

HEADQUARTERS
U.S. STRATEGIC BOMBING SURVEY
(PACIFIC)
APO 234
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INTERROGATION NO: 115

PLACE: Tokyo
DATE: 14 October 45

Division of Origin: Civilian Defense

SUBJECT: Civilian Defense in Japan, Its Development and Problems

Personnel interrogated and background of each:

Lt Gen. ANDO, Kisaburo, Minister of Home Affairs from April 1943 to July 1944. Former Chief of Air Defense, Home Affairs Ministry.

Where Interviewed: Meiji Building

Interrogator : Col John B. Warden

Interpreter : Mr HIRAI, Shoji

Allied Officers Present: Lt F. H. Lewis, USNR,
Civilian Defense Division

SUMMARY:

Prior to November 1943, Civilian Defense was handled by the Air Defense Section, Ministry of Home Affairs. Civilian Defense organizations such as the KAIBODAN and neighborhood groups were organized, partly trained and supplied with defense equipment such as small hand-pumps, helmets, and fire-fighting equipment. Funds for equipment were procured partly through public subscription and partly by government subsidy.

In November 1943, Air Defense General Headquarters was established in the Ministry of Home Affairs to control Civilian Defense throughout the nation. Control was exercised through the governors of prefectures; their authority covered civilian defense problems, but when it touched the domains of other ministries, they had to comply with the orders of the several ministers. For example, orders to evacuate certain buildings could not be carried out because the buildings were under the control of another government department.

Cooperation in civilian defense was lukewarm on the part of the army, navy, and the general public. It was not until January 1944 they really began to think seriously of the airraid situation. Provision of bomb-proof shelters for the general public was considered but lack of materials prevented their construction. Gas protection pamphlets were supplied the public but materials were not available to manufacture the additional gas masks required.

INTERROGATION

Resume of the : 68 years of age. About 40 years ago
General's Back- : he graduated from high school and en-
ground. : tered the Army Academy in infantry
training and became a 2nd Lieutenant
upon graduating. He took part in the
Russo-Japanese War in 1905, and at
the termination of that war he held
the rank of Captain. He served as a
staff officer for 15 years and retired
11 years ago with the rank of Lieu-
tenant General. He went to America
shortly after the end of World War 1
to study the labor problem in various
military arsenals. He stayed only
a few months, and was then sent to Siberia.

Symbols : Q - Question by the interrogator.
A - Answer by the witness
AI- Answer supplied by the interpreter

Q. What was General ANDO's first contact with the Air Defense
General Headquarters?

AI. Before he took this office he was Chief of the Air De-
fense at the Home Affairs Ministry.

Q. During what period?

AI. He became Minister of Home Affairs on 20 April 1943. At
that time there was an Air Defense Section in the Home
Affairs Ministry, but because every department also had
their own Defense Section, it was so confusing that they
finally set up in the Ministry of Home Affairs and Air
Defense General Headquarters (Bokusohombu). He became
the head of that.

Q. Is he the one who organized the BOKUSOHOMBU?

AI. He planned and organized it.

Q. When was it organized?

A. On the 1st of November 1943.

Q. Was General Ando aware of the preparations being made
for civil air defense before he came into the cabinet?

AI. Yes, he was acquainted with it and very much aware of the
need for it.

Q. Will he trace the history of civilian defense development
in Japan from the beginning as he knows it?

AI. At first he didn't put so many men on the committee or
the sub-committees. He used men from the Home Affairs
Ministry for the work and did the best he could.

Q. When, in Japan, did they start to plan for civilian
defense?

A. The Army took charge around 1939 and voiced the need for
civilian defense.

Q. Was that the year they started planning?

A. Yes.

- Q. How did it progress from 1939 until the war broke out in December 1941?
- AI. They picked out able-bodied men from the general population and set up an organization called Kaibodan from 1939 on.
- Q. Was that planning group in the Ministry of Home Affairs?
- AI. General Ando was in the actual service of the Army at that time and he is not sure, but he thinks that Home Affairs organized that and carried it out.
- Q. Were these men also auxiliary police and permitted to handle police matters and fires, etc?
- A. Yes, they had that power.
- Q. Was that organized all over the Empire?
- A. Yes, it was a national organization.
- Q. Where was this system organized; in all the principal cities?
- AI. Yes, it was organized in the various principal cities, as well as most of the small cities. In a few small towns the fireman in those towns had to work in conjunction with this program.
- Q. Then that was the condition up until the war?
- A. Yes and this condition continued up until just recently.
- Q. In addition to the Kaibodan what other moves did the Ministry of Home Affairs make between 1939 and December 1941? What else did they do?
- AI. They organized other groups, like Neighborhood Groups for civilian defense.
- Q. Was that the condition in the Ministry of Home Affairs until November 1943, when the Air Defense General Headquarters was established?
- A. Yes.
- Q. After the Air Defense General Headquarters was established what measures were promulgated to organize and train air raid protection personnel?
- A. At first, we did not have very much organization and the training methods were not very much either.
- Q. What system did General Ando employ?
- AI. They did not have the actual experience of an air raid so they had to imagine the raids. Under that presumption they were training on fire fighting, rescue work, and shelter building.
- Q. Between 1939 and 1943 was all the training carried on by the Neighborhood Groups and the Block Associations?
- A. Yes, Representatives of Neighborhood Associations as well as representatives from the fire fighters, etc., carried on that work.

- Q. Did the Ministry of Home Affairs, prior to the establishment of the General Headquarters, provide training pamphlets, booklets of instruction on fire fighting, rescue work, first aid, etc?
- AI. Many times they put out general instructions in printed form.
- Q. Was this printed matter prepared by the Ministry of Home Affairs?
- A. Yes, the Ministry of Home Affairs took care of that.
- Q. Then the booklets were distributed from Tokyo to all parts of the empire; is that correct?
- A. Principally these booklets were distributed to the police department and police stations and the people could get them there.
- Q. Were these booklets prepared in sufficient number for, say one copy to each household?
- AI. There were not enough to go around to every family, but he thinks there were enough to go around to the head of the block and these people got the important points from the book and passed it along to the families.
- Q. Between 1939 and 1943 the war was also going on in the Asiatic mainland - did the Ministry of Home Affairs take any interest in setting up air raid precautions in Chosen and Manchuko?
- A. No. Those districts were out of our jurisdiction. They were either under the provincial governor or the Army.
- Q. Then the Ministry of Home Affairs did not lend any assistance to Chosen or Manchuko?
- A. No.
- Q. What does General Ando know about the Greater Japan Air Defense Association?
- AI. He just knew about it.
- Q. When was it formed?
- AI. He doesn't remember the date.
- Q. It was under the guidance of Home Affairs, was it not?
- AI. It was under the supervision of Home Affairs.
- Q. The head of it was a patriotic citizen; is that correct?
- A. That is right.
- Q. Did they receive funds for the consummation of Air Defense Measures?
- AI. He thinks it was through contributions and partly by government subsidy.
- Q. To what extent did the government subsidize the organization?
- AI. He doesn't remember the amount.

- Q. How was the money that was collected or received from the government spent by this organization?
- AI. It was mainly used for purchasing small hand pumps, helmets--and other equipment for fire fighting.
- Q. Did the Association make contracts directly with manufacturers or through the government?
- AI. He doesn't know for sure, but he thinks that instead of a contract they just had a priority to buy up supplies from the manufacturer.
- Q. Then they gave this protective material to the cities; was it distributed by the police of those cities?
- AI. He thinks not through the police, but through the prefectural office.
- Q. After a large supply reached a city how was it distributed?
- AI. Through a municipal authority, like the Mayor, to the Kaibodan and to the Neighborhood Groups.
- Q. Was it given as an outright grant or just loaned to them?
- AI. They were paid for by the Neighborhood Groups.
- Q. What was the plan for the protection of homes of those people who could afford to pay for protection?
- AI. Before they released the supply to an individual he had to fill out an application form for people who could afford to pay.
- Q. The Greater Japan Protection Association received money from the government and government funds come from the people; then unless the poor people had money to pay for equipment they had to go without it, is that correct?
- AI. He thinks that if they had had enough to go around they could have given equipment to those who could not afford to pay for it.
- Q. Can you tell us what percentage of this money was supplied by the government and what percentage was by private contribution?
- AI. He doesn't know.
- Q. Can General ANDO find out what the plan of subsidy was during his regime?
- AI. He can find out and will do so for us.
- Q. General ANDO has said that one of the reasons for the establishment of the Air Defense General Headquarters was because everything was mixed up and they were not organized. What other reasons were there for the establishment of the Air Defense General Headquarters?
- AI. He can think of nothing definite except for the first reason.

- Q. Was it because the question of protection of the public from air raids became more important generally due to the advance of the American forces across the Pacific? Was it the change in the military picture that forced this?
- AI. He felt that from the time of the Gilberts - Marshalls battle they were very much in need of an organization.
- Q. What were the principal problems or difficulties confronting the Air Defense General Headquarters during his ministry?
- AI. The chief difficulty was that his power did not extend over the other departments.
- Q. How about the Army and Navy?
- AI. The Army and Navy were separate organizations and he could not touch them. He had authority as far as his department was concerned, but not in other departments.
- Q. What sort of cooperation did he get from the Army and Navy?
- A. He didn't get as much as he desired.
- Q. Did he have any organizational problems?
- A. His big difficulty was that whereas in Tokyo everything was under his control and he could keep an eye on things outside the city he couldn't see what was going on.
- Q. Did the governors of prefectures reserve the right to interpret the plans as they saw fit?
- AI. They (the Ministry) just issued general plans and the details were left to the governors to decide, but the governors had to consult the Army in regard to the small details.
- Q. In that type of planning did they lose control at the Ministry of Home Affairs level?
- AI. Yes, in many cases they did.
- Q. Did the chain of command follow down from the Air Defense General Headquarters through the police sub-divisions without any change? Would it go from the prefecture to the Mayor of the city and so on down?
- AI. It would follow the chain of command as far as Air Defense was concerned, but he had difficulties because the order often conflicted with the authorities of the other departments. For instance, he had advised the evacuation of certain buildings and one of the buildings happened to be under the control of the Commerce Department. The order was not carried out because it had to be cleared through the Commerce Department as well as his department.
- Q. What authority did the nine regional governors in Japan exercise in these measures?
- AI. Their authority covered civilian defense problems, but when it touched the domains of the other ministries, the prefectures of the regions had to comply with the orders of the several ministries.

- Q. Is it not true in the Japanese government that the regional governors and prefectural governors meet frequently with members of the cabinet?
- AI. The 9 regional governors meet monthly with the cabinet. As far as the General knows, they only met twice during his regime.
- Q. At such meetings, were not matters of this kind that caused confusion and overlapping, taken up and straightened out?
- AI. During these meetings they just touched on those points; just casually because most Japanese conferences were directed from above and not from below.
- Q. Then it was a one-way conference and the cabinet members told the governors?
- A. That's right.
- Q. How much importance did the Army and Navy authorities attach to the question of civilian defense protection -- not fighter protection or anti-aircraft protection but protection of the factories against bombing, fire-protection for the people, etc?
- AI. Judging from the aid that the Army and Navy gave to the civilian defense people, he thinks they were not so enthusiastic about it. The Army and Navy did not do much, and he had to ask them to get a move on; they themselves did not take the initiative.
- Q. Is it not true that the Army and Navy devised the plans for civilian protection and the Minister of Home Affairs was charged with carrying them out.
- AI. Principally this plan was made by the Home Affairs Ministry and the Army and Navy merely asked that certain places be guarded or protected.
- Q. Then the Army and Navy pointed out the points of strategic importance and asked that they be guarded?
- A. Yes, that is correct.
- Q. Is that the reason for placing a military man in charge of the Air Defense General Headquarters when it was organized in 1943?
- AI. The General did not become the head of the General Headquarters as an Army man. He became the head of the Ministry as a civilian.
- Q. Did not his past experience assist him in his contacts and relationship with the Army - was it not helpful?
- AI. He doesn't think his being an Army man carried any weight in becoming the head of this organization.
- Q. Did it become the idea among people in Japan that the civilian defense organization was an Army affair since an Army man was in charge of it?
- AI. The reason he was put in the job instead of an Army or Navy man actually in the service was because if a military man was in charge then the police would have been a military organization.

Q. Were there certain responsibilities of the BOKUSHOHOMBU that went right on down through your police system without going through the political chain of command?

AI. The responsibility went through the political chain as well as police chains.

Q. Did the civilian defense policy change with the change of Prime Ministers?

A. No.

Q. During his regime what was the reception of the general public to air raid protection instructions?

A. They gradually took a serious attitude toward this.

Q. Between 1939 and 1943 when General ANDO came into office, was the public interested in learning how to protect themselves; were they interested in equipping themselves against fire with pumps, etc; what was the condition when he came into office?

AI. They did not think seriously of it because there were no actual raids.

The General then explained that as an incentive to attend the various meetings of the Kaibodan, anyone attending received one yen which was given by the national government.

Q. Did the leader of the Kaibodan receive more money than those who just came to the meetings?

AI. The leader received nothing.

It was then explained that various companies in the city also paid their employees, in either money or goods, for attending civilian defense meetings and doing anything constructive in the civilian defense line.

Q. During any period of the war was civilian defense abandoned as a futile effort?

AI. During General ANDO's term they had two air raids, Yawata and one other. At that time air raids weren't so bad so the people still had confidence in civilian defense; but when Tokyo was devastated they realized they were powerless.

Q. After the Doolittle Raid in 1942, did the people began to think then that they could handle air raids and put out fires, etc?

AI. The people were not so much frightened by the fires as they were by the machine-gunning.

Q. Could they control the fires?

AI. They did not worry too much about it.

Q. They they figured that their police and fire departments were sufficient to handle this?

A. At that time they wasn't much equipment so they did nothing much in the way of preparing themselves.

- Q. At what point during the war did the Ministry of Home Affairs endeavor to provide more and better fire equipment for the principal cities?
- AI. From January of 1944 they really began to think seriously of the air raid situation.
- Q. Did they get priorities from the Munitions Ministry to build and furnish the cities with new fire apparatus?
- AI. They had worked out certain plans, but they just couldn't get the materials because the Army and the Navy took them all away.
- Q. We understand that the government purchased a lot of new fire apparatus and supplied it to the cities; is that correct?
- A. Yes, they gathered what materials and equipment they could for the various fire departments.
- Q. Was that equipment given to the cities as an outright grant or just sold to the cities?
- AI. The material and equipment was turned over to the self-governing bodies, and he does not remember whether or not it was paid for.
- Q. The general mentioned the Gilbert-Marshall battle; after the Gilbert-Marshall campaign was over did they feel a greater need then for the protection of the home islands?
- AI. Yes, they did. They began to realize it, but the general public did not realize the seriousness of it because they did not know the truth.
- Q. As a man of military experience, what was General ANDO's feeling after the Marianas campaign?
- AI. He then began to doubt whether the Army had any definite plans for protection.
- Q. They certainly realized then the ability of American forces to deliver land-based raids?
- AI. They realized that problem very seriously.
- Q. But the people were not alerted to the true condition of the matter, is that correct?
- AI. Even the intellectuals did not realize the degree of seriousness but they did after the fall of Saipan.
- Q. During General ANDO's regime what was the national policy toward the erection of air raid shelters?
- AI. He did not realize the effectiveness of the air raid shelters they had, but what they had did have a strong impetus on the people in letting them know what was coming.
- Q. What was the attitude of the public toward the shallow shelters that were built in that numerous people were burned and killed in these shelters?

- AI. The people thought these were just temporary shelters erected just so they could get by.
- Q. After some people were suffocated did the public refuse to go into them?
- AI. In the district where the people were suffocated they had a fear of going into the shelters, but where they didn't actually see what had happened the people didn't mind using them.
- Q. Did the cabinet ever consider the matter of construction of bomb proof shelters for the public?
- A. They thought of it and talked about it, but because of the lack of materials they couldn't execute what plans they might make.
- Q. Did they feel that if they had the material could they finance the construction of shelters?
- A. They could have done the work if they could get the materials. They felt that the geography of Japan was considered as such as to lend itself very well to the tunnel type of air raid shelter and this was considered by the cabinet to be the best means recommended to the people.
- Q. What provisions did the Japanese cabinet make during General ANDO's term of office against poison gas?
- AI. During his term he had asked that more gas masks be provided but at that time no masks were available. They couldn't get the material to make them.
- Q. Was it the general's opinion that the American forces would use gas?
- AI. He had anticipated that they might use gas on the people because there was a war on.
- Q. Does the General know whether the military authorities expected the use of gas?
- AI. He doesn't know whether or not the Army had anticipated the use of gas, but due to the fact that they didn't advise the citizens to prepare for a gas attack he does not think that they expected it.
- Q. Was there any effort made to acquaint the people concerning the simple methods of protection against gas?
- A. Yes, they were instructed.
- Q. Did they publish any policy on the subject?
- AI. He thinks there was such a publication. They gave booklets to the Neighborhood Groups and within the books were contained necessary instructions.
- Q. Did they inform the public through the use of radio and newspapers?
- AI. Yes, we did that.

Q. Would you be willing to prepare a statement of civilian defense activities; the planning, organization, training, etc., together with your impressions as to the reception of the public toward air raid protection during your acquaintanceship with it?

AI. The general will do that and can have it within a week.

Q. Is there any department in the Home Affairs Ministry or the Air Defense General Headquarters Section, that specialized in factory protection?

AI. General ANDO had a very profound interest in the protection of factories but the matters pertaining to factories were under the military and the Munitions Ministry.

Q. Did he have anyone in his department specializing in that type of work?

AI. There is a man coming up to take the post of the Metropolitan Police Board who was under him at the time and he thinks he could supply detailed information on the subject. He was in the planning section of the Ministry of Home Affairs.