Alfred Rodman Hussey Papers (1945-1948) at the University of Michigan Library

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I. Collection

University of Michigan Library Asia Library holds a unique archival collection, the *Alfred Rodman Hussey papers (1945-1948)*, collected by Alfred Rodman Hussey (1902-1964) during his work with the Government Section, Supreme Commander for the Allied Powers, during the Allied occupation of Japan following World War II, and later in the Central Intelligence Agency. These documents were donated by the Hussey family based upon Hussey's own will after his death. On July 25, 1963, one year before he passed away in 1964, Alfred Rodman Hussey wrote to his colleague, Lt. Colonel Milo E. Rowell, that "Mine is going to Michigan". ¹

Alfred Rodman Hussey was "stationed with the Government Section, Supreme Commander for the Allied Powers, during the Allied occupation of Japan following World War II. Hussey initially served as a member of the Planning Unit, and then successively as chief, Internal Affairs Unit; chief, Governmental Powers Branch of the Governmental Powers Division; and special assistant to the chief, Government Section. Hussey was a principal contributor to the draft by Douglas MacArthur in 1947 of the Japanese constitution and had a significant role in the

¹ (Document 93-D-10-1 n.d.)

establishment of the new Labor Ministry. Hussey left Japan and returned to the United States in July 1948".2

The collection is historically significant for the government documents related to the drafts of Japan's new Constitution, including the documents from the Far Eastern Commission, and the reform plans and related documents of new Japan based upon the Constitution. It is also unique for its image collection: a photo album of the Constitution ceremonies and the slides produced by the Kenpo Fukyu Iinkai (憲法普及委員会, Society for the Popularization of the new Constitution) in which Hussey was involved.

Collection Scope from the University of Michigan Library catalog:

"Collection contains: correspondence, memoranda, orders, reports, official and unofficial policy papers, draft legislation, drafts of writings, clippings, and printed matter relating to Hussey's work with the Government Section, Supreme Commander for the Allied Powers, during the Allied occupation of Japan following World War II and to the efforts of the Allies to reorganize Japanese government and society; personal papers and correspondence of Hussey relating to his interests in civil rights and in the Central Intelligence Agency, as well as his various writings; oversize maps and charts; and audiocassette and magnetic tapes."3

Hussey's high position at the SCAP involved him in major missions of the occupation of Japan, and allowed him to collect all kinds of major documents from the SCAP. He was aware of the significance of these documents and that he already intended to keep all records for the future.

² (Manuscript Division, Library of Congress 2010) ³ (Catalog Record for the Alfred Rodman Hussey Papers 2014)

II. Preservation and conservation efforts

The Asia Library received Alfred Hussey's collection after his death in 1964. The original documents were organized in folders classified by subject, and the entire collection was kept in a dedicated cabinet at the Asia Library. In May 1977, the collection was microfilmed, except for duplicates, and a checklist was made.

A letter by a former librarian of the Asia Library, Ms. Naomi Fukuda, dated June 20th, 1977, shows that a set of microfilm with the checklist was sold for \$200. This set of microfilm was purchased by the Library of Congress, eleven US university libraries (University of California at Berkeley, University of Colorado, Harvard University Yenching Library, Stanford University Hoover Institution, University of Illinois, University of Iowa, University of Maryland, Princeton University, University of Washington, University of Chicago, University of Hawaii), two Canadian university libraries (University of British Columbia and University of Toronto), two Japanese university libraries (Tokyo Keizai Daigaku university and Tsukuba University Department of Political Science), and one company, the Nissho-Iwai American Corporation. The microfilm set was also donated to the National Diet Library. The National Diet Library and Dr. Ward, a former professor of the University of Michigan, have positive sets as well, as does the Michigan Asia Library.

The documents remained in their cases for three decades until 2014, when a new preservation effort was undertaken by the Asia Library, the Special Collections Library, and the Michigan Library's Department of Preservation and Conservation. All of the documents were

⁴ (Fukuda, Naomi 1947-1950 n.d.)

rehoused in 10 acid-free record boxes, and secured in off-site storage under the University of Michigan Special Collections Library.

The preservation project was initiated by the Asia Library and organized by Ms. Ikumi Crocoll, a graduate student of School of Information majoring in preservation. Ms. Crocoll worked under the supervision of the Archives Unit Head and Transportation History Collection Curator at the Special Collections Library. The materials were carefully examined and rehoused in acid-free files and boxes. Bibliographic metadata was created and the Finding Aid was made available online so that users all over the world can search and request necessary documents online, and obtain digitized copies made by the Special Collections Library according to their guidelines.

Later, in September 2014, the checklist for the microfilm set was digitized, and in May 2015, the checklist became openly available in Hathi Trust in the world-wide public domain (http://hdl.handle.net/2027/mdp.39015039999985).

The online finding aid prepared by the Special Collections Library describes the collection down to the folder level, while the microfilm set checklist shows individual documents within the folders. For example, the online finding aid first shows the summarized title for a group of folders, then lists the folder names beneath:

Organization of the Occupation (series):

- . 1-A Formation, Personnel, and Organization of the Government Section (1945-1948)
- . 1-B Duties of Governmental Powers Division (1946)

. 1-C Work Status Reports of the Government Section (1946-1948)...

The microfilm check list shows individual items, with dates, under each file.

- . 1-A Formation, Personnel, and Organization of the Government Section (1945-1948)
 - . 1.Memorandum re delineation of inter-divisional responsibilities 22.10.46
 - . 1a. Handwritten note re inter-divisional responsibilities
 - . 2.Personnel roster of Governmental Power Division from 10.10.45-30.6.48 (2)...

This checklist is full-text searchable in Hathi Trust, making it easier to find topics covered in the entire collection.

Presently, *The Hussey papers* are housed in secure remote storage under the Special Collections Library's guidelines and custodial supervision while the curatorial responsibility still belongs to the Asia Library. The public can use these documents by searching the microfilm checklist and the online finding aid for this collection and visiting the Special Collections Library or requesting digitized documents online. The Asia Library and the Center for Japanese Studies provide travel grants for visiting researchers. This level accessibility is sufficient for academic research.

I. Collection highlights

1. Constitution file

Historically the most significant documents in the *Hussey papers* are those in the socalled "Constitution file'. This file includes the most important documents related to the process of drafting the Japanese Constitution, such as "Three basic points stated by Supreme Commander to be 'musts' in constitutional revision". Government Section paper prepared about 4 February 1946. The original copies of these documents are held at the University of Michigan, while other copies are also at the National Diet Library and at the archives of other SCAP members at other institutions: in the Milo E. Rowell papers at the Hoover Institution Library & Archives, the Charles L. Kades papers at Amherst College, and the Records at the Library and Archives at the MacArthur Memorial.

Usually three or four carbon copies were made when the documents were typed. These carbon copies were used by 22 members of the Constitution Steering Committee. Not all of the members, however, created archive collections later in their lives. Only Rowell, Hussey, and Kades actively created archival collections. Beate Sirota Gordon passed away recently in 2012, and her collection will be archived at Mills College.⁶

"Constitution file" at the National Diet Library a.

The National Diet Library created the digital archives including on the files donated by Dr. Robert E. Ward of the University of Michigan in 1980. In December 1980, Dr. Ward, Hussey's colleague, became the director of the Japan – United States Friendship Commission and visited the National Diet Library. He donated a file of documents given to him by Lt. Colonel Milo E. Rowell. The file consists of documents related to drafting the Japanese constitution, collected by Hussey himself from February 1st, 1946 to March, 6th, 1946. Three sets of the same documents were produced. The first was for General Douglas MacArthur, Supreme Commander for the Allied Powers (SCAP) in Japan, the second was for Major General Courtney Whitney, and the third set was for Commander Alfred R. Hussey. Dr. Ward gave this third set,

⁵ (Document 23-B-3-1 n.d.) ⁶ (Gordon 2014)

Hussey's file, to the National Diet Library. There is no record of how this document was separated from Michigan's Hussey Collection, entered the possession of Milo E. Rowell, and was then given to Dr. Ward.⁷ At the National Diet Library the photograph images of these documents were made available in the world-wide public domain in May, 2003, as part of their digital resources collection.⁸

- The National Diet Library "Alfred Hussey papers Constitution File No.1"
 http://rnavi.ndl.go.jp/kensei/entry/Hussey.php
- The National Diet Library created the digital archive, "the Birth of the Constitution of Japan" including the ""Alfred Hussey papers constitution file."

 http://www.ndl.go.jp/constitution/library/06/hussey.html
- b. Archive collections of other members of the SCAP Constitution steering committee
 - Charles L. Kades papers

Gordon W. Prange Collection at the University of Maryland at College Park http://lib.guides.umd.edu/content.php?pid=223158&sid=1851840

• Charles L. Kades Papers, 1913-1997 (Bulk: 1945-1996) Amherst College

This collection includes the constitution files in addition to the other records covering Kades' career.

http://asteria.fivecolleges.edu/findaids/amherst/ma214_main.html

⁷ (National Diet Library (国立国会図書館) 2013)

^{8 (}National Diet Library (国立国会図書館) 2003)

Milo E. Rowell papers

Hoover Institution Archives at Stanford University

http://www.oac.cdlib.org/findaid/ark:/13030/kt487034gj/

Rowell Papers (ラウェル(Rowell, Milo E.)文書)

General Library, University of Tokyo

http://www.lib.u-tokyo.ac.jp/koho/guide/coll/Rowell.html

• Interviews with Milo E. Rowell and other SCAP staff are included in *the Dale M*.

Hellengers papers at the Harry S. Truman Presidential Library & Museum

https://www.trumanlibrary.org/hstpaper/hellegrs.html

Beate Sirota Gordon papers

Mills College (planned)

Beate Sirota Gordon, the only woman in the steering committee, was involved in drafting the civil rights section of the Constitution and worked as an interpreter between American and Japanese representatives. She played a significant role as a member of the steering committee by translating documents from Japanese to English and collecting constitutions from various libraries in Tokyo to prepare for

drafting the constitution. Her archive is in the process of being acquired by her alma mater, Mills College.⁹

1. Hussey's work on promoting new Constitution

The major mission of the Supreme Commander for the Allied Powers (SCAP), headed by the United States, was to reform Japan from a militaristic imperial power to a democratic power allied with the United States in the Pacific, where communist powers were expanding after WWII. Documents related to Japan's new Constitution and reform plans based upon the Constitution occupy the majority of *the Hussey papers*. *The Hussey papers* collection includes 3650 document titles according to the index; most are paper materials, such as typed or handwritten manuscripts, copies of documents, illustrations, and maps. The collection contains numerous memos and governmental correspondence among Japan, SCAP, the United States, and the Far Eastern Commissions. It also includes research documents on Japanese political, social, and educational systems. In addition to these text materials, what is unique to *the Alfred R*. *Hussey papers* is its image collection of a photo album and slides.

a. Political background

In order to better understand Hussey's strong feeling toward this particular work, let us examine the political background behind the drafting of the new Constitution.

International politics put great pressure on the SCAP (the US government) to hasten the process of setting up a Constitution which would preserve the imperial system. General MacArthur saw that the Imperial system would play a role in uniting Japan and keeping Japanese people from becoming sympathetic to communism, which was already gaining power in the

⁹ (Gordon 2014)

region and becoming a large threat in world politics, with the Soviet Union and growing communist power in China. Geopolitically, the stability of Japan as non-communist ally was crucial to US power in the Pacific and the Far East. ¹⁰

In January 1946, just before the formation of the Far Eastern Commission (FEC) in February, Australia demanded that Emperor Hirohito be placed on trial as war criminal. Twelve countries were to be members of the FEC: the United States as chair, the United Kingdom, China under the Nationalist (Chiang Kai-shek) Government, the Soviet Union, France, India, the Netherlands, Canada, Australia, New Zealand, and the Philippines. Among these, the United Kingdom, China, the Soviet Union, and Australia were strongly determined to persecute Hirohito as responsible for the war. Once the FEC was formed, all major protocols of the occupation of Japan would need approval from the Far Eastern Commission. MacArthur decided that the SCAP would establish "de facto" conditions by drafting a constitution that guaranteed the continuation of the Imperial system.

The Steering Committee to draft the Constitution was formed on February 4th, 1946. The draft was finished in 9 days and submitted on February 13, 1946, just after the FEC was formed in Washington, D.C. Although the members of FEC were offended by the SCAP draft, now that the draft had been submitted to the Japanese government, they had no choice but to start negotiations on the basis of this de facto draft which maintained the Emperor, albeit as the symbol of the State without political power. After much negotiation among Japanese government, the SCAP, and the FEC, the Constitution was approved with Article 1 stating "the Emperor shall be the symbol of the State and of the unity of the people, deriving his position

¹⁰ (Hirayama 2015)

from the will of the people with whom resides sovereign power." Without doubt it became an essential task for Hussey, as the special assistant to the chief of the Government Section, to enhance the foundation of state unity by educating the Japanese people on the new position of the Emperor and their own new role as sovereign power, in addition to the establishment of a new Labor Ministry which would prevent communism from Japanese people.

Society for the Popularization of the Constitution b.

On November 3, 1946, the new Constitution was promulgated. The works of promoting new concepts started. On January 17, 1947, Hussey attended the meeting of the Society for the Popularization of the Constitution held at the official residence of Prime Minister Ashida. The memorandum for the record of this meeting¹² was co-written with Miss Ruth A. Ellerman, who became his wife later. This memorandum shows that Hussey felt strongly about promoting new concepts. It stated that "Hussey called the attention of the Society to the importance of telling the people of Japan not only what was in the Constitution but what it meant to them, how they could and should use it and what their responsibilities were in developing a democratic Japan under it". 13 Miss Ellerman also attended this meeting with Hussey and, as recorded is the same memorandum, "commented upon the fact that in the work of the Society the women of Japan posed a special problem, that that Society should devote time and effort toward educating the women of Japan in their social and political responsibilities under the new Constitution." Hussey clearly mentioned that 'the advice and assistance of Government Section were offered in the furtherance of the work of the Society."

¹¹ [Shioda 2008] ¹² [Document 53-A-7-1]

¹³ [Document 53-A-7-1]

On February 5, 1947, Hussey wrote in his "Memorandum for the Chief, Government Section, Subject: Program for Publicizing the new Japanese Constitution" that "all programs and plans a coordinated effort will be made to emphasize: first, the Bill of Rights; secondly, in conjunction with local elections, local autonomy and the responsibilities of the citizens; thirdly, the importance of the Diet and the citizens' relationship to the Diet. The independence of the judiciary will be briefly touched on"¹⁴. He was sensitive to the status of Emperor, saying that "no mention will be made of the changed position of the Emperor since it is deemed wise not to emphasize that question. Perhaps the most important aspect of the entire program will be the development of and constant emphasis upon the theme that the new Constitution is but the vehicle whereby the people of Japan can and must determine their future destiny". ¹⁵

Hussey in collaboration with the Civil Information Education Section worked very closely with Dr. Hitoshi Ashida, an "influential member of the Liberal Party" who was appointed president of the Society for the Popularization of the Constitution (Kenpo Fukyu Iinkai, 憲法普及委員会), and Mr. R. Sakakibara, Chief of the General Affairs Section of the Society for the Popularization of the Constitution on producing promotional materials. Mr. Sakakibara, for example, reported resource needs such as "200 tons of coal to cover the deficit of paper used for the pamphlets of the new constitution" and asked him to "allocate additional 70,000 lbs. of paper to the Dai Nippon Printing Company and 230,000 lbs. to the Kyoto Printing Company". The distribution plan for the pamphlets shows that a total of 19, 443, 00 pamphlets were to be distributed in Japan, and "over 500,000 copies are reserved to be given to returning soldiers and

¹⁴ [Document 53-D-6-1 1947]

¹⁵ [Document 53-D-6-2]

¹⁶ [Document 53-B-2-1 1947]

¹⁷ [Document 53-B-3-1]

civilians from the Soviet Union". ¹⁸ Hussey requested that the Ministry of Finance guarantee "an increase of seven million yen in the subsidy of the New Constitution Propagation Society (Kenpo Fukyu Kai)". ¹⁹

Various activities were planned under this budget estimate: pamphlets, motion pictures, educational and documentary films (two pictures were being planned), slides, posters, paper plays (kamishibai, 紙芝居) for children, training lectures and meetings, and publications such as booklets. Various contests by newspaper agencies were promoted. Religious, cultural, and theater groups were also encouraged to plan events, and orchestra and chorus groups were to compose music to promote the new Constitution.²⁰

10,000 yen were allocated for creating slide materials.²¹ One box from a two-box slide set²² is preserved in *the Hussey papers* collection. (More than one slide set would have been produced). A draft script for a slide show is also found in *the Hussey papers* collection, though its content does not match the actual slide set in the collection.

There are also many hand-drawn draft illustrations for the posters explaining the changes in concepts from the old constitution to the new Constitution. (for example, douments 53-C-14-3, 53-C-14-4 and 53-C-14-7). These posters were used on the press conference in which Hussey made the presentation of the new Constitution on the March 3, 1946, and the Japanese newspaper reported them in their newspaper articles. ²³At the press conference he introduced Article 1, "the Emperor shall be the symbol of the State and of the unity of the people deriving

¹⁸ [Document 53-B-9-2]

¹⁹ [Document 53-B-11-1]

²⁰ (Document 53-B-10)

²¹ (Document 53-B-10)

^{22 (}Nihon Gento Kabushiki Kaisha (日本幻灯株式会社) 1947?)

²³ (Documents 52-F-1 to 52-F-9 1947)

his position from the will of the people with whom resides sovereign power" and emphasized that "the ultimate authority, the source of all political power in Japan is the people". 24

1. Slides and a photo album

The slides were produced by the Kenpo Fukyu Iinkai (憲法普及委員会, Society for the Popularization of the New Constitution) and the Nihon Gento Kabushiki Kaisha (日本幻燈株式 会社). The screen presentation of slides and filmstrips was already a popular method of disseminating information and public education in Japan.²⁵ In 1948 the CIE (Civil Information and Education Section) started a nationwide campaign to promote new ideas. The set of slides in which Hussey was involved would have been part of this campaign.

However, the slides are not held either at the National Diet Library or in any Japanese university library collections. Neither have they been found in the antiquarian market in Japan as of today. Waseda University Engeki Hakubutsukan (早稲田大学演劇博物館, the Tsubouchi Memorial Theater Museum) has one of the largest slide collections in Japan, with over 3,000 slides, but they do not hold this Constitution promotion slide set. According to Dr. Hana Washitani, a researcher at this museum who specializes in the history of slides and filmstrips in Japan, the slides produced around this time period were often lost and not archived well. The slide set consisted of two boxes, but only box 2 is held at the UM Library. Box 1 has not yet been found anywhere. Therefore this slide set kept by Hussey is extremely valuable. ²⁶

Hussey seemed enthusiastic about producing and preserving visual materials. A photo album in the collection stores photos of the ceremony of the Promulgation on November 3, 1946,

²⁶ (Washitani 2015)

 ²⁴ (Document 52-E-2-1 1947)
 ²⁵ (Washitani 2014)

and those of the ceremony of enforcement of the new Constitution held on May 3, 1947. These ceremonies were meticulously planned by the SCAP and Japanese government. Drafts and final versions of event documents such as the Imperial Rescript (in both Japanese and English)²⁷, the ceremony schedules²⁸, and the seating chart for the House of Peers ceremony²⁹, were kept in the *Hussey papers*.

Preservation and access of visual material

In order to preserve and promote these unique historical image resource, Ms. Mari Suzuki, Japanese Materials Librarian, initiated a digitization project with the Digital Preservation Office and made the slides available as an "Online Exhibition".

- Alfred Hussey Collection: Japan's Constitution Slides
 http://quod.lib.umich.edu/h/hussey1ic
- Alfred Hussey Collection: Japan's Constitution Photo Album http://quod.lib.umich.edu/h/hussey2ic

This image digitization project, offering the content in a different format in addition to the original paper resource, has been beneficial for preserving the original materials and promoting the use of historical primary source in research, education, and among the public. It fulfills the "three main processes" of collection management distinguished by Waller. ³⁰

1. Development: the development of the collection through adding or removing items.

²⁷ (Document 31-A-7-1 1946) (Document 31-A-5-1 1946)

²⁸ (Document 31-A-10-1 1946)

²⁹ (Document 31-A-10-1 1946)

³⁰ (Waller 2003)

- 2. Use: the use of the collection, which includes activities such as processing, cataloging, restoring and researching.
- 3. Preservation: the preservation of the collection with the aim of maintaining its value to the optimum level.

In addition to the online exhibition of the visual materials, other methods of access to this resource—such as digitization of the manuscript—are still under investigation. The most significant part of the Alfred R. Hussey collection, the "Constitution files", are already available in the public domain through the National Diet Library homepage. The Hussey papers also include reports and records of many aspects of Japanese society, valuable information regarding the formation of "New Japan". However, these records also include "sensitive" information such as a record of the Imperial household budget and many reports and information that were once classified "Top Secret" by the General Headquarter of Supreme Commander for the Allied Powers. None of the documents produced by the Supreme Commander for the Allied Powers have been digitized. Further legal and political issues surrounding public disclosure of these documents are to be carefully examined.

IV. Research using the Hussey papers

This collection has mostly been used by legal, political science, and history researchers in Japanese Studies on the process of creation of the Japanese constitution and the reform of Japan. There was a research boom after the microfilm became available in 1977 with many research publications produced in the 1980's and 1990's.

For example,

• Inumaru, Hideo (犬丸秀雄)(yaku kaisetsu)(訳解説). "'Hasshi bunsho' to kenpo seitei katei: soshireibu no Nihonkoku kenpo kankei bunsho (「ハッシ-文書」と憲法制定過程: 総司令部の日本国憲法関係文書)." *Hogaku semina (法学セミナ)* 318 (August 1981): 152-184.

Professor Hideo Inumaru researched the process of formation of Japan's Constitution.

• Farr, Suzan. "Politics of Women's Rights." In *Democratizing Japan: Allied Occupation*. University of Hawaii Press, 1987.

American Political Scientist, Dr. Suzan Farr, used *the Hussey papers* to reveal the process of drafting "women's rights" and the contributions of Beate Sirota Gordon, the only woman in the committee.

• Hellegers, Dale M. We, the Japanese People: World War II and the Origins of the Japanese Constitution. Stanford University Press, 2002.

The data produced during Hellegers' research - transcripts of interviews conducted by Hellegers and others of SCAP personnel involved in drafting the Constitution and managing the Occupation, printed materials, typed and handwritten notes, and sound recordings – are held at the archives of the Harry S. Truman Presidential Library & Museum. (https://www.trumanlibrary.org/hstpaper/hellegrs.htm)

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- Hirayama, Asaji. "Pacifism in the Constitution of Japan and the strategies of national security." *Journal of International and Advanced Japanese Studies* Volume 7 (March 2015): 1-25.

Professor Asaji Hirayama is using the *Constitution file* within the *Hussey papers* to examine present national security issues.

Recently, Japanese government is attempting to reform the Constitution to enforce military power amid changes in the international power balance. As this new research published in 2015

indicates, *The Hussey papers* remain important and valuable for examining the future of world politics.

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- "Document 31-A-7-1." Alfred Rodman Hussey papers, 1944-1998 (bulk 1945-1948). 1946. Box 4.
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