

Recommendations
of
the Population Problem Council
in the Cabinet, Japanese Government

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RECOMMENDATIONS OF THE POPULATION PROBLEM COUNCIL IN THE CABINET

The Population Problem Council, held its first general meeting on June 15, 1949. The discussions on the fundamental procedure of deliberation led to the conclusion that the numerous problems of today relating to population on two major focal points-namely, population supporting capacity and adjustment of population increase. Accordingly, two special subcommittees were appointed to study these questions. The Population Capacity Sub-committee met ten times; and the Population Adjustment Sub-committee five times, while the Council itself held five general meetings. After careful deliberations and discussions the Council submits its Recommendations under separated cover incorporating therein the decisions of the two Sub-Committees.

The recommendations are merely a compilation of the conclusions so far arrived at. In view of the extreme intricacy and complexity of the problems involved the Council intends to continue its labors; but it is earnestly hoped that the government will set up an overall-permanent and more powerful organ of inquiry to assist in the solution of Japan's population problems.

RECOMMENDATIONS CONCERNING POPULATION SUPPORTING CAPACITY

Japan in the post-war years has witnessed a marked increase in the natural growth of population due to the rise in the birth rate on the one hand and a decline of the death rate on the other. Besides, our nationals residing abroad have been repatriated in large numbers. On top of this sudden drastic expansion of population, the country has been deprived of a considerable portion of its territory and capital assets, and isolated from international economy, resulting in a severe fall in the people's real income. All this has deepened the nation's awareness of overpopulation and elicited an urgent and intense demand for the solution of the population problems.

An adequate solution of the problems is by no means an easy thing. Thorough dissemination of birth control is of course necessary, as it recommended elsewhere, as a means of adjusting and regulating the population itself. But that alone will not suffice to solve the problems of overpopulation, neither for the present nor for the future. For, assuming that birth control is thoroughly carried out from today, it is believed for at least twenty years to come the working population of the country will continue to grow rapidly and exert an ever-increasing pressure on the labor market.

Accordingly, the solution of our problems demands not only the suppression of population expansion through birth control but also emigration overseas coupled with the rehabilitation of domestic industry and restoration of foreign trade for enhancing the country's population supporting capacity. That is to say, we must strive for the recovery and development of production power and at the same time give special attention to the question of stabilizing national livelihood.

1. Restoration and Development of Foreign Trade

In order to rebuild and expand Japan's population supporting capacity we must develop domestic natural resources and promote industries. But as a prerequisite thereto, we should endeavour to reconstruct the relations of international division of work through the revival and promotion of peaceful international trade. To that end our immediate task is to work for the realization of the following measures:

- (1) Replenish and strengthen the facilities for investigation of foreign market conditions. Eliminate the evils of the so-called "blind trading" through the dispatch of Japanese merchants and the establishment of trade agencies abroad.
- (2) Expand and replenish the foreign trade organization both at home and abroad.
- (3) Improve the trade finance facilities.
- (4) Increase the rate of actual receipt of foreign currencies through better trading terms.
- (5) Revival of Japanese shipping on foreign routes; also increase in invisible accounts through reinsurance business and tourist trade.

For the above purposes the revival of our ship building industry is

essential; but for the present, we should pave the way for the purchasing or chartering of foreign vessels.

- (6) Promote further the conclusion of trade pacts.
- (7) Improve further the labor conditions so as to prevent criticism from being levelled against our export on the score of social dumping.
- (8) Request the removal as soon as possible of such restrictions on our foreign trade as appear to have been imposed for reasons of more economic competition.

Again, as a long range program to facilitate a smooth development of our foreign trade we must work for the realization of the following ends:

- (1) Overcome the global depression under the leadership of Major Powers in world economy through their international trade policies especially formulated for that purpose.
- (2) Solve the present international currency problems.
- (3) Establish political stability in the world—especially in the countries of East Asia having close economic relations with Japan.
- (4) Replace with a multi-lateral trade system the current bilateral trade system, which can not be depended upon to bring about a satisfactory expansion in trade volume as it requires settlement between the two countries concerned.

However, as experience has shown, a nation falling into a trade depression is likely to attempt a come-back through suppression of import and expansion of export so that under a multi-lateral trade structure there is a great danger that the depression in one country may set off a world-wide depression, which is not the case under a bilateral trade system. Therefore, in order to establish firmly a multi-lateral trade structure for the revival of world commerce it is important that any country, hit by depression, should pursue a policy of increasing its domestic demands, instead of resorting to the policy of import suppression and export expansion. In this regard, the major trade powers should set an example to the rest of the world.

- (5) Obtain cooperation of foreign nations so as to secure to Japan an adequate supply of raw materials, of petroleum and other fuels.
- (6) Cooperate in the development and industrialization of East Asian countries

bound with Japan by intimate economic ties, and in the advancement of the general living standards of their peoples.

Now, viewed from today's actual situation, most of the foregoing aims are not only difficult of attainment, but they also are the matters of such nature that can not be solved by the single-hand effort of our country alone. We should endeavor as far as possible to enlist deep understanding and vigorous cooperation of all foreign powers concerned.

2. Rehabilitation and Development of Domestic Industries

In order to rebuild the country's population supporting capacity we must, parallelly with the revival and promotion of foreign trade, exert our utmost efforts toward the conservation, effective utilization and development of domestic resources and the rehabilitation and promotion of industries.

(1) As regards agricultural production, it is necessary that in order to maintain and promote the degree of nation self-sufficiency in the products of the soil, we devote our effort to the expansion of cultivated areas through land development and land reclamation by drainage and also to the increasing of per *tan* production through further advance in intensive agriculture.

However, this may step up the production cost still higher. In view of the fact that Japan's agriculture is already suffering from the competition of extensive farming overseas, it will be necessary to adopt the following measures in order to face the competition of foreign agricultural nations:

- (a) Correct the tendency toward self-supplying economy on the part of the farming operation, which has become specially notable since the war's end.
- (b) Shift the crop to the varieties more capable of competing with foreign agriculture or to those relatively immune against foreign competition.
- (c) Introduce more animal in farming process, promote mechanization of farming irrigation, drainage, and soil improvement, by more capital investment in agriculture.

- (d) Promote the improvement of crop varieties and the advancement and dissemination of the method of combatting plant pests and diseases.
- (e) Encourage the cultivation of orchard crops, and the agricultural utilization of mountain lands.
- (f) Reduce fertilizer price, and encourage bacterial utilization.

It should be noted that agriculture cannot absorb the fast [increasing working population. The postwar phenomenon of the conspicuous growth in the population of rural communities because of the industrial decline cannot be considered necessarily to represent a rational use of labor, and the tendency should be checked to a certain extent with the progress of economic recovery.

(2) For food and other supplies Japan depends to a considerable extent [on her aquatic resources. We must work for the extension of authorized fishing zones and at the same time to increase the output through Oceanic researches and the promotion of various sea cultures.

(3) Japan's postwar industries are suffering from heavy losses in production equipment and from superannuation of the remaining facilities. It is necessary to renovate and replenish these facilities and equipment.

And for this purpose we must save money as much as possible, and accumulate capital.

However, where the living standard is so low as it is in Japan, not much savings and capital accumulation can be expected, no matter how great the effort. For the present it is desirable that we work for induction of foreign capital. But as a postulate to the induction of foreign capital we should strive to create and maintain such a condition of stability, political and economic, as is favorable to capital investment.

(4) Japan is lacking in the raw materials and motive powers essential to industrial rehabilitation. But resources for utilization are not entirely non-existent. We must make special efforts to develop and make full use of whatever resources available at home. Particular with respect power resources, we must develop our hydraulic power sources, while endeavoring to discover and utilize new resources that will provide substitute for the raw materials we lack.

Meanwhile, we must do our best to win the cooperation of other powers so as to ensure the supply of the raw materials and fuels that we need.

(5) The East Asiatic countries which are regarded as a specially important export market for Japanese industry, show a tendency to industrialize themselves

gradually. Japan's industries must adapt themselves to this situation by producing commodities of higher grades. We should also give special consideration to the matter of shifting the emphasis of industrial production from light industry to heavy and chemical industries, and moving from consumption goods industry to production goods industry.

Moreover, in the light of our current industrial and trade conditions, we should leave no stone unturned to develop our textile industry and miscellaneous industries.

(6) For the industrial rehabilitation of the country we should give special attention to the rationalization of operation and the improvement and advancement of technology, side by side with the introduction of foreign technique and machinery.

(7) Again, for our industrial rehabilitation we must promote labor productivity by stimulating the worker's will to work. To that end, it is necessary to see that in place of the old tradition of social status and family, the spirit of democracy pervades the daily life of the people; the old labor-management relationship founded on the family principles of the enterprise owner is replaced by functional relationship between independent and self-disciplining individuals, and finally that wholesome trade unions are developed on the basis self-help and self-discipline.

3. Consolidation of Social Stability

In the reconstruction of the country's capacity for sustaining its population, special attention should be paid to the maintenance and consolidation of social stability. In order to prevent the occurrence of unemployment, it is necessary to adopt a policy of full employment and thus maintain and increase the effective demand for labor, and to reform the labor market and expand the system of unemployment insurance so as to give relief to the unemployed. However, under the existing conditions in this county, there is a strong tendency for unemployment to become latent and then to turn into destitution. Consequently, it is necessary that, together with the adoption of measures to prevent unemployment, efforts should be made to establish on a firmer foundation the system of social security and that of minimum wages, and also to bring about a fairer distribution of the people's earnings and make more reasonable the daily living of the people, especially in regard to the obtainment of nutrition.

4. Emigration to Foreign Countries

In view of the tendency toward a considerable increase in the country's working population in the future, it may be said that, if an understanding cooperation could be obtained from foreign nations with respect to peaceful emigration from Japan, it would have a very great effect in easing the tense feeling of a surplus population in this country, even granting that the number of people who could so emigrate would be small at the outset.

It is true that immigration into foreign lands must be determined by the conditions existing in countries receiving such immigrants. But the economic development of underdeveloped areas would, in the final analysis, be a means of contributing to the peace of the world and to the welfare of mankind. Furthermore, there are countries which have an abundance of natural resources but a scarcity of labor. Just the opposite conditions exist in Japan. For this country to send to nations the kind and number of peaceful, industrious and able laborers desired by them would be a complete case of complementing each other's wants.

Under the existing situation in the world, however, it is realized that many difficulties will have to be overcome before emigration can be made a reality. For the present, Japan should, on the one hand, send out technicians and skilled laborers of superior ability to such countries as desire them in order to contribute to their economic development, on the other hand, she should not cease, in all sincerity, to appeal to the world public opinion, but should endeavor to enlist assistance and activity on the part of the United Nations, the International Labor Organization and various agencies connected therewith.

5. Summation

In short, the population problem of this country arises from the fact that the great post-war decrease in productivity has already led to a marked decline in the level of the people's real incomes, and that, if there is a further increase in population in the future, as is rightly expected, the living level of the people cannot but suffer a further decline.

First of all, therefore, efforts should be made to recover and increase productivity, though this is very difficult of attainment under the present post-war conditions. As a prerequisite to that objective, it is necessary to rehabilitate foreign trade and bring about an expansion of shipping business.

No special mention needs to be made of the fact that the most urgent of imperative necessities required for recovering the country's capacity for population sustenance is the development of its un-utilized lands and increased production of food. Agriculture cannot by these means be expected to sustain a larger population. What can be expected of those means is an enhanced productivity and some decrease in the agricultural population.

It follows, then, that unless we realize the recovery and development of industries other than agriculture, coupled with the expansion of export trade and the importation of raw materials, the solution the problem of a surplus population couldn't be expected.

6. For Reference

(1) The basic cause of the population problem of today lies, not alone in alone in the fact that the population of this country is already extremely excessive in total, but in the fact that the population of working ages (15—59) is bound, regardless of birth rate, to undergo a great increase over a period of about 20 years hence. To give figures, the average yearly increase in the population of working ages was 520,000 in the period from 1920 to 1930, and 400,000 in the period from 1930 to 1940; and it is estimated that this increase will turn out to be 910,000 (including repatriates) in the period from 1945 to 1949, and 1,030,000 in the period from 1950 to 1965.

(2) According to the "Labor Force Investigations," the number of unemployed was 1,490,000 even in October 1946, immediately after the end of the war. This is no more than 47 percent of the "working population" of 31,890,000 consisting of persons not less than 15 in age. Thereafter, the number of unemployed underwent a marked decrease. In October 1948, it was only 300,000, or less than 1 percent of the "working population" of 36,500,000. It may appear that this is almost a state of "full employment," but this cannot be held as indicating that the population of this country is not excessive.

The fact is that, in this country, there is still widely prevalent a "family management" which aims, not at "profits making," but at obtaining "means of livelihood" for the families of workers. According to the results of the National Census of 1947, about 60 percent of the employed population belongs to this "family management." Moreover, even in the case of "enterprise management" which aims at "profits making," the relations of capital and labor are based on the "fundamentals of family principle." Owing to this fact, the excessiveness of the population does not make itself felt in the immediate appearance of an increase in "unemployed," as is the case in the European countries and the United States of the 20th Century, because it is contrived for the present to keep the workers in employment through a reduction of real earnings or of real wages.

(3) The fact of Japan's population being excessive is demonstrated in a marked decline in real earnings. According to the investigations made by the Research Section, Secretariat of the President of the Economic Stabilization Board, the real earnings per capita of the population, with those for the base years 1930-1934 as 100, work out at 121 for 1940 and at 59 for 1947.

When inverse calculation is made on the basis of those figures and when the assumption is made that there was no change in the total real earnings of the people, it means that, even when a segment of the people are assumed to have maintained on the average the real earnings level for the years 1930-1934, 29,970,000 persons would be without earnings in 1947; and that, when the actual earnings level for 1940 is assumed to have been maintained, no less than 40,000,000 persons would be without earning in that year.

(4) In this connection, the changes in the population of this country indicate that birth rate per 1,000 of the population declined from 36.3 in 1920 to 29.5 in 1943, and death rate per 1,000 of the population fell from 25.4 to 15.9 in the respective years.

Following the end of the war, death rate continued to show a marked decline, reaching the very low figure of 12.0 per 1,000 of the population in 1948. On the other hand, birth rate per 1,000 of the population was 34.5 in 1947 and 33.8 in 1948, —that is, as high as were seen in the early years of Showa (from 1926); but this is principally a temporary phenomenon usually occurring after a war.

Aside from the temporary phenomenon, it is believed that the birth rate of this country will hereafter continue to resume the tendency toward a long-term, decided fall witnessed in 1920 and after. Even in this case, calculation shows that the popula-

tion of this country will go on increasing. As a result of the long-term, decided decline in both birth and death rates, there will be a growing increase in the proportion of old-aged persons in the population; and it is to be assumed that, at least for the next 20 years, the working population will greatly increase at a higher rate than the total population, and will bring considerable pressure on the labor market.

(1) The rate of increase in population was 22 percent for the 14 years from 1920 to 1934, but it was 20 percent for the 14 years from 1935 to 1949. It is believed that the post-war abnormally high rate of increase in population is owing to a temporary change in population resulting from repatriation and to the post-war acceleration of the "belated" natural increase.

(6) It is partly because of wartime and post-war consumption, destruction, etc. and reduction of capital facilities that since the war the actual earnings per capita of the population have suffered a sudden decline and the population has become excessive. But the more fundamental cause is to be found in the fact that, as foreign trade has almost come to a stoppage since the war, there have been lost "benefits accruing from international division of trade," which rendered possible a higher industrial productivity before the war, and tight restrictions have been imposed on the realization of "benefits of trade division and mass production," resulting in a great decline in productivity.

7. In consequence of such a fall of the level of real incomes in this country as has been stated above, a great change has occurred in respect to the industrial composition of the population. During the period between early years of Meiji and 1940, whereas the agricultural population was stationary, it remaining always somewhere about 14,000,000, the non-agricultural population such as industrial, commercial, and public service and profession populations continued to increase sharply. In other words in their proportion to the painfully-occupied population, the industrial population increased from 3.8% to 25%; the commercial, from 6.8% to 15.0%; and the public service and profession population from 0.7% to 6.8%, but the proportion of the agricultural population decreased from 77.1% to 42.6%.

After the last war, however, the agricultural and forestry population increased in 1947 by 3,260,000 with a leap, representing an increase of 23.6% as compared with 1940 and consequently, the proportion of this type of population to the gainfully-occupied population reached the level attained immediately after the World War I. Besides the agricultural and forestry population, the mining industry population in-

creased by 70,000 (11%) ; the construction industry, 330,000 (33%) ; the transportation and communication, 150,000 (11%) ; the profession, 190,000 (15%) ; and the public service and profession, 370,000 (67%), the total increase amounting to 1,220,000. In contrast with this, however, the manufacturing industry population decreased by 1,350,000 (20%) ; the commercial, 1,300,000 (36%) ; the service industry, 1,220,000, the total decrease coming to 3,650,000.

The extreme change which has taken place in respect to the industrially classified population of post-war Japan may be attribute to the sharp decrease of productivity and real incomes due to a lack of profits from international division of labor which has resulted from the stoppage of international trade. As is known to all, in case real incomes increase, the demand made chiefly for foodstuffs changes to the demand chiefly for industrial manufactures and services. This may be explained by the fact that the demand for the first mentioned articles is inelastic and thus it increases or decreases only slightly in proportion to the increase or decrease of real incomes whereas the demand for the latter things is elastic.

It has, therefore, to be expected that the proportion of the agricultural population to the total population will decrease again when the productivity of our industry advances and the level of real incomes rises in future.

RECOMMENDATIONS IN RESPECT TO ADJUSTMENT OF POPULATION

In order to prevent a sharp increase of the population which will have adverse effects on the economic reconstruction and promotion of public health in this country, and also to bring a sound and cultural life to realization, it is considered necessary to furnish married couples with necessary information on contraception, to rationalize the measures therefore and to give guidance to the public for the spread of contraception to all classes of our nation so that married couples can regulate the number of births freely and voluntarily by means of conception control.

It is essential to take into consideration the following points in order to attain the said objects :

- a. These are necessary :

Immediate improvement of the equipment of health centres, Eugenic Marriage Consultation Office and other similar organizations throughout this country

and mobilization thereof for the said purposes; cultivation and training of those who take charge of actual business of the above organizations; education by nation-wide medical training institution on the population problem, family planning, eugenic protection, and the techniques of conception control.

- b. It is desirable that efforts be made to enlighten particularly those classes, among whom the spread of contraception is most difficult and to whom the utilization of measures of contraception is likewise difficult and that positive measures be taken at the same time to enable them to obtain proper medicines and instruments free of charge through partial revision of the Livelihood Protection Law.
- c. It is necessary to establish Government office exclusively in charge of administrative affairs concerning the population problem so as to give nation-wide guidance in family planning, and eugenic protection enterprises. It is also desirable, in this connection, to expand the business of the Population Problem Institute and the Institute of Public Health with a view to collective operation of population administration.
- d. It is essential to exercise precaution not to harm the retention of good social customs and popular morals when information on conception control is furnished and when efforts are made to popularize this control.

EXPLANATION

1. Tendency of Increase in Population

A census taken as to population de jure as of 1 August, 1948, showed that the population of this country was 80,220,000 and the natural increase in population in the same year amounted to 1,750,000. This increase is nearly equal to the population of Osaka city in size and therefore, it has caused a sensation among our people. But, what they want to know is whether the surprising increase is a temporary phenomenon after the war or it will continue for a considerable time to come and what will be the result if it continues. The Population Problem Council has made study in respect to the points raised above, and as a result, it has come to the conclusion that, what is most necessary is to clarify the nature of births and deaths in 1948 which were the major factors related to the increase in population in that year, so as to take a view of a future increase in population.

First of all, as to the birth rates in and before 1947, it has been established that the rate of 34.5 per mille is the highest after the war even if allowance is made for the period immediately after the war that is lacking in vital statistics. This can be attributed exclusively to a conspicuously large number of births due to a sharp increase in demobilized and repatriates and also to an increase in the births resulting from the high rate of marriage after the war. However, the fact that the birth rate dropped to 33.8 in 1948, may be taken that the population has begun to get free of post-war effects. Now a question arises, how many years the population would take to return to the normal status after getting free of these effects completely. After studying various elements particularly the changes in birth and death experienced after World War I in Britain, France, Belgium, Holland, Italy, etc., and after considering the matter in the light of experiences in these countries, the Council has taken it that the birth rate in this country will get free of its post-war character mostly in 1951 and thereafter it will fall gradually, showing a tendency similar to that shown in more than 10 years before the war.

As regards the death rate, 12.0 per mille in 1948 was the lowest on the record and it indicates a victory of public health facilities. In order to clarify the causes of the decrease in deaths, this Council analysed the death rate in 1948 according to causes of deaths and examined the results, having made it clear in consequence that the fall of the death-rate was chiefly due to a sharp decrease in deaths from acute and semi-acute infectious diseases, pneumonia, and the like. For example when the death-rate for 1948 analysed according to causes of deaths, is compared with that for 1935, the death-rate of typhoid fever decreased to 1/5, that of dysentery and diphtheria, less than 1/3, and that of pleurisy and pneumonia, less than 1/2. This satisfactory result is attributable to the new hygienic measures reaching the highest world level, which have been brought into practice through the efforts of the authorities concerned and the impulse given by the GHQ authorities, and also to the importation of various newly invented medicines efficacious remarkably for infectious diseases and the appropriate administration thereof. Well then, how the death-rate of this country would change in future? This Council has analyzed the total death-rate according to causes of deaths and considered the possible future tendency of death-rates of various diseases and further made computation, by putting together the data. In consequence, it is considered that the death rate generally will fall further in future, but very slowly, though the fluctuation of the rate is unavoidable in some years. For instance, tuberculosis which is the first among the causes of death and is, therefore, the most important factor, influencing greatly the total death-rate, has not yet shown a great decrease in the death-rate and even in 1948 when the general death-rate decreased

markedly, the death-rate of that disease dropped only by 5% as compared with 1935. On the other hand, however, the existing public health facilities in this country are expected to expand soon with the improvement of equipments of 700 health centers throughout the country. Accordingly, it is considered that in case the tuberculosis death-rate improves slightly (as a result of the expected expansion of public health facilities), the general death-rate will be greatly influenced and it will show a considerable fall again. (A decrease of 1% in the tuberculosis death-rate will influence the general death-rate so much as 100% decrease in typhoid fever death-rate will influence it.)

With the foregoing in view, this Council has estimated the population in 8 years between 1948 and 1955, as follows:

Year	Birth-rate	Death-rate	Natural increase-rate	Population (by thousands)
1948	33.8	12.0	21.8	80,217
1949	31.2	11.7	19.5	81,969
1950	29.0	11.4	17.6	83,571
1951	27.0	11.1	15.9	85,044
1952	26.8	10.8	16.0	86,397
1953	26.5	16.0	15.9	87,778
1954	26.3	10.3	16.0	89,177
1955	26.1	10.1	16.0	90,601

According to the above estimate, the birth-rate in this country will become some 26.0 in 1955 and the death-rate, 10.0. The natural-increase-rate will fall sharply by 1951, but there after it will remain at some 16 for the time being. The total population will exceed 85,000,000 in 1951 and 90,000,000 in 1955.

Under these circumstances the population will increase roughly in such a way as mentioned above in case no particular measure is taken for birth control and let nature take her course.

The Japanese Economic Statistics Bulletin No. 34, Section 3, of the Economic and Scientific Section, General Headquarters, SCAP, issued in July last, also contains figures for the estimated population of Japan in the future. The figures are compiled by taking due account of the specific birth and death rates in each age group, and are given separately for such assumed cases as those where birth control is vigorously enforced, where it is moderately practised, and where no measures are taken, leaving the nature to take her course. The set of figures for the last-mentioned case is as shown below, which approximately agrees with our computation.

Year	Population (in 1,000)
1948	79,129
1949	81,192
1950	83,097
1951	84,569
1952	86,042
1953	87,525
1954	89,028
1955	90,531

It will be noted from the above, the prospective 90,531,000 for the year 1955 nearly coincides with our estimate for the same year. According to the above computation it may be added, the population in the year 1962 is expected to attain the one hundred million mark. Since it is foreseen, as above, the population of Japan will increase to more than 85 million within a couple of years, to more than 90 million in 1955, and to over 100 million in 1962, which is only a dozen or so years ahead from now, the importance of the population problem for this country cannot too much be emphasized.

2. Efficacy of Birth Control

Then to what extent can the expected sharp population increase be checked through birth control? Speculation on this subject is no less important.

On the assumption that the number of births in this country could be controlled to the same extent as in Britain and Sweden (1937), which among all nations of the world, show the lowest net reproduction rate, and that the control would show its effect as from 1950, the number of population and rate of its change would be computed as shown in the following table:

Year	Rate of Natural Increase	Birth rate	Death rate	Population (in 1,000)
1950	5.10	15.41	10.31	82,530
1955	6.25	16.45	10.20	85,161
1960	6.13	17.14	11.01	87,915
1965	5.75	17.57	11.82	90,591
1970	5.24	17.68	12.44	93,110
1975	3.57	16.46	12.89	95,115

Even with such a stringent birth control as assumed, the population of this country is expected to exceed 95 million in 1975, and 100 million in 1995. Taking the year 1955, the population would be only 5 million less than what it would have been when no controlling measures were taken as mentioned before. In this connection, particular attention should be invited to the virtual impossibility to enforce such a drastic birth control at a stroke as from the year 1950. Therefore, it cannot but be concluded that, as a matter of practical question and as far as the immediate future is concerned, the solution of the population problem of this country, only by relying on birth control, is hopeless.

The statistics published by the Allied Headquarters as mentioned before give also a set of figures compiled on the supposition that such measures for birth control as would be reasonably practicable but as stringent as could be are practised in Japan. Still the population in 1955 is estimated at 87,250,000, which is lower by only 2,750,000 than what it would have been without any control.

From the above it would be evident that the key to the solution of the problem should be found mainly in the economic reconstruction by means of developing the nation's foreign trade (including emigration) and industry. However, the value of birth control as practised by married individuals should by no means be under-estimated on that account, nor its economic significance ignored. We do believe that the critical period in the near future in the course of our economic reconstruction, when we will have to face innumerable difficulties and adversities, may be made easier to a considerable extent by relieving the pressure of population through dissemination of the measures for birth control.

Still more important are the effects of birth control on the individual household economy and the benefits for the public health. Each family, through family planning, may be able to alleviate in some measure, if not completely, the possible

economic strains to which it might be exposed. There are also chances of increasing the allotment of nutrition among the family members, elevating the standard of sanitation, and of saving the wives from puerperal diseases and the consequent deaths. As demonstrated by the statistics of any nation throughout the world, a longer interval between childbirths will never fail to improve the maternal health on the one hand and to lower the death rate of infants on the other. Those benefits derived from birth control should not be overlooked.

3. Population Problem and Public Health

The ideas of public health in modern times, as distinguished from what it was formerly, tends to attach importance to the promotion of social welfare and the cultural advancement. Overpopulation poses obstacles in the way of attaining such objectives.

Overpopulation is now not only a matter of economic concern, but also an essential subject to be dealt with from the viewpoint of public health. The direct cause of the present overpopulation is found in the sharp decline in the death rate which became more and more remarkable, as the spectacular scientific achievements of modern times succeeded in preventing diseases, and numerous inventions and discoveries one after another introduced efficacious methods of treatment. If the application of atomic science to medicine is accomplished some day, as it will be in all probability, the declining trend of the death rate may further be accelerated. Of course, mankind has no reason to refuse to accept the benefit of the product of modern civilization. On the contrary, we are called upon to make further efforts to contribute to such scientific achievement. The question that remains to be solved is that of overpopulation resulting from the reduction in the death rate to the minimum. Namely: the overpopulation gives rise to numerous factors that threaten our lives, increase diseases, and eventually push up the death rate anew. That is why the objective of public sanitation in modern times, instead of being satisfied with the reduction of death rate alone, includes the question of adjusting birth rate as well. The current situation of this country calls for our grave reflection in this connection.

* In emphasizing the necessity of population adjustment, we, therefore, attach no less importance to reasons of public health than to economic reasons.

4. Family Planning

With a view to attaining a reasonable balance between the birth and death rates as suggested above, it is desirable that each family adjust the number of its children on the basis of the idea of family planning. The adjustment of births, by family planning, does not always mean a negative attitude to restrict the number of children. Under certain circumstances, increased childbirths may be demanded. Even where there is no question of overpopulation, childbirths may be, and actually is, controlled on the basis of family planning. In any case, the equilibrium as a whole is the criterion.

However, under the existing conditions of this country, what is the interest of the nation as a whole should also be a concern of the individual families. As a matter of fact, overpopulation brings its heavy pressure to bear on the household economy, with the result eventually which the individual families demand birth control of their own accord. Such a development is as justifiable as inevitable. The national demand to check the population growth should find its support in the idea of voluntary family planning. The important thing is that the birth adjustment should not be prescribed from outside, but voluntarily practised by each individual as a part of his design for living. The method should be the "conception control," which is freest of evils, and the objective should be the realization of wholesome and decent living. We earnestly hope the above will be incorporated in the guiding principles of propaganda and also in the basic attitude of birth control to be widely practised in this country in future. The problem of emancipation of women may also find its realistic results and foothold in the enforcement of birth control along the lines as mention-above.

5. Conception Control and Artificial Abortion

Birth control should be effected by conception control, and not by other means, especially artificial abortion. Nevertheless, the rate of still birth has recently risen so greatly that the rate of 39.9 (against 1,000 births) for 1943 rose to 50.5 in 1948, and the rate of still birth due to artificial abortion is gradually increasing. A comparison of the rate for January of the same year with that for December shows that the former is three times as large as the latter in cities, and two times as large in farming villages. There is going to be a sudden increase in the rate in 1949, and

not a little harm will be done to the life and health of the mother. This Council, therefore, hopes that conception control as a means of prevention will be disseminated and that the method will be made perfect, because, although some call for an expansion of the application of artificial abortion by revising the Eugenic Protection Law, it will bring about much harm and great economic losses.

6. Prevention of Reverse Selection

It is desired that conception control will spread to all classes of the people. If it is practised exclusively in a certain class of society, a change in the average quality of the people is sure to ensure, and in some case, it is feared that there will be a fall in the quality of the future generation of Japan. The present condition of our country shows that birth control is not practised except among a certain class of people in cities. According to an estimate made by piecing together various investigations and reports on the subject, married couples who practice birth control (including those who have experience in it) are less than 20%, the rest being those who do not practise it or those who no experience in it. Moreover, although these investigations appear to have been conducted fairly both in cities and farming villages, statistical technique is apt to give preference to cities, and the actual rate of dissemination is supposed to be much lower.

According to the investigations made by "the Fortune" in 1943, in the United States about 60% of families on cities and about 40% of families in farming villages practise birth control.

But birth control is now spread to a certain extent among those who have intellectual professions in cities, and according to the investigations made in Tokyo Metropolis and its neighbouring towns and villages by the Population Problems Institute, 26.4% of married couples in cities and 22.4% of those in towns and villages practise birth control. Professionally-classified investigations made by Institute of Public Health register 22% for officials and 11% for those engaged in minor commerce and industry. The Institute has made another investigation into the standard of education of the husbands who live in large cities and who practise conception control with the result that 30% of university graduates, 27% of college graduates, 19% of middle-school graduates, and 0.8% of elementary school graduates practise conception control is likely to spread. This Council, therefore, hopes that in order to disseminate conception control, the Government will give assistance and guidance to the agencies concerned and urge them to do their best for the purpose.

It is among those who do not practise it and in the areas where they live together that the dissemination of conception control is extremely difficult. Especially the special areas where a large number of people with undesirable hereditary qualities live together are liable to be visited by venereal diseases, alcoholism and narcotic poisoning and to become hotbeds of all sorts of social evils. Therefore, if conception control is not propagated in these areas and things are left as they are, the so-called reverse selection is sure to appear, and the future of the nation will present a gloomy prospect. This Council attaches special importance upon this point. Accordingly, it is necessary not only to take such counter-measures as activities of trained public health nurses for special people and areas, systematization of maternity education, and instruction of knowledge of conception control by all other means, but also to take positive measures to provide married couples with necessary appliances cheaply or for nothing.

In addition, there is a great necessity of grasping accurately quantitative and qualitative trends of the Japanese nation resulting from the measures mentioned above, especially of paying special attention, by calling upon the activities of all agencies for investigation and research, to trends of the average racial quality which will foster the ever-lasting life of the Japanese nation.

7. Important Points Worthy of Notice.

In order to obtain good results of population adjustment, it is highly desirable that social and cultural conditions fit for the purpose will exist at the same time. When there are the following conditions, birth control will be disseminated and infiltrated most widely:

- a. In case a country is highly industrialized, and the national standard of living is advanced, and desires of the majority of the people for cultural life are proportionately elevated.
- b. In case the inheritance system and forms of income made it disadvantageous to have many children.
- c. In case there is no necessity of having children as protection against old age, due to expansion of the social security system.

