

AN ABSTRACT OF THE THESIS OF

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Title The Teachers' Union in a Typical Prefecture in Occupied Japan

Abstract approved _____
(Major Professor)

The purpose of this thesis is to assist our potential foreign personnel in conducting their work by recording the development of a typical prefectural teachers' union in occupied Japan and by showing some of the problems encountered by the Occupation Forces while attempting to make Japan a democratic and peaceful nation. Data for the study were obtained from the personal experiences of the author and from documents of both Occupation and Japanese sources.

The study has been limited to Miyagi Prefecture from 1945 until November, 1949. Miyagi Prefecture was predominantly an agricultural area with an approximate population of 1,500,000 people in an area slightly over 2,000 square miles. During this time the prefecture had a school population of 440,000 attending over 700 schools staffed by more than 10,000 teachers under a highly centralized, yet heterogeneous, school system in the process of reorganizing into a more systematic 6-3-3-4 system.

Based upon policies of the Supreme Commander for the Allied Powers, military government gave assistance and guidance to all phases of Japanese life, both economic and social, through the existing agencies of the Japanese government rather than as a direct governing unit.

In February, 1946, the teachers of the prefecture organized a teachers' union to better their working conditions and to reform the educational system. Even before the Union constitution had been ratified, the Union had entered into a labor contract with the prefectural government allowing, among other things, union members to work on a full-time basis at prefectural expense. By 1948 these members had established a chapter of the Union in each school and branch chapters in each county and city.

To overcome feudalism the Teachers' Union was active in promoting educational reforms through its participation in the screening of ultranationalistic teachers, through its cooperation in teacher re-training programs, through assistance in the development of parent-teacher associations and the election of prefectural board of education. By 1949, the leadership of the Teachers' Union became openly communistic; however, the expulsion of three high school students for political activities in June, 1949, made the classroom teachers aware of the dangerous leadership in the Union. With

considerable effort by both the Japanese and the Occupation Forces some of the radical leaders were eliminated by the fall of 1949, and the Union returned to a more conservative policy.

Although it seems too early to determine the effectiveness of the Occupation's attempt to democratize Japan, the process might have been hastened had professionally trained personnel been employed from the outset. If the United States is to be successful in her foreign policy, she must not only prepare her own citizens with an international understanding, but she must prepare and maintain an adequately trained staff of professional people for foreign service. In so doing, efforts should be made to secure mature personnel with education, experience and cultural background that will be a credit to the United States in the eyes of a foreign people.

ADVANCE BOND

AN L. BROWN Paper

THE TEACHERS' UNION
IN A TYPICAL PREFECTURE
IN OCCUPIED JAPAN

by

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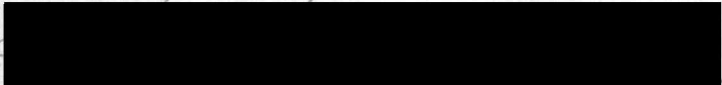
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THE TEACHERS' UNION
IN A TYPICAL PREFECTURE
IN OCCUPIED JAPAN

CHAPTER I

INTRODUCTION

Purpose of the Study

Since it appears that the United States can no longer remain isolated and that it is to be committed to occupying foreign soils for many years to come, the author feels that his purpose will be accomplished if the materials presented in this paper will in some small way assist in orienting our military and civilian personnel as part of their preparation for foreign service.

It is not the purpose of this paper to show summarized results but rather to record the development of a typical prefectural teachers' union in Japan; to show some of the problems encountered by military government in assisting this development; and to present the methods by which solutions were attempted. In general most reports concerning the reformation of the Japanese educational system have been national summaries of regional and prefectural reports. Interesting as these results may be, they offer little assistance to the man in the field who must solve the

problem.¹

The problems encountered were typical of those met by education officers in many of the other forty-six prefectures of Japan. Although this paper deals with teachers' unions, the problems are similar to those encountered by other sections of military government in the rapidly changing mores of Japanese society. Since Japanese society has been deeply imbued with Chinese philosophy and Korean culture, it is possible that there may be considerable similarity to future problems to be met in other Asiatic countries.

Limitations of the Study

The scope of this paper has been limited to the development of the Miyagi Prefecture Teachers' Union, Miyagi Prefecture, Japan, and its attendant problems from the Union's inception in 1946 until the deactivation of the Miyagi Civil Affairs Team, November 30, 1949.

Because attempts have been made to democratize Japan through a military occupation and because of the peculiarities of a highly centralized Japanese government, it has

¹Additional documentary materials regarding the Occupation of Japan have been loaned to the Oregon State College Library for a period of five years pending further disposition.

been necessary that basic policies be formulated at headquarters and that these policies be executed through all levels of command. In order to help the reader understand these policies, they have been briefly stated at the beginnings of chapters to clarify the problems presented. With the exception of these SCAP (Supreme Commander for the Allied Powers) policies, the contents have been confined to the boundaries of Miyagi Prefecture.

Sources of Data

The data for this paper have been obtained from the personal experiences of the author, from written records of interviews, from the files of the Education Section, Miyagi Civil Affairs Team, from publications of the Occupation Forces, from Japanese government records, and from books, newspapers and magazines published either in English or Japanese. Translations from the Japanese sources were made by Mr. Matsuo Kira, professor of English Literature, Tohoku University, and Mr. Tamatsu Yambe, English teacher, Sendai Boys' Second Upper Secondary School. Both of these men were employed as technical advisors in the Education Section, Miyagi Civil Affairs Team.

Definition of Terms Used

The use of Japanese words in this paper has been avoided and the English translations have been used. However, in some cases where confusion might result in translating back from English to Japanese, the Japanese word or name has been inserted in parenthesis.

Certain words and abbreviations have come to common usage among Occupation personnel, but which confuse the reader. Some of these terms are defined below as they apply to Japan:

C I & E--Civil Information and Education Section, established in each level of command; that is, SCAP, Eighth Army, each region and prefectural team.

Japanese National Diet--similar to the British Parliament with an upper House of Councillors and a lower House of Representatives.

Memoranda to the Japanese Government--suggestions and directives issued to the Japanese government by the Supreme Commander for the Allied Forces.

Northeastern Region (Tohoku Region)--an area consisting of the six prefectures on the northeastern tip of the island of Honshu: Aomori, Iwate, Akita, Miyagi, Yamagata, and Fukushima.

Operational Directive--the title of Eighth Army orders to lower echelons based upon SCAPINs to implement SCAP Memoranda to the Japanese Government.

Prefecture (Ken)--a political subdivision now similar to a state in the United States.

Prefectural military government team--a group of military and civilian personnel responsible for implementing the policies of SCAP within the boundaries of a prefecture.

Regional military government team--a group of military and civilian personnel responsible for coordinating the work of the prefectural military government teams under its jurisdiction.

SCAP--Supreme Commander for the Allied Powers. This term may refer to the commander himself or to his advisory staff.

SCAPIN--the abbreviation for SCAP Index. SCAPINs are chronologically numbered information copies of Memoranda to the Japanese Government for Occupation Forces reference.

CHAPTER II

CHARACTERISTICS OF MIYAGI PREFECTURE

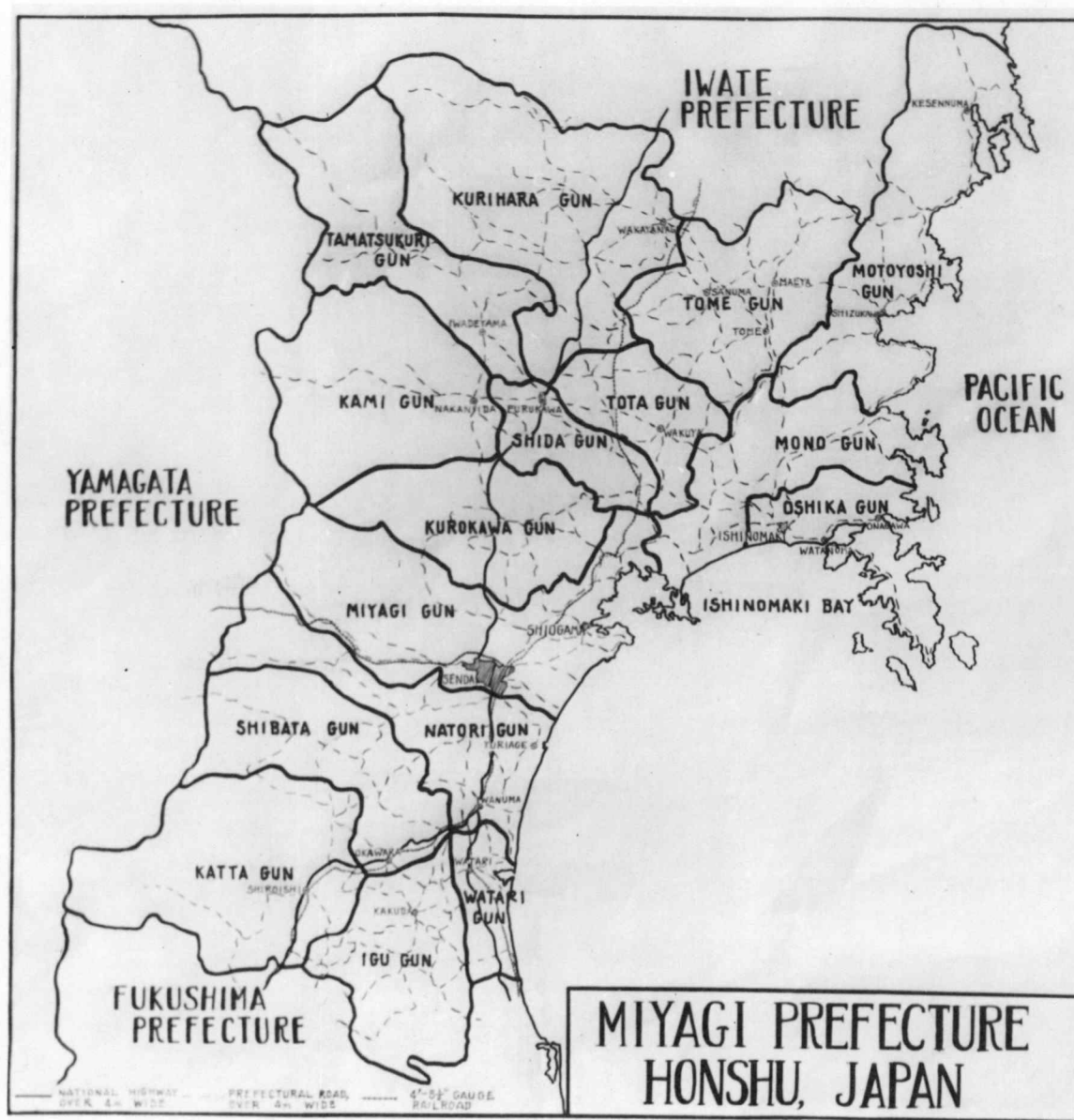
Location and Size of Miyagi Prefecture

Miyagi Prefecture is located on the Pacific or eastern coast of northern Honshu at approximately 38° north latitude and 141° east longitude about two hundred and fifty miles northeast of Tokyo (Map 2, p.45). The maximum north-south dimension is eighty-five miles and the maximum east-west dimension is seventy-five miles. Census figures of August, 1948, showed a population of 1,596,307 persons, an increase of 135,613 persons over the population of September 1, 1945. Although the population of the prefecture is nearly one-third greater than the population of Oregon, the area is only slightly larger than Jackson County, Oregon.

General Description

The terrain of Miyagi Prefecture may be divided into three north-south zones. The northeastern section is mountainous highlands; the central section is lowlands; predominantly agricultural; and the western section is bounded by a range of mountains that form the "backbone" of northern Honshu. Several hundred small islands lie to the east of the prefecture, uninhabited except for a few small

Map 1



fishing villages. Two important navigable rivers terminate near Sendai: the Kitakami and the Abukuma.

The climate of Miyagi depends largely upon the direction of the prevailing winds. Cold dry winds from the Asiatic continent pass over the Japan Sea picking up moisture and depositing it on the western coast of Honshu, hence in the winter Miyagi Prefecture is moderately cold, dry and sunny. During the summer moisture laden winds from the Pacific Ocean produce a warm, rainy season. Frequent typhoons in summer and early fall flood rivers causing considerable damage. In October, 1948, the prefectural government stated that:

When one of these typhoons nears Japan, the warm atmospheric current brought from the South, touching the cold one coming from the north, causes a line of discontinuity, resulting in torrential downpours over the extensive areas of this district

This year's floods in the wake of Typhoon "Eunice" and "Ione" also brought about serious damages to this prefecture with the estimated total loss of 7,858-million yen. (28, pp.1-2)

Earthquakes have caused relatively little damage in Miyagi Prefecture inasmuch as only three out of twenty-one major earthquakes since 1596 have disturbed this area.

Just prior to the war the population of Miyagi Prefecture was 1,271,238. It had a population density of 175 persons per square kilometer as compared to the national average of 191 persons per square kilometer.

By September 1, 1945, the population had increased to 1,460,694. Repatriation of persons from overseas and population dispersal from other areas aided in increasing the population to 1,596,307 by August, 1948. Prior to the war the proportion of men and women in the prefecture was nearly equal, being 100.7 males per 100 females. By 1948 this ratio had changed to 97.5 males per 100 females. As of August 1, 1948, the population of Miyagi Prefecture was predominantly rural; i.e., 75.4% or 1,203,708 living outside the three cities.

Administratively the prefecture is composed of an elected governor, appointed vice-governor, and an elected prefectural assembly. Although the prefecture is divided into sixteen geographical subdivisions similar to counties, the administration of the prefectural government is carried out through eleven local districts and three cities. The districts include from one to three counties (gūn) exclusive of the three cities. Communities with a population of over 30,000 are administratively known as cities (shi--pronounced shee), over 5,000 are towns (machi--pronounced mah'chee), and the balance of the prefecture is comprised of villages (mura--pronounced moo-rah'). There is no property within the prefecture which is not within a city, town or village. In the past, the governor, mayors, and village chiefs were appointees, and it has been merely necessary to carry out the instructions as they came down from the national

government through the prefecture, the district office and the local chief, or mayor. In part, it accounts for the many difficulties encountered by the Occupation in establishing self-government.

War damage in Miyagi Prefecture was predominantly in Sendai City; a city primarily a National Government regional administrative center, headquarters of the Tohoku Army District, and prefectural government capital. In addition, Sendai housed five national colleges and eight other private higher schools.

The business area of this city is encircled by a tramcar line. It is said that this tram line, through an error, operated during a blackout on the night of July 9, 1945, and that the arcing of the trolleys provided a perfect target for bombing. With the exception of a few re-enforced concrete buildings, the business area of the city was burned by incendiary bombs during this one raid, destroying 11,645 households. The population of Sendai City on July 9, 1945, is reported to have been 256,049; a census taken on July 15, six days later, showed a population of 228,193, a decrease of 27,857 persons who had either been evacuated or destroyed during the time of confusion.

Natural growth and repatriation increased the population of this city from 236,911 in November, 1945, to 307,202 in August, 1948. The air raid, natural growth, and repatriation have presented a constant reconstruction and

housing problem throughout the prefecture.

As is shown in Table I agriculture is by far the predominant occupation in the prefecture, accounting for more than fifty per cent of those engaged in gainful employment. Manufacturing ranks second and public service third in the list of occupations. The statistics for agriculture actually are erroneous as all members of the family are counted as being in the occupation followed by the head of the family. In many cases only the father, mother, and eldest son are farmers. The second son and others are forced by tradition to seek other occupations.

Transportation facilities in Miyagi Prefecture are poor. A report (27, p.3) from the Miyagi Prefectural Government states that the prefecture contains 385.6 kilometers (231.36 miles) of 1.067 meter gauge government railroads. Private railroads consist of 90.5 kilometers (54.3 miles) of narrow gauge track (0.762 meters). Because of early superstition connected with railroads, the railroad station in many towns is located near the outskirts or even outside the town. Highways and roads are in such poor condition that they constitute a serious maintenance problem for military government motor transportation.

Prior to the end of the war, air facilities in Miyagi Prefecture consisted of one airdrome, four landing grounds, and two emergency landing fields. Air transportation has been terminated since the end of the war.

Table I
Occupational Distribution
Miyagi Prefecture*
October 1, 1947

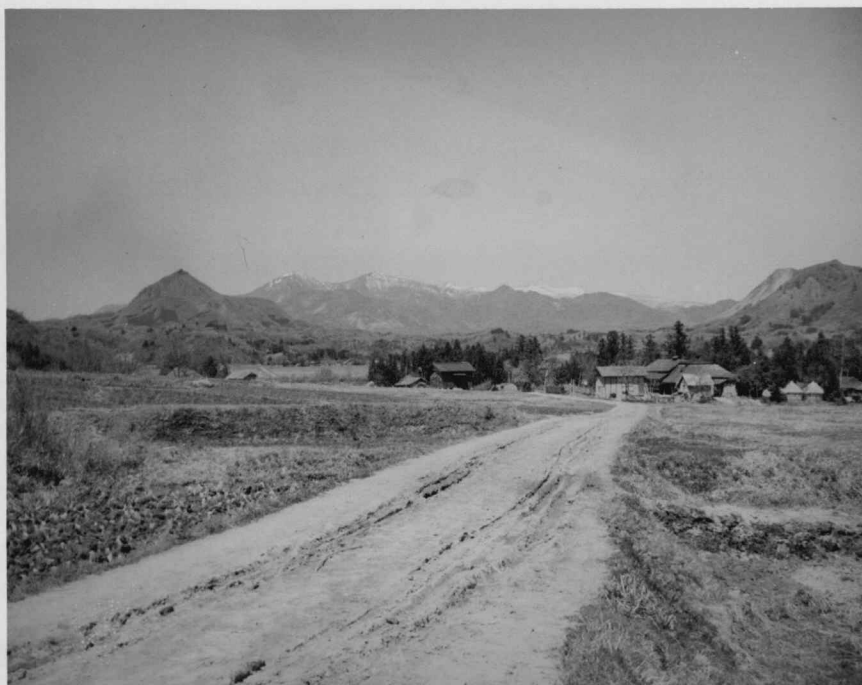
Occupation	Number	Percent	
Agriculture	369,823	56.3%	
Forestry	7,470	1.1%	
Fisheries industry	27,193	4.2%	
Mining	6,974	1.1%	
Building contractors	23,615	3.6%	
Manufacturing	59,331	9.0%	
Utility work	2,912	0.4%	
Commerce	34,889	5.3%	
Banking business	4,622	0.7%	
Communications and transportation	23,171	3.5%	Excluding government railways and communications workers
Service trade	13,326	2.0%	Including those working in hotels and restaurants
Liberal profession	20,178	3.1%	Including teachers, doctors and scribes
Public services and organizations	36,574	5.6%	Including public service officials
Miscellaneous	25,374	3.9%	
Total	655,452		

*Above table was compiled from data obtained from the General Affairs Section, Miyagi Prefectural Government.



National Highway

In the summer of 1947, the National Highway between Sendai and Yoshioka was in such condition that it was necessary to stop the jeep and have a farmer from a neighboring house fill in the ruts so that the jeep could pass.



Typical Road

Typical road conditions as shown above made it impossible to average more than ten or fifteen miles per hour by jeep.



Travel by Rail

Quarterly inspection trips throughout the northern part of the prefecture were made by section chiefs in 1948. Two jeeps on a flat car, half-baggage and half-coach and a private car were generally used on these four or five day trips.



Typical Freight Cars

The four-wheeled 10 ton cars shown above were generally known as "slow speed" cars. These were too small and too slow to transport the jeeps, consequently, "high speed" flat cars converted from old passenger cars were used.

Canals are as follows:

<u>Name</u>	<u>Length</u>	<u>Type of craft</u>
Kitakami Canal	8.5 miles	Shallow draft (2 ft. 3 in.)
Tona Canal	2.5 miles	Shallow draft (1 ft. 8 in.)
Teizan-bori Canal	18.25 miles	Shallow draft (4 ft. 6 in.)

Mail, telegraph, telephone and radio communications radiate from Sendai City. Sendai is the hub of communications for the Tohoku Region as well as Miyagi Prefecture. Although telephone communication is possible to most villages through the local post office or police station, connections are poor in many cases. To make contact with communities only thirty-five miles from Sendai often requires eight hours or longer. Telegraph communication is more dependable.

As late as October, 1948, 87 per cent of radio broadcasts originated in Tokyo. These were picked up by wire for further distribution to the Tohoku Region through the Sendai broadcasting station, JOHK.

Educational Administration

The educational system of Japan had been highly centralized in the Ministry of Education which had virtual control over both private and public schools, art, literature, science and religion. Its orders were issued as Cabinet orders rather than by particular laws enacted by

the Diet. About this control SCAP said:

The control of education in Japan was highly centralized, being modelled much more nearly upon that of France than upon that of United States. Practically all of the schools in Japan were under the control, either direct or indirect, of the national Ministry of Education (Mombusho). With respect to their establishment these schools were grouped in three classes:

- a. Government schools, established by the national government.
- b. Public schools, established by prefectures, cities, wards, towns or villages.
- c. Private schools, established by non-government agencies.

.....

The Ministry of Education was given powers and responsibilities that made it very important in the educational and cultural life of the country. In addition to being responsible for the organization and general control of the educational system, it was charged with many matters relating to art, science, literature, and religion. It was the central organization through which the rulers of Japan exercised effective control over what the people should study, read, see, and believe. The ramifications of this control extended directly or indirectly but very effectively to the smallest villages. Its policies, for the most part, were made effective through Imperial or Cabinet ordinances rather than by specific law.
(41, v.1, pp.43, 45)

The minute nature of the rules and regulations passed by the Ministry of Education covered all of the aspects and reforms in education until the passage of the Fundamental Law of Education and the School Education Law in early 1947. The Fundamental Law of Education expanded upon the ideas

presented in the new Constitution of Japan emphasizing:

. . . the importance of education in creating a democratic cultural state that will contribute to the peace of the world and the welfare of humanity . . .
(41, v.1, p.161)

About the Fundamental Law of Education SCAP said:

The significance of the Fundamental Law on Education is three-fold: first, it provides a clear statement of the basic aims of Japanese education for the future; second, it provides that practices undermining efforts to develop a democratic school system shall not be introduced or perpetuated at any level; third, and perhaps most significant, it established for the first time in the history of Japan the legal concept that the supreme authority for education rests with the people. (41, v.1, p.162)

The School Education Law, passed by the Diet, March 29, 1947, provided for a simplification of the educational system, extended compulsory education from six to nine years, gave private schools greater freedom, provided for better education for handicapped children and made it possible for more children to go beyond the compulsory education level.

The Board of Education Law, passed by the Diet on July 5, 1948, provided for the establishment of boards of education in the forty-six prefectures and five cities of Yokohama, Kyoto, Osaka, Nagoya, and Kobe by November 1,

1950.² The purpose of the law was to place the control of education in the hands of the people through their elected representatives rather than under the direction of public officials subject to undue government pressure. The prefectural boards were to control all schools and other educational institutions established by the prefectures while the local boards were to control all schools and other educational institutions established by the local public bodies. Through board regulations prefectural and local boards were to control:

(1) Establishment and abolishment of schools and other educational institutions.

(2) Operations and control of schools and other educational institutions.

(3) Curriculum content and its treatment.

(4) Selection of textbooks.

(5) Employment and dismissal and other personnel problems of principals and teachers, based upon the national law concerning employment and dismissal of public officials.

(6) Employment and dismissal of employees of the boards of education, schools, and other educational institutions.

(7) Relations with labor unions organized by teachers and other educational employees.

(8) Establishment and changes in school-sites, planning, repair and preservation of buildings, and supervision of construction.

² Establishment of local boards of education in other cities, towns, and villages was later postponed until November 1, 1952.

(9) Arrangements for instructional materials and other equipment.

(10) Amendment, repeal, or enactment of regulations of the board of education.

(11) Budgets under jurisdiction of the board.

(12) Basic property and reserve funds for educational purposes.

(13) Contracts with other boards of education.

(14) Matters concerning social education.

(15) In-service training of principals, teachers, and professional personnel.

(16) Preservation of certification records and official documents.

(17) Conduct of investigations and collection of statistics concerning education.

(18) Educational affairs of the community under its jurisdiction not otherwise prescribed by law.

Prefectural boards, in addition to items above, will be responsible for the following, with the advice or recommendations of the superintendent of education:

(1) Issuance of certificates in accordance with the provisions of the law concerning certification of educational personnel.

(2) Approval of textbooks for all schools within the prefecture in accordance with the standards established by the Ministry of Education.

(3) Establishment or revision of attendance districts for upper secondary schools.

(4) Technical and professional advice and assistance to local boards.

(5) Other matters under its jurisdiction as provided by law. (38, p.6,14)

Prefectural Administration

Prior to the establishment of the Board of Education, the prefectural governors were responsible for all aspects of education within their prefectures except those higher educational institutions which were directly under the Ministry of Education. Education in the prefectural government played a minor role before 1945 but gradually developed from a section to a department in status and then became independent of the prefectural governor on November 1, 1948, with the establishment of the prefectural Board of Education. In 1944 the Education Section was a part of the Administrative Department. In 1946 it became a part of the Education and Welfare Department and in June, 1947, the Education Section was promoted to the status of a department divided into three sections: School Education, Social Education, and Physical Education. The functions of the Education Department from June, 1947, to November, 1948, are shown on Chart 1. Although raised to departmental status, the organization and functions of the new Education Department remained the same as before except for a change in name, until the Board of Education was established. At this time the Education Department transferred all of its

MIYAGI KEN EDUCATION DEPARTMENT

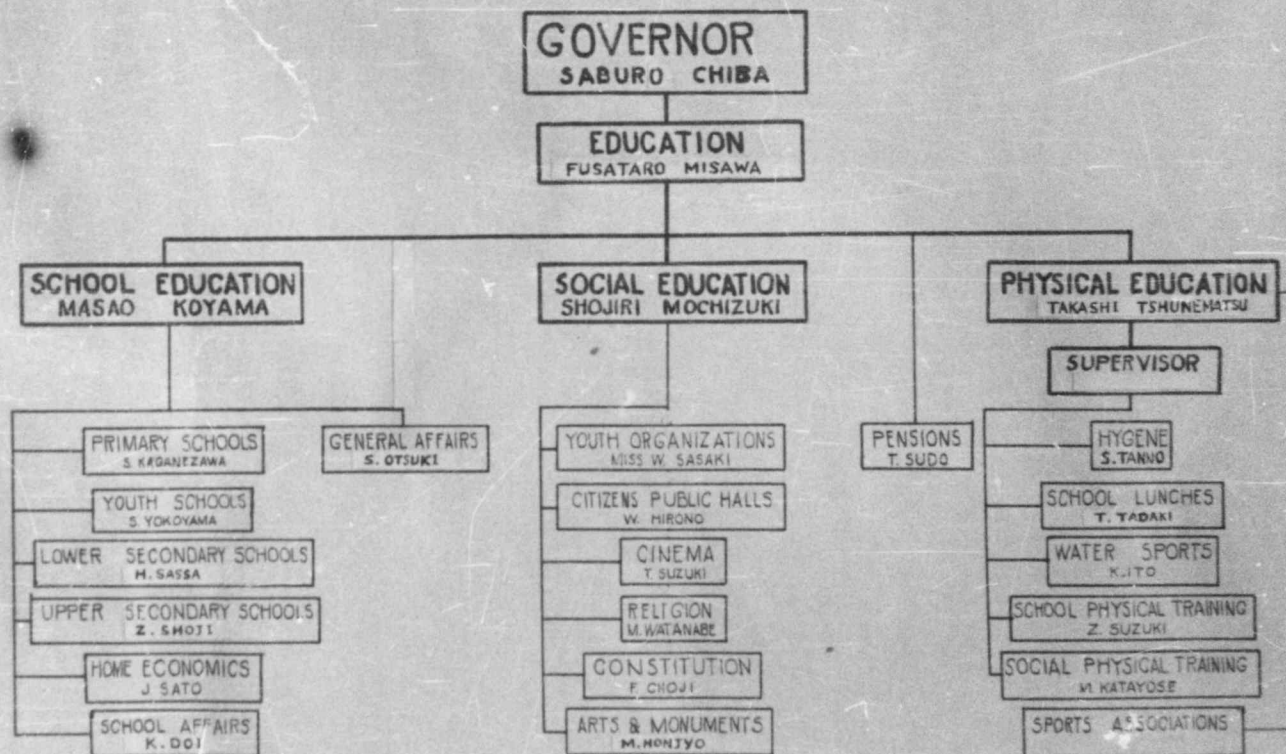
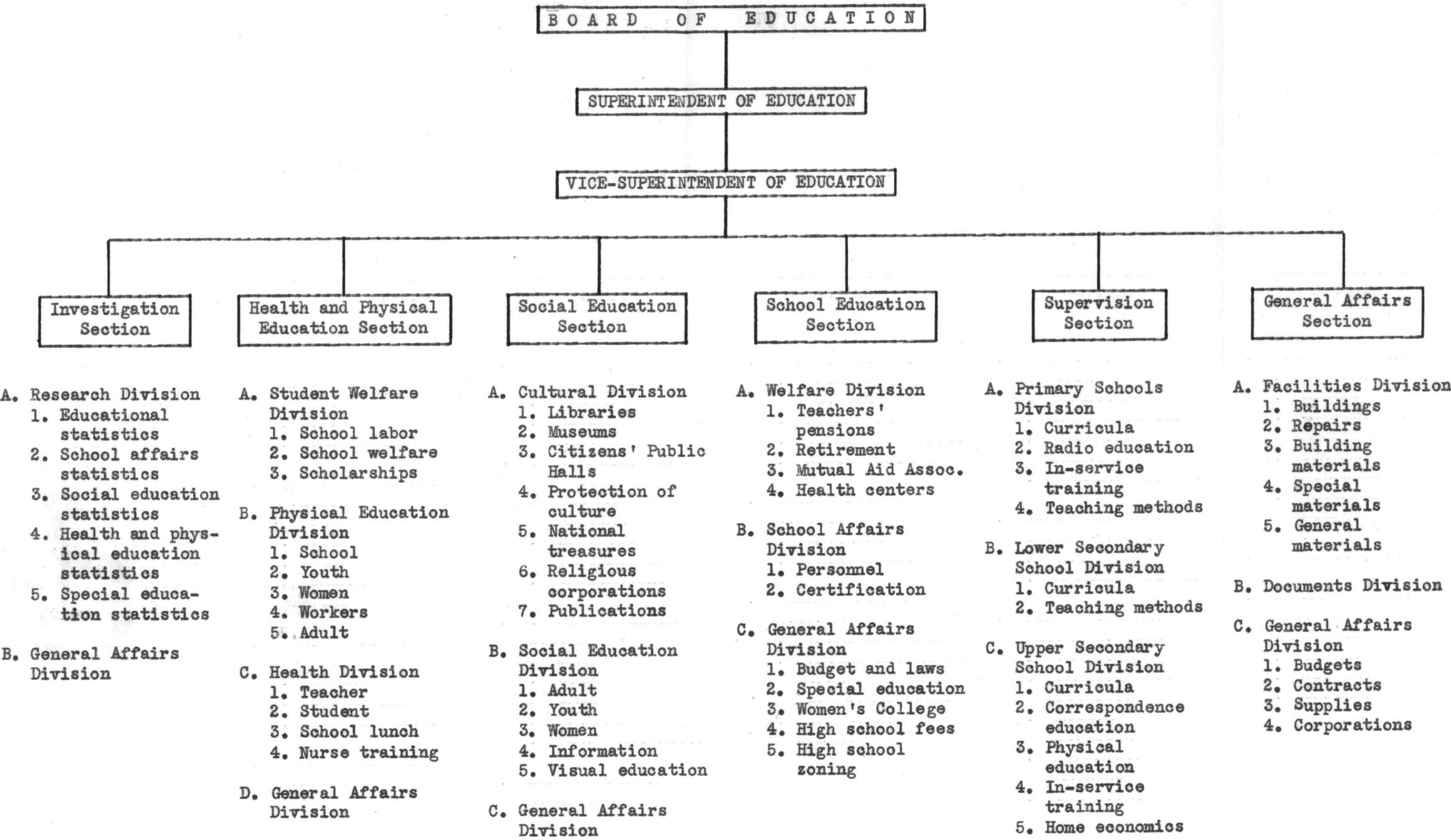


Chart 1

Chart 2

Board of Education, Miyagi Prefecture
November 1, 1948



business, except private schools and teacher screening, to the Board of Education. These were handled by the Local Section of the General Affairs Section. Under the Board of Education six sections were established under the Superintendent of Education as shown on Chart 2.

In 1945 the prefectural government had six school inspectors whose duties were to:

1. Inspect and supervise kindergartens, primary schools, youth schools, middle schools, girls' high schools, vocational schools, blind schools and miscellaneous schools.

2. Survey and formulate school education programs.

3. Promote, demote, reward and punish school personnel.

4. Conduct principals' conferences.

5. Provide middle school teacher training facilities.

6. Promote vocational education.

7. Assign graduates of normal and youth normal schools to teaching positions.

8. Conduct teachers' licensing examinations.

9. Conduct in-service training programs.

10. Handle textbook problems.

11. Supervise school management and guidance.

From 1945 until July 31, 1947, each of the eleven district offices had one school inspector whose duties were to:

1. Inspect and supervise the schools under the

jurisdiction of the local district office.

2. Make educational surveys and investigations as requested by the prefectural government.

3. Handle the personnel affairs of teaching staffs.

4. Assist in school management and guidance.

On August 1, 1947, an education section was established in each local district office and each local inspector was appointed a District Office Education Section Chief. The functions of the new section were broadened to include school education, social education, health and physical education, and other educational matters. With the establishment of the prefectural board of education the education section in the local district offices became independent of the prefectural government and became branches of the Board of Education Secretariat. However, these branches of the Board of Education Secretariat retained the former personnel and office space in the prefectural government local district offices.

The three cities were more independent of the prefectural government than the district offices and were allowed to express opinions to the prefectural government in the employment of teachers and principals of elementary schools. Although in some prefectures city and county boards of education were elected in 1948, none was established in Miyagi Prefecture.

Second class teaching licenses were issued by the Ministry of Education upon the recommendation of the prefectural government while third and fourth class licenses were issued by the prefectural government. (First class licenses were issued directly by the Ministry of Education to teachers in higher educational institutions.) The prefectural government employed and dismissed elementary school personnel although the salaries were paid jointly from national, prefectural and local finances.

Practically all planning and policy making were done on the Ministry level. These policies were sent down to the prefectural governors and education section. From the prefectural education sections these orders were sent to the local district offices and from there to the school principals. Faculty meetings were nothing more than the reading of such notices from the prefectural government and the issuance of individual orders of the principal. Little or no discussion was allowed the teachers in these monthly faculty meetings. During 1947-48 some steps were taken to remedy the situation, but as each school had a chapter of the Teachers' Union in it, two meetings grew up within the school. One meeting was with the principal, who generally continued along his old lines, and the other was a separate meeting in which the principal was not included. In this way the teachers began to feel that they were operating the schools. The Teachers' Union even went so far as to

advocate that the principals be elected "democratically" from among the teachers.

During the first two years of the Occupation, pre-fectural education officials were called to the Military Government offices as they were needed or visits were made to their offices depending upon the occasion. In June, 1947, regular monthly conferences were begun with the officials of the School Education Section and of the Physical Education Sections at Military Government Headquarters. From these conferences it was found that most of the work necessary could be accomplished in one two-and-one-half hour conference per month. This eliminated much unnecessary traveling for both Japanese and Occupation personnel. In August, 1947, these officials were asked to submit a report of the most important activities of the past month and the important highlights of the coming month. The plan was so satisfactory to both parties that it gradually grew to include the Social Education Section, the chiefs of education from the three cities, and the Executive Committee of the Teachers' Union.³ Regular monthly meetings of

³The regular monthly conferences with the Teachers' Union were discontinued in the spring of 1949 by the author. Seven out of eleven full-time executive committee members had become Communist Party members or fellow-travelers and advice and guidance could no longer be given to the committee without playing into the hands of the Communist Party.

district education officials, screening committees and principals were attended as often as practicable. Contacts made with Japanese groups by Civil Education personnel, except for formal school inspections, are shown in Table II. After the establishment of the Board of Education regular monthly meetings were held with officials of all six sections of the Board of Education Secretariat. After one or two informal orientation meetings with the Board members, no such formal monthly meetings were held as it would appear that the Occupation was attempting to give too much "assistance and guidance" to representatives of the people.

When the procedure of monthly reporting was adopted, the prefectural Education Section had no translators and no English typewriter. The Section chief was the only one who could speak English, and hence it was he who prepared the reports in English. With the exception of the Education Section chief and the Physical Education Section chief, Japanese officials and employees had very little conception of the necessity for advance planning of work. There seemed to be little conception as to the necessity for submitting reports on the date due. By its very nature the Japanese language is full of ambiguities, and getting concrete reports was almost impossible during the first few months.

It might be interesting to note that very few officials are ever discharged for incompetency. The usual practice is to transfer a questionable official to another prefecture at

Table II

Contacts Made with Japanese Groups
by Civil Education Personnel
1 January 1948 to 31 May 1949

Physical plant inspections	66
In-service training	47
Informal school visits	210
Parent-teacher associations	83
Student groups	29
Sports associations	3
Youth organizations	70
Women's organizations	154
Teachers' Union	32
Prefecture school education section	80
Prefecture physical education section	28
Prefecture social education section	80
Local education sections	81
Religious groups	12
Screening committee	<u>10</u>
Total	985

an equal or higher status than previously held. Or, if he is allowed to remain, an assistant is hired who actually does the work and is responsible for it while the incompetent man remains a figurehead. Rather than discharge a man, he is allowed to resign "voluntarily" to "save face." If an official has a particularly hard problem which forces unpleasantness he will see it through, but thereupon will resign from his position, saying that he will assume the responsibility for the difficulties. Thus he commits figurative suicide or "hari-kiri."

School Organization

Education in Japan has been compulsory through the sixth grade since 1872. Prior to 1947 the school system consisted of a few kindergartens, elementary schools (grades 1-6), higher elementary schools (grades 7-8), boys' middle schools (grades 7-11), girls' high schools (grades 7-11, prior to the war, but reduced to 7-10 during the war), vocational schools (varying grades), youth schools (ungraded), miscellaneous schools (varying grades from 7-14), higher preparatory schools (grades 12-14), normal preparatory schools (grades 7-11), normal schools (grades 12-14), higher vocational schools (12-14), and universities (grades 15-17). After the passage of the Fundamental Law

of Education in 1947 the 6-3-3-4 system was established. The system consists now of the primary school, lower secondary school (junior high school), upper secondary school (senior high school) and the four-year university. A comparison of the two systems is shown on page 33.

Through the six-three system the school year now consists of 235 teaching days. The school year begins on April 1 and ends on March 31. Intermittent vacations of two weeks come in the spring rice planting season, the fall harvesting season, and at the New Year. About one month's vacation is given during the month of August. The primary school grades 1-2 have twenty hours instruction per week, grades 3-4 have 25-28 hours per week, and grades 5-6 have from 28-30 hours per week. In the lower secondary school instruction is given for thirty hours per week and the upper secondary school hours vary from thirty to thirty-six hours per week. Prior to 1948 all schools operated on a six-day week basis, but in the latter part of 1948 several experiments were begun using a five-day week.

Under the Japanese system teachers moved from classroom to classroom while the students remained in the same room throughout the day. A ten-minute recess between classes was common to all schools. One teacher was usually responsible for each classroom, but no daily attendance records were sent to the principal's office. Although

Chart 3

SCHOOL SYSTEM OF JAPAN

OLD	GRADES	NEW
	20	
	19	
	18	GRADUATE STUDY
	17	
UNIVERSITY	16	DAIGAKU
	15	
SEMMONGAKKO	14	4-YEAR COLLEGE
KOTO GAKKO	13	
	12	KOTO GAKKO
	11	UPPER SECONDARY <u>OR</u>
MIDDLE SCHOOL	10	SENIOR HIGH SCHOOL
GIRL'S HIGH SCH.	9	CHU GAKKO (COMP.)
	8	LOWER SECONDARY <u>OR</u>
	7	JUNIOR HIGH SCHOOL
=====	6	
PRIMARY SCHOOL	5	SHO GAKKO
	4	
(COMPULSORY FOR	3	(COMPULSORY)
PAST 75 YEARS)	2	ELEMENTARY SCHOOL
	1	
	K	

attendance was compulsory, no punitive measures as such were provided for parents whose children did not attend school.

The curriculum of schools was prescribed by the Ministry of Education and was carried out in each school in Japan. No deviation was allowed from these courses, and teachers became wholly dependent upon them. In 1947-48 considerable emphasis was placed upon using the revised curriculum as a guide with adaptations to suit the individual aspects of the community in which the school was located. Particular emphasis was put on this point in the social studies curriculum.

Entrance to schools above the elementary school was on a competitive basis. This developed a strong competitive spirit among pupils, parents, and teachers resulting in an undesirable effect upon the educational system. It became a matter of upholding family honor to enter higher schools. This led to systems of bribery and tutoring of students to place them in desirable schools. SCAP said:

Rote learning was emphasized in the content courses and methods of teaching were developed accordingly. This may be accounted for by the Japanese concept of education. Entrance examinations to higher schools resulted in pressures being put upon teachers to fortify their students with factual information. Only a small proportion of those who took these examinations were admitted to higher schools. As a result, competition for admittance to such schools was very keen. The success of a teacher was often measured in terms of the number of his students who passed those examinations. (41, v.1, p.65)

Educational Statistics

The data in this chapter are presented to give perspective to the work of the Civil Education Section and is not intended to be a statistical analysis. It will be noted from Table III that in 1948 the prefecture contained 10 institutions of higher education, 354 secondary schools, 305 elementary schools, and 65 special schools, or a total of 734 institutions. Of these 41 were boys' schools, 93 were girls' schools and 600 were so-called "coeducational" schools as shown in Table IV. Approximately 92 per cent of the coeducational schools were of the elementary and lower secondary level.

In general the youth schools owned no property of their own but merely borrowed space from the primary schools when regular classes were not in session. When the youth schools were discontinued the few facilities were transferred to the new lower secondary schools. Although Table III shows approximately the same number of youth schools in 1946 as new lower secondary schools in 1948, they were not the same schools as there was an entirely different curriculum and an increase of over 24,700 pupils as shown in Table V and an increase of nearly 1,200 teachers as shown in Table VI.

In 1948, 440,686 boys and girls were enrolled in the schools of Miyagi Prefecture. Of those attending all

schools above the lower secondary level approximately 41 per cent were girls while only 21 per cent of those attending the higher educational institutions were girls and only one per cent of the Tohoku University student body were girls.

Approximately 39 per cent of the twelve thousand teachers employed in the prefecture were women. Although it appears that the primary schools underwent no noticeable change, it may be noted from Table VI that the teaching staff was reduced nearly 10 per cent, most of which went to staff the new lower secondary schools.

Table III

Educational Institutions in Miyagi Prefecture by Control
30 April 1946 (40, p.vii) and 1 November 1948 (20)

Level and Type of Institutions	Education Ministry		Other Ministries		Prefectural Control		Municipal Control		Village or Town		Private Control		Total	
	1946	1948	1946	1948	1946	1948	1946	1948	1946	1948	1946	1948	1946	1948
Higher education														
National universities	1	1											1	1
Colleges	4	2			1	1					4	4	9	7
Higher schools	1	1											1	1
Normal schools	2	1											2	1
Total higher	8	5			1	1					4	4	13	10
Secondary institutions														
Vocational schools			7		14	16	4	4	5		4	3	43	23
Boys middle schools					9		3		1		4		17	
Girls middle schools					11		2		14	6	5	1	32	7
Youth schools			3				16		208		7		234	
Lower secondary schools		2						25	204		10			241
Upper secondary schools						22		5	7		9			43
Part-time upp. sec. sch.						29		2	6		1			38
Correspondence schools						2								2
Total secondary		2	10		34	69	25	36	228	223	20	24	317	354
Elementary institutions														
Primary schools	2	2					38	35	252	258			292	295
Kindergartens	1	1				2			1		6	7	8	10
Total elementary	3	3				2	38	35	253	258	6	7	300	305
Special institutions														
Blind and deaf					1	2							1	2
Miscellaneous schools						2		1	4		21	52	21	59
Juvenile correction			1	1		1						2	1	4
Total special schools			1	1	1	5		1	4		21	54	23	65
Total institutions	11	10	11	1	36	77	63	72	481	485	51	89	653	734

Table IV

Educational Institutions in Miyagi Prefecture by Sex
30 April 1946 (40, p.x) and 1 November 1948 (20)

Level and Type of Institutions	Male		Female		Coeducational		Total	
	1946	1948	1946	1948	1946	1948	1946	1948
Higher education								
National univ.					1	1	1	1
Colleges	6	3	2	3	1	1	9	7
Higher schools	1	1					1	1
Normal schools	1				1	1	2	1
Total higher	8	4	2	3	3	3	13	10
Secondary schools								
Vocational	25	13	5	3	4	7	34	23
Boys middle	17						17	
Girls middle			32	7			32	7
Youth	5		2		227		234	
Lower secondary		4		6		231		241
Upper secondary		15		22		6		43
Part-time upp. sec.				1		37		38
Correspondence		1				1		2
Total secondary	47	33	39	39	231	282	317	354
Elementary schools								
Primary					292	295	292	295
Kindergartens					8	10	8	10
Total elementary					300	305	300	305
Special schools								
Blind and deaf					1	2	1	2
Miscellaneous	3	4	17	51	1	4	21	59
Juvenile correction	1					4	1	4
Total special	4	4	17	51	2	10	23	65
Total schools	59	41	58	93	536	600	653	734

Table V

School Enrollment in Miyagi Prefecture
30 April 1946 (40, p.viii) and 1 November 1948 (20)

Level and Type of Institution	30 April 1946 (1:x)			1 November 1948		
	Male	Female	Total	Male	Female	Total
Higher institutions						
National universities	2,622	43	2,665	3,555	38	3,593
Colleges	3,168	998	4,166	3,503	1,963	5,466
Higher schools	838		838	1,050		1,050
Normal schools	642	317	959	671	351	1,022
Total	7,270	1,358	8,628	8,779	2,352	11,131
Secondary institutions						
Vocational schools	10,176	3,503	13,679			
Boys middle schools	15,132		15,132	691		691
Girls middle schools		17,418	17,418		588	588
Youth schools	48,001	31,414	79,415			
Lower secondary schools				52,392	51,771	104,163
Upper secondary schools				12,897	9,405	22,302
Part-time upp sec sch.				6,845	2,996	9,841
Correspondence schools				252	25	277
Total	73,309	52,335	125,644	73,076	64,785	137,862
Elementary institutions						
Primary schools*	143,918	141,388	285,306	143,705	139,781	283,386
Kindergartens*	238	265	503	582	603	1,185
Total	144,156	141,653	285,809	144,287	140,284	284,511
Special institutions						
Blind and deaf	103	84	187	135	94	229
Miscellaneous schools		1,200	1,200	1,240	5,700	6,940
Juvenile correction	16		16	13		13
Total	119	1,284	1,403	1,388	5,794	7,182
Grand total	224,854	196,630	421,484	227,531	213,215	440,686

*Includes schools attached to normal schools

Table VI

Teachers Employed in Miyagi Prefecture by Level and Type
30 April 1946 (40, p.ix) and 1 November 1948 (20)

Level and Type of Institution	30 April 1946 (1:x)			1 November 1948		
	Male	Female	Total	Male	Female	Total
Higher institutions						
National universities	179	45*	224	232	47*	279
Colleges	121	261*	400	165	240*	477
Higher schools	36	3*	39	44		44
Normal schools	64	17*	91	75	8*	94
Total	400	326*	754	516	295*	894
Secondary institutions						
Vocational schools	505	93*	661			
Boys middle schools	378	29*	408			
Girls middle schools	244	77*	638			
Youth schools	823	856*	2,377			
Lower secondary schools				2,018	497*	3,568
Upper secondary schools				915	144*	1,322
Part-time upp. sec. sch.				100	57	157
Correspondence schools				3		3
Total	1,950	1,055*	4,084	3,036	641*	5,050
Elementary institutions						
Primary schools**	3,017	116*	6,471	2,651	2,947	5,598
Kindergartens*	5	16	21		48	48
Total	3,022	116*	6,492	2,651	2,995	5,646
Special institutions						
Blind and deaf	9	5	14	19	11	30
Miscellaneous schools	9	34	56	17	105*	520
Juvenile correction	3		3	3		3
Total	21	39	73	39	105*	553
Grand total	5,393	1,510*	11,403	6,242	1,041*	12,143

*Indicates number of part-time teachers

**Includes schools attached to normal schools

CHAPTER III

MILITARY GOVERNMENT

Objectives of the Occupation

The objectives of the occupation of Japan by the Allied Powers may be stated briefly as an attempt to demilitarize and decentralize the government of Japan and to develop Japan into a democratic and peace-loving country able to maintain a position among the peace-loving nations of the world. Or, the objectives may be stated:

1. To eliminate for all time from Japanese culture militarism, ultra-nationalism, State Shinto, all fascist and totalitarian doctrines, and to screen from all positions of authority and influence all those who believe in any of these things.

2. To substitute for those things political, social and economic democracy with the civil liberties and the minimum standards of equality and justice developed in the western world, and an attitude of good will and cooperation toward all peace-loving peoples. (4, p.1)

The objectives of the Occupation and the initial policies for attaining these objectives are amplified in the six basic pre- and post-surrender documents (43) issued by the Allied Powers, by the United States Government, and by the Japanese Government.

These consist of:

1. The Joint Communiqué on the Cairo Conference

2. The Potsdam Declaration
3. Terms of the Japanese Surrender
4. Instrument of Surrender
5. Imperial Rescript (Proclamation)
6. U. S. Initial Post-Surrender Policy for Japan

Occupational Policy

To obtain the objectives of the Occupation, it has been the policy of SCAP to give general directives to the Japanese government. SCAP felt that the plans and details should be made by the Japanese themselves if the reformations were to be successful:

From the beginning, Occupation policy has been based upon the principle that the reform of Japanese society should be accomplished by the Japanese people themselves; that SCAP should not impose a blueprint; and that the function of General Headquarters and the Army of Occupation was not to govern Japan, but to supervise the efforts of the Japanese people to reform themselves and their society. This policy rests upon the belief that within the Japanese people an honest desire exists to build a democratic society capable of directing itself in reconstruction and reform to create a Japan worthy of a position of dignity in the community of nations. That this faith was justified tends to be demonstrated by the reforms effected in Japanese education since the beginning of the Occupation.

Delegation of responsibility to Japanese agencies does not, however, preclude direct action by the Supreme Commander. During the early months of the Occupation, SCAP issued broad policy directives, with the force of orders, to the Japanese Imperial Government. Such

directives are used only when it is judged that Japanese efforts are out of line with or controvert general Occupational policies. For example, if a teacher is accepted by the Japanese committee to evaluate wartime activities of educational personnel, but incontrovertible evidence reveals that he was an active ultranationalist or militarist, his dismissal may be directed by SCAP in a memorandum to the Japanese Government. Direct action and intervention by SCAP have been limited to broad policy directives and to specific corrective actions. (41, v.1, p.136)

To assist the reader in understanding SCAP policy a list of SCAP Directives affecting the Civil Education and Information program is given in Appendix B.

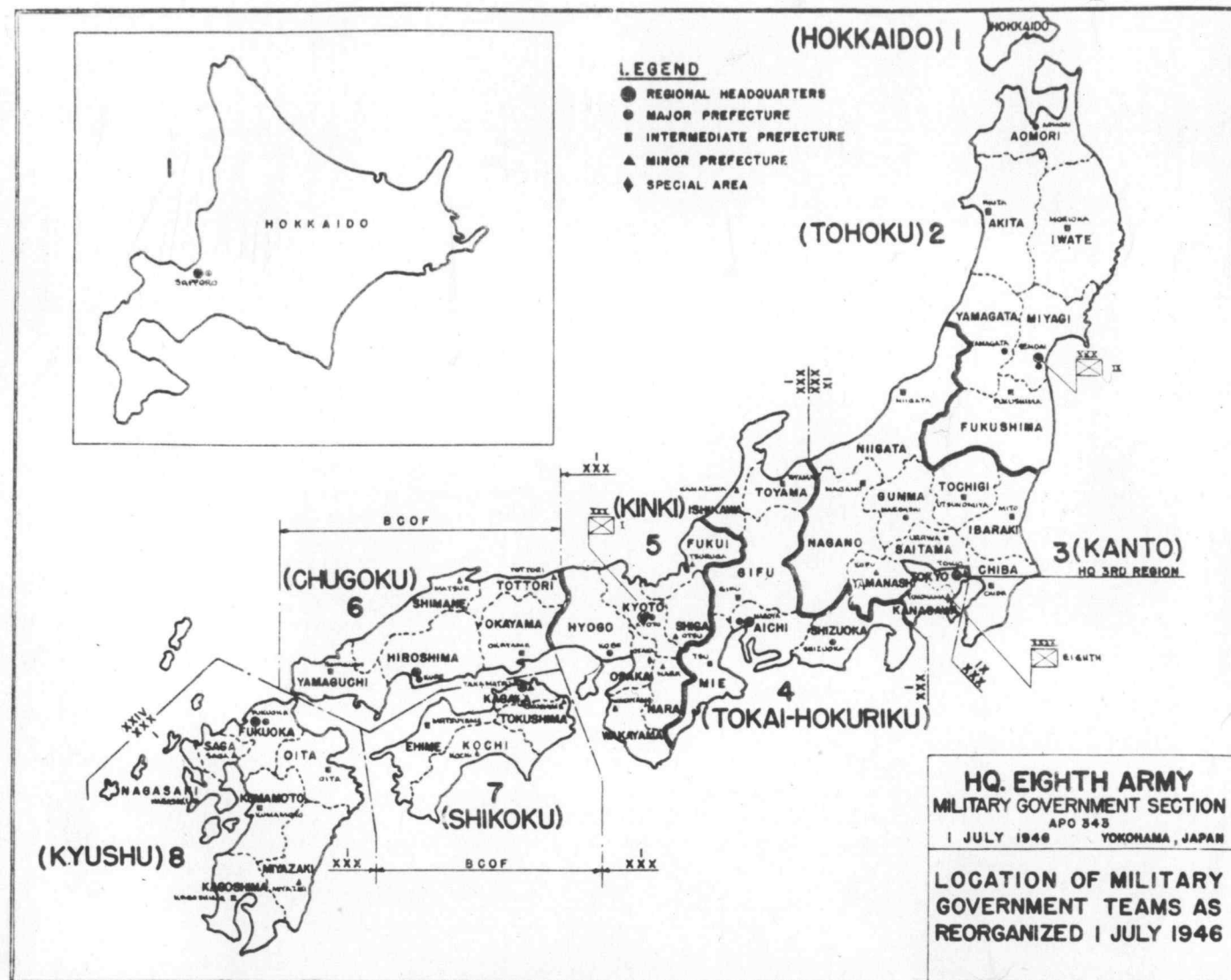
Military Government Organization

The Supreme Commander for the Allied Powers, generally known as SCAP, was charged with the responsibility for formulating all policies based upon directives of the Joint Chiefs of Staff and the Potsdam Declaration and for issuing all directives to the Japanese Government. These directives were in turn carried out at the lower levels of the Japanese Government through its own administrative channels. By 1948 SCAP had seven staff sections for military government purposes as follows: Civil Information and Education, Civil Property Custodian Section, Economic and Scientific Section, Government Section, Natural Resources Section, Public Health and Welfare Section, and the Reparations Section.

In order to implement the policies, plans and directives to the Japanese Government, Eighth Army had a military government staff section paralleling the organization of GHQ, SCAP. Eighth Army issued operational directives to the military government units to instruct them in conducting surveillance of and in rendering assistance and guidance to the Japanese at their respective levels. One military government team located in each of the forty-six prefectures, one regional military government team in each of the seven Japanese regional centers, and two corps headquarters located in Sendai and Kyoto as shown in Map 2 carried out these directives. The prefectural military government teams were organized in three categories, i.e., major, intermediate and minor, depending upon the area and importance of their jurisdiction. The channel of command is shown on Chart 4.

Military Government Activities

During the first year of the Occupation military government teams remained organized very much as established in the United States and concentrated primarily on disarming and demilitarizing the Japanese, in establishing operational headquarters, and in developing operating procedures. By the spring of 1947 the bulk of procurement had been



Map 2

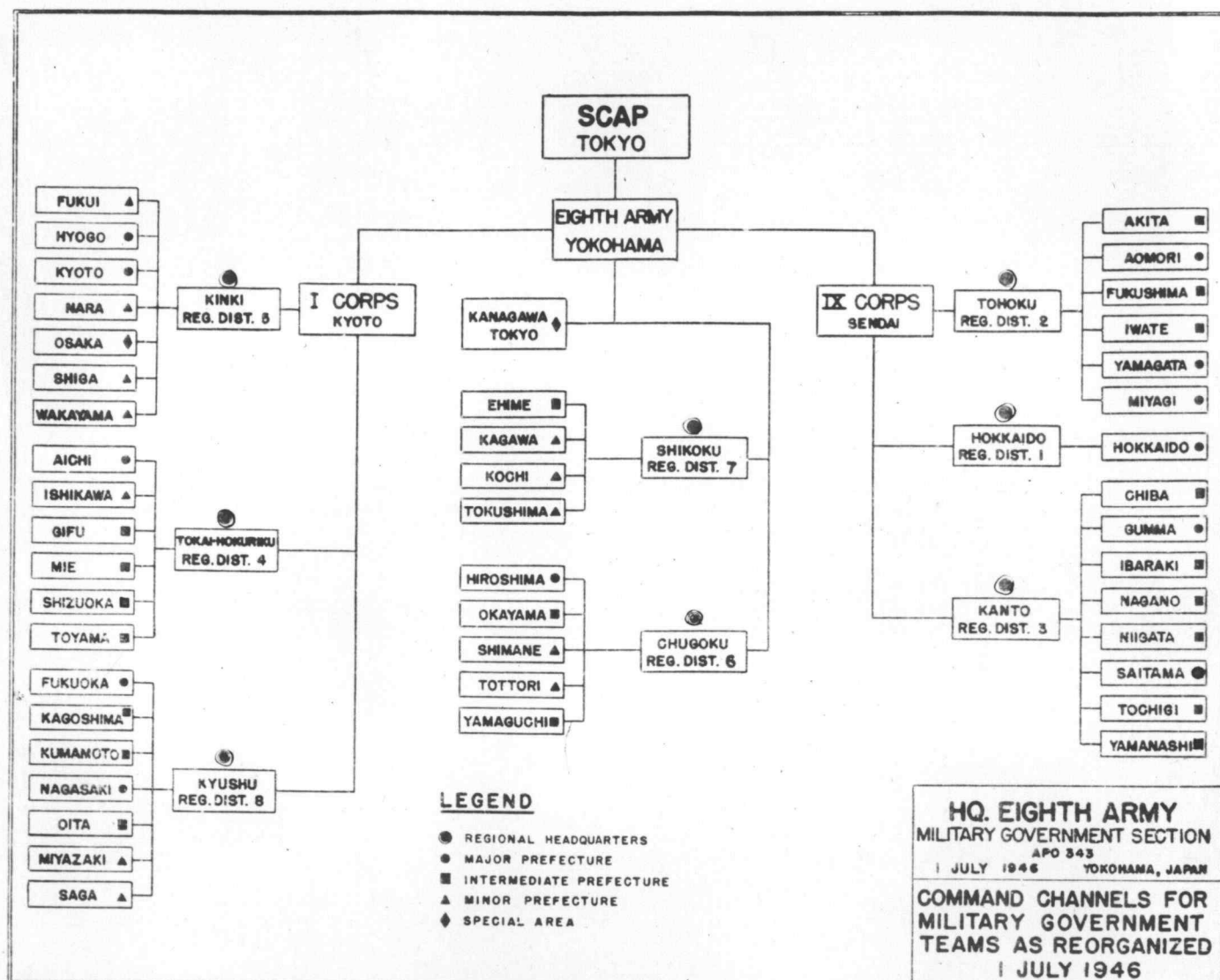


Chart 4

Eighth U.S. Army Printing Plant
Revised: 21708

accomplished and the prefectural teams were relieved of this duty when it was transferred to the regional teams. By the summer of 1947 much of the negative work had been accomplished, and activities of all sections took a more positive aspect by rendering assistance and guidance to the Japanese concerned.

For a small group of military government personnel to operate efficiently as an integral unit it was necessary that each person be familiar with the functions and programs of other sections.

Program for the Civil Information and Education Section,
Miyagi Military Government Team

Although the basic policy directives were issued by SCAP to the Japanese Government, little early direction was given to the prefectural teams. The first operational directive from Eighth Army describing definite duties to be carried out was OD 19, February 13, 1946, "Inspection of Japanese Educational Institutions." Not until February 26, 1947, was Operational Directive 19, Headquarters Eighth Army, "Civil Education Program," issued, which outlined in detail the work expected of the Civil Information and Education Section on the prefectural level. (Appendix C)

The Commanding Officer, Miyagi Military Government



The Health Festival

The Prefectural Government sponsored a health festival in various parts of the prefecture in 1949 as a means of educating the public. Personnel of all sections of Civil Affairs worked as an integral unit in planning and developing this program.

Team, prepared a brief outline in late 1946 of what he expected from the section. It is quoted as follows:

MISSION

To assure, in Miyagi Prefecture, the establishment of local government that is: dedicated to democratic principles; cognizant of individual liberties; enthusiastic in co-operation with occupation forces; respected for their honesty and efficiency by those they serve; and, further, to encourage readjustments that shall, for the Japanese civilian, contribute to an eventual contentment with an economic, social and political life predicated upon, and devoted to, peaceful pursuits.

Information - Education Section

a. To ascertain the adequacy, the propriety and the capability of educational facilities, methods and personnel to effect the fulfillment of pertinent directives and to provide a reflection, including statistical information, as to the trend and progress being made in the rehabilitation of religious activities and interest.

b. By observation and investigation determine the extent the following are being executed by the Japanese:

1. Prohibition of the discussion of militaristic and ultra-nationalistic ideology.
2. Discontinuance of military education and drill.
3. Divorce from the educational system of exponents or career-following members of militaristic organs or other individuals identified in the spirit and intent of directives.

c. Maintain data as to:

1. Location of educational institutions
2. Student strength
3. Classification
4. Adequacy of means
5. Availability of staff

e. To be familiar with the trends and progress of any religious groups to become established, renew or extend their influence.

f. To ascertain if any discrimination is practiced toward individuals or groups because of religious affiliations.

- g. To maintain data which will portray comparative progress of religious rehabilitation.
- h. To prepare pertinent portions of the "Weekly Military Occupation Report".
- i. To prepare the monthly "School Inspection Report".
- j. To prepare any special or periodic reports subsequently required by higher authority.
- k. To be familiar with various agencies and efforts to disseminate information and/or arouse interest of civilians in policies or programs necessary for their cultural or physical progress. (34)

In early 1947 this was revised and presented in the following manner:

Civil Information and Education Section

- a. To exercise surveillance, and to give encouragement and assistance to public and private schools, and approved women's, youth, and other organizations of Japanese nationals.
- b. To observe, advise and assist in the reorganization of the school system, and in teacher retraining.
- c. To check on the activities of screening boards.
- d. To observe, investigate and report school activities prohibited by SCAP, and any evidence of discrimination because of race, sex, creed, political opinion, or social position.
- e. To maintain pertinent data as to location, size, classification, staff, and adequacy of educational institutions.
- f. To observe, evaluate, and advise Japanese nationals regarding the organization and activities of women's groups.
- g. To observe, evaluate, and advise regarding the organization and activities of youth groups.
- h. To observe and gather pertinent information regarding religious organizations to ascertain whether any violations of SCAP Directives continue.
- i. To observe, evaluate and advise the leaders of any adult groups, such as CPH's and PTA's.
- j. To observe and gather pertinent information regarding media for the dissemination of

information in this prefecture, to see that SCAP Directives are followed:

- k. To prepare pertinent portions of the "Monthly Military Government Activities Report".
- l. To prepare the monthly "School Inspection Reports". (35)

During May and June, 1947, the aspect of the Civil Information and Education Section changed under the careful study and guidance of Dr. E. W. Harrington, Chief of Section. Most of the time was spent by all section members in becoming oriented with their new jobs and in developing a program for carrying out the work. Through field work, section conferences, and discussions a proposed program for the Civil Information and Education Section based upon policy and directives evolved. It served as a guide for the section throughout the life of the team. A summary list of functions from this program given in Appendix D is quoted as follows:

SUMMARY LIST OF FUNCTIONS

The functions listed above are too detailed to be of practical use in the development of a program of action for each of the many phases of our work. A short list, given in as few words as possible, would be practical for the development of such programs. The long list should be used for detailed and careful checking of each program developed, to make sure that all vital details have been considered. The short list is a summary of the points covered in the long list, and assumes familiarity with the expanded form.

1. REORIENT LEADERS NOW, and STIMULATE PROGRESS toward approved goals.
2. WIN the friendship and confidence of the leaders.

3. STIMULATE, ENCOURAGE, ADVISE, and ASSIST leaders, particularly in the initiation and planning of projects.
4. OBSERVE, EVALUATE, CHECK, and CRITICIZE the work of organization, particularly in the execution of projects.
5. WITHDRAW gradually, but as rapidly as is advisable, assistance in the execution, planning and initiation of projects.
6. HOLD UP THE IDEAL for adult organizations to become thoroughly democratic, independent and self-supporting, even at the expense of numbers. (4, pp.11-12)

A guiding philosophy for working with the Japanese people was developed by the section members as follows:

SUGGESTED PRINCIPLES

The Members of the CI&E Section should follow in dealing with Japanese nationals

1. We should continually hold before Japanese nationals

a. the great opportunities offered by this difficult time of transition for building a freer and better Japan;

b. the inestimable value of political and civil liberties, of political and social democracy; and

c. the need for the defense of these things against any internal enemies.

2. We should impress upon them the fact that the Occupation Forces are interested in eliminating only those elements that endanger the peace of the world and that tend to oppress or deny the above mentioned liberties and justice to the common people of Japan.

3. We should impress upon them the fact that we are not interested in dictating or in any way influencing their decisions with respect to religion, morals, manners, customs

or dress except as would be modified by the above.

4. We should emphasize the positive side of our work. Japanese nationals must be kept conscious of those positive objectives of their own governmental units which are in harmony with those of the Occupation. They, as well as we, will be ever watchful for elements which would hinder, prevent, or defeat those objectives, but they must not think of us in negative terms, fearing us as spies, detectives, or policemen. On the other hand we must not assume that we alone defend these objectives. A majority of Japanese nationals will defend them to the extent of their understanding.

5. We should leave the execution, the planning, even the initiation of all projects in the hands of Japanese leaders who have not been proved enemies of those objectives. We can assume that the major task of screening has been done. This will not prevent us from aiding all Japanese who agree with present governmental and educational trends to be ever vigilant in the defense of their newly acquired liberties.

6. We should stimulate and encourage, advise and assist, but never take the responsibility and initiative out of the hands of acceptable Japanese nationals. We should never allow them to assume that we are responsible for solving their problems. The benefits are to be theirs. They not only can and must, but we should assume that they want to bear full responsibility for attaining these things. They will learn much by experience with assistance.

7. We should observe and evaluate things as they are. Our observation must be made with an unbiased and open mind. Our judgments must not be based upon personal whims but upon, or at least in harmony with, the standards apparent in the directives, instructions and suggestions of the High Command and the C.O.

8. We should commend wherever our observations and evaluations warrant.

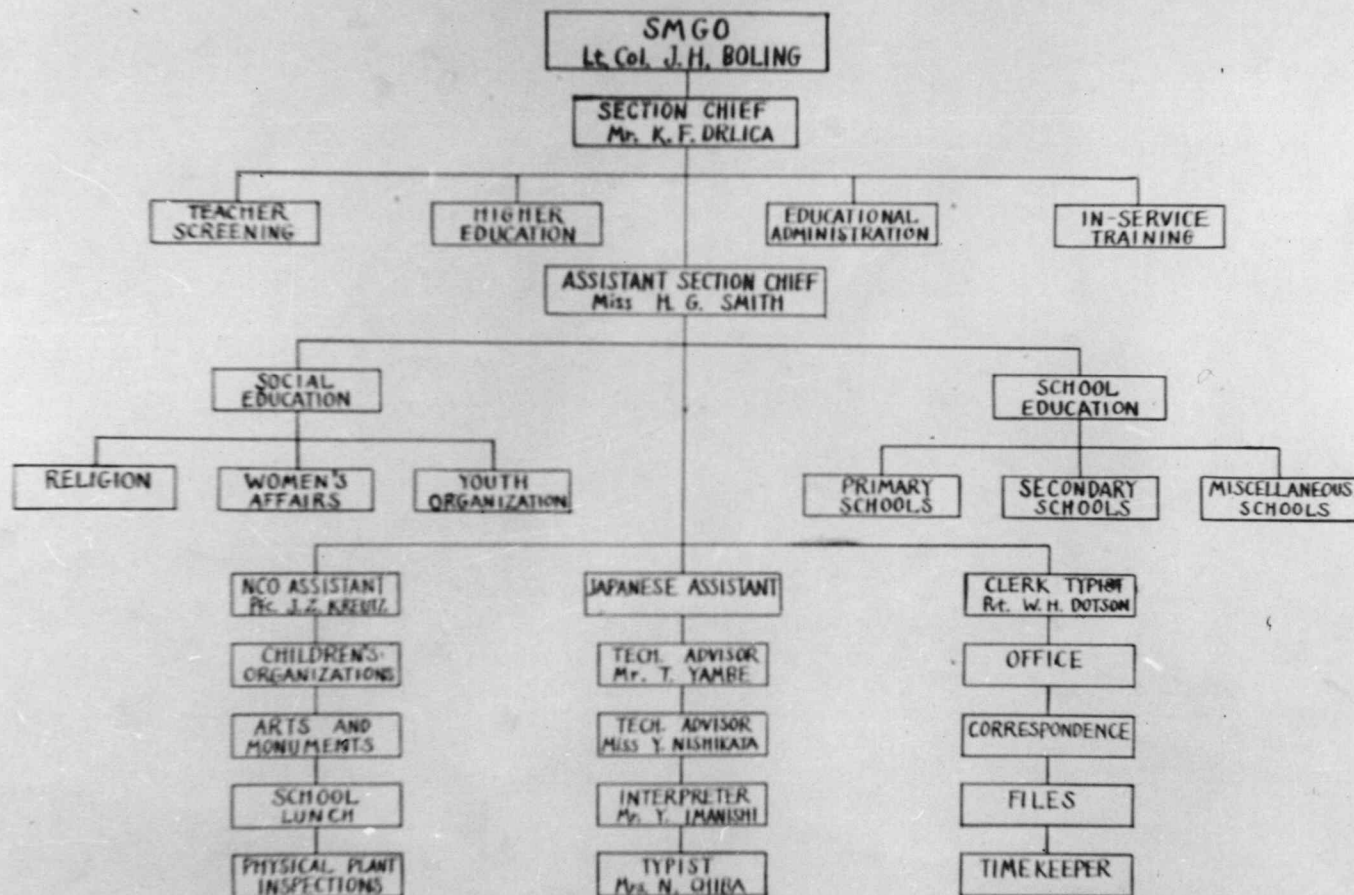
9. Advice and suggestions rather than orders, should be given. And the Japanese nationals involved should be given full opportunity to rectify any deficiency with as little a "loss of face" as possible. If force must be used in our opinion, we should recommend it and the appropriate section or official be assigned that duty by the Commanding Officer.

10. Assistance can often, if not usually, be given best through the raising of questions. Questions causing reconsideration of a problem, and placing the responsibility upon the Japanese nationals involved to find an adequate solution is highly desirable. Advice and suggestions should not impose limitations. They should, when given at all, be in the nature of enumerating as many possibilities as would fall within allowable and desirable limits from which Japanese nationals could safely choose. Usually, we should not assume we see all the factors involved, and should be cautious about giving specific directions.
(4, pp.7-8)

The specific programs have not been included because of their length, but as new personnel varying in training and experience came into the section, each prepared a program for his phase of the work as part of his orientation. Each was assigned areas of responsibility according to his abilities as shown on Chart 5.

Although certain guides for the prefectural teams were shown through the various report requirements and directives, the Provisional Manual for Military Government Teams published by Eighth Army in 1948 was the first concrete and detailed description of the work expected. This manual served as a basis for prefectural and regional team operation, but has not been shown in this paper as it is a

CIVIL EDUCATION SECTION



classified document.

History of The Civil Education Section,
Miyagi Military Government Team



Headquarters
Miyagi Military Government Team
Sendai, Japan

Early history of the section is meager and that which is being presented was obtained from existing files and from interviews with men having served longest with the team. According to an interview with Second Lieutenant Jack Silbaugh the team was originally formed at Monterey, California, on October 2, 1945, as the 85th Military Government Company. The Company was composed of sixty enlisted men and thirteen officers in the following administrative sections: education and religion, health and welfare, commerce and industry, public safety, labor and

resources.

Afer two weeks of military government schooling in California the team embarked for Japan on October 31, 1945. Headquarters was established at Morioka, Iwate Prefecture, November 20, 1945, 124 miles north of Sendai. While in Morioka, the 85th Military Government Company coordinated occupational duties with the 511th Parachute Infantry Company.

Among the first major problems, according to Lt. Silbaugh, were the disarming of the Japanese, confiscation of militaristic books and pictures, and removal of militaristic plaques from statues and monuments. He added as a sidelight that one of the functions of military government was to protect the Japanese from the soldiers and the souvenir collectors.

Since the physical characteristics of Japan are such that make it subject to earthquakes and fire, each house of any size usually has a fireproof vault or warehouse within its compound. It was necessary to search these for treasures and art objects as well as weapons that might be stored in them.

From a Unit Occupational History Report the following information is quoted:

On 1 January 1946, the 85th Military Government Company was stationed at Morioka, Iwate Prefecture, working in concert with the 511th Parachute Infantry on occupational duties.

Notification was received by the company on this date that they would also execute Military Government functions in Miyagi Prefecture. An advance echelon was sent to Sendai to carry out these instructions, the echelon consisting of three officers and six enlisted men. The two-prefecture responsibility was short-lived, however, as on 13 January a radio order of Commanding General, IX Corps transferred responsibility for Miyagi to the Commanding Officer of 105th Military Government Group. The echelon of the 85th at Sendai remained to assist the 105th Group.

This status was maintained until 1 March. On that date the 85th was directed to assume responsibilities for both Miyagi and Iwate Prefectures. A new Commanding Officer was assigned to the Company, Lt. Col. Thomas M. Sessions, F. A., to replace Lt. Col. John B. Shepherd. Col. Shepherd returned to the United States for separation from the service.

To concentrate effort on the new task the Company moved to Sendai from Morioka on 18 March, moving into a former insurance building which is being rehabilitated for permanent occupancy.

During the period spent in Iwate standard procedures were developed with Japanese officials which still obtain. These covered procurement of materials and labor and reportorial requirements.

Major Louis D. Gritman of the 85th remained in Morioka with a small permanent staff when the Company moved to Sendai. His task of coordinating Iwate responsibilities for the Company was made possible of accomplishment only through the early establishment of these standard procedures (36, p.1)

During the ensuing months the deployment of both officers and enlisted men considerably hampered the operational work of the Company. The Company lost about 50 per cent of its personnel in April, 1946, and in May lost a group of four officers without replacement. In June the

85th Military Government Company was inactivated and the Miyagi Military Government Team activated, but there was little change in operational procedure as no instructions other than the change of title had been received. The Miyagi Military Government Team continued as the headquarters for both Miyagi and Iwate Prefectures until August. August also marked the first assignment of civilians to alleviate the personnel shortages. By September the enlisted personnel had dropped to nine, and in October had shown only a slight increase. More civilians were assigned during this month and the officer strength reached the maximum authorized.

Rapid personnel turnover has made continuity of programs difficult. Mr. Henry Imaoka, CAF-5, was assigned to the Civil Information and Education Section September 3, 1946. Mr. J. Grady Horne, CAF-7, became the chief of section on September 18, 1946, and the section remained unchanged except for the occasional assignment of enlisted men as assistants until the spring of 1947. Mr. Horne and Mr. Imaoka roughly divided their duties between school education and social education respectively.

During the spring of 1947 anticipated budgetary restrictions marked a general exodus of personnel from the Army Education Program and military government throughout Japan absorbed these teachers as Civil Education personnel.

Dr. Edward W. Harrington, CAF-11, was assigned as chief of the Civil Information and Education Section April 23, 1947, followed on the 24th by the author's assignment as assistant chief of section. On May 8, 1947, Miss Mary Lou Gehring, CAF-7, was assigned as an educational specialist primarily concerned with women's affairs. The assignment of Miss Gehring brought the Section up to full strength for the first time.

The section personnel remained static, with the exception of enlisted personnel changes until October 20, 1947, when the author returned to the United States on leave. Miss Joy Corkan, CAF-4, was employed as a replacement for Miss Gehring who returned to the United States on November 1, 1947. This was followed by Mr. Horne's return on November 18, 1947, and Dr. Harrington on December 1, 1947. Major James R. Burkhart became acting chief of section followed by the assignment of Mr. D. U. K. Walterhouse, CAF-9, December 19, 1947. Miss Helen Smith was assigned on temporary duty to the Section on January 4, 1948, in an attempt to fill some of the vacancies. On May 30, 1948, Miss Smith was assigned in a permanent duty status as assistant education officer. Thus when the author returned to Japan on January 1, 1948, an entire new staff of American personnel had been transferred to the Section. During January the author was made chief of the Civil Information and Education Section.

In January, 1948, the Miyagi Military Government Team was changed from a major military government team to an intermediate team resulting in a decrease in authorization of strength to 13 officers and 29 enlisted men. At the same time it authorized personnel for an Information Section, and in March, 1948, the Civil Information and Education Section was divided into two sections thereby establishing the Civil Education Section and the Civil Information Section. At this time Mr. Walterhouse became the Civil Information Officer and chief of that section.

Miss Corkan, whose primary work had been school lunch programs and women's affairs, returned to the United States with her parents September 4, 1948. Miss Smith and the author continued in their respective positions until deactivation of the Miyagi Civil Affairs Team on November 30, 1949. From time to time various enlisted men were assigned to the Section, but assumed comparatively minor roles. Their main duties were to conduct routine inspections and to provide transportation and clerical services. Their youthfulness, inexperience and meager educational background made it impractical for them to share greater responsibility.

In June, 1949, military government teams were renamed "civil affairs teams." Hence, references in this paper to Miyagi Military Government Team (MMGT) are concerning events

before June, 1949, and to Miyagi Civil Affairs Team (MCAT)
as those occurring after that date.

CHAPTER IV

THE MIYAGI TEACHERS' UNION

Development of the Teachers' Union

In February, 1946, representatives of twenty-five schools in Miyagi Prefecture met to organize a teachers' union. A translation from an article entitled, "The Teachers' Union in Miyagi Prefecture" in the Kahoku Shimbun (8, p.2) states that the general plan formulated was to protect and improve the teachers' standard of living; to work as a motive power of a new Japan uniting together; and to settle the independence of education and eliminate feudalism. The article further stated that the practical objectives to be obtained were:

1. to make the teachers' positions more secure
2. to increase the monthly income immediately more than five times the present amount
3. to establish and operate the Mutual Aid Society completely
4. to abolish discriminative treatment between men and women teachers, and to establish a mighty safeguard of living
5. to reform the education system fundamentally
6. to accelerate the movement to form a single union of all teachers in Japan
7. to attain equal opportunity of education
8. to elect principals of schools and administrators of teachers by popular vote
9. to reduce the fixed number of classrooms and to increase the number of teachers
10. to revive the school lunch in the school

Before and during the recent war, teachers of all school levels belonged to the Greater Japan Education

Association, a national organization directed by an appointee of the Ministry of Education. Inasmuch as this association had been used as a propaganda agent during the war, it met with much disapproval among the teachers in many prefectures. About the Japan Education Association SCAP said:

On 4 October 1945, SCAP issued a directive which called upon the Japanese Government to take measures to insure the basic freedoms to its citizens, among them the right to form organizations of their own choosing. In the field of education, there was an immediate result of this directive in the way of a number of movements to form alternate voluntary organizations. Some groups took advantage of the new-found right to establish trade unions while other groups moved more in the direction of professional associations. Much rivalry resulted. The Greater Japan Education Association found itself at some disadvantage because it was identified in the minds of many educators as a wartime organization. In spite of changes in leadership and policy, it continued to carry this stigma. It was not trusted, and the fact that the new officers were appointed by the Ministry of Education contributed to this distrust. (41, v.1, pp.175-176)

After the war it became the Japan Education Association and in Miyagi Prefecture its branch, the Miyagi Education Association, attempted to function on a more liberal basis. However, many teachers felt that there was not room for two teachers' organizations. The Miyagi Teachers' Union gained strength rapidly and on July 30, 1946, the Miyagi Education Association merged into the Miyagi Teachers' Union. But as long as the Japan Education Association existed on a

national basis, a nominal president was maintained in the prefecture. Since there had been continual strife on the national level between the Japan Teachers' Union and the Japan Education Association, the board of trustees of the Japan Education Association, composed largely of Union members, voted to dissolve itself in the summer of 1948. Thus ended an organization which had been active in educational circles since its beginning in 1883. (1, p.2)

The Miyagi Teachers' Union associated itself with the All Japan Conference of Teachers' Unions, one of the several national organizations struggling for supremacy in the teachers' union field. From the national level there was constant organization and reorganization until only two organizations remained as top contenders, the All Japan Conference of Teachers' Unions (Zen Nippon Kyoin Kumiai Kyogikai) and the National Federation of Teachers' Unions (Kyoin Kumiai Zenkoku Remmei). SCAP made this comment:

The fundamental difference between the two unions was that the All Japan Conference of Teachers' Unions was alleged to be the more radical of the two. . . . Both unions, however, were striving for the same fundamental objectives -- relief of the unsatisfactory conditions under which they were working

On 8 June 1947, after several months of negotiations, the various teachers' unions merged into one strong national organization, the Japan Education Personnel Union. (Nippon Kyoshokuin Kumiai). Election of officers in the merged organization indicated a trend toward more conservative leadership. The new organization recognized the strike as a

weapon for labor unions but took the position that its use should be avoided if possible. Thus in the short time of a year and a half the various factions of the teachers' union movement were brought together under one organization . . . (41, v.1, pp.177, 181)

The passage of the Labor Union Law by the Diet coupled with the strength gained during the year enabled the Miyagi Teachers' Union to obtain from the prefectural governor an agreement recognizing the Union's right to bargain collectively, granting permission to establish a collective bargaining council, allowing teachers to work full-time on Union business while receiving their teaching salary. The full text of the contract is shown in Appendix E.

Article 4 proved to be one of the significant articles as it allowed thirty teachers to be paid from prefectural funds to work full-time on union work, but because of various pressures this number was reduced to fifteen in 1948. Although this practice theoretically discontinued when the National Public Service Law passed in September, 1948, eleven teachers of the fourteen-man executive committee were still on the prefectural payroll in 1949. This permitted the Union to make tremendous gains at public expense.

In accordance with Article 3 of the Labor Contract the Miyagi Prefecture Education Administrative Council was formed July 31, 1947, as shown in Appendix F. It was composed of eight members from the Prefectural Education

Department and eight members from the Union to mediate between the Union and the Prefectural Government. On August 18, 1947, the first of several meetings of the Miyagi-ken Education Administrative Council was held.

The Union gained some points but was not satisfied, and an extraordinary general mass meeting was called on December 10, 1947. As a result of this meeting the Union presented a "demand" on twenty-four items concerning revision of standards of pay for teachers, rehabilitation of education, and revision of laws. Demands were made for increases in salary, winter allowance, marriage allowance, reimbursement for business trips, overtime pay, residence allowance, study allowance, retiring allowance, for elimination of discrimination between men and women teachers, for elimination of workers' taxes, for distribution of rationed goods at legitimate prices, and for extra rice ration for teachers on night duty.

To assist in the rehabilitation of education the Union demanded that the abolition of the two-shift system, complete establishment of the 3-3 part of the 6-3-3 system of education, reduction in class size, enlargement of the school lunch program, and increase in the subsidies and facilities for schools.

To these demands the governor replied as best he could, but most of his replies were based on his being able

to negotiate with the Central Government for additional subsidies. Since the governor's answers were felt to be rather vague and dependent on so many other conditions, the Union presented a second demand on December 27, 1947. After an answer to this demand and a third demand by the Union, the negotiations reached an impasse. To prevent a strike the problem was submitted for arbitration to the Prefectural Labor Relations Board where an agreement was finally reached in March, 1948.

In the latter part of March, 1947, the Union became a formal organization by ratifying its constitution at its first yearly general meeting. This constitution, shown in Appendix G, was more concrete than the constitutions of most Japanese organizations being formed at this time. By continued efforts on organization, by support of laws and by financial assistance rendered from the prefectural government in the payment of the full-time employees on the same salary as when teaching, the Union soon became strong. By August, 1947, the Union completed its own building at a cost of approximately 900,000 yen. Although the structure was built on borrowed money the Union claimed to be out of debt by the middle of 1948.

By August of 1948 the Union had some of the following aspects:

2. Organization of the Miyagi Prefecture Teachers' Union is based upon the Constitution

of the Miyagi Prefecture Teachers' Union (Incl. 1) as of 1 April 1948. Graphic organization is shown in Incl. 2. [See page 70]

- a. Nationally, the Miyagi Teachers' Union is affiliated with the Japan Teachers' Union. Locally, the Miyagi Teachers' Union is affiliated with the Miyagi Prefecture Union Federation.
- b. Branches of the Union are located in three cities, two districts, and twelve towns totalling seventeen branches in all. Sub-branches are established in each school in each branch.
- c. National higher educational institutions are directly connected with the Japan Teachers' Union and only indirectly connected with the Miyagi Teachers' Union which serves as a liaison agent.
- d. The Miyagi-ken Administrative Conference is composed of eight members of the Miyagi Prefecture Government Education Section and eight members of the Miyagi Teachers' Union for the purpose of mediation between the two groups. (Incl. 3)
- e. Membership of the Miyagi Teachers' Union is composed primarily of teachers and principals of the public primary, lower secondary and upper secondary schools. As of 11 May 1948, total membership in the Union was 10,326 of which 6167 were male and 4159 were female.
- f. Dues for membership amount to ¥40 per month of which ¥8 goes to Japan Teachers' Union, ¥3 1/2 goes to the All Japan Government Employees Union, and ¥28 1/2 to the Miyagi Prefecture Teachers' Union. Each local branch collects from ¥10 to ¥15. The Miyagi Teachers' Union also pays ¥1000 yearly to the Tohoku Region Teachers' Union Treasury.
- g. The Central Executive Committee of the Japan Teachers' Union has one committee-

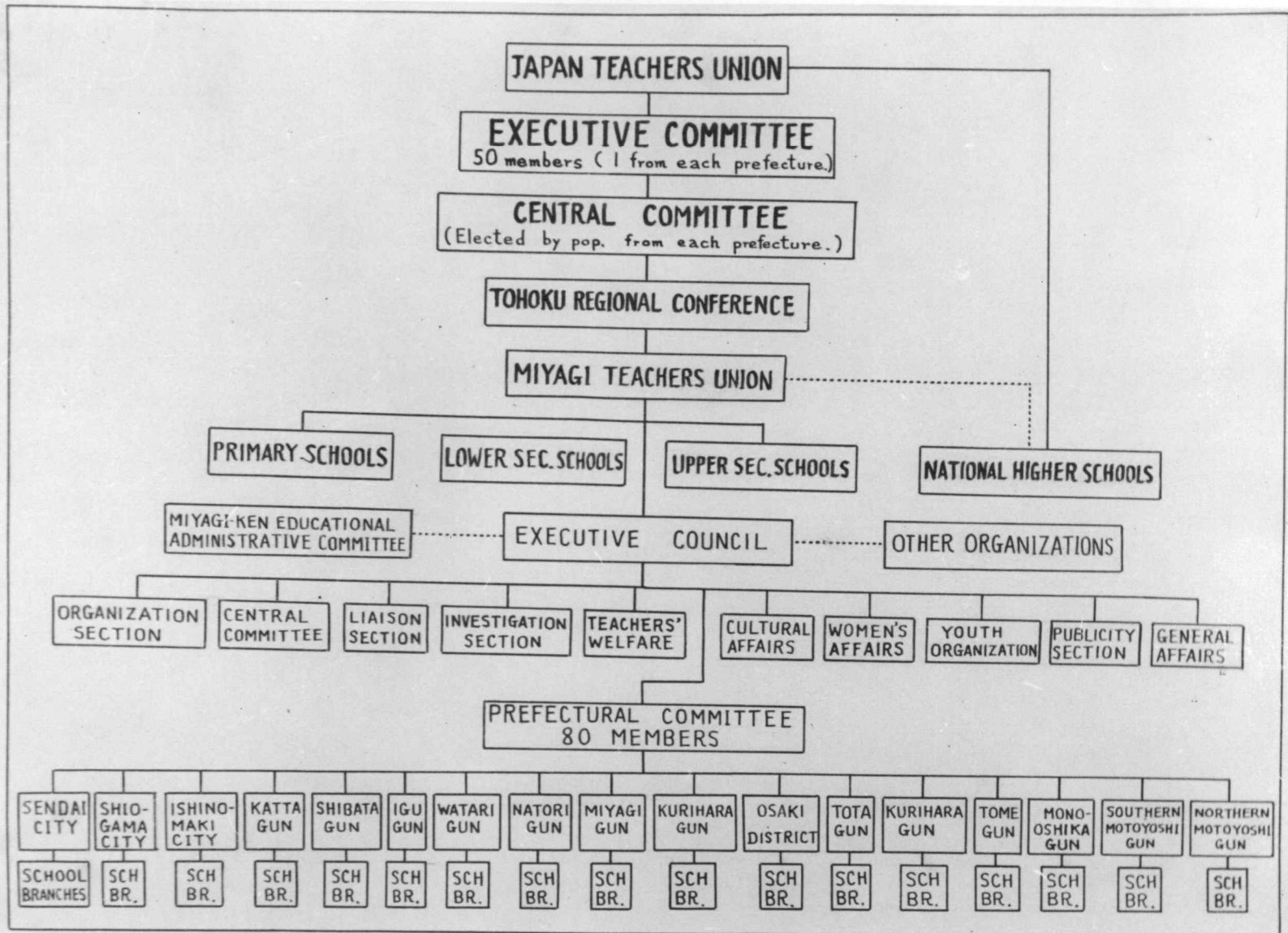


Chart 6

man on it from Miyagi Prefecture Teachers' Union nominated from the local branches, elected by secret ballot by the Prefectural Committee and ratified by the Prefectural Convention (General meeting).

- h. The Central Committee of the Japan Teachers' Union represent Miyagi Teachers' Union based on three committeemen from the first 5000 members plus one additional representative for each additional 3000 members or major fraction thereof. Candidates are nominated from the local branches, elected by the Prefectural Committee and ratified by the Prefectural Convention. The University Committee elects one member to the Central Committee which is ratified by the University Convention.
- i. The Tohoku Regional Conference has six representatives from each prefecture elected by the Prefectural Committee and ratified by the Prefectural Convention.
- j. The Executive Council of the Miyagi Teachers' Union is composed of seventeen members. The chairman and the two vice-chairmen are elected by the Prefectural Convention, and one must come from each school level; i. e., primary school, lower secondary school, and upper secondary school levels. Other members of the Executive Council are elected by secret ballot at the Prefectural Committee meetings
- 1. Members of the Prefectural Committee are composed of two representatives from the first 300 members each of the seventeen local branches plus one additional member for each additional 300 members or fraction thereof. The chief and the secretary of each branch automatically become members of the Prefectural Committee. (21, pp.1-3)

The Teachers' Union's Participation
in Educational Reforms

Teacher Screening. To promulgate the construction of a democratic society one of the first major operations of the Occupation was to eliminate from the teaching profession all personnel having militaristic and ultranationalistic records. The Potsdam Declaration gave the basic authority for removing those persons who might impede or make impossible constructive reforms by stating that:

6. There must be eliminated for all time the authority and influence of those who have deceived and misled the people of Japan into embarking on world conquest, for we insist that a new order of peace, security and justice will be impossible until irresponsible militarism is driven from the world. (43, pp.6-7)

To implement the policy adopted by the Far Eastern Commission, the U. S. Department of State issued a directive which stated in part that

1. . . . The revision of the Japanese educational systems should, in a large measure, be undertaken by the Japanese themselves and steps should be taken to carry out such revision in accordance with the principles and objectives set forth in this paper.
2. Those teachers and other educational officials whose record shows them to have been pronounced exponents of ultranationalistic, militaristic, or totalitarian ideas, should be forbidden to teach or engage in other employment connected with education. (43, p.9)

Consequently, SCAP issued a directive (SCAPIN 212,

Appendix B) to the Japanese Government on October 30, 1945, to eliminate from the educational system of Japan all personnel who were known to possess militaristic and ultra-nationalistic influences which had contributed in the past to the defeat, war guilt, suffering, and privation of the Japanese people. In turn, the Vice-minister of Education issued an instruction which

1. Directs school heads (in connection with instruction concerning removal of career soldiers from teaching posts) to dismiss immediately all who are known to be militaristic, ultra-nationalistic, or antagonistic to the objectives and policies of the occupation and to report such action to the Ministry of Education. (42, p.8)

The Ministry of Education attempted to accomplish the mission of screening some 500,000 teachers by organizing five general types of committees. The Central Inquiry Committee of twenty-one members was to handle appeals for reinvestigation of persons who felt they had been unjustly purged by other inquiry committees. The Educational Officials' Inquiry Committee was organized on a national level for the purpose of investigating heads of universities, higher schools and colleges. The School Bloc Inquiry Committee was composed of fifteen members to investigate teachers of higher schools and colleges. The University Inquiry Committee was composed of individual committees from each faculty in the Tohoku University to investigate the members of its faculty. The Prefectural Inquiry

Committee for Teacher Acceptability, consisting of thirteen members, was organized by the local governor. Seven of these members were selected from a list of fourteen names submitted by the Miyagi Teachers' Union and six were selected by the governor from organizations deemed suitable by him. The function of this committee was to investigate elementary and secondary school teachers and school inspectors.

By May 1, 1947, 11,531 teachers and education officials had been screened by the Prefectural Inquiry Committee. Of this number only 46 had been purged. Indications were that the screening on the prefectural level was being handled on a mass production basis resulting in carelessness and discrimination. In a letter to SCAP from Miyagi Military Government Team in April, 1947, the following statement was made:

3. It is clear that this Screening Board makes no effort to hear witnesses, to hear accused teachers, nor does it keep any accounts of its proceedings. Such a procedure is clearly in direct opposition to the democratic principles and policies which have been enunciated by the Occupation Forces. Formation of the Screening Board in question was influenced materially by the Teachers' Union and it is considered, from the evidence of the investigation, that those individuals who are luke warm or at variance with the desires of the Teachers' Union are found to be in jeopardy with the Screening Board. (26, p.1)

The following recommendations were made by this headquarters in the same letter:

a. That prompt action be taken to direct the dissolution of the Screening Board for Primary and Secondary School teachers in the prefecture.

b. That directives be issued for the rescreening of all teachers in this prefecture screened by this committee.

c. That a specific procedure be prescribed for screening committees to follow which will obviate occurrences or circumstances such as related. (26, p.1)

Indications from other prefectures were that the Prefecture Inquiry Committees were taking their job lightly. There was much dissatisfaction concerning the committee, and teachers who were purged felt that they had been discriminated against for personal reasons rather than for basic reasons set forth in the "purge directive." Although the impression obtained by military government and higher headquarters was that the screening was being "whitewashed," both SCAP and the Ministry of Education had neglected to take into account the number of persons who voluntarily resigned before the purge directive was issued. A report was submitted to the Ministry of Education during the spring of 1947 from the Miyagi Prefectural Government stating the number of persons who had voluntarily resigned from educational positions between August 15, 1945, and March 31, 1947. However, a copy of this document could not be found in the prefectural files, though figures from the notebook of Mr. Masao Koyama, Vice-superintendent of

Education indicated that 3,247 persons resigned from educational positions and 30 persons transferred to other prefectures between the above dates. Mr. Koyama estimated that about one-third of the above number would have come under the purge directive. It now appears that more persons resigned through fear than would have actually been purged. On April 8, 1947, the Ministry of Education issued a notification to reorganize the screening committees with five members instead of thirteen whose purpose would be to

. . . screen principally new candidates on and after 1 May, but those whose judgment is pending, who have not been screened as yet, or who should be put to screening again, should be given priority . . . (16, p.1)

Furthermore, it directed that there were to be no unnecessary postponements of cases. Screening and rescreening was accomplished by September 24, 1948, as shown in Table VII. Persons screened after that date were graduates from schools who were too young to have had much military experience and persons repatriated from territories held by Japan.

Teacher Retraining. The reeducation and retraining of Japanese educational personnel has been one of the major tasks of Military Government in carrying out the policies set forth by the Potsdam Proclamation:

6. There must be eliminated for all time the authority and influence of those who have deceived and misled the people of Japan into embarking on world conquest, for we insist

Table VII
Progress of Screening
1 July 1946 to 1 October 1948

Date	Passed	Purged	Reexamined	Reserved	Questionnaire returned for more inform.	Total examined
1 July 46	0	0	0	0	0	0
1 Aug 46	465	1	0	14	0	480
1 Sept 46	2,407	1	0	26	13	2,447
1 Oct 46	3,283	0	0	7	15	3,305
1 Nov 46	2,778	0	0	20	6	2,804
1 Dec 46	182	5	0	13	3	203
1 Jan 47	145	15	0	0	1	161
1 Feb 47	525	9	0	5	7	546
1 Mar 47	495	2	0	3	3	503
1 Apr 47	540	12	0	6	0	558
1 May 47	711	0	0	13	0	724
1 June 47	0	0	0	0	0	0
1 July 47	399	6	0	19	0	424
1 Aug 47	131	1	0	15	0	147
1 Sept 47	183	0	5	6	0	194
1 Oct 47	56	0	1	7	0	64
1 Nov 47	206	3	1	20	0	230
1 Dec 47	141	3	5	21	0	170
1 Jan 48	127	0	5	12	0	144
1 Feb 48	170	2	0	2	0	174
1 Mar 48	446	1	0	6	0	453
1 Apr 48	1,135	5	0	12	0	1,152
1 May 48	483	2	0	8	0	493
1 June 48	365	9	0	13	0	387
1 July 48	293	2	0	26	0	321
1 Aug 48	279	4	0	23	0	306
1 Sept 48	208	1	0	18	0	227
1 Oct 48	324	3	0	22	0	349
Total	16,477	87	17	337	48	16,966

Compiled from monthly reports to Miyagi Military Government Team and from prefectural records.

that a new order of peace, security and justice will be impossible until irresponsible militarism is driven from the world.

10. . . . The Japanese Government shall remove all obstacles to the revival and strengthening of democratic tendencies among the Japanese people. Freedom of speech, of religion, and of thought, as well as respect for the fundamental human rights, shall be established . . . (41, v.2, pp.6-7)

A press release from the White House on September 22, 1945, announcing the post-surrender policy further augmenting the importance of reeducation of teachers is stated in part as follows:

b. Japan will be completely disarmed and demilitarized. The authority of militarists and the influence of militarism will be totally eliminated from her political, economic and social life. Institutions expressive of the spirit of militarism and aggression will be vigorously suppressed.

c. The Japanese people shall be encouraged to develop a desire for individual liberties and respect for fundamental human rights, particularly the freedom of religion, assembly, speech and the press. They shall also be encouraged to form democratic and representative organizations. (43, p.7)

In order to accomplish these objectives, it has been necessary to attempt to overcome the inculcations imparted since 1872, the beginning of the modern era of education in Japan. SCAP said:

The leaders of Japan organized an educational system of remarkably new scope and conception. Insofar as it is possible to generalize, the purposes of this new education were to provide a populace that would be both technically competent in the skills necessary to operate a modern state and indoctrinated with the principles upon which

the unity of that state rested. Whereas modern Western education has attempted to provide the individual with the techniques and ideas through the use of which he might be better able to exploit his own capacities, education in Japan from 1872 to 1945 was essentially an instrument for the control of the populace by the state. To this end, Japanese education was often strikingly effective. (41, v.1, pp.25-26)

Toward the end of the nineteenth century, the State felt that it was necessary to strengthen its indoctrination regarding the sacredness of the State. Regarding this indoctrination SCAP stated:

The latter part of the nineteenth century was a time of iconoclasm. Western civilization was being absorbed in nearly every phase of Japanese life. Old ideals and customs were being cast aside and new business, social, and political activities were threatening to result in the moral disintegration of the united state envisaged by the leaders of the Restoration. Efforts were made to give renewed life to the teaching of ethics and the Emperor himself was moved to use the force of his unique position to this end. On 30 October 1890, the Emperor Meiji issued the Imperial Rescript on Education which remained the accepted statement of the principles underlying the educational system of Japan until the end of the recent War. (See Appendix D, 1, for complete text of this Rescript) [Appendix H] The Rescript paraphrases the acceptable and highly moralistic Confucian virtues, but also contains the principles from which much of the militaristic and ultranationalistic emphasis in education was later developed. Coming from the Emperor, the Rescript had not only the force of law but also that of a divine injunction. It amounted to a formulation of an educational philosophy subservient to the aims of the state. (41, v.1, pp.27-28)

The United States Education Mission to Japan, under the chairmanship of Dr. George D. Stoddard, spent the month of March, 1946, preparing a report for the guidance of educational reform in Japan. In regard to retraining of teachers a portion of the report is quoted as follows:

In order that the newer aims of education may be achieved, teaching methods emphasizing memorization, conformity, and a vertical system of duties and loyalties should be modified to encourage independent thinking, the development of personality, and the rights and responsibilities of democratic citizenship. The teachings of morals, for example, should be less by precept than by instruction deriving from experience in concrete situations in school and community.

A program for the reeducation of teachers should be set up to further the adoption of democratic methods in the transitional period. Suggestions are made for a program which will gradually merge into one of in-service education.

Normal schools should be modified so as to provide the kinds of teachers needed. They should admit students only after completion of a course in the upper secondary school equivalent in standards to that of the present middle school, thus eliminating the normal preparatory courses. The reorganized normal schools, all more nearly at the level of the higher normal schools, should become four-year institutions; they would continue general education and provide adequate professional training for teachers in elementary and secondary schools.

Other institutions for preparing teachers for certification, whether private or tax-supported, should satisfy teacher-training standards equivalent to those of the reorganized normal schools.

School administrators and supervisors should have a professional education equivalent to that for teachers and should have, in addition, such

special preparations as will fit them for their assigned duties.

Universities and other higher institutions should develop facilities for advanced study on the part of teachers and administrators; they should promote research and exert educational leadership. (37, pp.66-67)

During October, 1945, the abolishment of the old type physical education courses was ordered by SCAP, and it was necessary for teachers to study new methods of teaching competitive and group sports as a substitute for calisthenics, military drill, and military sports. SCAP described the situation as follows:

In order to promote the above policy, the Ministry issued an order on 6 November 1945 (Appendix F, 6) which eliminated about two-thirds of the existing physical education program. The average physical education teacher, or elementary school teacher who taught physical education found himself in a somewhat anomalous situation. His playground had been largely converted into kitchen gardens. Most athletic equipment had been burned or worn out. He was forbidden to practice that which he had been trained to teach and he was untrained in those activities which he was instructed to teach. Thus there was urgent need of a new course of study, of enlarged play space, of equipment, and of training along new lines. (41, v.1, pp.323-324)

On December 31, 1945, SCAP ordered the suspension of all courses in morals, history, and geography and the collection of all textbooks used in these courses. The Ministry of Education directed that the class periods ordinarily spent for the above projects be used for supplementary lectures on other subjects, for physical

education or for increasing agricultural production. On June 29, 1946, SCAP gave permission to reopen revised courses in geography and in October allowed the reopening of courses in Japanese history.

During 1945-46 teachers were forced to supplement textbook deletions with their own knowledge. As the teachers had been accustomed to teaching as they had been told to teach, many found it difficult to use their own initiative:

In the conventional public school, methods of teaching were highly standardized. Teachers were allowed comparatively little freedom in the selection of subject matter or in determining its organization. They were given outlines of the subject matter to be covered during specified periods of time. Periodic reports of compliance were also required from the teacher

Since few schools had libraries or supplementary materials of any consequence, instruction was limited to subject matter contained in the national textbooks. Teachers' manuals, prepared for each textbook, contained appropriate supplementary subject matter for teachers. These manuals also contained detailed instructions for teaching the subject and teachers were pathetically dependent upon them.
(41, v.1, pp.65-66)

Military government did very little prior to the spring of 1947 to help reeducate the teachers as the local teams were understaffed, contained untrained personnel and because their work was chiefly negative in nature. On February 23, 1946, Headquarters, Eighth Army, directed

military government teams to inspect schools. This inspection was mostly negative in nature, but it marked the beginning of constructive assistance to the schools inspected.

On February 26, 1947, Headquarters, Eighth Army, issued Operational Directive 19, "Civil Education Program," designed to be the basis for future operations of lower echelons working with Japanese education. This communication directed lower echelons to implement SCAP Memorandum No. 178, "Administration of the Educational System of Japan" by giving encouragement and assistance to the establishment of in-service training programs in individual schools, to regular conferences with teachers, to workshops for special study groups, to use of new techniques, to administration, to establishment of demonstration and experimental schools, and to professional development. Both Operational Directive 19 and Scapin 178 have been included in the appendices as Appendix C and Appendix I respectively to familiarize the reader with these two types of communication.

In the latter part of April, 1947, the first regional conference on curriculum study was sponsored in Sendai City. by the Ministry of Education and CI&E, SCAP. To train leaders of the summer reeducation courses to be held in each of the six prefectures during August a second regional conference was held in Iwate Prefecture during July. Two-day follow-up conferences held in sixteen counties of Miyagi

Prefecture in the latter part of July. Attendance at these two-day conferences totalled 6,580 teachers. During the month of August, 4,471 primary school teachers and administrators and 2,572 lower secondary school teachers and administrators attended seven-day reeducation conferences while 1,511 upper secondary school teachers attended four-day courses in special fields.

To give teachers credit for having attended the re-education courses, the Ministry of Education planned to issue temporary qualifying certificates based upon certain prescribed courses. However, the notification concerning these courses was delayed by a negotiation between the Japan Teachers' Union and the Ministry of Education. Since the month of August was the only month available for summer courses under the Japanese school system, it was necessary for the prefectural officials to plan their courses and hope that they would be acceptable for certification. The notification was not issued from the Ministry of Education until August 6, 1947, eleven days before the courses were to begin. The notification was too late to change the courses, but the Prefectural Government later received approval of its reeducation courses.

Just previous to the summer courses of 1947 the teachers' unions in many prefectures demanded that the prefectures pay the teachers' traveling expenses to the

conferences. In Miyagi Prefecture the success of the training courses appeared to be greater than in many other prefectures as the Miyagi Teachers' Union and the Prefectural Government reached an agreement for reimbursement of travel expenses.

From the observations made by Military Government through 1947 it appeared that the teachers were dissatisfied with the reeducation courses. The lectures were given by college and university professors and felt to be too theoretical and impractical. The lecturers themselves did not have confidence and felt inadequately prepared. Teachers felt that they could not afford to attend the courses without a subsidy from the Prefectural Government, and the lecturers felt that the subsidies for their work were insufficient. Moreover, the Prefectural Government was nearly a year late in paying these subsidies. Hence the expenses incurred were not paid back at their actual value, but at a later greatly deflated value of the yen. Further dissatisfaction was caused by the delay of the Ministry of Education in notifying the Prefecture Education Section as to the requirements for temporary certification.

Because of the feudalistic class distinctions in Japan, it was difficult for the Japanese to discuss their common problems. The Education Officer felt that the criticisms of the in-service training programs were justified, but were caused by a lack of coordination among the groups concerned.

In an effort to find a common problem to bring some of these groups together Military Government sponsored a meeting in March, 1948, of Miyagi Normal College professors, Prefectural Education officials, and Teachers' Union representatives to discuss the problem of training teachers to counsel student government organizations. Both Military Government and the Japanese felt that the student government problem was becoming serious at this time as the students were mistaking "freedom" for "license," and the teachers were reluctant to advise the students for fear of being "undemocratic." During the six months that followed the Teachers' Union was principally responsible for the success of the student government in-service training program.⁴

From this initial meeting in March grew a series of monthly liaison meetings to improve the entire teacher retraining program. By June, 1948, representatives from the Tohoku University and other private colleges joined this Miyagi In-service Training Council.

A translation of a report from the Teachers' Union

⁴At the first prefectural-wide student government in-service conference for representative teachers the Union sponsored a lecturer from Tokyo who gave a two-hour lecture on student organizations in Russia much to the surprise of the author. Not until an article entitled "Problems Concerning Curriculum" appeared in The Teachers' Union Square, April, 1949, a year later did the author realize the reason for the enthusiastic support given to the student government in-service program given by the Union. The significant paragraphs of this article are included in Appendix P.



Student Government Meeting

A typical student government meeting at the Furakawa Boys' Upper Secondary School in 1948. Considerable assistance and guidance was given this school in developing an intramural sports program sponsored by the student government association as a means of retarding communistic infiltration.

submitted to Military Government on June 6, 1949, indicated that the Union felt that the In-service Training Council had stimulated many types of research on modern educational methods, that it had brought closer cooperation and understanding among the prefectural officials, the Normal School teachers, the Tohoku University professors, the private college professors and the classroom teachers. The prefectural officials and the colleges also felt that the project was worthwhile.

Military Government felt that this In-service Training Council did more than any other one thing to break down class consciousness and establish good working relationships among the teachers, the prefectural education officials, and the faculties of higher educational institutions. It made the Teachers' Union feel that it was making a professional contribution to the development of a democratic society in Miyagi Prefecture. It also gave the teachers a feeling of personal pride in the successful accomplishment of research projects and an opportunity to put into practice the results of their researches. In the opinion of the Education Officer no other single factor has been so important for the reeducation of Japanese teachers in Miyagi Prefecture.

Parent-Teacher Associations. Because the central and prefectural governments paid for personnel but considered buildings and equipment the responsibility of the local community, almost every school had some type of association

whose chief duty was to provide financial support to the school. Such organizations were known as "fathers' and brothers' associations," "mothers' and sisters' associations," and alumni associations. As the main purpose of these organizations was financial support of the school, parents took very little interest in and were allowed to take very little part in the education of their children.

With the termination of the War and the resultant changing society parents began to take an interest in the education of their children. With this changing society, the children began to rebel against many of the feudalistic ideas of their parents in a manner similar to that expressed by Leighton in his experience with Japanese relocation centers in the United States:

Growing up in American ways meant a corresponding growing away not merely from the customs of their parents, but from the parents themselves. The older people wished their children to conform to the standards they knew and by which they had been raised; just as is common among the immigrants from Europe and among the conservative Southwestern Indians. The children, however, wanted to be modern, to be like their own age-mates, and realized that much of what their parents desired would constitute severe handicaps in getting along with other Americans. Numbers of Nisei became ashamed of their parents bowing manners, of their old clothes, shabby heels and Japanese English. In some cases, this went as far as a strong antipathy toward anything Japanese. They sneered at the Shibai and Kabuki drama, at flower arrangements and tea ceremonies and other such cultural traits dear to the Isseis. Nearly all Niseis felt superior to their parents in their ability to understand modern American life

and thought that they "knew the score" while the old folks did not.

The Isseis on their part, feeling something like the hen who had hatched a duckling, gave the Niseis equally severe criticism. They said that the Niseis were soft, selfish, ignorant and only interested in movies, dances and a good time. They lacked the spiritual qualities, character and stamina of a real Japanese. Often it was stated, "The Niseis don't know anything. The Niseis have no spine." (12, p.74)

With these rapid changes in society many problems arose to which the parents had to adjust themselves. Among these problems was the extra financial burden to be imposed upon the nation and the community to provide more classrooms and teachers for the increased school population in the seventh, eighth and ninth grades. Not only did additional compulsory education mean an added financial burden, but also it meant delaying income to the family from the children's labor. It meant an adjustment in thinking concerning the equality of education for girls. It imposed problems of co-education and sex education. It meant a revolutionary change in the thinking of the parents in regard to their children and also toward the teachers and their control over the children. The parents in the past had been forced to shift the entire responsibility for the children to the teachers, while the teachers had grown to accept this role more and more. They spoke about the children as Watakushi no kodomotachi or "my children." Many teachers felt that they had the full responsibility for the

children and that the parents only duty was to provide them with the needs of the school. Through the war years the educational policy became more and more regimented under the control of the state until there was little room for the parents in either home or school education. SCAP said:

The feudalistic nature of Japanese society was reflected in the relationship of teacher to student. By custom, the teacher was an authority and students unquestionably believed and obeyed him. In return, teachers demonstrated a parental concern for the well being of their students. During the War the militarists capitalized upon this relationship so that schools frequently resembled small military installations. (41, v.1, p.66)

In order to help return the responsibility for the children to the parents, to establish closer cooperation between school and home, to democratize and decentralize the educational system, and to prepare the way for additional compulsory education, military government teams were directed to give encouragement and assistance to parent-teacher associations by Eighth Army.

Many groups played important roles in the development of the new parent-teacher associations. Military government personnel spoke at many meetings and assisted in the organizations of the parent-teacher associations throughout the prefecture. The Prefectural Education Section gave guidance through meetings, publications, and by requesting progress reports from the school principals. The Teachers' Union urged parents to take an interest in providing school

facilities and in raising teachers' salaries. Parents in the local schools took an interest partly to improve education and partly to throw off the yoke of Feudalism.

On April 12, 1947, the Miyagi Prefectural Sendai Second Boys' Upper Secondary School reorganized its supporting association into the first parent-teacher association in Miyagi Prefecture. According to the results reported in a survey made by the Prefectural Education Section in July, 1947, 73 per cent of the primary schools and 72 per cent of the lower secondary schools in the prefecture had reorganized their associations. Reorganization of the parent-teacher associations progressed rapidly, and by the end of May, 1948, 90 per cent of the supporting associations in the prefecture had been reorganized as compared to 80 per cent as a national average.

During January, 1947, a nation-wide strike scheduled for February 1, 1947, by the All-government Employees' Unions began to crystalize. Since teachers were government employees, the Japan Teachers' Union followed the national headquarters' directive. The threatened strike was averted only by an order from General MacArthur a few hours before it was to be called. General MacArthur's message is given in Appendix J as it is one of the few direct orders given during the early part of the Occupation.

The effect of this threatened strike was shocking to most of the conservative people of the nation. The

attitude taken by the teachers very much disturbed the parents and the school supporting associations. They were also concerned with the difficulties to be encountered in making the seventh grade compulsory in March, 1947. With these considerations in mind the Sendai Council of School Supporting Associations (subsequently the Sendai City Parent-Teacher Association Federation) invited representatives from the local associations throughout the prefecture to discuss the situations. At this conference the parents expressed disapproval of the teachers joining the general strike, but recognized that education was facing a crisis. They resolved to assist the educational program as much as possible.

The very limited amount allotted the national education budget for the new seventh grade forced lower secondary schools throughout Japan to use primary school classrooms in double and triple shift systems and even hold classes outdoors when the weather permitted. (Outdoor classes were called "blue sky classrooms.") Because of these circumstances an extraordinary session of the Diet was called, and the Ministry of Education asked for 4,900,000,000 yen as compared to the 800,000,000 yen originally requested. As it was rumored that the Finance Ministry would grant only a small part of the request, the Japan Teachers' Union promoted an intensive campaign petitioning the Diet in support of the Ministry of Education. From this campaign grew an

organization to develop long-range plans for educational rehabilitation.

In Sendai the "Council for the Acceleration of the Complete Accomplishment of the 6-3-3 System" was inaugurated in July, 1947, under the leadership of the Miyagi Teachers' Union. The Council included various trade unions and cultural organizations. Similar councils were formed in Shiogama City, Miyagi-gun and Osaki district and efforts were made to unify all of these groups into a strong central organization. The Prefectural Council drew up a constitution in September and began an intensive educational campaign throughout the prefecture. It sent representatives to Tokyo three times to contact the Premier, the Ministries of Finance and Education, the President of the House of Councilors and the Speaker of the House of Representatives to promote educational improvement.

Although some adjustments were made for the new seventh grade pupils of 1947, 1948 brought additional problems as the eighth grade became compulsory and the shortage of facilities and personnel became more acute. Delegates from the Acceleration Council sent a new petition to the regular session of the Diet, SCAP, the Premier, and the Director of the Economic Stabilization Board on May 3, 1948.

The Miyagi Teachers' Union, the various parent-teacher groups, and school supporting associations were the most important and influential members of this Council as they

were aggressive in promoting the new education. Through numerous meetings of the Council the delegates of each of the district parent-teacher associations met each other frequently, and the desire for a prefectural parent-teacher association federation grew. Encouraged by the Prefectural Education Section and the Sendai City Primary and Lower Secondary School Parent-Teacher Association Federation, a preparatory committee met several times in March, April, and May, 1948. Although Military Government had helped the local associations in organizing, it did not feel that the individual groups were sufficiently democratic to become federated. However, the Miyagi Parent-Teacher Federation was formed and inaugurated on May 15, 1948, before Military Government could discourage it.

Because the tactics and slogans adopted by the Council were radical, many of the more conservative parents objected to it. The conflict between the new Parent-Teacher Association Federation and the Acceleration Council continued until the Parent-Teacher Association Federation proposed that the Acceleration Council be dissolved. After some discussion, the Acceleration Council accepted this proposal provided that the Parent-Teacher Association Federation would agree to continue the work of the Council by supporting the establishment of a new Education Rehabilitation Council sponsored by the Teachers' Union.

Thus the Acceleration Council was dissolved ten months after it had begun and after fomenting the Miyagi Parent-Teacher Association Federation.

The Parent-Teacher Association Federation's office was located in the Teachers' Union Building, and a member of the executive committee of the Teachers' Union was also the secretary of the Parent-Teacher Association Federation. As a result, the new Parent-Teacher Association Federation was strongly supported and influenced by the Miyagi Teachers' Union. This influence was criticized within the Federation and on July 7, 1948, the Parent-Teacher Association Federation office was moved to the South Sixth Street (Higashirokubancho) Primary School.

While upper secondary schools in Sendai had been extremely interested in the parent-teacher association movement and had been the first to reorganize, the upper secondary school associations did not affiliate with the Sendai City Primary and Lower Secondary School Parent-Teacher Association Federation, but chose to observe the activities of the Federation and the Teachers' Union. On June 3, 1948, the upper secondary schools of Sendai formed their own Sendai City Upper Secondary School Parent-Teacher Association Federation.

In February, 1948, the Central Committee of the Japan Teachers' Union decided to promote "Strife for Education Rehabilitation." In general, the objectives of the program

were to:

1. Establish the right to a minimum living wage standard
2. Expand and improve school facilities
3. Democratize educational administration
4. Improve labor conditions
5. Promote a new cultural campaign

In line with the policies adopted by the Japan Teachers' Union, the Miyagi Teachers' Union decided to establish a prefectural Education Rehabilitation Council. Members of the Executive Committee of the Teachers' Union were entrusted by interested cultural and labor groups to draw up the plans for the Rehabilitation Council.

On June 17, 1948, a national conference on the rehabilitation of education was held in Tokyo. Two delegates from the Teachers' Union and one from the Parent-Teacher Association Federation attended from Miyagi. The slogan that evolved from the conference was "educational rehabilitation based on the mass of the people by the people." The basic objectives were:

1. To unify the whole mass of the people
2. Democratize the contents of education and administration
3. Develop the culture of the nation and contribute to world culture
4. Guarantee a living wage for educators

The Miyagi Parent-Teacher Association Federation was very much interested in the movement, but the pinkish color of the Education Rehabilitation Council did not please the Parent-Teacher Association Federation. On July 12, the Parent-Teacher Association Federation Standing Committee decided that it would not take part as organizers of the Council. They did decide to send delegates as observers to the preparatory meetings, but after observing several preparatory meetings and the inaugural meeting, the Parent-Teacher Association Federation decided not to join.

A translation from the Kahoku Shimpo about the inaugural meeting read as follows:

Prefecture Rehabilitation Council
Formed Yesterday

The inaugural meeting of the Miyagi Prefecture Education Rehabilitation Council was held on the 26th, at 10:00 a.m., at the assembly-hall of the Teachers' Union, and there gathered representatives of "district committees for arrangements for the formation of the Council" from the United Labor Union Council, Government Employees, Democratic, Socialists, and Communist Parties, Federation of Labor, Japan Agricultural Labor Union, Miyagi Prefecture Democratic Women's Association, University-College Students' Self-Government Federation, University-College Staff Union, Democratic Scientists' Association, Democratic Youth Organization, Economic Rehabilitation Council, and Working Women's Association. Mr. Yamanouchi (Teachers' Union) was elected chairman, and the bills of the prospectus, covenants, and the principles and methods of campaign were passed with a little amendment; then they were going to decide the officers when the representatives of the Sendai district objected that it would cause much inconvenience in inviting the PTA

Federation to join in the Council in the future if the officers were decided off hand, and it was agreed that the matter should be left in the hands of the secretaries, and Mr. Yamanouchi was elected chairman protempore. It was also decided that a negotiating committee should be formed to invite the PTA Federation to participate in the Council. The election of officers was thus deferred for the time being, and they entered upon the discussion of various problems. The Teachers' Union made a suggestion that a committee should be established in the name of the Council for the election campaign of the School Board, which was approved with one accord. Someone proposed that candidates should be decided in the first place, but the selection of candidates was decided to be left in the hands of the secretaries, and the meeting ended with the adoption of a declaration.
(10, p.1)

Many of the organizations participating in the Rehabilitation Council and listed in the above translation were leftist organizations. The Parent-Teacher Association Federation was considered an important enough organization to postpone the election of officers until it would join the Council. As a result of the Parent-Teacher Association's reluctance to join and the issuance of Cabinet Order No. 201, which prevented teachers from striking or collective bargaining, the Education Rehabilitation Council lost its potential power.

Prefectural Board of Education Election. Although SCAP and the Ministry of Education hoped to have the Board of Education Law passed in 1947, it was not actually passed until July 5, 1948. Military government expected the passage of this law momentarily, but found that it was

impossible to get the prefectural authorities to take definite measures to prepare the public before the law was passed. As the law provided for election of board members on October 5, 1948, there was little time for an educational program. The general public was ignorant about the law and had no conception as to what it would do for education. Because of this lack of information, many prefectural governors attempted to have the law amended to postpone it until an information campaign could be conducted. However, this move was unsuccessful and the election was carried out as scheduled. The Teachers' Union and the Parent-Teacher Association Federation was interested in the law and both took an active interest in publicizing it as they wanted their representatives on the board. The Japan Teachers' Union instructed prefectural unions to sponsor a minimum of two candidates to each board of education. The Kahoku Press said:

As soon as they received instructions from the headquarters of the Japan Teachers' Union, they went into activity. Their officially adopted candidates are expected to be limited to two or so. Having established a special committee in the branch of each county and city, they are confident of victory. It is expected that their friendly relations with other labor unions and agricultural organizations should take effect, and they hope to develop their election campaign advantageously through the power of organization. (9, p.1)

By September, 1948, it became apparent throughout Japan that the Japan Teachers' Union would attempt to place at

least one of its members upon each of the forty-six prefectural boards of education, although this violated the spirit of the Board of Education Law. In order not to violate the letter of the law, which stated that:

Article 10. (a). A member of the national assembly, a member of the assembly of a local public body (except the one provided in Article 7, Item c,) a government official, and a paid employee of a local public body cannot hold an additional post as a member of the school board. (6, Art. 10)

it was necessary for a teacher to resign his teaching position if he were elected to the board. Since this was the first board of education to be elected by popular vote, and since the candidate, if elected, would have no visible means of income during the four years as a member of the board, there was grave concern on the part of both Japanese and Occupation Forces as to the advisability of teachers running for the election. After careful consideration of the matter, the Education Officer conferred with each Teachers' Union candidate as to the advisability of his running for the election. One of the candidates, a retired Tohoku University professor, serving as a high school principal, agreed to withdraw; but the other, the executive secretary of the Teachers' Union and suspected of leftist tendencies, refused to do so. The Education Officer conferred with the Executive Committee of the Teachers' Union regarding this problem. The Union felt that it could not withdraw its candidates without "losing face" with the

teachers and with the Japan Teachers' Union. The Education Officer then proposed to issue two "open letters," one to force the Union to withdraw the two candidates and the other to commend the Union upon its professional attitude if the candidates were withdrawn. Since the Union did not withdraw its candidates voluntarily, the first "open letter" was published in the leading newspapers. It did not demand the withdrawal of the candidates, but carried sufficient implication to imply a strong suggestion. It also left room for further action by Military Government should the Union refuse to take the proper action. Although such letters were usually issued in the name of the Commanding Officer, this letter was issued in the name of the Education Officer so that further action could be taken if necessary. The Union withdrew its two candidates and a second letter commending the Union on its professional attitude was given equal publicity.⁵ Such maneuvering "behind the bamboo curtain" illustrates the methods sometimes necessary to accomplish a desired purpose.

Although the passage of the Board of Education Law was expected to take place some time in 1948, it was difficult

⁵In a letter received from Mr. Fusataro Misawa, Superintendent of Education, Miyagi Prefecture, in March, 1951, the author learned that the two candidates mentioned above were elected to the Board of Education in 1950 to fill the two short term positions which expired in that year.

to get the Japanese to plan any definite information program until the law was actually passed; therefore, it was necessary to plan an education program that could be used to acquaint the general public with their schools and at the same time have a program that could be modified to publicize the Board of Education Law should it be passed. Work on this program was begun in May, 1948, two months before the law was passed. A special report to higher headquarters is quoted as follows:

A group composed of representatives of the PTA Federation, the Teachers' Union, and the prefectural and municipal Social Education Sections began in May 1948 to work with Military Government personnel on plans for School Visiting Week. Emphasis was to be on participation of parents in regular classwork rather than observation of specially prepared programs. Student interest and cooperation were obtained by means of a prefectural-wide poster contest and through the awarding of certificates to those schools having the highest percentage of parent attendance. Through the Information Section publicity was obtained by means of radio spot announcements, newspaper articles, and a prefecture-wide poster contest. Posters not entered in the final contest were used in the streets and shop-windows as a means of advertisement.

The results of the 1948 School Visiting Week were astounding. Over 250,000 parents, many of whom had never before visited their children's school, participated in the program. One official of the Education Section of Sendai City reported that this was the first time he had been inside his child's school. Some parents attended not once, but several times during the week. Because of the flood the previous week, some schools were unable to observe the School Visiting Week but did so, voluntarily, at a later date. This section



A Typical Women's Association Meeting

The Tominaga Women's Association is typical of meetings at which Military Government personnel spoke on the Board of Education Law.



Explanation of the Board of Education Law

Mr. Baba, prefectural government official, speaking at a PTA meeting of the Kiyotake Primary School in cooperation with Military Government personnel.

continually emphasized keeping expenses at a minimum, and as a result the total cost, including prizes for the poster contest, was 18,000 yen. (25, p.1)

During the School Visiting Week personnel of the Education Section toured the prefecture visiting thirty-nine schools to explain the Board of Education Law and to urge everyone to vote. Prefectural officials, Parent-Teacher Association representatives and Teachers' Union officials also toured the prefecture explaining the Law.

Although communism was a danger in the Teachers' Union, the aspects of feudalism could not be overlooked in any Japanese problem. A typical feudalistic reaction to the Occupation program of democratizing Japan is quoted in part in a letter to Miyagi Military Government concerning the Board of Education:

I think it is not necessary to explain the difference between the prefectures of Japan and the states of America. Therefore, if I am allowed to go so far as to say this, the Board of Education System which ignores the history, traditions, customs and manners of Japan is nothing but a bad system by which the clever are controlled and supervised by the stupid, the experienced by the inexperienced, and the men of character by the ambitious people.

(II) In short, educators and educational administrators are by far superior to the people in general as far as their characters and abilities are concerned. In Japan, from ancient times, men of character have been trying to improve themselves without caring for popularity with the general public. But in the election system, people collect their votes by getting popularity through saying or doing what

the general public would like.

And it goes without saying that the ability to become claptrap politicians by saying or doing things which would appeal to the public fancy or to distribute money made in the black-market to appeal to the people with worldly desires is one thing and the ability to become a good educational administrator is the other.

If I am allowed to go so far as to say this, again, the more votes one can collect, the more vulgar of mind he is. He is just one of those opportunists who chimed in with the current of the times in the militaristic age and is now beating the drum of democracy without understanding democracy at all; or he is one of those frivolous people who will make a fuss about Lenin and Marx if Japan is to be Sovietized. For example, look at the list of those who are desirous of becoming candidates in the coming election of the Board of Education. Thoughtful people will abstain from voting. (Appendix L)

Because of this feudalistic attitude it was difficult to secure outstanding persons as candidates for the Board of Education election. Fears from many sources, but was typically expressed as follows:

Lack of Interest in The Boards of Education
Can Be Seen All Over Japan

One of the conspicuous points noticed among those who applied for screening is that the Communists and those who are supposed to be of them have previous convictions of the violation of the Ordinance Concerning the Control of Materials, fraud, intimidation and so on. Judging from the present situation, the election of the boards of education is liable to be regarded as a kind of forerunner of the coming general election of the House of Representatives and it is very probably that this election will be utilized by ambitious people for self-advertisement. (14, p.2)



Receiving a Ballot

A woman receives her ballot to vote for members of the first board of education to be elected by the people in the history of Japan.



Polling Station

Voters casting ballots for members of the Board of Education, October 5, 1948, at the Minamikoizumi Primary School, Sendai City. Women bring their babies strapped on their backs.

The election resulted in a board that was inexperienced, but in the opinion of the Education Officer surpassed other prefectures in that there were no Teachers' Union members or Communists on the Board, and the Board had two women elected to it.

The Problem of Communism in the Teachers' Union

By 1948 some of the Japanese problems of self-preservation resulting from the devastation of war had begun to be solved. More time was available for other problems of the day. The Constitution of Japan and subsequent laws had not had the opportunity to stand the tests of legal interpretation, and considerable controversy arose as to the extent teachers and students should participate in politics. Led by the Japan Communist Party, a recognized political party, through the Japan Teachers' Union and the Student Self-government Federation (Zengakoren), many teachers and students felt the schools could be used as a suitable medium for political action. Student strikes opposing the Ministry of Education were numerous in 1948 and 1949.

Although the Miyagi Teachers' Union appeared to be quite conservative until January, 1949, its action then became more leftist. Communist Party propaganda began to

appear more boldly in its publications. In the January issue of the Union newspaper a definite party line story was published and is shown in Appendix M to assist the reader in understanding the tactics of the Communist Party. Upon investigation the story proved to be fictitious, having been inserted purely for political reasons. The Information Chief of the Union was strongly suspected of being a Communist in 1947, but he was not considered a serious threat at that time. From this one man in 1947 more and more of the Executive Committee members became Party members and fellow-travelers.

In order to promote the communist theory of a "strong assembly and a weak executive" the Union conducted an "election and recall" of educational personnel in the spring of 1949. The power to employ, dismiss and transfer principals and teachers was specifically delegated to the Board of Education in the Board of Education Law. Although the Board had established its policy, the Union attempted to force the results of its survey upon the Board of Education. The Board, however, refused to accept the opinions of the Teachers' Union.

In March an "Express Bulletin" of the Teachers' Union came to the attention of Military Government through a school inspection. The context of the Bulletin came from the Japan Teachers' Union and was reproduced and distributed by many of the prefectural unions. The Bulletin appeared to

be contrary to a Ministry of Education order (17, supplement I) prohibiting political activities of teachers and students in public schools. Since Military Government was not authorized to interpret Japanese laws, the Express Bulletin was sent through channels for clarification. On June 11, 1949, the Japanese Attorney-general issued his interpretation (15, p.2) of the Constitution and the Fundamental Law of Education concerning political activities in public schools. Based upon this opinion, the Education Officer discussed the Express Bulletin with the Executive Committee of the Miyagi Teachers' Union pointing out how it differed from the Attorney-general's opinion. And yet, on July 19, 1949, the Miyagi Teachers' Union Information completely disregarded the Attorney-general's opinion, and the contents of the Express Bulletin were re-emphasized in communistic phraseology.

Although the Communists in the Teachers' Union and the Communist Party in general were becoming more aggressive, the Sendai Second Boys' Upper Secondary School Incident (Sendai Niko Jiken) marked the turning point of the Teachers' Union to a more conservative policy. Three students of the Sendai Second Boys' Upper Secondary School were expelled for participating in political activities. The Sendai Niko Incident covered a period of more than six months before it finally resulted in the expulsion of the communist dominated Teachers' Union Executive Committee. Every effort was made

by various sections of Military Government to bring pressure on the Communists during this time. Many of these attempts were unsuccessful, but the end result of making the teachers themselves conscious of their responsibilities in a democratic society appeared to be successful.

On May 13, 1949, the Education Officer made a school inspection of the Sendai Second Boys' Upper Secondary School and noted a poster advertising Les Miserables to be performed by the communist theatrical troupes Zenshinza. The poster stated that the performance was being given to

. . . console the subscribers of the Red Flag Akahata--Communist Party national newspaper and to commemorate the publication of the Miyagi Weekly Communist Party prefectural newspaper . (5)

It further stated that the play was sponsored by the Miyagi Prefectural Committee of the Japan Communist Party and supported by the Japan Teachers' Union. Further investigation revealed that similar posters had been displayed in other upper secondary schools in Sendai City, the Tohoku University and the Sendai Technical College.

Political agitation was known by the Education Officer to have been in progress at the Sendai Second Boys' Upper Secondary School for several months and was one of the reasons for selecting it for an inspection. The principal had been purged for ultra-nationalism, but had been reinstated upon the decision of the Central Inquiry

Committee.⁶ Some teachers and students still felt that he was dictatorial and undemocratic.

During April, 1949, some of the Communist students attempted to conduct a public opinion poll concerning the school administration. Leading questions were asked in an attempt to "democratize" the school. These students were counseled that such matters should be the business of the student government association. On April 16 the principal brought Hatsu Gaku 458 from the Ministry of Education. This was read and explained to the student body, and students were instructed not to use the name of the school in connection with political activities.

On May 7 a group of students asked for and received permission to display a poster advertising the play Les Miserables. Not until a prefecture-wide principals' conference, May 13, was it brought to light that other schools had had similar problems and that the posters were of a political nature. Upon advice of Military Government the Superintendent of Education ordered all political posters removed from schools on May 14.

On May 16 a student assembly was held at the Sendai

⁶This principal was one of those responsible for Military Government's investigation of the prefectural screening committee and subsequent reorganization of it. It is probable that the Union members had a personal grudge as well as political interest in this school. It also may have accounted for the principal's antagonism to Union interference in his school.

Boys' Second Upper Secondary School to explain the reasons for removing the poster. Students were again cautioned that political activities should not be conducted within the school. On May 24 one of the three students later expelled put up a poster outside the school gate urging the "defense of the Zenshinza Troupe." At first he refused the principal's request to remove it, arguing that the poster was not within the school compound, and therefore was not a political activity within the school.

On the 27th the three Communist students attempted to sell tickets to the performance at 30 yen each if all of the purchasers would attend in a bloc. The student council met after school and decided that if the students attended in a bloc, they would be representing the school and such action could be considered a political activity. The following morning the room representatives reported the council's decision to each class. The principal also circulated a letter to all classes during the second period stating that to see the play in a bloc would constitute a political activity.

The day before the performance, May 30, several adult Communist Party members visited the school demanding the reason for the removal of the poster. In discussing the situation with the school authorities they insisted that Hatsu Gaku 458 was a violation of the Constitution and the Fundamental Law of Education. Undaunted, the principal

warned the students again on the day of the play and instructed them not to use the name of the school in connection with political activities.

Surveillance of the performance revealed that a banner had been displayed at the theater with the following statement on it:

Sendai Second Boys' Upper Secondary
School Cell of the Communist Party Welcomes
the Zenshinza Troupe. (22, p.1)

On June 2 the school attempted to suspend the students by issuing the following statement to them:

It is very regrettable for you students of the school to put the name of Sendai Boys' Upper Secondary School Cell of the Communist Party on a placard and show it to the public against the order of the school principal. The school principal will leave these students with their parents from June 2nd to let them reflect upon their activities by domiciliary confinement. These students are prohibited from attending school. After some period of time, the school principal will ask these students and their parents to report to the school and will tell them of the measures decided by the school. (32)

The students' guardians, who had been invited to receive the suspension order, would not consent to the suspension. After about forty minutes of discussion, it was agreed to postpone the decision until June 4 to give the school faculty time to discuss the problem further. In the afternoon the faculty voted unanimously (27-0) with signatures attached to the ballots that:

1. Political activities on the campus are prohibited.
2. Using the name of the Sendai Second Boys' Upper Secondary School Cell of the Communist Party is prohibited.
3. That the students should be suspended. (32)

Meanwhile on June 2 the three guardians appealed to the Superintendent of Education. By the end of an hour the appealing group had increased to twenty, but the Superintendent gave them no satisfaction.

The students' guardians had been asked to report back to the school at noon on June 4 to receive the decision of the school regarding the suspension order. At 11:30 A. M. the Education Officer received a message from the school that the Communists had been gathering at the school since 9:00 A. M. and that there were then about one hundred milling about the campus and buildings. The Communists were displaying red flags and placards, one of which read:

Mr. Misawa's [Superintendent of Education] answers are very ambiguous, and it seems that he has been suppressed by someone else. This is a very significant factor for the defense of our race. (23)

The "someone else" was encircled in red and apparently referred to Military Government. Another poster outside the principal's office read:

Let them return to school immediately.
We absolutely oppose educational Fascism.
Protect the freedom of the school. (23)

The Communists took over the principal's office shortly before noon forcing the school administrators to confer with

the students' guardians in the faculty room. The Communists insisted that this case was a problem affecting the Communist Party throughout the nation while the school authorities insisted that the problem was one of school administration. After three hours argument, the students and their guardians refused to accept the suspension order and the school ordered them expelled.

A non-commissioned officer had been dispatched to make surveillance of the situation. At 3:00 P. M. he reported that nearly two hundred Communists were on the campus agitating the students. He was then instructed by the Education Officer to inform the school authorities that nothing further could be gained by arguing with the Communists and that the students' guardians should be advised that the next legal step was to appeal the decision of the school to the Board of Education.

Thereupon the leading Communists and the three students with their guardians converged upon the offices of the Superintendent of Education. Here they stayed, arguing with the Superintendent of Education and the Chief of the School Affairs Section until about 7:00 P. M. After finding they would receive no commitment from the Superintendent of Education they formed a "scrum" about the three students and marched to the principal's home singing the "Internationale."

The principal had been in poor health and the

excitement of the past few days had confined him to bed upon doctor's orders. The noise of the crowd milling about his house, the threats of dynamite and the popping of flashbulbs frightened him so that he shouted, "Go ahead and kill me."

One of the Communists claimed to be a doctor. He forced his way into the house saying that he wanted to examine the principal to see if he were really ill. By 10:00 P. M. the principal's wife, fearing that further excitement would aggravate her husband's illness, telephoned the police. The Communists had dispersed by the time the police arrived ten minutes later.

As soon as the Education Officer received a report as to who the participating Communists were, he telephoned the various institutions of higher learning asking the administrators to come to Military Government to explain why their students were interfering with the administration of another school. Students of the Sendai Second Higher School (similar to a junior college) were returned to their school by their professors, and on the afternoon of June 4 the student government voted to call off its student strike. During the next few days college administrators whose students participated in the rally were cautioned that even though their students were acting as individuals they were representing their school to the public by wearing school insignia.

Based upon the indecisive attitude displayed by the

school administrators at these conferences, the Education Officer felt that more concrete assistance should be given them. Consequently, an information copy of "Political Activities in the Education Program" was sent to each on June 10 for their assistance and guidance in formulating a policy concerning the political activities of students. "Political Activities in the Education Program" has been included in Appendix N to illustrate the materials that an education officer should have available to him or that he must be able to prepare.

At the regular monthly meeting of the Miyagi Prefecture Board of Education on June 15 about two hundred observers were present. Many Communists took the floor during the meeting throwing it into confusion at times. After about six hours of being heckled, the Board passed the following prearranged statement:

The school prescribed in the law shall be the place for learning but not the stage of political struggle. The school shall secure strict political neutrality and educational spontaneity. In this connection it shall be the proper measure for the school, who has a great responsibility to the whole nation, to prevent the establishment of a specific party's chapter inside the school and taking political activities into the school campus, because of their great influence to other students. And at the same time it shall be approved from the education administration to define the students' political activities considering the students' status, age and limit of political responsibility as they are learning and not finished people. The measures taken by the Sendai Second Boys' High School who punished the students who

would not be obedient to and dared to reject the guidance and advice of the school, shall be justified upon the above-mentioned policies. (19, p.1)

The Communist Party then took the case to court to sue for reinstatement of the students and make a test case, the results of which would affect the entire nation.⁷

In the meantime, on June 13, the Education Officer granted an interview to four Communist Party members regarding the Sendai Niko Incident. During this interview the Education Officer stated that the students were expelled for disobedience to the principal and that the principal's action was based upon Japanese law. He further stated that Military Government was not allowed to interpret Japanese law, but that it was the duty of Military Government to see that the law was observed. On June 16 an article appeared in the Jimin Shimpō in part as follows:

. . . Mr. Drlica said, "We cannot interfere in national laws, but we have the authority to see to it that national laws are duly observed. As for the present problem of the Sendai Second Upper Secondary School, I think the school authorities made their decision based upon the regulations of the national laws and upon the right of school administration." Therefore we conferred with Professor Kiyomizu of Tohoku University as to the interpretation of the laws. The professor said clearly, "This is clearly a violation of

⁷The last information received by the author in June, 1950, was that the court had held three sessions and the trial was still in session.

Articles 11, 14, 19, and 21 of the Constitution, the School Education Law, and Fundamental Law of Education and others" (Appendix O)

Investigation by both the Education Section and the Legal and Government Section of Civil Affairs revealed that the professor had not given such a statement to the Communist Party, had not been interviewed, and did not even know what the Party members looked like. Furthermore, the editor, the reporter who wrote the story, and the member of the Communist Party who gave the story to the reporter admitted that it was not the truth. On two separate occasions the editor admitted that his paper had made a mistake, but he did not retract or correct the statement.

The Education Officer felt that the paper had clearly violated Scapin 16, "Freedom of the Press and Speech" and the "Code for the Japanese Press," but both the Japanese Procurator and the IX Corps Provost Court felt that there was too little evidence to secure a conviction as there was no witness to the interview between the reporter and the Communist Party member. In addition, the reporter had conveniently lost his notes. Although the Education Officer was extremely cautious during this interview, the foregoing incident shows how the Communist Party negated the Education Officer's opinion by a deliberate misstatement.

In the meantime the Teachers' Union attempted to discredit the Board of Education by various tactics. In one

issue of the Miyagi Teachers' Union Information (29, p.1) the Union accused the Board members of traveling like feudal lords. Two issues later (31, p.2) it denied that it had said that the Board members had traveled like feudal lords and ridiculed the Board for discussing the Union's statement at a public meeting of the Board of Education.

During June the Prefectural Committee of the Teachers' Union met several times to discuss the Sendai Niko Case. On July 18 the Upper Secondary School Department of the Union denounced the interference of the Union Prefectural Committee in the educational affairs of the Sendai Second Boys' Upper Secondary School by a vote of twenty-eight to three with eight abstaining. The Prefectural Committee then over-ruled the Upper Secondary School Department and on July 20 submitted three demands to the Board of Education:

1. Withdrawal of the notification concerning the political activities of students in schools.
2. Re-examination of the Sendai Second Boys' Upper Secondary School Case.
3. Investigation of the responsibilities of the principal of the Sendai Second Boys' Upper Secondary School. (18)

The Board of Education refused to consider these demands on their agenda on the grounds that their policy had already been established.

The Sendai Second Boys' Upper Secondary School felt that they should withdraw from the Union, but did not wish to do

so entirely alone. With the moral support gained from the decision of the Upper Secondary School Department they withdrew from the Teachers' Union on July 29. Their statement of withdrawal was given wide newspaper publicity, and an individual copy was mailed to each upper secondary school in the prefecture. The statement was as follows:

With a view to developing education in compliance with the needs of the present age, the Teachers' Union of Miyagi Prefecture has been following a difficult but sound way.

But as has been clearly evidenced in the recent numbers of the Miyagi Teachers' Union Information, the activities of the same Union have lately been tending to deviate far from the original aims of it. And moreover, it is most regrettable for us to see that the Union seems as if it were being controlled by the intention of the Executive Committee.

Especially, it is absolutely impossible for us to accept the resolution passed by the Teachers' Union of this prefecture in connection with the dismissal of the students of our school on 4 June 1949, which is not only incompatible with the education policy of this school, but which encroached upon the autonomy of this school.

In view of our hope to establish democratic education and maintain the administrative autonomy of this school, we cannot stay any longer within the Teachers' Union of this prefecture which has deviated from the original aims of it.

We, hereby, declare that with the resolution unanimously passed by the sub-branch of this school, we withdraw from the Teachers' Union of this prefecture with sincere heart-breaking grief. (33)

This withdrawal marked the first step in the development of professional education organizations, and was the least desired action from the Union's viewpoint as it lessened their prestige as well as their bargaining powers.

By the end of July the Education Officer felt that the Union's leftist attitude had become so radical that some changes in the Executive Committee were desirable. Rather than order such a change it was believed that the corrections should come from the teachers themselves. Between July 30 and August 4 he spoke to 2,740 teachers in twelve representative parts of the prefecture. This speech (Appendix P) summarized the leftist activities of the Teachers' Union during the past seven months and urged the teachers to take an active part in their Union.

In August the Miyagi Teachers' Information carried a story purported to be the policies of the Miyagi Parent-Teacher Association Federation. It was so full of communistic phraseology that the Education Officer investigated the matter and found that the policies printed had been proposed to a meeting of the Parent-Teacher Association Federation, but that the proposals had been disapproved. Further investigation revealed that the Executive Secretary of the Union, a Communist Party member, was also the secretary of the Parent-Teacher Association Federation. Although the Union paper had a circulation over 10,000 and the policies stated would guide teachers throughout the

prefecture in working with individual parent-teacher associations, the president and members of the prefectural committee of the Parent-Teacher Association Federation were too spineless to demand a correction or retraction. They did however replace the Union member with another secretary.

Throughout August further groundwork for the reorganization of the Teachers' Union was laid. During this month the upper secondary school principals formed a professional association known as the Miyagi Prefecture Upper Secondary School Principals' Association. On October 15, 1949, the lower secondary school principals formed their own professional association. The Education Officer spoke at each of these meetings on current Union leftist activity as a sequel to the July 30 speech. The speech to the Lower Secondary Principals' Association is shown in Appendix Q as it summarizes the Union activity between August 1 and October 15 and was the last official duty of the Education Officer before transferring to the Tohoku Civil Affairs Region.

On September 5 five of the more conservative members of the Union Executive Committee turned in their resignations to the Prefectural Committee, but the remaining nine refused to do so voluntarily. On the 24th, the entire Executive Committee was asked to resign by the Prefectural Committee. This they did and a temporary Executive Committee was appointed to take over the Union business

until an emergency general meeting could be called in October. However, the old Executive Committee was allowed to remain on a full-time basis to complete their work. Since the temporary committee had to work on Union business during their spare time, the influence of the old Executive Committee was still strongly felt. In fact, the five-man committee appointed by the temporary committee to prepare a statement concerning the resignation of the Executive Committee still attempted to hide the real reasons for the Committee's resignation in more communist phraseology. Investigation revealed that one of the committeemen was a Communist Party member, one was a fellow-traveler, and one was a sympathizer.⁸

On October 31, 1949, an emergency general meeting of the Prefectural Teachers' Union was held, at which time a new conservative Executive Committee was elected and a more conservative policy adopted. Thus by the time that the Miyagi Civil Affairs Team was deactivated on November 30, 1949, two professional education associations had begun as a nucleus for further professional growth and the teachers had brought the Union back to a more conservative path.

On October 15, 1949, the Education Officer was

⁸Information for investigations of this type came from Military Government files, other Army sources, Japanese police, and prefectural government records.

transferred to the Economics Section of Tohoku Civil Affairs Region. No replacement was acquired as the team was deactivating and consequently further detailed information was not obtained. The responsibility for education in Miyagi Prefecture was transferred to the Education Section of the Tohoku Civil Affairs Region. It is doubtful if detailed information could be obtained as this section consisting of three officer-type personnel was charged with all phases of education for seven prefectures and the understaffed section could not possibly give detailed attention to any one prefecture.

CHAPTER V

SUMMARY, IMPLICATIONS, CONCLUSIONS AND RECOMMENDATIONS

Summary

To provide assistance to anyone planning to enter foreign service, some details have been recorded of problems confronted by the Occupation Forces in Japan in attempting to democratize the Japanese. For the purposes of this dissertation the discussion has been limited to problems connected with the establishment of the Teachers' Union of a particular prefecture, Miyagi Prefecture.⁹ Data were obtained from records of personal experiences of the author and from documents of both Occupation and Japanese sources.

Miyagi Prefecture, predominantly an agricultural area, is located in northeastern Japan. It has a population of approximately one and one-half million persons in an area of slightly over two thousand square miles. During the time of this discussion it had over seven hundred schools and ten thousand teachers under a highly centralized, yet heterogeneous, school system in the process of reorganizing into a more systematic 6-3-3-4 system.

⁹This provides an example of the type of educational problems which an occupational government encounters. By itself it may be of limited importance, but viewed in its proper perspective it aids in an understanding of the entire problem.

Based upon policies of the Supreme Commander for the Allied Powers, military government gave assistance and guidance to all phases of Japanese life, both economic and social, through the existing agencies of the Japanese government rather than as a direct governing unit.

In February, 1946, the teachers of Miyagi Prefecture began the organization of a teachers' union to better their living conditions and to reform the educational system. Although the Miyagi Prefecture Teachers' Union did not ratify its constitution until March, 1947, it entered into a labor contract with the Prefectural Government in February, 1947. This contract provided the Union with power to bargain collectively and to employ full-time union workers on the prefectural payroll which promoted rapid development of the Union.

By 1948 the Teachers' Union had established sub-branches in each school. City and county branches were composed of sub-branch representatives who in turn elected the eighty-man prefectural committee. Originally a thirty-man executive committee was elected by the prefectural committee to work on a full-time basis, but this number was gradually reduced to eleven by 1949.

Representatives of the Miyagi Prefecture Teachers' Union served on prefectural screening committees which in twenty-seven months purged eighty-seven of more than sixteen thousand applicants examined.

During the embryonic stages of the Teachers' Union in 1947-48, the major portion of teacher retraining was accomplished. The Teachers' Union was cooperative and contributed to the success of the program. However, because of evident dissatisfaction with the 1947 retraining program, an in-service training council to bring teachers, teacher trainers, and prefectural education officials together to work out their common problems was formed. Definite improvement resulted in 1948 and 1949 from the work of this council.

The development of parent-teacher associations were greatly assisted by the Union on both the local and prefectural level. Teachers had access to the latest information on parent-teacher associations through the Union organs and through retraining classes; and since they were recognized as community leaders, they gave considerable impetus to the formation of local associations. In 1947 parents were awakened to the needs of education by a threatened nation-wide teachers' strike. Local parent-teacher associations were encouraged to take part in a Teachers' Union sponsored "Council for the Acceleration of the 6-3-3 System." Through frequent meetings of the Council, parent-teacher association representatives became acquainted and a prefectural parent-teacher association federation evolved. The Miyagi Prefecture Parent-Teacher Association Federation, because of its conservatism, was largely

responsible for the dissolution of the somewhat radical Acceleration Council and a subsequent Teachers' Union sponsored "Education Rehabilitation Council."

Upon passage of the Board of Education Law in July, 1948, the Teachers' Union took an active part in educating its members as to the contents of the Law. The teachers in turn did much to educate the parents and to encourage them to vote. Upon orders from the Japan Teachers' Union, the prefectural Union attempted to run two candidates for the Board of Education, although this appeared to be violating the spirit of the law. By devious means Military Government was able to persuade the Union to withdraw its candidates from the election resulting in a non-Communist conservative Board of Education for Miyagi Prefecture.

Although the Teachers' Union had been fairly conservative until the first part of 1949, its publications began to show a definite communistic trend through the direct planning of the Communist Party members and through the unsuspecting help of ardent union workers who confused Communist Party lines with the union movement. Teachers, because of their limited perspective, followed the dictates of the Union leaders in the interest of "democracy." Consequently the expulsion of three students of the Sendai Second Boys' Upper Secondary School Case for political activities served a useful purpose in bringing to public attention the communistic trends of the Teachers' Union

leaders. Through the cooperative effort of the Miyagi Prefectural Board of Education and the Occupation Forces, the teachers became sufficiently enlightened to expel their radical leaders and return to a more conservative and professional attitude by the fall of 1949.

General Implications

At the present time it seems too early to forecast whether or not Japan is to become a democratic society. The establishment of democracy in Japan is hampered by two totalitarian foes: feudalism and communism. Japanese society has operated for generations under a set of dogmatic rules designed to accomplish the objectives of special interest groups. Communism is an attempt to substitute another set of dogmatic rules for those of the feudalists. Democracy offers no such set pattern or form to be followed and is much more difficult for the feudalistic mind to comprehend. It may be generations before any judgment may be as to the effectiveness of the democratic inoculation administered by the Occupation Forces.

Through the union movement the Japanese teacher learned the power of organization, but it appears that he still has much to learn about the rights and responsibilities of the individual in a democratic society. In this feudalistic society the teacher occupied a position of peculiar

importance as a community leader, yet he, too, conformed rigidly to a pattern. If the teacher can learn to think and feel democratically, his influence will be felt in coming generations in both the home and the community.

As the author has had experience working with both Japanese education and Japanese agriculture, he feels that from his observations the Japanese educators have a far better understanding of democracy than have other groups in Japan. It is possible that this may be attributed partly to chance. In the spring of 1947 the Army Education Program anticipated a budgetary reduction before the contracts of their teachers were fulfilled. As a result many able American teachers were absorbed by military government as civil education personnel. Other sections of military government were often filled by professional soldiers rather than by specialists in a particular field.

It is possible that historians may find that communism in Japan has been more of an ally to the democratic forces in overcoming feudalism than has so far been realized. A minority group, the Communists were well-trained, ardent workers striving for a social change. Being Japanese themselves, the Communists were better able to understand Japanese psychology than were foreigners and were not apt to overlook seemingly unimportant details often missed by Occupation personnel. If feudalism is as great a foe to democracy as communism, the question arises as to how far

communism should be allowed to progress as an ally in fighting feudalism.

Because of language barriers and differences between Eastern and Western philosophies, many problems arose. The inability of military government personnel to explain democracy in concrete terms illustrated by Eastern analogies and the lack of adequate knowledge concerning either rightist or leftist totalitarianism hampered the progress of democracy. Democracy must come from within the Japanese people themselves. If the Occupation Forces have been able to reach enough of the common people, it is possible that the bureaucrats may not be able to return to power. The task of democratizing Japan is now primarily one for the Japanese themselves.

Conclusions

1. The development of "A Proposed Program for the Civil Information and Education Section" under the leadership of Dr. Harrington clarified the work of the section members and served as a basic guide for the establishment of the fine working relationship between the Occupation Forces and the Japanese educators of Miyagi Prefecture.

2. The lack of accurate summarized records of previous activities made the orientation and work of new personnel difficult. Lack of specific information on feudalism and

and communism retarded the work of the Education Section as well as other sections of military government. The lack of specific anti-communistic source materials made work on communistic problems largely a matter of trial and error until such materials could be privately obtained from the United States.

3. More rapid progress in the reformation of the Japanese educational system might have been possible if adequately trained personnel had been employed at the beginning of the Occupation. Rapid personnel turnover as well as inexperienced and immature personnel made continuity of program difficult.

Recommendations

If the United States is to be successful in her foreign policy, she must not only prepare her own citizens with an international understanding, but she must prepare and maintain an adequately trained staff of professional personnel for foreign service. The following recommendations are made:

1. The curriculum of secondary and higher schools in the United States should be designed to give the average citizen of the United States an understanding of international problems and an understanding and appreciation of foreign peoples and their cultures.

2. The various military services should include in their training programs for both officer and enlisted personnel background courses in foreign cultures. If time permits, additional courses should be given concerning the country in which the tour of duty is to be performed.

3. Both military and civilian personnel having business contacts with a foreign people should be at least twenty-five years of age and should have the education, experience and cultural background to be a credit to the United States. Some knowledge of a foreign language should be obtained, although a working knowledge is not considered essential.

4. Military government or civil affairs units should include historical sections or qualified personnel to summarize and record accurately the detailed activities of the unit.

5. Section chiefs should encourage their section members to develop a clear-cut perspective of their work and the manner in which they propose to work on the problems involved. Careful supervision and orientation should be given over a period of three to six months before important direct contacts are made by new personnel.

6. In-service training and discussion conferences for personnel of different civil affairs units should be held frequently to discuss problems and trends in various parts of the nation.

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APPENDICES

Appendix A

CHRONOLOGICAL LIST OF
JAPANESE GOVERNMENT ORDERS AND DIRECTIVES

(Compiled from: Supreme Commander for the Allied Powers. Digest of the more important Ministry of Education orders and directives issued since the end of the war. Tokyo, General Headquarters, Supreme Commander for the Allied powers, May 10, 1946. 31p.)

- 25 Aug 45 Action concerning orders on students' military training and anti-aircraft measures in schools
- 5 Sep 45 Admission and transfer of ex-military and ex-naval students to schools
- 12 Sep 45 School education under the new conditions
- 19 Sep 45 Disposal of weapons which have been used in schools
- 20 Sep 45 Handling of textbooks under postwar conditions
- 6 Oct 45 Practical business education for retired army and navy men, ex-military and ex-naval students, etc.
- 8 Oct 45 Reopening of broadcasts for schools
- 8 Oct 45 Reconversion of schools
- 10 Oct 45 Elimination of militarists from teaching positions
- 15 Oct 45 Revision of measures for religious education
- 23 Oct 45 Employment of demobilized soldiers
- 31 Oct 45 Glider training in schools
- 1 Nov 45 Reinstatement of liberal teachers
- 1 Nov 45 Removal of militarists from teaching positions
- 6 Nov 45 Promotion of social education
- 6 Nov 45 Postwar courses in physical education
- 13 Nov 45 General plan for conducting social education for adults
- 14 Nov 45 Christian schools
- 20 Nov 45 Transfer and admission of students to schools
- 26 Nov 45 Handling of subjects of study in higher schools
- 28 Nov 45 New measures required by the termination of the war to be taken about middle grade schools
- 28 Nov 45 Selection of applicants to higher schools for 1946
- 29 Nov 45 Admission of demobilized personnel to universities
- 1 Dec 45 Reforms and abolition of the educational system and teaching materials of higher technical schools
- 1 Dec 45 Youth organization conferences
- 3 Dec 45 Connection between higher schools and

universities

4 Dec 45 Measures taken in schools concerning the study of aeronautics

7 Dec 45 Inspection of documents by representatives of SCAP

14 Dec 45 Facilities for school radios

18 Dec 45 Measures for miscellaneous schools consequent upon the termination of the war

18 Dec 45 Textbooks for elementary, secondary and youth schools

18 Dec 45 Admission of students to higher-grade schools

22 Dec 45 Abolition of Shinto from the schools

24 Dec 45 Raising the school fee of private schools

26 Dec 45 Thorough disposal of weapons and militaristic arts used in physical education

27 Dec 45 Production of foodstuffs by the students

28 Dec 45 Delivery and observance of SCAP directives

9 Jan 46 Appointment or reappointment of demobilized soldiers

11 Jan 46 Suspension of courses in Morals, Japanese History, and Geography

17 Jan 46 Political movements and electoral campaigns on the part of students, teachers, and school officials

19 Jan 46 Investigation in accordance with SCAP Memorandum dated 4 Jan 46

21 Jan 46 Abolition of normal school post-graduate courses (women's department)

22 Jan 46 Suspension of qualifying examination for national elementary school teachers

25 Jan 46 Elementary school textbook modification

26 Jan 46 Restoration of war-damaged temples and churches

26 Jan 46 Reform of courses of study in middle and higher schools

29 Jan 46 Establishment of Young Citizens' Organizations

30 Jan 46 Use of radios in schools

1 Feb 46 Amendment of university regulations

2 Feb 46 Higher school ordinance

9 Feb 46 Prolonging the course of study in secondary schools and higher schools

18 Feb 46 Higher school textbooks

18 Feb 46 Amendment of university regulations

25 Mar 46 Increase in school tuition after 1946

4 Apr 46 Prohibition of demanding foodstuffs of school children, pupils or their parents on the part of teachers and officials of schools

6 Apr 46 Cleanliness and orderliness in hospitals attached to medical schools

19 Apr 46 Celebration of the Emperor's birthday

25 Apr 46 Emergency economic measures, and regulations in regard thereto

Appendix B

PARTIAL INDEX TO SCAP DIRECTIVES

(Extracted from: Supreme Commander for the Allied Powers. Catalog of directives to the Japanese Government. Tokyo, General Headquarters, Supreme Commander for the Allied Powers, 31 May 1949. 305p.)

- 16 FREEDOM OF PRESS AND SPEECH, dated 10 September 1945. (CIS)
Directs the Japanese Government to issue necessary orders to prevent dissemination of news, through newspapers, radio broadcasting or other means of publications, which fails to adhere to truth or which disturbs public tranquility.
- 33 PRESS CODE FOR JAPAN, dated 22 September 1945. (CIS)
- 43 RADIO CODE FOR JAPAN, dated 22 September 1945. (CIS)
Establishes code for news broadcasts, entertainment programs of information and education, and commercial programs.
- 51 DISASSOCIATION OF PRESS FROM GOVERNMENT, dated 24 September 1945. (CIS)
Directions to eliminate government-created barriers to dissemination of news and to remove direct or indirect control of newspapers and news agencies.
- 52 CLARIFICATION OF CENSORSHIP DIRECTIVE, dated 24 September 1945. (CIS)
- 66 FURTHER STEPS TOWARD FREEDOM OF PRESS AND SPEECH, dated 27 September 1945. (CIS)
Directive to render inoperative the procedure for enforcement of peacetime and wartime restrictions on freedom of the press and freedom of communications.
- 93 REMOVAL OF RESTRICTIONS ON POLITICAL, CIVIL AND RELIGIOUS LIBERTIES, dated 4 October 1945. (CIS)
Abrogation of all laws restricting freedom of thought, religion, assembly and speech.

- 115 ANSWER TO PRO MEMORIA CONCERNING THE MEMORANDUM OF THE SUPREME COMMANDER FOR THE ALLIED POWERS ON REMOVAL OF RESTRICTIONS ON LIBERTIES DATED 4 OCTOBER 1945, dated 10 October 1945. (CIS)
- 178 ADMINISTRATION OF THE EDUCATIONAL SYSTEM OF JAPAN, dated 22 October 1945. (CIE)
Contains outline of objectives and policies of the Occupation with respect to education.
- 183 VIOLATION OF RELIGIOUS FREEDOM, dated 24 October 1945. (CIS)
Report of complaint of flagrant violations of religious freedom and unwarranted vandalism by officials of educational institutions. Amended by SCAPINS 932, 1554, 1847, 1871 and 4036-A.
- 212 INVESTIGATION, SCREENING, AND CERTIFICATION OF TEACHERS AND EDUCATIONAL OFFICIALS, dated 30 October 1945. (CIE)
Directs the elimination from the educational system of Japan of all personnel who are known to possess militaristic and ultranationalistic influences which in the past have contributed to the defeat, war guilt, suffering, privation and present deplorable state of the Japanese people. Amended by SCAPIN 976.
- 269 POLICIES AND PROCEDURES RELATING TO THE PROTECTION OF ARTS, MONUMENTS, AND CULTURAL AND RELIGIOUS SITES AND INSTALLATIONS, dated 12 November 1945. (CIE)
List of policies of this headquarters; Japanese Government to submit as soon as possible a report listing all works, collections and sites requiring protection, with detailed information on damage to such works, collections and sites caused by military operations.
- 287 ELIMINATION OF UNDEMOCRATIC MOTION PICTURES, dated 16 November 1945. (CIE)
Directs the Japanese Government to seize, store and report to SCAP on motion pictures listed.
- 448 ABOLITION OF GOVERNMENTAL SPONSORSHIP, SUPPORT, PERPETUATION, CONTROL AND DISSEMINATION OF STATE SHINTO (KOKKA SHINTO, JINJA SHINTO), dated 15 December 1945. (CIE)

- 509 CONDUCT OF COURSES IN PHYSICAL EDUCATION, dated 29 December 1945. (CIE)
Approves the content of Order No. 80 of the Bureau of Physical Education regarding the conduct of such courses.
- 519 SUSPENSION OF COURSES IN MORALS (SHUSHIN), JAPANESE HISTORY, AND GEOGRAPHY, dated 31 December 1945. (CIE)
Directs the Ministry of Education to collect all textbooks and teachers' manuals on morals, Japanese history, and geography used in every course and educational institution for disposal; prepare and submit to SCAP a plan for the introduction of substitute programs to take the place of such courses; and prepare and submit to SCAP a plan for revising textbooks to be used in subject courses. Amended by SCAPINs 1046 and 1266.
- 571 COMMITTEE OF JAPANESE EDUCATORS, dated 9 January 1946. (CIE)
Directs the Ministry of Education to appoint a committee to work with American Educational Mission, to arrive in February to study the Japanese education system.
- 612 APPLICATION OF SCAP DIRECTIVE AG 350 (22 Oct 45) CIE, ON ADMINISTRATION OF THE EDUCATIONAL SYSTEM OF JAPAN, dated 17 January 1946. (CIE)
Explains temporary use on an emergency basis of revised editions of existing textbooks. Revised texts with English translations to be submitted for approval before printing.
- 745 ACTION REGARDING BANNED JAPANESE MOTION PICTURES, dated 18 February 1946. (CIE)
Directs that all banned motion pictures now stored at the Ministry of Home Affairs, be turned over to the EIGHTH Army, with the exception of four prints and one negative.
- 776 BANNED BOOKS AND OTHER PUBLICATIONS, dated 26 February 1946. (CIE)
Directs the Japanese Government to abrogate all restrictions on free circulation of publications by libraries.
- 947 PROHIBITION OF CERTAIN SUBJECTS IN DESIGNS OF JAPANESE POSTAGE STAMPS AND CURRENCY, dated 13 May 1946. (CIE)
Informs the Japanese Government of subjects prohibited for use on postage stamps and currency.

- 976 EDUCATIONAL EMPLOYMENT OF DEMOBILIZED MILITARY PERSONNEL, dated 22 May 1946. (CIE)
Amends SCAPIN 212. Informs the Japanese Government that persons demobilized from Japanese armed forces will be eligible for educational employment upon receiving certificates of acceptability.
- 1046 REOPENING OF SCHOOL COURSES IN GEOGRAPHY, dated 29 June 1946. (CIE)
Amends SCAPIN 519. Directs that courses in geography be reopened with textbooks prepared by Ministry of Education and approved by SCAP.
- 1266 REOPENING OF SCHOOL COURSE IN JAPANESE HISTORY, dated 12 October 1946. (CIE)
Amends SCAPIN 519. Grants permission for reopening of courses in Japanese history in all educational institutions provided only those textbooks prepared by Ministry of Education and approved by SCAP are used.
- 1318 SPONSORSHIP AND SUPPORT OF SHINTO BY NEIGHBORHOOD ASSOCIATIONS, dated 6 November 1946. (CIE)
Directs the Japanese Government to take appropriate action against violators of SCAPIN 448 and prevent continued use of neighborhood associations to collect funds for support of Shinto shrines, festivals and activities.
- 1344 DISPOSITION OF STATE-OWNED LAND USED BY RELIGIOUS INSTITUTIONS, dated 13 November 1946. (CIE)
Informs the Japanese Government that title to all public land presently utilized by religious institutions and necessary for their functions, upon application to appropriate Japanese Government agency shall be given to such institutions free of charge within stipulated limitations. Forest and revenue-producing lands excepted; fair payment to be made for improvements to land taken.
- 1712 DISTRIBUTION OF JAPAN AND WORLD MAPS, dated 31 May 1947. (CIE)
No objection offered to distribution of specified maps to educational organizations and institutions. This does not constitute authorization to print additional maps.

1944 MISUSE OF PUBLIC EDUCATIONAL FACILITIES, dated 29
November 1948. (CIE)

Directs that public school premises not be occupied by private individuals, Japanese Government agencies, other than schools or jurisdictional persons, if facilities are required for school educational programs. Defines the term "public school facilities".

Appendix C

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)

26 February 1947

NUMBER

19)

CIVIL EDUCATION PROGRAM

1. Reference: Memorandum for the Imperial Japanese Government, file AG 350 (22 Oct 45) CIE (SCAPIN - 178), subject: "Administration of the Educational system of Japan".

2. In order to further implement the Civil Education Program, the commanding general of each corps and the commanding officers of the Chugoku and Shikoku Military Government Regions and Tokyo-Kanagawa Military Government District will promptly initiate the following projects:

a. Assistance to teachers and principals in the use of the "Course-of Study" for the 1947 school year as soon as it becomes available.

b. Encouragement and assistance in the development by teachers of supplementary aids and materials and in the utilization of community resources for instruction.

c. Assistance in the establishment of the "6-3 steps" of the educational ladder when provided for by Japanese law and encouragement to individual schools, local communities and prefectures in the study and solution of practical problems involved in such a transition.

d. Encouragement and assistance in the establishment of the following:

- (1) An "in-service" training program for teachers in individual schools.
- (2) A program of regular conferences of teachers.
- (3) Continuing workshops and study groups of specialized teachers, such as social studies teachers, English teachers, and

national language teachers. It is desirable to encourage the development of professional associations of teachers in specialized fields.

e. Assistance in the development of sound and comprehensive programs of public relations with regard to the reform of Japanese education, the responsibilities of teachers, principals, parents and communities in this regard, and reporting of progress made in educational reform at national, prefectural and local levels.

f. Encouragement of the local governments in the rehabilitation of school plants and facilities.

g. Encouragement and assistance in the promotion of a sanitation and health program, to include the school lunch program.

3. The following projects are included in the long-range planning of the civil education program. Many of them have already been started but it is desired that they be initiated in each prefecture as soon as practicable.

a. Assistance in the elimination from public institutions of learning of all methods of school entrance selection based upon economic status, family position, sex, creed, or political belief.

b. Encouragement and assistance in the establishment of co-education as a basic pattern in education and assistance in providing equal educational opportunities for men and women.

c. Encouragement and assistance in the selection of demonstration and experimental schools on elementary and secondary levels in each prefecture, giving consideration to the possibility of utilizing the resources of normal schools for this purpose.

d. Encouragement and assistance in the healthy professional development of teachers' research conferences established within each school by directive of the Ministry of Education.

e. Assistance to school administrators at all levels, including school inspectors, in the assumption of their new professional responsibilities in a manner appropriate to a democratic system of education and in the elimination of all expressions of arbitrary control in school administrative machinery.

f. Encouragement and assistance in the development of professional associations and Parent-Teacher associations which are democratically established and operated.

g. Encouragement and assistance in the expansion of visual and radio education programs.

h. Encouragement and assistance in the development of physical education activities in and out of schools and of sound programs of sports.

i. Encouragement and assistance in the establishment of vocational guidance and counselling facilities, both in schools and in local communities outside of schools.

j. Encouragement and assistance in the establishment of cooperative part-time training programs involving vocational schools and local industries.

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

l. Encouragement of the establishment of discussion groups in order to provide democratic media for the expression of opinions by adults on international, national, and local problems.

m. Encouragement and assistance in the establishment of Citizens' Public Halls and inspection of them as they are established, making certain that democratic procedures concerning the establishment and operation of such halls are followed, as outlined in Ministry of Education directive Hatsu-sha # 122 (Subject: "Citizens' Public Halls: An Outline of their Creation and Management", dated 5 July 1946)

n. Encouragement and assistance to colleges and universities to establish extension courses for adults.

o. Encouragement and assistance in the development of youth organizations, giving particular attention to the problems of training of adequate leadership for such organizations, and preventing any tendencies to revert to the prewar and wartime pattern of the Seinen Dan type of organization, and preventing the utilization of youth organizations for political, nationalistic or militaristic purposes.

p. Encouragement and assistance in the development of sound county and prefectural federations of youth

organizations.

q. Encouragement and assistance to private institutions of learning in the solution of their urgent problems of reconstruction and reorganization.

r. Implementation of Ministry of Education directives through interpretation in terms of democratic school practices.

s. Encouragement and assistance in the establishment of local and prefectural boards of education at such time as they are provided for in Japanese law.

t. Encouragement and assistance in the establishment of methods for furnishing financial assistance to capable and deserving students of low economic resources.

4. It is desired that military government units include in Annex E of the Monthly Military Government Activities Report, information concerning the progress made and difficulties encountered in implementing civil education projects.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

OFFICIAL:

SCHANZE
G-1

CLOVIS E. BYERS
Major General, GSC
Chief of Staff

DISTRIBUTION: "A" plus "Z"

Two copies to each Mil Govt Unit.

Mil Govt Sec., Hq 8th Army - 10 copies.

Appendix D

A PROPOSED PROGRAM FOR THE CI&E SECTION, MMGT

(Extracted from: Harrington, Edward W. A proposed program for the civil information and education section, Miyagi military government team. Typescript, July, 1947. 53p.)

I. OBJECTIVES of the OCCUPATION

The objectives of the Occupation must necessarily be the end which orients all activities of the Occupation Forces, the results which must be realized before the Occupation can be terminated successfully. To be in accordance with the Potsdam Declaration, any program developed by a section in any MG Team must be built upon these objectives.

1. To eliminate for all time from Japanese culture militarism, ultra-nationalism, State Shinto, all fascist and totalitarian doctrines, and to screen from all positions of authority and influence all those who believe in any of these things.

2. To substitute for those things political, social and economic democracy with the civil liberties and the minimum standards of equality and justice developed in the western world, and an attitude of good will and cooperation toward all peace-loving peoples.

II. ASSUMPTIONS and AIMS of any MG Team

As the objectives of the Occupation form the basis for all work of any MG Team, there are certain assumptions which reasonably follow. Corresponding basic aims grow directly out of these assumptions. Some of these may be expressed as follows:

A. ASSUMPTIONS

1. The objectives of the Occupation are just and reasonable.
2. These objectives seek to change some parts but not all of Japanese culture.

B. AIMS

1. to attain the objectives of the Occupation.
2. to limit ourselves to those objectives.

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| 3. The efforts of the Occupation to attain these objectives are supplemented by those of liberal Japanese nationals. | 3. to gain the greatest possible degree of co-operation from Japanese nationals. |
| 4. The more intelligent this cooperation, the more effective it will be. | 4. to see that this cooperation is made as intelligent as possible. |
| 5. One can work more effectively through a foreign people if he is familiar with its customs and past. | 5. to so prepare ourselves, by an unbiased study of their history and culture, as to most effectively influence the desired social changes. |
| 6. We must realize that re-orientation of Japanese culture must be effected now, but the new Japan will have to evolve through a long period of time. | 6. to make sure that all institutions and activities coming within the scope of MG are oriented in harmony with the objectives of the Occupation. |
| 7. We can not expect Japanese to attain Stateside standards immediately. | 7. to so influence each as to insure the maximum progress toward the ideals of democracy and peace. |

III. PRINCIPLES and FUNCTIONS for CI&E Section

In as much as all the activities of the CI&E Section are carried on through direct contact with Japanese nationals, the fundamental principles which are to guide its personnel in those contacts should be carefully formulated. The functions of the section and those principles must be in complete harmony. The program developed for each phase of the work of the section must be a translation of the accepted functions into plans for action. Then, the development of a program will logically fall into three steps or interrelated parts:

- a. PRINCIPLES, or guiding philosophy
- b. FUNCTIONS, or duties to be performed

- c. PROGRAM, or methods by which principles are to be satisfied through functions.

As all items in Principles, Functions, and Programs must be in harmony with each other, the three should be given in adjacent columns. Programs must be broken down into so many parts, however, that this is impractical. The plan will be followed for Principles and Functions, while each phase of the program itself will be considered separately.

The principles and functions will provide standards by which the section will be able to judge its plane and accomplishments. They will provide a measure by which the section can evaluate its efforts and determine whether all are leading in the right direction. These will be given in detail and then summarized.

A. PRINCIPLES

1. The greatest good for the Japanese themselves, as well as the people of the U.S. and of the world, will be gained if the objectives of the Occupation are attained.
2. It is not an objective of the Occupation to completely eliminate all Japanese culture and substitute that of Americans.

B. FUNCTIONS

1. to continually hold before Japanese nationals:
 - a. the great opportunities offered by this difficult time of transition for building a freer and better Japan;
 - b. the inestimable value of political and civil liberties, of political and social democracy;
 - c. the need for the defense of these things against enemies among their own nationals.
2. to continually hold before Japanese nationals:
 - a. the fact that we want to eliminate only those elements that endanger the peace of the world and oppress the common people of Japan;
 - b. the fact that we are not interested in influencing their religions, morals,

manners, customs or dress except as would be modified by the above;

c. those objectives of their own governmental units and independent organizations which are in harmony with those of the Occupation.

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| <p>3. The sincere friendship and confidence of the Japanese is necessary to gaining their maximum cooperation.</p> | <p>3. to win by legitimate means the friendship and confidence of Japanese nationals.</p> |
| <p>4. The democratization of Japan will ultimately be achieved by the Japanese themselves.</p> | <p>4. to leave as much as possible of the execution, planning and initiation of all projects in the hands of Japanese leaders.</p> |
| <p>5. Belief in and the responsibility for the achievement of democracy on their part will be the shortest and best route to its attainment.</p> | <p>5. to stimulate and encourage, advise and assist any qualified Japanese national who is engaged in educating or informing people of any age group in harmony with the objectives of the Occupation, and to observe and evaluate, criticize and commend his work.</p> |
| <p>6. We cannot teach democracy by dictation, initiative by specific directions, intelligent cooperation by the use of force.</p> | <p>6. to see that leaders are trained, not only by lectures and study, but largely by practical experience with problems demanding initiative and intelligent cooperation.</p> |
| <p>7. It is psychologically more effective to emphasize the positive rather than the negative.</p> | <p>7. to emphasize the things being instituted and their advantages rather than the fact that certain elements are being eliminated.</p> |

8. In order to insure equality of educational opportunity to all Japanese children, a minimum standard for schools must be set and financed by the larger governmental units. This minimum standard must not limit but allow each community and faculty to go as far above it as possible. SCAP will see that the Education Ministry sets reasonable standards, and issues appropriate directives to prefectures.
9. Adult organizations, while conforming to minimum requirements set by law, must not be under the direct control of partisan politics or government officials. They must be free and self-governing units in which membership is voluntary and democratic procedures are strictly followed.
10. The prefectural government must realize its responsibility, and the limits there of, with respect to adult and youth organizations; it should stand ready to assist any organization
9. to keep adult organizations (CPHs, women's organizations, etc.) free from political or partisan control.
 - a. as soon as possible, to make it unnecessary for any to look to government for financial support.
 - b. to dispel any idea that we are detectives or police who are spying upon them.
 - c. to dispel any idea that membership, attendance or any contribution is compulsory.
 - d. to keep control and procedures.
10. to see that all concerned in adult organizations become aware of the ideal relationship between government and adult organizations in a democracy.

with non-partisan, factual information on matters of general interest, perhaps even to the extent of supplying lectures. Such assistance should never be forced upon any organization but should be given only at the specific request of an organization.

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| 11. To be democratic, any organization should rest upon the conviction of a group of people that it is sufficiently vital to their welfare to call for their active participation. | 11. to so influence each organization that it will, as soon as possible, come to depend solely upon the voluntary support of its members both in financing and participating in its program. |
| 12. The development of appropriate attitudes in youth is necessary to the success of democracy and the attainment of the objectives of the Occupation. | 12. to encourage the development of right attitudes in youth.

a. to develop, through schools, youth organizations, and other means, desirable ideals and attitudes in the youth of Japan.

b. to keep youth organizations and other means of youth development under such sponsorship as shall insure that they are not used for militaristic, ultranationalistic or undemocratic ends. |

Appendix E

MIYAGI-KEN TEACHERS' LABOR CONTRACT

The governor of Miyagi Prefecture (to be called hereafter the Governor) and the Miyagi-ken Teachers' Union (to be called hereafter the Union) will hereby conclude the following labor contract basing on the spirit of the Labor Union Law and on the matters within the competency of the Governor:

Article 1. The Governor shall authorize the Union and admit its collective bargaining right.

Article 2. The Governor shall assure the official post and living of the Union members, and the Union shall exert its efforts for the enhancement of the efficiency of teachers business, contributing thereby toward the promotion of the education in Miyagi Prefecture.

Article 3. In order to realize the purport clarified in Article 3, a Miyagi-ken Educational Administration Council (to be called hereafter the Council) shall be instituted consisting of the Governor and Committeemen of his appointment and committeement elected by the Union.

The Governor and the Union shall collaborate with sincerity toward the materialization of the decisions reached by the Council.

Regulations governing the Council on its organization, particulars to be discussed, and management thereof, and other pertinent matters shall be fixed separately.

Article 4. The Governor shall authorize the special persons among the Union members who engage exclusively in the business of the Union.

Article 5. In case the Council based on this labor contract cannot reach an agreement, the Governor or the Union can propose to resort to other procedures authorized in the Labor Union Law or other labor relations laws or ordinances.

Article 6. The Governor shall avoid any prejudicial treatment to any of the Union members who have performed legal action in behalf of the Union.

Article 7. This labor contract shall be effective for one (1) year from the date of its conclusion.

Article 8. This labor contract shall be quadruplicated. One of it preserved by the Governor and one by the Union, another is to be filed through the chief of Sendai Labor Board by the Governor of Miyagi Prefecture, and one is to be submitted to Miyagi-ken, Regional Labor Committee.

24 February 1947

M. Kato, Chief of Teachers' Union
S. Chiba, Governor of Miyagi Prefecture

Appendix F

THE CONSTITUTION OF
THE EDUCATIONAL ADMINISTRATION CONFERENCE OF
MIYAGI PREFECTURE

(Miyagi Prefectural Government. The constitution of the educational administration conference of Miyagi Prefecture. Sendai, Japan, The Government, July 21, 1947. 1p. Translated typescript.)

Article 1. This organization is called "The Educational Administration Conference of Miyagi Prefecture" and is established according to Article 3 of the Collective Bargaining agreed upon between the Governor of Miyagi Prefecture and the Teachers' Union of Miyagi Prefecture. The office of this organization is placed within the School Education Section of the Miyagi Prefecture Government..

Article 2. This organization is composed of the following committee members:

- a. 8 representative committee from the Prefectural Government
- b. 8 representative committee from the Teachers Union

The tenure of a committee member covers one year (from April to March the next year). The tenure of those who fill vacancies covers the rest of that of predecessors.

Article 3. The following matters are discussed by this organization:

- a. Salaries and allowances of teachers
- b. Working conditions of teachers
- c. Appointment, dismissal, reward and punishment of teachers and school inspectors
- d. Culture, studies and welfare of teachers
- e. Educational budget

- f. Reform of education
- g. Enactment, revision and abolition of various regulations pertaining to school education.
- h. Other matters thought necessary by this organization

Article 4. This organization has its president and vice-president.

- a. The president and vice-president are elected from among the committee members by themselves.
- b. The president presides over conferences and represents this organization. The vice-president helps the president and acts in his place when he is absent.

Article 5. The regular conferences of this organization are called by the president and held once a month. The president must call a conference when either the governor or the Union demands it.

Article 6. Subjects to be discussed by this organization should be submitted to the president by both the governor and the Union before hand and the president should notify each member of the subjects at least five days ahead of the conference.

Article 7. The process of the conference and the results thereof should be recorded in the minute-books of this organization, and the representatives of both the Prefectural Government and the Union should sign their names and put their signets on it.

Article 8. Those other than committee members can attend the conferences of this organization with the approval of this organization when necessary.

Article 9. Conferences of this organization are open to the public in principle, but they can be made secret when necessary.

Article 10. Clerks are installed in this organization. The number of clerks should be one from the Prefectural Government and one from the Union respectively.

Article 11. The expenditure of this organization should be paid by the Prefectural Government.

Article 12. The revision or abolition of this constitution can be demanded either by the governor or the Union and should be decided according to the decisions made at their conferences.

Supplementary Rule

This constitution should be put into force as from July 31st, 1947.

Agreement

In order to make complete the operation of this organization, organs for conference should be established in each city and local office.

Appendix G

CONSTITUTION OF THE MIYAGI PREFECTURE
TEACHERS' UNION

(Miyagi Prefecture Teachers' Union. Constitution of the Miyagi Prefecture Teachers' Union. Sendai, Japan, The Union, April 1, 1948. 5p. Translated typescript.)

I. General Rules

1. This union is called the Miyagi-ken Teachers' Union and its main office is situated at 1/127, Kita-shichi-bancho, Sendai.
2. This union is a judicial person.
3. The purpose of this union is to improve the members' economic, social and political status as well as to enhance the cultural standard and contribute to the democratization of education.
4. The union has the following activities for the accomplishment of the above mentioned purposes:
 - a. Matters concerning the betterment of the members' treatment and the improvement of the working conditions.
 - b. Matters concerning the members' welfare.
 - c. Matters concerning the uplifting of the people's culture and the democratization of education.
 - d. Matters concerning members' culture.
 - e. Matters concerning liaison and cooperation with other democratic organizations.
 - f. Other matters necessary to accomplish the purpose of the union.
5. This union is organized by the school teachers in Miyagi Prefecture.
6. Those who want to become the members of this union are required to apply to the main office through respective branches.

7. Those who want to secede from this union are required to give reasons and notify the main office of their secession through respective branches.
8. If members of this union should violate the constitution, or disturb the organization or bring disgrace on the union or incur loss to the union, they may be expelled or their rights may be suspended according to the decision made through the committee.
9. This union will establish a branch in each area, and a sub-branch will be established in each school under each branch. The establishment, abolition, and disposition of branches will be decided at the general meeting.
10. The following departments will be established according to the grade of schools in this union:
 - a. Primary School Department.
 - b. Lower Secondary School Department.
 - c. Upper Secondary School Department.

The regulations concerning the Youths' and the Women's Departments will be made separately.

II. Organs

12. There are three organs in this union.
 - a. General meeting.
 - b. Committee.
 - c. Executive Committee.
13. The general meeting is the supreme voting organ of the union and it is to be held in May every year. An extraordinary general meeting must be held when the committee recognizes it necessary or more than half the branches demand it.
14. The general meeting is composed of delegates. Each sub-branch should elect one delegate if its members are less than twenty, and if its members are more than twenty-one, two delegates (in this case, one man and one woman as a rule) should be elected. Every member

can attend the general meeting and can express his or her opinion.

15. The subjects to be discussed at the general meeting are as follows:
 - a. Matters pertaining to the activities of the union.
 - b. Approval of the budget and the settlement of the accounts.
 - c. Revision of the Constitution.
 - d. Approval of the appointment of officers.
 - e. Matters concerning strikes.
 - f. Disposition of important property.
 - g. Other important matters.
16. The Committee is a voting organ next to the general meeting, and it is composed of the committee members.
17. The subjects to be discussed at the committee meetings are as follows:
 - a. Management of matters decided at the general meeting.
 - b. Deliberation on the budget and the accounts.
 - c. Approval of a supplementary budget.
 - d. Decision on bills to be introduced to the general meeting.
 - e. Management and disposition of property.
 - f. Election of committee members to be dispatched to member organizations and others.
 - g. Enactment, revision and abolition of regulations.
 - h. Others necessary to accomplish the purpose of the union.
18. The Executive Committee is composed of Chairman of the Committee, Vice-chairman, Secretary, Vice-secretary and Executive Committee members, and it takes charge of the execution of matters entrusted by the voting organs.

19. The Executive Committee establishes the Secretariat to execute business. The regulations concerning the Secretariat are made separately.
20. Conferences of this union are called by the Chairman of the Executive Committee. The chairman of each conference is elected from among the attendants by themselves at each time. Conferences are valid when they are attended by the majority of the members concerned. Decisions are to be made by the majority of the attendants. When pros and cons are the same in number, the chairman makes decisions.

III. Officers

21. The following officers are installed in this union:

Chairman of the Executive Committee.....	1
Vice-chairman of the above.....	2
Secretary.....	1
Vice-secretary.....	1
Executive Committee member.....	Several
Committee members.....	Several
Inspectors.....	3

22. The Chairman and Vice-chairman of the Executive Committee are elected at the general meeting. The Chairman of the Executive Committee represents the union and is responsible for the execution of business. The Vice-chairmen of the Executive Committee help the Chairman of the Executive Committee and when he is absent, they execute his work as proxy.
23. The Secretary and the Vice-secretary are elected at the Committee meeting. As a full-time worker for the union, the Secretary assists the chairman of the Executive Committee and executes business. The Vice-secretary assists the Secretary as a full-time worker of the union, and when the Secretary is absent, he carries out his work as proxy.
24. The Executive Committee members are elected at the Committee meeting. The Executive Committee members execute business as full-time workers of the union.
25. The Committee is composed of the following:

Two Committee members elected in each branch if the number of its members is less than 300. But in branches where the number of the members exceeds 300, one committee member per extra 300 and also one per odds will be added.

Chiefs of the branches;

Directors of the department.

Secretaries of the branches.

Director of the Youth's Department.

Director of the Women's Department.

Beside these, the Chairman of the Executive Committee can request less than ten persons to become Committee members with the approval of the Committee. The Committee members make decisions on important matters.

26. Inspectors are elected at the Committee meeting. The inspectors audit accounts more than twice a year, and report on the results to the general meeting and the Committee meeting.
27. The tenure of the officers is from April to March of the following year. But they are required to carry on their business till new officers are elected. Officers are not prevented from their being reelected. The officers who fill vacancies, remain in their offices during the rest of the tenure of their predecessors.
28. Besides the officers stipulated in Article 21, special committee members can be installed in this union to give advice to the Committee or to assist the Executive Committee when necessary.

IV. Accounts

29. The expenditure of this union is paid with dues, revenues of business and contributions.
30. Dues are 40 yen per month per member, and are paid every month through respective branches.
31. The fiscal year of this union begins on the 1st of April and ends on the 31st of March of the following year.

V. Others

32. The revision of this constitution requires the approval of more than two-thirds of the delegates attending the general meeting.
33. Regulations necessary for the execution of this constitution will be decided at the Committee meeting.

VI. Supplementary Rules

34. This constitution will be put into force as from the 1st of April, 1948.

Appendix H

IMPERIAL RESCRIPT ON EDUCATION
(30 October 1890)
(5, v.2, p.76)

Know Ye, Our Subjects:

Our Imperial Ancestors have founded Our Empire on a basis broad and everlasting, and have deeply and firmly implanted virtue; Our subjects ever united in loyalty and filial piety have from generation to generation illustrated the beauty thereof. This is the glory of the fundamental character of Our Empire, and herein also lies the source of our education. Ye, our subjects, be filial to your parents, affectionate to your brothers and sisters; as husbands and wives be harmonious, as friends true; bear yourselves in modesty and moderation; extend your benevolence to all; pursue learning and cultivate arts, and thereby develop intellectual faculties and perfect moral powers; furthermore, advance public good and promote common interests; always respect the Constitution and observe the laws; should emergency arise, offer yourselves courageously to the State; and thus guard and maintain the prosperity of Our Imperial Throne coeval with heaven and earth. So shall ye not only be our good and faithful subjects but render illustrious the best traditions of your forefathers.

The way here set forth is indeed the teaching bequeathed by Our Imperial Ancestors, to be observed by their descendants and the subjects, infallible for all ages, and true in all places. It is our wish to lay it to heart in all reverence, in common with you, our subjects, that we may all attain to the same virtue.

The 30th day of the 10th month of the 23rd year of Meiji.

(Imperial Sign Manual)

(Imperial Seal)

Appendix I

OFFICE OF THE SUPREME COMMANDER
FOR THE ALLIED POWERSAG 350 (22 Oct 45) CIE
(SCAPIN - 178)

22 October 1945

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT.

THROUGH : Central Liaison Office.

SUBJECT : Administration of the Educational System
of Japan.

1. In order that the newly formed Cabinet of the Imperial Japanese Government shall be fully informed of the objectives and policies of the occupation with regard to Education, it is hereby directed that:

a. The content of all instruction will be critically examined, revised, and controlled in accordance with the following policies:

- (1) Dissemination of militaristic and ultra-nationalistic ideology will be prohibited and all military education and drill will be discontinued.
- (2) Inculcation of concepts and establishment of practices in harmony with representative government, international peace, the dignity of the individual, and such fundamental human rights as the freedom of assembly, speech, and religion, will be encouraged.

b. The personnel of all educational institutions will be investigated, approved or removed, reinstated, appointed, reorientated, and supervised in accordance with the following policies:

- (1) Teachers and educational officials will be examined as rapidly as possible and all career military personnel, persons who have been active exponents of militarism and ultra-nationalism, and those actively antagonistic to the policies of the occupation will be removed.

- (2) Teachers and educational officials who have been dismissed, suspended, or forced to resign for liberal or anti-militaristic opinions or activities, will be declared immediately eligible for and if properly qualified will be given preference for reappointment.
- (3) Discrimination against any student, teacher, or educational official on grounds of race, nationality, creed, political opinion, or social position, will be prohibited, and immediate steps will be taken to correct inequities which have resulted from such discrimination.
- (4) Students, teachers, and educational officials will be encouraged to evaluate critically and intelligently the content of instruction and will be permitted to engage in free and unrestricted discussion of issues involving political, civil, and religious liberties.
- (5) Students, teachers, educational officials, and public will be informed of the objectives and policies of the occupation, of the theory and practices of representative government, and of the part played by militaristic leaders, their active collaborators, and those who by passive acquiescence committed the nation to war with the inevitable result of defeat, distress, and the present deplorable state of the Japanese people.

c. The instrumentalities of educational processes will be critically examined, revised, and controlled in accordance with the following policies:

- (1) Existing curricula, textbooks, teaching manuals, and instructional materials, the use of which is temporarily permitted on an emergency basis, will be examined as rapidly as possible and those portions designed to promote a militaristic or ultra-nationalistic ideology will be eliminated.
- (2) New curricula, textbooks, teaching manuals, and instructional materials designed to

produce an educated, peaceful, and responsible citizenry will be prepared and will be substituted for existing materials as rapidly as possible.

- (3) A normally operating educational system will be reestablished as rapidly as possible but where limited facilities exist preference will be given to elementary education and teacher training.

2. The Japanese Ministry of Education will establish and maintain adequate liaison with the appropriate staff section of the Office of the Supreme Commander for the Allied Powers, and upon request will submit reports describing in detail all action taken to comply with the provisions of this directive.

3. All officials and subordinates of the Japanese Government affected by the terms of this directive, and all teachers and school officials, both public and private, will be held personally accountable for compliance with the spirit as well as the letter of the policies enunciated in this directive.

FOR THE SUPREME COMMANDER:

H. W. ALLEN
Colonel A. G. A.
Asst Adjutant General

Appendix J

THE STATEMENT ISSUED BY GENERAL OF THE ARMY
DOUGLAS MACARTHUR IN CONNECTION WITH THE FEBRUARY I
GENERAL STRIKE OF THE GOVERNMENT AND PUBLIC
OFFICE WORKERS UNION, JANUARY 30, 1947
(Contemporary Japan 16:105. 1947)

Under the authority vested in me as Supreme Commander for the Allied Powers, I have informed the labor leaders, whose unions have federated for the purpose of conducting a general strike, that I will not permit the use of so deadly a social weapon in the present impoverished and emaciated condition of Japan, and have accordingly directed them to desist from the furtherance of such action.

It is with greatest reluctance that I have deemed it necessary to intervene to this extent in the issues now pending. I have done so only to forestall the fatal impact upon an already gravely threatened public welfare. Japanese society today operates under the limitations of war defeat and allied occupation. Its cities are laid waste, its industries are almost at a standstill, and the great masses of its people are on little more than a starvation diet.

A general strike, crippling transportation and communications, would prevent the movement of food to feed the people and of coal to sustain essential utilities, and would stop such industry as is still functioning. The paralysis which inevitably would result might reduce large masses of the Japanese people to the point of actual starvation, and would produce dreadful consequences upon every Japanese home regardless of social strata or direct interest in the basic issue. Even now, to prevent actual starvation in Japan, the people of the United States are releasing to them quantities of their own scarce food resources.

The persons involved in the threatened strike are but a small minority of the Japanese people. Yet this minority might well plunge the great masses into a disaster not unlike that produced in the immediate past by the minority which led Japan into the destruction of war. This in turn would impose upon the Allied Powers the unhappy decision of whether to leave the Japanese people to the fate thus recklessly imposed by a minority, or to cover the consequences by pouring into Japan, at the expense of their own meager resources, infinitely greater quantities of food and other supplies to sustain life than otherwise would be

required. In the circumstances, I could hardly request the Allied peoples to assume this additional burden.

While I have taken this measure as one of dire emergency, I do not intend otherwise to restrict the freedom of action heretofore given labor in the achievement of legitimate objectives. Nor do I intend in any way to compromise or influence the basic social issues involved. These are matters of evolution which time and circumstances may well orient without disaster as Japan gradually emerges from its present distress.

Appendix K

CIVIL EDUCATION SECTION
Miyagi Military Government Team
APO 547

21 September 1948

TO: Open letter to all school teachers in Miyagi
Prefecture at the beginning to "Education Week".

THRU: Director of Education, Miyagi Prefectural Government.

Of all the voters in the election for the Board of Education, the teacher should be the most concerned both as a private citizen and as a public official. For the protection of the teaching profession, teachers should be certain that none of their fellow-workers are candidates for election to the Education Board for personal gains. Teachers should condemn any groups of their profession who seek to enlist the teachers' support for selfish motives or partisan programs.

It is generally considered unethical for a teacher to be a member of the school board which is governing the school in which that teacher is teaching. According to the Education Board Law, the teacher must resign from his teaching position if he is elected to the Education Board. Since there is no salary paid to the members of the school board and since service on the Education Board will require only two or three meetings a month, naturally the ex-teacher must find some means of financial support for four years. If the teacher member shows partiality toward a group or organization, the general public will naturally suspect that he is receiving some sort of financial aid. If the suspicion is true, the member of the board loses his freedom to express his own viewpoints and the views of the general public. He becomes a representative of a pressure group.

Since there is such a shortage of teachers in Japanese schools, it seems desirable that good teachers remain at their posts. Since one of the biggest hindrances to Japanese education is the lack of interest of the general public in the educational affairs of the community, it seems desirable that as many capable "lay" people be on the Education Board as possible to place the responsibility for education on the general public, not government officials. And since election of a board member from the teaching groups would create suspicion and antagonism toward the

teaching profession in such a way that the stigma might last for years, it would seem undesirable for the prefectural board to have members on it from the schools which are to be governed by the board.

As a private citizen the teacher has the right and duty to vote for the candidate which in his personal opinion will best represent the wishes of the general public. It is his duty to refrain from voting for a candidate which is sponsored by a political bloc or pressure group which expects the elected member to be a mere pawn in carrying out its wishes. Generally speaking, teachers are a rather conservative group. Voting for an extremist, either to the left or right, merely because he is sponsored by some organization or bloc is being hypocritical to the teaching profession in which teachers are trying to teach boys and girls to become intelligent, thinking, citizens.

In his capacity as a public official, the teacher knows that public support or opposition to any individual is considered poor professional ethics. Unexpected election results may incur considerable antagonism to himself, his school, and his profession.

It is the duty of the teacher in this election to disseminate as much information as possible about the responsibility of the individual citizen in the control of local education. Only by getting individuals interested in the welfare of their children can education be successful.

Karl F. Drlica
Chief, Civil Education Section

Appendix L

23 August 1948

TO : The Commanding Officer, Miyagi Military Government
The Education Officer, Miyagi Military Government

FROM: Hitoshi Oikawa, Shimocho, Wakayanagi-machi, Kurihara-gun, Miyagi-ken

I have written this letter because I believe that Japanese education will be destroyed and disordered by the Board of Education system. I hope, as one of the Japanese nationals, that you will help to withdraw this system.

It is true that the Japanese educational system has contained in it many defects. But what we want is the improvement of the system, and not the deterioration of it. Nor should it be just an opportunistic reform. But will the coming Board of Education system really improve Japanese education?

(I) The history, customs and manners, and traditions of Japan should not be neglected in Japanese education. This is true with American education, too. I dare say this, because I believe that the policy of the Occupation authorities is not to colonize Japan, but to make her an independent nation without arms.

When we look into the history of America, we think it is beyond doubt that the Board of Education system is the best and most suitable system there.

But this is not true with Japan. I don't know about ancient times, but at least since the time when things began to be recorded correctly, Japan has been governed by central governments except in the Civil War Age, and the learned people have been respected socially. This tendency continued through Meiji Era till the beginning of the last war. Especially after the Restoration at the beginning of Meiji Era, a powerful central government was established, and so it was not necessary for local communities to give education of their own except some education about local things. And it is a fact that there were many progressive and capable people among teachers and educational officials as compared with the people in general. Even a hamlet had a school and teachers worked as a center of villagers. This fact has not completely gone out of existence even today after the defeat in the war.

I think it is not necessary to explain the difference between the prefectures of Japan and the states of America. Therefore, if I am allowed to go so far as to say this, the Board of Education system which ignores the history, traditions, customs and manners of Japan is nothing but a bad system by which the clever are controlled and supervised by the stupid, the experienced by the inexperienced, and the men of character by the ambitious people.

(II) In short, educators and educational administrators are by far superior to the people in general as far as their characters and abilities are concerned. In Japan, from ancient times, men of character have been trying to improve themselves without caring for popularity with the general public. But in the election system, people collect their votes by getting popularity through saying or doing what the general public would like.

And it goes without saying that the ability to become clap-trap politicians by saying or doing things which would appeal to the public fancy or to distribute the money made in the black-market to appeal to the people with worldly desires is one thing and the ability to become a good educational administrator is the other.

If I am allowed to go so far as to say this, again, the more votes one can collect, the more vulgar of mind he is. He is just one of those opportunists who chimed in with the current of the times in the militaristic age and are now beating the drum of democracy without understanding democracy at all; or he is one of those frivolous people who will make a fuss about Lenin and Marx if Japan is to be Sovietized. For example, look at the list of those who are desirous of becoming candidates in the coming election of the Board of Education. Thoughtful people will abstain from voting.

(III) "Truth" and "Justice" cannot be determined by majority of votes.

It will need no explanation that it is one of the missions of education to look after truth and justice, in other words, knowledge and morality.

Socrates was sentenced guilty by the citizens of Athens with majority of votes and took poison. From time immemorial, there have been many instances showing that majority of votes has nothing to do with truth or justice. Intelligent people of the whole world know quite well that the majority rule system can be applied to some phases but not to others. If the majority rule system is adopted,

educators will be driven to the undesirable vulgarism such as opportunism and self-advertisement rather than to the effort for truth and justice.

If unhappily enough the Board of Education system should be put into force, its result will be as follows:

It will be like "killing a cow in trying to set her horns right" as a Japanese proverb says, and it will result in the destruction of Japanese education.

(1) What kind of person will be elected member of the board:

- (a) New bosses of the Teachers' Union.
According to the Japanese morals since ancient times, men of character do not like to make a fuss by forming a clique. They are supposed to be resolved to fight even alone against all odds, if their demands or opinions are right.
- (b) New black-marketeer classes.
These are more detestable people who have appeared after the downfall of the former rich classes. If we look into all the elections after the war, we can easily see how they have penetrated into these fields and it would need no explanation. We cannot get money enough to pay for the election expenses except by black-marketeering.
- (c) Ambitious opportunists.
Explanations have already made in the previous chapter about these people.
- (d) Political bosses.
This will result in establishing another "Tammany Hall" within the Japanese educational circles.

(2) Deterioration of the quality of teachers.

If the board of education like those mentioned above should become the supreme organ of education, men of character will not gather in the educational circles, and those who would teach literally to make a living will stand on the platform and teach, instead. Consequently, we shall have more and more tangible and in-tangible strikes. Before the war, Japanese educators had been trusted like parents.

But it seems to me that educators are regarded as employees in foreign countries, and I think that is why it is necessary to establish organs such as boards of education and interfere with them.

(3) Looking down upon education by the general public.

This is the most terrible result. Teachers who are controlled by the board of education, will have no spirit of self-respect, and no one will enjoy their job of education as their mission. The deterioration of the quality of teachers will bring about contempt for teachers. Contempt for teachers will change to contempt for education. Thus Japan will decline in learning as well as in morals. Miserable are the present-day youths and children! You had better refer to the fact that the new lower secondary schools are completely despised by the present-day Japanese, no matter what they may say outwardly.

(4) Deterioration of the efficiency of educational administration

There will only be too many inconclusive conferences and the efficiency of the educational administration will be further deteriorated. No one who is really worrying about the future of Japanese education will approve of such a bad system except those who are opportunistic or those who are thinking nothing but the preservation of their positions. It applies to all times and places that generosity to listen to the voiceless voices is one of the essential qualifications for those who govern with infinite authority.

Appendix M

CIVIL EDUCATION SECTION
Miyagi Military Government Team
APO 547

SUBJECT: Leftist Publication in Miyagi Teachers' Union Paper.

TO : Senior Military Government Officer

1. The attached inclosure was extracted from the Miyagi Teachers' Union Paper (Miyakyoso Joho), dated 1 January 1949 and is submitted for your information.

2. The Executive Committee was questioned concerning the publication of this article at the regular monthly Military Government - Teachers' Union liaison conference 29 January 1949, and the Committee admitted that this article was fictitious. Furthermore, Mr. Shiro Abe, Chief, Information and Publicity Department, is reputed to be extremely leftist.

3. Investigation is being conducted by the Legal Section, Miyagi Military Government Team, but no grounds for election violation have been determined as yet.

4. Since this article is a minority opinion in a paper whose circulation is claimed to approximate 10,000, this section feels that this article is extremely imprudent and does not convey the true color of the Union.

5. This section is conducting close surveillance of Teachers' Union activity.

6. Based upon this and subsequent developments, this section is considering the issuance of an "open letter" to teachers of this prefecture suggesting reorganization of the structure of the Miyagi Teachers' Union into a professional teachers association.

1 Incl
Extract from Miyagi
Teachers' Union Paper

KARL F. DRLICA
Chief, Civil Education Section

QUESTIONS AND ANSWERS REGARDING THE ELECTION
(Extracted from the Miyagi Teachers' Union Paper
"Miyakyoso-joho" 1 January 1949)

(The Legislation Dept.)

- A. I have heard that Mr. Tojiro Kanamoto and Mr. Fujio Takahashi are going to run for the election. But is it true?
- B. As one of the Central Committee members of the Japan Teachers' Union, Mr. Kanamoto fought as a star fighter in the struggles for the Board of Education Law, National Public Service Law, Educational Public Service Law and the Teachers License Law. He said it was his earnest desire based upon his experiences to send teacher representatives to the Diet by all means. He said it was very convenient for them to have Mr. Iwama in the House of Councilors, but it was through the People's Co-operative Party that they could contact the House of Representatives. As he was convinced that there was so many stupid members in the Diet, he seemed to have made up his mind to work hard in the Diet, if he should be supported. Mr. Takahashi, also, wanted to run for the election with a view of waging it as a kind of battle of revenge on the last election of the Board of Education. As the secretary of the Teachers' Union, he was stressing the need to firmly establish the subjective and objective conditions of the union.
- A. What do you mean by establishing the subjective and objective conditions firmly?
- B. It has been frequently rumored that the Board of Education members have a constant stream of visitors at their private houses. There is a breach of good faith within the union, for we can notice the age-old bad tendency to try to get advanced by being connected with Board of Education members at the sacrifice of those around them, deviating from the line of the union movement to correct the way of life of all the ten thousand and several hundred teachers. Such a subjective collapse is readily reflected. We can personally feel the neglect of the Teachers' Union by the Board of Education in the personnel changes, unilateral decision of the Business Regulations for School Principals and the failure to show the educational budget bill to the Teachers' Union which was to be submitted to the Prefectural Assembly. It seemed to be Mr. Takahashi's intention to make us

recognize the power of organization of the Teachers' Union ourselves and to show the power to others, too, by sending representatives to the Diet through fighting as a whole. There is not the slightest doubt that it was secondarily based upon the extension of the Teachers' Union Movement to drive home the need of the Education Rehabilitation Movement to the general public.

- A. From which electoral district are they going to run?
- B. It is necessary for new unknown candidates to secure a great deal of support and assistance in order to challenge old and famous politicians like Mr. Homma, Mr. Oishi and Mr. Shoji. Therefore, a poll of public opinion was conducted. But as a conclusion, it was learned that it would be a little bit difficult for them to run and get elected. Therefore, they have given up the idea of running for the election.
- A. Why would it be difficult?
- B. The greatest difficulty seemed to be the fact that the political activities of public service officials were greatly restricted through the revision of the National Public Service Law.
- A. It is a thousand pities that both people have given up the idea of running for the election, but are the union members not in danger of falling into mental collapse concerning the election?
- B. We were robbed of the right to strike, and restrictions were put upon our political activities. But we know quite well that we cannot retrieve the fundamental human rights lost through the revision of the National Public Service Law, nor can we increase educational budgets, unless a democratic government is established. Therefore we are planning to prepare materials and distribute them to all the members of each branch so that they may find whom they should elect based upon the materials.
- A. As it is difficult to sponsor candidates from among the members and have them elected within the limits of the regulations of the National Public Service Law, will it not be better to support the candidates sponsored by the Democratic Front? This was a topic of conversation in our faculty room at the time of the poll of public opinion.
- B. It is fundamentally impossible to achieve educational revolution without establishing a democratic government.

Therefore, it may have not been necessary to sponsor candidates from among the members, but it was thought to be advisable to have people like Mr. Kanamoto and Mr. Takahashi run for the election in order to fight our way into the territories of the existing political parties like Democratic-Liberals or Democratic Parties. This was a conclusion reached by reflecting upon the failure of Mr. Hemmi in the last election of the Board of Education.

- A. Whom do you think most desirable out of the expected candidates?
- B. I want to have the members decide for whom we should vote. But it is quite dubious whether reports made by the Kahoku, Tokyo papers like the Asahi, the Mainichi and the Yomiuri and by NHK are based upon objective materials. Therefore, we are planning to send truly reliable materials in co-operation with democratic organizations so that you can pass good judgment on the candidates. What I want to ask you to do is to try as much as possible to absorb into the Democratic Camp youths and women who are virgins in a sense as far as elections are concerned, because it will be difficult to absorb older people who may have been sticking to some particular political parties from the time of their fathers. If you look into either the Coal Mine Scandal or the Showa Denko Scandal, you will find that neither Mr. Kurusu nor Mr. Nishio is corrupt individually. If you analyze all the political parties, you will find which party is affiliated with which power. Unless you make people realize that the leaders of such political parties cannot but be corrupted, however fine people they may originally be, youths and women who are not well enlightened politically, will get into danger of trying to vote for just good candidates, without voting for political parties. I want you to take this into consideration and try to enlighten people in this line.

Appendix N

POLITICAL ACTIVITIES
IN THE EDUCATION PROGRAM

(Prepared by: Fox, Rollin, Chief, Civil Education Section, Kanto Military Government Region, spring 1949 for use of prefectural civil education officers in that region. Typescript.)

The material which follows has reference to the national, prefectural, and (other) public schools -- those which are under the authority of Mombusho, boards of education, mayors, and headmen and which receive financial support from public funds. It is to be emphasized that private schools are not subject to the same controls as those supported by tax monies.

1. A state of confusion and uncertainty exists as to a proper understanding regarding political activities of public school facilities for political purposes. This situation exists among boards of education and their secretariats, school administrators, teachers, other school employees, pupils, parents, local public officials, and many other groups.

2. The situation is further complicated by representatives of various groups who attempt to impose their own interpretation of the law upon public school authorities. Among these groups are teacher unions, radical political organizations, student government, parents' organizations, youth and adult organizations, "cultural" groups (including social, recreational, religious, educational, and scientific), and various so-called "democratic" organizations.

3. It is imperative that there be developed in each prefecture a consistent and constructive program which will lead to a fair and wholesome administration of laws and regulations governing political activities in the public educational program.

4. The following proposals are offered:

a. The application of the expression "school" should be a comprehensive one to include the school as an institution, the personnel employed by the school, and the official acts of these personnel. It should include

activities carried on directly or indirectly in the name of the school or through one's influence as an employee thereof. The application, accordingly, should include school buildings, school grounds owned or used by the school, any school function wherever held in the name of or sponsored by the school or the school authorities, principals and teachers and other school employees while performing their assigned duties or while representing the school, pupils and students while in attendance at school or present on school property or participating in functions sponsored by the school or being held in the name of the school, and all education personnel paid in part or in full from public funds.

b. Education authorities are (1) boards of education, mayors, and headmen for the prefectural and public schools in the prefectures, and the Ministry of Education for government or national schools, and (2) administrative officials duly appointed by and authorized to act for education authorities as provided by law.

c. Political education in the schools is authorized and should be a part of the curriculum as outlined in suggested social studies courses prepared by the Ministry of Education and the boards of education and appearing in school text books approved according to the Board of Education Law. Political education, however, is not to be confused with political activities. The schools are places of learning and are not to be considered scenes for political indoctrination or partisan struggles. Therefore, it becomes the responsibility of school authorities, principals, and teachers to insure that instruction and discussion of political topics and doctrine are purely non-partisan in character. The following are among those which should be construed as consisting of political activities if occurring in the school, on school property, at extra-curricular activities, under sponsorship of the school, in the name of the school, or in the name of the school authorities:

- (1) Advocating a partisan political doctrine or asking those present to join a partisan political organization
- (2) Distributing partisan political literature or exhibiting partisan political materials or kamishibai [kamishibai--a type of traveling street show consisting of a series of illustrated cards accompanied by the narrator's story or song of explanation].

- (3) Advocating the election of or the defeat of a particular political candidate
- (4) Attending meetings or visiting homes to advocate partisan politics, while using one's relationship to the educational system as the primary person influencing factor
- (5) Requiring or influencing students, as part of their school program or otherwise, to engage anywhere and at any time in any partisan political activity

d. Student government organizations and school extra-curricular activities, wherever and whenever held, are an integral part of the school program and should at all times be under the supervision of teachers delegated to such duty by the school principal.

e. Teacher meetings called by order of the principal, or the school administrator, or his superiors during hours of duty or held on public school property are not places for partisan political activities. No official teacher meetings should be conducted except in accordance with regulations of the school authorities and for purposes approved by the school authorities.

f. Teacher union meetings and education association meetings should not be held during duty hours of teachers unless authorized by the school authorities, and if held during duty hours or on public school property, they should not be scenes for political activities of any nature.

g. Individuals or representatives of any organization, political or otherwise, should not be permitted to visit schools or attend school functions to engage in political activities or advance political ideologies.

h. Branches often called "cells" of political parties, in the school or sponsored in the name of the school are against the laws and regulations as are other partisan political organizations in similar situations.

i. School authorities and local government authorities have the power to prohibit the use of all public buildings or grounds, or adjuncts thereof, or annexes thereto, under their control, for partisan political purposes of any nature, but if such privilege is given to one political

party it should be extended to all on equal terms. Non-partisan political meetings called by government agencies such as community election committees or those meetings for general informational and educational purposes may properly be held in public school buildings. Likewise, schools may properly be used as polling stations in any public election.

j. Each adult, including all school personnel, has the right to vote as he chooses, to join the party of his choice, to attend and speak at public political meetings, to petition his government, and to engage in other political activities not prohibited by law or regulation. However, all school personnel are employees of all the people, paid from taxes assessed against all of the people, and should so conduct themselves politically and otherwise as to avoid the censure of the community. While teachers and principals are to be given personal political freedom, they should follow a self-imposed code of ethics which will demonstrate to parents and others that they recognize their primary duty and position as that of educators rather than political party workers. When teachers or principals become active partisan political adherents and thus impair their ability to remain politically impartial in the academic program of the school, their usefulness in public education has come to an end.

k. Public school authorities in the prefectures, boards of education, mayors, and headmen, should develop comprehensive and detailed policies, procedures, and regulations in writing governing political activities in the schools.

(1) Such a program should be based upon recommendations of superintendents of education and should be developed in cooperation with education associations, teacher unions, PTA's, and government officials so as to secure their cooperation.

(2) This program should be widely disseminated to all groups and persons concerned, including the public.

(3) School inspectors and principals should be instructed and authorized to implement the program in the schools under their supervision.

(4) Violations should be reported at once by inspectors, principals, teachers, students, parents, and others and an immediate investigation should be conducted by the school authorities to ascertain the truth or falsity of the reports. Violators should be warned, or suspended or dismissed, as the circumstances justify.

(5) Assemblies and mayors of local public bodies having authority over schools or school facilities in cities, towns, and villages should be asked to sponsor the adopted program of the board of education by formal resolution so as to insure uniform regulations and procedures in all prefectural and public schools.

References

- a. Constitution of Japan, Chap. III, specifically Arts. 12, 13, 14, 21 and 23.
- b. Fundamental Law of Education, specifically Arts. 8 and 10.
- c. School Education Law, specifically Arts. 20, 28, 43, and 85.
- d. National Public Service Law, specifically Arts. 101 and 102.
- e. Education Public Service Law, specifically Art. 15.
- f. Cabinet Order No. 6, 1949, Enforcement of Education Public Service Law, specifically Art. 16.
- g. Board of Education Law.
- h. Hatsu Gaku No. 458, dated 6 Oct 1948, "Students' Political Activities."

Appendix O

CIVIL EDUCATION SECTION
Miyagi Civil Affairs Team
APO 547

23 August 1949

MEMORANDUM FOR: CHIEF

SUBJECT : Violation of SCAPIN 16

1. Reference is made to the inclosure 1 entitled, "It's a Violation of the Constitution. Withdraw the Punishment of Dismissal", printed in the Jinmin Shimpō, 16 June 1949.

2. The Education Officer, this headquarters, was quoted correctly, but the following statement: "Therefore we conferred with Professor Kiyomiya of Tohoku University as to the interpretation of the laws. The professor said clearly, 'This is clearly a violation of Articles 11, 14, 19, and 21 of the Constitution, the School Education Law, the Fundamental Law of Education and others.'" is interpreted by the Education Officer to be a violation of paragraph 1, 2, and 3, SCAPIN 16, 10 September 1945, and of paragraph 1, 2, 4, and 7, Code for Japanese Press, Supreme Commander for the Allied Powers, 21 September 1945, in the following points:

a. The quotation is not the truth. This was admitted by the editor, Mr. TADA, Kiichi the reporter, Mr. OKAZAKI, Ko, and Communist Party Member, Mr. MAKI, Takeshi. Professor Kiyomiya also states that he has not given such a statement to the Communist Party, has not seen the members, and doesn't know what they look like.

b. The printing of such information indirectly serves to disturb the public tranquility -- especially university students, at a time when nation-wide strikes have been prevalent.

c. The printing of this statement serves to discredit the Education Officer in that the Education Officer stated that the action was "based upon National laws and upon the right of school administration." Whereas the article claims that "the Professor said clearly, 'This is clearly a violation of Articles 11, 14, 19 and 21 of the

School Education Law, the Fundamental Law of Education and others."

3. On two separate occasions the editor, Mr. Tada, has admitted that the quotation of the Professor Kiyomiya was an error, but has not shown a willingness to retract or correct the statement.

4. It is recommended that appropriate steps be taken to prosecute the Jinmin Shimpō on the basis of paragraph 5, SCAPIN 16, 10 September 1945.

a. It is recommended that Professor Kiyomiya be encouraged to take action against the newspaper in an effort to stimulate the printing of truth in Japanese newspapers.

Incl
Translation

KARL F. DRLICA
Chief, Civil Education Section

It's a Violation of the Constitution.
Withdraw the Punishment of Dismissal.

Legal action was taken against Mr. Tabuchi,
Principal of Sendai Second Upper Secondary School
by Mr. Takeuchi, the student expelled from the school

-Statement issued by the Sendai Local Committee
of the Communist Party-

Concerning the dismissal of the three members of the Sendai Second Upper Secondary School Cell of the Communist Party in connection with the dramatic performances of "Les Miserables" by the Zenshinza Troupe, the Sendai Local Committee of the Communist Party issued a statement to the following effect through Mr. Seishu Kawahara at 4 p.m. on the 14th: -

We had an interview with Mr. Drlica, Chief of the Education Section of Miyagi Military Government Team for about an hour from 4 p.m. on the 13th, and asked his opinions on the dismissal of the students of the Sendai Second Upper Secondary School. Mr. Drlica said, "We cannot interfere in national laws, but we have the authority to see to it that national laws are duly observed. As for the present problem of the Sendai Second Upper Secondary School, I think the school authorities made their decision based upon the regulations of the national laws and upon the right of school administration." Therefore we conferred with Prof. Kiyomiya of Tohoku University as to the interpretation of the laws. The professor said clearly, "This is clearly a violation of Articles 11, 14, 19 and 21 of the Constitution, the School Education Law, the Fundamental Law of Education and others." So Mr. Mine Takeuchi, the student expelled from the Sendai Second Upper Secondary School, living at 25, Kitasamban-cho, Sendai City, took legal action immediately against Mr. Masanori Tabuchi, Principal of the Miyagi Prefectural Sendai Second Upper Secondary School on the 14 with Mr. Sosaku Hemmi, lawyer, as his representative, and completed legal formalities at the Civil Affairs Section of the Sendai Local Court demanding the withdrawal of his dismissal on the following ground: -

The plaintiff was expelled from the school on 4 June, on the ground that he welcomed the Zenshinza Troupe, carrying a placard with "Defend the Japanese culture. Welcome! Zenshinza Troupe. Sendai Niko Cell." on it on 31 May at the time of the dramatic performances by the Zenshinza Troupe in Sendai. This is a violation of the Constitution, the School Education Law, the Fundamental Law of Education and others.

Appendix P

Education Section
MIYAGI CIVIL AFFAIRS TEAM
APO 547

29 July 1949

MEMORANDUM FOR: CHIEF

SUBJECT : Speech to Teacher In-service Training
Classes

KEEP YOUR BICYCLE OUT OF THE
RUT OF TOTALITARIANISM

Mr. Chairman and moulders of the destiny of Japan:

Usually when I come to talk to a group of teachers I like to joke and have fun. I like to make my talks informal, but today I would like to call your attention to a very serious problem which is facing you as new teachers in Miyagi Prefecture. I have addressed you the "moulders of the destiny of Japan." In your hands are placed the clay from which the future Japan will be formed. You are charged with a grave responsibility, a responsibility far greater than you realize. Only historians can judge whether or not you have done your job well.

You are just like a boy that is riding his bicycle down a very muddy, slippery road with two very deep ruts in it. Both of these ruts are the ruts of totalitarianism. The middle of the road is the way of democracy. The right-hand rut is the rut of militaristic imperialism -- a rut which you are just now beginning to climb out of. The left-hand rut is the rut of communistic totalitarianism -- a rut which you are dangerously near to falling into. Unless you become a good rider you will have many difficulties before you arrive at your destination of a peaceful and democratic Japan.

Education is a tool by which to construct a nation. Although Bushido existed for many centuries in Japan, foreign historians credit the intense indoctrination since 1890 of Bushido as the impetus for your recent experience in rightist militarism. The left-sided totalitarianists say that the cardinal objectives of education is to (quote) "change of the school from the weapon of the bourgeois class rule into a weapon for complete destruction of this class

divided society, into a weapon for communist transformation of society" (unquote).

Now this is the important part of what I have to say. I am confident that you as teachers are a conservative group. You have been conservative to point of indifference. You have neglected to take an interest in the activities of your Union. You have failed to instruct your representatives about about your true feelings. You have failed to require your representatives to give you a full and detailed account of the proceedings of Union meetings and committee meetings. In many cases you have sent your least desirable teachers to represent you because you didn't want them in your school buildings.

These are rather serious charges to make, but I hope that as an outside observer I can point out some concrete illustrations as to why it seems imperative that you wake up before you ride into a rut.

Until December of last year your Union was progressive and quite professional. It had worked very cooperatively on the Miyagi In-service Training Committee and sponsored in-service training courses. On 1 January 1949, in issue no. 6, Miyagi Kyoso Joho, a fictitious article entitles "Questions and Answers" appeared in which it was advocated that you lose your autonomy by (quote) "not voting for just good candidates without voting for political parties" (unquote). The Communist Party claims that it is the only uncorrupt political party. This--from a party whose basic premise is revolution by violence.

In this same issue, I was misquoted on eight points which were corrected in the next issue. I have no doubt but that this was an unintentional mistake, and although a correction was made in the next issue, the damage was done. Little attention is paid to corrections.

On March 18, 1949, an Express Bulletin of your Teachers' Union was distributed to all teachers of the prefecture concerning the Attorney-general's opinion on political activities. In at least six items the opinions of the JIU were opposite to the official Attorney-general's opinion issued by Mombusho. And yet in Directive no. 2 of Issue no. 38, your Union apparently has not read the official Attorney-general's opinion, but preferred to depend on the unofficial opinion of the JIU. This Directive no. 2 is important and should be compared with Communist and Marxian theory.

In Issue no. 29, it was announced that the Prefectural Committee had voted to join the Prefectural Labor Council, a leftist group. I was surprised at this, and when I visited the rural areas very few teachers had heard the Teachers' Union had joined the council. And fewer teachers had been asked for their opinion. At this same time I was also greatly surprised to learn that most teachers did not know the date of the Union's one yearly general meeting. Many of those who did answer my question said that they thought it was to be May 1--the Communist Labor Day.

After observing the general meeting of the Teachers' Union, I was almost ashamed to call myself a teacher. The Union seemed to have lost its professional atmosphere and to have gone backwards rather than forward. It had become a follower rather than a leader. When I reproached the Executive Committee on the conduct of the meeting, their naive answer was, "You should see the national meeting." I can understand why you don't take an interest in your Union and I sympathize with you. But to protect your autonomy, you must take an interest.

During the first part of this year your Union initiated an investigation of personnel changes of principals and EBS officials--a power which is specifically delegated to the Board of Education, in Art. 49, item 5, of the Board of Education Law, not to the Teachers' Union. This investigation did not serve any useful purpose, but it did accomplish two things--a waste of your hard-earned dues and agitation. The money you contributed for constructive purposes was thus used for the purposes of a minority group.

Is it necessary for me to call your attention to the Kobe Incident, the Osaka Incident, the Taira Police Incident, the Akita Mining School Incident, the Mitaka Incident, the Maizuru Port Incident, the Ueno Incident and the Sendai Niko Incident? A prominent foreign Communist has said, "As far as the imperialistic countries are concerned, we must regard it a universally applicable law of the revolutionary movement that the proletarian revolution will be affected by force, the bourgeois state will have to be smashed, as an indispensable preliminary to the revolution."

In Issue no. 36, appears an article entitled "What the Electric Railway Workers Strike Has Taught Us." This article says that it taught us that we can strike against the government even if we are public employees.

Issue no. 4 of the Teachers' Square has an article entitled "Problems concerning curriculum and teaching methods." Let me quote from this article as follows:

"It goes without saying that it is quite important to organize children and liberate them autonomously from the standpoint of the classes. Self-governing organizations are established not to accept the orders of the ruling classes, but to fight for power. This is a fundamental demand. Therefore, autonomous organizations of children are those which work from the standpoint of the laborers and the masses who are the main body of the revolution.

It is necessary to unify the fronts of children's organizations, and for that purpose, nothing is more important than newspapers. Children's organizations have been established with the school and without. Especially outside the school, it is appropriate for the Young Communists' League, citizens' organizations as well as other democratic youth organizations to become the leaders of children, and school teachers should assist them. We should learn organizing techniques and become organizers." This article appeared in your professional magazine.

Let us consider the Sendai Niko problem for a moment. Do you think that it is democratic for a group of communists to take over the principal's room and force the principal's representative to hold a conference with students' parents in a faculty room? Do you think that it is democratic for a group to force the superintendent to stay several hours beyond his regular hours in his office until he is forced to sign a statement? Regardless of whether the principal's decision was right or wrong, do you think it was democratic to trespass upon the principal's private property in an effort to get him to reinstate the expelled students? Is it democratic to post slanderous posters about the principal in the streets of Sendai? Do you think these acts are autonomous expression, or are they following a party line?

Lenin has said, "The dictatorship of the proletariat is a hard-fought fight against the forces and traditions of the old society, a fight that is both bloody and unbloody, both passive and violent, both military and economic, both educational and administrative."

In connection with political activities of students another illustration of the methods of the communist party is illustrated in an article in the Jinmin Shimpō entitled "Legal Action Was Taken Against Mr. Tabuchi, Principal of Sendai Niko" published on June 16, 1949. The statement that I made was quoted correctly, but immediately following what I said was a false statement from the Communist Party which claimed it had interviewed a prominent Tohoku University professor. It was falsely claimed that he had

said, "This is a clear violation of Articles 11, 14, 19 and 21 of the Constitution, the School Education Law and the Fundamental Law of Education."

The professor had not seen the members of the Communist Party, had not talked to them and doesn't even know what they look like. These are the tactics of the Communist Party, the only uncorrupt political party in Japan!

Let me ask these questions for your consideration. What autonomy is there in a police controlled state? What autonomy is there in a state with 10 per cent of the working population as slave-labor? What autonomy is there for religion in satellite countries? How can a minority group control an organization? Generally speaking in any democratic group it is difficult to secure a two-thirds majority. To obtain a simple majority of 51 per cent is needed. If 10 per cent of the group are destructionists, it is necessary to obtain 56.6 per cent of 90 per cent. If 20 per cent are destructionists 63.7 per cent of 80 per cent will be needed. If 30 per cent are destructionists, 72.8 per cent will be needed for a 51 per cent majority. If there are fellow-travelers and sympathizers, what opportunity is there for democracy? How many destructionists are on your Executive Committee? How many are fellow-travelers? How many are sympathizers? How many are naive and don't know the tactics of the Communist Party? And yet we must be careful not to paint all progressive people red.

Recently you have completed a vote of confidence for the Board of Education. Those of you who have seen only one side of the picture and those of you who have abstained from voting show gross neglect. I strongly suggest that you consider these problems carefully and that before you attempt to clean somebody else's house, you clean your own house first.

Let me emphasize again that the middle of the road is difficult, but to get into the ruts is easy.

Karl F. Drlica
Chief, Civil Education Section

Appendix Q

Education Section
MIYAGI CIVIL AFFAIRS TEAM
APO 547

15 October 1949

MEMORANDUM FOR: CHIEF

SUBJECT : Speech at the Inaugural Meeting of the
Miyagi Prefecture Lower Secondary School
Principals' Association.

ARE YOU SWEEPING YOUR
HOUSE WITH A DIRTY BROOM?

First, I want to congratulate you upon the formation of the Miyagi Prefecture Lower Secondary School Principals' Association. It is another stepping stone in the direction of attaining the goal of making teachers professional rather than laborers.

During the past three years I have grown to have an affection for the Japanese people. I have found that you have been most cooperative and have been eager to learn. Many ideas that have been presented to you have been adapted to suit your needs.

I feel that I can leave here with all of my work well started and all which you will now have to carry on to completion by yourselves. All but one thing--and that is the problem of political awareness.

This is particularly true in the Miyagi Teachers' Union. For several years I have been trying to get the Union to understand that teachers are not a laboring class, but that they are professional people.

To some of you it may appear that my work has been completed with the embryonic development of professional organizations independent of the Union. It may appear to you that the recent resignation of the Executive Committee has marked a great change in the Teachers' Union, but I am afraid that again you have been fooled.

Since I spoke to the teachers of the prefecture on August 1, several significant things have occurred. At the

sixth Prefectural Committee meeting of the Teachers' Union the conservative members of the Executive Committee tendered their resignations, but the leftist elements refused to do so voluntarily and were forced to resign by the Prefectural Committee.

On the surface this appeared to be a housecleaning of the Teachers' Union, but evidence shows that this housecleaning was done with a dirty broom. You have swept the Union with this dirty broom; you are not very good house cleaners, and the house is still dirty.

Here are the reasons that I say that the house is still dirty. The old Executive Committee is still at work completing their old business. It is highly probable that these influential persons are still attempting to guide the policies of the Temporary Executive Committee and the special general meeting. If the teachers are not careful, these policies will be adopted blindly at the general meeting because of the high sounding phrases and because the representatives who will come to the meeting will be unknowing sympathizers to the Communist Party thinking that they are making a democratic union.

Another evidence of the dirty housecleaning is the statement appearing in the Miyagi Joho no. 43 regarding the resignation of the Executive Committee. I was surprised to read the communist phraseology of this statement. I was further surprised to learn that this statement had been drafted by a five-man committee of which one was a communist, one a sympathizer, and one who could have been a sympathizer because of his brother.

The Prefectural Committee adopted these policies for one of two reasons. One reason could be that the policies sounded good and showed no marked change in former policy and the Prefectural Committee believed that these policies were made to foster a democratic trade union. The other reason could be that the more conservative element of the Prefectural Committee believed that the adoption of such a policy would tend to save the face of the retired Executive Committee and give them an opportunity to find jobs. In either case, it indicates that the housecleaning has been unsuccessful. Another evidence is that the new Temporary Executive Committee appears to have at least one communist, one sympathizer, and one opportunist.

Under democracy every person has the human and legal right to form an association to better his social and economic conditions. Under a dictatorship or under

communism as it exists today the social and economic necessities can be taken care of to a limited degree. As a price for such social and economic services men and women are robbed of their liberty and they become slaves of the state. This is evidenced in one communist controlled country where it is said that there is ten per cent of the working population in slavery.

Because it is impossible for large numbers of persons to discuss everything with everyone, representatives are elected to represent the union members. The representatives are leaders in that they propose action to the membership. But they are also servants of the membership. Whenever the association has had a democratic meeting and decided upon a certain course of action by majority vote, then the representatives of the group must carry out the will of the membership.

But let me illustrate how the Japanese are too naive to use this process. In Miyagi Joho no. 21 appeared the policies of the PTA Federation. I was rather surprised to see such communistic phraseology coming from the PTA Federation, a group which I had supposed to be rather conservative. When I asked the PTA Federation about these policies, they denied that they had been passed at the meeting of the PTA Federation, but stated that the policies had been proposed and turned down. When I asked the Teachers' Union about the article published, the Teachers' Union claimed that the policies had been passed. And furthermore, the Union representative impertinently said that if I did not believe it, I could refer to the minutes of the meeting.

Therefore I called a meeting of all the officers of the PTA Federation including the Teachers' Union representative who had written the minutes. Upon looking at the minutes, we discovered that although the names of the two officers had been written at the end of the minutes, their signets had not been attached. This indicated that the minutes had not been read and approved by them. When these twenty-odd officers met, it was discovered that the minutes themselves were not correct, and that the policies had not been passed as maintained by the Teachers' Union. This is only one concrete example of how a small minority can attempt to influence the action of 10,000 teachers and approximately 125,000 members of the PTA Federation. And I am equally critical of the PTA Federation because they were not strong enough to stand up for their democratic rights and let the public know the true situation. Such a passive attitude can lead Japan to nothing but destruction.

Trade unions bar from membership persons who are employers, or who represent the interests of the employer. Generally speaking, democratic trade unions the world over bar from membership the persons who are heads of companies, stockholders of the company, managers, supervisors, or any other persons who have the right to hire and fire. This is the basic distinction of free and independent trade union membership. Indirectly you as principals are employers because you make recommendations to the Board of Education for employing, dismissing, and transferring teachers.

If the Union is controlled or heavily influenced by the employer, it is not possible for the employer to bargain with himself. Such a union is called a company union and is merely an association of workers under the leadership of the employer. That is not a trade union. It is a healthy sign to see that some of you are beginning to recognize this fact, since in a sense of the word you as principals are employers.

A sound union or professional organization will denounce any type of control by political parties. During the past six months you have witnessed the control of the Union by a political party, although many of you have been under the impression that the Union has been autonomous. It appears to me that you have been maneuvered into various positions which have been detrimental to the healthy growth of the Teachers' Union and if allowed to continue will result in the ignoble death of the Teachers' Union.

One of the severest criticisms that I can make in regard to all so-called democratic organizations in Japan is the tendency to elect or select its leaders and then turn the entire responsibility over to these representatives without requiring any kind of report or accounting of their actions. In America we say, "let George do it." In Japanese it is expressed as "hito makase ni suru." You can not do this and retain your local autonomy.

In conclusion, I want to say that I have enjoyed every minute of my work with the educators of Miyagi prefecture and it is an experience which I shall never forget. I feel that there are many fine pieces of work which you and I have started and which you now can carry on by yourselves. However, I feel that there is one piece of work that is left unfinished, as far as I am concerned, and that is the healthy development of the Teachers' Union. As principals, you are the professional leaders of your school. You cannot continue to play the role of seaweed upon the crest of a wave. You must take a definite position as leaders in the teaching field.

The results now rest upon your shoulders. If you continue to be fooled by subversive elements, the effects will not only be felt here in Japan, but the repercussions will be felt throughout the world. It is now your duty and responsibility to help in building a democratic Japan.

Karl F. Drlica
Chief, Civil Education Section