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

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

Description of contents

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(2) Folder title/number: (18)
Police Reorganization #30: Police Reorganization and Contributions

(3) Date: ? - Nov. 1947

(4) Subject:

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(5) Item description and comment:

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

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

62337

DRAFT

CHECK SHEET

SUBJECT: Police Reorganization

FROM: G-2 TO: GS CIS/PSD/HEP/sm

3 Reference recommendation in check note 2, paragraph 2, contact has been made with Eighth Army and action taken for the dissemination of this material to Military Government Units.

- -C.A.W.- - - - - - - - - - -

MEMO FOR RECORD:
On 27 Oct 47 G-2 sent C/S to GS subj: "Police Reorganization" inclosing Police Reorganization Plan with 34 inclosures. GS replies 6 Nov 47 by C/N 2 suggesting 55 copies be sent to MG Units. Action had already been taken with 8th Army for dissemination of material. Reproduction is requested of 8th Army due to paper shortage.

H.E.P. 26-5915

PSD FILE COPY CIS/PSD/HEP/sm

DRAFT

Take to Battery for Lee Safe

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

Police Reorganization

GS G-2 CW/CD/CGT/mm
6 November 1947

2

1. Government Section appreciates receipt of compilation of material attached to this Check Sheet.

2. Suggest that duplicate copies be sent to all Military Government Units in the field as soon as possible, since this information is needed by them for their immediate work in planning. This will obviate the continuous necessity of Military Government Units in the field having to secure first hand information on major developments in Headquarters from the Japanese. Approximately 55 copies would be needed.

1 Incl: w/d

/s/ CD
for C.W.

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SECRET

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

APO 500
4 September 47

MEMORANDUM FOR RECORD

SUBJECT: Development of Suzuki Plan for Police Reorganization

1. GS Memorandum, marked "confidential", for the Director General of the Cabinet Secretariat, in effect, took from the Home Minister, all matters pertaining to police reorganization and placed that authority in a Cabinet Committee appointed by the Prime Minister (Tab A). PSD was informed on 10 July by Japanese officials that a committee of three (3) was designated about 10 Jul 47 and increased to five (5) members on 12 Jul, (par 2 Tab B). Above memo was classified as "secret" in Jap Government directed so the Japs say, by GS.

2. PSD immediately began making contact with this group. On 26 Jul arrangements were completed to orient and advise a select group of six (6) diet members from a committee of thirty (30), who were charged with legislation in the Diet on public safety matters. An effort was made to have the Cabinet Committee of five (5) to dinner at the Imperial Hotel on the night of 26 July, but by reason of other engagements and absence of members the dinner was postponed until 31 July, with three (3) of the five (5) members present together with appropriate Bureau of Police officials. After dinner, with appropriate charts, the group was appraised of PSD police reorganization plans and the course of action that should be taken by the committee in the preparation of a Japanese Government plan. The committee was informed at this time who was responsible for police reorganization. The discussion consumed about two hours. Daily contact was maintained with committee members as to progress. At this time Mr. Suzuki was strongly suspected of being a pro GS man.

3. From 10 Jul 47 to 8 Aug 47, there were no committee meetings on police reorganization held, according to statement of each member.

4. About 0945, 8 Aug 47, PSD received the Suzuki plan (Tab C) from GS. PSD had no knowledge of the existence of any police plan prior to receipt of this paper. The Bureau of Police were also blank on the subject despite the fact that the Home Minister was a member of the committee. Since the committee had not held a meeting and none of the members present were aware of any plan it was evident that Suzuki was and had been playing a lone hand (Tab D). A complete

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check of every member of the committee present was made by PSD on 8 Aug 47, (Suzuki being absent with the Emperor in northern Honshu) to determine further if they had any knowledge of the existence of the plan submitted to GS by Suzuki on 29 Jul. All were emphatic in denial of any knowledge of the plan and appeared surprised that such had happened without them being informed by Suzuki. On 8 Aug 47, 2000, reply to GS C/N was delivered (Tab C).

5. Telephone call from Mr. Ashida, Foreign Minister, stated that Mr. Suzuki's action was censored in Cabinet meeting on 9 Aug 47.

6. On 11 Aug 47, Mr. Suzuki was called to PSD for conference, reference the Suzuki plan (Tab D).

7. On 16 Aug 47, the entire committee was called to PSD for conference and orientation on PSD police plan and again informed as to who in SCAP had priority on police matters. The committee was also informed that all PSD facilities were available to them for advice and assistance in the development of their plan. At the same time effort was made to discreetly and effectively sell the PSD plan to the committee. At the end of the conference, committee member Mr. Hitotsumatsu, W/M, posed the question - "The Japanese Government is in a very difficult position with respect to SCAP. There is a SCAP section that says they are concerned with reorganization of the police forces. We have heard here today that no other section in SCAP has the right to do so. We would like to deal with your section, PSD, alone on police matters. Is it possible for you to have an understanding in SCAP with regard to police so that we will be able to deal with your section alone and not with any other section?" PSD reply - "That question has already been answered. Here are the written instructions, Staff Memo No. 21, 16 Aug 47. These instructions have not been changed or altered." The committee was subsequently furnished a copy of Staff Memo No. 63, 19 Aug 47.

8. On 18 Aug 47, a telephone call was received from General Whitney reference the Jap police plan (Tab E).

9. On 23 Aug 47, a telephone call from the Prime Minister's Secretary, Mr. Sone, was received and asked if a copy of PSD plan could be had for study and reference and to advise the Cabinet Committee on police reorganization. Copy furnished.

10. About 26 Jul 47, PSD was informed that a paper of instructions from Mr. Kades, GS, concerning police reorganization was somewhere in the Japanese Government. The exact location of the paper was unknown. Specific persons in PSD and Bureau of Police were mobilized to locate and obtain a copy. By devious methods a Japanese translation of the paper was obtained from office of M/J, on 9 Aug 47 (Tab F). Mr. Suzuki had the only copy in English. After translation,

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I requested Mr. Suzuki to let me have the English copy to make corrections in the translation that were not clear. Mr. Suzuki admitted receipt and possession of the paper from Mr. Kades but stated that he could not let me have the paper without first obtaining permission from Mr. Kades, since Suzuki was informed by Kades to let no one see the paper. I did not press this point.

11. Received a draft of Cabinet Committee police reorganization plan from Mr. Suzuki 27 Aug 47, embodying most of the principles of PSD plan. This draft was revised and returned to Suzuki, 28 Aug 47, for action and return at earliest possible date.

for John A. Bentley
H. E. PULLIAM
Colonel, GSC
Chief, Public Safety Division

Tab A - GS Memo subj: Judicial Process and Police Power Plan, 1 Jul 47.
B - PSD Memo for Record: Appointment of Jap Police Committee by Prime Minister, 8 Aug 47.
C - C/N, GS to G-2 subj: Judicial Process and Police Power Plan, 5 Aug 47.
D - PSD Memo for Record: Report on Conference on Judicial Process and Police Power Plan, 11 Aug 47.
E - PSD Memo for Record: Telephone call from Gen. Whitney, GS, 18 Aug 47.
F - Translation of instructions to Jap Govt from GS, 19 Jul 47.

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file
HEP

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

APO 500
1 November 1947

MEMORANDUM TO: Director, Bureau of Police
Director, National Rural Police

SUBJECT: Police Reorganization and Training Program

1. To confirm verbal instruction concerning this subject of a previous date, the following detailed information is furnished.

2. PROBLEM:

a. To complete reorganization, select and train approximately 36,000 civil police by 1 June 1948. To assist in accomplishment of the problem:

(1) Provide a staff at National Rural Headquarters in Tokyo.

(2) Establish Regional Headquarters, select Regional Commanders, including staff and a school training staff.

(3) Plan for establishing Troop Headquarters, and selection of Troop Commanders.

(4) Provide barrack space and other training school facilities for 1800 men in each regional area.

(5) Issue instructions to all Prefectural Chiefs to submit plans for complete decentralization, based upon the planning for pilot plant experiment in Chiba Prefecture. Later, instructions will be issued to place decentralization plans into effect.

3. FACTS CONCERNING THE PROBLEM:

a. The Japanese civil police force has been authorized an increase of 31,116 above present strength of 1 October 1947.

b. Japanese civil police strength as of 1 October 1947, was 93,884.

c. Present capacity of police training schools is 8,230.

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Memo to: Director, Bureau of Police; Director, NRP, subj: "Police Reorganization and Training Program," dtd 1 Nov 47.

d. Estimated losses from the police force indicates a replacement requirement of approximately 12,000 annually.

e. Six (6) National Rural Police regional training centers to be established.

f. Training schools at national and regional levels are directly under control of National Rural Police.

g. Initially and until authorized strength is reached, training of all police will be the responsibility of the National Rural Police.

h. Full strength police forces must be accomplished at the earliest date and in the shortest possible time consistent with recruiting and the training program.

4. RECRUITMENT:

In order to accomplish this mission the Japanese Government should:

a. Establish a positive and effective nation-wide recruiting program with a follow-up plan in case the number of recruits obtained are insufficient to meet scheduled school requirements.

b. Place police service on a high purpose plane.

c. Point out the benefits of a police career to the public.

d. Raise the physical and mental standards for candidates.

e. Publicize the competitive nature of entrance examinations.

f. Conduct fair and open competition between applicants.

g. Publish the lists of successful candidates in each locality.

h. Widely publicize each graduation ceremony.

5. TRAINING FACILITIES:

Training schools staff will be implemented and facilities expanded to permit:

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Memo to: Director, Bureau of Police; Director, NRP, subj: "Police Reorganization and Training Program," dtd 1 Nov 47.

a. Prefectural schools to increase present capacity by approximately 50%, in order to meet the 11,000 recruit training requirement. (See Appendix I)

b. Central Police College (Tokyo) to quarter, mess and train 1,000 students.

c. Tokyo, Osaka, Hiroshima and Fukuoka schools to quarter, mess and train 500 students each.

d. Establishment of Regional NRP training centers capable of quartering, messing and training 1,500 students.

6. TRAINING COURSES:

Training courses will be established at all police schools in accordance with the attached chart (Appendix II). These courses and the duration of each are as follows:

a. Basic "A" - 2 months basic training for recruits at Tokyo College and at 4 Special and Prefectural Police Schools.

b. Basic "B" - 2 months advanced basic training for graduates of Basic "A" - at Regional Schools.

c. Advanced "A" - In-service training for all personnel below the grade of sergeant who have equivalent of Basic "A" and Basic "B" - at all training schools.

d. Advanced "B" - In-service training for all personnel to include the grade of sergeant who have the equivalent of Basic "A", Basic "B" and Advanced "A" - Tokyo College.

For curriculum of above courses see Appendix III.

7. Depending upon recruiting flow, the projected training program for 1948 will provide pre-service and in-service training for 100,000 police, of which 36,000 will be for replacement and expansion to the authorized strength of 125,000 (Appendix I).

3 Incls
1. App I - Tr Program 1948.
2. App II - Tr Program 1948.
3. App III- Curriculum of Courses.

H. E. PULLIAM
Colonel, GSC
Chief, Public Safety Division

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APPENDIX I

PROJECTED POTENTIAL IN THOUSANDS UNDER
1948 POLICE TRAINING PROGRAM

	January				February				March				April				May				June				July			
Schools	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB
Prefecture	11								11								†11										11	
Tokyo Col	1														1									1				
4 Sp Schls	2														2								2					
Regional										6								6									6	

	August				September				October				November				December				Preservice		Inservice		Total
Schools	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	BA	BB	AA	AB	
Prefecture							11								11						33		33		66
Tokyo Col								1													1		1	2	4
4 Sp Schls			2								2								2		2		10		12
Regional							6								6							12**	18		18
Grand Totals																					36	12**	62	2	100

Figures indicate thousands
BA - Basic "A"
BB - Basic "B"
AA - Advanced "A"
AB - Advanced "B"

†Receive 2 months basic only.
**Receive 4 months basic "A" and "B" (this figure not included in total trained).

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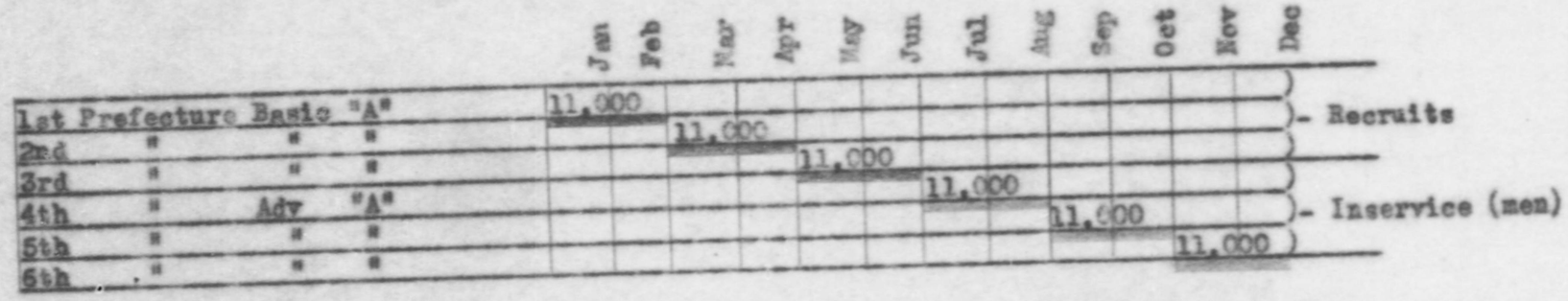
APPENDIX II

POLICE TRAINING PROGRAM FOR 1948



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APPENDIX III

Curriculum for Pre-Service and In-Service Police Training Courses.

	Basic Course A	Basic Course B	Adv Course A	Adv Course B
	67 Hrs	56 Hrs	58 Hrs	60 Hrs
ADMINISTRATION				
Principles of Democracy.				
Rules, regulations, reports & records.				
Receipt and disposal of property.				
Organization of:				
a. National Rural Police.				
b. Municipal Police.				
c. Japanese Government.				
Responsibilities of police.				
Administration of justice.				
Democratic police methods.				
Co-operation with and jurisdiction of other law enforcement agencies.				
Occupation Forces.				
Police communications system.				
Care, handling and disposal of police property.				
Principles of instruction.				
LAW AND PROCEDURE	56 "	96 "	78 "	68 "
Police authority and limitations.				
Japanese Constitution.				
Police and civil laws.				
Administrative code.				
Classification of crime.				
Criminal code.				
Code of criminal procedure.				
Economic controls.				
New Laws effecting police and the nation.				
Civil Government.				
Game, fish and forestry laws.				
COURT PROCEDURE	30 "	40 "	40 "	36 "
Civil court system.				
Relations with procurators & judges.				
Preparation of cases.				
Testimony - Evidence.				
Rules of evidence and procedure.				
Testifying in court (police as witness).				

Encl 3

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Appendix III.

	Basic Course A 34 Hrs	Basic Course B 38 Hrs	Adv Course A 12 Hrs	Adv Course B 12 Hrs
PATROL ACTIVITIES				
General patrol duties.				
Patrol and observation.				
Meetings, parades and assemblies.				
Strike duty.				
Riots and disorders control.				
Gangs and rackets.				
Vice, gambling and raids.				
TRAFFIC CONTROL	15 "	6 "	8 "	12 "
Handling traffic.				
Enforcement.				
Traffic engineering and education.				
Present and future traffic problems.				
Traffic laws.				
POLICE PRACTICES & PROCEDURES	104 "	48 "	84 "	92 "
Physical training.				
Disciplinary drills.				
Self defense and techniques.				
First aid.				
Technique of arrest & disarming.				
Search of prisoner.				
Baton exercises.				
Handling firearms.				
Manual of the pistol.				
Arrest and detention.				
a. Methods and procedure.				
b. General duties.				
c. Gangs & rackets (development & control).				
Principles of riot and strike control.				
Use, care and cleaning of pistol.				
Safety precautions.				
Pistol marksmanship.				
Communication.				
Disaster and national emergency plans.				
INVESTIGATION	46 "	39 "	26 "	26 "
Crime scenes.				
Sources of information.				
Interviews, confessions & statements.				
Preservation of evidence.				
Methods of investigation.				
Limitations and legal practices.				
Practices of professional criminals.				

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Appendix III.

	Basic Course A	Basic Course B	Adv Course A	Adv Course B
ABNORMAL PSYCHOLOGY Recognition of types. Protection, custody and handling.	2 Hrs	2 Hrs	2 Hrs	2 Hrs
CRIME PREVENTION Causes of crime. Juvenile delinquency. Potential deliquents. Co-ordination of with other agencies. Psychopathic cases.	6 "	12 "	22 "	30 "
CRIMINAL IDENTIFICATION Fingerprinting, handwriting & photography. General techniques & purpose. Portrait Parle and other methods. Impression equipment.	6 "	15 "	18 "	14 "
PUBLIC RELATIONS Dealing with the public. Attitudes - development & effect. Public servants - courtesy, conduct & appearance. Co-operation & co-ordination with other agencies.	2 "	15 "	10 "	8 "
SCIENTIFIC AIDS General principles. Forensic chemistry. a. Blood. b. Dust and dirt. c. Dyes and stains. d. Wood and paper. e. Microscope. f. Micro analysis. g. Identification of knives, tools, instruments. h. Hair and fibers. i. Minerals and vegetables. j. Microscope - demonstrations - standards. k. Methods of preservation. l. Police co-operation with experts. Use of ultra-violet light. Keeler Polygraph (Lie Detector). Hyscine - Hydrobromide (truth serum).	8 "	10 "	10 "	8 "

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Appendix III.

	Basic Course A	Basic Course B	Adv Course A	Adv Course B
	8 Hrs	8 Hrs	16 Hrs	16 Hrs

MISCELLANEOUS

Special lectures.
Examinations.
Graduation.

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CONFIDENTIAL

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

APO 500
17 May 1947

MEMORANDUM TO: Assistant Chief of Staff, G-2

SUBJECT: Contribution Solicitation by Japanese Police Societies

I. THE PROBLEM:

To establish a policy in accord with democratic ideologies relative to the control of contributions intended to augment budgetary allotment of funds to police, fire and prison agencies, and to reply to a communication received from Headquarters, Eighth Army.

II. FACTS BEARING ON THE PROBLEM:

A. Basic letter from Headquarters, I Corps (AG-319.1-BA) subject: "Police Societies", dated 10 February 1947 (Tab A) directs attention to the prevailing practice of certain societies collecting funds from business concerns and private citizens for the benefit of the police. This letter recommends that such organizations not be dissolved until the underlying causes for the need of such societies are removed.

B. The 1st Indorsement, Headquarters, Eighth Army, (AG-091 (MG-L) dated 19 February 1947 (Tab A) states that titular head of such organizations is the prefectural governor and further recommends that if such organizations are permitted to function that they be supervised and regulated by the Imperial Japanese Government.

C. The Chief of Staff, Eighth Army, was kept advised by Public Safety Division of the status and reason for the delay in processing this paper on the following dates: 19 March, 25 March, 15 April and 2 May, 1947.

D. An investigation and study of the nature and desirability of police contributions, instigated by Public Safety Division prior to receipt of basic letter (Tab A) indicates the non-democratic evils and insidious ramifications of the collection system and recommends that all contributions affecting police, fire or prison activities be discontinued immediately (Tab B).

E. The responsibility for matters of policy pertaining to organization, training and functioning of the Japanese police is delegated to the Assistant Chief of Staff, G-2 by SCAP-AFPAC Staff Memorandum No. 21, 16 August 1946.

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

Memo to: Ass't C/S, G-2, subj: "Contribution Solicitation by Japanese Police Societies", dtd 17 May 47.

III. DISCUSSION:

A. The Imperial Japanese Government has apparently evaded enforcement of its own edicts in favor of questionable means, not incorporated or reflected in the national budget, of supporting public servants and agencies. This is a practice of long standing. Such vicious practices are inimical to the aims of the occupation. However, their elimination will affect the operation of the agencies concerned through the elimination of supplementary funds.

B. It is the opinion of the Deputy Chief, Civil Intelligence Section that the Imperial Japanese Government should be directed to discontinue such practices. This can be effected by the Civil Intelligence Section, Public Safety Division, through liaison with the various ministries.

IV. RECOMMENDATIONS:

A. It is recommended that the practice of securing contributions to supplement budgetary allotment of funds for Japanese police, fire or prison activities be discontinued immediately.

B. It is recommended that the Commanding General, Eighth Army be informed of this decision through the approval and dispatch of the proposed 2d Indorsement (Tab C).

C. It is recommended that the proposed memorandum, which will authorize the Civil Intelligence Section Public Safety Division to inform the Imperial Japanese Government of this decision, be approved and forwarded (Tab D).

D. It is recommended that a study be made by appropriate SCAP Sections and the Imperial Japanese Government to adjust compensation inequalities, arising from the elimination of such subsidary contributions, through the revision of the Japanese budget system and tax structure in order to legally and democratically finance the cost of national and local government.

Tab A - 1st Ind Hq 8th Army (AG-091(MG-L) dtd 19 Feb 47 to ltr Hq I Corps (AG-319.1-BA), dtd 10 Feb 47.

R. S. BRATTON
Colonel, GSC
Deputy Chief,
Civil Intelligence Section

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

Memo to: Ass't C/S, G-2, subj: "Contribution Solicitation by Japanese Police Societies", dtd 17 May 47.

Tab B - PSD study on Police Contributions.
Tab C - Proposed 2d Ind to Hq 8th Army.
Tab D - Proposed IOM to PSD thru CIS.

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CONFIDENTIAL

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

APO 500
6 May 1947

MEMORANDUM

SUBJECT: Police Contributions

THROUGH: Deputy Chief, Civil Intelligence Section, G-2

TO: Assistant Chief of Staff, G-2

1. General

Contributions to the Japanese police force has been made a matter of special investigation and study by the Public Safety Division as a result of information obtained during the course of survey of the Japanese police force and facilities. Unconfirmed reports indicated malpractices and conditions inimical to the best interests of a free people and a democratic government. The following report and recommendations are made as a result of extensive investigation concerning this subject.

a. Historical Brief

The system of contribution appears to have originated through the feudalistic practice of the barons of the land exacting large contributions from the people as their feudal right and returning a portion of these funds to the subjects in case of public need as a paternalistic gesture. Police contributions appears to have originated about 1871 when the first Police Department was established under the Emperor Meiji.

b. Contributions

Contributions in Japan are obtained by practically every major division of Local Government throughout Japan and are levied for any reason requiring the disbursement of funds not provided for, or inadequately provided for, by National or Local budgets. Contributions are solicited in connection with education, public works of all kinds, maintaining pension systems and for special paternalistic allowances granted governmental employees.

c. Relation of Contributions to National Budgets

Contributions appear to have had little or no weight in

HEP/sm COL FULLAM'S FILE

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Memo, subj: "Police Contributions", to: Ass't C/S, G-2, dtd 6 May 47.

compilation of Local and National budgets. This is necessarily so since the development of Local Government has run in parallel lines with feudalistic practices and procedures as they atrophied during the past fifty years.

d. Relation of Contributions to Taxation

Investigation indicates that SCAP sections concerned and the Imperial Japanese Government officials did not take into consideration that portion of government cost paid by contribution funds when the entire Japanese tax system was reorganized.

e. Legal Authority

There appears to be no positive legal authority for contributions. On the negative side, in 1872 an Imperial ordinance was issued with the intent of discouraging collection of contributions. Again in 1899 an Imperial ordinance was issued implementing that of 1872, discouraging contributions. The only positive piece of information in regard to contributions is a Metropolitan Police Board Order No. 6, March 1905 and revised by Order No. 47 of November 1942. Information indicates that some prefectures have issued similar orders, regulating to some extent the solicitation of contributions.

2. Police Contributions

a. Ministry Level

(1) Legal Authority. Investigation did not disclose the presence of any positive or negative law regarding the collection of contributions at Ministry Level.

(2) Accountability. Investigation at Ministry level, confined to the Home and Finance Ministries, failed to discover any system of accountability for contributed funds. While Ministry officials are aware that contributions enter into the support of local government, they are unable to differentiate between collection, allocation or disbursement of the contributed funds.

(3) Ministry Responsibility. Officials in the Ministries investigated have no legal responsibility in regard to solicitation, the amounts, extent, or disbursements of contribution funds, although moral respon-

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sibility as a government official should dictate remedial action.

b. Prefectural System of Contributions

(1) Legal Authority. Investigation did not disclose any legal authority for soliciting or regulating solicitation of police contributions at prefectural level. Some prefectural ordinances hold police responsible for approving solicitation for goods and money by any persons or group of persons other than themselves. Police are not mentioned in any of the provisions examined.

(2) System of Collections and Amounts Contributed. All systems of collections at Prefectural level, have not been clearly established. There appears to be no uniform practice. In some cases the extent of contribution, and time of contribution is determined by a conference between the Governor of a Prefecture and the Assembly, and in other cases it is at the discretion of either the Prefectural Chief, the District Chief, or the Chief of Police of a large city or municipality. The collection is usually planned by a group of public officials and/or citizens organized as a Crime Prevention Association, Police or other Supporters Association. The group, counseled by a police official, determines the total amount required by organizing a budget and allocating amounts for anticipated expenditures, relying on expenditures of previous years and proposed new projects. In some cases the required sum is proportioned from a list of prospective contributor. There is no uniform practice in regard to allocating a certain sum to each contributor. In some cases definite amounts have been set by Police Supporters Organizations, and the contributor placed under a form of a duress to contribute the specified amount. In other cases the Chief of Police seems to have been the public official, setting specific amounts to be contributed. In other cases, the amount to be contributed has been an arbitrary matter with which only the contributor himself is concerned. The actual collection is accompanied variously as follows:

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Memo, subj: "Police Contributions", to: Ass't C/S, G-2 dtd 6 May 47.

(a) Letters from association to prospects.

(b) Personal solicitation by police.

(c) Personal solicitation by employees and/or members of associations.

(d) Through former Tonari-gum (neighborhood associations).

(e) Oyabun (block boss system).

(f) Placing responsibility on Merchants Associations, etc., to collect a stipulated sum of money.

c. Classification of Funds

Police contribution funds generally fall into two classes according to the use for which they are intended, and each further subdivided depending upon whether or not they are spontenteous or solicited.

(1) Class I. Expenditures for construction or repair of fixed properties.

(2) Class II. Funds under this class cover items of expense for police welfare work, needy families, hospital bills, medical treatment, police residences, salary increase and special allowances for meals when on night and other special duty.

d. Accountability

The system of accountability for disbursements from collected contributions, with the exception of those turned in directly to the Prefectural Government, is extremely loose. Such records as are kept are frequently unsupported by vouchers and largely consist of an entry in a cash book. It appears, also, that access to the funds can be had by individuals as in the case of one Chief of Police of Asakusa District, Tokyo, who retained approximately 17,000 yen to be disbursed out-of-hand, at his own discretion. Also, in the case of the Chief of Police of Okashi, Hyogo Prefecture, who had at his disposal ¥187,413 in a bank, with the power to withdraw any amount at any time. An examination of the records indicated that amounts had been withdrawn and noted in the records without any explanation there-

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Memo. subj: "Police Contributions". to: Ass't C/S. G-2 dtd 6 May 47.

of. The system of accountability at Prefectural level and below, is again generally slip-shod and diverse in the methods of authorizing payments and accounting therefor. Books examined by our investigators would not stand a careful audit.

e. Responsibility of Disbursement of Funds

Responsibility for disbursement of funds appears to be divided as follows:

(1) Members of the Supporters Association;

(2) Finance Section of Prefectural Government, and/or Prefectural Chief of Police, or Chief of General Affairs Section;

(3) Chief of Finance Section, Prefectural Government;

(4) Chief of Police, Prefectural, City or District;

(5) Chief of Police and President of Supporters Association.

Note: Information indicates that officials at Prefectural and Local level, operate behind a responsible citizen who is usually made President of the Supporters Association.

f. Evidence of Extortion or Duress

Sufficient evidence was obtained to indicate that practically all solicited contributions are obtained under some form of duress. While they have been unable to discover specific cases of extortion, it would appear that in the case of large business organizations and individuals of considerable wealth who have need of police protection, that contributions practically amount to extortion. It also appears, and supported by the statements of several witnesses, that many times contributions are obtained from individuals who cannot afford to contribute.

g. Actual Benefits Received by the Policemen

So many and various are the ways in which the individual policeman can benefit from the expenditure of contribution funds that it is almost impossible to draw any conclusion as to the overall affect discontinuance of contributions would have on:

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(1) Maintenance of police property, equipment and police morale.

(2) Rates of taxation.

(3) Budget.

Police contributions are more or less uniform throughout the nation and are used to furnish housing, to finance cooperative associations for the policeman, to provide medical, educational and other services which the policeman can not furnish for himself at his present rate of pay.

3. Findings

a. Facts

(1) No legal authority exists authorizing solicitation of contributions to defray the legitimate expenses of government.

(2) A portion of the costs of public works, welfare, education, maintenance of public works, salary allowances to compensate for inflation, and any deficit in local budgets are met, either in whole or in part, by contributions obtained from well-to-do citizens, businessmen, and the public in general.

(3) No local or national budget reflects the true cost of government in Japan.

(4) Japanese tax rates do not reflect that portion of the costs of government defrayed by contributions.

(5) Revision of Japanese tax and budget systems accomplished to date are based only on the existing tax rates and budgets without consideration of contributions.

(6) No sound system of accountability or uniform practice or procedure in regard to contribution funds exists except by coincidence.

(7) No agency in the Japanese Government could determine the total amount of legitimate government expense defrayed from funds obtained through contribution.

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(8) No audit is made of the accounts of associations which have the mission of soliciting contributions.

(9) Some Japanese businessmen are unwilling victims of a system they abhor but contribute to through fear.

(10) Businessmen engaged in blackmarket activities are afraid to refuse exorbitant demands thereby becoming ideal targets for solicitors.

(11) That benefits, direct and indirect, accrue to government officials primarily, and governmental employees secondarily, from funds secured by public subscription.

(12) The contribution system, undesirable as it is, has become deeply rooted in Japanese Government finance.

(13) An insidious form of racketeering is practised in the large cities of Japan similar to "protection" organizations in the United States during and immediately following the prohibition period. These gangsters organizations in Japan systematically divide a city into districts and blocks, levying extra-legal toll on the businessmen as a form of protection. The system is called Oyabun and will be further investigated.

b. Opinion

(1) Any government that depends upon a system of forced contributions of an illegal nature cannot be considered free or democratic in character.

(2) That SCAP authorities or the Imperial Japanese Government have not determined the extent, scope or implications of this abuse of government.

4. Recommendations

a. That all contributions affecting police, fire and prison activities be discontinued immediately.

b. That Public Safety Division direct the Home and Justice Ministers to issue the necessary instructions to carry out the provisions of a, above.

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Memo, subj: "Police Contributions", to: Ass't C/S, G-2, dtd 6 May 47.

c. That the responsible sections of SCAP (Public Finance Branch, ESS and Government Section) and the Imperial Japanese Government revise the entire Japanese tax structure and budget system in order to legally and democratically finance the cost of national and local government.

H. E. PULLIAM
Colonel, GSC
Chief, Public Safety Division

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BASIC: Ltr. Hq I Corps, AG 319.1-BA, subject, "Police Societies," 10 Feb 1947

AG 014.12 (10 Feb 47) CIS/PSD 2d Ind

GENERAL HEADQUARTERS, SUPREME COMMANDER FOR THE ALLIED POWERS, APO 500,

TO: Commanding General, Eighth Army, APO 343

1. The subject of contributions to the Japanese police force has been investigated and studied by this headquarters.

2. The implications and abuses of such a contribution system warrants this headquarters to conclude that: (1) the cost of government operation should be financed from a system of legal taxation, (2) the cost of operation of the Japanese police force should be paid for from these funds, and (3) the practice of receiving contributions in any form by the police force is undesirable and will be discontinued.

3. This headquarters will direct the Imperial Japanese Government to discontinue immediately the collection of contributions in any form by the Japanese civil police.

BY COMMAND OF GENERAL MacARTHUR:

R. M. LEVY,
Colonel, AGD,
Adjutant General.

MEMO FOR RECORD
Basic ltr Hq I Corps (AG-319.1-BA), subj: "Police Societies," dtd 10 Feb 47 and 1st Ind Hq 8th Army calls attention to prevailing practice of police contributions. Recommends societies not be dissolved until remedies found. 8th Army informed that this practice has been disapproved by this headquarters and that IJG has been instructed by CIS, PSD to cease further activities in this respect by this indorsement.

H.E.P. 26-5915

HEP/sm

COL PULLIAM'S FILE

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CONFIDENTIAL

CIS/PSD/HRP/sm
17 May 1947

Police Contributions

G-2 PSD thru CIS

It is desired that you inform the Imperial Japanese Government that the collection of all contributions by police, fire or prison agencies in Japan are to be discontinued immediately. 1

C.A.W.

HRP/sm COL PULLIAM'S FILE

Tab D

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

APO 500
6 May 1947

MEMORANDUM TO: Chief, Public Safety Division

SUBJECT: Police Contributions

1. General

The following is a report of the investigation of contribution funds made by investigators of the police branch of this division during March 1947, in connection with Eighth Army's request for policy in the premises:

a. Contributions and who gets them.

Contributions in Japan are obtained by practically every major division of Local Government throughout the Empire and are levied for any reason requiring the disbursement of funds not provided for or inadequately provided for by in National or Local budgets. They are solicited in connection with education, public works of all kinds, maintaining pension systems and for special paternalistic allowances granted governmental employees.

b. Historical Brief.

The system of contribution appears to have originated through the feudalistic practice of the barons of the land, exacting, large contributions from the people as their feudal right and returning a portion to them in case of public need, as a paternalistic gesture. Police contributions seem to have originated about the year 1871 when the first Police Department was established under the Emperor Meiji.

c. Relation of contributions to National Budgets.

Contributions seem to have had little or no weight in compilation of Local and National budgets. This is necessarily so since the development of Local Government has run in parallel lines with feudalistic practices and procedures as they atrophied during the last forty-five (45) years.

d. Relation of contributions to taxation.

Our investigations have indicated that SCAP and IJG tax budget officials, who recently revamped the entire Japanese tax system,

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Memo to: Chief, Public Safety Div., subj: Police Contributions, dtd 6 May 47.

did not take contribution funds into consideration.

e. Legal Authority.

There would appear to be no positive legal authority for contributions. On the negative side, in the fifth (5th) year of Meiji (1872) an Imperial ordinance was promulgated with the intent of discouraging collection of contributions. Again in 32nd year of Meiji (1899) an Imperial ordinance was promulgated implementing that of the fifth year of Meiji (1872), discouraging contributions. The only positive piece of information in regard to contributions received by our Investigators, was the Metropolitan Police Board Order No. 6 of March, 1905 as revised by Metropolitan Police Board Order No. 47 of November, 1942. It would appear from our investigations that some prefectures have issued orders similar to Metropolitan Police Board orders, regulating the solicitation of contributions.

2. Police Contributions.

a. Ministry Level.

(1) Legal Authority. Our Investigators have discovered no positive law in regard to contributions at Ministry level.

(2) Accountability. Our investigations at Ministry level, confined largely to the Ministry of Home and Ministry of Finance, have failed to discover any system of accountability for contributed funds. While Ministry officials are aware that contributions enter into the picture of local finance, they are unable to differentiate between collection, allocation or disbursement of the contributed money.

(3) Ministry Responsibility. Officials in the Ministries investigated have no legal or other responsibility in regard to solicitation, the amounts, extent, or disbursements of contribution funds.

b. Prefectural System of Contributions.

(1) Legal Authority. Our investigations have not discovered any legal authority for soliciting or regulating solicitation for police contributions at prefectural level. Certain Prefectural ordinances

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hold police responsible for approving solicitation for goods and money by any person or group of persons other than themselves. Police are not mentioned in any of the provisions examined.

(2) System of Collections. All systems of collections at Prefectural level, have not been clearly established. There is no uniform practice. In some cases the extent of contribution, and time of contribution is determined by a conference between the Governor of a Prefecture and the Assembly, and in other cases it is at the whim of either the Prefectural Chief, the District Chief, or the Chief of Police of a large city or municipality. The collection is usually planned by a group of public officials and/or citizens organized as a Crime Prevention Association or Police Supporters Association. The group, counseled by a police official determines the total amount required by organizing a budget and allocating amounts for anticipated expenditures, relying on budgets for previous years and proposed new projects. In some cases the required sum is proportioned over a list of former contributors, assigning a certain sum to each prospective contributor. The actual collection is accomplished variously as follows:

(a) Letters from association to prospects.

(b) Personal solicitations by police.

(c) Personal solicitation by employees and/or members of association.

(d) Thru former Tonari-gum (neighborhood associations).

(e) Oyabun (block boss system).

(f) Placing responsibility on Merchants Associations, etc., to collect a stipulated sum of money.

c. Who determines the amount of contributions?

There is no uniform practice in regard to allocating a certain sum to each contributor. In some cases our investigators have

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discovered that definite amounts have been set by Police Supporters Organization, and that the contributor was under a form of a duress to contribute the specified amount. In other cases the Chief of Police seems to have been the public official, setting specific amount of contribution. In still other cases, it would appear that the amount to be contributed has been an arbitrary matter with which only the contributor himself is concerned.

d. Classification of funds.

Police funds may be generally said to fall into two classes in accordance with the uses for which they are intended, and each kind further subdivided as to whether they are spontaneous or solicited.

(1) Class I.

Expenditures for construction or repair of fixed properties.

(2) Class II.

Funds under this class cover items of expense for police welfare work, needy families, hospital bills, medical treatment, police residences, special allowances for meals when on night and other special duty.

e. Accountability.

The system of accountability for disbursements from collected contributions, with the exception of those turned in directly to the Prefectural Governor, is extremely loose. Such records as are kept are frequently unsupported by vouchers and largely consist of an entry in a cash book. It would appear, also, that access to the funds can be held by individuals as in the case of one Chief of Police of Asakusa District, Tokyo, who retained approximately 17,000 yen to be disbursed out-of-hand, at his own discretion. Also, in the case of the Chief of Police of Okashi, Hyogo Prefecture, who had at his disposal ¥187,413 in a bank, with the power to withdraw any amount at any time. An examination of the records indicated that large amounts had been withdrawn and noted in the records without any explanations thereof.

f. Responsibility of disbursement of funds.

Responsibility for disbursement of funds seems to be variously divided as follows:

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(1) Members of the Supporters Association;

(2) Finance Section of Prefectural Government, and/ or Prefectural Chief of Police, or Chief of General Affairs Section;

(3) Chief of Finance Section, Prefectural Government;

(4) Chief of Police, Prefectural, City or District;

(5) Chief of Police and President of Supporters Association.

Note: It would appear that officials at Prefectural and Local level, operate behind a responsible citizen who is usually made President of Supporters Association.

g. Accountability.

The system of accountability at Prefectural level and below, is again generally slip-shod and diverse in the methods of authorizing payments and accounting therefor. Few sets of books examined by our Investigators could stand a careful audit.

h. Evidence of Extortion or Duress.

Our Investigators have uncovered ample evidence to indicate that practically all solicited contributions are obtained under a form of duress. While they have been unable to discover specific cases of extortion, it would appear that in the case of large business organizations and individuals of considerable wealth who have need of police protection, the contribution practically amounts to extortion. It would also appear, as supported by the statements of several witnesses, that many times contributions are obtained from individuals who cannot afford to contribute.

i. Actual Benefits received by the Policeman.

So many and various are the ways in which the individual policeman benefits from expenditure of contribution funds that we have been unable to draw any conclusion as to just what overall affect the discontinuance of contributions would have on:

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Memo to: Chief, Public Safety Div., subj: Police Contributions, dtd 6 May 47.

(1) Police morale

(2) Rates of taxation

(3) Budget funds

Suffice it to say that contribution fund monies with more or less, uniformity throughout the Prefectures, are employed to furnish housing, to finance cooperative associations for the policeman, to provide medical, educational and other services which the policeman could not furnish for himself at his present rate of pay.

j. District Funds.

The District police funds follow the same general pattern as those at Prefectural level with the following main point of exception; the District funds, as a general rule, are under the complete control of the District Chief of Police without any reference to echelons above him.

3. Finding of Facts and Opinion.

a. No legal authority exists authorizing solicitation of contributions to defray the legitimate expenses of government.

b. Certain costs of public works, public welfare, public education, maintenance of public works, salary allowances to compensate for inflation, and any deficit in local budget are met, either in whole or in part, by contributions obtained from well-to-do citizens and business men.

c. No local or national budget reflects the true cost of government in Japan.

d. Japanese tax rates did not give weight to costs of government defrayed by contributions.

e. Revision of Japanese tax system accomplished by Public Finance Branch, ESS, GHQ, and IJG representatives were based only on existent tax rates and budgets without consideration of contributions.

f. No system of accountability or uniform practice and procedure in regard to contribution funds exists except by coincidence.

g. No agency in the Japanese Government is able to determine the total amount of legitimate government expense defrayed from funds

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obtained through public contribution.

h. No audit is made of the accounts of associations which have the mission of soliciting contribution funds.

i. Some Japanese businessmen are unwilling victims of a system they abhor but comply with through fear.

j. Blackmarket activity on the part of businessmen has increased fear to refuse exorbitant demands and made them a natural target of opportunity.

k. Much benefit, direct and indirect, accrues to governmental officials primarily, and governmental employees secondarily, from funds secured by public subscription.

l. The contribution system, vile as it is, has become deeply rooted in Japanese local government finance.

m. No local government which depends upon a system of forced contribution of an extra-legal nature can be considered to be free and democratic in character.

n. SCAP authorities concerned with local government have failed to determine the existence, scope or implications of this abuse of government.

o. An insidious form of racketeering is practised in large cities of Japan similar to "protection" organizations in the United States during and immediately following the prohibition era. These gangster organizations in Japan systematically divide a city into districts and blocks, levying extra-legal toll on the businessmen as a form of protection. The system is called Oyabun and is, apparently, unchecked by police.

4. Recommendations

a. A complete investigation to determine the relation of contributions to the total cost of local government be undertaken jointly by Local Government and Public Finance branches of Government and Economic and Scientific Sections respectively.

b. Recommendations as to policy be made at the completion of above study by a joint body of SCAP sections which have primary interest by reason of exercising supervision over functions of government

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which are affected through use of revenues or benefits derived from collection or disbursement of contributed funds.

c. That all drives for police contribution funds be stopped until complete instructions establishing:

(1) Who may authorize drives for funds.

(2) Purposes for which funds may be solicited.

(3) How associations for collection shall be organized.

(4) Mission of Associations.

(5) Procedure

(a) Budgets

(b) Collections

(c) Disbursements

(6) System of Accountability and providing for:

(a) An inventory of all existent funds, police and fire to determine:

1 Cash on hand

2 Cash in bank

3 Securities

4 Accounts receivable

5 Accounts payable

6 Real estate

7 Chattles

8 Existent installment projects and amounts involved.

(7) Quarterly audit of all future funds.

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d. Investigation of Oyabun system by PSD police branch investigators be undertaken.

WALLACE H. SMITH
Major (Cav Armd)
Assistant Chief

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SUMMATION OF REPORT ON TRAINING OF JAPANESE POLICE

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1. Introductory Statement.

Under date of 30 June 1946 Public Safety Division, Civil Intelligence Section, G-2, SCAP, directed Mr. Daniel Reynolds, Police Administrator, to make a survey and study of the existing Japanese Training Program and as a result thereof to recommend any change in the police training system deemed necessary to assure a properly trained police force within the aims of the Occupation. Accordingly, the needs, requirements, and organization factors pertinent to a police training plan are herein presented.

2. Why Police Training is Necessary.

The Democratic way of life for Japan, exemplified by the new constitution guaranteeing more personal freedom for its citizens and drastically limiting police power, dictates that police methods will have to be changed. Formerly, police work was confined primarily to enforcement of law and order and the apprehension of criminals. Today, the emphasis is on the prevention of crime, instead of merely on the apprehension of the culprit after a crime has been committed.

Due to the complexity of policing in a modern civilization under a democratic society, approximately 150 different kinds or types of skill and knowledge are required by democratic policemen to efficiently perform their duties. The level of efficiency for the police force, individually and collectively, must be raised to a high standard if law-enforcement is to be maintained under a Democratic system. An effective training program is one of the principal ways of increasing and maintaining a high degree of efficiency in law-enforcement work.

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3. Present Japanese Police Training System.

There is no direct central control over police training in Japan. Some effort is made to coordinate the police training effort by the Police Bureau of the Home Ministry, but anything initiated by this Bureau must go up to the Home Minister for approval, then out through the various Prefectural governors to the Prefectural Police Departments; thus leaving all direct control over police training to the various prefectures. This results in a lack of uniformity in police training throughout Japan. There is a police training school in each Prefecture, and, in some of the larger Prefectures, branch schools. Each police station is equipped with a classroom where some training is done by the Chief of the station, but this is negligible. Instructors in the training schools consist mainly of superior officers. No evidence was observed of an organised effort to properly develop and train instructors for police training schools. The lecture-method of teaching is almost entirely relied upon. Little or no use is made of training aids. No up-to-date supply of training materials or textbooks is available.

4. Retraining Police in Democratic Methods Necessary.

The Police of Japan must be re-trained in scientific and democratic policing in order to perform their duties under a Democratic system of Government. The re-training program should be based on a broad and comprehensive long-range training plan, operated similar to model police training as described in the report, salvaging as much as possible from the present Japanese training set-up. Traditional practices and age-old concepts cannot be changed overnight. Some of the personnel who cannot successfully make the change will have to be replaced, transferred or eliminated. Their replacements will have to be trained. It is a huge task involving re-training some 93,000 police personnel, but not impossible.

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Some phases of training should start immediately. Delay will make the job more difficult. Aggressive, continuous sustained action will have to be taken by the Occupation Forces in order to put any Japanese police training plan over. American Police Instructors and Police Administrators from the Public Safety Division will have to show the Japanese police what is needed, then supervise the program for a considerable period of time to assure the action desired. The Japanese are a patient and slow-moving people; their delaying tactics and mere lip-service must be guarded against.

5. Training of Initial Instructors.

A group of instructors must be carefully selected and trained to be used as a nucleus for inauguration of the program. It is essential that police training instructors be indoctrinated with the skills of Vocational Teachers. The present instructors have no real concept of the democratic process or policing under the democratic way of life. No high quality training effort can be expected until this is done.

6. Retraining of Administrative Cadre.

Administrative personnel within the Police System will have to be trained. There must be created within the organization a nucleus of key men that understand what is meant by democracy and the type of policing that goes with it. It will then be dependent upon this nuclear group to sell the idea to the balance of the police. Unless this program is thoroughly sold through all the ranks, the effect of the training program will be dissipated and nullified. The Japanese Police, from patrolman to Chief Administrator, must know what is required of them under the democratic system and then put it into effect.

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7. Cessation of Existing Training Program.

After Instructors and Administrative personnel have been trained, attention must be turned to re-training the balance of the police force. Present Japanese Police training should be stopped except in certain basic subjects; i.e., English language, physical culture, control of crowds, pistol marksmanship, use of baton, and traffic control, because present instructors do not understand or teach democratic policing methods, and more harm than good is being done. Pre-service or recruit training must continue to function during the re-training period for the purpose of training replacements, but separate from re-training because it is on a different level. Both recruit and re-training should be conducted along the lines of model police training in the United States as outlined in the report. No accurate estimate can be made of the time necessary for either of these courses. Barometers used in gauging American Police Training are inaccurate when applied to Japanese training because of the different factors and the language barrier involved. It may take a year to teach a course that can be effectively taught in 60 days in progressive American schools; however, the time can be reduced if English-speaking instructors can be developed within the police system.

8. Inservice Training Essential.

In any large police organization In-Service Training is necessary to keep its members abreast of the development in the techniques and problems of the time. Specialized training must be made available to those who are to occupy positions that require a technical knowledge of the scientific aspects of modern crime detection. Promotional training

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is necessary to develop capable new administrators to fill vacancies in positions of responsibility as they occur within the service.

9. Additional Training Facilities Required.

Additional training facilities are necessary to carry out an adequate training program. A National academy is required for the purpose of training instructors, high-level administrators and specialists in police science. The National Academy should serve as a model for all police training in Japan and a clearing house on training. However, it is impractical to attempt to do all training of this type in a central school. Additional schools should be established in six regional areas of Japan to function as branches of the Central Academy for the training of lower-level administrators and specialists. Present prefecture schools are potentially adequate to handle recruit training and some phases of re-training, but must be expanded to handle the additional training of the entire force.

10. Curricula and Training Aids.

The Japanese have never assembled a body of knowledge on Police Science and related subjects. A complete library of American and other police literature, films, slides, photographs and various training aids are needed, and new text books must be written as soon as possible. Used as a reservoir for the instructors and administrators, this library will prove an invaluable aid to teaching democratic policing.

11. Relationship of Personnel Management to the Training Program.

Training is only a part of the overall function of personnel management. The finest training will not develop high quality policemen

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from inferior recruit material. Police agencies and American industry have found that scientific personnel management has greatly increased employee efficiency. Such an agency coordinates the activities of selection, training, promotion, welfare, and retirement in order that the best candidates available for the position can be secured, trained and coached in the skills and techniques necessary to perform their tasks.

It also assists the employees in their problems, both on and off the job, in order to promote good employee relations and good morale. These are vital to the success of any police organization. No such personnel agency exists in the present Japanese Police System. Such an agency should be established as one of the major staff sections of the Central Police Bureau to function on a National level and a similar section in each Prefectural Police Headquarters to function on that level. A unit should be established within each of these sections to handle the training function of personnel management.

12. Recommendations.

a. RECOMMENDATION: That present Japanese Police Training be stopped, with the exception of instructions in certain basic subjects, until a sufficient number of qualified instructors have been trained to teach democratic policing methods.

REASON: Present instructors do not understand or teach democratic police methods, and present training is doing more harm than good.

b. RECOMMENDATION: That all police personnel be retrained in scientific and democratic police methods in a long-range training program based on a job analysis of police duties.

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REASON: Policing in a democratic society requires more skill due to limitation of police power and more personal freedom. The level of efficiency of the Japanese Police must be raised to maintain adequate law-enforcement.

c. RECOMMENDATION: That a key group of instructors and administrators be selected and trained to form the nucleus of training instructors for retraining and indoctrination of 93,000 police personnel in democratic police methods.

REASON: There must be created within the organization a nucleus of key-men that understand what is meant by democracy and the type of policing that goes with it, this group to be used in training the balance of the force.

d. RECOMMENDATION: That a central personnel agency be established as one of the major staff sections in the Central Police Bureau to function on a National level with a similar section in each Prefecture Police Department.

REASON: Such an agency is needed to coordinate the activities of selection, training, promotion, welfare and retirement of police personnel, in order to select the best material available and train them to properly perform their tasks, promote employee relations and morale.

e. RECOMMENDATION: That Police Administrators in the Public Safety Division advise, observe, and supervise the training program of the police system in action in order to correct deficiencies that develop, meet new problems, and recommend such changes in functions and

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personnel as conditions indicate.

REASON: SCAP control and follow-up on directives issued can best be maintained through Public Safety Division Administrators skilled in modern police training methods.

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RESTRICTED

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1. Introductory Statement

On 12 March 1946, the Public Safety Division, Civil Intelligence Section, G-2, Supreme Commander for the Allied Powers, directed Mr. Lewis J. Valentine to review the existing Japanese Police System and as a result thereof to recommend any change in the Japanese Police force deemed necessary to assure full police compliance with the aims of the occupation. Accordingly, the needs, requirements, and organizational factors pertinent to police functioning in metropolitan areas of Japan (cities of over 50,000 population) are herein presented.

2. Why Metropolitan Police Forces Should be Constituted.

The needs and requirements of Police protection in the various metropolitan cities are distinctly local, they vary with both the size and location of the municipality, and should accordingly be under the jurisdiction of local autonomous municipal governments.

3. Adaptation of an American Police System to Japan.

The standards, requirements, functions, and organization of the proposed Japanese metropolitan police system are recommended counter parts of the New York City Police system, as amplified in the publications, "Rules and Regulations", and the "Manual of Procedure of the New York Police Department", and have a three-fold intent; viz (1) strip the existing police of every duty not acceptable by American standards to the field of police work; (2) raise the morale and efficiency of the new police force; (3) secure the respect of the general public for the police force.

4. The Japanese Police System at the Time of the Occupation.

At the time of occupation the absolute and direct control of the Japanese police system was under the Home Ministry. The police system was organized on a highly paternalistic basis and enhanced the political welfare of personnel in current control of the government. Police entered into every phase of life of the Japanese nation as well as influencing the executive, administrative and judicial branches of the government.

5. Reaction of the Japanese to Democratic Principles.

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Under the democratic freedom granted to the Japanese people by SCAP directives the people have expressed their smoldering resentment to this monopolistic control of their lives, with the result that the individual policeman has lost the respect of the general public, his morale has dropped, and he lacks self confidence and initiative. The entire Japanese police organization has been correspondingly adversely affected.

6. Similarity of Reorganization in Various Cities.

The functioning and organization of metropolitan police forces in cities of 50,000 to 5,000,000 population will be comparable in structure, but with attendent variations in the size of the forces, the number of officers, special bureaus, etc.. Smaller cities can not maintain specialized training schools, or like highly technical facilities, but their requirements for such services and specialized bureaus can be absorbed by the larger cities thereby making the larger city facilities more productive.

7. Municipal Civil Service for Policemen.

Japanese municipalities lack local civil service commissions exercising control through civil service laws that provide equal treatment in appointment or advancement to all present or prospective members of the police force. Likewise inequalities exist in the application of disciplinary measures against the various ranks of policemen who have no redress as provided under American civil service regulations. Pension provisions, closely associated with civil service control or employee security, are currently present in the Japanese government, but administered, paid, and controlled in part by local, prefectural and national government agencies respectively. Centralization of the pension system under municipal governments is economical to operate and standardizes pensions on an equable basis. Efficient operation of a local police organization requires stability of personnel, adequately screened for proper qualification to protect the municipal government against encroachment, but with such personnel maintaining their rights to adequate job protection and retirement provisions.

8a. General Departmental Organization.

The present organizational control system spreads responsibility and increases the clerical personnel required through duplication of effort. It does not provide for an echeloned series of officers supervising decreasingly smaller

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units, rather units report direct to the various headquarters sub-sections with each respective section accepting only those reports pertinent to its own field. Futhermore, the lack of motor patrols, radio motor patrols, hospital and park posts, a reserve force, a systematic signalling procedure between police and police station, and coverage of traffic crossings at schools indicate non-provision for American accepted police responsibility and coverage. In addition staffs of experienced technical specialists or suitable equipment are not available to contend with serious emergencies, catastrophies or near catsatrophies, dangerous buildings, establishment of fire boxes, conditions surrounding major fires, street cave-ins, major strikes, tidal waves, and such similar emergencies that necessitate prompt policing by a number of policemen together with the special application of technical services.

8b. Organization of a Detective Bureau Within the Police Department.

The police enforcement functions of the present Criminal Investigating Bureau are not in accord with the functions of a Detective Bureau based on American standards. The establishment of a true detective bureau would promote systematic apportionment of duty, afford efficient and specialized investigation, provide decentralized investigation of certain crimes and types of offenses in accordance with American standards, and would eliminate those subsections and duties of the Criminal Investigating Bureau which do not conform to the standards of an accepted detective organization. Eliminated units or functions should be absorbed by other and more appropriate government agencies.

8c. Organization of the Water Police Within the Police Department.

The present Water Police force (a more descriptive nomenclature would be Harbor Police) does not conform to the American police interpretation of law enforcement on the water and should be relieved of its responsibility for the prevention of smuggling and piracy, the supervision of harbor traffic, lighters, tenders and barges, the prevention of unauthorized movement of ships in and out of a harbor, inspection and clearance of ships, supervision of warehouses and sheds, collection of duties, designation of anchorages, enforcement of water pollution regulations, approving of construction and repair of harbor facilities and the supervision of fire fighting in the harbor.

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8d. Organization of the Plainclothes Bureau Within the Police Department.

The plainclothes policemen do not operate under a system comparable to the New York City police whereby they can best direct their efforts against moral offenses; such operation is not possible in the existing Japanese organization.

8e. Organization of the Traffic Bureau Within the Police Department.

A traffic division responsible for controlling vehicular and pedestrian traffic is indicated as a unit new to the Japanese Police system. There are patrolmen directing traffic at important street intersections, mounted policemen do patrol duty during certain hours for traffic control and motorcycle policemen do like service, but all such traffic control is uncoordinated. There is a minute accident prevention program in existence but no traffic plan is being studied and evolved nor is there a civilian traffic educational plan in existence. The present enforcement procedure is cumbersome and antiquated with police court summons for minor infractions an unknown factor. The remedy is a specialized section employing personnel trained in traffic control, dressed in distinctive uniforms and employing methods currently practiced by the New York City Police.

9a. Present Status of Functions of Operational Control.

The functioning and operational control of the police department is unwieldy, cumbersome, complex and inefficient by American standards.

9b. The Legal Right of Arrest.

Confusion exists as to the legal rights of policemen in effecting arrests as there is a lack of both fixed responsibility and specified limitations. Conversely there should be mandatory laws requiring them to effect arrest when crimes are committed or neglect of duty, without censure, is the result. The establishment of a set legal procedure for summary arrest provides against confusion and neglect within the governmental structure and against oppression of the public. For comparable reasons the police should not be permitted to usurp the judicial functions of assessing fines or passing on sentence of confinement as currently exists.

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9c. Police Licensing Activities.

Although the licensing activities of the government are not confined to the police, they physically control a wider economic field than is acceptable by American standards. The Japanese Police licensing activity is not limited to the licensing of only those businesses, trades, or persons whose activities could create a criminal, moral or safety hazard.

9d. Processing of Miscellaneous Persons Under Police Jurisdiction.

The handling of juvenile delinquents, runaways, mentally deranged, lost persons, the aged, amnesia or aphasia victims, or children too young to tell their names is currently approached from a criminal aspect rather than from American standards of social welfare or psychological rehabilitation. Segregation of juveniles (those under 18) from adults and/or non-criminals from known criminals does not take place. Juvenile delinquents are fingerprinted, their crimes recorded and they are subject to be sentenced to penal servitude for a maximum of 15 years. The others referred to above are held until called for by a guardian or if not called for, are eventually released from the detention cells and turned over to the local city head in accordance with the Japanese paternalistic doctrine for safe keeping.

9e. Status of the Police Communication System.

The police land wire communications are independent local and long distance systems that are poorly installed, unplanned as to installation or expansion, inefficiently operated and are currently completely disorganized by American standards. Teletypewriters are not in use nor are police radio stations or radio controlled patrol cars. Economy of manpower, preservation of life and property and reduction in crime are dependent on a modern centralized communication system in close contact with decentralized police activity.

9f. Control of Police Funds.

The allocation of funds from the national budget provides a combined allocation for both the police and fire departments without consultation as to existing needs or estimates. The police reallocate these funds to each office or police station with an arbitrary figure of 85% for pay roll and 15% for equipment. All money allocated is spent, none is ever returned to the central fund. A central

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purchasing agency is not maintained, and equipment such as uniforms, desks, stationery and vehicles are purchased independently by the various bureaus. All of this is contrary to accepted American standards and practice of economy and efficiency of operation.

10. Elimination of Functions or Duties from Police Department Control.

The police department has acquired an indiscriminate number of duties, by American standards, which are beyong accepted police duties and which not only retard the entire administrative functions but also make the police a highly bureaucratic and paternalistic organization. These functions, except for the duty of preserving the peace and maintaining order, should be transferred in all or in part from the police department. The following changes are indicated:

a. Remove the licensing, supervision, criminal investigation and audits of financial concerns, to include stock brokers, commercial exchanges, insurance companies, fund raising by subscription organizations and related businesses from the police department.

b. Remove licensing of small scale transportation; motor vehicles; the manufacture, transportation, storage, sale or use of firearms, powder, electricity, gas (illuminating, compressed and liquid), sulphur and oil from the police department.

c. Remove the Fire Department, and accepted fire department responsibility according to American standards, from within the Police Department structure.

d. Eliminate the Judicial Police System as such, but have the police assume their accepted police functions. Cancel the assignment of police officers as judicial court attendents and remove from the police the judiciary power to summarily deal with cases, or recommend to the public procurator who should or should not be prosecuted. Super-sleuths, of a "gestapo" nature as evidenced by the Japanese Judicial Police have no place in a modern democratic

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country and should not be connected, either locally or on a national basis, with a public protection or police system.

e. Remove the Police Escort Division, the permanent body guard for the Imperial Family, important persons, their residents and itineraries, as a separate and distinct division, absorbing the regular police protection duties within the police department.

f. Remove the broad powers of investigating misconduct in office of local, state or national government employees other than employees of police agencies.

g. Remove the control over Probationers and Parolees from the police department.

h. Remove the paternalistic adjustment of personal social or domestic difficulties and other comparable activities handled by the Public Police Bureau from police jurisdiction.

i. Remove the right to establish weight and measuring standards from the police department.

j. Remove enforcement of Factory, Child Labor, Mine, Election, Labor Accident Prevention and Labor Enlistment Laws from the police department.

k. Remove enforcement responsibility, except for emergency enforcement of: the Game Law of 1918; Agricultural Laws relative to insects, control over diseased plants, the fertilizer and sericulture industries, etc; Forestry Laws to prevent damage to forests; Fishery Laws relating to propagation, fisheries, safety of fisherman, etc.; Epidemic Laws relating to domestic animals; and Horse Racing Laws; from the police department.

l. Remove the responsibility for taking and keeping the census, and the collection of information on living conditions from police jurisdiction.

m. Remove supervision over professional sports.

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and various phases of building construction, repair and maintenance from police control.

n. Limit police control over rationing and price control to enforcement of such laws.

o. Limit police censorship over advertising and publications to the prevention of the circulation of lewd matter and prosecution of offenders who advertise falsely.

p. Establish the Sanitation Section, which is actually a complete Health Department, as an independent and separate department. The dog-catchers and pound of the police department should accompany this transfer.

11. Modernization of Detention Procedure Indicated.

The existing and legalized system of detention by the police is medieval in character, at variance with democratic principals of due process of law and requires complete modernization. The existing detention system places in common cells the criminal with juvenile delinquents, as well as orphans, the homeless, the lost, those mentally ill or those physically incapacitated who are held in protective custody. Persons detained are not entitled to bail, may be held for long periods of time without notification of the charges against them, and have no right of communication with friends or counsel by telephone or mail. Medical attention is not available for the sick or injured and inadequate ventilation and sanitation, plus overcrowding in detention cells breeds epidemics.

12. Inadequacy of Existing Police Schools and In-Service Training.

The mental and physical entrance requirements to the police recruit school are neither high nor rigid, and the curriculum and teaching methods are both obsolete and inadequate by American standards. Practical work does not enter into the instruction, nor is such deemed necessary, as there is no security of tenure of appointment nor probationary period afforded a student policeman. The school building in Tokyo in which the students eat, sleep, and study is in disrepair, is in an unsanitary condition and certainly not a model or standard which the future policeman can follow in their local stations. There is no

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infirmary and all students are confined to the building except for a few hours one day a week. Inservice or on the job training and post graduate work for policemen in police schools is lacking. The existing school training methods and curriculum require modernization to meet modern police requirements. This centers around reform in the written language, with Romaji being suggested as the transformation from the spoken to the written work is rapid. Incorporation of Romaji in the police department, through its inception in the school system would increase efficiency and save time. Its use would permit typewritten reports, the use of American type teletypewriters, simplification of code messages, and elimination of existing ambiguity present in Japanese writing.

13. Control of Department by a Police Commission.

Enabling laws should be passed directing local metropolitan municipal governments to establish police commissions to administer their police departments, and authorizing the head of such municipal governments to appoint or dismiss the police commissioner or executive head of the police department. This commissioner, whose power in the promulgation of rules and regulations for the police department must be strictly limited by law, should have the power to appoint and dismiss deputy commissioners. The deputies are to assist the commissioner in carrying out his administrative and executive duties, with their number varying with the size of the municipality and corresponding size of the police department. Neither the commissioner, nor his deputies are to be members of the police department, nor to attain civil service status thereunder.

14. Beneficiary Results of Reorganization.

The removal of police intervention from every phase of public and private life of the people would evolve a metropolitan police organization intent upon serving the Japanese people, rather than advancing the political ambitions of a small minority. The morale of the policeman would improve, they would be proud of their position in the community, they would be respected by their fellow townspeople and they would have an instilled desire to adequately serve their community along democratic lines.

15. Recommendations.

The recommendations which follow are based on the apparent need in Japan for a reorganized police department in metropolitan cities of over 50,000 population having

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autonomous municipal governments, and in accordance with the standards, organization, and methods of operation of the New York City Police Department. It is therefore recommended that:

a. RECOMMENDATION: Control over metropolitan police departments be removed from the Home Ministry and placed under control of an elected municipal executive.

REASON: Police departments should be under the control of public officials elected by and answerable to the people.

b. RECOMMENDATION: Administrative and executive control of police departments be through an appointed Police Commission.

REASON: Decentralization through commissioner and deputies means more effective executive and administrative control without loss of accountability to the people through their elected officials.

c. RECOMMENDATION: Metropolitan police department organization follows the pattern of the New York City police department and that methods of operation as given in the publications "Rules and Regulations" and "Manual of Procedure of the New York Police Department" be followed.

REASON: The organization and methods of operation of this department meet the needs of Japanese metropolitan cities.

d. RECOMMENDATION: Extraneous duties now performed by the police be taken over by other municipal or national government agencies.

REASON: Policemen should be concerned with protecting the safety of the people and preventing crime and like accepted police functions. They are not qualified specialists in health, welfare, sanitation, fire, maritime, and similar functions.

e. RECOMMENDATION: The reorganization as proposed be adopted with the various changes

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recommended in the respective sub-sections of the report being implemented gradually.

REASON: The confidence of the people in their police department needs to be restored. The morale of the police force needs to be raised. However, changes made must be gradual as any sudden or complete change would result in a chaotic situation in the policing system.

f. RECOMMENDATION: Police Administrators in the Public Safety Division to advise, observe, and study the metropolitan police departments in action in order to correct deficiencies that develop, meet new needs and eliminate functions determined unnecessary.

REASON: SCAP control and follow-up on directives issued can best be maintained through Public Safety administrators trained in police organization, control and law enforcement.

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BRIEF OF THE VALENTINE REPORT

1. The Public Safety Division survey of police organization and operation in metropolitan Japanese cities (over 50,000 population) made by Mr. Lewis J. Valentine indicates a need in Japan for local police departments responsible to autonomous municipal governments, and capable of performing public safety and crime prevention functions in accordance with local needs which vary with the size of each municipality and its geographic location.

2. Japanese police organizations subsequent to the occupation were responsible through prefectural governors to the Home Ministry. They entered into and largely controlled every phase of Japanese life, were highly paternalistic, and were keyed to enhancing the political welfare of high governmental officials.

3. The proposed reorganization of metropolitan police departments in Japan follows the effective American standards as evidenced in the function, organization, and operation of the New York City Police Department and encompasses the removal of police intervention from every phase of public and private life of the people, the evolving of a police organization to be the servants - not the masters - of the Japanese people, and raising of the morale of the policeman wherein they become proud of their position in the community, respected by their fellow townspeople, and instilled with a desire to adequately serve their community along democratic lines.

4. The objectives of reorganization can be secured through an adequate municipal civil service for administrative and operating personnel, a police commission responsible to the elected municipal government, provision for adequate recruit and inservice training, improvement in equipment and facilities and modernization of organization and techniques as specifically emphasized in the report.

5. It is therefore recommended:

a. That municipal metropolitan police departments be established in cities over 50,000 population, responsible through a police commission to the elected head of the municipality.

b. That the organization, operation, and functions of the New York City Police Department be

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followed as a model for the reorganization.

c. That the Valentine report of the Public Safety Division be approved as an implementing guide for the long range program of the reorganization and that the various changes so recommended be gradually placed in operation.

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1. Introductory Statement

On 9 March 1946, Public Safety Division, Civil Intelligence Section, G-2, SCAP, directed Mr. Oscar G. Olander to make a survey of the existing Japanese police system in rural areas and as a result thereof, to recommend any change or reorganization deemed essential to assure full compliance with the aims of the Occupation. Accordingly, the needs, requirements, and organizational factors pertinent to the functioning of a National Rural Police System (to include cities of less than 50,000 population) are herein presented.

2. Premise of Potential Enabling Legislation

The Japanese nation is in a transition period of self-government. It is endeavoring to throw off the yoke of years of paternalistic and feudalistic police organization and operation and endeavoring to evolve a new concept of police functioning along democratic lines. Many new laws will continue to be passed in keeping with this democratic trend, but what they may encompass in police organization is unknown at the time of this report. Accordingly, certain assumptions are necessary in the presentation of a plan for a Japanese rural police system. It must be assumed that the national legislation will create a rural police force authorized to operate at either National or Prefectural level and that concurrently Metropolitan police forces will be legally established in cities of over 50,000 population.

3. The Existing Japanese Police Force

The Japanese police system functioning at the time of the Occupation was national in scope, paternalistic in nature, dogmatic in action and antiquated by modern concepts. The National police system functioned under the Ministry of Home Affairs with a structural organization at National, Prefectural and District levels that largely duplicated each other and which were burdened with over twenty-four extra curricular functions not acceptable as established police functions by American standards. The autocratic acts of the police which had taken them into every phase of Japanese life had created fear of and hatred for the police among the citizens. The individual policeman had "lost face" in the eyes of the people and his morale had dropped, his uniform was in general disrepair, his equipment was either lacking or in need of repair or replacement, and he felt insecure because of contemplated or

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anticipated changes in the system. All of these factors had a direct bearing on and resulted in a marked loss of efficiency in the functioning of the Japanese police.

4. Duties and Powers of Rural Police

A Rural Police Force adapted to the needs of Japan should be responsible for preserving the peace and stabliging law enforcement in rural areas and cities with less than 50,000 population. Such a force should be charged with the responsibility of enforcing all criminal laws, investigation crimes, apprehending criminals and maintaining the peace of the Nation. They should have police powers effective anywhere in Japan without restraint, and upon request should receive the cooperation and aid of all other law enforcement bodies.

5. Echeloned Police Structure Indicated

Organizational control of the Rural Police Force should be echeloned both laterally and vertically for decentralization and efficiency of operation. A centralized national headquarters should be established in a city such as Tokyo. Immediate supervision of this headquarters should be under a National Director appointed by the Prime Minister but removed only by Supreme Court action. Further lateral control should be through Assistant Directors appointed by the Director from certified lists and removable only through action by a trial board. Lateral operational control should be through three divisions; namely, the Administrative, the Uniform, and the Criminal Investigation. Each of these divisions should be further sub-divided into several sections for efficient operation. Vertical organization should be comparable at district and troop level but with consolidation of functions necessitating fewer personnel at each respective lower level. The chain of command and functional operation should be from the National headquarters through six established districts to troop headquarters with the size and number of the latter contingent upon population and national geographical boundaries.

a. The Administrative Division

The Administrative Division should be responsible for the preparation of the budget and expenditure of allocated funds. It should procure all supplies necessary to the operation of the system. It should obtain and maintain the buildings and

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grounds. It should maintain a folder on each member indicating a complete history of the individual from time of inception into the service to time of retirement, dismissal or discharge. It should be responsible for fulfilling the transportation requirements and like allied administrative functions.

b. The Uniform Division

The Uniform Division should be the operational sub-division of national headquarters through which the six recommended districts operate. It shall be the responsibility of this Division to see that Japan is policed in an efficient manner, that police officials perform their duties honestly and that the rules and regulations of the department are uniformly administered throughout the districts and troop areas. Within the Uniform Division and under its control should be the National Training School or Police Academy charged with the training of recruits, the retraining of present personnel, the conducting of special courses of training in scientific crime detection, personnel training in photography, safety and traffic, and fire prevention and arson investigation. Such specialized courses should not only be available to, but periodically required of, all rural police personnel. The facilities and training courses of the National Police Academy should be available at all times to the Metropolitan Police Forces for training of their personnel. There should be a Communications Section within the Uniform Division controlling the operation of two-way voice radio transmitting and receiving sets between both the various echelon levels, and between patrol cars and troop stations. This section should have the authority to promulgate regulations under which priority messages could be sent over the telegraph and telephone lines of other communication facilities. There should be under the Uniform Division a Safety and Traffic Section coordinating with local authorities the location and installation of traffic lights, traffic signals, safety zones, traffic lanes, uniform signs for intersections, and other matters of traffic control, accident prevention and the education of the public in traffic safety matters. The Traffic Safety Bureau should also handle

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examinations of applicants for, and the subsequent issuance of, drivers' licenses.

c. Criminal Investigation Division

There should be within the Criminal Investigation Division a criminal investigation section (detective bureau) responsible for all activities assigned to a detective bureau in any police department. Within the Criminal Investigation Division there should be a photographic laboratory, a scientific crime detection laboratory, a record bureau and an identification bureau, whose duties are to mutually serve each other in the prevention, detection, elimination and recording of crimes. Although the functions of these various sub-divisions are necessary at the various vertical organizational levels, there should be but one National master identification file for records, photographs and identification (fingerprints).

6. Uniform Crime Reporting Essential

Proper incident and administrative reports are essential to the efficient operation of any police department. There should be a coordinated system of crime reporting established in order that police officials under wither rural or metropolitan jurisdiction may prepare reports that will reflect true crime conditions and provide a basis for comparative study. Adherence to a prescribed form is essential to permit reports from rural police troops or Metropolitan police areas to present comparable accurate types of information.

7. Appointment and Retention of Personnel

Two types of personnel procurement are indicated in the establishment of a Rural Police Force. Those in the upper echelon in administrative control should be appointed but subject to removal only through a fixed legal procedure. The operating personnel, by far the larger group, should be under Civil Service regulations and rules patterned after the qualifications and requirements of the U. S. Civil Service Commission. Civil Service promotions within the police system should be only after qualified examinations and with all other qualifications being equal, promotions should then be based upon seniority. In conjunction with the Civil Service System, there should be trial boards to

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determine disciplinary action within the police force and boards of awards to reward meritorious service. Concurrently with the establishment of suitable personnel control, there should be formulated a wage scale sufficiently high to attract the type of personnel best suited to proper police functioning.

8. Public Relations and the Rural Police Force

The modernization and complete reversal in the attitude of the police to the people necessitates that the Japanese people be adequately indoctrinated in the democratic changes taking place. Both the Japanese citizens who in the past have feared the policeman and his autocratic attitude and the policeman who has operated in a high handed, arrogant and impertinent manner must go through a reversal of attitude. It is essential that the citizen look upon a policeman as a friend, protector, fellow countryman and public servant.

9. Prefectural Rural Police Patterned After National Rural Police System

Should the law referred to in paragraph 2 above limit a rural police system to prefectural level, the organization of such a prefectural system within each respective prefecture would basically follow the pattern evolved for the National system but on a reduced scale.

10. National Bureaus Essential Under Prefectural Organization

Should the operation of a National Police Force for law enforcement be abolished, it is considered essential that the National government establish and operate:

(1) A National Police Academy
(2) A Scientific Crime Detection Laboratory
(3) A National Bureau of Identification
(4) A National Police Communication System.

Economy of personnel, efficiency of operation of all police departments, and effective crime prevention, necessitate the availability of such resources to all police officials and organizations.

11. Recommendations

The recommendations which follow cover the establishment of a National Rural Police Force for rural areas

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and cities of less than 50,000 population. It is therefore recommended that:

a. RECOMMENDATION: Enabling legislation be passed to create and provide for a National Rural Police Force.

REASON: Legislative action is mandatory before such an organization can be established.

b. RECOMMENDATION: The Administrative and executive control of the rural police system be through appointed officials.

REASON: Decentralization through director and deputies make more effective executive and administrative control without loss of accountability to the people through their elected officials.

c. RECOMMENDATION: The operational personnel in the National Rural Police Force be under Civil Service.

REASON: Efficient operation requires stability of personnel who have been adequately screened for proper qualifications to protect the government and who are given job protection and retirement provisions for their own welfare.

d. RECOMMENDATION: The extraneous duties now performed by the police should not carry over to the new rural police system.

REASON: Policemen should be concerned with protecting the people and preventing crime and like accepted police functions. They are not over all specialists qualified to operate in non-allied fields.

e. RECOMMENDATION: Police Administration in the Public Safety Division to advise, observe and study the rural police departments in action in order to correct deficiencies that develop, meet new needs and eliminate functions determined unnecessary.

REASON: SCAP control and follow-up on directives issued can best be maintained through Public Safety administrators trained in police organization, control and law enforcement.

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BRIEF OF THE OLANDER REPORT

1. The Public Safety Division survey made by Mr. Oscar G. Olander presents a proposed organization for a rural police force (to include cities of less than 50,000 population). The organization as presented presupposes enactment of legislation authorizing a rural police force at either national or prefectural level and metropolitan police forces for cities of over 50,000 population, and the establishment of other agencies to absorb certain non-police activities.

2. Review of the existing police system indicated a low efficiency in the functioning of the police. They had "lost face" among their countrymen, their personal and departmental equipment was in disrepair and they were expected to be specialists in over 24 extra curricular functions, not considered as proper police duties by American standards. They operated under the Home Ministry with inefficiency induced by personnel duplicating functions at prefectural and district levels.

3. The proposed structural organization for a rural police system at national level would have a National Headquarters with three major subdivisions under an appointed Director. Functional operation would be from national headquarters through six districts, which in turn would be further subdivided into troop areas contingent upon population and geographical boundaries, and operated by career personnel under a Civil Service system.

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Provision is made for a National Police Academy open to rural and metropolitan police; an adequate communication system embodying voice radio equipment at all levels and to include such in patrol cars; a traffic safety bureau handling traffic control, accident prevention, licensing of drivers and traffic education; and a Criminal Investigation (detective) Division embracing all known specialized methods of crime detection and prevention.

4. The establishment of a uniform crime reporting system is essential. Both the rural and metropolitan police should adhere to established techniques in rendering reports in order to present comparable and accurate types of information regardless of the place of origin of the report or crime.

5. Should the enabling laws limit rural police to prefectural level, the prefectural organization would be patterned after the proposed national system, but on a reduced basis. However, should the rural police be established at prefectural level, there should be established by the National Government a National Police Academy, a Scientific Crime Detection Laboratory, a National Bureau of Identification, and a National Police Communication System for efficiency of operation of all police departments.

6. It is therefore recommended:

a. That a National Rural Police System be established to serve rural areas and cities of less than 50,000 population

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and with police power to operate anywhere in Japan.

b. That operation of a National Rural Police System be through an appointed head responsible to an elected government official and with career personnel under civil service.

c. That the organization, operation, and functions of a Rural Police System, at either national or prefectural level, as outlined in the Olander report be adopted and that this report be approved as an implementing guide for the long range program.

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BRIEF OF METROPOLITAN POLICE REPORT

1. The survey and study made by PSD, CIS, G-2, SCAP, on the Metropolitan Police of Japan indicates that there is a definite need in Japan for a complete reorganization, of the Nations policing system, in order that law enforcement may function properly under the Nation's new constitution, be free from the influence of local politicians, that public respect may be gained by the Japanese police for the first time and that the taxpayers may secure the utmost in protection of life and property for the money expended for this purpose.

2. The present Metropolitan Police law enforcement program and system is antiquated with a complicated functional organization existing at national, prefectural, and district levels. Heretofore, the Japanese police operated under feudalistic concepts, and have enforced the laws of the nation, with the support of courts that dealt with the liberty of the Japanese in a merciless and thoroughly undemocratic way. Because of this mode of operation, it was not found necessary to advance police science in order to keep abreast of advancement in criminal techniques. Accordingly, there is a definite lack of transportation, modern communication, and investigative facilities, which in turn promotes poor police efficiency. In addition, adequate police salaries, retirement provisions, and employee benefits, are lacking, which do not have the effect of attracting young men and women more highly educated and of higher intelligence.

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3. It is recommended that:

a. The Metropolitan Police Departments in cities of over fifty thousand (50,000) population be managed by a single head, assisted by a vice administrator, operating through an established chain of command.

b. All duties now performed by the police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

c. A separate civil service system be established comparable with American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

d. Police Training, both recruit and in service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient and well trained police officers.

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SUMMARY OF METROPOLITAN POLICE REPORT

1. Introductory Statement

On 18 February 1946, the Public Safety Division, Civil Intelligence Section, G-2, Supreme Commander for the Allied Powers, directed H. W. Eaton, Chief Police Administrator, to make a survey and study of the present Japanese Metropolitan Police System and facilities; and as a result thereof, to submit plans for the reorganization of the system in conformity with police methods as practiced in nations recognized for modern police techniques. Based on this premise a reorganization plan for Metropolitan Police systems of Japan is herein presented.

2. Why the reorganization of the present Metropolitan Police is necessary

Japan, a nation in the process of forming a democratic government and discarding the feudalistic rule that has been in force for centuries, and in so doing carrying on as a nation without army or navy, must rely on its civil police as the country's only stabilizing law enforcement agency. The police of Japan have, in the past, operated under feudalistic concepts, and have enforced the laws of the nation with the support of courts that dealt with the liberty of the Japanese in a merciless and thoroughly undemocratic way. Because of the former lack of restriction in the exercise of police power, it was not found necessary to advance police science in order to keep abreast of advancement in criminal techniques.

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The complicated administrative structure and principles of the present policy system, with the overload of administrative officials, have no place in modern and efficient police service. The need for reorganization to secure the utmost in efficiency is intensified by the present almost total lack of police transportion facilities and the bad repair of communication facilities. Japan must have modern police procedure and modern policy systems if it is to become a truly democratic nation and if it is to regain its economy with resulting favorable changes in public attitude toward the police, and the accompanying increase in police salaries and employee benefits. This, in turn, will have the effect of attracting young men and women more highly educated and of higher intelligence. This can only be accomplished by a complete reorganization.

3. Basic Principles Accepted as Standards

The basic principles accepted as standards in modern democratic law enforcement activities are:

a. The complete abolition of administration and supervision by those who gained their positions through favoritism or participation in illegal activities, and the maintenance of a properly operated civil service system for the selection of administrators and supervisors on the basis of performance, knowledge of the work, and leadership ability.

b. The development and maintenance of the very latest type of communications.

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c. The reimbursement of police officers in ratio to the unusual hours of employment, the hazards of the vocation, the training and professional knowledge required, without the temptations existing to supplement inadequate salaries with easily obtained bribe monies and payments for showing favoritism in the performance of duties.

d. The maintenance of an active juvenile delinquency prevention program in conformity with the proven fact that only during childhood can the development of criminals be forestalled.

e. The installation of modern instruments and equipment in a scientific crime laboratory, and the employment of highly trained technicians therein.

f. Development of crime prevention measures and the execution of such measures with as much emphasis as those of crime detection and apprehension duties.

4. Status of present Metropolitan Police Law Enforcement program and system

The present Metropolitan Police law enforcement program and system is antiquated. A complicated functional organization exists at the national, prefectural, and district levels. The Police Affairs Bureau of the Ministry of Home Affairs consists of five divisions, eighteen sections, and fifty-four sub-sections. This same structure is duplicated at the prefectural level in the nation's 46 prefectures, and as far as personnel strength will

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permit, is duplicated againeat the district level in the 1164 police districts of the Nation. There is a definite overload of administrative officials, many of whom have had only weeks or months of police experience as a background for the highly important assignment of administering the law enforcement activities of Japan. The now replaced Imperial Government Constitution permitted conviction on the unsupported confession of the defendant, and required that the defendant testify against himself. This condition resulted in emphasis being placed on apprehension of those charged with crime, and allowed the police to almost totally neglect that phase of law enforcement activities so essential in a police system operating under a democratic government, the scientific investigation of crimes and proper preparation of physical evidence to support the confession of the defendant or the testimony of witnesses. Inaddition, the present police system of the nation is the result of several centuries of enforced cooperation by all of the citizens of the nation through neighborhood associations, and has leaned heavily on such cooperation in gaining its efficiency of pre-war and wartime years. This enforced assistance to the police of course disappeared with the end of the war and the revision of the Japanese government to conform to democratic standards. Under the new constitution the third degree, lengthy detention for the purpose of obtaining confessions, the value of the confession standing alone, and enforced police assistance by neighborhood associations are abolished. Contributions

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by private business, organizations, and individuals in support of the police system, are under investigation and will be lessened or will disappear entirely. At present it is impossible to interest potential recruits of the proper education and intellectual caliber in police work. Recruits are selected and promotions are made by semi-civil service types of examination, very loosely conducted by administrative police officials, and vacancies presently exceed the applications. A present the Japanese police employ Police Boys to supplement the clerks in police stations and administrative headquarters. These boys are paid salaries approximating the salaries paid recruit patrolmen.

5. Functional Reorganization of the Metropolitan Police Department

The proposed reorganization of the Metropolitan Police Departments will place each Metropolitan department under one head assisted by a vice-administrator. Each department will be divided into seven (7) bureaus with a director in charge of each. These bureaus to be PATROL BUREAU, DETECTIVE BUREAU, JUVENILE CONTROL BUREAU, and TRAFFIC BUREAU (all line activities); and TECHNICAL SERVICES BUREAU (Housekeeping activities), PERSONNEL BUREAU, and TRAINING BUREAU (all staff activities). Cities of lower population to have a consolidation of functions less bureaus in accordance with decreasing police problems. By this plan each department head will not have an overload of executives to

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directly supervise. In Metropolitan police work, as in all other large organizations, inefficiency is created if more than seven or eight executives report to an administrator. In cities of lesser size, with decreased policing problems, the functional sub-division of the department will be consolidated, and the administrative staff correspondingly reduced.

6. Schematic Numbering of Sub-division

A schematic numbering system will simplify records, facilitate messenger service, and furnish rapid geographic identity of sub-divisions. Recruits and the public can quickly become familiar with the location of the various sub-divisions through the identifying numbers. With the areas in Tokyo for example being numbered 1 to 5, the Districts 11 to 53 (with the first digit of each number representing the Area in which the District is located, and the second digit designating whether the District is the first, second, or third District of the particular Area), and the Divisions from 111 to 535 (with the first digit of each number representing the Area, the second the District, and the third the Division within the particular District). The seventy-eight Division police stations be labeled with a uniform sign on the front of each designating in both Romaji and Kanji the name of the station, and in Arabic numbers the number of the Division. The same schematic numbering procedure should be followed in the City of Osaka and other comparable cities.

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"Summary of Metropolitan Police Report"

7. Method of Transfer of Functions and Equipment

The proposed reorganization plan provides that transfer of the administration of policing functions, from within the Ministry of Home Affairs to the local level, will not take place until municipal governments and the necessary agencies thereof, together with means of obtaining municipal revenue for the support of a police department, have been established and are functioning. In the period of time before, this has been accomplished, although the administration remains under the present Ministry, the proposed plan provides for complete reorganization within the systems policing municipalities, in order to effect efficiency of operation without the delay that would otherwise occur. The reorganization procedure proposed will be effective in Tokyo first, to be followed in rotation at Osaka, Kyoto, Nagoya, Yokohama, and Kobe, the next five cities in size. Thereafter, with the necessary modifications to fit reduced policing problems, the proposed reorganization will be effective in rotation by decrease in city size in the remaining 113 cities of Japan with over fifty thousand population. The proposed procedure of transferring administration to local authority will of necessity be governed by the additional factor of preparation for transfer by the prior establishment of such local governments, and in those instances where such establishment has lagged, administration transfer will be delayed until the municipality is prepared for

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acceptance of transfer, with transfer procedure in the meanwhile being carried out in the next smaller city that is prepared. The proposed plan requires that all police buildings, equipment, and facilities within the boundaries of each municipality be transferred in ownership to such municipality without charge at the same time that administration authority is transferred. The simplification of present functional organization structure as outlined in the proposed plan has taken into full consideration the functional organization requirements of a modern, efficiently operated police department and has eliminated all over-lapping and unnecessary functional sub-divisions of the present system. Such proposed elimination will in turn save much wasted effort, many procedures, and excessive paper work that is now required only because of organization complications, and is unnecessary in the performance of efficient law enforcement.

8. Recommendations

The recommendations which follow are based on the definite need in Japan for a complete reorganization of the nation's policing system, in order that law enforcement may function properly under the nation's new constitution, that public respect may be gained by the Japanese police for the first time in the nation's history, and that the taxpayers of a newly formed democratic nation now suffering great economic distress may secure the utmost in protection of life and property for the money expended for this purpose. It is therefore recommended that:

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"Summary of Metropolitan Police Report"

a. RECOMMENDATION: The Tokyo Metropolitan Police Department be managed by a single head, assisted by a vice-administrator, operating through an established chain of command consisting of ten positions bearing the following titles: Chief of Police; Assistant Chief; Deputy Chief; Chief Inspector; Deputy Chief Inspector; Inspector; Assistant Inspector; Captain; Lieutenant; and, Sergeant. Cities of lesser size to have reduced chains of command.

REASON: Modern police systems require functional distribution of policing responsibilities into operational bureaus to allow the specialization in administration that accompanies efficient operation. The titles recommended in the chain of command are titles readily identified with police work, and are unpretentious.

b. RECOMMENDATION: All duties now performed by the Japanese police that have no place in the accepted category of police responsibilities, be transferred to other agencies as agencies for the handling of such duties are organized and placed in operation.

REASON: It is impossible for even a thoroughly trained policeman to properly carry out the multitude of duties unrelated to police work, that the Japanese policeman is now responsible for. Weight and Measure law enforcement, building inspection, health ordinance enforcement, bank examination,

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licensing of physicians, and all the other duties that require specialized knowledge and training, have no place in the activities of a police department.

c. RECOMMENDATION: The Prefecture of Tokyo-To be policed by one agency, as at present, but with the present five major police sub-divisions being further sub-divided into three districts.

REASON: The area of Tokyo-To has been efficiently sub-divided for policing purposes by the Japanese themselves. The five major sub-divisions are laid out properly for the separation of residence areas, rural areas, business areas, and governmental agency areas. Each of these has its own peculiar police problems and efficiency in policing would be hindered if the present boundaries were changed.

d. RECOMMENDATION: The areas, districts and divisions in the geographic police sub-division of Tokyo-To, Osaka and like cities be schematically numbered.

REASON: The police system of Tokyo, Osaka and comparable cities are too complicated to permit the use of names only in identifying police sub-divisions.

e. RECOMMENDATION: That a separate civil service system be established comparable with the American standards, associated with an adequate pay scale, retirement provisions and sick benefits.

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REASON: Efficient operation requires stability of personnel who have been adequately screened for proper qualifications to protect the government, and who are given job protection, socialized advantages and retirement provisions for their own protection.

f. RECOMMENDATION: Police Training, both recruit and in-service, be strengthened and instruction in modern police methods be substituted in police school curriculums for subjects that are of no importance in developing efficient, trained police officers, in accordance with training recommendations made in a separate Public Safety Division report.

REASON: The Japanese police are not familiar with scientific police investigation, records and identification, crime laboratory equipment and its use, crime prevention procedure, juvenile delinquency control, police administration, and the many other factors employed in a modern police department. The necessary knowledge can be obtained only through properly functioning training schools.

g. RECOMMENDATION: The Police Branch of the Public Safety Division provide administration to advise and train Japanese police administrators in the proposed reorganization, to study the reorganized departments in action in order to correct deficiencies and to assist in the further adjustments of personnel and equipment that will be necessary,

REASON: SCAP control and supervision of the carrying out of directives can best be maintained through administrators and investigators with training in modern police procedure.

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SUMMATION OF REPORT OF FIRE BRANCH

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1. Introductory Statement

On March 1946, the Public Safety Division, Civil Intelligence Section, G-2, Supreme Commander for the Allied Powers, directed Mr. George W. Angell, Chief Fire Administrator, that surveys and studies of policies be made of the Japanese fire defense systems and as a result thereof, to recommend any change in the Japanese fire defense systems deemed necessary to assure full compliance with the aims of the occupation. Accordingly, the needs, requirements and organization structure of a fire defense system applicable to Japan as a whole are herein presented.

2. Japan's Vulnerability to Fire

Japan is particularly vulnerable to the ravages of fire, due to the light frame construction of its buildings, the high concentration of real and personal property and other forms of economic wealth in single fire areas, and inadequate street widths. Other contributing factors are, inadequate water supplies, unwieldy administrative organization of fire departments, obsolete equipment, inefficient fire alarm systems, and lack of adequate fire prevention laws. Conflagrations are ever imminent as a result of these deficiencies.

3. Fatalistic Viewpoint

The peculiarly fatalistic viewpoint of the vast majority of Japanese people in relation to fire, placing it among things inevitable, presents a psychological factor which contributes

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not only to Japan's vulnerability to fire but also precludes immediate efficient municipal administration of fire departments so apparent in the existing municipal controlled departments.

4. Existing Concept of Fire Defense

The Japanese concept of fire defense lies almost wholly in fire control and extinguishment with too much emphasis being placed upon protection of property adjacent to a fire and too little importance being placed upon extinguishing the exposing fire. The broader phases of fire suppression and prevention, which include the functions of organizations comparable to the American National Board of Fire Underwriters, Underwriters Laboratories and the National Fire Prevention Association, are foreign to the Japanese.

5. Need for Efficient National Fire Defense

The immediate need for an efficient national fire defense is evidenced by an approximate 3,000,000,000 yen irretreivable loss sustained during the year of 1946. Such fire losses are seriously augmenting inflation, aggravating scarcity of consumers' goods and destroying critical reconstruction material so essential to Japan's rehabilitation program.

6. Status of Present Fire Defense

The cumbersome organization of Japan's fire defense into national, municipal and volunteer systems, all relatively unimportant branches of the Police Department, result in unqualified assumption of fire prevention responsibilities by

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police officials who are not specialists. Likewise arson investigations, budgetary allowances, training in fire fighting procedures, personnel standards and requirments, all inherent fire department responsibilities, are assumed by police officials. Investigation has shown where top police officials have been transferred to a comparable fire department rank for disciplinary purposes, old age, or inability to properly perform police duties. As a result morale is extremely low, fire suppression techniques have suffered, apparatus and equipment are inadequate, and the efficiency of fire departments generally impaired, as indicated by increasing annual fire losses.

7. Comparison of Maintenance of Status Quo - Municipal Control or National Control of Fire Defense Systems

The three possible methods of Japanese Fire defense under which recommendations can be implemented are: (1) maintenance of status quo; (2) municipal control; (3) National control.

a. Maintenance of Status Quo

Unqualified assumption of fire suppression and prevention practices by the police department has resulted in divided, overlapping and dual enforcement responsibilities in different sections of the police structure; as a consequence, fire apparatus and equipment is of inferior grade, personnel strengths are low, fire fighting methods are inefficient and fire prevention practices are almost non-existent. In view thereof, there is no valid reason for maintaining the present system.

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b. Municipal Control

Local self government is one of the basic principles of democracy and it follows that to operate efficiently local government should exercise control over so vitally an important component as the fire department. Under municipal control genuine interest develops in local fire defense problems. The chief of the fire department is directly responsible to the Mayor, a native of the city, known to all residents and capable of developing a fire consciousness among the citizenry. The chief is permitted to exercise initiative, free of hampering long range supervision, to provide the best fire protection possible.

c. National Control

The Japanese public is not fire minded, and Japanese fire protection engineers are non-existent; therefore, allied personnel necessarily must initiate training programs, systems of apparatus response, administrative changes, revisions of fire and building codes, specifications for apparatus and equipment, fire alarm systems, improvements in water supplies, and an active fire prevention bureau. As of consequence, simplification of accomplishment lies in dealing with a single government agency instead of numerous municipalities. Government operation insures budgetary allowances commensurate with fire risks, eliminates vagaries of short range planning, and entirely curtails the activities of local pressure groups, thereby removing

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a potential source of corruption within fire departments. Under government operation mutual aid plans between cities, so essential to Japanese fire defense, are easily co-ordinated and mass purchasing and uniformity of equipment designs, both factors in increasing purchasing power, are available. In view of the preceeding facts, it is believed that until such time as municipalities are capable of providing wisely and judiciously for their fire departments, the accrued advantages of National control meet in a greater degree, the desideratum of a satisfactory Japanese fire defense.

8. Premise of Functions

Accepted and proven standards of fine defense promulgated by leading American fire suppression and prevention associations and as adapted to Japan, require that: (1) Fire departments be a distinct component part of government; (2) a National organization supply engineering, education and statistical data; (3) water supplies be increased to provide adequate fire flow as well as domestic needs in areas served; (4) fire prevention bureaus in urban fire departments conduct inspections and investigations; (5) reliable means for prompt transmission of an alarm of fire be installed; (6) properly equipped well maintained apparatus be redistributed to provide adequate and positive response; (7) a comprehensive training program be established concerning fire suppression techniques and fire prevention practices.

9. Advisability of a National Fire Defense System

Coordination under one board of all related fire

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defense functions will provide for effective enforcement of fire regulations, standardization of apparatus and equipment, uniformity of fire suppression techniques, and result in the elimination of the following existing complexity of functions:

a. Transfer of Fire Department Functions to National Fire Defense Board

The organization of the Japanese fire defense system into (1) government paid groups (Kansetsu-shobo) under the Home Ministry; (2) paid groups under prefectural and municipal control (Jobi-shobo), and (3) volunteer groups (Keibodan), occasions cumbersome and divided fire suppression units with administrative responsibilities vested for the most part in unqualified police officials. Lack of an efficient organization structure in cities where the thirty-six government paid groups systems operate is exemplified by Tokyo's division of its fire department into forty-two districts, each with separate headquarters - one or more detached stations and one or more sub stations. Response to fires are not made on basis of closer companies. The organization in cities where the prefectural and municipal systems operate is even more complex and confusing and results in little or no scheme of apparatus response. The volunteer groups operate on a voluntary basis and in some instances are partially paid. Recognizing the inadequacy of municipal fire departments the Japanese Government transferred thirty of their larger cities to government paid systems during the war. Definite need exists for a National Fire Defense Board within Home Ministry which will have supervision

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of fire departments in cities of 25,000 population or greater as well as for a fire department organizational structure of essentially conventional fire companies with planned response, formed into battalions and districts and operating under the direct supervision of the Chief of Department.

b. Civil Service Needs for Personnel

A need for Civil Service regulations of all fire department personnel is manifestly indicated by the perplexing differences in appointments, promotional examinations, salaries, annual leave, sick benefits and retirement. Recruit selection varies but generally the applicant must have had a grammar school education and must pass a cursory physical examination. Promotional examinations may be required, however, chief positions must be filled by police officials. Payment of salaries for officers is from government funds while salaries for sergeants and firemen may be paid from National government, prefecture or municipality funds. Salaries also vary with marital status. Annual leave while not accumulative, varies from 20 to 140 days with sick leave being deducted from annual leave. Retirement is optional after twelve years for firemen and 17 years for officers.

c. Establishment of Fire Prevention Bureaus

The lack of balance between fire suppression and fire prevention has been a large contributing factor in Japanese fire losses. Fire prevention as an integral part of a fire

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defense had never been visualized. Within the National Fire Defense Board a Fire Prevention Section should be established for setting up model codes, inspection procedures, giving statistical breakdown on fire losses and fire causes and aids to Japanese fire departments. At the instigation of the Public Safety Division a fire prevention section has been established within the Tokyo fire department and like sections directed by the National Government in the 36 Government paid groups.

10. Revision of Facilities and Equipment.

The quality and paucity of Japanese facilities and equipment has seriously reduced the efficiency of Japanese fire defense.

a. Water Supply Systems

There are no existing fire mains in Japan. Water supplies for the most part are designed for minimum domestic use only, with no consideration given to fire flow. Leakages range from 15 to 65% causing water depletion and necessitating rationing in most cities. Service mains are too small, dead-ended and badly tuberculated, resulting in excessive friction losses. Over 6% of the fire hydrants in cities which have them are out of service. Effective water supplies require that in addition to maximum domestic needs, fire flows be provided commensurate with the inherent fire risk of the area served, that water mains of adequate size be provided and that stem operated post pattern type hydrants be installed.