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To: MR. KERLINGER.
EK

STANDING OPERATING PROCEDURE

Civil Education Section

1. MISSION

The general mission of Civil Education sections is now a positive one of democratizing all of Japanese cultural and social life mainly through working with Japanese education and with Japanese organizations. Accomplishment of this large mission is done by working through Japanese agencies and by realizing the fact that little of lasting consequence can be accomplished by CE officers personally trying to do the job. Ultimate emphasis should be on training of Japanese educational, organizational, and cultural leaders, and should be executed with the following question in mind: "If the Occupation Forces were to withdraw from Japan, what positive results would be left?"

The specific mission of Civil Education sections is to implement on a local level the directives of SCAP pertinent to Civil Education and to accomplish educational objectives as outlined in Operational Directive No. 19, Headquarters Eighth Army, 26 February 1947, subject: "Civil Education Program," and Operational Directive No. 92/2, Headquarters Eighth Army, 27 January 1948, subject: "Inspection of Japanese Educational Institutions." The radical reform of Japanese educational and social life outlined in O.D. No. 19 is the positive approach adopted in 1947 after more than a year and a half of negative measures. The main parts of this mission are:

- a. Assistance in the establishment of the 6-3-3 Plan and concomitant assistance of school boards and their precursors, the Temporary Conference Groups (See Hatsugaku No. 63).
- b. General and specific help in improving school administrative and teaching methods.
- c. Encouragement and stimulation of teacher-training.
- d. Encouragement and stimulation of such aids to school and community life as adult education, PTA's, and CPH's.
- e. Stimulation and encouragement of democratically formed organizations of all kinds. In this connection, particular emphasis should be laid on the learning of parliamentary procedures.

Subsidiary parts of the mission of CE officers are the fields of Religion and Arts and Monuments, the first of which is a negative mission of ensuring religious freedom for the Japanese people and the second of which is a positive mission of helping with the proper care of art objects and historic sites and reporting thereof.

2. REGIONAL FUNCTIONS

a. The Regional function in Civil Education is mainly administrative, planning, supervisory, and coordinative. It is the function of the Region CE Section to plan and administer overall Region CE policy, to coordinate team activity as far as possible without destroying team and local area individuality and initiative, and to help guide CE officers in the execution of the overall mission.

b. The Region CE Section should keep the Region SMGO adequately informed on all activities and developments in the CE field and should make recommendations to him for command and advisory action on pertinent CE matters.

c. An important function of Region CE is liaison which extends to higher and lower headquarters and to Japanese regional educational agencies, and which permeates all the above and below-outlined functions.

d. The operations of Region CE will be only with those Japanese agencies which are on a regional level, and such operation will only be done with the whole Region in mind. In addition, the teams should be kept fully informed of such operations. (Exceptions to this are noted below.)

e. About 40% of Regional CE officers' time should be spent in the field for (1) the gathering of information pertinent to the mission; (2) helping team CE sections; (3) checking on team planning and execution of overall policy.

f. A function which is purely regional is the field of Arts and monuments. Regional Japanese specialists will make inspections and report on art objects and objects and places of historic interest.

g. Region CE is primarily responsible for operating in Women's Affairs due to the personnel situation. Planning and execution of programs will be done by Region helped by teams.

h. The Region CE Section must be thoroughly conversant with all pertinent directives and statements of policy and will ensure that any changes thereof are adequately and promptly reported to teams. It will also ensure that Region and teams keep complete files of such directives and policy. This mastery of directives and policy will be extended to Japanese (Ministry of Education) and local) directives and statements of policy.

i. Region CE has the responsibility of seeing that efficient CE administration is maintained in Region and team CE sections.

j. Reporting of Region CE will be mainly of large trends and will include occasional special reports which teams cannot handle adequately. Exceptions to this will be specific reporting of field trips of Region CE officers. Region CE will also study all team periodic and special reports in order to keep abreast of the Region-wide CE situation and to help its staff supervisory function.

3. TEAM FUNCTIONS

a. Team CE sections are operating units. Their function is to implement in the field the policy and planning of higher headquarters. In order adequately to do this they will develop plans on prefectural level based on Region plans, will execute the plans, and will report on their execution.

b. Team CE's primary function is the inspection of schools--a minimum of five per month.

c. Constant contact by regular meetings and occasional visits to Japanese offices will be kept with Japanese educational officials.

d. Japanese educational and organizational leaders will be oriented and trained. In this connection, organizational work is one of the most important of the CE Officer's functions but he should always work through leaders rather than through individual groups.

e. Japanese educational leaders will be helped, encouraged, and prodded to achieve the objectives of O.D. 19. For functions c,d, and e, and for purely educational purposes, conferences should be held and the Japanese should be stimulated to have their own conferences.

f. Numerous field trips will be made for the purpose of understanding the prefecture and its complete educational and social setup.

g. Complete information and statistics will be obtained, checked, analyzed, and filed on all educational and social matters of pertinence to CE. Especially important in this respect is information kept up to date on schools, pupils, teachers, attendance, PTA's, CPH's, etc. Such information will also include knowledge and record of Japanese directives and statements of policy.

h. Charts and maps will be kept which illustrate the current educational and social situation of the prefecture.

i. The Japanese will be encouraged to learn and put into practice the practices of parliamentary procedure.

j. Adequate files will be kept.

k. Team SMGO's will be kept adequately informed on all activities and developments in the CE field and their help enlisted to attain objectives.

l. Constant liaison should be kept with team Information officers. The two fields of CE and CI overlap to a great extent and use should be made of this overlap of functions. This is especially true of the CE Officer's working with organizations which are both educational and informational bodies.

m. CE officers should constantly check on the plans and activities of Japanese officials to see that they are doing their job. This is a separate

and distinct phase of operation. It is not enough that Japanese officials and leaders are put to work. They must be checked to see that they are working.

n. Reporting is most important. Policy and planning of higher headquarters is impossible without adequate reports, and good reporting is a discipline which forces the CE Officer constantly to review his own planning and activities in the light of the bigger picture. Therefore, school inspection reports, monthly reports, and special reports should never be perfunctory but should be an integral and important part of the whole planned program.

4. DIRECTIVES AND POLICY

a. The following SCAP directives, circulars, and general orders are pertinent to Civil Education. Only the most important are listed here.

AG 600	26 Sept 45	Requisitioning of Japanese Facilities
AG 000.73	19 Sept 45	Press Code for Japan
AG 000.77	22 Sept 45	Radio Code for Japan
AG 000.76	27 Sept 45	Further Steps toward Freedom of Press and Speech
93	4 Oct 45	Removal of Restrictions on Political, Civil and Religious Liberties
178	22 Oct 45	Administration of the Educational System of Japan
183	24 Oct 45	Violation of Religious Freedom
212	30 Oct 45	Investigation, Screening, and Certification of Teachers and Educational Officials
448	15 Dec 45	Abolition of Governmental Sponsorship, Support, Perpetuation, Control and Dissemination of State Shinto
519	31 Dec 45	Suspension of Courses in Morals (Shushin) Japanese History and Geography
548	4 Jan 46	Abolition of Certain Political Parties etc.
550	4 Jan 46	Removal and Exclusion of Undesirable Personnel from Public Office
612	17 Jan 46	Application of SCAP Directive AG 350 (22 Oct 45) CIE, on Administration of the Educational System of Japan
756	19 Feb 46	Exercise of Criminal Jurisdiction
776	26 Feb 46	Banned Books and Other Publications
824	17 Mar 46	Confiscation of Propaganda Publications (and supplements thereof)

SCAP General Order No. 27,
3 June 1946

Civil Information and Education Section

SCAP Circular No. 12,
5 December 1946

Admission of foreign magazines, books,
motion pictures, news and photograph
services, etc, and their dissemination
in Japan.

b. The following Eighth Army Operational Directives are pertinent to
Civil Education.

19	13 Feb 1946	Inspection of Japanese Educational Institutions
19/1	23 Mar 1946	Inspection of Japanese Educational Institution
1/5	13 Sept 1946	4 Incls: 1. Scapin-178 Memo for Imp Jap Govt dtd 22 Oct 45, Subj: Administration of the Educational System of Japan 2. Scapin-217 Memo for Jap Imp Govt dtd 30 Oct 45, Subj: Investigation, Screening and Certification of Teachers and Educational Officials 3. Scapin-550 Memo for Imp Jap Govt dtd 4 Jan 45, Subj: Removal and Exclusion of undesirable Personnel from Public Office 4. Scapin-93 Memo for Imp Jap Govt dtd 23 Mar 45, Subj: Removal and Restriction on Political, Civil, and Religious Liberties
90	26 Nov 1946	Sponsorship and Support of Shinto by Neighborhood Associations Prohibited
91	27 Nov 1946	Missionaries
92	6 Dec 1946	Inspection of Japanese Educational Institutions
2	5 Jan 1947	Surveillance of Teacher Screening Committees
17	19 Feb 1947	Extension of Aid to Missionaries
19	26 Feb 1947	Civil Education Program
21	1 Mar 1947	Funerals, Memorial Services and Monuments for the War Dead Militarists and Ultra-nationalists
65	1 Oct 1947	Extention of Aid to Missionaries
92/1	21 Oct 47	Inspection of Japanese Educational Institutions (DRY CELL BATTERIES)

71 10 Dec 1947 Military Government Operational Reports
92/2 27 Jan 1948 Inspection of Japanese Educational Institutions
8 3 Feb 1948 Removal of Undesirable Japanese Officials

c. All Ministry of Education directives.

d. Shikoku Military Government Region Three-Month Plans.

5. REPORTS

a. School Inspection Reports: once a month; reporting period—20th to 20th; minimum of five schools inspected with emphasis on primary and secondary schools. See O.D. 92/2, 1948 and O.D. 71, 1947.

b. Annex E to Monthly Activities Report. See O.D. No. 71, 1947.

c. Special Reports: If a situation arises which needs the attention of higher headquarters or if a CE officer has a valuable or interesting report to make on activities, techniques, etc., a special report should be made. The general plan of such a report may be: 1. A brief outline of the problem; 2. A brief summary of the situation in general; 3,4,5, etc: contributing and substantiating factors to 2; next to last paragraph—conclusions; last paragraph—recommendations, if any.

ADMINISTRATION AND OPERATION

Civil Education Section

CE Officer
(Mr. F.N. Kerlinger)

- Schools
 - Public and Private Schools
 - Reorganization and Decentralization of the School System
 - School Boards
- Adult Education
- Teacher Training
- Teacher Screening
- Teachers' Unions
- Teachers' Professional Associations
- Inspections
- Plans
- General Information
- Arts and Monuments Reports

Asst. CE Officer
(Miss C. Johnson)

- Women's Affairs (Island) Organizations
- Conferences
- Education (Organizational)
- Girl Scouts
- General Office Administration
- Teachers' Training
- PTA's
- Visual Education
- Women's Education

Office Assistant
(Pfc. H. Smith)

- Office Operations
- Material Distribution
- Supply
- Visitors' Arrangements
- Correspondence

Section Assistant
(Mr. M. Yamashita)

- Assist in implementing all functions of CE and Asst. CE Officer
- Supervision of Japanese CE Employees
- Interpreter
- Liaison with Japanese Agencies
- Field Spot-Checks
- Technical Advice

Arts and Monuments
(Mr. M. Wada)
~~(Mr. S. Matsumura)~~

Arts and Monuments Inspections
Sociological Advice
History

Typists
(Mrs. H. Seno)
(Miss Y. Numata)

Correspondence and Report Typing

Draftsmen
(Mr. T. Iwasaki)
(Mr. T. Ota)

Poster Series
Special Projects

Women's Affairs Assistant
(Mrs. Reiko Mori)

Field Operations in Women's Affairs under direction of Asst. CE Officer

Women's Organizations

Education Liaison
(Mr. S. Matsumura)
Field Spot-Checks
Field Educational Source Information

The following are extracts from the PROVISIONAL MANUAL FOR MILITARY GOVERNMENT in JAPAN, Hqs Eighth U.S. Army, 1948:

Chapter 2. Organization and Functions of Military Government in Japan

3. d. Military Government Teams.

- (1) Regional Teams. - The primary function of the regional teams is to provide enthusiastic leadership to the prefectural teams and, by encouragement, long-range planning, and a detailed knowledge of all programs, coordinate the work of these teams and guide them into maximum productive effort. By means of timely and well planned visits to these teams, the regional commander and his principal staff members will insure that their personnel have a thorough knowledge of the problems to be handled, the results to be achieved, and the best methods of attaining these results. The operational activities of the regional team should be limited strictly to dealing with regional governmental bureaus and non-governmental agencies whose authority is region wide. To this extent it has direct functions of surveillance as prescribed below for prefectural teams. Regional commanders will exercise supervision over the administration, discipline and supply of their teams and make recommendations as appropriate relative thereto.

Chapter 3. General Operating Procedure.

1. Procedures of General Application. - The procedures suggested herein are of general application to all team commanders and chiefs of sections. They are placed here to avoid repetition in each of the subsequent chapters. Detailed procedures and suggestions applicable to a particular phase of military government work will be found in the chapter dealing with that phase. Good general operating procedure of any section demands that it:

- a. Observe and check frequently the activities of the Japanese for compliance with SCAP directives applicable to the section's various programs.
- b. Inform the Japanese of the mission of the occupation and of specific directives and programs.
- * c. Report to higher headquarters compliance or non-compliance with SCAP directives, together with recommendations relative thereto.
- d. Make suggestions for local corrections of non-compliance in cases covered by specific directives.
- e. Encourage and advise the Japanese in all fields of activity covered by the section's program within limits of established policies.
- f. Keep the team commander and higher headquarters informed on all matters pertaining to the activities of the section.

2. Regional-Level Procedures. - To accomplish the procedures outlined above on a regional level it is essential that each chief of section should:

- * a. Organize, train, supervise and direct the work of the regional section and effect staff supervision over the corresponding sections of the prefectural teams.
- b. Maintain liaison with the officials of all pertinent Japanese governmental bureaus and non-governmental agencies whose authority is region wide. By frequent conferences, explain policies and directives of higher headquarters and keep informed of the activities engaged in by these agencies. Encourage officials to give all assistance within their authority on matters of particular urgency. Encourage the local solution of as many problems as possible without appeal to higher headquarters, or to the central government. Insure that these officials are thoroughly informed on new laws and directives applicable thereto. Determine the adequacy of measures taken by these officials to successfully implement the laws.

c. Study the problems that are submitted by the prefectural military government teams and refer pertinent problems to the regional bureaus of the Japanese government when they can be solved by those bureaus. Those which cannot be solved locally as determined through conferences with Japanese agencies or studies made by prefectural military government teams or spot checks made by regional military government teams, should be submitted to higher headquarters with specific recommendations.

d. Maintain an activities file on each operational directive and the corresponding work done by each military government team. Make timely and well planned visits to prefectural military government teams in order to channel their efforts in right directions. Check the aggressiveness of their operations and their knowledge of current activities, problems and remedies. Determine that proper action is being taken on all directives. Advise teams on proper approaches to their problems.

e. In company with prefectural team representatives, spot check pertinent agencies and organizations throughout the region for information on compliance with SCAP directives and for first hand knowledge of problems within these agencies and organizations. Stimulate to a maximum the interest of the Japanese on matters of particular significance.

f. Keep informed on all applicable policies and programs by studying all directives, letters, bulletins and special reports from higher headquarters and all information received from regional bureaus. This can be accomplished most efficiently by maintaining files of the information that should be in the hands of the military government teams and periodically checking the teams to see that the information is on file in their offices and that they are familiar with it. The military government teams should be further informed through instructions supplied by individual interviews or through regional conferences.

g. Upon the receipt of a new directive, take immediate steps to insure that copies are in the hands of the appropriate officers of prefectural teams and that prompt action is being taken. Make systematic checks and inspections to insure that appropriate personnel of each team understand the directive and have adequate plans for checking its implementation.

h. During visits to the teams, check on the amount, quality, breadth and character of a particular section's activities. Channel its efforts in the right direction, provide expert guidance and suggestion. Assist in the solution of its problems. Gain ideas worth passing on to other teams.

i. Maintain close liaison with the regional information officer in order to plan with him effective information programs to support and inform the Japanese people of each of the section's important programs. Submit these information plans to appropriate sections of prefectural teams and urge the preparation of final plans and materials suitable to local situations.

j. Instruct appropriate team officers in the preparation of recurring military government activities reports. Study copies of the reports received. Evaluate them for useful and unusual information. Where problems, deficiencies or irregularities which the team commander has not been able to solve or correct, have been reported, take appropriate action on the regional level if possible.

k. Encourage special reports on existing problems which cannot be solved locally. Determine whether the condition is region wide. If a solution at regional level cannot be effected, add recommendation determined from additional surveys, if such surveys would further clarify the problem or add emphasis to its importance or seriousness, and forward to higher headquarters. Before these reports are forwarded to higher headquarters, ascertain and report whether the Japanese have made such reports, applications and/or recommendations, if appropriate through their own governmental channels.

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(Extracted, Hq Shikoku Mil Govt Region, 1 Oct 48) *J. M.*

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Chapter 6

CIVIL EDUCATION

1. **MISSION.** - The mission of military government in civil education is to provide essential guidance and assistance to the Japanese with reference to:

a. The establishment of a democratic school system which will give equal educational opportunity to all its youth irrespective of social, economic, political, religious, or racial background.

b. The elimination of all militaristic and ultra-nationalistic influences from their educational program.

2. **GENERAL.**

a. Operating procedures of general application are contained in Chapter 3.

b. From the point of view of the regional team the following additional procedures are desirable:

- (1) Inspect educational institutions throughout the region. Accompany each prefectural civil education officer on a few school inspections and learn the problems facing these institutions. Study these problems and seek solutions to them so as to be better prepared to advise team civil education personnel in the solution of similar problems. Suggest methods of improving the quality of school inspections. Stress the value of school inspection reports.
- (2) Encourage team civil education officers to assist the Japanese officials in making long range plans for:
 - a. Inauguration of the 9th school year in 1949.
 - b. Redistricting where necessary.
 - c. School budgets.
 - d. Future building programs.
 - e. Establishment of lower secondary schools.
 - f. Establishment of upper secondary schools and vocational schools.
- (3) Study and become familiar with all teacher screening directives. Assist team civil education officers in giving guidance to local screening committees in the preparation of evidence to be forwarded to the Central Inquiry Committee in cases where teachers who have been screened out have appealed to that committee.
- (4) Direct the activities of the Japanese Arts and Monuments Field Inspector employed in the region under the provisions of OD 23 for 1948. Cause him to maintain close liaison with the regional civil education office and to keep the civil education officer informed of his activities.

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Civil Education (continued)

- (5) Keep maps posted of the region and of each prefecture showing the status of school inspections. Post charts showing the status of teacher screening by prefecture, the number of schools of each type in each prefecture, the number of schools inspected, the number of teachers holding each class certificate, the current teacher shortage, the number of school houses under construction, the number of PTA's et cetera.

c. From the point of view of the prefectural team, the following additional procedures are desirable:

- (1) Maintain a map of the prefecture showing the status of school inspections. Post charts showing the status of teacher screening, the number of schools of each type in the prefecture, the number of schools inspected, the number of teachers holding each class certificate, the current teacher shortage, the number of school houses under construction, the number of PTA's, et cetera.
- (2) Confer frequently with local agencies, associations and organizations whose functions deal with formal education, adult education or youth activities. Explain particular programs initiated by GHQ, SCAP within their fields. Encourage them to carry out these programs. Determine what difficulties they are meeting and assist them in solving their problems.
- (3) Determine by means of conferences, inspections, translations from local newspapers, et cetera, whether education officials are using all means available to inform the people of the need of, and the benefits to be derived from, all reforms initiated by GHQ, SCAP or by the Japanese government in the field of education. Coordinate this matter with team civil information section.
- (4) Confer with the education section of the prefectural government and determine whether the school inspectors or teacher consultants have received the new "Handbook for Teacher Consultants". Call a conference of these inspectors or teacher consultants and determine what use they are making of the handbook. Instruct them in the proper methods of using it and in proper methods and techniques to use in supervising and assisting classroom teachers.
- (5) Encourage Japanese officials to establish sections on social education and library service within the education section if this has not been done.
- (6) Encourage Japanese officials to appoint professional educators (qualified by training and experience) to all administrative or supervisory positions in the educational section of the prefectural government as vacancies occur. Request the team commander to impress on the prefectural governor the importance of and necessity for this action.
- (7) Encourage Japanese officials to set up training courses for supervisory officials in education and assist them in organizing these courses.

3. SCHOOL INSPECTIONS. - Conduct a minimum of five school inspections each month as prescribed by OD 92 for 1946, as amended, and submit reports of these inspections to higher headquarters. Observe the following methods and techniques in connection with school inspections:

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Civil Education (continued)

a. The five school inspections on which reports are rendered should be made by the civil education officer. If it is impossible for him to make all five of the inspections his principal assistant should make the remaining ones. As many inspections of other schools should be made by assistants as the volume of other necessary work will permit.

b. Use at least an entire day to inspect a school.

c. Conduct the majority of inspections in elementary and secondary schools.

d. Over a period of several months, spread inspections throughout the prefecture. In addition to the minimum five schools inspected monthly, make reinspections of schools from time to time to insure that deficiencies noted at the original inspection have been corrected.

e. In addition to ascertaining the information required on the school inspection report, determine the major problems being faced by the school. Suggest solutions to these problems. Hold a conference with the teachers before leaving the school. Point out to them the good things observed and things needing correction. Suggest proper corrective action. Suggest good teaching techniques.

f. Hold a conference with the principal. Give him suggestions on improving the administration of the school, the use of teachers and teaching loads, schedule making, physical education program, lunchrooms, extra-curricular activities and student government activities.

g. Determine if the school has received its share of new textbooks. If it has not, report that fact to the prefectural education officials and follow up on their corrective action.

h. As a result of the facts, observations and conclusions gained from school inspections, confer with the prefectural education officials (including teacher consultants or inspectors) and recommend improvements that should be made throughout the entire prefecture. In this way the education officer can spread his guidance over the entire prefecture. During subsequent inspections, check to see if these improvements have been made or to what degree they have been made. Confer again with the officials and point out improvements that should be made. The process is a continuing one.

i. Study ways and means of improving school inspections. New techniques discovered as a result of these studies should be passed on to the regional civil education officer and by him to the other civil education officers in the region.

4. IN-SERVICE TRAINING PROGRAM FOR TEACHERS. - Assist and encourage the Japanese to establish an "in-service" training program for teachers as directed in paragraphs 2d and 3c of OD 19 for 1947. In this connection the following are essential activities.

a. Assist principals and teachers in:

- (1) Scheduling and conducting regular teacher conferences. These conferences should be planned by the teachers themselves and the subjects discussed should deal with the improvement of teaching methods and techniques and the use of the "Course of Study".
- (2) Organizing study groups of specialized teachers, such as social studies teachers or mathematics teachers, by interested groups of teachers. These groups should study methods of teaching in their particular fields.

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- (3) Organizing groups of teachers to listen to the "Teachers' Hour" broadcast by the Broadcasting Corporation of Japan. If it is impossible for all teachers to listen in, a few should do so and report on the program at a teachers' meeting held later in the week.
- (4) Sending teachers as delegates to regional educational conferences scheduled by the Ministry of Education. For example, if a conference on secondary education is conducted, each secondary school should send delegates. When these delegates return to the school they should pass on the information obtained to the remainder of the teachers at a teachers' conference called for that purpose.
- (5) Establishing teachers' reference libraries. These libraries may consist of only a very few professional books, magazines and journals. A teachers' room or a separate room may be used as a library depending on the number of books, magazines and journals available.
- (6) Using the Ministry of Education handbook on the "inservice" training of teachers. This handbook encourages each school to organize an in-service training program on a yearly basis and suggests ways and means of doing so. Education officials, principals and teachers should be urged to make full use of it.

b. Assist the prefectural education officials in:

- (1) Establishing demonstration or experimental schools, possibly in connection with normal schools, where new methods of teaching can be tried out and perfected for other teachers to observe. Plans should be developed which permit the maximum possible number of teachers to attend these demonstration schools.
- (2) Arranging demonstration classes, possibly in each school, for teachers to observe. Methods found to be most successful in the demonstration schools should serve as a basis for these demonstration classes.

5. TEACHER SCREENING. - Maintain close liaison with the prefectural teacher screening committee to insure that all teachers guilty of militaristic and ultra-nationalistic activities are removed from the schools. In order to accomplish this mission:

a. Become familiar with Imperial Ordinance 263, May 1947, Ministry of Education Instructions (Mombusho Munrei) Number 3, 1 May 1947, and all other directives on screening published by the Ministry of Education. Imperial Ordinance 263 has been issued to all military government teams. The Ministry of Education directives can be obtained from the prefectural education office.

b. Request regular activities reports from the screening committee in order to keep informed of its activities.

c. Maintain a list of all teachers who are screened out or purged to insure that these persons are not allowed to hold official office in the government or in educational positions. Be on guard to insure that purged teachers do not continue their influence in the schools.

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d. Instruct the screening committee on how to prepare the necessary evidence to forward to the Central Inquiry Committee in cases where screened-out teachers have appealed to that committee. Encourage prompt action in the preparation and forwarding of these cases.

6. REORGANIZATION OF THE SCHOOL SYSTEM. - Assist in the reorganization of the school system along democratic lines and in accordance with the "6-3-3 plan" by performing the following functions:

a. Make a careful study of the existing school system in the prefecture to include the number of schools of each type, the number of students attending each type, the distance traveled by students, the condition of school houses, and the number of children of school age who are not attending school.

b. As a result of this study give guidance and assistance to Japanese education officials in determining the number of schools of each type which should be established and where they should be located, the best use of present buildings, the repairs needed on these buildings and the planning of future building programs based on the needs of the different communities. It should be kept in mind that each school administrative district should contain all elements of the "6-3-3 plan" of organization.

c. Assist education officials in working out plans to provide for the compulsory 9th year in 1949.

d. Assist education officials in eliminating from public schools all methods of school entrance selection based on economic status, family position, creed, or political belief.

e. Assist Japanese officials in the preparation of education budgets. Check on the sources of revenue. Advise them against counting contributions and donations as sources of revenue. Teach them to list each item of the budget separately so that it may be defended. There should be no concealed items (items which are included with more important ones so as to conceal their identity and draw attention away from them) in the budget. The budget should show unit cost of operation for all types of schools.

f. Through school inspections determine if the schools have received the new textbooks. Check through education officials to determine if all schools have received their share of these books. If not, make recommendations to correct discrepancies in the system of distribution.

g. Encourage officials to furnish as much equipment for the schools and as many teaching aids for the teachers as the budget will allow. Instruct the education officials in the preparation of simple, inexpensive teaching aids so that they may in turn instruct all the teachers of the prefecture in the preparation of these materials.

h. Assist education officials and school principals in planning and developing health and sanitation programs in each school. Coordinate with the team public health officer in this work.

i. Assist principals and community leaders in the establishment of the new-type democratic parent-teacher associations. Strive to have a PTA in each school. Coordinate with the team civil information officer in publishing the need for, and the advantage to be derived from PTA's.

j. Encourage the establishment of co-education as a basic pattern in education in order to provide equal educational opportunity for and normal social development of boys and girls. However, do not attempt to force co-education upon the Japanese because the final decision in this matter rests with the Japanese themselves.

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k. Assist private schools in the solution of their problems when possible.

7. LOCAL CONTROL OF THE SCHOOL SYSTEM. - Furnish guidance and assistance to the Japanese in the decentralization of control of the school system as provided for by the Local School Board Law. The following activities should be initiated:

a. An information program should be planned in conjunction with the team civil information officer to point out to the people:

- (1) The purpose of the law.
- (2) The provisions of the law.
- (3) The method of selection, and the powers and duties of school boards.
- (4) The importance and value of school boards and their great responsibilities to the people of Japan as their representatives in school affairs.
- (5) The qualifications of a good school board member and the necessity for selecting the best qualified people available.
- (6) The method of nomination and election of candidates.

b. After the election of school boards, furnish guidance to each board in the selection of a superintendent of education and in the administration of the schools in its district. Make every effort to secure the appointment of men qualified by experience and training to be superintendents of education.

c. When the superintendents of education have been appointed, furnish them guidance and assistance in the performance of their duties. Maintain close liaison with each superintendent and assist him in solving administrative and supervisory problems as they arise.

8. WOMEN'S AFFAIRS. - Encourage and furnish guidance and assistance to women's organizations throughout the prefecture. Responsibilities in this field include the following:

a. The democratic organization and conduct of these groups. Teach them correct parliamentary procedure. Help them to draw up their constitutions and by-laws.

b. Encourage the abolition of large, unwieldy organizations and the establishment of smaller organizations based on the interests of the various groups. Large groups are easily dominated and controlled by political parties or by government officials. Make every effort to avoid such control, or, if it already exists, to abolish it.

c. Encourage and assist these groups to run their own affairs without relying on male advisors.

d. Assist them in planning programs aimed at informing women of their rights and duties as citizens of a democracy. Suggest programs that explain the necessity for and the objectives of the major reforms in the school system, agricultural activities, labor relations, food collections, public health, public welfare, local and national government, and industry. Maintain close cooperation with the team civil information officer for ideas and materials for these programs and for suggestions as to the proper time to use them.

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Civil Education (continued)

e. Impress continually upon women that their rights, responsibilities and duties as citizens are exactly the same as those of men and that men and women must work together in order to build a democratic Japan.

f. Impress upon women that it is their duty as citizens to vote in every election and that they should decide how to vote after a study of the candidates and issues involved and not be influenced by how others vote or by how others tell them to vote.

9. TEACHERS' UNIONS. - Encourage teachers' unions to devote their efforts toward the improvement of teaching conditions, professional standards, and salaries of teachers, rather than toward attempting to control school administrative affairs. Encourage the teachers' unions to reduce the number of teachers devoting their entire time to union affairs instead of classroom teaching. Point out to union leaders that a teachers' union which aims its activities only at selfish goals, such as acquiring political power, will ultimately injure itself, the teachers, the schools, and the children of Japan. Also explain to union leaders that when they ask the government for an increase in teachers' salaries, they should be able to point out professional improvements the teachers are making to deserve the salary increase.

10. ADULT EDUCATION. - Assist the Japanese in carrying on a program of adult education. The following are definite activities which should be carried on in this field.

a. The establishment of local organizations (clubs, PTA's, farmers' associations, discussion groups, women's groups, et cetera) in order to provide democratic media for the expression of opinion by adults on local and national problems and for the dissemination of information. Coordinate this program with the team civil information officer.

b. The establishment of Citizens' Public Halls and their inspection as they are established, making certain that they are operating as prescribed in the Ministry of Education directive, Hatsu-sha #122, dated 5 July 1946, subject: "Citizens' Public Halls: An Outline of Their Creation and Management". Coordinate this program with the team civil information officer.

c. The encouragement of community use of school plants for evening classes for part-time students and adults, discussion forums, recreation programs and PTA meetings.

d. The assistance of colleges and universities to establish extension courses for adults and their guidance in the selection of courses desired by the greatest number of people.

11. YOUTH ORGANIZATIONS. - Render assistance to communities in the development of youth organizations. Give particular attention to the selection and training of leaders of such organizations. Prevent the establishment of any organizations of the pre-war and wartime Seinen Dan type or the utilization of youth organizations for political, nationalistic or militaristic purposes. The civil education officer should:

a. Make a special report to higher headquarters without delay of any unwholesome or undesirable activities or practices discovered in connection with youth organizations.

b. Recommend the establishment of only 3 or 4 Boy Scout troops in each prefecture for the present. Scout uniforms, the flag ceremony and the study of the Morse or other codes are not recommended at the present time, but badges are permissible. Upon receipt of an operational directive concerning Girl Scouts, assist in the organization of Girl Scout troops according to the provisions of the directive.

c. Organize leadership training courses for youth group leaders in each gun and assist officials in finding a place in each community for youth groups to meet.

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Civil Education (continued)

d. Endeavor to keep youth groups free of control by prefectural officials.

12. RELIGION.

a. Maintain close liaison with prefectural official to insure that the occupation objectives in the field of religion are understood and accomplished. These objectives are:

- (1) To establish and foster freedom of religion.
- (2) To separate church from state.
- (3) To prevent government sponsorship and support of State Shinto and the dissemination of its doctrines.
- (4) To prohibit militaristic and ultra-nationalistic movements from functioning under the guise of religion.

b. The civil education officer should familiarize himself thoroughly with OD 21 for 1947, subject: "Funerals, Memorial Services and Monuments for War Dead, Militarists and Ultra-Nationalists" and with SCAPIN 448. Report violations of a serious nature to higher headquarters by means of a special report.

13. MISCELLANEOUS PROGRAMS.

a. Assist town and city officials in planning public playgrounds and recreation facilities for young people.

b. Encourage colleges, universities and technical schools to furnish scholarships or to establish other means of assisting capable and deserving students of low economic resources.

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Chapter 6

CIVIL EDUCATION & INFORMATION

1. MISSION. - The mission of military government in civil education is to provide essential guidance and assistance to the Japanese with reference to:

a. The establishment of a democratic school system which will give equal educational opportunity to all its youth irrespective of social, economic, political, religious, or racial background.

b. The elimination of all militaristic and ultra-nationalistic influences from their educational program.

2. GENERAL.

a. Operating procedures of general application are contained in Chapter 3.

b. From the point of view of the regional team the following additional procedures are desirable:

(1) Inspect educational institutions throughout the region. Accompany each prefectural civil education officer on a few school inspections and learn the problems facing these institutions. Study these problems and seek solutions to them so as to be better prepared to advise team civil education personnel in the solution of similar problems. Suggest methods of improving the quality of school inspections. Stress the value of school inspection reports.

(2) Encourage team civil education officers to assist the Japanese officials in making long range plans for:

a. Inauguration of the 9th school year in 1949.

b. Redistricting where necessary.

c. School budgets.

d. Future building programs.

e. Establishment of lower secondary schools.

f. Establishment of upper secondary schools and vocational schools.

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- (3) Study and become familiar with all teacher screening directives. Assist team civil education officers in giving guidance to local screening committees in the preparation of evidence to be forwarded to the Central Inquiry Committee in cases where teachers who have been screened out have appealed to that committee.
- (4) Direct the activities of the Japanese Arts and Monuments Field Inspector employed in the region under the provisions of OD 23 for 1948. Cause him to maintain close liaison with the regional civil education office and to keep the civil education officer informed of his activities.
- (5) Keep maps posted of the region and of each prefecture showing the status of school inspections. Post charts showing the status of teacher screening by prefecture, the number of schools of each type in each prefecture, the number of schools inspected, the number of teachers holding each class certificate, the current teacher shortage, the number of school houses under construction, the number of PTA's, et cetera.

c. From the point of view of the prefectural team, the following additional procedures are desirable:

- (1) Maintain a map of the prefecture showing the status of school inspections. Post charts showing the status of teacher screening, the number of schools of each type in the prefecture, the number of schools inspected, the number of teachers holding each class certificate, the current teacher shortage, the number of school houses under construction, the number of PTA's, et cetera.
- (2) Confer frequently with local agencies, associations and organizations whose functions deal with formal education, adult education or youth activities. Explain particular programs initiated by GHQ, SCAP within their fields. Encourage them to carry out these programs. Determine what difficulties they are meeting and assist them in solving their problems.
- (3) Determine by means of conferences, inspections, translations from local newspapers, et cetera, whether education officials are using all means available to

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inform the people of the need of, and the benefits to be derived from, all reforms initiated by GHQ, SCAP or by the Japanese government in the field of education. Coordinate this matter with team civil information section.

- (4) Confer with the education section of the prefectural government and determine whether the school inspectors or teacher consultants have received the new "Handbook for Teacher Consultants". Call a conference of these inspectors or teacher consultants and determine what use they are making of the handbook. Instruct them in the proper methods of using it and in proper methods and techniques to use in supervising and assisting classroom teachers.
- (5) Encourage Japanese officials to establish sections on social education and library service within the education section if this has not been done.
- (6) Encourage Japanese officials to appoint professional educators (qualified by training and experience) to all administrative or supervisory positions in the educational section of the prefectural government as vacancies occur. Request the team commander to impress on the prefectural governor the importance of and necessity for this action.
- (7) Encourage Japanese officials to set up training courses for supervisory officials in education and assist them in organizing these courses.

3. SCHOOL INSPECTIONS. - Conduct a minimum of ^{TEN} ~~five~~ school inspections each month as prescribed by OD 92 for 1946, as amended, and submit reports of these inspections to higher headquarters. Observe the following methods and techniques in connection with school inspections:

- a. The five school inspections on which reports are rendered should be made by the civil education officer. If it is impossible for him to make all five of the inspections his principal assistant should make the remaining ones. As many inspections of other schools should be made by assistants as the volume of other necessary work will permit.
- b. Use at least an entire day to inspect a school.
- c. Conduct the majority of inspections in elementary and secondary schools.

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d. Over a period of several months, spread inspections throughout the prefecture. In addition to the minimum five schools inspected monthly, make reinspections of schools from time to time to insure that deficiencies noted at the original inspection have been corrected.

e. In addition to ascertaining the information required on the school inspection report, determine the major problems being faced by the school. Suggest solutions to these problems. Hold a conference with the teachers before leaving the school. Point out to them the good things observed and things needing correction. Suggest proper corrective action. Suggest good teaching techniques.

f. Hold a conference with the principal. Give him suggestions on improving the administration of the school, the use of teachers and teaching loads, schedule making, physical education program, lunchrooms, extra-curricular activities and student government activities.

g. Determine if the school has received its share of new textbooks. If it has not, report that fact to the prefectural education officials and follow up on their corrective action.

h. As a result of the facts, observations and conclusions gained from school inspections, confer with the prefectural education officials (including teacher consultants or inspectors) and recommend improvements that should be made throughout the entire prefecture. In this way the education officer can spread his guidance over the entire prefecture. During subsequent inspections, check to see if these improvements have been made or to what degree they have been made. Confer again with the officials and point out improvements that should be made. The process is a continuing one.

i. Study ways and means of improving school inspections. New techniques discovered as a result of these studies should be passed on to the regional civil education officer and by him to the other civil education officers in the region.

4. IN-SERVICE TRAINING PROGRAM FOR TEACHERS. - Assist and encourage the Japanese to establish an "in-service" training program for teachers as directed in paragraphs 2d and 3c of OD 19 for 1947. In this connection the following are essential activities.

a. Assist principals and teachers in:

- (1) Scheduling and conducting regular teacher conferences. These conferences should be planned by the teachers themselves and the subjects discussed should deal with the improvement of teaching methods and techniques and

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the use of the "Course of Study".

- (2) Organizing study groups of specialized teachers, such as social studies teachers or mathematics teachers, by interested groups of teachers. These groups should study methods of teaching in their particular fields.
- (3) Organizing groups of teachers to listen to the "Teachers' Hour" broadcast by the Broadcasting Corporation of Japan. If it is impossible for all teachers to listen in, a few should do so and report on the program at a teachers' meeting held later in the week.
- (4) Sending teachers as delegates to regional educational conferences scheduled by the Ministry of Education. For example, if a conference on secondary education is conducted, each secondary school should send delegates. When these delegates return to the school they should pass on the information obtained to the remainder of the teachers at a teachers' conference called for that purpose.
- (5) Establishing teachers' reference libraries. These libraries may consist of only a very few professional books, magazines and journals. A teachers' room or a separate room may be used as a library depending on the number of books, magazines and journals available.
- (6) Using the Ministry of Education handbook on the "in-service" training of teachers. This handbook encourages each school to organize an in-service training program on a yearly basis and suggests ways and means of doing so. Education officials, principals and teachers should be urged to make full use of it.

b. Assist the prefectural education officials in:

- (1) Establishing demonstration or experimental schools, possibly in connection with normal schools, where new methods of teaching can be tried out and perfected for other teachers to observe. Plans should be developed which permit the maximum possible number of teachers to attend these demonstration schools.
- (2) Arranging demonstration classes, possibly in each school, for teachers to observe. Methods found to be

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most successful in the demonstration schools should serve as a basis for these demonstration classes.

5. **TEACHER SCREENING.** - Maintain close liaison with the prefectural teacher screening committee to insure that all teachers guilty of militaristic and ultra-nationalistic activities are removed from the schools. In order to accomplish this mission:

a. Become familiar with Imperial Ordinance 263, May 1947, Ministry of Education Instructions (Mombusho Munrei) Number 3, 1 May 1947, and all other directives on screening published by the Ministry of Education. Imperial Ordinance 263 has been issued to all military government teams. The Ministry of Education directives can be obtained from the prefectural education office.

b. Request regular activities reports from the screening committee in order to keep informed of its activities.

c. Maintain a list of all teachers who are screened out or purged to insure that these persons are not allowed to hold official office in the government or in educational positions. Be on guard to insure that purged teachers do not continue their influence in the schools.

d. Instruct the screening committee on how to prepare the necessary evidence to forward to the Central Inquiry Committee in cases where screened-out teachers have appealed to that committee. Encourage prompt action in the preparation and forwarding of these cases.

6. **REORGANIZATION OF THE SCHOOL SYSTEM.** - Assist in the reorganization of the school system along democratic lines and in accordance with the "6-3-3 plan" by performing the following functions:

a. Make a careful study of the existing school system in the prefecture to include the number of schools of each type, the number of students attending each type, the distance traveled by students, the condition of school houses, and the number of children of school age who are not attending school.

b. As a result of this study give guidance and assistance to Japanese education officials in determining the number of schools of each type which should be established and where they should be located, the best use of present buildings, the repairs needed on these buildings and the planning of future building programs based on the needs of the different communities. It should be kept in mind that each school adminis-

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trative district should contain all elements of the "6-3-3 plan" of organization.

c. Assist education officials in working out plans to provide for the compulsory 9th year in 1949.

d. Assist education officials in eliminating from public schools all methods of school entrance selection based on economic status, family position, creed, or political belief.

e. Assist Japanese officials in the preparation of education budgets. Check on the sources of revenue. Advise them against counting contributions and donations as sources of revenue. Teach them to list each item of the budget separately so that it may be defended. There should be no concealed items (items which are included with more important ones so as to conceal their identity and draw attention away from them) in the budget. The budget should show unit cost of operation for all types of schools.

f. Through school inspections determine if the schools have received the new textbooks. Check through education officials to determine if all schools have received their share of these books. If not, make recommendations to correct discrepancies in the system of distribution.

g. Encourage officials to furnish as much equipment for the schools and as many teaching aids for the teachers as the budget will allow. Instruct the education officials in the preparation of simple, inexpensive teaching aids so that they may in turn instruct all the teachers of the prefecture in the preparation of these materials.

h. Assist education officials and school principals in planning and developing health and sanitation programs in each school. Coordinate with the team public health officer in this work.

i. Assist principals and community leaders in the establishment of the new-type democratic parent-teacher associations. Strive to have a PTA in each school. Coordinate with the team civil information officer in publishing the need for, and the advantage to be derived from PTA's.

j. Encourage the establishment of co-education as a basic pattern in education in order to provide equal educational opportunity for and normal social development of boys and girls. However, do not attempt to force co-education upon the Japanese because the final decision in this matter rests with the Japanese themselves.

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k. Assist private schools in the solution of their problems when possible.

7. LOCAL CONTROL OF THE SCHOOL SYSTEM. - Furnish guidance and assistance to the Japanese in the decentralization of control of the school system as provided for by the Local School Board Law. The following activities should be initiated:

a. An information program should be planned in conjunction with the team civil information officer to point out to the people:

- (1) The purpose of the law.
- (2) The provisions of the law.
- (3) The method of selection, and the powers and duties of school boards.
- (4) The importance and value of school boards and their great responsibilities to the people of Japan as their representatives in school affairs.
- (5) The qualifications of a good school board member and the necessity for selecting the best qualified people available.
- (6) The method of nomination and election of candidates.

b. After the election of school boards, furnish guidance to each board in the selection of a superintendent of education and in the administration of the schools in its district. Make every effort to secure the appointment of men qualified by experience and training to be superintendents of education.

c. When the superintendents of education have been appointed, furnish them guidance and assistance in the performance of their duties. Maintain close liaison with each superintendent and assist him in solving administrative and supervisory problems as they arise.

8. WOMEN'S AFFAIRS. - Encourage and furnish guidance and assistance to women's organizations throughout the prefecture. Responsibilities in this field include the following:

a. The democratic organization and conduct of these groups. Teach them correct parliamentary procedure. Help them to draw up their constitutions and by-laws.

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b. Encourage the abolition of large, unwieldy organizations and the establishment of smaller organizations based on the interests of the various groups. Large groups are easily dominated and controlled by political parties or by government officials. Make every effort to avoid such control, or, if it already exists, to abolish it.

c. Encourage and assist these groups to run their own affairs without relying on male advisors.

d. Assist them in planning programs aimed at informing women of their rights and duties as citizens of a democracy. Suggest programs that explain the necessity for and the objectives of the major reforms in the school system, agricultural activities, labor relations, food collections, public health, public welfare, local and national government, and industry. Maintain close cooperation with the team civil information officer for ideas and materials for these programs and for suggestions as to the proper time to use them.

e. Impress continually upon women that their rights, responsibilities and duties as citizens are exactly the same as those of men and that men and women must work together in order to build a democratic Japan.

f. Impress upon women that it is their duty as citizens to vote in every election and that they should decide how to vote after a study of the candidates and issues involved and not be influenced by how others vote or by how others tell them to vote.

9. TEACHERS' UNIONS. - Encourage teachers' unions to devote their efforts toward the improvement of teaching conditions, professional standards, and salaries of teachers, rather than toward attempting to control school administrative affairs. Encourage the teachers' unions to reduce the number of teachers devoting their entire time to union affairs instead of classroom teaching. Point out to union leaders that a teachers' union which aims its activities only at selfish goals, such as acquiring political power, will ultimately injure itself, the teachers, the schools, and the children of Japan. Also explain to union leaders that when they ask the government for an increase in teachers' salaries, they should be able to point out professional improvements the teachers are making to deserve the salary increase.

10. ADULT EDUCATION. - Assist the Japanese in carrying on a program of adult education. The following are definite activities which should be carried on in this field.

a. The establishment of local organizations (clubs, PTA's,

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farmers' associations, discussion groups, women's groups, et cetera) in order to provide democratic media for the expression of opinion by adults on local and national problems and for the dissemination of information. Coordinate this program with the team civil information officer.

b. The establishment of Citizens' Public Halls and their inspection as they are established, making certain that they are operating as prescribed in the Ministry of Education directive, Hatsu-sha #122, dated 5 July 1946, subject: "Citizens' Public Halls: An Outline of Their Creation and Management". Coordinate this program with the team civil information officer.

c. The encouragement of community use of school plants for evening classes for part-time students and adults, discussion forums, recreation programs and PTA meetings.

d. The assistance of colleges and universities to establish extension courses for adults and their guidance in the selection of courses desired by the greatest number of people.

11. YOUTH ORGANIZATIONS. - Render assistance to communities in the development of youth organizations. Give particular attention to the selection and training of leaders of such organizations. Prevent the establishment of any organizations of the pre-war and wartime Seinen Dan type or the utilization of youth organizations for political, nationalistic or militaristic purposes. The civil education officer should:

a. Make a special report to higher headquarters without delay of any unwholesome or undesirable activities or practices discovered in connection with youth organizations.

b. Recommend the establishment of only 3 or 4 Boy Scout troops in each prefecture for the present. Scout uniforms, the flag ceremony and the study of the Morse or other codes are not recommended at the present time, but badges are permissible. Upon receipt of an operational directive concerning Girl Scouts, assist in the organization of Girl Scout troops according to the provisions of the directive.

c. Organize leadership training courses for youth group leaders in each gun and assist officials in finding a place in each community for youth groups to meet.

d. Endeavor to keep youth groups free of control by prefectural officials.

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12. RELIGION.

a. Maintain close liaison with prefectural officials to insure that the occupation objectives in the field of religion are understood and accomplished. These objectives are:

- (1) To establish and foster freedom of religion.
- (2) To separate church from state.
- (3) To prevent government sponsorship and support of State Shinto and the dissemination of its doctrines.
- (4) To prohibit militaristic and ultra-nationalistic movements from functioning under the guise of religion.

b. The civil education officer should familiarize himself thoroughly with OD 21 for 1947, subject: "Funerals, Memorial Services and Monuments for War Dead, Militarists and Ultra-Nationalists" and with SCAPIN 448. Report violations of a serious nature to higher headquarters by means of a special report.

13. MISCELLANEOUS PROGRAMS.

a. Assist town and city officials in planning public playgrounds and recreation facilities for young people.

b. Encourage colleges, universities and technical schools to furnish scholarships or to establish other means of assisting capable and deserving students of low economic resources.

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Chapter 7

CIVIL INFORMATION

1. MISSION. - The mission of military government in civil information is to:

a. Observe Japanese civil information activities and report, as required, to higher headquarters.

b. In consonance with the policies and programs of higher headquarters, stimulate and assist the development of information media and organizations, and the planning and conduct of civil information activities.

2. DEFINITION. - Civil information is the collecting, organizing, and imparting of timely and essential knowledge to a population or a segment thereof.

3. APPLICATION TO THE OCCUPATION. - Occupation programs to democratize Japan are dependent for ultimate success upon the enlightened, voluntary action of the Japanese people. For example, land reform can become a fact by means of direction; it can be preserved and continued only through the intelligent effort of the Japanese people to preserve the conditions which make it possible. Intelligent effort must be based upon knowledge. Therefore, civil information, the means by which knowledge is made available to the Japanese people, is essential to implementation of occupation programs. It is usually the first step in the implementation.

4. EFFECTIVENESS. - The effectiveness of a civil information program depends upon its volume, scope and timeliness. Though not directly measurable, the effectiveness can be estimated by results in the program which is being published. Thus, the percentage of votes cast correctly at the polls is a fair indication of the success of an information program to explain the mechanics of voting.

5. OBJECTIVES. - The objectives of military government civil information activities are to:

a. Insure that the Japanese individual is provided with knowledge upon which he can base decision and voluntary action to protect his civil liberties and discharge his civil responsibilities.

b. Insure that representatives of Japanese information media and organizations are indoctrinated in the privileges and responsibilities attached to their positions.

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6. GENERAL FUNCTIONS.

a. Operating procedures of general application are contained in Chapter 3. In addition, the following provisions are particularly applicable to the regional team:

- (1) The normal functions of civil information officers of military government regions are supervisory and administrative and do not ordinarily involve direct contact with Japanese information media and organizations. However, Japanese agencies organized on a regional basis may be assisted in planning information programs for the region. In these instances, planning only is accomplished on a regional basis; implementation is effected through the prefectural teams and local Japanese agencies. Prefectural teams must be informed continuously of regional plans involving Japanese media or organizations in their areas.
- (2) In addition to administrative and directive files common to all sections, the following specialized files should be maintained:
 - a. Program -- A file for each information program showing work accomplished, in progress, and planned.
 - b. Media -- A file for each medium showing the capacities of the medium and pertinent work accomplished, in progress, and planned.

b. Operations involving direct contact with Japanese information media and organizations are functions of the prefectural team civil information officer. In addition to the general duties and functions described in Chapter 3, he should:

- (1) Compile and maintain files as described in 6a(2) above.
- (2) Consult with, advise, and assist representatives of Japanese media and organizations; orient them concerning their rights and responsibilities in a democratic society; advise them in planning and conducting information programs both to supplement national programs and to meet requirements peculiar to the prefecture.
- (3) Seek out, encourage, and assist responsible Japanese agencies and individuals in the local preparation of

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information materials such as books, magazine articles, pamphlets, et cetera.

- (4) Confer with Japanese in key positions, and others whose interests are affected, to survey and appraise public reaction to specific information programs; stimulate appropriate Japanese media and organizations to regulate the nature and scope of these programs to insure voluntary, enlightened, and timely action by Japanese individuals whose interests are affected.

7. DIVISION OF RESPONSIBILITIES.

a. Responsibilities of civil information officers and other military government officers occasionally overlap in their relationship to Japanese agencies. In these cases, both officers concerned are equally responsible for coordination. For example, the civil information officer is responsible for encouraging utilization of labor unions as media of information of interest to union members as citizens. Care must be exercised not to infringe upon the labor officer's responsibility for assisting the development of labor unions to accomplish specific labor objectives.

b. The civil information officer has primary responsibility for prefectural team activities in connection with the following Japanese agencies and facilities:

- (1) Newspapers.
- (2) Radio stations and receivers which are program outlets for Broadcasting Corporation of Japan.
- (3) Public address systems (railway station, theater, mobile, and others).
- (4) Motion picture and slide projectors (commercial and noncommercial) and theaters.
- (5) Citizens' Public Halls.
- (6) Magazine, book, and pamphlet publishers.
- (7) Public libraries and reading rooms (exclusive of school libraries and GHQ, SCAP, CI&E libraries).
- (8) Dramatic and theater groups.

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(9) English-speaking societies.

c. Primary responsibility for military government activity in connection with Japanese agencies listed below is assigned to officers other than the team civil information officer. However, the latter officer is responsible for implementation of civil information programs through these agencies.

- (1) Farm organizations.
- (2) Chambers of commerce and industry.
- (3) Labor unions.
- (4) Political organizations.
- (5) Women's organizations.
- (6) Public welfare organizations.
- (7) Professional organizations.

8. GENERAL HEADQUARTERS, SCAP.

a. The Civil Information and Education Section, GHQ, SCAP, is delegated responsibility for re-orientation and education of the Japanese. Civil information matters are dealt with by the Information Division of that section.

b. Civil information programs are developed as follows:

- (1) SCAP issues a directive to the Japanese government regarding action to be taken in a particular field such as governmental administration, agriculture, economics, education and the like.
- (2) In planning means and methods of complying with the SCAP directive, the Japanese government usually is authorized to maintain liaison with a designated section of GHQ, SCAP and receives therefrom appropriate assistance and guidance.
- (3) In coordination with the designated staff section, representatives of the Civil Information and Education Section and the Japanese government evolve a plan for national information activities. This information plan

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contains provisions for public statements and activities of GHQ, SCAP personnel and a series of decisions as to lines of action along which the Japanese government should be encouraged, including statements and activities by officials and types and quantities of information materials to be prepared and distributed.

- (4) Upon completion of an adequate plan by the Japanese government, the Information Division provides assistance in implementing the plan through national media; i.e., Kyodo News Service, newsreels, Broadcasting Corporation of Japan, and pamphlets, leaflets, and posters to be given national distribution.
- (5) Civil Information Division, other GHQ, SCAP staff sections involved, and the delegate of the Japanese government maintain continuous liaison during the implementation phase of the program to evaluate its effect and to plan and accomplish such adjustments as appear essential.

9. HEADQUARTERS, EIGHTH ARMY.

a. The Military Government Section, Headquarters Eighth Army, by means of liaison with the Civil Information Division, Civil Information and Education Section, GHQ, SCAP, is continuously informed concerning development of information programs. Upon the basis of data thus received, civil information plans and supplementary materials are prepared and distributed to military government units.

b. In the preparation of information plans and materials, liaison is effected with other elements of the Military Government Section, Headquarters Eighth Army in order to coordinate civil information activities with the program of the element concerned.

c. Policy for the conduct of military government civil information affairs is contained in OD 57 for 1947. Therefore, plans and other similar materials in connection with a specific information program or project are ordinarily non-directive. They are provided military government units as a form of assistance in the implementation of the broad program prescribed in the directive cited above.

d. While materials prepared to assist military government units in the implementation of an information program are ordinarily non-directive, they usually are pertinent not only to OD 57 but to other directives which prescribe specific action. Examples are those direct-

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ives issued in connection with land reform, organization of agricultural cooperative associations, and collection of taxes.

10. CORPS AND SEPARATE REGIONS.

a. Program plans and related material from higher headquarters are distributed directly to the teams through technical channels. Corps and separate regions may furnish such additional materials as may be required because of special circumstances in their respective areas of responsibility.

b. During the development and implementation of an information program, liaison must be maintained with other military government sections involved. Coordination of civil information with the activity to which it is related is essential.

11. THE PREFECTURAL TEAM. - It is emphasized that continuous attention must be given to assuring coordination between civil information activities and other team programs to which they are related.

a. Prefectural planning usually is based upon materials, such as directives, program outlines, etc., received from higher headquarters. However, planning may also be based occasionally upon information received by telephone from higher headquarters or upon local circumstances which make the need for an information program apparent.

b. Directives or other pertinent materials are studied in conference with personnel of other sections of the team concerned. For example, the economics officer is consulted in the case of land reform, organization of agricultural cooperative associations etc. Obtain from this conference specific data concerning:

- (1) Population groups within the prefecture whose interests are affected by the program under study.
- (2) Numerical strength and location of population groups involved. Upon this basis, later decisions are made relative to kinds and quantities of information materials which should be prepared and distributed and media which should be utilized.
- (3) Nature and scope of information required by Japanese individuals as a basis for voluntary, enlightened participation in the program being studied.
- (4) Time elements involved. If the program requires that the members of the population groups concerned take a

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particular line of action at a specified time, the information program must be regulated accordingly.

c. Giving consideration to the above data and to the capacities of local media, prepare an information plan making use of applicable portions of the material received from higher headquarters. The purpose of this plan is to outline action which Japanese agencies are to be encouraged to undertake, and that which is to be undertaken by military government personnel.

d. With the concurrence of interested team sections and the approval of the team commander, consult with Japanese agencies concerned. Orient these agencies on the program involved, giving particular emphasis to its application to circumstances in the prefecture. Encourage the Japanese to prepare a detailed plan for essential information activities along the lines contained in the military government plan. Exercise care to stimulate the initiative of the Japanese in planning their own program. It is neither necessary nor desirable that their plan conform to that of military government in every detail; it is necessary that it include adequate provision for the attainment of minimum objectives.

e. Upon completion of a satisfactory plan by the Japanese, provide them with necessary assistance in its implementation, but refrain from interfering when the Japanese themselves are capable of accomplishing results. For example, do not schedule a military government press conference or prepare a press release when an appropriate Japanese agency can and will release the same material with adequate effectiveness. The same principle should apply to the preparation and distribution of all information materials. In this connection, bear in mind continuously the military government role of providing encouragement and assistance to the Japanese. The Japanese themselves should prepare and distribute all necessary information materials except as described in sub-paragraph g. below. Assist by:

- (1) Suggesting ways and means of conducting press conferences, preparing press releases, posters, pamphlets, leaflets, and assisting in arranging for radio time, the use of public address systems, the arranging of public conferences, forums, and the organization and promotion of discussion groups and other similar projects.
- (2) Suggesting plans and mechanics of distributing materials received from national sources such as governmental ministries and other national organizations; suggesting the development of additional materials to satisfy local requirements.

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f. As the implementation of the program by the Japanese progresses, survey the distribution of information materials and evaluate its impact upon the population groups affected. Where necessary, make recommendations for remedial action to appropriate Japanese agencies.

g. Where necessary to support a Japanese-conducted information program which is not accomplishing minimum requirements, plan and conduct press conferences and arrange for the showing of appropriate films, preparation of releases for publication, conferences with Japanese audiences, and other projects to orient directly the population groups upon which impact of the Japanese information program is inadequate.

h. Participation in a particular information program is regulated by the capacities of the Japanese to solve their own problems. As their aptitude and manner of performance improves, continue to observe but reduce the scope of participation in their activities.

12. CHARACTERISTICS OF INFORMATION MEDIA.

a. It is essential to know the characteristics of all media of information in the area. This knowledge is indispensable in:

- (1) Providing encouragement and assistance to local media in planning and conducting information activities as described in preceding paragraphs.
- (2) Implementing programs to stimulate the development of free, democratic, and responsible information media.

b. Characteristics which determine the effectiveness of media are:

- (1) Coverage, both as to total number of persons reached and the distribution of coverage among various population groups; i.e., urban, rural, labor, youth, et cetera.
- (2) Frequency and duration of contact with individuals in coverage area.
- (3) Method of communication utilized, i.e., auditory, visual, or a combination of both. Information materials transmitted to the individual by radio or public-address system are readily received but may be transitory in effect unless of special interest to the listener. On the other hand, newspapers and other printed matter are assimilated with greater difficulty by the individual but the degree of retention by the

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visual is usually greater than by the auditory sense.

- (4) Effort required for utilization. For instance, an individual can listen to a public address system without conscious expenditure of effort but he must expend considerable effort to procure, read, and digest the content of a book.
- (5) Veracity. - In a society which practices freedom of speech and expression, the effectiveness of any media is in proportion to its reputation for truthfulness.

13. JAPANESE INFORMATION MEDIA.

a. Japanese information media experienced their most rapid development under the militaristic regime of the 1930's. The control exercised by the government authorities over every medium was complete. Representatives of the various media were limited strictly to giving expression to the approved propaganda line. Those few who were liberal in their concepts were forced to adhere to government policy in the interest of self-preservation. In this atmosphere, Japanese media became pipelines from the central government to every individual in the nation. This pipeline was intensively and effectively used, and carried to the Japanese people an extremely nationalistic propaganda line intended to secure popular support for the militarists' aggressive policy. This objective was successfully accomplished.

b. On 10, 24 and 27 September 1945, directives from SCAP to the Japanese government directed that government control of informational media be abolished. Since that time, the decentralization and democratization of Japanese media have progressed slowly but steadily. The economic difficulties of postwar Japan have created many obstacles. The tendency to look toward Tokyo and the central government for new concepts and doctrines has not been completely abandoned. Further, there still are many media representatives who mistake their liberties for license and give scant attention to their responsibilities to the public. These varied reactions must be accepted as normal. It must be remembered that the people involved are in the midst of revolutionizing their way of life and are breaking away from a heritage which is cast in a pattern centuries old. In view of these factors, it is essential in all contacts with Japanese media representatives, to exercise patience and tact, coupled with determination and persistence.

14. CENSORSHIP.

a. Censorship is the responsibility of Civil Censorship Detach-

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ment (CCD), G-2 Section, GHQ, SCAP. Military government units are not authorized to censor Japanese publications but may offer suggestions as to the general suitability of materials when requested by Japanese agencies. Materials which come to the attention of military government units because they appear to violate censorship policy should be called to the attention of the nearest CCD unit. Such materials will not be confiscated except as directed in each case by higher headquarters.

b. The present status of various media with respect to censorship is as follows:

- (1) Newspapers. - All are spot-censored after publication.
- (2) Magazines. - All are post-censored except 28 published in Tokyo.
- (3) Radio. - Broadcasts are monitored. There is no pre-censorship of scripts.
- (4) Motion pictures. - Scripts and films are censored prior to exhibition of film.
- (5) Exhibits and posters. - Pre-censored.
- (6) Pamphlets and leaflets. - Pre-censored.

15. OBSCENE LITERATURE, FILMS, ET CETERA. - Publication and traffic in obscene books, writings, pictures, and other objects are prohibited by Article 175 of the Criminal Code. Civil organizations or Japanese individuals who lodge complaints with military government units concerning these matters should be advised to consult Japanese law enforcement agencies. The elimination of such materials from the Japanese market is primarily a Japanese government matter and should not be made the subject of a campaign by military government units. However, particularly noteworthy information in connection with traffic in obscene materials should be reported to higher headquarters.

16. LIBEL LAWS. - Articles 230-232, inclusive, Criminal Code, define the acts of libel and indictable slander and prescribe the penalties therefor. Additional information on this subject is contained in "Government News", 5 December 1947 (published and distributed by Government Section, GHQ, SCAP). Articles 709 and 723 of the Civil Code are also applicable.

17. NEWSPAPERS.

- a. There are more than 500 newspapers in Japan, ranging in

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circulation from 100 to 3,000,000. The total daily circulation of newspapers is approximately 18,000,000 or about 1 newspaper per 5 persons. Nearly every prefecture is covered partially by one or more of the three dailies claiming national circulation, ASAHI, MAINICHI, and YOMIURI. In addition, most prefectures have at least one daily published locally and supported by local subscribers. Each prefecture also has a number of smaller papers which publish at intervals from tri-weekly to monthly.

b. The following provisions should govern, in general, relationship with representatives of the press:

- (1) Be familiar with each newspaper in the area regardless of size or importance. In the release of news for publication, all newspapers must be dealt with impartially. News should be released simultaneously, where practicable, to representatives of all papers in the prefecture. Where publishers are located at a distance from military government headquarters, urge them to arrange for correspondents to act in their behalf.
- (2) Only when it is impracticable for a Japanese agency to release the same information should military government prepare the copy and issue it to the press. If the subject material is of major importance, present it to reporters at a press conference. Include radio representatives in press conferences.
- (3) Plan press conferences carefully in advance. The spokesman normally designated is that member of the team who is most qualified to discuss the subject material concerned. This individual should plan the material he intends to cover, commit it to writing, and be prepared to accept responsibility for its content.
- (4) The civil information officer, who is normally responsible for arranging all press conferences, opens the conference by explaining its purpose and introducing the military government spokesman. Use the most capable and trustworthy interpreter available. One or more additional interpreters also should be present to call attention to interpretations which might be misleading.
- (5) Following the spokesman's presentation of material, press representatives may ask questions concerning the

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conference topic. The spokesman may answer them if he considers an answer desirable but should not extemporize on material which he has not planned to present. Questions other than those dealing with the conference topic are referred to the civil information officer.

- (6) Press representatives may submit written questions, in either Japanese or English, preferably the latter, concerning any matter within the jurisdiction of the military government team. The questions are answered by the civil information officer as promptly as practicable in the same language in which received. Answers dealing with routine matters may be given by telephone where considered advisable.
- (7) Release material either at a news conference or as prepared copy only when it embodies actual news value. Information concerning occupation programs usually is newsworthy if presented in proper form at the opportune time.
- (8) Reporters should be encouraged to prepare their copy in their own style based upon military government or other press conferences or prepared releases. However, the need for accurate reporting and for using simple language must be emphasized continuously.
- (9) A publisher represented by a reporter consistently guilty of inaccurate reporting should be requested to withdraw him and substitute another. Publishers who fail to print corrections of inaccurate statements or who otherwise display an uncooperative attitude should be barred from representation at conferences.

18. RADIO.

a. In both theory and practice, the system of radio in Japan parallels directly the British system of broadcasting. Operating as one corporation, the Nippon Hoso Kyokai (Broadcasting Corporation of Japan, or "BCJ") was granted a charter in 1926 allowing exclusive broadcasting rights. The charter stipulates also that BCJ shall be a non-profit organization. Income for operating is obtained by assessing a listening fee for each receiver. Fees are collected by BCJ collectors making house-to-house visits, except in a few isolated rural areas where postal officials accomplish collections.

b. Main offices of BCJ are in Tokyo, but large subsidiary

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organizations are maintained in seven major population centers: Osaka, Nagoya, Hiroshima, Kumamoto, Sendai, Sapporo and Matsuyama. These seven central stations relay programs from Radio Tokyo to local stations in their areas of responsibility and also exercise general supervision over their affairs. Since the end of World War II, relatively few broadcasts have originated from stations other than Radio Tokyo. However, the use of programs prepared in central and local stations is increasing. During the war years, broadcasts were controlled strictly by the Ministry of Communications.

c. BCJ currently utilizes 117 broadcast frequency outlets. These stations are operated as two networks designated as "Number One" and "Number Two". Number One is designed to accomplish blanket coverage of Japan. Number Two is intended to service major metropolitan areas and to give the listener a choice of programs. Broadcasting facilities now in use were installed before 7 December 1941; war damage and normal deterioration have reduced them to a poor state of repair. Shortage of material since the end of the war has prevented much needed modernization.

d. As of 1 March 1947, there were approximately 1,675,000 licensed radio receiving sets in Japan and an estimated minimum of 500,000 unlicensed receivers. Most of these are standard broadcast-band receivers, since few short-wave sets have been available for purchase by the public. Numerous sets, however, are inoperable for lack of repair parts, particularly vacuum tubes. Shortage of electric power also makes it necessary for many families to keep their radios turned off for varying portions of the broadcast day. While about 90% of Japan's population is within the listening area of at least one broadcasting station, the total potential listening audience is estimated to be slightly below 34 million.

e. The Radio Unit, Civil Information and Education Section, GHQ, SCAP, exercises surveillance of BCJ operations and assists the other sections of GHQ, SCAP in using radio to insure public understanding of all directives, and all policies and plans for the political, economic, and social rehabilitation of Japan. The Civil Communications Section, GHQ, SCAP, exercises surveillance over the technical and fiscal aspects of BCJ operations. Both of these GHQ, SCAP agencies direct their efforts toward assisting BCJ to establish itself as a reliable source of information, education and entertainment for the Japanese public.

f. All BCJ broadcasts are monitored, but programs are not censored prior to broadcasting. Radio station managers frequently submit material for pre-censorship, particularly if the script in question deals with some phase of the occupation. Decisions concerning submission of material for pre-censorship are the prerogative of the station manager

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since he is held responsible for the content of broadcasts emanating from his station.

g. Local radio stations are located in nearly all prefectures in Japan and constitute a major factor in the programs of team civil information officers. Liaison with radio station personnel should be conducted along the following lines:

- (1) Be thoroughly familiar with the characteristics and capabilities of radio in the area, including both broadcasting facilities and the listening audience.
- (2) Encourage the radio station manager to make maximum use of time allocated to stations for local broadcasts. Do not attempt to introduce American production techniques such as background music and complicated sound effects. Rather, encourage station personnel to improve techniques which are compatible with Japanese listening habits.
- (3) Wherever possible, encourage radio station personnel, especially the program director and manager, to take part in conferences involving local problems in which radio could be useful in performing a community service. Local radio stations also should be represented at press conferences.
- (4) Preparation of spot announcements and other material for broadcast normally is the function of the radio station. Provide guidance and assistance in programming and production in accordance with available experience and capability. Such assistance must be based on careful consideration; avoid hasty and ill-founded recommendations.

19. MOTION PICTURES AND SLIDES.

a. Military government civil information officers have no connection with the production or distribution of Japanese entertainment films. Japan's film industry is centered for the most part in Tokyo, and surveillance over its activities is the responsibility of the Civil Information and Education Section, GHQ, SCAP.

b. Under the provisions of Circular 12, GHQ, SCAP, 1946, American entertainment films are exhibited in Japan through the Central Motion Picture Exchange, a SCAP-licensed agency representing major

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American film producers. Military government units are responsible only for assisting its representatives under the provisions of OD 57 for 1947.

c. Japanese educational and documentary films are available for rental through commercial distribution agencies. Local organizations are to be encouraged to make maximum use of these films. Military government motion-picture projectors and films may be loaned to Japanese agencies under conditions set forth in OD 37 for 1948.

d. Japanese-produced slides are also available through commercial agencies and are listed in catalogues which usually may be obtained in social education sections of prefectural governments. They are an effective medium of information but their high cost of production limits the number available. Prior to recommending local production of slides in connection with a specific information program, give serious consideration to the cost as opposed to the importance of the project concerned. The narrative for locally-produced slides should be submitted to CCD for examination and approval. The finished slides also must be approved by CCD before being exhibited.

20. CITIZENS' PUBLIC HALLS.

a. The civil information officer should be assigned responsibility for military government programs in connection with Citizens' Public Halls (CPH). Specific projects, such as vocational education and athletics, may be developed by other officers or selected members of the military government team but should be coordinated with the civil information officer.

b. There are about 3500 CPH's in Japan in varying stages of development. Only a few are engaged in aggressive, effective programs. Potentially, these agencies are capable of exerting tremendous influence upon community life through the numerous projects which they could implement, such as libraries, adult schools, and many others. Actually, however, only a small part of their potential capacities for implementing these programs has been utilized.

c. Encourage the development of a few selected CPH's in carefully chosen locations in the prefecture. These locations should be accessible to a maximum number of people from other towns and villages. Thus, the CPH's at these selected points will serve as example and inspiration to members of other municipalities.

d. The CPH is a community enterprise whose development should stem from the people themselves. It should function as a school for democratic procedure in all its programs. Interference or participation by governmental agencies which restrict the initiative and freedom of ex-

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pression of the citizens is to be discouraged. Encourage the democratic formation of a CPH committee and appropriate sub-committees and advise and assist in the development of a constitution and by-laws and an aggressive development program. Appropriate materials for guidance in CPH affairs will be provided from time to time by higher headquarters.

21. PUBLIC LIBRARIES AND CIVIL INFORMATION READING ROOMS.

a. Public libraries, excluding those which are an integral part of an educational institution, and civil information reading rooms are the responsibility of the civil information officer.

b. The problem of promoting the development of Japanese libraries must be approached from two viewpoints: first, that of extending public utilization of existing libraries; and, second, that of encouraging the expansion of library facilities.

c. There are numerous libraries in Japan, but their use has been reserved for a privileged few. Japanese librarians do not ordinarily promote the use of books in their charge. It is not uncommon to see library shelves protected by wire which blocks access to books. The books themselves do not include those titles which are particularly useful as a source of practical, modern knowledge applicable to solving the problems of today. Seek out these unused facilities and indoctrinate community leaders concerning the need for a library. Dark, gloomy, inaccessible library rooms must be brightened and their presence made known to the public, which also must be encouraged to use them. Community library committees may be organized and school officials may be urged to participate in areas where schools are without libraries. Student committees may also be formed to perform various services and promotional activities. Initially, library projects will be on a small scale and limited by financial and other material shortages. These obstacles, however, must not be permitted to deter community planning, especially plans for maximum use of existing facilities.

d. A civil information reading room may be utilized as a nucleus for development by the Japanese community library. The reading room may be made a part of an existing Japanese library with the English language material as a stimulant for public use of the entire library. It also may be used as the beginning of a new library project or may be established on a circulating basis to make modern books and magazines available to remote areas. Used books and magazines should be procured locally from billets and other occupation force installations, and inventories prepared and forwarded to higher headquarters for approval. Additional materials also are provided from time to time by higher headquarters.

(1) As a device to insure a continuous supply of publica-

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tions, arrangements may be made with military units to "adopt" reading rooms. In such cases, the unit and personnel concerned must be oriented on the purpose of the reading room and the policy governing its operation.

- (2) A reading room should be opened only when there is reasonable certainty that it can be maintained in a creditable manner. Reading rooms should be discontinued where they are not used or when an adequate supply of publications cannot be obtained.

e. At the direction of SCAP, the Japanese government is establishing library facilities in seventeen major cities. These libraries, a few of which already are in operation, are supervised by American librarians and operated by Japanese assistants. They are stocked with American publications. Military government is charged only with providing assistance in locating suitable physical facilities and in requested logistical support for SCAP representatives. The establishment and operation of these library projects are administered directly by Civil Information and Education Section, GHQ, SCAP.

22. MAGAZINES.

a. In 1947 there were about 1600 magazines in publication in Japan, about 73% of which were produced in the Tokyo area. In nearly every prefecture there are a few magazines in publication. Be familiar with all of them.

b. Liaison with magazine publishers is conducted generally along the same lines as with newspaper representatives, with one exception. Military government, as such, does not prepare material for publication in Japanese magazines. However, under certain circumstances, military government personnel, as individuals, may prepare magazine articles. For example, if the military government team medical officer is requested to prepare an article for a Japanese professional magazine and it is considered that such an article will contribute to occupation objectives, its preparation and publication are permissible. Authorship will not be credited to military government in any way, but to the individual, such as: "Captain John Doe, MD, United States Army". Articles of this nature are subject to the same censorship as the publications in which they are to appear. Further, in all such projects, approval must be given by the military government unit commander based on the following:

- (1) The proposed article must contribute to occupation objectives.

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- (2) The purpose of the article from the publisher's viewpoint is commendable and is not for the purpose of promoting the magazine's sales.
- (3) Publication of the article will add to the prestige of the occupation forces.

23. POSTERS AND EXHIBITS.

a. Posters, widely used in Japan as a medium of information, also represent a form of art in that they give expression to the traditional Japanese talent for using line and color. The major difficulties confronting the civil information officer in encouraging local production of posters are shortages of paper and inks and production costs.

b. Prior to recommending to Japanese agencies that posters be produced locally, first determine that maximum use is made of those posters provided from national or other sources. Military government units will be notified from time to time of posters prepared by national agencies, the number of copies printed, date and manner of distribution, and prefectural agencies to which they will be shipped. Posters prepared locally should supplement these both in volume and content.

c. The cost may be materially reduced by simplicity in preparation. For example, Japanese artists are prone to use multiple colors which add greatly to production costs. Large posters also are frequently used when smaller ones would be as effective. Producing agencies should be advised that black and white can be used as artfully as color and that a great number of small posters can be produced, without loss of effectiveness, from the same amount of paper required for a small number of large posters.

d. Kami-shibai or "paper theater" is a combination theatrical-educational device unique to Japan. It consists of a series of placards, usually done in excellent multiple colors, which are prepared and exhibited in sequence accompanied by a narration by the exhibitor. Kami-shibai are expensive to produce and their exhibition requires a trained operator with a flair for the theatrical, the ability to relate a story well, and realization of the impact of his work upon an audience. Because of their cost and the time required for production, kami-shibai are best adapted to long-term information programs such as those on civil rights, the new constitution, the criminal code, and others.

e. Exhibits, a series of posters which express a narrative, are useful in much the same manner as kami-shibai. They may consist of pictures and captions or may be posters. They frequently are used in large department stores, libraries, schools, newspaper offices, and other points

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accessible to large numbers of people.

f. In addition to those sources described above, posters and exhibits are obtained by military government units from the Exhibits Unit, Civil Information and Education Section, GHQ, SCAP. This material is circulated among military government regional headquarters, from where it is further distributed to prefectural teams. School children have also displayed surprising talent in preparing posters for military government inspired poster contests. This kind of program is particularly worthy of exploitation since, in addition to securing a considerable volume of excellent posters, the project is distinctly educational in itself.

24. PAMPHLETS, LEAFLETS AND BOOKS.

a. The printed word, giving clear and objective expression to fact, is capable of creating deep and lasting impressions upon a literate public. Newspapers and magazines, reporting upon or otherwise dealing with day-to-day and week-to-week events, are essential in that they advise the individual of the trend of events. Pamphlets, leaflets, and books, less transient in nature than newspapers and magazines, may be preserved for study; their capacity for inspiring conviction and consequent action is less urgent but more permanent. "Pamphleteering" is noteworthy in history in that it appears to have provided a means of expression to men who originated or supported new and sometimes revolutionary doctrines.

b. The first task in encouraging the production of pamphlets, leaflets, and books, is to seek out local publishers capable of producing such materials. These individuals must be impressed with the necessity for stimulating creative effort in the prefecture and for bringing to an end the tendency to consider Tokyo as the fountain-head of all culture in Japan. Urge publishers to seek out authors who can produce materials on current issues of general interest and in technical and professional fields. Printed matter of this nature has a sales value and should be encouraged as a commercial enterprise.

c. Agencies which are possible sources for preparation of worthwhile manuscripts are labor unions, farm organizations, technical schools, successful private citizens, youth organizations, and many others.

d. Potential customers for printed matter described above may be found in the same groups which produce them. Libraries, reading rooms, commercial sales enterprises, and other agencies also can function as means of distribution.

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25. DRAMATIC AND THEATRICAL SOCIETIES.

a. To date, military government has undertaken only limited activity in encouraging the development of theatrical or dramatic groups as information media. Theatrical interest and activity are centered for the most part in Tokyo, under the surveillance of GHQ, SCAP.

b. Short skits are particularly applicable for use by organizations in dramatizing incidents or issues of current interest. The production of skits over local radio should be encouraged in accordance with the technical skill of available personnel.

c. Materials for use in work with amateur dramatic groups will be provided by higher headquarters as it becomes available.

26. ORGANIZATIONS.

a. Organizations which should be encouraged to participate in information programs are listed in paragraph 7, above. All projects must be coordinated with the officer who has primary responsibility for the organization involved. For instance, in planning information projects involving labor unions, consult the team labor officer; with those involving farm organizations, consult the economics officer.

b. Encourage available organizations to not only enlighten their membership but also to produce the necessary information materials, particularly pamphlets, leaflets and posters. Organizational activity in these directions must necessarily be initiated by orienting the key personnel. To this end, they may be invited to attend appropriate press conferences and other meetings.

c. Outlines of suggested projects and other similar material will be provided by higher headquarters.

27. ENGLISH-SPEAKING SOCIETIES. - English-speaking societies, limited in number, are developed as an aid to surmount language difficulties. Urge these societies, many of which exist in name only, to plan and undertake active programs. Projects to be encouraged are the study of selected works in English, the preparation of digests in Japanese, and translation for publication of authorized pamphlets, leaflets, et cetera. In advising such projects, be certain that the publishers comply with copyrights. Inquiry on questionable cases should be addressed to higher headquarters.

28. DIRECTIVES.

a. Directives - SCAP to Japanese government:

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- (1) SCAPIN 16, 10 September 1945 - "Freedom of Press and Speech". Content - The Japanese government will issue necessary orders to prevent the dissemination of news, through newspapers, radio broadcasting or other means of publication, which fails to adhere to truth or which disturbs public tranquility.
- (2) SCAPIN 33, 19 September 1945 - "Press Code for Japan".
- (3) SCAPIN 43, 22 September 1945 - "Radio Code for Japan".
- (4) SCAPIN 51, 24 September 1945 - "Disassociation of Press from Government". Content - Elimination of government-created barriers to dissemination of news and removal of direct or indirect control of newspapers and news agencies.
- (5) SCAPIN 52, 24 September 1945 - "Clarification of Censorship Directive".
- (6) SCAPIN 66, 27 September 1945 - "Further Steps Toward Freedom of Press and Speech". Content - Directive to render inoperative the procedure for enforcement of peacetime and wartime restrictions on freedom of the press and freedom of communications.
- (7) SCAPIN 93, 4 October 1945 - "Removal of Restrictions on Political, Civil and Religious Liberties". Content - Abrogation of all laws restricting freedom of thought, religion, assembly and speech.
- (8) SCAPIN 146, 16 October 1945 - "Elimination of Japanese Government Control of the Motion Picture Industry". Content - Directive to render inoperative the procedures for enforcement of peace-time and war-time restrictions on freedom of speech in motion pictures including newsreels.
- (9) SCAPIN 195, 26 October 1945 - "Elimination of Newspaper and Publishers' Control and Distribution of Paper". Content - Japanese government required to assume control of distribution of newsprint and foreign-type papers to publishers.
- (10) SCAPIN 735, 14 February 1946 - "Publication of Readers' Digest in Japan".
- (11) SCAPIN 776, 26 February 1946 - "Banned Books and Other

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- Publications". Content - All restrictions on free circulation of publications by libraries to be abrogated.
- (12) SCAPIN 824, 17 March 1946 - "Confiscation of Propaganda Publications". Content - List of publications to be collected and stored; instructions for disposal to be given later.
 - (13) SCAPIN 843, 27 March 1946 - "Confiscation of Propaganda Publications - Supplement No. 1". Content - Propaganda publications to be confiscated in addition to those listed in SCAPIN 824.
 - (14) Ltrs, GHQ, SCAP; 15 April 1946, 30 April 1946, 17 May 1946, 31 May 1946, 10 June 1946, 8 July 1946, and 31 July 1946; Supplements 2-8 inclusive - "Propaganda Publications to be Confiscated in Addition to Those Listed in SCAPINS 824 and 843".
 - (15) SCAPIN 1056, 8 July 1946 - "Census of Foreign Films in Japan". Content - Instructions for taking a census of foreign films in Japan as of 15 July 1946.
 - (16) Circular 12, GHQ, SCAP, 5 December 1946 - "Admission of Foreign Magazines, Books, Motion Pictures, News and Photograph Services, et cetera, and their Dissemination in Japan".
- b. Operational Directives, Headquarters Eighth Army.
- (1) OD 85, 17 October 1946 - "Public Opinion Polls".
 - (2) OD 5, 10 January 1947 - "Public Opinion Polls".
 - (3) OD 22, 1 March 1947 - "Local Government Elections".
 - (4) OD 57, 16 August 1947 - "Civil Information Activities".
 - (5) OD 2, 7 January 1948 - "Electric Power Rationing Program of the Japanese Government".
 - (6) OD 3, 9 January 1948 - "Japanese Agricultural Cooperative Program".
 - (7) OD 22, 31 March 1948 - "Agricultural Production-Collection Program for 1948".

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- (8) OD 37, 26 May 1948 - "Equipment for Use by Military Government Units in Connection with Civil Information Activities".

29. PUBLICATIONS. - The publications listed below contain information pertinent to civil information activities:

- a. "Industrial Progress", published weekly by Economic and Scientific Section, GHQ, SCAP.
- b. "Labor Division News", published monthly by Economic and Scientific Section, GHQ, SCAP.
- c. "Weekly Summary", published weekly by Natural Resources Section, GHQ, SCAP.
- d. "CI&E Bulletin", published twice monthly by CI&E Section, GHQ, SCAP.
- e. "Public Health and Welfare Bulletin", published weekly by PH&W Section, GHQ, SCAP.

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Chapter 6

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CIVIL EDUCATION

1. MISSION. - The mission of military government in civil education is to provide essential guidance and assistance to the Japanese with reference to:

a. The establishment of a democratic school system which will give equal educational opportunity to all its youth irrespective of social, economic, political, religious, or racial background.

b. The elimination of all militaristic and ultra-nationalistic influences from their educational program.

2. GENERAL.

a. Operating procedures of general application are contained in Chapter 3.

b. From the point of view of the regional team the following additional procedures are desirable:

- (1) Inspect educational institutions throughout the region. Accompany each prefectural civil education officer on a few school inspections and learn the problems facing these institutions. Study these problems and seek solutions to them so as to be better prepared to advise team civil education personnel in the solution of similar problems. Suggest methods of improving the quality of school inspections. Stress the value of school inspection reports.
- (2) Encourage team civil education officers to assist the Japanese officials in making long range plans for:
 - a. Inauguration of the 9th school year in 1949.
 - b. Redistricting where necessary.
 - c. School budgets.
 - d. Future building programs.
 - e. Establishment of lower secondary schools.
 - f. Establishment of upper secondary schools and vocational schools.

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- (3) Study and become familiar with all teacher screening directives. Assist team civil education officers in giving guidance to local screening committees in the preparation of evidence to be forwarded to the Central Inquiry Committee in cases where teachers who have been screened out have appealed to that committee.
- (4) Direct the activities of the Japanese Arts and Monuments Field Inspector employed in the region under the provisions of OD 23 for 1948. Cause him to maintain close liaison with the regional civil education office and to keep the civil education officer informed of his activities.
- (5) Keep maps posted of the region and of each prefecture showing the status of school inspections. Post charts showing the status of teacher screening by prefecture, the number of schools of each type in each prefecture, the number of schools inspected, the number of teachers holding each class certificate, the current teacher shortage, the number of school houses under construction, the number of PTA's, et cetera.

c. From the point of view of the prefectural team, the following additional procedures are desirable:

- (1) Maintain a map of the prefecture showing the status of school inspections. Post charts showing the status of teacher screening, the number of schools of each type in the prefecture, the number of schools inspected, the number of teachers holding each class certificate, the current teacher shortage, the number of school houses under construction, the number of PTA's, et cetera.
- (2) Confer frequently with local agencies, associations and organizations whose functions deal with formal education, adult education or youth activities. Explain particular programs initiated by GHQ, SCAP within their fields. Encourage them to carry out these programs. Determine what difficulties they are meeting and assist them in solving their problems.
- (3) Determine by means of conferences, inspections, translations from local newspapers, et cetera, whether education officials are using all means available to

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inform the people of the need of, and the benefits to be derived from, all reforms initiated by GHQ, SCAP or by the Japanese government in the field of education. Coordinate this matter with team civil information section.

- (4) Confer with the education section of the prefectural government and determine whether the school inspectors or teacher consultants have received the new "Handbook for Teacher Consultants". Call a conference of these inspectors or teacher consultants and determine what use they are making of the handbook. Instruct them in the proper methods of using it and in proper methods and techniques to use in supervising and assisting classroom teachers.
- (5) Encourage Japanese officials to establish sections on social education and library service within the education section if this has not been done.
- (6) Encourage Japanese officials to appoint professional educators (qualified by training and experience) to all administrative or supervisory positions in the educational section of the prefectural government as vacancies occur. Request the team commander to impress on the prefectural governor the importance of and necessity for this action.
- (7) Encourage Japanese officials to set up training courses for supervisory officials in education and assist them in organizing these courses.

3. SCHOOL INSPECTIONS. - Conduct a minimum of five school inspections each month as prescribed by OD 92 for 1946, as amended, and submit reports of these inspections to higher headquarters. Observe the following methods and techniques in connection with school inspections:

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a. The five school inspections on which reports are rendered should be made by the civil education officer. If it is impossible for him to make all five of the inspections his principal assistant should make the remaining ones. As many inspections of other schools should be made by assistants as the volume of other necessary work will permit.

b. Use at least an entire day to inspect a school.

c. Conduct the majority of inspections in elementary and secondary schools.

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d. Over a period of several months, spread inspections throughout the prefecture. In addition to the minimum five schools inspected monthly, make reinspections of schools from time to time to insure that deficiencies noted at the original inspection have been corrected.

e. In addition to ascertaining the information required on the school inspection report, determine the major problems being faced by the school. Suggest solutions to these problems. Hold a conference with the teachers before leaving the school. Point out to them the good things observed and things needing correction. Suggest proper corrective action. Suggest good teaching techniques.

f. Hold a conference with the principal. Give him suggestions on improving the administration of the school, the use of teachers and teaching loads, schedule making, physical education program, lunchrooms, extra-curricular activities and student government activities.

g. Determine if the school has received its share of new textbooks. If it has not, report that fact to the prefectural education officials and follow up on their corrective action.

h. As a result of the facts, observations and conclusions gained from school inspections, confer with the prefectural education officials (including teacher consultants or inspectors) and recommend improvements that should be made throughout the entire prefecture. In this way the education officer can spread his guidance over the entire prefecture. During subsequent inspections, check to see if these improvements have been made or to what degree they have been made. Confer again with the officials and point out improvements that should be made. The process is a continuing one.

i. Study ways and means of improving school inspections. New techniques discovered as a result of these studies should be passed on to the regional civil education officer and by him to the other civil education officers in the region.

4. IN-SERVICE TRAINING PROGRAM FOR TEACHERS. - Assist and encourage the Japanese to establish an "in-service" training program for teachers as directed in paragraphs 2d and 3c of OD 19 for 1947. In this connection the following are essential activities.

a. Assist principals and teachers in:

- (1) Scheduling and conducting regular teacher conferences. These conferences should be planned by the teachers themselves and the subjects discussed should deal with the improvement of teaching methods and techniques and

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the use of the "Course of Study".

- (2) Organizing study groups of specialized teachers, such as social studies teachers or mathematics teachers, by interested groups of teachers. These groups should study methods of teaching in their particular fields.
- (3) Organizing groups of teachers to listen to the "Teachers' Hour" broadcast by the Broadcasting Corporation of Japan. If it is impossible for all teachers to listen in, a few should do so and report on the program at a teachers' meeting held later in the week.
- (4) Sending teachers as delegates to regional educational conferences scheduled by the Ministry of Education. For example, if a conference on secondary education is conducted, each secondary school should send delegates. When these delegates return to the school they should pass on the information obtained to the remainder of the teachers at a teachers' conference called for that purpose.
- (5) Establishing teachers' reference libraries. These libraries may consist of only a very few professional books, magazines and journals. A teachers' room or a separate room may be used as a library depending on the number of books, magazines and journals available.
- (6) Using the Ministry of Education handbook on the "in-service" training of teachers. This handbook encourages each school to organize an in-service training program on a yearly basis and suggests ways and means of doing so. Education officials, principals and teachers should be urged to make full use of it.

b. Assist the prefectural education officials in:

- (1) Establishing demonstration or experimental schools, possibly in connection with normal schools, where new methods of teaching can be tried out and perfected for other teachers to observe. Plans should be developed which permit the maximum possible number of teachers to attend these demonstration schools.
- (2) Arranging demonstration classes, possibly in each school, for teachers to observe. Methods found to be

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most successful in the demonstration schools should serve as a basis for these demonstration classes.

5. **TEACHER SCREENING.** - Maintain close liaison with the prefectural teacher screening committee to insure that all teachers guilty of militaristic and ultra-nationalistic activities are removed from the schools. In order to accomplish this mission:

a. Become familiar with Imperial Ordinance 263, May 1947, Ministry of Education Instructions (Mombusho Munrei) Number 3, 1 May 1947, and all other directives on screening published by the Ministry of Education. Imperial Ordinance 263 has been issued to all military government teams. The Ministry of Education directives can be obtained from the prefectural education office.

b. Request regular activities reports from the screening committee in order to keep informed of its activities.

c. Maintain a list of all teachers who are screened out or purged to insure that these persons are not allowed to hold official office in the government or in educational positions. Be on guard to insure that purged teachers do not continue their influence in the schools.

d. Instruct the screening committee on how to prepare the necessary evidence to forward to the Central Inquiry Committee in cases where screened-out teachers have appealed to that committee. Encourage prompt action in the preparation and forwarding of these cases.

6. **REORGANIZATION OF THE SCHOOL SYSTEM.** - Assist in the reorganization of the school system along democratic lines and in accordance with the "6-3-3 plan" by performing the following functions:

a. Make a careful study of the existing school system in the prefecture to include the number of schools of each type, the number of students attending each type, the distance traveled by students, the condition of school houses, and the number of children of school age who are not attending school.

b. As a result of this study give guidance and assistance to Japanese education officials in determining the number of schools of each type which should be established and where they should be located, the best use of present buildings, the repairs needed on these buildings and the planning of future building programs based on the needs of the different communities. It should be kept in mind that each school adminis-

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trative district should contain all elements of the "6-3-3 plan" of organization.

c. Assist education officials in working out plans to provide for the compulsory 9th year in 1949.

d. Assist education officials in eliminating from public schools all methods of school entrance selection based on economic status, family position, creed, or political belief.

e. Assist Japanese officials in the preparation of education budgets. Check on the sources of revenue. Advise them against counting contributions and donations as sources of revenue. Teach them to list each item of the budget separately so that it may be defended. There should be no concealed items (items which are included with more important ones so as to conceal their identity and draw attention away from them) in the budget. The budget should show unit cost of operation for all types of schools.

f. Through school inspections determine if the schools have received the new textbooks. Check through education officials to determine if all schools have received their share of these books. If not, make recommendations to correct discrepancies in the system of distribution.

g. Encourage officials to furnish as much equipment for the schools and as many teaching aids for the teachers as the budget will allow. Instruct the education officials in the preparation of simple, inexpensive teaching aids so that they may in turn instruct all the teachers of the prefecture in the preparation of these materials.

h. Assist education officials and school principals in planning and developing health and sanitation programs in each school. Coordinate with the team public health officer in this work.

i. Assist principals and community leaders in the establishment of the new-type democratic parent-teacher associations. Strive to have a PTA in each school. Coordinate with the team civil information officer in publishing the need for, and the advantage to be derived from PTA's.

j. Encourage the establishment of co-education as a basic pattern in education in order to provide equal educational opportunity for and normal social development of boys and girls. However, do not attempt to force co-education upon the Japanese because the final decision in this matter rests with the Japanese themselves.

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k. Assist private schools in the solution of their problems when possible.

7. LOCAL CONTROL OF THE SCHOOL SYSTEM. - Furnish guidance and assistance to the Japanese in the decentralization of control of the school system as provided for by the Local School Board Law. The following activities should be initiated:

a. An information program should be planned in conjunction with the team civil information officer to point out to the people:

- (1) The purpose of the law.
- (2) The provisions of the law.
- (3) The method of selection, and the powers and duties of school boards.
- (4) The importance and value of school boards and their great responsibilities to the people of Japan as their representatives in school affairs.
- (5) The qualifications of a good school board member and the necessity for selecting the best qualified people available.
- (6) The method of nomination and election of candidates.

* b. After the election of school boards, furnish guidance to each board in the selection of a superintendent of education and in the administration of the schools in its district. Make every effort to secure the appointment of men qualified by experience and training to be superintendents of education.

* c. When the superintendents of education have been appointed, furnish them guidance and assistance in the performance of their duties. Maintain close liaison with each superintendent and assist him in solving administrative and supervisory problems as they arise.

8. WOMEN'S AFFAIRS. - Encourage and furnish guidance and assistance to women's organizations throughout the prefecture. Responsibilities in this field include the following:

* a. The democratic organization and conduct of these groups. Teach them correct parliamentary procedure. Help them to draw up their constitutions and by-laws.

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b. Encourage the abolition of large, unwieldy organizations and the establishment of smaller organizations based on the interests of the various groups. Large groups are easily dominated and controlled by political parties or by government officials. Make every effort to avoid such control, or, if it already exists, to abolish it. *

c. Encourage and assist these groups to run their own affairs without relying on male advisors.

d. Assist them in planning programs aimed at informing women of their rights and duties as citizens of a democracy. Suggest programs that explain the necessity for and the objectives of the major reforms in the school system, agricultural activities, labor relations, food collections, public health, public welfare, local and national government, and industry. Maintain close cooperation with the team civil information officer for ideas and materials for these programs and for suggestions as to the proper time to use them.

e. Impress continually upon women that their rights, responsibilities and duties as citizens are exactly the same as those of men and that men and women must work together in order to build a democratic Japan.

f. Impress upon women that it is their duty as citizens to vote in every election and that they should decide how to vote after a study of the candidates and issues involved and not be influenced by how others vote or by how others tell them to vote.

9. TEACHERS' UNIONS. - Encourage teachers' unions to devote their efforts toward the improvement of teaching conditions, professional standards, and salaries of teachers, rather than toward attempting to control school administrative affairs. Encourage the teachers' unions to reduce the number of teachers devoting their entire time to union affairs instead of classroom teaching. Point out to union leaders that a teachers' union which aims its activities only at selfish goals, such as acquiring political power, will ultimately injure itself, the teachers, the schools, and the children of Japan. Also explain to union leaders that when they ask the government for an increase in teachers' salaries, they should be able to point out professional improvements the teachers are making to deserve the salary increase. ✓ *

10. ADULT EDUCATION. - Assist the Japanese in carrying on a program of adult education. The following are definite activities which should be carried on in this field.

a. The establishment of local organizations (clubs, PTA's,

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farmers' associations, discussion groups, women's groups, et cetera) in order to provide democratic media for the expression of opinion by adults on local and national problems and for the dissemination of information. Coordinate this program with the team civil information officer.

b. The establishment of Citizens' Public Halls and their inspection as they are established, making certain that they are operating as prescribed in the Ministry of Education directive, Hatsu-sha #122, dated 5 July 1946, subject: "Citizens' Public Halls: An Outline of Their Creation and Management". Coordinate this program with the team civil information officer.

c. The encouragement of community use of school plants for evening classes for part-time students and adults, discussion forums, recreation programs and PTA meetings.

d. The assistance of colleges and universities to establish extension courses for adults and their guidance in the selection of courses desired by the greatest number of people.

11. YOUTH ORGANIZATIONS. - Render assistance to communities in the development of youth organizations. Give particular attention to the selection and training of leaders of such organizations. Prevent the establishment of any organizations of the pre-war and wartime Seinen Dan type or the utilization of youth organizations for political, nationalistic or militaristic purposes. The civil education officer should:

a. Make a special report to higher headquarters without delay of any unwholesome or undesirable activities or practices discovered in connection with youth organizations.

b. Recommend the establishment of only 3 or 4 Boy Scout troops in each prefecture for the present. Scout uniforms, the flag ceremony and the study of the Morse or other codes are not recommended at the present time, but badges are permissible. Upon receipt of an operational directive concerning Girl Scouts, assist in the organization of Girl Scout troops according to the provisions of the directive.

c. Organize leadership training courses for youth group leaders in each gun and assist officials in finding a place in each community for youth groups to meet.

d. Endeavor to keep youth groups free of control by prefectural officials.

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12. RELIGION.

a. Maintain close liaison with prefectural officials to insure that the occupation objectives in the field of religion are understood and accomplished. These objectives are:

- (1) To establish and foster freedom of religion.
- (2) To separate church from state.
- (3) To prevent government sponsorship and support of State Shinto and the dissemination of its doctrines.
- (4) To prohibit militaristic and ultra-nationalistic movements from functioning under the guise of religion.

b. The civil education officer should familiarize himself thoroughly with OD 21 for 1947, subject: "Funerals, Memorial Services and Monuments for War Dead, Militarists and Ultra-Nationalists" and with SCAPIN 448. Report violations of a serious nature to higher headquarters by means of a special report.

13. MISCELLANEOUS PROGRAMS.

a. Assist town and city officials in planning public playgrounds and recreation facilities for young people. ✓

b. Encourage colleges, universities and technical schools to furnish scholarships or to establish other means of assisting capable and deserving students of low economic resources.

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Chapter 7

CIVIL INFORMATION

1. MISSION. - The mission of military government in civil information is to:
 - a. Observe Japanese civil information activities and report, as required, to higher headquarters.
 - b. In consonance with the policies and programs of higher headquarters, stimulate and assist the development of information media and organizations, and the planning and conduct of civil information activities.
2. DEFINITION. - Civil information is the collecting, organizing, and imparting of timely and essential knowledge to a population or a segment thereof.
3. APPLICATION TO THE OCCUPATION. - Occupation programs to democratize Japan are dependent for ultimate success upon the enlightened, voluntary action of the Japanese people. For example, land reform can become a fact by means of direction; it can be preserved and continued only through the intelligent effort of the Japanese people to preserve the conditions which make it possible. Intelligent effort must be based upon knowledge. Therefore, civil information, the means by which knowledge is made available to the Japanese people, is essential to implementation of occupation programs. It is usually the first step in the implementation.
4. EFFECTIVENESS. - The effectiveness of a civil information program depends upon its volume, scope and timeliness. Though not directly measurable, the effectiveness can be estimated by results in the program which is being published. Thus, the percentage of votes cast correctly at the polls is a fair indication of the success of an information program to explain the mechanics of voting.
5. OBJECTIVES. - The objectives of military government civil information activities are to:
 - a. Insure that the Japanese individual is provided with knowledge upon which he can base decision and voluntary action to protect his civil liberties and discharge his civil responsibilities.
 - b. Insure that representatives of Japanese information media and organizations are indoctrinated in the privileges and responsibilities attached to their positions.

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6. GENERAL FUNCTIONS.

a. Operating procedures of general application are contained in Chapter 3. In addition, the following provisions are particularly applicable to the regional team:

- (1) The normal functions of civil information officers of military government regions are supervisory and administrative and do not ordinarily involve direct contact with Japanese information media and organizations. However, Japanese agencies organized on a regional basis may be assisted in planning information programs for the region. In these instances, planning only is accomplished on a regional basis; implementation is effected through the prefectural teams and local Japanese agencies. Prefectural teams must be informed continuously of regional plans involving Japanese media or organizations in their areas.
- (2) In addition to administrative and directive files common to all sections, the following specialized files should be maintained:
 - a. Program -- A file for each information program showing work accomplished, in progress, and planned.
 - b. Media -- A file for each medium showing the capacities of the medium and pertinent work accomplished, in progress, and planned.

b. Operations involving direct contact with Japanese information media and organizations are functions of the prefectural team civil information officer. In addition to the general duties and functions described in Chapter 3, he should:

- (1) Compile and maintain files as described in 6a(2) above.
- (2) Consult with, advise, and assist representatives of Japanese media and organizations; orient them concerning their rights and responsibilities in a democratic society; advise them in planning and conducting information programs both to supplement national programs and to meet requirements peculiar to the prefecture.
- (3) Seek out, encourage, and assist responsible Japanese agencies and individuals in the local preparation of

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information materials such as books, magazine articles, pamphlets, et cetera.

- (4) Confer with Japanese in key positions, and others whose interests are affected, to survey and appraise public reaction to specific information programs; stimulate appropriate Japanese media and organizations to regulate the nature and scope of these programs to insure voluntary, enlightened, and timely action by Japanese individuals whose interests are affected.

7. DIVISION OF RESPONSIBILITIES.

a. Responsibilities of civil information officers and other military government officers occasionally overlap in their relationship to Japanese agencies. In these cases, both officers concerned are equally responsible for coordination. For example, the civil information officer is responsible for encouraging utilization of labor unions as media of information of interest to union members as citizens. Care must be exercised not to infringe upon the labor officer's responsibility for assisting the development of labor unions to accomplish specific labor objectives.

b. The civil information officer has primary responsibility for prefectural team activities in connection with the following Japanese agencies and facilities:

- (1) Newspapers.
- (2) Radio stations and receivers which are program outlets for Broadcasting Corporation of Japan.
- (3) Public address systems (railway station, theater, mobile, and others).
- (4) Motion picture and slide projectors (commercial and noncommercial) and theaters.
- (5) Citizens' Public Halls.
- (6) Magazine, book, and pamphlet publishers.
- (7) Public libraries and reading rooms (exclusive of school libraries and GHQ, SCAP, CI&E libraries).
- (8) Dramatic and theater groups.

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(9) English-speaking societies.

c. Primary responsibility for military government activity in connection with Japanese agencies listed below is assigned to officers other than the team civil information officer. However, the latter officer is responsible for implementation of civil information programs through these agencies.

- (1) Farm organizations.
- (2) Chambers of commerce and industry.
- (3) Labor unions.
- (4) Political organizations.
- (5) Women's organizations.
- (6) Public welfare organizations.
- (7) Professional organizations.

8. GENERAL HEADQUARTERS, SCAP.

a. The Civil Information and Education Section, GHQ, SCAP, is delegated responsibility for re-orientation and education of the Japanese. Civil information matters are dealt with by the Information Division of that section.

b. Civil information programs are developed as follows:

- (1) SCAP issues a directive to the Japanese government regarding action to be taken in a particular field such as governmental administration, agriculture, economics, education and the like.
- (2) In planning means and methods of complying with the SCAP directive, the Japanese government usually is authorized to maintain liaison with a designated section of GHQ, SCAP and receives therefrom appropriate assistance and guidance.
- (3) In coordination with the designated staff section, representatives of the Civil Information and Education Section and the Japanese government evolve a plan for national information activities. This information plan

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contains provisions for public statements and activities of GHQ, SCAP personnel and a series of decisions as to lines of action along which the Japanese government should be encouraged, including statements and activities by officials and types and quantities of information materials to be prepared and distributed.

- (4) Upon completion of an adequate plan by the Japanese government, the Information Division provides assistance in implementing the plan through national media; i.e., Kyodo News Service, newsreels, Broadcasting Corporation of Japan, and pamphlets, leaflets, and posters to be given national distribution.
- (5) Civil Information Division, other GHQ, SCAP staff sections involved, and the delegate of the Japanese government maintain continuous liaison during the implementation phase of the program to evaluate its effect and to plan and accomplish such adjustments as appear essential.

9. HEADQUARTERS, EIGHTH ARMY.

a. The Military Government Section, Headquarters Eighth Army, by means of liaison with the Civil Information Division, Civil Information and Education Section, GHQ, SCAP, is continuously informed concerning development of information programs. Upon the basis of data thus received, civil information plans and supplementary materials are prepared and distributed to military government units.

b. In the preparation of information plans and materials, liaison is effected with other elements of the Military Government Section, Headquarters Eighth Army in order to coordinate civil information activities with the program of the element concerned.

c. Policy for the conduct of military government civil information affairs is contained in OD 57 for 1947. Therefore, plans and other similar materials in connection with a specific information program or project are ordinarily non-directive. They are provided military government units as a form of assistance in the implementation of the broad program prescribed in the directive cited above.

d. While materials prepared to assist military government units in the implementation of an information program are ordinarily non-directive, they usually are pertinent not only to OD 57 but to other directives which prescribe specific action. Examples are those direct-

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ives issued in connection with land reform, organization of agricultural cooperative associations, and collection of taxes.

10. CORPS AND SEPARATE REGIONS.

a. Program plans and related material from higher headquarters are distributed directly to the teams through technical channels. Corps and separate regions may furnish such additional materials as may be required because of special circumstances in their respective areas of responsibility.

b. During the development and implementation of an information program, liaison must be maintained with other military government sections involved. Coordination of civil information with the activity to which it is related is essential.

11. THE PREFECTURAL TEAM. - It is emphasized that continuous attention must be given to assuring coordination between civil information activities and other team programs to which they are related.

a. Prefectural planning usually is based upon materials, such as directives, program outlines, etc., received from higher headquarters. However, planning may also be based occasionally upon information received by telephone from higher headquarters or upon local circumstances which make the need for an information program apparent.

b. Directives or other pertinent materials are studied in conference with personnel of other sections of the team concerned. For example, the economics officer is consulted in the case of land reform, organization of agricultural cooperative associations etc. Obtain from this conference specific data concerning:

- (1) Population groups within the prefecture whose interests are affected by the program under study.
- (2) Numerical strength and location of population groups involved. Upon this basis, later decisions are made relative to kinds and quantities of information materials which should be prepared and distributed and media which should be utilized.
- (3) Nature and scope of information required by Japanese individuals as a basis for voluntary, enlightened participation in the program being studied.
- (4) Time elements involved. If the program requires that the members of the population groups concerned take a

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particular line of action at a specified time, the information program must be regulated accordingly.

c. Giving consideration to the above data and to the capacities of local media, prepare an information plan making use of applicable portions of the material received from higher headquarters. The purpose of this plan is to outline action which Japanese agencies are to be encouraged to undertake, and that which is to be undertaken by military government personnel.

d. With the concurrence of interested team sections and the approval of the team commander, consult with Japanese agencies concerned. Orient these agencies on the program involved, giving particular emphasis to its application to circumstances in the prefecture. Encourage the Japanese to prepare a detailed plan for essential information activities along the lines contained in the military government plan. Exercise care to stimulate the initiative of the Japanese in planning their own program. It is neither necessary nor desirable that their plan conform to that of military government in every detail; it is necessary that it include adequate provision for the attainment of minimum objectives.

e. Upon completion of a satisfactory plan by the Japanese, provide them with necessary assistance in its implementation, but refrain from interfering when the Japanese themselves are capable of accomplishing results. For example, do not schedule a military government press conference or prepare a press release when an appropriate Japanese agency can and will release the same material with adequate effectiveness. The same principle should apply to the preparation and distribution of all information materials. In this connection, bear in mind continuously the military government role of providing encouragement and assistance to the Japanese. The Japanese themselves should prepare and distribute all necessary information materials except as described in sub-paragraph g, below. Assist by:

- (1) Suggesting ways and means of conducting press conferences, preparing press releases, posters, pamphlets, leaflets, and assisting in arranging for radio time, the use of public address systems, the arranging of public conferences, forums, and the organization and promotion of discussion groups and other similar projects.
- (2) Suggesting plans and mechanics of distributing materials received from national sources such as governmental ministries and other national organizations; suggesting the development of additional materials to satisfy local requirements.

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f. As the implementation of the program by the Japanese progresses, survey the distribution of information materials and evaluate its impact upon the population groups affected. Where necessary, make recommendations for remedial action to appropriate Japanese agencies.

g. Where necessary to support a Japanese-conducted information program which is not accomplishing minimum requirements, plan and conduct press conferences and arrange for the showing of appropriate films, preparation of releases for publication, conferences with Japanese audiences, and other projects to orient directly the population groups upon which impact of the Japanese information program is inadequate.

h. Participation in a particular information program is regulated by the capacities of the Japanese to solve their own problems. As their aptitude and manner of performance improves, continue to observe but reduce the scope of participation in their activities.

12. CHARACTERISTICS OF INFORMATION MEDIA.

a. It is essential to know the characteristics of all media of information in the area. This knowledge is indispensable in:

- (1) Providing encouragement and assistance to local media in planning and conducting information activities as described in preceding paragraphs.
- (2) Implementing programs to stimulate the development of free, democratic, and responsible information media.

b. Characteristics which determine the effectiveness of media are:

- (1) Coverage, both as to total number of persons reached and the distribution of coverage among various population groups; i.e., urban, rural, labor, youth, et cetera.
- (2) Frequency and duration of contact with individuals in coverage area.
- (3) Method of communication utilized, i.e., auditory, visual, or a combination of both. Information materials transmitted to the individual by radio or public-address system are readily received but may be transitory in effect unless of special interest to the listener. On the other hand, newspapers and other printed matter are assimilated with greater difficulty by the individual but the degree of retention by the

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visual is usually greater than by the auditory sense.

- (4) Effort required for utilization. For instance, an individual can listen to a public address system without conscious expenditure of effort but he must expend considerable effort to procure, read, and digest the content of a book.
- (5) Veracity. - In a society which practices freedom of speech and expression, the effectiveness of any media is in proportion to its reputation for truthfulness.

13. JAPANESE INFORMATION MEDIA.

a. Japanese information media experienced their most rapid development under the militaristic regime of the 1930's. The control exercised by the government authorities over every medium was complete. Representatives of the various media were limited strictly to giving expression to the approved propaganda line. Those few who were liberal in their concepts were forced to adhere to government policy in the interest of self-preservation. In this atmosphere, Japanese media became pipelines from the central government to every individual in the nation. This pipeline was intensively and effectively used, and carried to the Japanese people an extremely nationalistic propaganda line intended to secure popular support for the militarists' aggressive policy. This objective was successfully accomplished.

b. On 10, 24 and 27 September 1945, directives from SCAP to the Japanese government directed that government control of informational media be abolished. Since that time, the decentralization and democratization of Japanese media have progressed slowly but steadily. The economic difficulties of postwar Japan have created many obstacles. The tendency to look toward Tokyo and the central government for new concepts and doctrines has not been completely abandoned. Further, there still are many media representatives who mistake their liberties for license and give scant attention to their responsibilities to the public. These varied reactions must be accepted as normal. It must be remembered that the people involved are in the midst of revolutionizing their way of life and are breaking away from a heritage which is cast in a pattern centuries old. In view of these factors, it is essential in all contacts with Japanese media representatives, to exercise patience and tact, coupled with determination and persistence.

14. CENSORSHIP.

- a. Censorship is the responsibility of Civil Censorship Detach-

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ment (CCD), G-2 Section, GHQ, SCAP. Military government units are not authorized to censor Japanese publications but may offer suggestions as to the general suitability of materials when requested by Japanese agencies. Materials which come to the attention of military government units because they appear to violate censorship policy should be called to the attention of the nearest CCD unit. Such materials will not be confiscated except as directed in each case by higher headquarters.

b. The present status of various media with respect to censorship is as follows:

- (1) Newspapers. - All are spot-censored after publication.
- (2) Magazines. - All are post-censored except 28 published in Tokyo.
- (3) Radio. - Broadcasts are monitored. There is no pre-censorship of scripts.
- (4) Motion pictures. - Scripts and films are censored prior to exhibition of film.
- (5) Exhibits and posters. - Pre-censored.
- (6) Pamphlets and leaflets. - Pre-censored.

15. OBSCENE LITERATURE, FILMS, ET CETERA. - Publication and traffic in obscene books, writings, pictures, and other objects are prohibited by Article 175 of the Criminal Code. Civil organizations or Japanese individuals who lodge complaints with military government units concerning these matters should be advised to consult Japanese law enforcement agencies. The elimination of such materials from the Japanese market is primarily a Japanese government matter and should not be made the subject of a campaign by military government units. However, particularly noteworthy information in connection with traffic in obscene materials should be reported to higher headquarters.

16. LIBEL LAWS. -- Articles 230-232, inclusive, Criminal Code, define the acts of libel and indictable slander and prescribe the penalties therefor. Additional information on this subject is contained in "Government News", 5 December 1947 (published and distributed by Government Section, GHQ, SCAP). Articles 709 and 723 of the Civil Code are also applicable.

17. NEWSPAPERS.

- a. There are more than 500 newspapers in Japan, ranging in

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circulation from 100 to 3,000,000. The total daily circulation of newspapers is approximately 18,000,000 or about 1 newspaper per 5 persons. Nearly every prefecture is covered partially by one or more of the three dailies claiming national circulation, ASAHI, MAINICHI, and YOMIURI. In addition, most prefectures have at least one daily published locally and supported by local subscribers. Each prefecture also has a number of smaller papers which publish at intervals from tri-weekly to monthly.

b. The following provisions should govern, in general, relationship with representatives of the press:

- (1) Be familiar with each newspaper in the area regardless of size or importance. In the release of news for publication, all newspapers must be dealt with impartially. News should be released simultaneously, where practicable, to representatives of all papers in the prefecture. Where publishers are located at a distance from military government headquarters, urge them to arrange for correspondents to act in their behalf.
- (2) Only when it is impracticable for a Japanese agency to release the same information should military government prepare the copy and issue it to the press. If the subject material is of major importance, present it to reporters at a press conference. Include radio representatives in press conferences.
- (3) Plan press conferences carefully in advance. The spokesman normally designated is that member of the team who is most qualified to discuss the subject material concerned. This individual should plan the material he intends to cover, commit it to writing, and be prepared to accept responsibility for its content.
- (4) The civil information officer, who is normally responsible for arranging all press conferences, opens the conference by explaining its purpose and introducing the military government spokesman. Use the most capable and trustworthy interpreter available. One or more additional interpreters also should be present to call attention to interpretations which might be misleading.
- (5) Following the spokesman's presentation of material, press representatives may ask questions concerning the

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conference topic. The spokesman may answer them if he considers an answer desirable but should not extemporize on material which he has not planned to present. Questions other than those dealing with the conference topic are referred to the civil information officer.

- (6) Press representatives may submit written questions, in either Japanese or English, preferably the latter, concerning any matter within the jurisdiction of the military government team. The questions are answered by the civil information officer as promptly as practicable in the same language in which received. Answers dealing with routine matters may be given by telephone where considered advisable.
- (7) Release material either at a news conference or as prepared copy only when it embodies actual news value. Information concerning occupation programs usually is newsworthy if presented in proper form at the opportune time.
- (8) Reporters should be encouraged to prepare their copy in their own style based upon military government or other press conferences or prepared releases. However, the need for accurate reporting and for using simple language must be emphasized continuously.
- (9) A publisher represented by a reporter consistently guilty of inaccurate reporting should be requested to withdraw him and substitute another. Publishers who fail to print corrections of inaccurate statements or who otherwise display an uncooperative attitude should be barred from representation at conferences.

18. RADIO.

a. In both theory and practice, the system of radio in Japan parallels directly the British system of broadcasting. Operating as one corporation, the Nippon Hoso Kyokai (Broadcasting Corporation of Japan, or "BCJ") was granted a charter in 1926 allowing exclusive broadcasting rights. The charter stipulates also that BCJ shall be a non-profit organization. Income for operating is obtained by assessing a listening fee for each receiver. Fees are collected by BCJ collectors making house-to-house visits, except in a few isolated rural areas where postal officials accomplish collections.

b. Main offices of BCJ are in Tokyo, but large subsidiary

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organizations are maintained in seven major population centers: Osaka, Nagoya, Hiroshima, Kumamoto, Sendai, Sapporo and Matsuyama. These seven central stations relay programs from Radio Tokyo to local stations in their areas of responsibility and also exercise general supervision over their affairs. Since the end of World War II, relatively few broadcasts have originated from stations other than Radio Tokyo. However, the use of programs prepared in central and local stations is increasing. During the war years, broadcasts were controlled strictly by the Ministry of Communications.

c. BCJ currently utilizes 117 broadcast frequency outlets. These stations are operated as two networks designated as "Number One" and "Number Two". Number One is designed to accomplish blanket coverage of Japan. Number Two is intended to service major metropolitan areas and to give the listener a choice of programs. Broadcasting facilities now in use were installed before 7 December 1941; war damage and normal deterioration have reduced them to a poor state of repair. Shortage of material since the end of the war has prevented much needed modernization.

d. As of 1 March 1947, there were approximately 1,675,000 licensed radio receiving sets in Japan and an estimated minimum of 500,000 unlicensed receivers. Most of these are standard broadcast-band receivers, since few short-wave sets have been available for purchase by the public. Numerous sets, however, are inoperable for lack of repair parts, particularly vacuum tubes. Shortage of electric power also makes it necessary for many families to keep their radios turned off for varying portions of the broadcast day. While about 90% of Japan's population is within the listening area of at least one broadcasting station, the total potential listening audience is estimated to be slightly below 34 million.

e. The Radio Unit, Civil Information and Education Section, GHQ, SCAP, exercises surveillance of BCJ operations and assists the other sections of GHQ, SCAP in using radio to insure public understanding of all directives, and all policies and plans for the political, economic, and social rehabilitation of Japan. The Civil Communications Section, GHQ, SCAP, exercises surveillance over the technical and fiscal aspects of BCJ operations. Both of these GHQ, SCAP agencies direct their efforts toward assisting BCJ to establish itself as a reliable source of information, education and entertainment for the Japanese public.

f. All BCJ broadcasts are monitored, but programs are not censored prior to broadcasting. Radio station managers frequently submit material for pre-censorship, particularly if the script in question deals with some phase of the occupation. Decisions concerning submission of material for pre-censorship are the prerogative of the station manager

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since he is held responsible for the content of broadcasts emanating from his station.

g. Local radio stations are located in nearly all prefectures in Japan and constitute a major factor in the programs of team civil information officers. Liaison with radio station personnel should be conducted along the following lines:

- (1) Be thoroughly familiar with the characteristics and capabilities of radio in the area, including both broadcasting facilities and the listening audience.
- (2) Encourage the radio station manager to make maximum use of time allocated to stations for local broadcasts. Do not attempt to introduce American production techniques such as background music and complicated sound effects. Rather, encourage station personnel to improve techniques which are compatible with Japanese listening habits.
- (3) Wherever possible, encourage radio station personnel, especially the program director and manager, to take part in conferences involving local problems in which radio could be useful in performing a community service. Local radio stations also should be represented at press conferences.
- (4) Preparation of spot announcements and other material for broadcast normally is the function of the radio station. Provide guidance and assistance in programming and production in accordance with available experience and capability. Such assistance must be based on careful consideration; avoid hasty and ill-founded recommendations.

19. MOTION PICTURES AND SLIDES.

a. Military government civil information officers have no connection with the production or distribution of Japanese entertainment films. Japan's film industry is centered for the most part in Tokyo, and surveillance over its activities is the responsibility of the Civil Information and Education Section, GHQ, SCAP.

b. Under the provisions of Circular 12, GHQ, SCAP, 1946, American entertainment films are exhibited in Japan through the Central Motion Picture Exchange, a SCAP-licensed agency representing major

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American film producers. Military government units are responsible only for assisting its representatives under the provisions of OD 57 for 1947.

c. Japanese educational and documentary films are available for rental through commercial distribution agencies. Local organizations are to be encouraged to make maximum use of these films. Military government motion-picture projectors and films may be loaned to Japanese agencies under conditions set forth in OD 37 for 1948.

d. Japanese-produced slides are also available through commercial agencies and are listed in catalogues which usually may be obtained in social education sections of prefectural governments. They are an effective medium of information but their high cost of production limits the number available. Prior to recommending local production of slides in connection with a specific information program, give serious consideration to the cost as opposed to the importance of the project concerned. The narrative for locally-produced slides should be submitted to CCD for examination and approval. The finished slides also must be approved by CCD before being exhibited.

20. CITIZENS' PUBLIC HALLS.

a. The civil information officer should be assigned responsibility for military government programs in connection with Citizens' Public Halls (CPH). Specific projects, such as vocational education and athletics, may be developed by other officers or selected members of the military government team but should be coordinated with the civil information officer.

b. There are about 3500 CPH's in Japan in varying stages of development. Only a few are engaged in aggressive, effective programs. Potentially, these agencies are capable of exerting tremendous influence upon community life through the numerous projects which they could implement, such as libraries, adult schools, and many others. Actually, however, only a small part of their potential capacities for implementing these programs has been utilized.

c. Encourage the development of a few selected CPH's in carefully chosen locations in the prefecture. These locations should be accessible to a maximum number of people from other towns and villages. Thus, the CPH's at these selected points will serve as example and inspiration to members of other municipalities.

d. The CPH is a community enterprise whose development should stem from the people themselves. It should function as a school for democratic procedure in all its programs. Interference or participation by governmental agencies which restrict the initiative and freedom of ex-

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pression of the citizens is to be discouraged. Encourage the democratic formation of a CPH committee and appropriate sub-committees and advise and assist in the development of a constitution and by-laws and an aggressive development program. Appropriate materials for guidance in CPH affairs will be provided from time to time by higher headquarters.

21. PUBLIC LIBRARIES AND CIVIL INFORMATION READING ROOMS.

a. Public libraries, excluding those which are an integral part of an educational institution, and civil information reading rooms are the responsibility of the civil information officer.

b. The problem of promoting the development of Japanese libraries must be approached from two viewpoints: first, that of extending public utilization of existing libraries; and, second, that of encouraging the expansion of library facilities.

c. There are numerous libraries in Japan, but their use has been reserved for a privileged few. Japanese librarians do not ordinarily promote the use of books in their charge. It is not uncommon to see library shelves protected by wire which blocks access to books. The books themselves do not include those titles which are particularly useful as a source of practical, modern knowledge applicable to solving the problems of today. Seek out these unused facilities and indoctrinate community leaders concerning the need for a library. Dark, gloomy, inaccessible library rooms must be brightened and their presence made known to the public, which also must be encouraged to use them. Community library committees may be organized and school officials may be urged to participate in areas where schools are without libraries. Student committees may also be formed to perform various services and promotional activities. Initially, library projects will be on a small scale and limited by financial and other material shortages. These obstacles, however, must not be permitted to deter community planning, especially plans for maximum use of existing facilities.

d. A civil information reading room may be utilized as a nucleus for development by the Japanese community library. The reading room may be made a part of an existing Japanese library with the English language material as a stimulant for public use of the entire library. It also may be used as the beginning of a new library project or may be established on a circulating basis to make modern books and magazines available to remote areas. Used books and magazines should be procured locally from billets and other occupation force installations, and inventories prepared and forwarded to higher headquarters for approval. Additional materials also are provided from time to time by higher headquarters.

(1) As a device to insure a continuous supply of publica-

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tions, arrangements may be made with military units to "adopt" reading rooms. In such cases, the unit and personnel concerned must be oriented on the purpose of the reading room and the policy governing its operation.

- (2) A reading room should be opened only when there is reasonable certainty that it can be maintained in a creditable manner. Reading rooms should be discontinued where they are not used or when an adequate supply of publications cannot be obtained.

e. At the direction of SCAP, the Japanese government is establishing library facilities in seventeen major cities. These libraries, a few of which already are in operation, are supervised by American librarians and operated by Japanese assistants. They are stocked with American publications. Military government is charged only with providing assistance in locating suitable physical facilities and in requested logistical support for SCAP representatives. The establishment and operation of these library projects are administered directly by Civil Information and Education Section, GHQ, SCAP.

22. MAGAZINES.

a. In 1947 there were about 1600 magazines in publication in Japan, about 73% of which were produced in the Tokyo area. In nearly every prefecture there are a few magazines in publication. Be familiar with all of them.

b. Liaison with magazine publishers is conducted generally along the same lines as with newspaper representatives, with one exception. Military government, as such, does not prepare material for publication in Japanese magazines. However, under certain circumstances, military government personnel, as individuals, may prepare magazine articles. For example, if the military government team medical officer is requested to prepare an article for a Japanese professional magazine and it is considered that such an article will contribute to occupation objectives, its preparation and publication are permissible. Authorship will not be credited to military government in any way, but to the individual, such as: "Captain John Doe, MD, United States Army". Articles of this nature are subject to the same censorship as the publications in which they are to appear. Further, in all such projects, approval must be given by the military government unit commander based on the following:

- (1) The proposed article must contribute to occupation objectives.

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- (2) The purpose of the article from the publisher's viewpoint is commendable and is not for the purpose of promoting the magazine's sales.
- (3) Publication of the article will add to the prestige of the occupation forces.

23. POSTERS AND EXHIBITS.

a. Posters, widely used in Japan as a medium of information, also represent a form of art in that they give expression to the traditional Japanese talent for using line and color. The major difficulties confronting the civil information officer in encouraging local production of posters are shortages of paper and inks and production costs.

b. Prior to recommending to Japanese agencies that posters be produced locally, first determine that maximum use is made of those posters provided from national or other sources. Military government units will be notified from time to time of posters prepared by national agencies, the number of copies printed, date and manner of distribution, and prefectural agencies to which they will be shipped. Posters prepared locally should supplement these both in volume and content.

c. The cost may be materially reduced by simplicity in preparation. For example, Japanese artists are prone to use multiple colors which add greatly to production costs. Large posters also are frequently used when smaller ones would be as effective. Producing agencies should be advised that black and white can be used as artfully as color and that a great number of small posters can be produced, without loss of effectiveness, from the same amount of paper required for a small number of large posters.

d. Kami-shibai or "paper theater" is a combination theatrical-educational device unique to Japan. It consists of a series of placards, usually done in excellent multiple colors, which are prepared and exhibited in sequence accompanied by a narration by the exhibitor. Kami-shibai are expensive to produce and their exhibition requires a trained operator with a flair for the theatrical, the ability to relate a story well, and realization of the impact of his work upon an audience. Because of their cost and the time required for production, kami-shibai are best adapted to long-term information programs such as those on civil rights, the new constitution, the criminal code, and others.

e. Exhibits, a series of posters which express a narrative, are useful in much the same manner as kami-shibai. They may consist of pictures and captions or may be posters. They frequently are used in large department stores, libraries, schools, newspaper offices, and other points

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accessible to large numbers of people.

f. In addition to those sources described above, posters and exhibits are obtained by military government units from the Exhibits Unit, Civil Information and Education Section, GHQ, SCAP. This material is circulated among military government regional headquarters, from where it is further distributed to prefectural teams. School children have also displayed surprising talent in preparing posters for military government inspired poster contests. This kind of program is particularly worthy of exploitation since, in addition to securing a considerable volume of excellent posters, the project is distinctly educational in itself.

24. PAMPHLETS, LEAFLETS AND BOOKS.

a. The printed word, giving clear and objective expression to fact, is capable of creating deep and lasting impressions upon a literate public. Newspapers and magazines, reporting upon or otherwise dealing with day-to-day and week-to-week events, are essential in that they advise the individual of the trend of events. Pamphlets, leaflets, and books, less transient in nature than newspapers and magazines, may be preserved for study; their capacity for inspiring conviction and consequent action is less urgent but more permanent. "Pamphleteering" is noteworthy in history in that it appears to have provided a means of expression to men who originated or supported new and sometimes revolutionary doctrines.

b. The first task in encouraging the production of pamphlets, leaflets, and books, is to seek out local publishers capable of producing such materials. These individuals must be impressed with the necessity for stimulating creative effort in the prefecture and for bringing to an end the tendency to consider Tokyo as the fountain-head of all culture in Japan. Urge publishers to seek out authors who can produce materials on current issues of general interest and in technical and professional fields. Printed matter of this nature has a sales value and should be encouraged as a commercial enterprise.

c. Agencies which are possible sources for preparation of worthwhile manuscripts are labor unions, farm organizations, technical schools, successful private citizens, youth organizations, and many others.

d. Potential customers for printed matter described above may be found in the same groups which produce them. Libraries, reading rooms, commercial sales enterprises, and other agencies also can function as means of distribution.

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25. DRAMATIC AND THEATRICAL SOCIETIES.

a. To date, military government has undertaken only limited activity in encouraging the development of theatrical or dramatic groups as information media. Theatrical interest and activity are centered for the most part in Tokyo, under the surveillance of GHQ, SCAP.

b. Short skits are particularly applicable for use by organizations in dramatizing incidents or issues of current interest. The production of skits over local radio should be encouraged in accordance with the technical skill of available personnel.

c. Materials for use in work with amateur dramatic groups will be provided by higher headquarters as it becomes available.

26. ORGANIZATIONS.

a. Organizations which should be encouraged to participate in information programs are listed in paragraph 7, above. All projects must be coordinated with the officer who has primary responsibility for the organization involved. For instance, in planning information projects involving labor unions, consult the team labor officer; with those involving farm organizations, consult the economics officer.

b. Encourage available organizations to not only enlighten their membership but also to produce the necessary information materials, particularly pamphlets, leaflets and posters. Organizational activity in these directions must necessarily be initiated by orienting the key personnel. To this end, they may be invited to attend appropriate press conferences and other meetings.

c. Outlines of suggested projects and other similar material will be provided by higher headquarters.

27. ENGLISH-SPEAKING SOCIETIES. - English-speaking societies, limited in number, are developed as an aid to surmount language difficulties. Urge these societies, many of which exist in name only, to plan and undertake active programs. Projects to be encouraged are the study of selected works in English, the preparation of digests in Japanese, and translation for publication of authorized pamphlets, leaflets, et cetera. In advising such projects, be certain that the publishers comply with copyrights. Inquiry on questionable cases should be addressed to higher headquarters.

28. DIRECTIVES.

a. Directives - SCAP to Japanese government:

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- (1) SCAPIN 16, 10 September 1945 - "Freedom of Press and Speech". Content - The Japanese government will issue necessary orders to prevent the dissemination of news, through newspapers, radio broadcasting or other means of publication, which fails to adhere to truth or which disturbs public tranquility.
- (2) SCAPIN 33, 19 September 1945 - "Press Code for Japan".
- (3) SCAPIN 43, 22 September 1945 - "Radio Code for Japan".
- (4) SCAPIN 51, 24 September 1945 - "Disassociation of Press from Government". Content - Elimination of government-created barriers to dissemination of news and removal of direct or indirect control of newspapers and news agencies.
- (5) SCAPIN 52, 24 September 1945 - "Clarification of Censorship Directive".
- (6) SCAPIN 66, 27 September 1945 - "Further Steps Toward Freedom of Press and Speech". Content - Directive to render inoperative the procedure for enforcement of peacetime and wartime restrictions on freedom of the press and freedom of communications.
- (7) SCAPIN 93, 4 October 1945 - "Removal of Restrictions on Political, Civil and Religious Liberties". Content - Abrogation of all laws restricting freedom of thought, religion, assembly and speech.
- (8) SCAPIN 146, 16 October 1945 - "Elimination of Japanese Government Control of the Motion Picture Industry". Content - Directive to render inoperative the procedures for enforcement of peace-time and war-time restrictions on freedom of speech in motion pictures including newsreels.
- (9) SCAPIN 195, 26 October 1945 - "Elimination of Newspaper and Publishers' Control and Distribution of Paper". Content - Japanese government required to assume control of distribution of newsprint and foreign-type papers to publishers.
- (10) SCAPIN 735, 14 February 1946 - "Publication of Readers' Digest in Japan".
- (11) SCAPIN 776, 26 February 1946 - "Banned Books and Other

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- Publications". Content - All restrictions on free circulation of publications by libraries to be abrogated.
- (12) SCAPIN 824, 17 March 1946 - "Confiscation of Propaganda Publications". Content - List of publications to be collected and stored; instructions for disposal to be given later.
 - (13) SCAPIN 843, 27 March 1946 - "Confiscation of Propaganda Publications - Supplement No. 1". Content - Propaganda publications to be confiscated in addition to those listed in SCAPIN 824.
 - (14) Ltrs, GHQ, SCAP; 15 April 1946, 30 April 1946, 17 May 1946, 31 May 1946, 10 June 1946, 8 July 1946, and 31 July 1946; Supplements 2-8 inclusive - "Propaganda Publications to be Confiscated in Addition to Those Listed in SCAPINS 824 and 843".
 - (15) SCAPIN 1056, 8 July 1946 - "Census of Foreign Films in Japan". Content - Instructions for taking a census of foreign films in Japan as of 15 July 1946.
 - (16) Circular 12, GHQ, SCAP, 5 December 1946 - "Admission of Foreign Magazines, Books, Motion Pictures, News and Photograph Services, et cetera, and their Dissemination in Japan".
- b. Operational Directives, Headquarters Eighth Army.
- (1) OD 85, 17 October 1946 - "Public Opinion Polls".
 - (2) OD 5, 10 January 1947 - "Public Opinion Polls".
 - (3) OD 22, 1 March 1947 - "Local Government Elections".
 - (4) OD 57, 16 August 1947 - "Civil Information Activities".
 - (5) OD 2, 7 January 1948 - "Electric Power Rationing Program of the Japanese Government".
 - (6) OD 3, 9 January 1948 - "Japanese Agricultural Cooperative Program".
 - (7) OD 22, 31 March 1948 - "Agricultural Production-Collection Program for 1948".

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(8) OD 37, 26 May 1948 - "Equipment for Use by Military Government Units in Connection with Civil Information Activities".

29. PUBLICATIONS. - The publications listed below contain information pertinent to civil information activities:

- a. "Industrial Progress", published weekly by Economic and Scientific Section, GHQ, SCAP.
- b. "Labor Division News", published monthly by Economic and Scientific Section, GHQ, SCAP.
- c. "Weekly Summary", published weekly by Natural Resources Section, GHQ, SCAP.
- d. "CI&E Bulletin", published twice monthly by CI&E Section, GHQ, SCAP.
- e. "Public Health and Welfare Bulletin", published weekly by PH&W Section, GHQ, SCAP.

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O Copy O Sent to teams
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(Reports SOP)

HEADQUARTERS EIGHTH ARMY
Military Government Section
APO 343

8 March 1948

Colonel Robert E. Coughlin
Shikoku Military Government Region
APO 1050

E X T R A C T

As a whole the monthly MG Activities Reports meet the requirements of OD 71, but in an appreciable number of cases, they are too wordy and contain an over abundance of negative and unnecessary detail. For the purpose of monthly MG Activities Reports, negative statements are not desired. OD 71 suggests topics for discussion. However, if they do not apply, or nothing of significance in connection with them has occurred, no mention need be made of them.

The following statements from reports will serve as specific illustrations of non-essential reporting:

- "a. Fishing associations are reported to be functioning properly.
- b. Training leaders will greatly assist in the education of the general public toward elevating public sanitation thought, and through increased knowledge we can expect to further reduce disease rates.
- c. An information survey team, supervised by a NCO this section, toured the prefecture to survey effectiveness of Rural Citizens' Public Hall, libraries and the distribution of wet cell batteries to the schools.
- d. No difficulties have been encountered in filling labor requisitions.
- e. Political Education Activities - negative.
- f. Sanitary Engineering - no change."

Reporting in this manner tends to negate the good work which is in all probability being done and is meant to be reported.

In respect to the basic letter, it is desired that it should not outline each annex, but rather reflect the opinion of the commanding officer as to what he considers significant. In other words, it should highlight and emphasize those items of special importance, which are covered in more detail in the appropriate annexes.

It is believed that more attention to above mentioned points will greatly increase the value of the activities report and reduce the burden of compiling it.

E X T R A C T

Rex W. Beasley

O Copy O

Hand to Teams

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

REC/rw

Takamatsu, Shikoku
13 March 1948

SUBJECT: Activities Reports

TO : Commanding Officer, Kagawa Military Government Team, APO 1050
Commanding Officer, Ehime Military Government Team, APO 1050
Commanding Officer, Tokushima Military Government Team, APO 1050
Commanding Officer, Kochi Military Government Team, APO 1050

1. There is increasing indication that Eighth Army Military Government Staff is giving very critical attention to the quality of our activities reports. For example, a memo just received from Col. Beasley reports the results of a grading of Annex B-2 of the January Reports of our four Teams. The result is not complimentary to us.

2. In the grading, the following points were considered:

a. Does the report actually reflect the work being done by the team welfare officer, or is it material hastily assembled at the end of the month from prefectural welfare sources, vaguely worded, padded, or showing evidence that it represented work done by EM or Japanese National staff?

b. Does it reflect a well rounded program of welfare activities, with proper attention to priorities?

c. Does it contain specific, concisely presented material on administrative review of prefectural public assistance programs, with conclusions reached or facts presented on which conclusions can be drawn, and at least minimum information on child welfare and disaster relief activities?

d. Does it point up and explain current trends in the welfare program, note and explain new developments, and advances in the development of public welfare programs in the prefecture?

e. Does it reflect initiative and advanced, sound ideas in training programs development of constructive relationships with prefectural officials and otherwise show an expanding influence of the MG welfare program on the prefectural welfare officials and their welfare programs?

f. Does the report show that the MG team is carrying out its responsibilities of surveillance established by Eighth Army OD's and special instructions, and does it conform to the outline and instructions for reporting set forth in OD 71, 10 December 1947?

3. BA subpart 1000 of the special report to be filed with the report

3. By applying each of the above tests to every part of our reports we will surely find that a great deal of what we have been writing is of so little value, as better to have been left out of the report. Liberal use of blue pencil on the drafts would have reduced many of the reports to the vanishing point. Perhaps we have felt that we must report something just to conform to the outline and to prove - in some vague way - that we really are on the job.

4. We are under no compulsion to fill out the forms suggested by O.D. 71 and are not to do so unless we really have pertinent information to report. But if we give serious consideration to the check list in par 2, above, we will surely find ourselves giving increased effort to our work in order that we may have results of real consequence to report.

R. E. Coughlin

R. E. COUGHLIN
Colonel CE
Commanding

1. The following items are suggested for your consideration:

2. In the event you are unable to furnish the information requested, please advise the Bureau accordingly.

3. The Bureau is not to be held responsible for the accuracy of the information furnished by you.

4. The Bureau is not to be held responsible for the accuracy of the information furnished by you.

5. The Bureau is not to be held responsible for the accuracy of the information furnished by you.

VFO TORO
UNIKOVA REYIVAKH GOALIMENI NEDION
MURDOLVETS

12 MAY 1950
LAKHARVA, SUTKOH

REC-17

HEADQUARTERS
SHIKOKU MILITARY GOVERNMENT REGION
APO 1050

REC/rw

Takamatsu, Shikoku
13 March 1948

SUBJECT: Activities Reports

TO : Commanding Officer, Kagawa Mil Govt Team, APO 1050
Commanding Officer, Ehime Mil Govt Team, APO 1050
Commanding Officer, Tokushima Mil Govt Team, APO 1050
Commanding Officer, Kochi Mil Govt Team, APO 1050

1. Activities reports submitted by all teams for the month of February are a great improvement over all previous reports. They are uniformly well prepared as to typography and mechanical reproduction and they conform to requirements as to brevity. The first impression is definitely good.
2. Perusal of the reports continues the good impression. They definitely show conditions and trends in the fields of effort of Military Government and they indicate what is being done to stimulate the performance of Japanese in all echelons.
3. It is true that comment sheets are still coming through from Eighth Army, pointing out numerous deviations from the intentions of O.D. 71, but it should be noted that there is a time lag of over one month and that many of the defects have already been corrected. There is herewith an extract of a letter just received from Col. Beasley bearing on this subject.
4. The reports clearly indicate our own future course. We must continue to apply ourselves to following up the action that has been initiated; to see that indicated action is initiated in these fields where such action is needed; and then to follow up again and again to see to it that there is no lapse of interest. All possible effort should be devoted to follow-up. Get out into the guns, towns and villages and check performances of Japanese officialdom and understanding by the Japanese people of the functioning of their democratic government.
5. Let subsequent activities reports continue to observe high mechanical standards and increasingly demonstrate that the Japanese machinery of government is functioning under its own power.

1 Incl:
Extract

R. E. Coughlin
R. E. COUGHLIN
Colonel CE
Commanding