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

**Description of contents**

(1) Box no. 346

(2) Folder title/number: (12)
BGL, Personnel

(3) Date: Oct. 1949 - Dec. 1949

(4) Subject:

| Classification | Type of record |
|---|---|
| 424 | z |

(5) Item description and comment:
BGL: Dr. Burdett G. Lewis, Chief Prison Administrator, PSD, G-2

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

(Compiled by *National Diet Library*)

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Remarks of Burdett G. Lewis, Chief Prison Administrator, PSD, G-2, at Annual Conference of Wardens, Superintendents, Directors, and Supervisors, Correction and Rehabilitation Bureau, Office of Attorney General

Place: Attorney General's Conference Room, Detached Palace

Time: 1330, 25 April 1950

Subject: The Government Use Bill, Second Part

In Japan great reforms march on while the criminal society continues to voice its unrealistic and nonsensical ideals.

Here in Japan a clever exponent of criminal society is pouring into the post office nonsensical charges against the Government Use Bill. This outpouring will go no further than have comparable attempts in America where similar attacks have been made against progressive legislation and met defeat.

Meeting defeat these criminal society forces in Japan are endeavoring to rally their shattered strength under the banner of one of the great articles of the Charter of Freedom, the freedom of speech guaranteed by the Japanese Constitution. These sinister forces, having no regard for decency, human rights, or the truth, are desperate because they see their graft from the exploitation of prisoners slipping away from them forever. They, and those closely associated with them, see that the prisons are being run for the rehabilitation of youth and adults in democratic Japan and they are against that.

Within the last few days four young girl workers visited Public Safety Division with a petition stating that Japanese

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printers were about to be victimized by pending legislation. It was easily recognized that history was repeating itself and that these young girls had been duped into presenting a petition which they had not recognized as being non-factual.

It was explained to them, and they understood, that they were appearing in opposition to legislation which will assure all workers in Japan a new birth of freedom. They now understand that in the United States organized labor, organized printers, small businessmen, middle class professional workers joined together to end contract prison labor and cooperated in obtaining legislation organizing Government Use training and rehabilitation employment as early as 1917. Local state legislation was repeated in federal legislation passed by the US Congress in 1930 which applied this concept to all correctional institutions under the federal government.

These four young girls left the Public Safety Division understanding that American laws and their application have been used as models in the formulation of the Japanese Government Use Bill and that this bill has been designed to aid and protect them rather than exploit them. Truly, history has repeated itself.

I urge you all to go on with your progressive programs.

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Remarks of Burdett G. Lewis, Chief Prison Branch, PSD, G-2, SCAP, at Meeting of Superintendents of the Respective Juvenile Protection Offices and Those Forces of the Adult Offenders Prevention and Supervision Offices Who Are to Become the Respective Supervisors of the Juvenile and Adult Branches of OPARS, at Council Room, Attorney General's Office, Detached Palace, 14 June 1949, 1100 hours

Subject: Importance of OPARS Law

Necessary First Things Have Preceded OPARS

The significance to Japan of the respective Juvenile and Adult Branches of the Offenders Prevention and Rehabilitation hardly could be exaggerated. It is like the roof over two wings of this Detached Palace. Neither wing would be fully useful if either wing lacked a roof. If neither wing had a roof, there would just be the various walls and floors and the stairways leading from one floor to another. The codes of civil and criminal procedure, the Juvenile Code, the Family and District Courts, the Prison Law, and the Reformatory Act are the foundations, walls, floors, and stairways of the Correction and Rehabilitation System. The Attorney General's Office and the various Regulations and orders interpreting, organizing, and supervising the parts of the system, which are not confided to the care of the courts, make it possible to have all the various parts of the whole Correction and Rehabilitation System function. But if there were no roof over the different wings of the building, one would say that the various parts of the building could

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hardly be used at all. However, with the roof in place, the whole system can be developed room by room. The passageways between the rooms and the stairs leading from one floor to another then can be used at all times, whether when storms are raging or in seasons of fair weather.

## What Was Wrong about Former Suggestions

Early in the Occupation the Rehabilitation Secretariat of the old Ministry of Justice brought to the various sections of SCAP a proposed revision of some of the laws and regulations then in existence which had to do with rehabilitation of offenders, especially juvenile ones. From the viewpoint of the various sections of GHQ there were four things wrong with that proposed big bill. These wrong things were:

a. It did not recognize crime prevention as a chief function of all kinds of correction and rehabilitation, but only of some phases of the work among juvenile offenders.

b. Contrary to the new Constitution and SCAP Directives, it would re-establish the principles of protective custody or supervision, perhaps "thought control," of those who had not been convicted of crimes or found guilty of juvenile delinquency.

c. It did not recognize that the revision of the Codes of Criminal and Civil Procedure, the reorganization of the courts, the revision of the Juvenile Act, and of the Reformatory Act and the reorganization of the various Bureaus of the Justice Ministry would have to precede the establishment of any efficient Probation or Parole in Japan.

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d. It did not recognize that the modern tendency, whether in the United States, in the British Commonwealth, or in Sweden, is to combine juvenile probation and parole functions and place them under a National, District and Local Juvenile Offender authority and to combine Adult Probation and Parole functions under a separate Adult Offender Authority.

OPARS Initial Operations Full of Promise

It thus came about that this all important law which provides a thoroughly modern National, District, and Local Probation and Parole System for all Japan is the last one of the new laws to go into effect. That is, a new roof is being provided on 1 July, 1949, for the whole edifice of Correction and Rehabilitation in Japan. It is going to be a hundred times easier for all concerned to operate the new probation and parole system since all of the other changes below the roof line already have been made in the Correction and Rehabilitation edifice. The new systems are either in operation or well on the way toward full implementing. The men and women in the Correction and Rehabilitation System now are functioning with much more modern facilities and under procedures which recognize that rehabilitation is being added to correction throughout Japan. For the first time in Japan and in the first Ministry, the office of the Attorney General, there is a streamlined budget; in this budget, personnel and operating functions also are integrated, generally, for the first time in Japan.

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Therefore, I congratulate you men and women, most of you young and all of you willing to learn, upon your great opportunities to participate in the OPARS system. You are to provide a well-functioning and a rounding out of the correction and rehabilitation forces organized respectively in separate District Commissions for Juvenile and for Adult Offenders. Since the economy of Japan must have time to recover from a long period of overexpansion of the military at the expense of civilian functions, you have been required to begin this work in more modest fashion than many of you felt to be wise or possible. As a result of some experience in the Occident and here in Japan, I wish to assure you that you can do a good job of planning and of placing in operation the beginnings of the OPARS system.

In 1915 I had the experience of beginning in a small way the operations of such a system in New York City. We had a Chief Parole Officer and only five other parole officers with which to begin the task of handling 10,000 cases during the first year. We had to borrow the part-time services of personnel of some other governmental departments of the Greater City. We were compelled, as you are, to seek the assistance of volunteer workers. Our task, like yours, was not easy, but by hard work and the exercise of much patience and plenty of common sense plus some ingenuity, we succeeded in building an organization which has continued to grow and develop during the past thirty-four years. It is a flourishing organization

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in the 35th year of its existence.

You here in Japan have circumstances a hundred times more favorable than we had in greater New York in 1915. I forecast for you the easier development of your much more comprehensive system.

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Thirty-third Lecture, Orientation Course for Japanese Officials Connected with Office of Executive Assistant, Attorney-General, Delivered Public Safety Division Conference Room, NYK Building, 1000-1200, 15 September 1948, by Superintendent Pedros S. Paje, Iwahig Penal Colony, Palawan, Republic of Philippines.

Subject: The Agricultural and Industrial Projects in a Penal Colony in the Philippines

ORGANIZATION

There are two main Penal Colonies in the Philippines. One is located in the Province of Palawan - the Iwahig Penal Colony which has around 102,000 acres reservation and the Davao Penal Colony which has about 75,000 acres of land reserved for this colony. The other sister colony is a Prison and Penal Farm at Zamboanga Province and has an area of about 15,000 acres only. Except Iwahig Penal Colony and San Ramon Prison and Farm, the Davao Penal Colony was founded only in 1930.

The organization of these Penal Institutions is almost similar in nature as to their administrative functions and their system of rehabilitation and reformation of adult inmates. All these penal colonies are directly under the supervision and control of a bureau called the Bureau of Prisons which is under the Department of Justice of the Philippines. The Bureau of Prisons is headed by a Director and Assistant Director of Prisons.

The Penal Colony is headed by a Superintendent and Assistant Superintendent, the former being only directly responsible to the Director of Prisons. Each colony has an average of 30 colony officers and employees and about 10 prison guards. Most of the officers and employees are college graduates who were technically trained in their own lines, either in Agriculture, Animal Husbandry, Chemistry, Mechanical Engineering, and other vocational lines. Each colony has one or two physicians, nurses, dentists,

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pharmacists, property custodians, band leader, veterinarian, and priests.

The various activities of the colony are administratively placed under a Division. Each division is under the direct supervision of an officer or employee. The different divisions are grouped accordingly by departments.

As Superintendent of Iwahig Penal Colony, I shall only talk about this colony regarding its organization, functions, and results of its reformatory work, its various agricultural, industrial, and institutional activities, and the social rehabilitation of the inmates. Before I go into these subjects, I wish to inform this body that the Penal Colonies of the Philippines are now operated under a Revolving Fund. Before 1948, they were operated and maintained under a yearly budget fixed by the Philippine Legislature. The former system of financing the Penal Colonies in the Philippines was found to retard progress of development of the natural potentialities of the colony, their rapid progress in industrial possibilities in the utilization of raw materials available locally, not to mention the government red tapes in administering the Colony.

The Iwahig Penal Colony was founded by an American, Dr. Dade, in 1904 who became the first Director of Prisons of the Philippines. At present, this Colony has about 3,000 inmates whose sentences range from two years maximum to life imprisonment. Before the World War II there were more than 500 members of colonists' families. Now there are less than 100 members, but many more are expected to arrive as fast as the requests of the most desering inmates are approved by the Secretary of Justice.

PRISONERS AND THEIR FAMILIES-LIVING IN COLONIES

The families of colonists are provided with individual two-room quarters which are built out of locally produced materials. Each dwelling

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has enough ground for backyard gardening, poultry, and pig raising. Such backyard activities are undertaken by the wives and their children, the latter helping after school hours and during school holidays. When the administration needs women's services, such as; seed selection, harvesting rice or corn, mending prisoners' clothing they are ordered to work on these at least three times a week— an average of four hours a day. The working hours are so fixed so that they have enough time to clean their dwellings, attend to their domestic animals and prepare their meals during the day, and other household daily activities.

Upon the arrival of these families in the Colony, they are taken up as members of colonist's so and so family and are entitled to draw their by-monthly rations of rice, soap, and their daily rations for meat and vegetables or fish whenever they are available. The Colony sees to it that at least there is a meat and fish ration, alternating them twice a week. Vegetables are always available which are rationed according to the number in each family every other day. Mothers who have newly born babies are given fresh milk ration daily. The children who also need fresh milk and are recommended by the Colony physician are accorded same privilege. They are also given clothing ration twice a year.

The presence of colonists' families and with the officers' and employees' families in the reservation help much in organizing and rendering musical and literary programs for the entertainment of Colony residents and visitors from nearby or surrounding civilian communities. The children that come to school age fill the minimum requirements or enrollments in the grade schools.

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Unless a wife becomes or turns out to be a social problem in the Colony, she and her children stay in the colony until her husband is released. The prisoner, as head of the family, is held responsible for the conduct and behavior of his family.

The result of allowing the families of deserving colonists join them in a Penal Colony is that it balances the life of a community. The children of school age are given free Elementary Education. If their fathers can afford to send them to the Secondary School, most of them attend this school inside the Colony.

PRISON DEPARTMENTAL ORGANIZATION

The following are the various departments and the divisions or sections under each department:

Agricultural Department

Divisions:

1. Agronomy Division
2. Horticulture Division
3. Coconut and Vegetable Oil Division
4. Forestry Division

Animal Husbandry Department

Divisions:

1. Large Animal Division
2. Poultry and Swine Division
3. Fishery Division

Engineering Department

Divisions:

1. Machinery Division
2. General Transportation Division
3. Construction Division
4. Roads and Bridges Division

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5. Electric-Water and Communication Division

Industrial Department

Divisions:

1. Industrial Division
2. Charcoal Factory Division
3. Brick and Tile Division
4. Furniture and Handycraft Division

Institutional Department

Divisions:

1. Administrative Division
2. Property Division
3. General Service Division
4. Band Division
5. Post Exchange Section
6. Religious Section
7. Educational Section
8. Recreation Section
9. Medical Division
10. Police Division

KINDS OF PRISONERS SENT TO PENAL COLONIES

The kind and type of prisoners that are sent to the Penal Colonies come from our national prisons (New Bilibid Prison) at Muntinlupa, Rizal Province. The new Bilibid Prison is almost 33 Kilometers from the Old Bilibid Prison in Manila. These prisoners are selected according to crime committed, conduct, and behavior, and time served out of their maximum sentences. No habitual offenders are sent to the penal colonies. They must serve at least one fifth of their maximum sentence before they can be considered eligible for assignment to a Penal Colony.

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New arrivals of prisoners in the Colony are classified according to their educational attainments, age, crime, sentences, and training and experience outside and inside of prisons. They first undergo a period of from three to six months of provisionary status and within this period, they are taken up under the General Service Division. They are assigned to work in the various agricultural, industrial, engineering activites and other miscellaneous work and at the same time orienting them to the discipline, rules and regulations anforced by the administration. Those that have special or technical training and experience are loaned to the divisions that need their services subject to the approval of the Superintendent. After such provisionary period, they are assigned permanently to the division where their services will be to the utmost value to the administration.

GOVERNMENT AND DISCIPLINE

Punishment for serious infractions of the rules including fighting and one prisoner doing violence to another prisoner or personal conduct prejudicial to the best interests of the prison community are three. These are in the order of their seriousness. Loss of privileges, withdrawal of good times and awards previously earned, and confinement in isolation on bread and water for not to exceed three days. Beyond this a colonist may be sent back to the security section of the main prison and returned for trial on a new offense.

Picturing the prisoners' life in a Penal Colony in the Philippines, one can see a free community under a municipal form of government, only that all prisoners, including the officers and employees are under a semi-military rule. Prisoners are not guarded once they are transferred to other divisions from the General Service Division. While they are undergoing provisionary training in this division, the trusty police assigned to guard

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them are only armed with wooden clubs. The best form of control among them is moral and respect toward the administration rather than force and fear from heavy punishments or inhuman treatment. We always treat them as humans rather than as criminals.

After learning that "crime does not pay," and that to live honestly pays, reformation of adult offenders comes along with them after learning that Freedom or Liberty is the most precious thing in life.

DEPARTMENTS OF INAHIG ADMINISTRATION

Agronomy Division: This division is primarily responsible in the production of the staple foods, such as rice, corn, legumes, sugar cane, and other cereals. This Division also maintains truck gardening for the consumption of the men of the division and to help the Horticulture Division supply the needed vegetables for the men of other divisions, including those for the officers and employees, their families and colonists' families. Any extra are shipped to New Bilibid Prisons.

Horticulture Division: This division is in charge of the planting of orchards and the production of perennial vegetables. It also undertakes the raising of corn and other cereals. Said division undertake the extensive vegetable raising, including the planting of bananas, pineapples and papayas.

Coconut and Vegetable Oil Division: This division has a very limited, but extensive activities. It manufactures copra and produces oils from oil palms. It also supplies the coconut sap for the manufacture of vinegar or alcohol.

Forestry Division: The production of logs to feed the colony sawmills is the principal concern of this division. It also supplies the construction division with round house materials, rattan, and other forest products needed by the said Division. It is the plan of the present ad-

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ministration to angage in the collection of copal from the colony forest reservation.

Large Animal Division: The raising of cattle, carabaos, horses, goats, and dairy cattle are the main activities of this division. It also conducts breeding work to improve the stock of each breed. The production of fresh milk, butter, and cheese will be emphasized by the present administration.

Poultry and Swine Division: The main objectives of this division are self-explanatory. The production of eggs, poultry, and pork are the principal aims of the division on a commercial basis, besides supplying the inmates with eggs and pork twice a week.

Fishery Division: The catching of fish, gathering other minor sea goods, and the raising or culturing fish and oysters are the principal activities of the division. The production of common salt is also under the charge of this division.

Engineering Department: The various divisions under this department as previously enumerated undertake self-explanatory activities. In general, they operate and maintain the machineries, motors, launches, electric and telephone systems and the water supply of the Colony. Roads and bridges are maintained or constructed by the division concerned. The Construction Divisions construct brigades, houses, and make necessary repairs of all buildings and quarters of the Colony.

Industrial Department: Except the Industrial Divisions, the other divisions under this department undertake specific specialized work. The Industrial Division manufactures laundry and toilet soap. It also runs the railor and shoe shops. The making of Nepa "salocots" (helmets) for the prisoners' use is also one of the division's activities. It is the plan of this department to manufacture laundry soap, ceramics, bricks, and

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tiles on commercial basis this coming year.

Institutional Department: The different divisions or sections listed under this department, except the General Service Division, have their specific responsibilities which, for obvious reasons, I need not explain here. For some reason or other the present set up of the organization of the Iwahig Penal Colony and for the interest of the service, the rice mill, granary, slaughter house, and cold storage are under the Property Division.

Spare Time Work of Colonists: All prisoners are required to render service for a period of eight hours a day except Sundays and official holidays. However, most of the farm field work is given under the "Piece Work System". Prisoners who can finish their daily assigned piece work early during the day, spend their spare time for their private gain--either in making hand crafts, planting food crops. raising chickens or pigs and in any line of work of which they derive some cash. All of such produce during their spare time are sold through the Colony Post Exchange.

## WAGE SYSTEM FOR COLONISTS

All prisoners who have stayed in the colony six months from the time they arrived from the Central Prisons are given monthly gratuities ranging from 50 centavos to 10 pesos monthly depending upon their skill in certain technical or specialized kind of work.

## IWAHIG SELF SUPPORTING

Because Iwahig Penal Colony almost produces the food of the Colonists and coupled by the production of an average of 700 tons of copra a year, the colony has been a self-supporting institution of the Philippine Government since 1930 with fairly, if not, substantial profit every year.

## GENERAL EFFECTS OF IWAHIG UPON COLONISTS

It is the aim of the present administration of the Philippine Bureau

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of Prisons to make this bureau an asset to the Philippine Government, instead of a burden financially in the maintenance and reformation of her insular prisoners, not to mention the value of the vocational training taught to the prisoners to assure their new life upon their release.

COLONISTS BECOME LEADING FARM SETTLERS

There are many released prisoners and also those with families, who, upon release, settled down in Palawan--mostly in the neighboring localities. They became successful farmers and retailers. In fact, these ex-colonists become leaders in their communities and the farmers become the examples of a simple scientific farmer in their respective "Barrios" or districts.

Pedro S. Paje

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OK 16 Feb. SBR

Remarks of Dr. Burdett G. Lewis, Chief Prison Administrator, PSD G-2 SCAP, at opening of two day Conference Called by NOPAR Commission for all DYOPAR and DAOPAR Chairmen and their respective Chieftans of General Affairs, held at the Detached Palace, Tokyo, Japan, 20-21 February, '50. Opening session 1000 20 Feb. '50.

Subject: Initial and Immediately Subsequent Problems of Launching Modern Parole Systems.

The Temporary Measures To Be Taken.

There are several temporary measures which our experiences in starting the new and modern Parole Systems of New York City and of the State of New Jersey indicated that would be necessary in inaugurating the OPAR system of Adult and Youth Authorities in Japan. New York City experiences in providing pre-parole studies, release, supervision and community fact finding, procedures were repeated from 1918 through 1925, in New Jersey, in their broad essentials. Our earlier experiences in New Jersey were essentially the same as those at a later date in New York, California and Illinois and in the U.S. Bureau of Prisons and the U.S. Board of Parole. For all of these and other reasons we of the Prison Branch urged the Japanese Government to include certain provisions in the OPAR Law No. 142, 23 May '49 and in the Cabinet Orders and Regulations implementing that Law. These provisions apply with equal force to the Probation Services entrusted to the DYOPAR Commissions, but at this time I am confining my remarks to the field of Parole which is a common one for all DYOPAR and DAOPAR Commissions. When, at your next conference, you have present the Chieftians of Probation and Parole Supervision, I will want to discuss both Probation and Parole, so that the District Commissioners may realize the almost super-importance of the Supervision functions for which the District Commissions have the major reason for their own existence.

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The temporary measures to be taken in respect to all sorts of parole which our stateside experiences indicated would be of most importance are at least two. The first one of these is this: HOW TO AFFORD THE PRISONER A PERSONAL INTERVIEW AT THE TIME OF HIS FIRST INSTITUTIONAL CLASSIFICATION AND HOW TO GIVE HIM AN ADEQUATE BUT NON-TIME WASTING HEARING ON THE ESSENTIAL PARTS OF HIS APPLICATION FOR PAROLE.

The second problem is this:

HOW TO HANDLE THE BIG ACCUMULATION OF CASES WHERE THE LAW IS MADE TO APPLY TO ALL CASES NOT YET PAROLED NOTWITHSTANDING THAT THEY AROSE BEFORE THE NEW SYSTEM OF WHICH THE OPARS LAW IS THE CAPSTONE, WAS INITIATED IN THE COURTS AND THE INSTITUTIONS.

I am not stating these problems as if they are untameable big bad wolves. They are nothing of the kind. A good deal of common sense plus some expert ability,wisely applied, will cause these big barking creatures to slink away as if ashamed that their weaknesses have been uncovered in timely fashion. Let me tell you how we dealt with both of them in New York and New Jersey long before the later parole systems and authorities were in existence.

In New York and New Jersey as later in Japan we felt certain that it would not be difficult to arrange for effective participation of the inmate in his initial classification and assignment to work, training and treatment. This could be accomplished, we believed, in the Correctional Institution, which would have, from the first, a fairly adequate staff, even if not well trained professionally, room for the meetings of the Classification Committee meeting, and, where necessary, more than a single hearing of the prisoner awaiting classification, assignment, and treatment.

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These reappearances frequently are necessary during the days when adequate classification, and assignments have progressed to a point where they provide comprehensive routine handling of each case. If these first procedures are well managed then the saying is, that the personal appearance of the inmate has been achieved in part at least, even, before he puts in his personal appearance Before the Warden's Classification Committee. When he does appear the disputed or differing statements of fact about salient points in his career, his family or home life, his education and work experiences may be quickly aleared up. If he has offered contradictory statements as to his preferences for reading matter, educational courses preferred by him, or athletic sports in which he wishes to become more proficient, here is where he quickly can clear them up. The data collected about him by the different experts may be cleared up without revealing to him the objective findings of the experts which are of a private nature. Any discriminations at the hands of fellow inmates or officers may be aired here with more objectivity than is usual in some cases of "hotly pursued" arguments of experts, who may have pressed the inmate pretty hard for answers to questions. In short if the work at these stages has been well done the pre-parole hearing will doubtless be a simpler matter later on.

In respect of the second problems of handling the big initial accumulation of cases, where the law is retroactive to include cases which have come in on commitments prior to the effectuation of the new Parole Law, the solutions which have been attempted in Japan are well buttressed by experiences in the same fields Stateside. Of course the accumulation of such cases has been much larger in all Japan than in the single State of New York, or New

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Jersey or in both of them. But in Japan there have been sixteen commissions to handle the cases, one half being for Juvenile cases and the other 8 being for Adult cases. In the States we decided to give special consideration from the very first to the new cases. The reasons for this lay in the fact that these would come in under the provisions of new Court Laws, new Reformatory Laws and new Regulations all calculated to give more attention to the peculiar characteristics and needs of the individual inmate.

SCREENING-OUT SERIOUS OLD CASES FOR TREATMENT.

We screened the old cases carefully, selecting for special consideration only the big problem cases. Those not so screened-out as being big serious problem cases, were handled chiefly by the Warden and his Classification Committee for they were more like new brooms than old ones. The more serious cases thus screened-out were given a hearing before the Chief Parole Officer, who corresponds to your Chief of Supervision rather than your Chief of General Affairs. Only a few of the very serious cases among these got to see the single Member of the Parole Commission who had been specifically assigned to hear the cases of the particular institution where any such case was confined. Sometimes the prisoner would talk more freely to the Parole Commissioner than to the Chief Parole Officer or the Warden's Committee. Occasionally it worked the other way. In any event the old cases got a fair hearing.

FULL SERVICE FOR ALL NEW CASES.

The new cases were a matter of great concern both in New York and in New Jersey. For a time the single Commissioner assigned to an institution for the purpose of giving individual parole hearings to each applicant for parole had the Chief Parole Officer to screen-out the more serious cases where a personal interview could be given

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by the Parole Commissioner with the essential facts of the case in his possession and digested before the prisoner appeared before him. This put an effective damper upon those garelous ones who had the usual stock of tall tales to try out on the suspected credulous new Commissioners. In this way again the new Commissioner and the Chief Parole Officer and the latter's Staff quickly became familiar with the requirements and necessary procedures of the new Systems. They had already learned how to have the serious behavior and treatment cases screened-out for effective handling at the hands of the Doctor, the Psychologist, or Sociologist, the Case worker and the other professional experts. The more ordinary cases were handled without the intervention of the time consuming methods of the Psychiatrist or the Clinical Psychologist. The case worker was particularly depended upon here to give that attention to her cases which are the main spring of that profession. Taken as a whole this division of labor provided a high average of coverage for the whole load of cases.

THE RESULTANT EFFECT UPON THE WHOLE COMMISSION WAS GOOD.

This division of labor had the effect of tieing each Commission member and the expert staff working with him into a team who had to present a give-and take attitude toward similar teams who handled the cases coming up for parole application hearings in other institutions. In effect the commission as a whole in its meeting as a Commission had two sets of fact findings or at least had the basis for two different kinds of judgment concerning the particular inmate in each case considered. The professional one might be said to start in the ranks at the bottom and continue all the way up to include the Parole Officer Investigator at the top. The

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other view beginning in the same way and having access to the same documents and facts would reach the top, which in this case was a member of Parole Commission. The latter might not be a social case work professional or even a Sociologist or behaviorist Student. He might be a person of good standing and of great good will, or he might be a strict disciplinarian of the old school. But, generally speaking, he might differ in his analysis of cases. In that event the Commission objectively, hearing both recommendations could by majority vote make a decision. If there were serious difficulties, upon Appeal the Top Commission, in Japan, the NOPARS Commission, could come in and review the whole case and make a binding decision. In course of such cases the experts would generally come in for a great deal of questioning. In this way the composite picture made by blending their findings could be very enlightening.

MEMBERS OF PAROLE COMMISSIONS MASTERED THEIR TRADE SOONER.

In this way it gradually became possible for the Members of the Parole Commissions assigned to particular institutions to be assured that the Chief of the Parole had been represented at each institutional initial classification committee hearing and had knowledge of the reasons for particular treatments and disposition of cases for assignments to work, treatment and training. This same person doubtless had been present when the pre-parole hearing and the later parole eligibility application hearing was held preparatory to sending the case to the Parole Commission for handling. In time these studies, always a careful study of the neighborhood out of which a prisoner had come to prison and especially of all the factors of importance about the area where he was going to live, play and work when he was released under

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his parole agreement became very important. In time this organization to study localities became known as the Division of Community Services. It is one of the most important to all the agencies which have to handle cases seeking rehabilitation through release under careful supervision. In Japan, in time, this will become one of the most important spheres of DAOPAR and DYOPAR activity in each District. It will reach down to the Prefectures and smaller units where the population is dense and the case load for the District very heavy. Here the C&R District Section Officers will be able to give and receive much assistance, particularly if there is a good social service exchange in operation so as to cut down on useless repetition of investigations.

THE DEVELOPMENT OF PROFESSIONAL SERVICES.

There is no good substitute for good professional training plus experience but there can be extension courses and the usual use of visual and hearing aids which shorten the periods of training to a degree. In the States the exchange of record procedures has already gone far to speed the effectives of orientation courses as to routines and methods. I have arranged to secure some of these wire and disc recorded procedures of Courts, Probation Officers and Case Workers and the like. When you meet with the Supervisors in April I expect to have ready for your hearing some of these recordings which we believe will be helpful to all. Until they are available I trust that you keep up your good work.

Here let me quote from Dr. Walter Reckless, Ohio State University's able Director, Social Administration Courses. Speaking of the technique of proper first Probation and Parole interviews with the prisoner at the bar or in the institution, he says:

"If we just had effective ways of selling the newly

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> admitted person on the program and what he could get out of it, allaying his fears and animosities, enlisting his cooperation in his own welfare, winning him over to the side of treatment before the adverse influence of inmate society got to him first, half the battle for the redemption of the inmate would be won."

One of America's greatest Psychiatrists, Karl Menninger, of the world famous Menninger Clinic, Topeka, Kansas, once in 1936, while addressing a roomful of temporary out of work School Teachers, who were being sent to the Correctional and Mental Hygiene Institutions and Agencies of Kansas, astounded this room full of near Marxians, or half Christian, and half non-believers in "superstitions", as some of them called any religious tendency, by saying:

> "The one common denominator by means of which anyone of you can reach the heart and mind of your prospective students anywhere, is to convince him quickly that you care for him. Love is the only means known to man of reaching the heart and mind of a fellow human being. I do not mean sentimental or mawkish love. I mean the real thing. If it is feigned no one will detect your hypocricy quicker than a criminally inclined apostle of hate, the prisoner before you."

That coming from the famous author of "MAN AGAINST HIMSELF" the American classic on why people commit suicide, was sensational in the truest sense of that term. Here was the challenge to the "Gospels of Hate" from one of the best equipped men in the world to hurl the challenge. To say that the class went to the institutions of Kansas in a chastened mood and that they did a splendid part-time fill-in job is to put the matter in a mild light.

Of this same matter of "getting on with the prisoner quickly", Samuel B. Haskell, Director of Adult Probation, Court of Common Pleas, Cincinnati, says in an article in "Focus", the Magazine of the National Probation and Parole Association:

> "First interviews with probationers are, paradoxically, all alike yet each is different. The goal is the same

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but the paths are various. The probationer has a right to a full explanation, what it is and why it was granted; to an explanation of his position in reference to the Court; of the conditions of his probation and what constitutes acceptable behavior. And the probationer has a right to have all this explained to him in words he can understand, and in a manner which will encourage him and give him confidence in himself".

There ladies and gentlemen, I think, you have no doubt about what your tasks are like and of the proper bedside manner in which you should approach your tasks. The Doctor does not lower himself if he comes to his patient as the one friend from whom the patient need not conceal anything. I know that you ladies and gentlemen are capable of rising to the dignity of such a personal interest in the recovery of your prisoner-patients.

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ORIENTATION

REMARKS OF DR.BURDETT G.LEWIS,CHIEF PRISON ADMINISTRATOR,PSD G-2 SCAP, at Opening of Special Tokyo District DYOPAR and DAOPAR Commissions concerning PROBATION AND PAROLE PROCEDURES AND METHODS OF WORK under the new OPAR SYSTEM OF JAPAN.

Place and time: IMPERIAL THEATRE,1145,28 Nov.'49.

SUBJECT : "REHABILITATION NOT EXPLOITATION IS THE GOAL OF ALL EFFORTS WITH OFFENDERS

of old

REHABILITATION& RESURGENCE BOSS ~~SYSTEM~~

I find many persons frankly worried lest there rise to power the worst elements in the old boss and racketeering system of Japan which led Japan into the disasterous perversions of the fine program which the Liberals had for the harmonious development of internal and extternal affairs of Japan. In a word some of the Japanese have told me of their fear that fine sounding programs, such as yours, are to be infoltrated and taken over the cruel forces of the totoalitarian Right and the Totalitarian Left. This was what SCAP warned against in his 3 May'48 First Anniversary Statement concerning the enforcement of the New Constitution. The conduct of perverted USO-type of Japanese entertainment at a big local Prison around Christmas time 1947 as reported in Miss Crockett's "Popcorn On The Ginza" showed plenty of dangers to be guarded against by such societies as yours in your justifiable enthusiam and concern for the rehabilitation of the Offender. Those and several other episodes, exposed in later Provost Court trials, have been sufficient to point up the dangers of ulimate development, forseen by SCAP, in the best statement of the chief

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political problem of the modern world. That statement will bear repeating here, briefly, because of its importance. "The Totalitarians of the Left and the Right do not hesitate to make common cause of their great hostiltiy to the forces of the Democratic Middle". I am going to call a spade a spade, and talk directly to the better forces in the old OYABUN and KOBAN Societies ~~in this talk~~ . I am issuing a solemn warning to the old exploitive, criminalistic elements to stay out of your ranks and not to try to kil the chances ~~that~~ of these old societies ever being of ~~any~~ use in modern Japan, no matter how much money they spend on boat rides and elaborate propaganda for the offender. There is no warrant for the old tactics. but plenty of room for service in modern Japan.

REHABILITATION APPROVED AS BEST BY BOSS MURPHY, NEW YORK.1914.

I commend to the careful consideration of all Japanese the following paraqphrase of a statement of one of New York City's most notorious and powerful political bosses. In it Charles F Murphy. Leader of Tammany Hall announced to me privately through a friend of his, the Architect for my new Greycourt Reformatory for Women and for the new Tombs Prison, which later was actually built by the successor of my successor, Commissioner of Correction, Austin MacCormick and his Deputy, several years after my retirement from the Commissionership in 1917. In this message and in his comments, which I was not supposed to hear Murphy announced the sound political reasons for his change over from a program of exploiting the weaknesses and difficulties of offenders to that of working for their rehabilitation. This

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statement came to me directly from the "Good Ground", Long Island, estate of the Tammany Leader, where he entertained for the week-end Charles S Meyers, who was one of the Architects commended to me by the Engineering Bureau of the Board of Estimate and Apportionment, the supreme governing body at that time of the City of New York. It was November, 1914. I had been in Office as Deputy Commissioner of Correction for 8 months. I had conceived of, drafted personally, submitted to all the Judges, Prosecutors and Workers, dealing with Crime in the City of New York, the Parole Commsiion Bill, which became a Law under the Titles of Law No 579 Of the State of New York, in 1915 and as Law No. 287 of the same State in 1916.

IN 1895 MURPHY ENDED EXPLOITATION OF SICK POOR BUT CONTINUED IT FOR MANY YEARS IN DEALING WITH CRIMINALS

"In 1895 I was just a District Leader and Commissioner of the Department of Docks in the old City of New York, then consisting of New York and Bronx Counties. Our great Leader of that day, Richard Crocker, entrusted to me the responsibility of making final decisions concerning the New York City Charter revisions which became a Law that year. When we came to the old Department of Charities and Correction, then in existence, I found all sorts of views which made agreement impossible. Finally after I had listened to the arguments until my ears rang I hit upon a solution. It came about this way. There were Priests, Doctors and Workers whose views were backed up by their works wherein they did not spare themselves. They were united

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They argued for Charity Hospital, and Clinics and, also free treatment agencies of all sorts for the sick poor, especially for mothers and children. They fatly shouted at me that it was foolishness to think of exploiting the families to which these mothers and children belonged. It was suicidal for me and my Party to expect to retain our political power by giving these a stone when they were asking for, and deserved, bread. They claimed that The Party which gave them the best medical treatment, the best education and recreational opportunities would finally win and keep their loyalty.

These good men and women, whom I admired so much, and who never had let me down in my old District of that time convinced me. They proved to me that the blind could be made to see, the deaf to hear, the weak hearts to be made much stronger, and the milder cases of "T.B" and all cases of measles, mumps and children's diseases could be cured, if taken in hand in time. Finally, I was convinced and made a very radical decision. It too put it over with Dick Crocker and I had it enacted into law by the New York State Legislature. I decided to make two Departments out of Charities and Correction. In the Charity Department I put the Hospitals, Clinics and other free tratment Agencies.. I turned the Jails, the Workhouse and the Penitentiary over to a new Department named Correction. My next move was of great importance. I got Crooker to issue and order to all Tammany Organization workers and I made it stick. It was very simple but very farreaching. We sacked any person regardless of his name or political or business station who did not carry out our new Order. This is, in sub-

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stance,is that order and how we worked under it.

" ' Hereafter our program will be to make friends for our our Organization by getting first class treatment in Hospitals and Clinics for the people,whether children,mothers or fathers, vagrants,"bums" or old ladies and gentlemen. We are to get the real not fake votes of people by service. There will be no false promises,no deception,no exploitation of misery judt to get their votes in a single election. The idea of exploiting them,of fooling them with a dollar bill and a cup of coffee is out. It's old stuff!

" ' As for the Jails,Workhouses and the Penitentiary we will have another policy. Since no one has argued that you can ever cure crime or change a pickpocket or a second story man into a good citizens we may as well make what we can and get the votes of their families and friends the best way we can. We must get the votes,too,of the"Sob-sisters" and the sentimentalists,as the"higher-ups" and "mobsters",who are also interested in the crooks for various reasons. They all are urging that we give the criminals special favors especially while they are in jail,where the crooks and their friends expect special ~~favors~~ consideration, and help in getting out of prison as soon as possible. That's our chance.In fact our job is made easier for us where we have these crooks all crowded together in big jails which are nearby,on the Island, and not far from our political club houses.It is easy to get to them and to exploit their fears and their hopes,fatuous as they often are!

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"Well I can now say that the program which we adopted for the Department of Charities was the correct one. I have come to the conclusion that we have pursued the other one in the Corrections field, too long. While we have been cleaning up the Police we have utterly neglected the Prisons. There have been cures, treatments, services, the best in the world for the Charitiable cases, but we never realized, in time, that we could carry on a modified Charity program in the Prisons. Now Katharine B. Davis, Mitchel's Woman Commissioner of Correction, ~~and~~ makes speeches and works to carry out what old Lyman Abbott, calls the Christian Correction Program as opposed to what he calls our " Pagan" one. I have studied closely the common sense, courageous and effective work of her First Deputy, Burdett G. Lewis, in carrying those policies into effect in the Correctional Institutions of the Greater City. Lewis is putting into effect good programs for treating, training and "rehabilitating", he calls it, the various kinds of offenders. I will go all out for the enactment and enforcement of the Parole Commission law which Lewis has drafted, discussed with all the Judges, both ours and the Reformers. He has consulted all of the prosecutors. I have told ours to help him in very way. We will see to it that the Lower House of the State Legislature, controlled by the State Democratice Organization and the New York City Board of Aldermen, which we control, supports with laws and appropriations, for these programs.

"I am sure that the program is worthy of our support, even if it is being carried out by Mitchel's reform administration. Let them do it. We will carry the City at the end

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of this administration then Tammany Hall will have all of the new Program to ~~carry out~~ Enforce.

## GREEDY EXPLOITATION OF PRISONERS RENEWED

Twenty five years after the death of Charles F. Murphy I am revealing for the first time these confidences which, in part, made possible the extent, width and depth of the transformation in Correction and Rehabilitation after the Christian model, to quote the characterization of Dr Lyman Abbott of the previous 1914 date. The bills establishing the Parole Commission of the City of New York, known as Chapter 579 of the Laws of the State of New York of 1915 and 287 of the Laws of 1916, respectively, passed two consecutive Legislatures practically unanimously. We never lost a bill or an appropriation in the State Legislature or in the Tammany dominated Board of Aldermen in New York City. During my time as Commissioner Leader of Tammany Hall (Murphy was) and so no lack of support of the forces of the City bothered or hampered our efforts..

After my retirement in 1917 and the death of Murphy some years later District Leaders such as James J. Hines, who was a parasite upon the developing Numbers Racket and a few lower New York and Brooklyn minor Democratic Organization Leaders, who gave Lucky Luciano, the international White Slave traffic factor, firm support, began to undermine the the integrity of the former Murphy neutrality and to wreck the the Rehabilitative integrity of the Penitentiary and Workhouse administration. These forays led to the successful and sensational prosecutions of District Attorney Thomas E. Dewey of New York County and those of Democratice District Attorney of Kings County William O'Dwyer, now Governor of New York State and Mayor of New York City, respectively. The debacle became complete under Mayor John F. O'Brien in 1932-33, when Prosecutor O'Dwyer convicted the whole organization known as "Murder Incorporated"

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Sometime in the near future I want to tell you how the late Mayor La Guardia began, in 1914 and carried through a succesful career following, through much the program which Murphy approved when it was undertaken by our administration In 1914, in New York. La Guardia's career began by taking my advice concerning how a career could be built out of service to the "good society" by securing and aiding in the rehabilitation of offenders rather than in exploiting them. Here and now let me repeat that the Oyabun and the Koban Societies will hardly find a place in the new Japan by returning to the role of exploiters of offenders. Rather their future usefulness will depend upon how fully they heed the counsel of one of America's most successful one time boss Leaders, Charles Francis Murphy of Tammany Hall, and peform the service of seeking the rehabilitation rather than the exploitation of offenders for them and for Japan. Sound political policy lies along the service road. Ruin and disaster for all concerned will be the inevitable result of any attempted subversion of the announced purposes of the OFAR System in modern Japan. I congratulate you upon your aggressive action in changing over the Kd. Protective societies into modern and rehabilitation units of OPAVS. I bring you the good wishes of Public Safety Division CI&E 9-2. SCAP. ~~All who work with you~~ ~~much success~~ God speed.

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

APO 500
28 October 1949

MEMORANDUM

SUBJECT: Discussion III Public Safety Highlights, July, 1949

TO: Chief, Public Safety Division

1. The conclusions, 4g, Crime Statistics, July, 1949, Public Safety Highlights, attached hereto seem to say somewhat more than the statistics referred to may justify. In view of the high rate of recidivism heretofore prevailing in Japan, because of the continuance of higher incidence of offenses among those above 18 and also in the thirties and forties, where more recidivism is likely to occur, and because the patterns of offenses seem to be changing from sporadic appearing stealing of the necessities of life into thought crimes of a larcenous character, one might urge careful analysis of subsequent figures. These figures may record, as Mr. Van Buskirk thinks, a settling down to a steady rate of clearance by the authorities rather than a stabilization of the crime rate.

2. One should be cautious about assuming that the settling down is any indication that the Japanese Government therefore unaided can take over its own affairs. Rather among the C&R forces, where the PSD policy of pushing everything upon the Japanese and at early stages has prevailed, the TDY investigations and contacts with the central office staff indicate that the C&R forces are beginning to wobble under the added burdens. There is need for more rather than less fully equipped Prison Branch personnel during the transition from Occupation guidance to Japanese Government operations. The apparent stability itself needs to be studied in order to be understood. Are not the Japanese confronted by something like the following?

a. The juncture of good crops and increased production is producing an appearance of stability which easily could be changed by outbreaks of disorders.

b. The disorders expected from discharges of surplus railway and government workers did not materialize because the moderate Communists were sufficiently in the

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the ascendancy so that there is a turnback of all Communist and right wing totalitarians too, to more ruthless and more revolutionary organization work at the grass roots. This produces a temporary appearance of stability which is more likely a mere respite, a prelude to more purposeful action aiming at chaos.

c. The need for careful occupation guidance and assistance to the Japanese Government will be even greater in 1951 than in 1949-1950, if anything like this analysis is correct because it has never been successful in carrying through during transitions without extreme reactions. One need but recall, for example, the inability of the liberal forces to carry through 1919-1924 without violent extremes and bloodshed. Again this was repeated as a reaction in the rightward assassinations of 1932-1934 which produced revolutionary effects. These again were followed by the threatened violence of the resurgent Army dictatorship in 1940-41. One can easily see if the past in Japan is any guide for the future of the Country, that if the Japanese Government is to avoid swings to extremes in the current transition, it will be in need of intelligently applied guidance more truly in 1950-1951 than it was in 1949-1950.

d. Upon the basis of information and belief, one can say that "Token Forces," having been proved of little significance in the Middle East and more significance recently in Europe, will prove to be less effective in Japan which so recently has emerged from isolation. In other words, when the U. S. Army leaves Japan, the present Public Safety stability "will go with the wind that its departure kicks up."

BURDETT G. LEWIS
Chief Prison Administrator

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

APO 500
21 October 1949

MEMORANDUM

SUBJECT: Clarification of Equalization Grant Principle, Shoup Report and Conference Concerning Same

TO: Chief, Public Safety Division

REF: (1) Pages A4-6; A12-A14; A16-A20; A21-A31. Vol. III Appendix "Report on Japanese Taxation by Shoup Mission, GHQ, SCAP, Tokyo, Japan, September, 1949
(2) Check Note of Brig. Gen. C. F. Sams to Major General Marquat, "Clarification of Equalization Grant Principle in Shoup Tax Mission Report" with attached Minutes of 11 October 1949 Conference, date 13 October 1949

1. Exception could be taken to Item 3 because it is a nonsequitur to Items 1 and 2 on Page A6 of Volume III, Appendix. Report on Taxation by Shoup Mission. Item 3 reads as follows:

"3. In the interests of local autonomy each function would be given to the lowest appropriate level of government. Municipalities would have first priority in the sense that no function would be given to the prefecture or national government which could be performed adequately by municipalities. The prefecture would be given second priority, and the national government would assume only those functions which could be administered effectively under local direction." (Italics Mine)

The last sentence is a flagrant example of a nonsequitur and is not at all a necessary conclusion to the reasoning of Items 1 and 2. All of Item 3 rests upon pure assumptions, which, if they had validity in the environment of the United States, might not have any such validity in Japan. But the argument cannot be advanced what that had validity in USA must as a matter of course have validity in Japan. In the great and continental wide areas of the United States

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local areas, often whole states, had local systems of finance and taxation which equalizing grants in aid have been designed to supplement, and in order to develop some cohesion in these systems and to afford the same opportunity of education to youth in different localities equalizing grants in aid both to supplement and to bridge the gaps theretofore existing and to form a kind of adequacy of service and continuity of support. The historical development of Japan has been quite different.

4. The writer has had some experience developing formulae for bringing about equalization in Federal grants-in-aid to the Educational Departments of the various States. To start with, the multiplicity of tax districts, especially the small local ones, has turned out to be a serious and usually a bad situation. In Japan with its area about equal to Montana, the historical development has been just the opposite. They already have a national system. Then in heaven's name why change it to fit the ideas of squatter sovereignity which were overthrown by the Civil War in the USA!

5. Edward S. Corwin, a leading American authority on the Constitution, has told in one of his books how a Southern Judge actually sneaked a minority court dissent into a decision of the U. S. Supreme Court, claiming that certain squatter sovereignity ideas were part of decision of the majority in a quoted case. In Japan the presentation of squatter sovereignity of views has had a better press. It is not a bit more valid philosophically, historically, or practically in Japan that it would be in the USA. To be effective at all in Japan these schemes will have to be tied down, as General Sams states. If that is done, what is mistakenly believed to be "democratic" will turn out to be a conspicuous extension of regimentation.

6. The analysis of Brig. General C. F. Sams which was presented in the minutes of the meeting of 11 October 1949 and which latter are attached to his check note of 13 October 1949, addressed to Major General Marquat, in my opinion, raises far too many serious questions to be ignored. These are concerned with the attempt to erect a near un-operative financial and taxation system on top of a specialized form of local government, which could be so unnatural to Japan as to defeat themselves instead of aiding in the recovery of Japan's economy.

7. Certainly the best way to handle the huge problems involved, in my opinion, is to appoint, at once, some such special National Commission as is recommended by Dr. Shoup

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on Page A5 of "Appendix," Vol. III of the Shoup Report of September, 1949.

4. Such a Commission could then restudy the various systems of finance and taxation upon which Japanese Education, Health, Welfare, and Public Safety must rely for financial and operational sustenance.

BURDETT G. LEWIS
Chief Prison Administrator

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

Remarks of Dr. Burdett E. Lewis, Chief Prison Administrator, PSD, G-2 at Opening of Special Tokyo District DK/PAR and DK/PAR Commissions Concerning Probation and Parole Procedures and Methods of Work under the New DK/PAR System of Japan, 28 November 1949, at Imperial Theatre

Subject: Rehabilitation Not Exploitation is The Goal of all Efforts with Offenders

Rehabilitation and Resurgence of Old Boss System

I find many persons frankly worried lest there rise to power the worst elements in the old boss and racketeering system of Japan, which led Japan into the disasterous perversions of the fine program which the Liberals had for the harmonious development of internal and external affairs of Japan. In a word, some of the Japanese have told me of their fear that fine sounding programs, such as yours, are to be infiltrated and taken over by the cruel forces of the Totalitarian Right and the Totalitarian Left. This was what SCAP warned against in his 3 May 1948 First Anniversary Statement concerning the enforcement of the New Constitution.

The conduct of perverted USO type of Japanese entertainment at a big local prison around Christmas time, 1947, as reported in Miss Crockett's "Popcorn on the Ginza" showed plenty of dangers to be guarded against by such societies as yours in your justifiable enthusiasm and concern for the rehabilitation of the Offender. Those and several other episodes, exposed in later Provost Court trials, have been sufficient to point up the dangers of ultimate development, foreseen by SCAP, in the best statement of the chief

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political problem of the modern world. That statement will bear repeating here, briefly, because of its importance. The Totalitarians of the Left and the Right do not hesitate to make common cause of their great hostility to the forces of the Democratic Middle. I am going to call a spade a spade, and talk directly to the better forces in the old OYABUN and KOBAN Societies. I am issuing a solemn warning to the old exploitive, criminalistic elements to stay out of your ranks and not to try to kill the chances of these old societies ever being of any use in modern Japan, no matter how much money they spend on boat rides and elaborate propaganda for the Offender. There is no warrant for the old tactics, but plenty room for service in modern Japan.

Rehabilitation Approved as Best by Boss Murphy, New York, 1914

" I commend to the careful consideration of all Japanese the following paraphrase of a statement of one of New York City's most notorious and powerful political bosses. In it Charles F. Murphy, leader of Tammany Hall, announced to me privately through a friend of his, the Architect for my new Greycourt Reformatory for Women and for the new Tombs Prison, which latter was actually built by one of my successors, Commissioner of Correction, Austin MacCormick and his Deputy, several years after my retirement from the Commissionership in 1917. In this message, and in his comments, which I was not supposed to hear, Murphy announced the sound political reasons for his change over from a program of exploiting the

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weaknesses and difficulties of offenders to that of working for their rehabilitation. This statement came to me directly from the "Good Ground," Long Island, estate of the Tammany Leader, where he entertained for the week-end Charles B. Meyers, who was one of the architects commended to me by the Engineering Bureau of the Board of Estimate and Apportionment, the supreme governing body at that time of the City of New York. It was November, 1914. I had been in Office as Deputy Commissioner of Correction for 8 months. I had conceived of, drafted personally, submitted to all the judges, prosecutors, and workers dealing with crime in the city of New York, the Parole Commission Bill which became a Law under the Titles of Law No. 579 of the State of New York in 1915 and as Law No. 287 of the same State in 1916.

## In 1895 Murphy Ended Exploitation of Sick Poor But Continued It for Many Years in Dealing with Criminals

"In 1895 I was just a District Leader and Commissioner of the Department of Docks in the old City of New York, then consisting of New York and Bronx Counties. Our great leader of that day, Richard Crocker, entrusted to me the responsibility of making final decisions concerning the New York City Charter revisions which became a Law that year. When we came to the old Department of Charities and Correction then in existence, I found all sorts of views which made agreement impossible. Finally after I had listened to the arguments until my ears rang, I hit upon a solution. It came about this way. There were priests and doctors, also workers,

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whose views were backed up by their works wherein they did not spare themselves. They were united. They argued for charity hospitals and clinics, and also free treatment agencies of all sorts for the sick poor especially for mothers and children. They fairly shouted at me that it was foolishness to think of exploiting the families to which these mothers and children belonged. It was suicidal for me and my Party to expect to retain our political power by giving these a stone when they were asking for, and deserved, bread. They claimed that the Party which gave them the best medical treatment, the best educational and recreational opportunities would finally win and keep their loyalty.

"These good men and women, whom I admired so much, and who never had let me down in my old District of that time convinced me. They proved to me that the blind could be made to see, the deaf to hear, the weak hearts to be made much stronger, and the milder cases of "T.B." and all cases of measles, mumps, and children's diseases could be cured, if taken in hand in time. Finally, I was convinced and made a very radical decision. It put it over with Dick Crocker, too, and I had it enacted into law by the New York State Legislature. I decided to make two Departments out of Charities and Correction. In the Charity Department I put the hospitals, clinics, and other free treatment agencies. I turned the jails, the work house, and the penitentiary over to a new Department named

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named Correction. My next move was of great importance. I got Crocker to issue an order to all Tammany Organization workers and I made it stick. It was very simple but very far reaching. We sacked any person regardless of his name or political or business station who did not carry out our new order. This is, in substance, is that order and how we worked under it.

"Hereafter our program will be to make friends for our Organization by getting first class treatment in Hospitals and Clinics for the people, whether children, mothers or fathers, vagrants, "bums" or old ladies and gentlemen. We are to get the votes of people by real, not fake service. There will be no false promises, no deception, no exploitation of misery just to get their votes in a single election. The idea of exploiting them, of fooling them with a dollar bill and a cup of coffee is out. It is old stuff!.

"As for the jails, workhouses, and the penitentiary, we will have another policy. Since no one has argued that you can ever cure crime or change a pickpocket or a second story man into a good citizen, we may as well make what we can and get the votes of their families and friends the best way we can. We must get the votes, too, of the "sob sisters" and the sentimentalists, as well as the "higher-ups" and "mobsters," who are also interested in the crooks for various reasons. They are all urging that we give the criminals special favors, especially while they are in jail, where the crooks

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and their friends expect special consideration and help in getting out of prison as soon as possible. That's our chance. In fact, our job is made easier for use where we have these crooks all crowded together in big jails which are nearly "on the island," and not far from our political club houses. It is easy to get to them and to exploit their fears and their hopes, fatuous as they often are.

"Well, I can now say that the program which we adopted in 1895 for the Department of Charities was the correct one. I have come to the conclusion that we have pursued the other one in the correctional field too long. While we have been cleaning up the police, we have utterly neglected the prisons. There have been cures, treatments, services, the best in the world for the charitable cases, but we never realized, in time, that we could carry on a modified charity program in the prisons. Now, in 1914 Nineteen years later. Katherine B. Davis, Mitchel's Woman Commissioner of Correction, makes speeches and works to carry out what old Lyman Abbott calls the "Christian" Correction Program as opposed to what he called our "Pagan" one. I have studied closely the common sense, courageous, and effective work of her First Deputy, Burdett G. Lewis, in carrying those policies into effect in the correctional institutions of the Greater City. Lewis is putting into effect good programs for treating, training, and "rehabilitating," he calls it, the various kinds of offenders. I will go all out for the enactment and enforcement of the Parole Commission Law which Lewis has drafted, discussed

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with all the Judges, both ours and the Reformers. He has consulted all of the prosecutors. I have told ours to help him in every way. We will see to it that the Lower House of the State Legislature, controlled by the State Democratic Organization and the New York City Board of Aldermen, which we control, support, with laws and appropriations, these programs.

"I am sure that the program is worthy of our support, even if it is being carried out by Mitchel's reform administration. Let them do it. We will carry the City at the end of this administration. Then Tammany Hall will have all of the new program to enforce."

Greedy Exploitation of Prisoners Renewed

Twenty-five years after the death of Charles Wurphy, I am revealing for the first time these confidences which, in part, made possible the extent, width, and depth of the transformation in Correction and Rehabilitation after the "Christian model," to quote the characterization of Dr. Lyman, Abbott of the previous 1914 date. The bills establishing the Parole Commission of the City of New York, known as Chapter 579 of the Laws of the State of New York of 1915 and 287 of the Laws of 1916 respectively passed two consecutive Legislatures practically unanimously. We never lost a bill or an appropriation in the State Legislature or in the Tammany dominated Board of Aldermen in New York City. During my time as Commissioner, Murphy was leader of Tammany Hall and so no lack of support of the forces of the City bothered or hampered our efforts. After my retirement in 1915 and

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and the death of Murphy some years later, District Leaders, such as James J. Hines, who was a parasite upon the developing Numbers Racket and a few lower New York and Brooklyn minor Democratic Organization leaders, who gave Lucky Luciano, the international white slave traffic facotr, firm support, began to undermine the integrity of the former Murphy neutrality and to wreck the rehabilitative integrity of the penitentiary and work house administrations. These forays led to the successful and sensational prosecutions of District Attorney Thomas E. Dewey of New York County and those of Democratic District Attorney of Kings County, William O'Dwyer, now Governor of New York State and Mayor of New York City respectively. The debacle became complete under Mayor John F. O'Brien in 1932-1933, when Prosecutor O'Dwyer convicted the whole organization known as Murder, Incorporated.

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PUBLIC SAFETY DIVISION
ROUTING SLIP

| | | |
|---|---|---|
| FROM: | DATE: 17 Dec | |
| | Chief of Division | |
| | Executive Officer | |
| | Executive Assistants | |
| | Captain ~~Nealon~~ *Graves* | |
| | Administrative Officer | |
| | Chief Clerk | |
| | Fire Branch | |
| | Legal Branch | |
| | Liaison Branch | |
| | Maritime Branch | |
| | Police Branch | |
| / | Prison Branch | |
| | Stat & Anal Branch | |
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FOR:
Information___ Comment___
Action_____
Approval_____ File_____

REMARKS:

Declassified E.O. 12065 Section 3-402/NNDG NO. 775009

December 10, 1949

To: Dr. B. G. Lewis, G-2, F.S.D. G.H.Q.

Dear Sir.

We have an honor to write you a letter.

We will hold the inaugural ceremony of the "Shojiki-Remmei" or the Honesty League at the Hibiya Public Hall under the auspices of our Council at 2.00 p. m. December 20. 1400 - 20 mins for all purposes

There is ever since a proverb "God lives in honest head" in Japan. If all Japanese would go daily life with honesty as a motto, the bright civilized peaceful Japan would be built. On that day, many people who believe this opinion and swear honesty gather and hold the ceremony.

Hoping you attend the ceremony and deliver some words of encouragement for them, eagerly, we invite you, cordially.

Yours sincerely,

Masahiko SEKIYA, Chairman of Director,
the Council of Recidivism Prevention.
Kanichi SHIMADA, Executive Director.
Azuma MORIYA, "

Express your request
Eaton so advised
2/23

Ogawa
Shucho Yasui
Komura Imai of Tokyo To

W Lewis

Watanabe - Met Police - Public Peace Section
Eaton - Army - Foreign Branch

40 - Minutes Allowed

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FW Clinn

14 Dec 49

[redacted]

Should I Mention the

Daniel Speech

on 20 Dec 49

Hebgen Meeting

As per conversation - Need your regets.

R 23 B & L

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OK as deleted R23

Remarks of Dr. Burdett G. Lewis, Chief Prison Administrator, PSD, G-2, at Opening of Special Tokyo District DYOPAR and DAOPAR Commissions Concerning Probation and Parole Procedures and Methods of Work under the new OPAR System of Japan, 28 November 1949 at Imperial Theatre

Subject: Adding Rehabilitation to Correction and to Probation and Parole in Japan.

Relative Inferior Position Training Schools for Youths in Japan.

When I arrived in Japan 24 September 1946 I was given widely different explanations for the inferior position of the public and private institutions and agencies for juveniles of Japan. The statement was made that Japan had thought so much of her children that she never waited to entrust youthful offenders to the care and custody of public institutions since all government was bad and should be avoided wherever possible especially in dealing with children. On the other hand I heard that the Japanese never gave over much thought to youthful offenders, who were regarded as disgraces to their own families who should be banished or exiled from the home. They were turned over to private parasitic agencies to be exploited and worked, not to be nurtured, trained and rehabilitated as if they were the precious lambs of Japan. This was, in part, the explanation given me for the inadequate support which had been given to Shonen-In Training Schools in Japan. On the other hand Adult Prisons had been built up so as to exploit the labor of Adult prisoners and to make the prisoners the better tools of the notorious Criminal Societies of Japan. Another explanation for relative superiority of the Correctional Institutions for Adults was that the best brains and technology of Japan had gone into work for Adult Offenders.

This was quite a different situation from the conditions and patterns of thought and action in my own country. There people

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are willing to forgive a child any wrong doing. But they never have been much interested in adult offenders. Generally speaking the adults are the lost sheep who should be put away and forgotten. However, as in Japan, the prisoner comes out of prison. He comes out a worse character than when he arrived at an institution, unless extraordinary care, treatment, training, pre parole consideration and parole supervision is given to each person according to his needs.

It was only in institutions and agencies for Juveniles that there was willing support for buildings, equipment, staffs of experts and after care work. We had to get the millions for the education, treatment and training of youth and then quietly draw upon all these in rebuilding our correctional institutions and agencies for adults. After developing and changing our training schools and Reformatories into the best special Educational institutions in our country, we then went to work to develope different but equally difficult a series of services for adult Offenders.

We do not do all these things for offenders because they deserve more than the uncaught so-called un offending youth and adults. The extra effort is made because society has control over offenders and can demonstrate in treating and training him how all human beings can become much better citizens of the modern world. Society also must keep the offender from becoming the victim of exploitation by Criminal Societies. These Criminal Societies exist in all nations all over the world. In part they have the best international organization in existence. This has been true for a long time.

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We can say that but for them there would have been no World Wars One and Two. We can say that unless we defeat their efforts with prisoners and displaced persons we are destined to have another unnecessary World War, a third in this generation.

It is for good citizens such as you gathered here to enlist under the banners of the "Good Society", on the side of civilization. It is for you to oppose all the blandishments of the clever criminal societies and of the gangster and scheming underground leaders. It is for you to help keep the resourceful leaders of the Criminal gangs who offer their services equally to the Totalitarian Right or the totalitarian Left, which ever is the stronger for the moment, from subjugating all such gangsters and offenders. The fanatical nationalists and the frenzied racists do not hesitate to gang up upon the agencies and the citizens of the "Good Society".

As General MacArthur pointed out in his 3 May 1948 statement concerning the enforcement of the Japanese Constitution, the totalitarian Right and the totalitarian Left do not hesitate to make common cause of their basic and hateful hostility to the middle way of life. They expect to eliminate the middle way Then they can turn upon each other with no danger that the middle way forces will give support either to the remaining totalitarians of the Right or the Left.

It is necessary for you to resist the clever efforts of these evil forces which would, if they could, infiltrate societies such as yours and subvert them to their own nefarious purposes.

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Your only means of escape is to give valiant support to your new public agencies. You can resist the evil forces in your private lives. There are the new public Shonen-In training schools and your new DYOPAR or DAOPAR Commissions. The Child Welfare forces are available for help, too.

I congratulate you upon your great opportunities and wish you good speed. I bring you good wishes from my associates in the Prison Branch and from the Commanding Officer of Public Safety Division. We all hope your social and educational programs, your dramas and music will give proper and legal support to the new Japan.

Do not let sinister forces have any help from the protective societies. Resist the blandishments of the worst elements of the Oyabun and Koban.

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12 December 1949.

Memorandum To: Dr. B. G. Lewis, Chief of Prison Branch
Public Safety Division.

Subject: Comments on 6 December 1949 memorandum from Mr. George W. Weidenfield.

In accordance with your request of today, we the undersigned have reviewed the 6 December 1949 memorandum referred to in subject above, and in consideration of the timing, circumstances, manner of preparation and presentation, and contents of the memorandum in question, we feel that any categorical commentary is not called for. At the same time a detailed commentary, in the absence of specific instructions therefor, would signify an elevation of Mr. Weidenfeld's memorandum to a level of objectivity and dignity which it does not deserve under the circumstances of his brief stay here and his exceedingly limited opportunity for orientation in the subjects discussed in his paper during his short tenure in the Prison Branch.

Briefly Mr. Weidenfeld attempted to analyze conditions with which he was not sufficiently familiar as those conditions are manifested in Japan. He further evinced a lack of familiarity with what may be termed oriental psychology. He visualized idealistic solutions which in view of staff limitations and any feasible estimate of time available, could not possibly be persued to any practical conclusion insofar as details and refinements are concerned. Mr. Weidenfeld also made assumptions which are not factual when associated with reality, and he failed to give credit for any part of the accomplishments in the C & R field during the occupation to date.

Leslie A. White

Lt Col William A Drowns

W. F. Van Buskirk

Maj. Charles O. Reed

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

APO 500
6 December 1949

TO : Dr. Burdett G. Lewis, Chief Prison Branch, Public Safety Division, G-2

FROM : George Weidenfeld, Prison Administrator

SUBJECT: Notes in reference to Inspection Reports by Lt. George W. Cornelius and George Weidenfeld, October 1949, Pertaining to Kitakata and Kokura Prisons and Applicable Also to Other Inspection Reports, Conferences by Members of the Prison Branch with Representatives of the Correction and Rehabilitation Bureau, and Varied Statistics from Institutions and from the Correction and Rehabilitation Bureau

GENERAL

Institution visits and inspections, as made and observed by me, appear to follow somewhat set patterns which greatly hamper their usefulness. The program,with occasional exceptions, is generally very superficial in character and more frequently than not affords little,if any, opportunity for proper development. The tours of the institutions themselves are in many respects similar to "hare and hound" races with a brief stop now and then to make a desultory inquiry. Interpreters are at times unavailable because recalled to Tokyo after starting on a trip or because one interpreter cannot make himself available to two or more visitors or inspectors when they work separately. While acknowledging the good work of some interpreters, the fact remains that others are incapable of interpreting because lacking an adequate English and Japanese vocabulary. When tours of insititutions are in actual process by two or more visitors or inspectors, one or more visitors or inspectors are often deprived of the benefit and use of the interpreter when he is either ahead or behind with

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The casualness of visits and inspections, the highly social aspects thereof, the restrictions imposed by maintaining these on high levels of relative formality, the generally highly unsatisfactory interpreter services, the limitations of time and of the general freedom of movement of visitors or inspectors within the institutions, the advance announcements of the proposed visits or inspections, the general unplanned flitting about from one topic to another, the spontaneous collection of institution financial, inmate, industrial, service, medical, psychiatric, educational, vocational and disciplinary training, and numerous other diversified and heterogeneous data and reports and offering unstudied on-the-spot comments on these, and the utter impossibility of any one visitor or inspector to immurse himself into and intelligently discuss the many and, very often, the highly varied specialized functions comprising institution operations, definitely call for a new approach to this costly and somewhat unproductive of desired and hoped-for results of such visitations or inspection programs and, in contrast thereto,

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call for a more intensive concentration, than now prevailing, upon broad principles and policies to be followed later by a concentration upon details by specialists in their respective fields, --all fully coordinated within the Prison Branch itself and also with the other allied activities of the Public Safety Division and of the occupation forces generally, in so far as these may have a direct or indirect bearing thereon.

The information procured in the field is improperly digested, assimilated, and assembled for the formulation of institution nation-wide programs and discussion of these with Correction and Rehabilitation Bureau representatives and, what is worse, is rarely, if ever, brought to the attention of these representatives in well-conceived, comprehensive, all-inclusive plans of action whole-heartedly agreed to by all members of the Prison Branch. Not infrequently, when such a subject is actually discussed, it is done on an individual institution basis only and, as a result, is not uniformily applied to all institutions to which applicable.

It is fully recognized that the language barriers have an important bearing upon a mutually sstisfactory understanding of all ideas expressed verbally and discussed.

Because of this situation, it is my considerate view that most conferences had by members of the Prison Branch with representatives of the Correction and Rehabilitation Bureau and others are not as profitable as they could be because

1. No advantage is being taken to reduce the salient aspects of a proposed topic to a meticulously written form, translated with care, and submitted to the advance consideration of such representatives for their study in relation to Japanese customs, traditions, and many other points of view so as to enable them to come to such conferences fully prepared to discuss the topic or topics instead of being in a state of unpreparedness at such times.

2. Not infrequently too short notice is given as to the proposed topic to both the members of the Prison Branch and Japanese representatives to assure an appropriate advance study and the conservation of time in discussions.

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2. Not infrequently too short notice is given as to the proposed topic to both the members of the Prison Branch and Japanese representatives to assure an appropriate advance study and the conservation of time in discussions.

3. On numerous occasions conference discussions in English are too highly monopolized and directed more to Prison Branch conferees than to Japanese representatives and embrace expositions of such length and with so many idiomatic expressions as to be beyond the capacity of being satisfactorily translated by the very best interpreter with the best memory.

4. The Prison Branch conferees, not having previously discussed the topic among themselves and reached no agreement as to points of accord, present a divided front in some conferences.

5. Japanese representatives are not infrequently talked-down-to instead of as equal conferees in a free discussion.

6. Discussions are too redundant, hence wasteful of time.

7. Too wasteful of conferees' time through failure to bring the discussion to a head much earlier in the conferences.



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## APPARENT LACK OF COORDINATION

A lack of satisfactory coordination between the activities of the Prison Branch and other organizations of the Public Safety Division and, indeed, between the latter and other coordinate divisions, sections, groups, and other organizations of the occupying forces appears to be glaringly apparent. From many examples that can be adduced, the following may, in part, serve to illustrate the point in question:

1. Visitors or inspectors are often quick to express points of view in respect to adequate or inadequate fire protection. While intrinsically no fault can be found with many of these off-hand observations, they are generally not comprehensive nor thorough-going and, on occasion, may assume the guise of a technical solution with respect to which the Fire Branch is more competent to express such a view than the Prison Branch or any of its visitors or inspectors. The remedies suggested are oftentimes very broad, general, and spotty and often may omit other still more important considerations than those enunciated and, in the end, do not establish any standards, such as those which the Fire Branch of the Public Safety Division has undoubtedly already established, by which the kind and degree of fire protection and combating measures can be satisfactorily measured by those charged to make such provisions. For example:

   a. How many and what kind of fire extinguishers are best suited to specific cases and where should they be located?

   b. What constitutes adequate water pumping facilities for a specific location? How should such facilities be powered? By hand, gasoline, steam, diesel oil, etc.? Where should such facilities be located on the premises?

   c. Should the reserve water supply be in the form of pools or elevated tanks and what

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c. Should the reserve water supply be in the form of pools or elevated tanks and what should be the capacities of these for specified premises, the character of the construction, location, and many other kindred questions?

d. By what standard measure is the number, size, kind, and length of hose for specified premises determined and where should these be placed? Are all couplings standardized and can local fire departments attach hose to all hydrants? What is the probable rates of deterioration of these various hoses?

e. How many and of what size should hydrants be and where located? Etc.

It is not intended here to exhaust the list of elements requiring study and consideration. The partial list given above ought to stimulate comprehensive thinking and include fires which water cannot successfully extinguish.



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2. While generally rare, except in an incidental manner, though easily ranking as the most important prison function, visitors or inspectors occasionally express fragmentary points of view in reference to the industrial and service activities of specified isolated institutions instead of viewing, considering, and discussing these in relation to the paramount considerations of the correctional and rehabilitating efforts of all institutions, the selection of such activities as will tend to place all such efforts upon the highest attainable effective levels, the natural resources of the localities in the general vicinity of the institutions or where they should be located if not there now, the character of the prevailing demand for various products or services and the manner in which demands better suited to real needs can be cultivated, the types of inmates and their diversified attainments and potentials, and the general overall economy of the nation, etc . . . .

It is not expressing it too strongly to say that prison industries and services have been, in the main, established at nearly all institutions on the basis of opportunism and by each institution separately without regard to what any other generally similar type of institution may be already doing.

The inauguration of well-conceived and well-adapted industrial and service activities for all institutions, --first, on a nation-wide basis, second, on a district-wide basis, and, third, on an individual institution basis is of paramount importance to assure a well-balanced all-inclusive program.

Primary emphasis must be placed on and consideration must be given to correction and rehabilitation industries and services, with full regard to the general native and acquirable abilities of the inmates, the utilitarian value of the work performed, the further skills acquired by these inmates, and

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Primary emphasis must be placed on and consideration must be given to correction and rehabilitation industries and services, with full regard to the general native and acquirable abilities of the inmates, the utilitarian value of the work performed, the further skills acquired by these inmates, and their assured chances of employability on their release.

Secondly, the ultimate goal of every institution, not primarily a training or re-training school, a detention house or home (pending commitment or release), or an institution for criminals who are mentally deranged, should be self-sustenance and, if possible, even profit producing and, correspondingly, lower taxation by the nation for their existence.

Third, inmates of institutions who have dependents must be saddled with the definite responsibility of caring wholly or, at least, in a major degree for such dependents to prevent these dependents from becoming public charges of the government or any of its subdivisions or of private charities during the period of imprisonment of the breadwinners and, at the same time, inculcating in prisoners the habit of caring voluntarily for their dependents while at the same time measurably aiding to keep such dependents from acquiring criminal habits.



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These requirements impose upon all who participate in institution operations and who use the products of manufacture or services of these institutions the need for all-embracing perfect coordination of their respective activities for the attainment of the desired objectives.

3. What are the implications of juvenile training and education and what recognition is given thereto to properly coordinate overall thinking?

## STATISTICS

General:

Statistics per se serve no useful function or purpose if they cannot be used to formulate policies and administrative procedures or to solve the innumerable problems growing out of the existence and operation of the institutions on nation-wide, district-wide, and local bases.

Consequently, every statistical table must have a basis for its compilation or else should be abandoned as useless. In anticipation of prospective needs for varied statistics the character and kind must be carefully and judiciously planned and developed.

No injustice is done to any one by stating that nearly all tables are improperly and insufficiently titled.

Population:

It is noteworthy that the Kitakata prison furnishes no population movement table showing the inmate population appropriately broken down to reflect whatever may be essential as of the commencement of any period for which a report is made, the number received by varied sources during the period by the same categories in which broken down, the number released for various reasons, including death (natural or penalty), by the same categories in which broken down at the outset, and the inmate population on the last day of the period for which the report is made likewise broken down by the same categories established at the commencement of the table for the period in question.

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A uniform table for reporting by all institutions to district offices and by district offices to the Correction and Rehabilitation Bureau in Tokyo and by this Bureau assembled in one composite table for all institutions should be an immediate first order of business.

Such tables must necessarily reflect the types of institutions making such reports. This is not the case now. For example:

1. Institutions which at one physical location house all or a part or parts of the following should make such facts very obvious and outstanding as to each and in composite form in the proposed table.

   a. Juveniles and adults, as defined by law, regardless of the permanency or impermanency of custody.

   b. Males, females, and total, regardless of the permanency or impermanency of custody.

   c. Main juvenile prison, main adult prison, branch juvenile prison, branch adult prison, detention house for adults, detention house and classification center for juveniles, reformatories, etc.

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2. In the case of one main prison or other institution at one location and other branches, as described in 1 c above, at other locations there should, in addition to (1) above, be a summary table of this main institution and its branches.

By such means as these, the Correction and Rehabilitation Bureau should be in position to determine whether or not the interests of the nation and of the inmates of institutions which do not operate as single and separate entities are best served thereby.

The overall correlation of such data suitably adjusted by length of prison terms (which of itself may form the basis for the initiation of a comprehensive study of the possible valuelessness of fixed terms, since that is not a measure of an inmate's rehabilitation) and by the force of major economic and social trends or other important dislocations, with national censuses should permit intelligent inmate population forecasts to be made for each year of a twenty (20)-year period. Such forecasts should be reviewed annually and also corrected by dropping the most recent year's forecast, adding a new oldest year, and adjusting intermediate years as necessary and thus, at all times, giving each succeeding year a full twenty (20)-year perspective. This should, in time, make possible the development of a long-term fundamental physical plant plan in statistical, descriptive, and drawing forms, as previously recommended in memoranda and verbal form, in keeping with institution needs and so eliminate once and for all time the over-crowding of these and theevils arising from such situations. Moreover, this should make possible and adaptation of the structural aspects of institutions to the types of inmates housed or to be housed therein.

From the industrial and service points of view, such tables for stated periods and appropriately summarized for a group of these stated periods should contribute many aspects of valuable information for interpretation and application in carrying out prospective work programs and permit production commitments of reasonable accuracy.

Administratively and operationally such tables have tremendous importance and value. They enable prison management to strike a satisfactory balance between the number of inmates and the

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Administratively and operationally such tables have tremendous importance and value. They enable prison management to strike a satisfactory balance between the number of inmates and the number of employees, facilitate operational costs forecasts, permit management to guage the effectiveness of security as represented by those responsible therefor and as typified by the physical plant layout and make long-range planning in other directions possible.

Industrial and Service Activities and Financial Tables:

The paucity of useful information contained in table denominat~~ed~~ "Character of industrial and service activities.....", on page 6, and in table "Disbursements for fiscal year 1949 as of 10 October 1949", on page 7, of report of 5 November 1949 in re Kitakata Prison as well as the population report already discussed to some extent is glaringly apparent. This observation, of course, applies also to all other institutions and to summaries which may be developed therefrom by the Correction and Rehabilitation Bureau. Summaries can never be better than the primary data on which they are predicated.

The industrial and service classifications are too broad to prove useful and these also omit industrial and serviceactivities for the institution itself, such as the preparation of meals, scullery work, garbage removal, sanitation work, hospital attendant work, general cleaning work, transportation of meals from the

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kitchen to the locations where eaten, supervision, plumbing and steam-fitting installations and repairs, teaching, operation of steam boiler plant, installation and repairs of electric wiring and fixtures, painting, office work, library work, and innumerable other activities which of themselves represent professional or artisan skills, semi-skilled work, and unskilled work for which full credit should be taken as well as paid for in the form of inmate wages as in the case of pure industrial and service activities.

While the size of an institution devoted largely to Correction and Rehabilitating manufacturing and/or service functions on quantity and qualitative bases may be so large and unwieldy as to re-act unfavorably upon the primary objectives of Correction and Rehabilitation, it is well to keep clearly in mind the fact that, through a satisfactory staffing of the institutions by high grade capable men and/or women, from the highest to the least important employee, the inculcation of ideals of high level performance in the minds of these staff members, the lower overhead costs per inmate, the broader facilities for streamlined and high quality production, and generally lowered overall operating costs, such advantages cannot be flatly ignored and must, necessarily, be carefully evaluated in contrast with the assumed, but also unproven, advantages offered by smaller institutions. It should be clear that an institution of pretenticus size, as to the number of inmates, can offer wider scope to heads of outstanding executive caliber and properly compensate them and others in the descending scale of positions and, so attract such personnel.

From statistics as now developed and presented, it is impossible to know to what extent institutions fritter away their facilities and labor potentials on a great variety of petty jobs involving disproportionate lost and "make-ready" time elements and re-adjustments by individual inmates. Long run jobs should be the goal.

Whether or not the existing law, granting the Correction and Rehabilitation Bureau the power to transfer institution inmates to other institutions, can be freely applied to place inmates in like institutions elsewhere to meet their specific training needs in the direction of Correction and Rehabilitation and at the same time the labor demand needs of the institution

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Whether or not the existing law, granting the Correction and Rehabilitation Bureau the power to transfer institution inmates to other institutions, can be freely applied to place inmates in like institutions elsewhere to meet their specific training needs in the direction of Correction and Rehabilitation and at the same time the labor demand needs of the institution to which transferred is not absolutely indicated. It is, of course, quite obvious that, if an inmate happens to be a printer by trade or expresses a desire to learn such a trade and appears adapted to become proficient therein, the institution without printing facilities is hardly justified in setting-up such a venture if ample provisions therefor already exist at other institutions to which it would be more economical to transfer him than to incur an unnecessary investment expense for an unneeded printing plant.

From the table presenting data pertaining to "agriculture" it is assumed that this relates to labor farmed out to farmers. This, naturally, brings to mind how much more advantageous it would be for institutions to be so situated as to produce their own total requirements and the requirements of institutions not possessing such agricultural facilities so long as these remain in that status. However, it is recommended that, as far as possible, institutions be relocated to offer them full opportunities to raise human and animal foods for their complete subsistence or as nearly so as is possible. Such activities might well embrace the cultivation of necessarily diversified grains, hay, vegetables, orchard products, timber where it is naturally, etc., the raising of cattle, swine, chickens, etc., and the production of milk, eggs, varied dairy products, etc.



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In considering labor services within and outside of institution walls, it is highly imperative that the question of correction and rehabilitation work be accorded its proper place. Statistics adduced fail to indicate to prison management and others to what extent and for what reasons inmates should be assigned to pick and shovel work as distinct from the opportunities offered by correction and rehabilitation employment. It is highly to be desired that all data indicating a great deal of such work on a continuing basis be carefully scrutinized and evaluated with correlative data. It may well be the result of unsatisfactory planning which compels resorting to this form of activity.

There are no data covering wages paid inmates for varied types of jobs and comparing these with the wages paid free labor for like work. Neither are there any data contrasting the actual man-hour industrial and service labor of inmates per specified period with the man-hour industrial and service labor potentials of these same inmates for the same period and splitting idleness data by itemized standardized reasons under controllable and uncontrollable causes. By "uncontrollable causes" is meant major unpredictable disasters and not disasters attributable to improvident planning and safeguards. By means of data of this type, it will become readily evident whether or not the institution labor is being effectively utilized and to what degree.

It is exceedingly doubtful that "expenses" inthe first table represent costs in the manner in which such costs are ordinarily expected to be reflected on total and unit bases. In brief, from data available, it is utterly impossible for prison management and others concerned to know whether or not an effective job is being done, whether or not specified or all contractors enjoy special favors in having such work done in prisons or elsewhere by prison labor, instead of by free labor, whether or not material and labor plus other indirect charges, idle non-productive time, depreciation, and general overhead is being sold below, at, or above costs, etc.

Disbursements table shows disbursements by three (3) narrow categories. Even a financial table restricted to specific appropriations requires illumination to be informative. For example: What does "Buildings, etc." mean? Does it mean remodelling or enlarging existing buildings

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Disbursements table shows disbursements by three (3) narrow categories. Even a financial table restricted to specific appropriations requires illumination to be informative. For example: What does "Buildings, etc." mean? Does it mean remodelling or enlarging existing building? Erection of a new building? Under what caption would the laying of a sewerage system, of water mains, of inter-communicating tunnels, of electric cables (including overhead stringing), etc. be accounted for? Where would repairs to these be charged? What does "maintenance" embrace? When piping is purchased for a prospective undetermined use, how is it charged? What is done, if charged to maintenance (for repairs to existing installed piping) but is, in fact, used as piping installed in a newly constructed building? These and kindred questions are directly pertinent to a satisfactory accounting of expenditures. This table takes no cognizanee, as such, of expenditures in the nature of repairs and upkeep of buildings, equipment, furniture, and grounds nor establish a ratio of such costs to the value (original less depreciation and/or plus any appreciation) of these to permit a determination as to the best course to pursue in relation to the continuation of the repairs or to a declaration of obsolescence. Moreover, the disbursement table in question, though conveying the impression that it is all-inclusive, furnishes no clue as to the industrial and service activities which are an intrinsic part of institution operations.

There is no financial table furnished covering the handling of inmates' funds. While these funds may or may not loom



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large in the form of a table and amount of money represented, that and other facts, of themselves, constitute interesting commentaries which might find appropriate use in establishing policies in regard to their control, possible investments, general management, adjustment of inmate wage scales, etc.

Disciplinary Action:

An examination of the tables supplied and those of other institutions fails to show the character, duration, and frequency of disciplinary actions and relating these percentagewise to the institution inmate population. Consequently, institution management and district and control offices of the Correction and Rehabilitation Bureau have no overall knowledge as to what such information might disclose either in respect to the character of the inmates themselves or in reference to the manner in which the institution personnel handles these inmates. Lack of such data prevents the adoption of appropriate corrective measures as to the inmates, the personnel, or the forms of disciplinary actions and, in a sense, affords reviewing organizations no effective yardsticks. Indeed, the view may be hazarded that the so-called solitary confinement, to cite one example of many, may not be the most acceptable form of disciplinary action since thereby institutions deprive themselves also of the gainful productive labor of such inmates, not to mention the fact that the loss of any modest income by the inmates would necessarily be visited upon the inmates' dependents, if any.

Education:

Tables pertaining to the education phase of institution operation fail to develop all the aspects thereof, initially and in process, to become an acceptable guide administratively, for the formulation of necessary policies, and to measure accomplishments in so far as these may be measurable. No reference, for example, is made to any vocational training which should rank somewhere near the top of the list since it represents a major phase of institution education. Such data as are provided are fragmentary, lack unity as between institutions, and are uncoordinated generally with other extant data.

Social:

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Social:

Although society must bear a large share of the responsibility for the existence of criminal tendencies which in due course manifest themselves in open commitments of crimes, there is a complete absence of sociological data which can be integrated with other national and international data and permit a comprehensive study to be made thereof for the guidance of those who should advance specific programs for the mitigation of the conditions which tend to produce criminals. Here "an ounce of prevention is worth a pound of cure".

Medical, Psychiatric, and Kindred Activities:

It seems clearly evident that data relating to the captioned activities do not follow a well-conceived pattern developed in concert on the part of all those directly concerned, thus making institution-wide (meaning main and branch institutions) district-wide, and nation-wide summaries possible and available for intensive and comprehensive studies and the adoption of procedures which shall successfully cope with conditions developed by the facts. For example, in the report specifically referred to in the subject, it is noted that on

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Page 8 — Two inmates afflicted with tuberculosis are hospitalized, but nothing is said as to what ought to be done with these inmates to give them the care they should have in an institution specializing in the treatment of such diseases.

Pages 10 and 11 — Captions denoting offences for which mentally unbalanced prisoners were placed under special surveillance are not fully descriptive. What distinction exists between "Quarrelsome" and "Short Tempered"? What is meant by "Violent", if, perchance, the violence referred to implies the normal resistance to imposed force to which sane persons are also subject?

In some institutions with unusually high mortality rates in relation to the number of inmates and their ages no comments are expressed as to both the underlying reasons and provisions made to reduce these rates.

Cultural and Recreational Activities:

Except for a very generalized list of books (given on page 7 of the report referred to) presumably in the library, there are no data provided indicating in greater detail the kinds of books available nor the use made of these, which is far more important. Other institutions do not necessarily follow the same pattern of tables thus making summaries for all difficult and often impossible.

There are no statistics pertaining to diversified recreational activities nor of the time devoted thereto. Inquiries have, at times, disclosed that 30 minutes of recreation (outdoor and indoor sports) are indulged in. This raises the very natural inquiry as to whether or not this is sufficient for normal daily needs. If reflected in tabular form, some opportunity might exist for diversified suggestions and action by management. Whether or not there are other forms of recreational activities, including religious assemblies, remains shrouded in silence so far as re-

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## CONCLUSIONS

As there are innumerable facets to the operation and administration of Correction and Rehabilitation Bureau institutions, it is only natural that this memorandum cannot deal with the precise and definite installations of methods, procedures, forms, reports, etc. related to the administration and operation of these and the broad comprehensive plans and policies which should activate them. The general purpose of this memorandum is to focus especial attention upon basic essentials and establish these as focal points before attempting to move on to more detailed considerations. In order to illustrate this point somewhat more aptly and forcefully, let us assume that it is desired to develop industries and services intelligently and adapt these in the most ideal way to the correction and rehabilitation employment of inmates. What might comprise the questions which would illuminate this subject when going and operating institutions are concerned and, at the same time, a transition is contemplated to a government use program?



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1. Exactly what are the institutions manufacturing and for whom and/or what services are they performing and for whom?

2. What are the

   a. Quantities made for the institution?
      for the contractors?
      for others?

   b. Unit costs of items manufactured
      for the institution?
      for the contractors?
      for others?

   c. Unit selling prices by the institutions?
      by the institutions to contractors?
      by the institutions to others?

   d. Unit selling prices by the contractors to others?
      by the others to others?

3. Is there insufficient diversification in the existing industrial and service programs to assure broad and satisfactory correction and rehabilitation employment?

4. Are the industries and services economically needed?

5. Do they offer opportunities for employment in the free labor market on the expiration of sentences?

6. What are the prospective wage ranges for the various trades or jobs or services represented by the foregoing industries?

7. Are the industries reasonably stable?

8. Are the industrial and service activities within and outside the institutions highly unbalanced or moderately or highly balanced?

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7. Are the industries reasonably stable?

8. Are the industrial and service activities within and outside the institutions highly unbalanced or moderately or highly balanced?

9. Do institutions tend to follow a very limited range of industrial and service activities, as, for example,

   a. Carpentry (including furniture and cabinet making)

   b. Machine shop work in relation to a limited range of products

   c. Shoe manufacturing and repairs

   d. Tailoring

   e. Earthenware manufacturing

   f. Printing and bookbinding

   g. Bamboo weaving

instead of diversifying these more widely?



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10. To what extent is it possible anddesirable to have institutions specialize in one industry and/or service to the substantial exclusion of others, except in the sense of maintenance and repairs and what opportunities exist to broaden the range of industries and services in order to capitalize more fully on especially demonstrated talents by institution inmates?

11. What type of survey shall be undertaken to effect a transition from the prevailing industrial and service programs on a contract basis to a long range government use program of institution-made products and services?

12. What are the types of products and services which the national government and its subdivisions, including local governments, purchase in large quantities which are adapted to correction and rehabilitation programs, offer inmates satisfactory opportunities for renumerative employment on release, provide inmates a reasonably satisfactory income while in custody, and assure institutions an income to make them substantially self-sustaining or even profit producing?

13. What type of manufacturing and service equipment is now in use and what is its condition generally especially as to precision work? What equipment would have to be purchased and what is its present and future availability?

14. What workshop housing facilities exist now, to what degree is modernization essential, and to what extent are such facilities adapted to re-located industries?

15. If the products of manufacture involve large volume shipments of raw and finished products, what transportation and warehousing facilities exist?

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15. If the products of manufacture involve large volume shipments of raw and finished products, what transportation and warehousing facilities exist?

16. What is the type of production line layout and is it adjacent to the normal workhousing facilities to reduce handling to a minimum, bearing in mind receipt of raw products and eventual shipment of finished products without criss-crossing?

These and innumerable other considerations require being determined on a long range basis to assure soundness of action and a well-rounded program.

What has been illustrated as to the industries has equal force and application to every other institution activity, taking each in its turn, such as internal operations, farming, etc. All these problems should be approached with an inquiring turn of mind and appropriate solutions found.

GEORGE WEIDENFELD

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"REHABILITATION INCORPORATED"

For Press Conference - 9 December 1949

by LESLIE A. WHITE

This release is under the auspices of G-2 in the fields of Prisons (and other Correction and Rehabilitation Institutions and agencies), Police, Maritime Safety and Fire reform . . . . .

1. Introduction

In Japan, as in other countries, there is often a tendency on the part of the general or lay public to label all Correctional institutions with the broad appelation, "prisons", or in the Japanese language, "Keimuscho" . . . . . Actually, there are in Japan five separate and distinct types of correctional institutions which are under the jurisdiction of the Correction and Rehabilitation Bureau of the Attorney General's Office. These institutions include Adult Prisons, Adult Houses of Detention, Juvenile Prisons, Juvenile Reformatories and the combined functions of the Juvenile Detention Homes and Classification Offices.

For purposes of general information, briefly stated, the Correction and Rehabilitation Bureau at the National Headquarters functions under the authority vested in the Attorney-General by law for policy making, study, research, planning and ultimate control of the nearly 300 main and branch institutions in the five categories which have just been named. For purposes of super-

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For purposes of general information, briefly stated, the Correction and Rehabilitation Bureau at the National Headquarters functions under the authority vested in the Attorney-General by law for policy making, study, research, planning and ultimate control of the nearly 300 main and branch institutions in the five categories which have just been named. For purposes of supervision and direct administrative surveillance and coordination in the field, responsibilities and authorities are delegated to the offices of the Correction and Rehabilitation District Supervisors and their staffs; these District Offices are eight in number and they are located at TOKYO, ASAKA, NAGOYA, HIROSHIMA, TAKAMATSU, FUKUOKA, SENDAI and SAPPORO, respectively.

Total authorized personnel of the Correction and Rehabilitation System is 20,000, of which figure 98½% are on duty inside the institutions. Certainly the 1½% complement of personnel in the executive office and in the eight District Administrative and supervisory offices can not be said to be top-heavy by any standard of comparison with other government services in Japan.

The present population of the five types of institutions under the authority of the Correction and Rehabilitation Bureau of the Attorney-General's Office is about 100,000, of which number 75% approximately are inmates of Adult Prisons,

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and it is this latter group which will be affected directly by the enactment, adoption and implementation of the "Bill to Provide for Prison Rehabilitation Employment and the Utilization Thereof", which proposal has been placed on the agenda of the seventh Diet as a government sponsored bill.

2. Government Use Bill

This draft is already being referred to as the "Government Use Bill" in conversation and in the Japanese press, so it may be appropriate for purposes of the discussion today, to use this brief, but only partially descriptive title.....

Before going into a discussion of the merits of the "Government Use Bill" it seems appropriate to introduce the philosophy which motivated those in the Correction and Rehabilitation service who labored and studied long and arduously in the writing of it. This philosophy can be understood by a direct quote from a statement made once by a man who was confined in a prison many years ago, at a time when people were still thinking of prisons as places where criminals were punished, physically and otherwise, as a means of executing society's vengeance. This man was confined in prison in the days before people began to think seriously about work inside or outside of prison as a right and a privilege of all people, as it is defined in the Japanese constitution; and before people understood much about rehabilitating and re-educating the criminal, who after all is a human being, just as are free men ..... Quoting the letter of this prisoner of a by-gone generation:

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> "You are just naturally uncomfortable all the time. You reach the point where you cannot sleep, eat, walk, read. You are just simply disgusted with life. You actually don't care whether you wake up after it has taken you any amount of hours to fall asleep, which gets to be the case every night. Not having the natural exercise that the human body demands, you cannot digest your food. I sang, whistled, tore some buttons off my clothes and tried to amuse myself by pitching them, and finally I got hold of a pencil and some paper and made a deck of cards for myself and played solitaire. The first few days of that past-time were fine, but finally I got so that even that wonderful game got monotonous, and then I began to ask for work every time the keeper came to the door.
>
> "By the time when I had only about ten more weeks to serve I got to be like a maniac. The strain of short-time and the physical and mental abuse to my whole system resulting from what I had gone through had got me in a terrible state and every day I asked like a baby for a job. Anything to be taken out of my cell. I told the keeper, 'I want air; I need it.' I told him how long I had been confined; cried and begged to leave me out of the cell; that I could not stand it. Up to my last minute, however, all hopes were shattered and I was confined until my time was up.



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> "A prisoner is human even if he has fallen and committed crime. If the public knew what is really going on they would not stand for it. Any person can see that the system is wrong. Enforced idleness makes a prison a breeding place of degenerates and criminals." ---

So, even in prison a man must work and keep active in order to maintain or to gain, physical, mental, moral and often, spiritual balance. If a man in prison is to be given any reasonable opportunity to return to, and become a useful member of, society, that man must have, in addition to a balanced mental attitude, a knowledge and some experience in a vocation which will provide him with a fair opportunity to get a job and to earn an honest livelihood . . . . . These things are realized fully by those public officials whose responsibility it is to provide, through the application of all their professional knowledge and skills, a realistic and practical program of rehabilitation for the inmates of prisons in Japan . . . . . That is why they wrote, and submitted to the seventh Diet, the "Government Use Bill" . . . . .

In order that the press and the Japanese people may understand better what this proposed law is expected to accomplish, a brief background or technical explanation is required:

It is typical of civilized countries that the products of training and work of prison inmates should be marketable, in order that:

(1) Inmates so engaged can be paid reasonable allowances for their work; allowances which should contribute toward the

professional knowledge and skills, a realistic and practical program of rehabilitation for the inmates of prisons in Japan . . . . . That is why they wrote, and submitted to the seventh Diet, the "Government Use Bill" . . . . .

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It is typical of civilized countries that the products of training and work of prison inmates should be marketable, in order that:

(1) Inmates so engaged can be paid reasonable allowances for their work; allowances which should contribute toward the maintenance of the inmates' families, who are often destitute as a result of imprisonment of a father or a brother, or occassionally a female breadwinner for the family.

(2) The prison rehabilitation program should become largely self-supporting, so that taxpayers may not be unduly overburdened.

(3) Security of the institutions can be made possible on a humane and decent basis; without adequate work activity, security can not be provided on any reasonably economical basis.

It is typical of some countries that government, which is responsible for confinement and rehabilitation of those who have been convicted of crime, should provide the outlet or market for prison produced goods, by utilizing



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those goods at a fair but not excessive price in the offices and agencies of government. In fact, in the United States for example, it is unlawful for federal agencies to purchase elsewhere goods and supplies which are being made, or can be made in the federal prisons. Also, it is unlawful in the United States for federal prisons, which are public agencies, to sell any prison goods whatever to non-governmental organizations or individuals, for such sales would be construed as, or constitute, unfair competition with free, civilian enterprise. These principles are embodied in the "Government Use Bill".

3. Situation in Japan

In Japan, the recently inaugurated rehabilitation program for the inmates of Japanese prisons was only 20% self-supporting, in 1948 . . . . . The allowances paid to the inmates themselves have been, up to now, so small as to be hardly worthy of mention.

In Japan as of today, only about one half of the yen volume of goods made in your prisons is requisitioned by government agencies; up to the current year those requisitions have amounted to a small volume indeed . . . . .

In Japan today, approximately one half of the goods being produced in prisons for sale are being utilized in the civilian market, in competition with the products of free labor. This practice could be a hangover of the old and very evil contract system, in which private interests control, to a considerable extent, both the labor and the product of the inmate, (which

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In Japan today, approximately one half of the goods being produced in prisons for sale are being utilized in the civilian market, in competition with the products of free labor. This practice could be a hangover of the old and very evil contract system, in which private interests control, to a considerable extent, both the labor and the product of the inmate, (which in Japan is being paid the pitifully small sum of ¥200 per month). The private contractor gets charged for labor at the prevailing labor rate only without incurring any overhead charges whatever. The Finance Ministry receives directly into the General Account whatever is received for prison labor or products, regardless of the type of project involved. Thus, the prison rehabilitation enterprise is financed not by income produced, but by an annual expense budget, which is not predicated at all upon rehabilitation program requirements, but entirely upon its profit-making potentialities.

A substantial percentage of the funds currently available for prison enterprise are being used to buy machinery and materials to produce goods destined for civilian, or commercial end-uses. By this means, the often vicious contract and piece price systems are kept alive in Japan, and up to now, public funds are being used to perpetuate them. Without a correction



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the current situation conditions could grow infinitely worse; certainly conditions can not be expected to get any better until a realistic course is adopted . . . . . The "Government Use Bill" proposes to put an end gradually to the contract and piece price systems, and to substitute therefor a modern prisoner employment plan for training which is highly practical from an individual, as well as from a governmental, financing view-point . . . . .

In Japan, as of today, only a relatively few agencies of the national government exercise any centralized control over the planning, programming and execution of purchasing for the needs of their offices and/or agencies, with the result that very little effective control is exercised toward standardization of supplies and equipments, or effective budgetory control thereof . . . . .On an over-all basis the placing of government agencies' requisitions on the prisons has not been exercised systematically or intelligently, and the result is that Japanese rehabilitation program has not been developed to date as effectively as have those programs of a number of other progressive and democratic countries . . . . .The "Government Use Bill" proposes to accomplish this progressive step . . . . .

4. Conclusion

The public officials of the Correction and Rehabilitation Services are painfully conscious of these undesirable conditions . . . . .In the drafting and presentation of the "Government Use Bill" they hope to obtain a guarantee, by law, that the State shall assume its responsibility for

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4. Conclusion

The public officials of the Correction and Rehabilitation Services are painfully conscious of these undesirable conditions . . . . .In the drafting and presentation of the "Government Use Bill" they hope to obtain a guarantee, by law, that the State shall assume its responsibility for providing an outlet for the products of prison rehabilitation and work enterprise. In addition, in the implementation and progress of the rehabilitation program, the burdens of the taxpayers shall be relieved rather than increased.

There are those, in and out of government, who may say that application of the principles of the "Government Use Bill" is restrictive of free enterprise. To those persons who are laboring under such a delusion, the "Government Use Bill" is neither offensive to, nor restrictive of, private enterprise . . . . .The man who cultivates his own garden is not likely to steal another man's vegetables.

There may be those who might insist, for foolish reason or for purely selfish reasons, that prison enterprise would take for itself the supplies and equipments business of the government, and thereby create unemployment. . . . To those persons, the facts speak for themselves: Prison enterprise could



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not possibly absorb more than a fraction of potential orders from government in any year . . . . .

There may be those in government who may argue that compliance with the "Government Use Bill" requirements for requisitioning goods from prisons will make work for them, or rob them of the right of decision as to where and from whom their individual offices may purchase supplies . . . . .The answer to this question lies in understanding and adoption by all national government agencies of the practice of centralizing control over the planning, programming and requisitioning of supplies, according to reasonably standardized specifications and designs; enforcement of this principle is a requisite to effective administrative and budgetary control within and among the agencies of the national government. As an example for others to follow, the National Rural Police Commission on 4 November 1949 issued an instruction to all regional NRP offices in which is embodied the principle of standardization of specifications and design, subject to determination by the central or national commission. "At the same time", to quote a sentence from the instruction, "it is intended to hasten the investigation to save the budget deliberately" . . . . .

The Correction and Rehabilitation Services need also a revision in the outmoded and highly unrealistic present method of financing prison employment and enterprise, which provides allocations from appropriations defined broadly as "prison expense", with no opportunity being afforded prisons for self-

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