better fire protection and for elected officials to provide it. Solving the fire prevention problem involves (1) Education, (2) Enforcement, and (3) Engineering. By that I mean education in methods of fire prevention and extinction, adequate fire prevention laws and their rigid enforcement, and better engineering to make buildings more fire resistant. In Japan's present struggle to regain her economy when there is a nationwide scarcity of nearly every commodity to feed, clothe, and shelter her people, destruction by fire becomes not only more tragic, but completely inexcusable.

In order to accomplish the objectives of reducing fire waste, it is essential that public officials accept their direct responsibility for fire safety. It is essential, also, that the public give all possible support to such officials in enacting and enforcing adequate laws and ordinances for fire prevention and protection. (cont'd)

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Much can be accomplished in the improvement of the terrible fire waste situation facing Japan through encouraging a greater sense of responsibility on the part of each citizen. Much of this waste of life and property is due to carelessness but the educational approach has its limitations and must be supported by the adoption of modern scientific methods of construction, protection, fire-fighting, and statutory requirements.

It is the duty of every public official to study the fire losses in his own immediate community and determine just what is needed to reduce such wastage. Is the water supply inadequate for large-scale fire-fighting? If so, how can it be remedied? Can a long-range program be launched whereby a certain amount of larger pipe is laid each year? Is the apparatus used by the fire department in good workable condition or, if new pumpers are needed, how many can be purchased this year and how many next year? Are new laws needed to prevent thoughtless people from exposing their property or their neighbors properties to needless loss? If so such laws should be prepared and enacted. Unless public officials are willing to accept their responsibilities in these matters, Japan will continue to burn.

All too long the public has felt that fires are inevitable and has left the subject of fire prevention primarily for the attention of public officials, the fire department itself, and to insurance companies. It should be recognized as an important obligation not only of each municipality, but also of each individual. It is not a problem that can be solved by annual campaigns such as Fire Prevention Week or a spring Clean-Up Week, valuable as such periodic campaigns may be. It must be a day by day, year around activity in which every man, woman, and child participates. Then, and only then, can the people of Japan feel secure from Fire.

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Problems in fire prevention and fire protection resolve themselves into preventing the outbreak of fire, preventing the serious spread of fire, and providing for the prompt detecting and extinguishing of fire. The fact that the amount of combustible property in Japan has increased tremendously since the war makes for greatest emphasis on fire protection, and all three phases of the problem must receive our attention. To know how to receive the greatest practical measure of safety and financial return with the least effort, expense, and interference with your economic recovery requires not only knowledge of past experience, but definite understanding of conditions in various fields of engineering.

The fundamental principles of fire protection are simple and easily understood, but their application has become a specialized engineering science. Modern fire protection utilizes a wide variety of complex equipment and in many cases it is necessary that fire fighters be familiar with the hazards presented by special processes of manufacture if such fires are to be fought efficiently. It is in recognition of these facts that the results of scientific research are now made available to all parties concerned by your Fire Research Institute.

All of these changes are needed badly in Japan, and when they become effective, your country's fire losses should be reduced greatly, not only in number, but, more especially, in magnitude. Improvements such as adoption of codes and fire prevention laws, will require no expenditure on the part of the public, and eventually the Fire Research Institute can be made self-supporting through fees received for the testing and approval of extinguishers, electrical equipment, and other fire-safety devices. You can see, therefore, that such improvements will present no great hardship to your taxpayers.

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There are few fields in which your country's economic recovery can be hastened more than by a common-sense reduction in fire losses. The people should Remember, it is ~~your~~ their property which is being destroyed, it is ~~your~~ their money which pays for this destruction and, in this new democracy of Japan, it is not only ~~your~~ their right, but ~~your~~ their duty to do ~~your~~ their part in bringing to an end this senseless waste.

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Approved by Col Bratton
21 Feb 49
JBS

A TALK TO BE DELIVERED TO REPRESENTATIVES
OF NIPPON SHOBO KYOKAI, 25 FEBRUARY 1949.

We are met here today to dedicate these buildings which are to be the headquarters for all the Shobodan throughout Japan. These buildings represent a great step forward for your organization and one in which all of you may take pride. These buildings also represent the individual investments of your several hundred thousand members. Some of the investment came from members whom were well able to pay and to whom the few yen for membership dues did not mean a great deal financially, others came from the field laborer to whom each of the yen may have meant less money for his food and other necessities of life, but he had faith in the objective of the Shobodan organization and wanted to be an active part of that organization. You as authorized representatives of those members must never knowingly act in any manner to violate that faith. These buildings mean that the Shobodan representatives have a home while they are in Tokyo on business of their organization; that they have a meeting place for discussion and that they have a headquarters for any Shobodan training schools which may be established.

In conjunction with the dedication of these buildings, there are other matters relative to your organization which I want to talk with you about.

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We all realize that your primary mission is fire fighting. To accomplish that mission you must have adequate equipment and proper protective clothing. We know that you are receiving the equipment and clothing very slowly and in inadequate quantities due to limitation of materials and manufacturing facilities. There is little hope that this situation will be corrected for sometime to come. You must continue to do the best work you can with what you have to work with.

You must constantly work on a program to keep the morale of the members at a high level. This can be done through disseminating information pertinent to fire prevention and fire protection activities and by encouraging all members to give the fullest of service to the towns and villages which they represent.

In order to have a better Japan in which to live it is necessary that you give your support to the City Planning Commissions in order to get their program underway. Fire prevention and fire protection is a part of that program. We are attempting to require the construction of better buildings in order to get away from the old process of building up and burning down. We want to see wider streets which will allow for more freedom of fire fighting operations and also aid in preventing the spread of fire.

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We want to obtain more adequate water supply systems, whether piped or storage, to give the fire fighters a better opportunity to control a fire. All this cannot be done without the support of a major part of the citizens of Japan. But we want to say that if you will help in this program that you and your children will have a better place in which to live, you will have a greater freedom from fear of fire and materially reduce the destruction from natural disaster such as typhoon and earthquake.

The National Fire Defense Board was organized for the purpose of representing and aiding all the fire departments throughout Japan. The Fire Research Institute which is one of the sections of the Board was organized to make research to improve the fire prevention and fire protection facilities of Japan. We ask your organization to utilize the services of the Board to the fullest extent, always keeping in mind that the more it becomes strong so do all the fire departments throughout Japan gain in strength. The Board is one of the beacon lights which will help guide the fire departments of Japan into a better ~~eff~~.

In the United States of America, as well as in Japan, the volunteer fireman or Shobodan, were organized into groups to engage in fire prevention and fire protection in towns, villages and rural areas which could not afford to pay for

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that service. There are times when some municipal authorities may try and persuade the Shobodan to take the place of a regular paid fire deparment in order that they may use the tax money for other purposes. Do not ever allow yourselves to be used in this manner. Keep in mind that a regular paid fire department is available every minute of day or night and it means better protection for life and property in any place that can afford its upkeep. You men are performing other duties to gain a livelihood and may not always be available when an emergency occurs.

In closing it is to be said that the Chief of the Public Safety Division, GHQ, has closely observed the activities of your organization over a period of the past several months. He feels that you and your officers are sincere in your efforts to provide better fire prevention and protection facilities for the people of Japan. He wants you to know that his Fire Branch will aid you in any manner possible and extends you his best wishes for your continued success.

I thank you.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Intelligence Section, G-2
Public Safety Division

APO 500
18 October 1948

Memorandum for: Captain Nealon

Subject : Address at Public Meeting in Toshima Ward on 16 October 1948

1. At request of the Chief of the Toshima (Tokyo) fire station, the undersigned spoke to about 500 persons gathered in a movie theatre.

2. The meeting was arranged as part of the Fire Prevention Week program.

3. The undersigned read his speech which pertained to fire losses in Japan, proposal of fire prevention ordinances, responsibility of the public in preventing fires, application of fire protection principles, and the need for reduction in fire losses.

4. All of the material mentioned in the preceding paragraph was contained in paragraphs 1, 3, 5, 7, and 9 of the paper read in Osaka on 13 October 1948, and which was approved by you.

GEORGE W. ANGELL
Chief Fire Administrator

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approved by General Willoughby
4844
0135
JAC

REORGANIZATION OF THE TOKYO FIRE DEPARTMENT
FOR PRESS CONFERENCE - 8 SEPTEMBER 1948

By George W. Angell

Because of the inadequacy of public fire protection in Japanese municipalities, the fire departments in the country's six largest and most important cities -- Tokyo, Osaka, Yokohama, Nagoya, Kobe, and Kyoto -- were nationalized prior to 1940 with control being vested with the Ministry of Home Affairs. Later, thirty other cities whose production was important to the war effort, were added to this list.

Prior to its separation from police control the Tokyo Fire Department functioned as one of five divisions of the Metropolitan Police Board under the Inspector-General. Between January 1946 and March of this year the Tokyo Fire Department has had three different chiefs. A great many inter-departmental transfers have been made with little consideration being given to the persons' qualifications for the new jobs. As a result, some officers with long experience have been relegated to serve in outlying districts while less experienced officials have been placed in more important positions.

Inefficiency, always costly to the taxpayers, was present in the Tokyo Fire Department and required correction. It should be pointed out, for example that three hundred and twelve different kinds of reports were required to be made and distributed to an unreasonably long list of persons. This made necessary in fire department headquarters alone, the services of more than five hundred men who had been hired as fire fighters! Because the main fire stations in the former forty-three wards were set up along the lines of the central headquarters, each with its General Affairs, Fire Prevention, Accounting, Welfare, and other sections, more manpower was wasted. In one main station alone, thirty-seven firemen were required to do such clerical work. Voluminous reports are unnecessary in any modern fire department and the few reports which are required can, in most cases, be made by merely filling in a printed or mimeographed form. This can be easily handled by one or two clerks in each main station at a considerable saving to the taxpayers.

Public Safety Division's fire administrators have attended many fires in Tokyo during the past two and one-half years and are quite familiar with the operating procedures of the public fire department. A very definite lack of leadership has been noted frequently. This has resulted in chaotic attempts at fire fighting with attending large losses. Many more pumpers have been dispatched to the scene of a fire than the water system could supply, and the apparatus thus sent has stood idly by, obstructing traffic. We have seen pumpers standing

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in a station which was located within three blocks of a large fire while other apparatus had to travel more than a mile, merely because a ward boundary passed between the fire station and the burning structure.

It must be borne in mind that the twenty-three special wards of Tokyo are a city, and fire loss in any area affects the taxpayers in every part of a city. A public fire department provides for the protection of lives and properties of all citizens of Tokyo against loss by fire; hence there should be only one fire fighting organization, with its operation being paid from the Municipal budget of the twenty-three special wards. This fire department must not be hampered in its operation through any political ties or social activities. The average person, if his property catches fire, should not be, and possibly is not, concerned about which fire company extinguishes the blaze or whether or not he is acquainted with the chief in charge. He is interested mainly in how quickly the department responds to the alarm, and how efficiently it operates in extinguishing the fire.

It has been common practice for persons in the former wards to construct fire stations and upon completion expect them to be equipped with apparatus and personnel of the public fire department. That has resulted in some fire stations, even in the outlying or low-valued districts being located on narrow streets, and often of inferior construction.

Progressive and modern citizens do not look upon the established order as being infallible merely because of custom or long use. It became evident early in 1946 that reorganization would be necessary if Tokyo expected to have an efficient fire department. Organization is more than a mere listing of the engine companies and personnel, and its purpose is economy of effort through specialization and coordination of work leading to unity of action; hence the long interval of time between 1946 and the final recommendation by Public Safety Division, GHQ to the Tokyo Assembly in June 1948. There is always a continuous need for reorganization in any department and it is realized that this must be accomplished gradually.

A complete analysis has been made of the Tokyo Fire Department for the purpose of developing methods of better leadership, quicker response to alarms, more efficient fire fighting, and more economical operation, which can be placed into operation in any Japanese city. Since Tokyo is the country's largest city and the seat of its government it was deemed proper that it should be the first to adopt this modern fire fighting organization and be the city to take the lead in creating and equipping such a modern public fire department.

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"Reorganization of the Tokyo Fire Department," for Press Conf 3 Sep 48

The terrain of Tokyo was studied, taking into account every detail of natural barriers such as streets, rivers, canals, hills, gullies, and railroad tracks which might obstruct the operation of a fire department or serve as natural boundaries to fire districts. In the interest of efficiency and in economy to the taxpayers ward boundaries were disregarded as they should not interfere with the functions of the fire department.

In this modern organization the smallest and basic unit in the fire department is the fire company. One or more companies are housed in each fire station. The number of companies is determined by the conditions of the city, particularly the following:

a. The number of hose streams required to handle such fires as may be expected.

b. The capacity of fire department pumping engines and ladders service required at fires.

c. The accessibility of various parts of the city to fire companies.

d. The frequency of alarms.

Fire companies should be distributed so that they can get to the most important fires in two or three minutes. The location of companies to give proper distribution determines the general location of fire stations. The correct approach is first to locate the companies properly and then provide stations to house them.

After thorough analysis of fire protection requirements in Tokyo, in close cooperation with Fire Board officials, it was determined that 283 pumpers, plus ladder truck, ambulance, and fireboat service, are needed. These units of the fire fighting department are to be housed in existing fire stations, using 177 of those which are best located.

There is a limit to the number of subordinates who can be effectively supervised by any one officer, and care must be taken not to exceed this "span of control." Applying this established principle to the fire fighting department, fire stations were then grouped into battalions, considering terrain, streets, rivers, canals, railway lines, hills, and gullies. Thirty-four battalions are accordingly required to adequately service Tokyo. Again applying the "span of control" principle, the battalions were grouped into districts, again considering natural rather than political boundaries. Six districts are required to properly control the battalions. Under this new plan existing fire stations have been utilized entirely and no

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facility in the high-valued districts is located more than one kilometer from a fire station. In the residential districts, no structure is located more than three kilometers from a fire station.

The fire fighting department of the Metropolitan Fire Board works on a two-platoon or two-shift system. Units of the department -- that is, the companies -- are divided into equal groups called platoons. Each company has two officers, a fire captain and a fire lieutenant. Men to fill these positions will be selected from the present assitant inspector and sergeant ranks. One officer is assigned to each platoon. The tour of duty is 24 hours and when one platoon is on duty the other is off duty. Fire fighting (except for conflagrations requiring the services of all personnel), drills and fire prevention inspections will be handled by the platoon on duty. To comply with the requirements of the Standard Labor Law, members of the fire fighting forces will be given one addition 24 hour duty period off every two weeks.

To provide competent supervision of personnel and direction of fire fighting operations, there will be a battalion chief for each of the two platoons or shifts in each battalion and a district chief for each platoon in each district. Men assigned to positions of battalion chief will be of equal rank and have the same authority when on duty. This also applies to the district chiefs. To complete the chain of command responsibility, the position of deputy chief will be established. This provides the link between the Superintendent General as executive head of the Fire Board and the district chiefs. Two deputy chiefs of equal rank will be appointed. These men will have equal authority when on duty. The deputy chief on duty will be the chief of the fire fighting department and will be responsible for the proper operation of the department outside of normal working hours. The deputy chief on duty will also assist the Superintendent General in handling routine administrative matters. The senior deputy chief will act in place of the Superintendent General during his authorized absence for prolonged periods. The deputy chief on duty will act in place of the Superintendent General during his authorized absence for brief periods.

The deputy and district chiefs will be selected from among the senior officers of the Fire Board, men whose years of experience in the fire service and understanding of fire protection problems qualify them for the positions. Battalion chiefs will be selected from among the younger officers of the Fire Board. These men will also be experienced in fire fighting techniques and practices and well qualified to direct operations at the average fire.

It is well know that the first minutes are the most vital in fire fighting operations. The nearest available apparatus must be dispatched

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to the scene of a fire and take prompt action to bring the fire under control. A new dispatch book is being prepared for the Tokyo Fire Board which will provide for the response of specifically assigned units to each alarm of fire. A battalion chief will be assigned to respond on each first alarm. The district chief in whose district a fire occurs will respond if a second alarm is sounded for the same fire. The deputy chief on duty will respond on all third or fourth alarms and the Superintendent General will respond to fourth alarms. Also, the district chief, and either the deputy chief or the Superintendent General will respond to all alarms from hospitals, schools and similar locations involving a high life hazard. Thus, it will be seen that the district-battalion system provides experienced personnel constantly available for instant response to fires. This is absolutely essential for the efficient operation of an emergency organization such as the fire department.

The new organization represents the development of a plan which was nearly two years in the making and involved a thorough study of fire fighting conditions, not only in Tokyo, but in many other municipalities of Japan. It incorporates the experience of GHQ personnel in fire prevention and fire protection fields totaling more than one hundred and eighty years, not only in the United States, but in several other countries. It incorporates into the organization the best practices throughout the world and is most economical to the taxpayers. If the fundamental principles of the new organizatien are followed the Tokyo Fire Department will be properly equipped, trained, and supervised and become one of which the citizens of Tokyo may be justly proud.

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Reorganization of the Tokyo Fire Department
Presented at Meeting of Ward Officials At
M.P.B., on 6 August 1948.

George W. Angell

Modern firemanship has became a technical occupation requiring highly specialized study in the fields of fire prevention, detection, control and extinguishment. Fire safeguards to life and property depend in large measure upon the experience of the firemen. ~~and~~ A small body of men, well drilled in fire fighting with team-like precision, can do much more effective fire fighting than ten times their number who lack such training and experience. Sheer numbers alone offer no assurance of effective action, and there is no substitute for training.

Every ~~Any~~ fire department should be efficient, properly equipped, interested in its job of public fire protection, and supervised by qualified officers with long experience. It should not be hampered in its operation through ~~any~~ political ties or social activities. In Tokyo there should be only one fire-fighting organization, and this one should be paid for from the municipal budget.

Mr. McKibbin, who will outline to you the details of the new organization, has developed this plan after two years study of conditions in Tokyo and with the assistance of other members of our Fire Branch whose experiences in the fire prevention and fire protection fields totaled more than 180 years not only in the United States, but in several other countries. It incorporates into the organization the best practices throughout the world.

~~The~~ This type of organization which ~~should~~ will prove to be most economical to the taxpayer, ~~will~~ is to be placed in operation in all major cities in Japan. Since Tokyo is the country's largest city, and the seat of its government, it is desired that it be the first to adopt ~~the new~~ this modern fire fighting organization and be the city to take the lead in creating and equipping a modern public fire de-

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partment. This new organization, ~~if~~ properly supervised, equipped, and trained, ~~should~~ will become one of the finest in the world, and one of which the citizens of Tokyo may be justly proud.

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approved by 6 Aug 48
Col Battey GTT

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George W. Angell

Modern firemanship has become a technical occupation requiring highly specialized study in the fields of fire prevention, detection, control and extinguishment. Fire safeguards to life and property depend in large measure upon the experience of the firemen, ~~are~~ A small body of men, well drilled in fire fighting with team-like precision, can do much more effective fire fighting than ten times their number who lack such training and experience. Sheer numbers alone offer no assurance of effective action, and there is no substitute for training.

Every ~~Any~~ fire department should be efficient, properly equipped, interested in its job of public fire protection, and supervised by qualified officers with long experience. It should not be hampered in its operation through any political ties or social activities. In Tokyo there should be only one fire ^ should be paid for from the municipal budget.

Mr. McKibbin, who will outline to you the details of the new organization, has developed this plan after two years study of conditions in Tokyo and with the assistance of other members of our Fire Branch whose experiences in the fire prevention and fire protection fields totaled more than 180 years not only in the United States, but in several other countries. It incorporates into the organization the best practices throughout the world. MR. McKIBBIN

~~This~~ The type of organization which ~~should~~ will prove to be most economical to the taxpayer, ~~will~~ is to be placed in operation in all major cities in Japan. Since Tokyo is the country's largest city, and the seat of its government, it is desired that it be the first to adopt ~~the new~~ this modern fire fighting organization and ^ be the city to take the lead in creating and equipping a modern public fire de-

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partment. This new organization, ~~if~~ properly supervised, equipped, and trained, ~~should~~ will become one of the finest in the world, and one of which the citizens of Tokyo may be justly proud.

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TO BE PRESENTED AT THE OPENING CEREMONY
NATIONAL FIRE DEFENSE BOARD TRAINING SCHOOL
6 JULY 1948

George W. Angell

Each of ~~you~~ the students is to be congratulated upon being selected to attend this first training course for fire department instructors or for the first training course for arson investigators. It is an entirely new venture in the fire departments of Japan and we are depending upon everyone of ~~your~~ them to demonstrate to the officials of ~~your~~ their municipalities the great need for such training.

It is important that a teacher know <u>what</u> he is teaching, and for that reason, ~~you~~ they are receiving instruction in the principles of combustion, the hazards of chemicals, liquids and gases, and the generalities of fire prevention, as well as knot-tying and other techniques of the fireman. But it is also of great importance that ~~you~~ they know <u>how</u> to teach, because every good fireman may not necessarily be a good teacher.

When ~~you~~ they return to ~~your~~ their respective cities or towns ~~you~~ they will be expected to train the other members of ~~your~~ their fire departments in the modern methods which ~~you~~ they have learned here. If ~~you~~ they need additional information, or have any questions pertaining to fire prevention or protection, they may write to the National Fire Defense Board and the staff will be glad to supply the requested information. We realize that the field of fire safety is so broad that it involves just about every activity of our every day life, and no one yet ever has lived long enough to absorb all that there is to be known about fire prevention and protection, and therefore we expect ~~you~~ them to ask questions.

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Those ~~of you~~ in the Arson Investigators Class are being trained in chemistry, investigation and law. With the knowledge which ~~you~~ they have gained ~~you~~ they should be able to detect arson and to follow a case to its conclusion. ~~You~~ They will cooperate with the police in some of the work because it is they who will make the eventual arrest. Through these contacts ~~you~~ their can do much in bringing about a feeling of good fellowship and mutual cooperation between members of the fire and police departments. While the duties of these two departments are vastly different, both are engaged in public safety and therefore should band together in an effort to acquire the full public support which they deserve.

If each of ~~you~~ the graduates can convince the people in ~~your~~ their municipality that fires are not inevitable and can be prevented if a little care is taken; that the cost of fire prevention will probably be far less than the suffering and loss caused by conflagrations; and that provisions of an up-to-date fire department is an excellent investment for any community, ~~you~~ they will have performed a great public service, and accomplished ~~your~~ their mission.

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Japan's New National Fire Defense Board
Press Conference, Radio Tokyo
7 July 1948

George W. Angell, Chief Fire Administrator,
P.S.D., C.I.S., G. H. Q.

During the year 1947, 18,800 fires destroyed about eleven billion yens' worth of natural resources, industries, and homes in Japan, caused the death of 485 people, and injured about 2,700 others. These were only the "direct" losses, and to them must be added the "indirect" losses which includes such items as medical costs, loss of jobs and earning capacity, loss of production, loss of savings, increased insurance costs and increased taxes. It is conservative to say that Japans' fire losses in 1947, including "direct" and "indirect" destruction, totaled at least 35 billion yen. With these facts in mind, public fire protection in your country must be regarded as big business.

The people of your country are striving to recover economically from a devastating war, and to place Japan on a ~~second~~ sound basis with other peace-loving, democratic nations, and they have made much progress. But this enormous destrution by fire must not be allowed to continue, and much must be done along prevention lines to reduce these losses to a reasonable figure.

The field of fire protection engineering is so broad that it contacts every established profession--architectural, structural, mechanical, electrical, chemical, and hydraulic engineering, medical law, and every branch of business and industry. No person yet has ever lived long enough to absorb all that there is to be learned about fire protection and prevention. We have found here in Japan very, very few engineers who have enterested themselves in this field, and those few only worked on a part time basis. This is in contrast

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to activities in the United States where hundreds of graduate engineers are engaged by government, insurance companies and industry on full-time fire prevention jobs, and where many organizations are working constantly toward the common goal of fire prevention and protection.

The National Fire Protection Association was organized in the United States in 1896 for the purpose of promoting the science and improbing the methods of fire prevention and protection; to obtain and circulate information on those subjects, and to secure the cooperation of its members in establishing proper safeguards against loss of life and property by fire. Its membership includes national institutes, societies, associations, insurance companies, chambers of commerce, colleges, architects, and in fact, any organization, company, or individual interested in this field.

The Underwriters Laboratories were founded in the United States in 1894 for the purpose of testing the many various fire-safety devices, systems, and materials to determine their relation to life, fire and casualty hazards. If the equipment or material conforms to the standards of the Laboratories, it is given offical approval and it recommended for public purchase, and the public is assured that ~~such~~ the equipment or material is safe to use. Such approval service has eliminated many unreliable devices, has saved the American public untold dollars, and has become a very desirable public service.

The National Board of Fire Underwriters, established in the United States in 1866, is an engineering, statistical, and educational organization which also has become a recognized public service in its efforts towards fire prevention. It maintains a staff of

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trained engineers for the purpose of studying conditions and suggesting fir prevention and protection measures to mitigate the conflagration hazard of cities and follow a standard schedule for grading cities as fire risks. The Board collects fire loss statistics, investigates fires in which incendiarism is suspected, prepares specifications for fire fighting apparatus, designs model fire codes, and initiates informational and educational ~~progress~~ programs for benefit of its public.

Practically every city in the United States which has a paid fire department, operates a school for training its firmen, but here in Japan we found only thirteen such schools, and six of these were not being operated. Furthermore, the training given comprised too much goose-stepping and military formations, and too little of practical fire-fighting technique. If men are to be expected to cope with fires, especially large ones, they must be supplied with proper tools and suitable training in the use of such tools.

Under the "Law of Fire Defense Organizations" which was passed by the Diet and promulgated on 9 March 1948, there has been formed in Japan a "National Fire Defense Board." The duties of the Board are the utilization of facilities and personnel to protect lives and properties from destruction by fire and to alleviate human suffeing resulting from any disaster such as fire, flood, or earthquake.

The Board has a "Fire Research Institute" whose engineers will operate testing laboratories similar to those of the Underwriter's Laboratories previously mentioned. In addition they will study individual municipalities for the purpose of grading them as fire risks and thus show where the greatest improvements can be made for the least ~~expenditions~~ expenditure of yen. They will also prepare model fire codes which may be considered for adoption by any municipalityn and

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will ~~serve~~ serve as engineering advisors to all organizations or individuals.

Two training courses, one for fire department instructors and the other for arson investigators, were opened by the Administrative Division of the National Fire Defense Board on 14 June. Seventy-eight men from fire departments in forty-four Prefectures are enrolled for the two-months' instructors training course, and fifteen men from seven Prefectures are taking the six-weeksArson investigators' course. All appear to be intensely interested and ask innumerable questons as would be expected, since the subjects taught are vastly different from anything they have had before.

Public fire departments, designed as they should be for protection of all property within the limits of the individual municipalities, should be paid for from the local budgets, and it should not be necessary to solicit contributions or membership dues for the purchase of equipment, construction offire stations or benefits of the firemen. Also, since the National Fire Defense Board engineers prepare all ~~limits~~ kinds of information on fire prevention and protection for fire distribution to municapalities, there appears to be no economic need for other associations or organizations which require contributions or dues for merely distributing such information.

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In referring to expenditures for flood control one of the editorials in a recent Japanese newspaper very aptly said, "Even to an Oriental Fatalist, there can be no merit in submitting passively to ravages of nature when the means of salvation are so ready at hand------. Of course it can be argued that there is a terrific shortage of materials and that the government is nearly bankrupt. But it is a foolish policy to keep on suffering ~~gross~~ great damages for want of preventative measures which would cost far less. When will we learn to be not be penny wise and pound foolish" How very ~~aptly~~ truly this applies, also, to publich fire protection

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CITY PLANNING AND FIRE ZONES
FOR JAPANESE CITIES
PRESS CONFERENCE
GEORGE W. ANGELL

20 November 1948

Much good work has been done by the Ministry of Construction and by various Building Bureaus in planning the re-construction of Japanese cities and the setting-up of fire zones in high value districts, but partly because of the shortage of cement, and largely through the lack of public interest, little has been accomplished in the carrying out of these plans. Ever since the end of the war, flimsy wooden buildings have been permitted to be constructed in practically any location because it has been felt that people simply must have homes. But now most people are provided with homes, and to-day's problem deal more with shops and offices than it does with homes and, if Tokyo ever is to become a modern city, a start must be made toward constructing more permanent buildings.

In the earthquake of 1 September 1923, in Tokyo alone, many thousands of people were killed, thousands of others were injured, 3886 buildings were demolished, and 366,262 others were lost through the fires which followed the earth-

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In the earthquake of 1 September 1923, in Tokyo alone, many thousands of people were killed, thousands of others were injured, 3886 buildings were demolished, and 366,262 others were lost through the fires which followed the earthquake. Immediately plans were made for re-building the city- wider streets were proposed to serve as fire breaks, and fire zones were designated for the purpose of controlling the type of construction which would be permitted within those areas. But, aside from widening a few of the main thoroughfares, practically nothing was done to enforce the new City Plan, and Tokyo again grew into a huge settlement of congested wooden buildings, narrow streets, and dead-end alleys, almost perfectly arranged for producing conflagrations.

The air raids during the war found Tokyo to be an excellent target for fire bombs, and once again the greater

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part of the city was levelled. Once again, also, plans were made for re-building with wider streets and more substantial construction, and once again practically no attention is being given to the approved plan or setting up of Fire Zones. To-day, three and a half years after the war ended, we know of not one single new building erected within the high-value districts of the city, which can be classified as a permanent structure or which conforms to the term "fireproof" as defined in Ordinance #6, issued by the Ministry of Construction.

Any conflagration is a public calamity which may be started by a small fire, and a poor City Plan may be a considerable aid in producing such conflagration. Lack of proper building codes and fire zoned areas also will contribute to the spread of fire from building to building. Even the use of fire resistive materials in building construction does not of itself assure safety to life and property unless proper attention is given to exits, limitation of area in accordance with the character of occupancy, limitation of the use of conbustible interior finish, etc. <u>Good fire prevention and fire protection for any building, starts on the drafting board</u>.

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Cities never are proud of their slum areas, and Tokyo should be no exception. The City Plan approved by the Construction Bureau and by the Ministry of Construction would eliminate many of the worst slum areas in which fire after fire has raged since the end of the war, and make them over into much more attractive neighborhoods. Unsightly and unsafe structures would be replaced with buildings which would not become mere piles of ashes within a few minutes after the outbreak of fire, and which would have better eye appeal. Narrow and dead-end alleys would be replaced with

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streets of a reasonable width, and public fire protection would become much more efficient as a result. Japanese firemen are courageous, well disciplined, anxious to learn modern methods of fire-fighting and anxious to perform their duties of preserving life and property against loss by fire. They are terribly handicapped, however, by congested flimsy wooden construction, narrow streets and the delay in receiving notices of fires. Under these conditions, all of which would be appreciably improved by proper city planning and provision of Fire Zones, they should not be criticized when fires become difficult to control. We wish to make it clear that we are advocating a good, sound, economical City Plan and are not attempting to design "The City Beautiful."

Many will point out that cement necessary for fireproof or fire resisting construction is not available in sufficient quantity and therefore it is necessary to use wood. About 2.2 tons of cement can be produced by burning one ton of coal, and since Japan's coal production is inadequate for all of the country's requirements, only 1,500,000 tons of cement are being produced annually. This amount must be allocated for use in coal mines, dams, power projects, government buildings, flood control, railroads,

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should be curtailed in the Fire Zones. Allowing buildings of inferior construction to expose those of a permanent type is unfair to the owners of the latter type, unfair to the insurance companies, and unfair to the taxpayers who, in the end, must pay the bills for the losses incurred.

Both Occupational and Japanese agencies directly interested in the economic use of scarce building materials, in public fire protection, and in the building of a modern Tokyo, are in agreement that a start should be made <u>now</u> toward re-building in accordance with the adopted City Plan and with the development of Fire Zones. We fail to believe that any fair-minded or public spirited person will object to the carrying out of such program which is designed for the benefit of <u>all</u> people within the community. Along with the city planning and fire zoning there should be adopted a zoning ordinance that regulates the use of buildings, segregates industrial, mercantile, and residential occupancies, and provides for the isolation of occupancies which create excessive fire exposures to other properties. Such zoning is covered to some extent in the Urban Building Law, but is not being enforced.

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and with the development of Fire Zones. We fail to believe that any fair-minded or public spirited person will object to the carrying out of such program which is designed for the benefit of **all** people within the community. Along with the city planning and fire zoning there should be adopted a zoning ordinance that regulates the use of buildings, segregates industrial, mercantile, and residential occupancies, and provides for the isolation of occupancies which create excessive fire exposures to other properties. Such zoning is covered to some extent in the Urban Building Law, but is not being enforced.

These agencies recognize that the shortage of cement prohibits the construction of reinforced concrete buildings throughout the Fire Zone areas, but it recognizes, also, the fallacy of a great city continuing indefinitely to disregard building codes, fire zoning, and good city planning. It is proposed, therefore, that all buildings upon which construction is started after 1 January 1949, regardless of the date of issuance of the permit for construction, and which are to be erected within the fire zone districts of Tokyo shall:
(1) In Fire Zones "A" be constructed of non-combustible materials or of wood frame suitably coated on the outside

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walls and underside of eaves with cement plaster, protected inside with cement plaster or other suitable non-combustible finish and with roofs covered with cement tile, metal, or other suitable non-combustible covering, and (2) In Fire Zones "B" be constructed of non-combustible materials or wood frame suitably covered on outside walls and underside of eaves with cement plaster, preferably protected inside with non-combustible finish, and with roofs covered with non-combustible materials.

It was agreed also that no permit for construction in the Zone "A" area which includes the Old Kaijo, the Dai Itchi Building, Dai Iti Hotel, Finance Building, Metropolitan Police Board Building, and others, should be approved unless such building is to be constructed throughout with substantial "fireproof" materials. No permits for construction in any Fire Zone "A" or "B" should be approved unless the location of the structure conforms to the adopted City Plan. Any structure erected within a Fire Zone "A" after 1 January 1950 should be of "fireproof" construction as defined in Ordinance #6, Ministry of Construction.

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This is recognized as a radical change from the existing lax Temporary Building Law which nullifies the Urban Building Law, and allows just about <u>any</u> kind of building to be erected in <u>any</u> area of the city. But, as stated previously, it is high time that Tokyo began to build a permanent city and that the Temporary Building Law be rescinded. Experience shows that neither fire nor earthquake, Japan's two greatest peacetime enemies, causes much damage to substantially constructed reinforced concrete buildings.

In this paper we have referred only to Tokyo, merely because all of you are more familiar with conditions here, and because Japan's largest city and seat of the National

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Government, certainly should take the lead in re-building. Similar conditions exist in other Japanese cities, where people continue to build and burn, and rebuild and reburn endlessly, and steps should be taken in those municipalities, also, towards permanent building along the lines mentioned.

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FIREMEN'S REVIEW
TOKYO, 15 JANUARY 1949
GEORGE W. ANGELL

It is a pleasure to be with you for the third consecutive annual Firemen's Review and to be able to report steady progress in the improvement of public fire fighting.

During the year the Law of Fire Defense Organization became effective it rightfully places upon each individual municipality the responsibility for providing its won public fire protection and also outlines the functions of the National Fire Defense Board. Later in the year the Fire Service Law was passed, thus giving fire department officials the authority which they have long needed for more successful fire prevention and fire protection.

Much still remains to be done in the carrying out of the adipted City Plan for the rebuilding of Tokyo. The present inferior type of construction and the congestion of buildings in many parts of the city present serious hazards to lives and properties. It interfers with the operations of the fire department and allows small fires to grow to conflagration proportions. Narrow roads and

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Development of a better communications system for use of the fire department is well underway and upon completion should be a large factor in permitting more rapid

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response to alarms of fire. Plans have been made also for gradual expansion of the present fire alarm system and it is hoped that in the not-too-distant future Tokyo will be adequately provided with this modern method of notification of fires.

That the efficiency of the Tokyo fire department has been improved during the past year is borne out by figures which show a definite reduction in the area of building loss for each fire. In 1947 the average tsubo loss per fire in Tokyo was 26.4 whereas the average loss per fire during the first eleven months of 1948 was reduced to tsubo. This is far below the average for all Japanese cities.

We of the Fire Branch, Public Safety Division, General Headquarters, congratulate Superintendent-General Shioya, his headquarters chiefs, and every man in the Tokyo Fire Department for the fine job they have done in combatting fires. The money invested by the taxpayers for the operation of your Department has paid big dividends.

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CITY PLANNING AND FIRE ZONES
FOR JAPANESE CITIES
PRESS CONFERENCE
GEORGE W. ANGELL

6 December 1948

Much good work has been done by the Ministry of Construction and by various Building Bureaus in planning and re-construction of Japanese cities and the setting-up of fire zones in high value districts, but partly because of the shortage of cement, and largely through the lack of public interest, little has been accomplished in the carrying out of these plans. Ever since the end of the war, flimsy wooden buildings have been permitted to be constructed in practically any location because it has been felt that people simply must have homes. Today's problem deals more with shops and offices than it does with homes and, if Tokyo ever is to become a modern city, a start must be made toward constructing more permanent buildings.

In the earthquake of 1 September 1923, in Tokyo alone, many thousands of people were killed, thousands of others were injured, 3886 buildings were demolished, and 366,262 others were lost through the fires which followed the earthquake. Immediately plans were made for re-building the city. Wider streets were proposed to serve as fire breaks and fire zones were designated for the purpose of controlling the type of construction which would be permitted in these areas. But, aside from widening a few of the main thoroughfares, practically nothing was done

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The air raids during the war found Tokyo to be an excellent target for fire bombs, and once again the greater part of the city was levelled. Once again, also, plans were made for re-building with wider streets and more substantial construction, and once again practically no attention is being given to the approved plan or setting up of Fire Zones. Today, three and a quarter years after the war ended, we know of not one single new building erected within the high-value districts of the city which can be classified as a permanent structure or which conforms to the term "fireproof" as defined to Ordinance #6, issued by the Ministry of Construction.

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Many will point out that cement necessary for fireproof or fire resisting construction is not available in sufficient quantity and therefore it is necessary to use wood. About 2.2 tons of cement can be produced by burning one ton of coal, and since Japan's coal production is inadequate for all of the country's requirements, only 1,500,000 tons of cement are being produced annually. This amount must be allocated for use in coal mines, dams, power-projects, government buildings, flood control, rail-

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be made now toward re-building in accordance with the adopted City Plan and with the development of Fire Zones. We fail to believe that any fair-minded or public spirited person will object to the carrying out of such program which is designed for the benefit of all people within the community. Along with the city planning and fire zoning there should be adopted a zoning ordinance that regulates the use of buildings, segregates industrial, mercantile, and residential occupancies, and provides for the isolation of occupancies which create excessive fire exposures to other properties. Such zoning is covered to some extent in the Urban Building Law, but is not being enforced.

These agencies recognize that the shortage of cement prohibits the construction of reinforced concrete buildings throughout the Fire Zone areas, but it recognizes, also, the fallacy of a great city cintinuing indefinitely to disregard building codes, fire zoning, and good city planning. It is proposed, therefore, that all buildings upon which construction is started after 1 January 1949, regardless of the date of issuance of the permit for construction, and which are to be erected within the fire zone districts of Tokyo shall: (1) In Fire Zones "A" be constructed of non-combustible materials or of wood frame suitably coated on the outside walls and underside of eaves with cement plaster, protected inside with cement plaster or other suitable non-combustible finish and with roofs covered with cement tile, metal, or other suitable non-combustible covering; and (2) In Fire Zones "B" be constructed of non-combustible materials or wood frame

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areas, but it recognizes, also, the fallacy of a great city continuing indefinitely to disregard building codes, fire zoning, and good city planning. It is proposed, therefore, that all buildings upon which construction is started after 1 January 1949, regardless of the date of issuance of the permit for construction, and which are to be erected within the fire zone districts of Tokyo shall: (1) In Fire Zones "A" be constructed of non-combustible materials or of wood frame suitably coated on the outside walls and underside of eaves with cement plaster, protected inside with cement plaster or other suitable non-combustible finish and with roofs covered with cement tile, metal, or other suitable non-combustible covering; and (2) In Fire Zones "B" be constructed of non-combustible materials or wood frame suitably covered on outside walls and underside of eaves with cement plaster, perferably protected inside with non-combustible finish, and with roofs covered with non-combustible materials.

It was agree also that no permit for construction in the Zone "A" area which includes the Old Kaijo, the Dai Itchi Building, Dai Iti Hotel, Finance Building, Metropolitan Police Board Building and others, should be approved unless such building is to be constructed throughout with substantial "fireproof" materials. No permits for construction in Fire Zone "A" or "B" should be approved unless the location of the structure conforms to the adopted City Plan. Any structure erected within Fire Zone "A" after 1 January 1950 should be of "fireproof" construction as defined in Ordinance #6, Ministry of Construction.

This is recognized as a radical change from the existing lax Temporary Building Law which allows just about any kind of building to be erected

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in any area of the city. But, as stated previously, it is high time that Tokyo began to build a permanent city and that the Temporary Building Law be rescinded. Experience shows that neither fire nor earthquake, Japan's two greatest peacetime enemies, cause much damage to substantially constructed reinforced concrete buildings.

In this paper we have referred only to Tokyo merely because all of you are more familiar with conditions here, and because Japan's largest city and seat of the National Government, certainly should take the lead in rebuilding. Similar conditions exist in other Japanese cities, where people continue to build and burn, rebuild and reburn endlessly, and steps should be taken in these municipalities, also, towards permanent building along the lines mentioned.

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THE TOKYO FIRE DEPARTMENT
(To be read at public meeting in Kanda 8 March 1949)
GEORGE W. ANGELL

The first fire department in Tokyo was organized in 1650 but it provided protection only for the properties of royalty, and sixty-eight years later the first units were formed for the protection of the general public. For one hundred and fifty years the public fire department operated under authority of the Magistrates and then was transferred to the Department of the Army. Three years later the Fire Bureau of Tokyo was abolished and its duties taken over by the Police of the Department of Justice. During the next year control of the fire department was transferred to the various Prefectures, and a year later, 1873, it was turned back again to the Police of the Department of Justice. In the next year control of both police and fire departments was transferred to the Home Ministry and in 1875 the fire department was placed under control of the police.

Fire-fighting methods employed in France were adopted by the Home Ministry in 1975 but were replaced by the German procedure after the Superintendent-General of the Metropolitan Police Board had made a tour of European countries in 1879. For some unidentified reason, the fire department was reorganized again in 1880 and trained as a Military unit by the police. From then until March 1948 the fire department continued to operate under the police

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and continued also to be trained in large measure, as military groups.

The Law of Fire Defense Organization which became effective one year ago, removed the fire department from control of the police and set it up as a separate organization on the same level as the police. In the eyes of the public both police and fire departments are necessary for public safety,---the police to maintain law and order, and the fire department to prevent loss of life and property by fire. Under this Law responsibility for provision of adequate fire protection is rightfully placed in the hands of officials who are elected by the public and who thus represent all of the people in a democratic form of government.

During 1948, also, the Fire Service Law was put into effect. This gives local fire departments certain authorities for fire preventive action which they have needed for many years. No person for reasons of selfishness or mere monetary gain should be permitted to expose the lives and properties of others, or even his own, to injury or loss, and this law was designed for the safety of the general public. While it is broad in coverage of the fire protection field the law is simple and understandable, and conformance to its various articles should present no great hardships on the part of individuals.

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Many changes were necessary in the re-organizing of the Tokyo Fire Department into a more efficient group and as a result better public fire protection may be expected. The officers and men are conscientious in their desire to reduce fire losses to the lowest possible figure. They need and deserve the support of the public.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Intelligence Section, G-2
PUBLIC SAFETY DIVISION

APO 500
20 January 1949

SUMMARY OF REPORT OF FIELD TRIP
TO NAGOYA, 10-14 JANUARY 1949.

1. Conferences were held with the Adjutant and Legal and Government Officer of Military Government Team, with the Mayor, Deputy Mayor and members of the local Reconstruction Bureau, with two members of the Nagoya Assembly Fire Committee, with the Chief of the city fire department and his station chiefs, and with several groups of fire department personnel.

2. It is believed that the Reconstruction Bureau is performing its tasks very satisfactorily but is hampered by lack of funds, and has completed only 10 per cent of the work. It is understood that the Central Government gave permission to individual war-devastated cities to collect taxes for reconstruction purposes, but the amount allocated was vastly in excess of that actually available.

3. Captain Wass, Legal and Government Officer, Nagoya Military Government Team, will confer with the local Procurator in an attempt to discontinue the present method of having police investigate deficiencies which violate the Fire Service Law before corrective action is taken.

4. Prefectural officials will be contacted by Captain Wass for the purpose of assigning to municipal office the authority for issuing building permits within the city limits.

5. The present method of training fire department recruits for periods of three months in many subjects unrelated to modern fire-fighting, will be discontinued and the new program of a thirty day's course

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4. Prefectural officials will be contacted by Captain Wass for the purpose of assigning to municipal office the authority for issuing building permits within the city limits.

5. The present method of training fire department recruits for periods of three months in many subjects unrelated to modern fire-fighting, will be discontinued and the new program of a thirty day's course in practical training as outlined by the Fire Branch, will be substituted. Graduates of the National Fire Defense Board Training School will be utilized as instructors.

6. The Mayor and the Fire Committee of the Nagoya Assembly will give all possible assistance to improving the public fire department.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Intelligence Section, G-2
PUBLIC SAFETY DIVISION

APO 500
20 January 1949

Report of Field Trip Taken by George W. Angell, Chief Fire Administrator, Robert E. Martin, Fire Investigator, and Roy Oshima, Translator-Interpreter, During the Period of 10-14 January, 1949.

I. Purpose
II. Itinerary
III. General Comments
IV. City Planning for Reconstruction of Nagoya
V. Nagoya Fire Department and Firemen's Training

I. Purpose.

This field trip was made under the authorization of General Headquarters, Far East Command, CP Order 365-3, Par. 5, dated 30 December 1948, for the purpose of consulting with city officials regarding City Planning, Fire Zoning, and Fire Department Reorganization.

II. Itinerary.

Departed Tokyo 10 January 1949 at 0930 and arrived in Nagoya at 1630 where we were met by officials of the City of Nagoya Fire Department, conveyed in Japanese automobile to Military Government Headquarters, and thence to the billets assigned at the Asahi Press Building.

Departed Nagoya 14 January 1949 at 1203 and arrived in Tokyo at 1855 hours.

III. General Comments.

During our three and one half days in Nagoya, we conferred with the Mayor, the members of the Reconstruction Bureau, two members of the Fire Committee of the

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GENERAL HEADQUARTERS
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III. General Comments.

During our three and one half days in Nagoya, we conferred with the Mayor, the members of the Reconstruction Bureau, two members of the Fire Committee of the Nagoya Assembly, all officials of the public fire department and with the U.S. Army Base Fire Marshal. It was pleasing to note their interest in public fire prevention and protection.

In general, the construction throughout the city is superior to that found in most large Japanese cities and buildings are much less congested.

IV. City Planning for Reconstruction of Nagoya.

On 11 January the undersigned visited Military Headquarters and outlined to Major Bock, Adjutant, the mission of our party. Major Bock turned me over to Captain Wass, Legal and Government Officer, who arranged for a conference with Mayor Z. Tsukamoto, Deputy Mayor J. Tabuchi and the members of the Reconstruction Bureau the following morning in the Mayor's office.

According to figures supplied by this Bureau, Nagoya had 277,000 houses before the war. Of these, 121,000 were

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destroyed in air raids and 31,000 others were razed to prevent fire spread as well to provide for more rapid evacuation. At the end of the war the city contained 129,000 houses and 50,000 others have been built since that time. Six thousand of the new houses were constructed by the city authorities and 279 others, now under construction by the city, are expected to be ready for occupancy in March 1949. It was stated that there are 207,000 families in this city (population 940,000) and approximately 32,000 additional houses will be needed. The greatest obstacles appear to be the difficulty in acquiring suitable land, and the high cost of construction.

The plan for rebuilding as adopted by the Reconstruction Bureau prohibits the laying out of any street of less than eight meters in width, prohibits any dead-end streets, widens certain streets in the high value districts up to 100 meters, and includes provisions for laying new water mains, sewers, etc. The city has been divided into Fire Zones A, B, C, and D. Zones A are in the high-value districts and here only non-combustible construction, or wood-framed buildings stuccoed outside (including underneath the eaves), plastered inside with non-combustible material, and provided with non-combustible roof covering, will be permitted. Buildings in Zones B must be constructed of non-combustible materials or with wood frames stuccoed outside (including underneath the eaves), preferably plastered inside with non-combustible material, and provided with non-combustible roof covering. Those in Zones C may be constructed of wood but, in the case of single-storied structures, must be separated by at least three meters, and in the case of higher buildings, separation must be at least five meters. Practically no control is attempted in erection of buildings in Zones D which are mostly in rural areas.

Is this only diff between A + B? RDB
yes. GDA

While the new city plan was prepared by the Reconstruction Bureau and is being carried out by them, (insofar as limited funds will allow), all permits for new construction are being issued by the Prefectural authorities. It was stated that much delay results in the issuing of permits because Prefectural authorities are not set-up to handle applications from all parts of the Prefecture and to ob-

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provided with non-combustible roof covering. Those in
Zones C may be constructed of wood but, in the case of
single-storied structures, must be separated by at least
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stated that much delay results in the issuing of permits
because Prefectural authorities are not set-up to handle
applications from all parts of the Prefecture and to ob-
tain the necessary approvals from the local fire chiefs.

The plan for reconstruction as approved by the Re-
construction Board (now the Ministry of Construction) and
by the Reconstruction Bureau of Nagoya, involves a pro-
gram for land readjustment, removal of debris, street
widening and repair, and restoration of water, gas, and
sewage systems. The National Government agreed to pay
eighty percent of the cost of land readjustment, two-
thirds of the cost of street widening, and one-third of
the cost of restoration of the water, gas, and sewage
systems. However, the funds necessary for the carrying
out of the program have not been forthcoming from the
National Government and as a result only ten percent of
the work has been accomplished.

On 14 January the undersigned called again at Mili-
tary Government Headquarters and discussed with Captain
Wass the method followed in issuing permits for construc-
tion, and the procedure to be followed in procuring the

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funds allocated by its Central Government for carrying out the city plan for reconstruction.

It appeared to be Captain Wass' opinion that Prefectural officials still wish to issue building permits through their office, despite the claim that they do so only because municipal authorities are unwilling to assume these duties. It is possible that municipal officials may be cautioned "off the record" not to interfere. Captain Wass agreed to discuss the matter in detail with Prefectural authorities and attempt to have building permits issued by the Municipal office in the future.

In regard to the procurement of funds already allotted by Central Government for carrying out reconstruction plans, Captain Wass stated that he had no authority in the matter and requested that our office give any assistance possible. The problem will be discussed with Finance Division, E.S.S., and the Fire Branch will act in accordance with their adviser.

V. Nagoya Fire Department, and Firemen's Training

In the morning of 11 January, while the undersigned was conferring with Military Government officers, Mr. Martin visited fire department headquarters and discussed training programs in detail. Visits to several fire stations were made by Mr. Martin and the undersigned during the afternoon. While the stations were clean and the apparatus well cared for, the drills demonstrated clearly that the old Japanese program of training was still being followed. It was learned that seven members of the Nagoya fire department had completed the Instructors' Training Course at the National Fire Defense Board and returned to their respective fire stations, but had not been utilized for training purposes. Later all seven of these men advised Mr. Kikuchi, Drill Master of the National Fire Defense Board, that the chiefs at their individual stations had not permitted them to introduce the new system of training.

In the morning of 12 January, Mr. Martin visited the Training School while the undersigned conferred with

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In the morning of 12 January, Mr. Martin visited the Training School while the undersigned conferred with the Mayor and the Reconstruction Bureau as reported above. We had requested Chief Akagi to call all of his station chiefs to the Training School after lunch for the purpose of viewing a training film prepared by the Fire Branch, and for a general conference regarding training. The first part of the film, which shows the activities of the Tokyo Fire Department during a simulated fire, demonstrates much confusion whereas the latter part is the usual orderly drill prepared by Mr. Martin. The film was quite convincing to the chiefs present. The undersigned then explained to the chiefs that a training course for new firemen should be planned to merely teach the various evolutions necessary for successful fire-fighting but not to try to make of them in a mere three month's course chemical, electrical, mechanical, hydraulic, and structural engineers. It was pointed out that the student trainees have not the ability to absorb all of these subjects and therefore the training period should extend only thirty days during which time they would concentrate upon practical fire-fighting evolutions, classification

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of fires, fire prevention and such similar subjects. Attention was called also to the fact that the many pamphlets and circulars issued by the National Fire Defense Board are available for further study if desired.

Later we met Mr. W. Suzuki, Chairman of the Fire Committee, City Assembly. During a discussion with him and Chief Akagi it was mentioned that under present methods of inspecting for fire prevention, deficiencies are brought to the attention of the occupant of the building involved and if correction is not made within a reasonable time, the case is turned over to the Procurator's office for enforcement. Before attempting to enforce, the Procurator's office has been turning over the information for investigation and report by the police. Both Mr. Suzuki and Chief Akagi believe the checking by the police causes unnecessary delay, since in every case, the police have concurred in the findings of the fire department. This point was discussed later with Captain Wass who felt that he could convince the Procurator that the police investigation in such cases is unnecessary.

Mr. Martin and Mr. Kikuchi again visited the Training School early in the morning of 13 January and during the entire day gave intensive instructions to twenty-one Sergeants assigned to the class from all fire stations. At the same time, the undersigned, accompanied by Chief Akagi, visited five of the main fire stations and witnessed the drills, after which the firemen were allowed to ask questions, particularly about fire departments in the United States and the equipment employed.

In the morning of 14 January Mr. Martin and the undersigned visited Military Government Headquarters and gave a verbal resume of our activities to Major Bock and Captain Wass. Following this we again visited the Training School which is nearby. About three hundred persons were present, including Chief Akagi and his staff, Chiefs of the various fire stations, members of the Fire Committee of Nagoya Assembly, the U.S. Army Base Fire Marshal, and the teaching staff and students of the Training School. For about 1½ hours this group witnessed the recommended evolutions carried out by the previously

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The results obtained during this visit to Nagoya were highly satisfactory but it is evident, not only from this experience but also from what we found in Yokohama that graduates from the National Fire Defense Training School are not being properly utilized. Undoubtedly much of this is due to "die-hard" station chiefs trained under the old methods, who fear the "face-losing". Mr. Arai, Director National Fire Defense Board, will be requested to notify all municipalities of the need for utilizing the graduate instructors.

Follow up in this to assure implementation RBB

George W. Angell
GEORGE W. ANGELL
Chief Fire Administrator

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OK 27 Dec 48

CITY PLANNING AND FIRE ZONES
FOR JAPANESE CITIES
GEORGE W. ANGELL

Read at meeting City Planning Institute, Tokyo. 29 Jan. 49.
George W. Angell

If any person needs convincing that city planning is necessary, let him join the fire department. I have followed fire engines through narrow streets and into dead end alleys in search of fires which in some cases had consumed entire buildings by the time the department arrived. In one case a truck parked in an alleyway blocked the way completely and it was necessary to back the fire engine several hundred feet so a roundabout route could be followed. In the meantime a two story apartment building, housing nineteen families burned merrily on to a total loss.

There is no reason for any modern city having narrow streets which increase the hazards to the lives and properties of its citizens. A city has the authority to expropriate property for the purpose of widening streets and, while the reluctance of some persons to giving up their land for this purpose is understandable, it is necessary to do so for the benefit of the masses. The task becomes easier if an exchange can be made for other property of similar value.

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Following the earthquake of 1923, an Imperial Rescript was issued which said in part: "The measures of relief should include not only a plan of restoring the city to its old state, but should also cover a scheme providing for its future development and for the renovations of its streets and highways of traffic." Bureaus and Committees were formed, new laws were passed and old ones rescinded, and the work of reconstruction commenced. After a few streets had been widened and a number of modern bridges had been provided, general interest lagged, and soon the City Plan was completely ignored. This was unfortunate,

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unfortunate. It is only human nature to forget the horrors of calamities as time passes, but persons responsible for long range planning such as this, should never lose sight of the ultimate goal.

Hand in hand with city planning must go building codes and zoning laws. Let us take Tokyo as an example. Shortly after the 1923 earthquake building codes and fire zoning laws were voided because people had to have homes and furthermore it was undesirable to permit permanent buildings to be erected unless they conformed to the adopted city plan. It was permissable to erect flimsy wooden "barracks" with the understanding that construction would be started by the last of August 1924, that such temporary buildings would be removed by the end of August 1928, and that none would be more than two stories in height. Then a great mistake was made in March 1927 when permission was granted to continue the use of these structures for additional periods of five to ten years.

The losses from the 1923 earthquake both of life and property, were among the most appalling in the history of the world and it is estimated that from 90 to 95 percent of

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start

The losses from the 1923 earthquake both of life and property, were among the most appalling in the history of the world and it is estimated that from 90 to 95 percent of the total property loss was caused by fire. One year before the earthquake 91 percent of Tokyo's buildings were constructed of wood and two years after the earthquake 98 percent were constructed of wood. From then until the start of World War II there was little change in the type of construction, and the bombers are said to have destroyed about 740,000 buildings, so once again the city was levelled. Once again much time and effort has been expended in making economical plans for rebuilding and once again the laws have been nullified to permit uncontrolled construction of flimsy wooden buildings.

(b) Japan in her struggle toward economic recovery can

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Japan in her struggle toward economic recovery can ill-afford the delay caused by fires which are permitted to grow to conflagration proportions merely because of disregard for city planning, building codes, and fire zoning. We can train men in the best of fire prevention and protection technique; we can provide them with most modern equipment; and we can mould them into a highly efficient fire-fighting unit; but if lightly constructed wooden buildings, packed along narrow alleys which are almost inaccessible to the fire department, become involved in a fire, these men cannot be expected to perform the duties which they are capable of performing under better circumstances.

Public officials must recognize their responsibilities of adhering strictly to the adopted city plan, of enforcing building codes and zoning laws, and of providing the funds already allocated for the projects. The citizens themselves--the people who eventually pay the bills, the people whose lives and properties are thus better protected--must give their support unselfishly. The following of a definite plan for orderly city growth and the adoption of codes and ordinances for the protec-

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PUBLIC SAFETY DIVISION
ROUTING SLIP

FROM: Fire Br. | DATE: 28 Dec. '49

	Chief of Division
	Executive Officer
	Executive Assistants
	Lt. Col. Whitmore
	Captain Jump
2	Captain Nealon
1	Administrative Officer
	Chief Clerk
3	Fire Branch
	Legal Branch
	Liaison Branch
	Maritime Branch
	Police Branch
	Prison Branch
	Sta & Anal Branch

For:

Information _____ Comment _____
Action _____
Approval ✓ _____ File _____

Remarks:

Capt. Nealon:

"The Fire Brigade News" is to be published on the 8, 18, and 28 of each month for sale to the public. The publishers have done work for the Marine & Fire Brs. Comm for about 20 years and the Comm. tell us they are entirely reliable.

The first issue is scheduled for 8 Feb. and will contain news from N. F. D. B., Yokohama Fire Dept., Insurance Comm. etc. They have asked me for a letter to be published – is the attached O.K.?

G. W. G.

Mr Angell-

Discussed this with Col Bailey and he says he can see no harm in it.

J. P. C.

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January 31, 1949.

The Fire Brigade News,
Tokyo, Japan.

Gentlemen:

The disemmination of information pertaining to fire prevention and fire protection which may tend to make people more fire-conscious and thus aid in the reduction of fire losses in Japan, should be regarded as a service to the public. Everyone should be made to realize that all fire losses are paid by the people themselves either directly, or through higher insurance rates or higher taxes.

At least ninety percent of the fires which occur are due to carelessness or negligence on the part of thoughtless people. Every fire reported during the first eleven months of 1948 represented a loss of 768,000 yen, so we can rightfully say that each time a fire is prevented, the Japanese people are saved 768,000 yen. How can a person save that amount of yen any easier than by merely thinking?

It is our hope that The Fire Brigade News will serve as a medium for keeping the public informed of developments in this field.

Very truly yours,

Chief Fire Administrator
Public Safety Division, G.H.Q.

OK 27 Dec 48
Jon

FIREMEN'S REVIEW
TOKYO, 15 JANUARY 1949
GEORGE W. ANGELL

It is a pleasure to be with you for the third consecutive annual Firemen's Review and to be able to report steady progress in the improvement of public fire fighting.

During the year the Law of Fire Defense Organization became effective. It rightfully places upon each individual municipality the responsibility for providing its ~~own~~ own public fire protection and also outlines the functions of the National Fire Defense Board. Later in the year the Fire Service Law was passed, thus giving fire department officials the authority which they have long needed for more successful fire prevention and fire protection.

Much still remains to be done in the carrying out of the adopted City Plan for the rebuilding of Tokyo. The present inferior type of construction and the congestion of buildings in many parts of the city present serious hazards to lives and properties. It interfers with the operations of the fire department and allows small fires to grow to conflagration proportions. Narrow roads and dead-end alleys should be replaced with streets of reason-

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Development of a better communications system for use of the fire department is well underway and upon completion should be a large factor in permitting more rapid

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response to alarms of fire. Plans have been made also for gradual expansion of the present fire alarm system and it is hoped that in the not-too-distant future Tokyo will be adequately provided with this modern method of notification of fires.

That the efficiency of the Tokyo fire department has been improved during the past year is borne out by figures which show a definite reduction in the area of building loss for each fire. In 1947 the average tsubo loss per fire in Tokyo was 26.4 whereas the average loss per fire during the first eleven months of 1948 was reduced to [illegible] tsubo. This is far below the average for all Japanese cities.

We of the Fire Branch, Public Safety Division, General Headquarters, congratulate Superintendent-General Shioya, his headquarters chiefs, and every man in the Tokyo Fire Department for the fine job they have done in combatting fires. The money invested by the taxpayers for the operation of your Department has paid big dividends.

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fire during the first eleven months of 1948 was reduced to 182 tsubo. This is far below the average for all Japanese cities.

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