DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

KOREAN DIPLOMATIC MISSION IN JAPAN

And also attached herewith is a sample of Identification Cards given to Census Assistants as was in the Oct. 20 note.

This office would like to avail itself of this opportunity to ask for your permission and assistance in obtaining paper necessary for printing Application forms, Certificate of Registration and other propagation leaflets for this project.

Byung Chang Lee
Secretary

October 24, 1949

To the
Commanding Officer,
Kinki Civil Affairs Region,
Osaka, Japan

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

證 明 書

氏 名

住 所

右者는大韓民國國民登錄指導員임을證明함

駐日韓國代表部大阪事務所

IDENTIFICATION CARD No.

This is to certify that Mr.

is a Census Assistant for Registration of Koreans enforced by this Mission.

This card expires upon completion of the registration.

KOREAN DIPLOMATIC
MISSION (OSAKA)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

証　明　書

氏　名

住　所

右者ヒ大韓民國國民登錄指導員ヒシテ登錄ノ為

駐日韓國代表部大阪事務所

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KOREAN DIPLOMATIC MISSION (OSAKA)

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KOREAN DIPLOMATIC
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駐日韓國代表部大阪事務所

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

写真 1枚

氏 名

住 所

右者ヒ大韓民國國民登録指導員ト認ムル者ナリ

駐日韓國代表部大阪事務所

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KOREAN DIPLOMATIC MISSION (OSAKA)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

014 09

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

19 October 1949

Mr. Yasaburo Yano
Chief Editor
Kyoto Press Company
Agaru Ebisugawa, Karasumaru-dori,
Nakagyoku, Kyoto city.

Dear Mr. Yano:

I have received your letter of 14 October 1949 and am happy to know that you and other newspaper publishers have benefitted so much as the result of Mrs. MacFarland's untiring efforts in your behalf.

I have heard from various sources of the excellent work being done by Mrs. MacFarland. The decision to eliminate the prefectural teams was made by the Supreme Commander for the Allied Powers.

You will be happy to know that Mrs. MacFarland will remain in the Kinki Civil Affairs Region, with headquarters in Osaka. I am sure that she will be able to help you and other newspaper publishers in Kyoto after the closing of the Kyoto Team.

I wish to express my thanks to you for your letter. Please be assured that Mrs. MacFarland's excellent work in connection with the democratization of the newspapers in Kyoto has not gone unnoticed.

Yours very truly,

WILEY H. O'MOHUNDRO
Colonel Infantry

M/C
File

9

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

14 Oct 1949

SUBJECT: Petition

TO : Colonel O'Mohundro
Kinki Civil Affairs Region

Mrs. MacFarland, Chief of the CI Section of the Kyoto Team has been in Japan for over three (3) years. During her stay in Kyoto, she has given us very useful suggestions and advice concerning the duties and responsibilities of the press and how journalism should be.

It is no wonder that our knowledge has developed a great deal. All of us journalists in Kyoto respect her as our great benefactor and adviser who has helped the democratization of press policy and also the exaltation of local culture.

M/C File

According to the information which we have heard, in the near future all of the civil affairs teams in the Kinki Region are going to be eliminated. However, I entreat you to permit her to stay in Kyoto as our good adviser. If she will be able to help us after the closing of the teams, we shall be very happy.

Kyoto Press Company

/s/ Yasaburo Yano, Chief Editor
/t/ YASABURO YANO, Chief Editor

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

SUBJ: Petition

014

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

WT/sy

19 October 1949

Kyoto Womens' Group Liaison Conference Association
Kawabata, Maruta-machi,
Okumura Kaikan, Kyoto City

Ladies:

Your petition regarding Mrs. MacFarland and the excellent work which she has been doing in Kyoto has come to my attention. I am considerably impressed by this petition.

I have heard from various sources of the high esteem in which Mrs. MacFarland is held by the women of Kyoto.

The decision to eliminate the prefectural teams was made by the Supreme Commander for the Allied Powers.

I wish to inform you that Mrs. MacFarland will remain in the Kinki Civil Affairs Region, with headquarters in Osaka. She will, therefore, be able to work with the Kyoto groups as well as with other groups in the region.

I wish to express my thanks to you for your letter. I wish to remind you that your work in connection with the democratization women's groups in Kyoto has not gone unnoticed.

Yours very truly,

WILEY H. O'MOHUNDRO
Colonel Infantry
Chief

8

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

draft

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

WT/ta

18 Oct 1949

Kyoto Womens' Group Liaison Conference Association
Kyoto Kawabata, Maruta-machi,
Okumura Kaikan, Kyoto City

Ladies:

Your petition regarding Mrs. MacFarland and the excellent work which she has been doing in Kyoto has come to my attention. I am considerably impressed by this petition.

I have heard from various sources of the high esteem in which Mrs. MacFarland is held by the women of Kyoto.

The decision to eliminate the prefectural teams was made by the Supreme Commander for the Allied Powers.

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I wish to express my thanks to you for your letter. I wish to remind you that your work in connection with the democratization women's groups in Kyoto has not gone unnoticed.

Yours very truly,

WILEY H. O'MOHUNDRO
Colonel, Infantry

Draft //

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

20 September 1949

Chief,
Kinki CA Region

We Japanese women have been emancipated since the surrender, but emancipation without reality is nothing. During the past four years the womens' groups of Kyoto have made some progress under the guidance of Mrs. Bernice S. MacFarland, Civil Information Officer, Kyoto Civil Affairs Team. This guidance was based upon her generosity and sublime humanitarian affection.

We are at present seriously concerned by the elimination of civil affairs teams. If Mrs. MacFarland, who has been indispensable to us in that she has taught us democracy, leaves Kyoto, we fear that the democratization of women will stop half-way. Actually, our grief is that of an infant losing its mother.

We, the representative of various womens' groups in Kyoto, who worked under the close guidance of Mrs. MacFarland, submit our petition that she might be retained here.

We shall be very grateful if you will give your kind consideration to this petition.

(Sgd) Aiko Watanabe
Kyoto-shi Womens' Group Union

Sada, Kikuzawa
Kyoto-fu, Womens' Group Union

Kuni Sawano
Kyoto Christian Women's Association

Tsuneko Sakai
Christian Womens' Cultural Association

Akiko Uyeda
Kyoto Widows' Association

Tsuruko Onishi
Kyoto Women & Juvenile Protection League

Taki Nakagawa
Kyoto-shi Bunka Josei-en

Fusako Tomita
Kyoto Akatsuki Womens' League

Tsurue Watanabe
Kyoto Women Workers' Union

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Tsuruko Onishi
Kyoto Buddist Womens' Union

Etsuko Tanizawa
Yomei Club, Women's' Section

Harue Morisada
Shin-Nihon Womens' League

Katsuko Kunishima
Kyoto House-wives Union

Tokie Tokumaru
Kyoto Women Voters Union

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

それは項度幼児の育ちの毎日に慈母を失ふこゝく
仝し意味を持つ悲しみだけいます　ここにおきまして
私共婦人團体運動を共にする多くの代表が集り
まして私共に偉大なる指導と民主と義人格の培ひ
を敷へて頂いた女史を　どうしてもこの京都から失ひ
たくない為に女史を京都に駐在させて下さる様切

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

望の嘆願をいたします

もうて京都のこれら多くの婦人なるのためにより

先生であり よき母も慕ふ女史が従前の様に私共

の京都に居て頂ける様お取計ひ下さいます様一同

を代表して嘆願書を御出し申します

一九四九 九、二〇

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

敗戦によって私共日本の婦人は解放されました
而し内実の伴はぬ婦人の解放がどの様に悔め
なものであるか　過去四年間私共京都の婦人團体は信
愛する京都民事部民間部報道課長バーンス・エス・マクファー
ランド女史の崇高なる人類愛に基く寛大なる温愛
あふる、指導をうけて些か進歩の実をあげて今

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

に至りました　新聞の傳へます民事部の移轉が
私共婦人團体に及ぼす不安は大きく　若し私共に民主
主義の正しさを教へて下さった　女史、人格的な親しみ
をもって京都の婦人たちから欠くことの出来ない存在を
失ふ様なことになったら　私共折角得た婦人
の民主化は中絶いたすことになりませう。

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

京都市地域連合会婦人会委員長 後辺あ子

京都府下婦人團体連絡協議会委員長 菊沢貞

キリスト教婦人矯風会京都支部長 澤野クニ

キリスト教文化婦人会 福井恒子

京都市なのでしゝ未亡人会々長 植田明子

京都府婦人十年保護協会々長 大西鶴子

京都市文化女性花 中川たさ

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

京都市曉婦人会々長　富田房子

京都勤労婦人連盟　渡辺一弓元

京都市佛教婦人会長　代理 大西鶴子

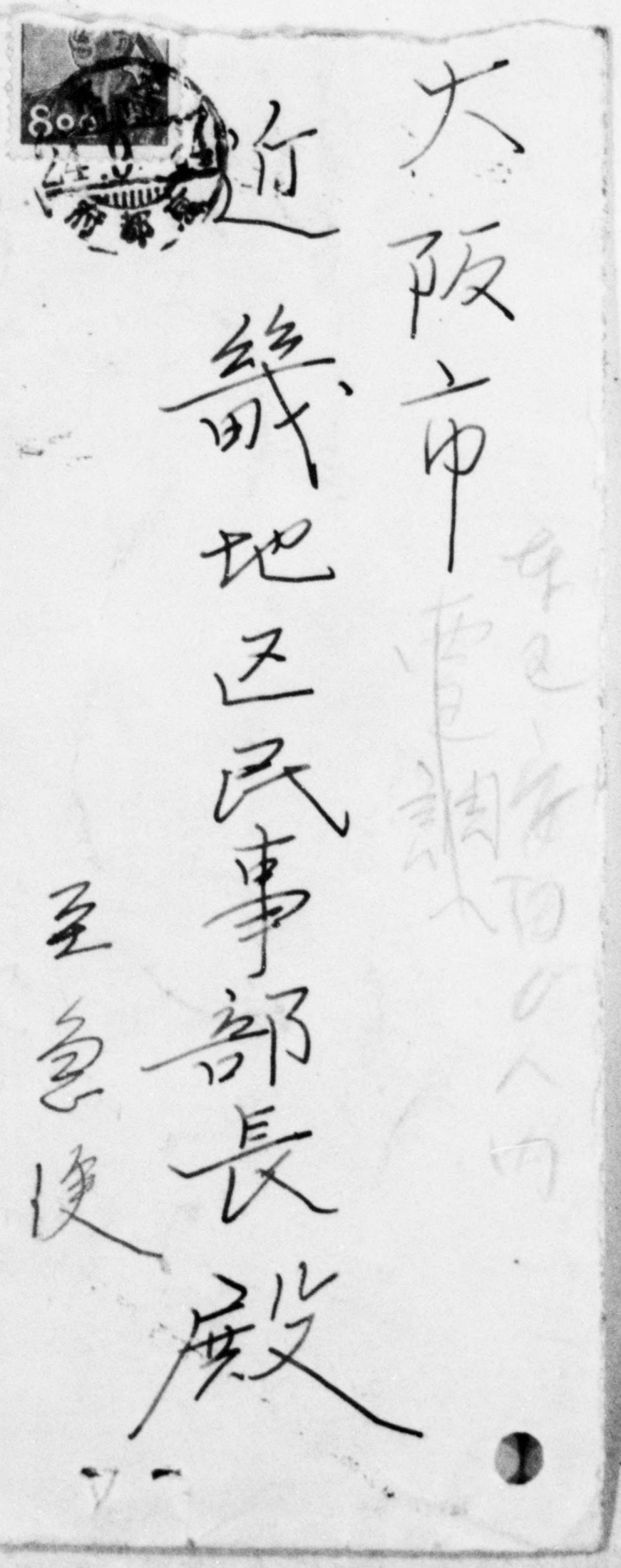
陽明倶楽部婦人部　谷沢悦子

新日本婦人同盟京都支部　表定青枝

京都市物価安定主婦の会　國島勝子

京都市女性有權者連盟　徳丸時志（ときえ）

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013



大阪市
何通
総、田地还民事部長
至急使
度

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

OCT 18 1949

AG 014 - BA

SUBJECT: Resolutions on the Prevention of Juvenile Delinquency

TO: Chief, Kinki Civil Affairs Region, APO 25
Chief, Tokai-Hokuriku Civil Affairs Region, APO 710
Chief, Kyushu Civil Affairs Region, APO 24-5
Chief, Chugoku Civil Affairs Region, APO 248
Chief, Shikoku Civil Affairs Region, APO 1050

Inclosed "Resolutions on the Prevention of Juvenile Delinquency" is forwarded for your information.

BY COMMAND OF MAJOR GENERAL COULTER:

P. L. NASH
Lt. Col. AGD
Asst Adj Gen

HQ I CORPS

1 Incl:
As stated.

7A

165428 20390

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

KYOTO LIAISON AND COORDINATION OFFICE

KLCO Information No. 300 13 October 1949

Measures for Protection and Guidance of Youth and Minors

1. In view of the rapid increase of the depraved youth and minors after the end of the war, the "Resolutions on the Prevention of Juvenile Delinquency" were adopted by the both Houses in the fifth session of the Diet respectively on 14 April and 20 May 1949. In line with these resolutions, a council for youth and minors problems was established by the Government to deliberate on the measures to be taken for this purpose.

2. As a result the following measures for protection and guidance of youth and minors were decided upon in the Cabinet Meeting of 30 August.

a. Purpose

In view of the increase of juvenile delinquency, a nation-wide movement for furtherance of protection and guidance of youth and minors shall be instituted by the government and civilian circles, in order to carry out a strong measure for their guidance, protection and training with a view to eliminating the causes for juvenile delinquency and stimulating their self-awakening, thereby promoting their sound and healthy living.

b. Period - From 14 November to 20 November 1949.

c. Method of Enforcement

Planning and enforcement shall be made under the initiative and responsibility of government agencies, local public entities, schools and civic organizations concerned, with the central and local councils for youth and minors problems being the center of this movement which shall draw up over-all program and coordinate actions taken by the various agencies.

d. Detailed Steps to be taken.

(1) To make enlightening publicity campaign for the protection and guidance of youth and minors, with the cooperation of the press, radio, periodical, etc.

(2) To strengthen guidance and protection of youth and minors with the cooperation of the private organizations concerned, concrete plan of which is to be determined by the council for youth and minors problems.

(3) To ensure perfect reform and protection of juvenile delinquents and ask for cooperation of the general public by emphasizing its importance.

Incl 1

(4) To control depraved minors and adults who exert

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

harmful influence on them.

3. The Secretary General of the Cabinet requested the cooperation of central and local government agencies by its letter So-shin No. 201 dated 21 September 1949, enumerating detailed measures to implement the above-mentioned Cabinet decision, the gist of which is indicated below:

a. Educational measures.

(1) To set forth concrete living goals for youth and minors.

(2) To carry out the movement for the prevention of juvenile depravity and delinquency in spring and autumn every year.

(3) To intensify education on sex and chastity.

(4) To institute anti-syphilis movement by disseminating importance of venereal disease prevention.

(5) To expand youth and minors education program, utilizing schools, public citizens halls, etc.

(6) To recommend information and cultural media having good effect on youth and minors, and eliminate those bearing adverse influence on them.

(7) Preparation and distribution of manuals for the guidance of youth and minors.

b. Guidance and protection measures.

(1) To stress the importance of sound and healthy family life.

(2) To request cooperation of civic organizations such as mothers' club, PTA, women's association and youth and minors guidance league.

(3) To help creation of self-rule organizations of youth and minors.

(4) To promote voluntary child protection movement such as creation of child protection unit, and expand recreation facilities.

(5) Establishment of a democratic committee of amusement control to protect youth and minors from undesirable amusement media and contribute toward improvement of such information media.

(6) To make effort to find out suspect depravity in its early stage through close liaison among school teachers, child welfare commissioners, etc.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

(7) Practice of occasional patrol and wholesale guidance by the child welfare commissioners, members of the judicial protection committee, etc.

(8) To encourage the general public to notify the child consultant office or family court of the existence of depraved minors.

(9) Strict control over the persons who ill treat or exploit the minors or abet them to commit crimes.

(10) To prohibit minors from drinking and smoking.

c. Measures for minor laborers.

(1) Training of minor laborers and formulation of a plan for vocational guidance and reemployment assistance by the employment security office for the discharged minor laborers.

(2) Educational guidance of minor laborers and to help them make good use of their spare time.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

014

HEADQUARTERS
HYOGO CIVIL AFFAIRS TEAM
APO 317

10 October 1949

SUBJECT: Information Concerning Request for Increase of Allotment of Authorized Police Personnel for Amagasaki-shi

TO: Chief
Kinki Civil Affairs Region
APO 25

1. Enclosed herewith is information copy of correspondence initiated by the Public Safety Commission of the city of Amagasaki, the originals of which were forwarded through Japanese channels.

2. In this subject letter the Public Safety Commission requests assistance in securing an increase in the allotment of authorized police personnel for their city.

3. This headquarters is of the opinion that their request is proper and fully justified and a statement to that effect was given to the city authorities to be included as a part of their formal request.

4. Further this headquarters is of the opinion that this increase can be effected either by Diet Action (as prescribed under Article 46, Law #196, 17 December 1947) or by Cabinet Order, based upon an interpretation which would make the 1 October 1947 census (Official Gazette dated 29 January 1948), the basis for determination of allotment of police personnel for Amagasaki rather than the census of 26 April 1946, which was actually used.

FOR THE CHIEF:

/s/ Walter Kimball
Major, Infantry
Adjutant

FOR FILE

(7)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

BASIC: Ltr, Hq Hyogo Civil Affairs Team, subj: "Information Concerning Request for Increase of Allotment of Authorized Police Personnel for Amagasaki-shi", dtd 10 Oct 49

014 1st Ind RFS/km

Hq Kinki Civil Affairs Region, APO 25, 15 October 1949

TO: CG, I Corps, APO 301
ATTENTION: Civil Affairs Section

Copy of action taken by Amagasaki city in Hyogo prefecture through their channels is forwarded for your information.

FOR THE CHIEF:

GEORGE MINARIK
Captain CE
Adjutant

Incl:
n/c

FOR FILE

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

014

10 October 1949

SUBJECT: Koreans in Relationship to Public Welfare

TO : Commanding General
I Corps
APO 301
ATTN: Civil Affairs Section

1. Reference, letter Headquarters I Corps, APO 301, subject: "The Korean People in Japan", dated 9 September 1949.

2. Following receipt of reference letter a survey was made of this region, with the following results:

a. During August 1949, 632 Korean families, comprising 2,273 persons received public assistance. This number represents 1% of the estimated Korean population of the region. The ratio of total public assistance recipients to the total population for the same period is 2%.

b. Team Welfare Officers reported from their past experience and current inquiries that the attitude of the Japanese Public Welfare Official has been completely indiscriminatory, with no written directives against Koreans or any other non-Japanese groups. There has been no evidence in records and "on the spot" reviews that the Koreans have suffered from any overt acts of discrimination. In Kyoto City, last winter, the largest single relief grant was paid to a Korean family.

3. Public Welfare Officials of Nara, Kyoto, and Shiga have reported antagonistic and threatening attitudes by Koreans towards them, with demands for the mass handling of Korean relief applications.

4. The Japanese Officials point out that it is extremely difficult to handle a Korean application due to their clannishness and uncooperative attitude and due to the fact that Koreans are not registered in the "Koseki". The latter situation makes an accurate verification of family composition virtually impossible; but should not remain a problem after the coming compulsory registration of Koreans.

FOR FILE

(b)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

5. It is difficult to validly guage the significance of the smaller ratio of public assistance of Koreans, cited in paragraph 2 (a). However, it can be pointed out that several factors are involved, with no accurate data available to measure their relative force:

a. A large number of the Koreans who chose to remain in Japan probably did so because it was economically advantageous to do so.

b. The Korean population probably does not represent a typical cross-section of the total population, and therefore the ratio of need for public assistance would not necessarily be the same.

c. The reluctance of the Korean to assume the role of recipients of Japanese "Charity", and an apprehension lest they not receive full and equitable consideration from Japanese officials.

d. The possible lack of knowledge, on the part of the Koreans, of the provisions, operation and benefits of the Japanese public social services.

6. This problem will continue to receive careful observation and study.

WILEY H. O'MOHUNDRO
Colonel Infantry
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

FILE UNDER NO.

014

INDEX SHEET
SYNOPSIS

SUBJECT: Organization of Chuza-iin

FROM: SCAT

TO: KCAR

DATE: 7 Oct 49

DOCUMENT FILED UNDER NO. 080

(5)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

CDO'C/mk

014
AG ~~010~~ - BA

SUBJECT: Letter of Transmittal

OCT 7 1949

TO: Chief, Kinki Civil Affairs Region, APO 25
Chief, Tokai-Hokuriku Civil Affairs Region, APO 710
Chief, Kyushu Civil Affairs Region, APO 24-5
Chief, Chugoku Civil Affairs Region, APO 248
Chief, Shikoku Civil Affairs Region, APO 1050

The attached Public Opinion Poll on Local Autonomy was conducted in the Kinki Civil Affairs Region by the Public Opinion Research Branch, Civil Information Division of the I Corps Civil Affairs Section and is forwarded for your information.

FOR FILE

BY COMMAND OF MAJOR GENERAL COULTER:

A. SEIPEL
Lt Col, AGD
Asst Adj General

RECORDED
HQ I CORPS

1 Incl:
As indicated

1st Ind

WT/ta

Hq Kinki Civil Affairs Region, APO 25, 8 Oct 49

TO: See Distribution
ATTN: CI Officer

1. For your information.

2. No publicity will be given to the survey to which this report refers.

M/C
Feb

BY ORDER OF COLONEL O'MOHUNDRO:

GEORGE MINARIK
Captain CE
Adjutant

1 Incl:
a/s

DISTRIBUTION

"B"

(4)

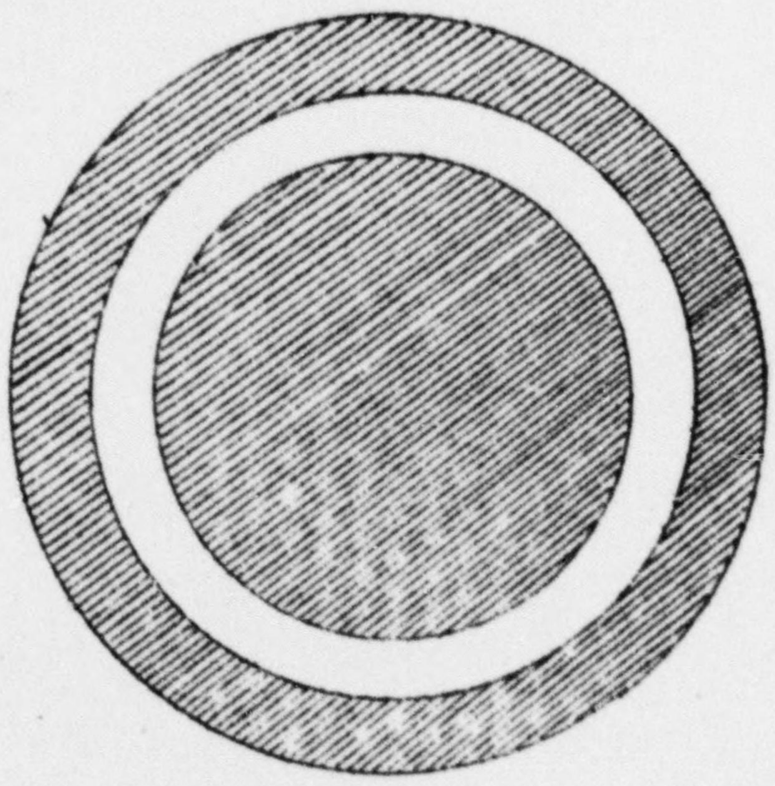
BA 20082

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

PUBLIC OPINION SURVEY

ON

LOCAL AUTONOMY



NO. I

PUBLIC OPINION RESEARCH BRANCH
CI DIV. CA SECT.
I CORPS HQS.

Jul 1952

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)
Civil Affairs Section
Civil Information Division

15 September 1949

PUBLIC OPINION SURVEY ON LOCAL AUTONOMY

The Public Opinion Research Branch, Civil Information Division of the Civil Affairs Section, Headquarters, I Corps, recently completed a survey on Local Autonomy. The Public Opinion Branch was temporarily assigned to the Kinki Civil Affairs Region and trained and supervised 120 field workers in the six prefectures. Actual interviewing was done by the field workers. In keeping with the objectives of the economic resovery program, the cost of interviewing was kept at a minimum. This was done by using personnel already employed by the prefectural governments. No publicity was given to the survey.

All of the field work was completed during the period from 8 through 20 August 1949. A total of 1,312 registered voters in the Region were interviewed. In the survey, forty questions were used.

The survey covered the following matters: (1) knowledge and understanding of local autonomy; (2) local autonomy versus central control, (3) opinions regarding local elections, (4) women in politics, (5) opinions regarding local officials, (6) knowledge of "recall" and "initiative", (7) financial matters on local levels, (8) knowledge and understanding of boards of education and public safety boards, and (9) elimination of the war-time "tonari-gumi".

Members of the aforementioned Public Opinion Research Branch were under the direct supervision of the Civil Information Section, Kinki Civil Affairs Region.

BRIEF SUMMARY OF FINDINGS:

The people in general know very little about local autonomy; a total of 55% of the people have never heard of the term. Of the 45% who have heard of the term, 22% have only a vague idea as to its meaning. Men know more than women. The degree of knowledge is directly proportional to the number of years of schooling of the respondents. A total of 75% of those who know about local autonomy prefer it to central control.

Degree of knowledge regarding names of mayors and how they were selected is encouraging. However, knowledge regarding terms of office is poor. A total of 46% of the respondents are in favor of women as assembly members; 27% are against. A total of 51% of the male respondents are in favor of women for public office.

Residents of rural communities are satisfied for the most part with the work of their elected officials; urban dwellers express doubt regarding the efficiency and integrity of their officials.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Although the people do not understand "recall" and "initiative", they do know something about "signature campaigns" and "removal by majority opinion".

A total of 56% of the people do not believe that their communities have sufficient funds with which to work. They believe that educational institutions and public works are suffering as a result thereof.

Of the 64% of the people who know the expression "board of education", 53% know how it was selected.

A total of 63% of the respondents know that their police system has been divided into two sections; however, only 45% of these know to which section their own police belong.

A total of 69% would like to have something similar to the "tonari-gumi" because of "rationing convenience" and "intimacy of neighbors".

FINDINGS:

(A) DOES THE GENERAL PUBLIC REALIZE WHAT LOCAL AUTONOMY IS?

(1) 55% of the respondents have never heard of the term "Local Autonomy".
(2) 22% have heard the term but do not realize what it means.
(3) 23% have vague ideas as to the meaning of Local Autonomy.
(4) 75% of those who know something about Local Autonomy say it is better than the former system of centralization.
(5) Their reason is the fact that Local Autonomy is "easier to meet with local colors".

Questions: Have you heard the term "Local Autonomy"?
((To those who said "Yes")) What is Local Autonomy?
((Not asked of those unable to answer the previous question)) Which do you think is better, Local Autonomy or the former system of central control?
((To those who answered the above question)) Why is that?

		Have Heard the Term "Local Autonomy" 45%		Have Never Heard 55%	Total 100%
		Know What It Is	Vague Idea		
All Respondents		23%	22%	55%	100%
Sex	Male	35	24	41	100
	Female	10	21	69	100
Education	Primary	13	20	67	100
	Middle	43	29	28	100
	College	72	25	3	100
No Newspapers Subscriptions		14	5	81	100
No Radios		19	13	68	100

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Which is better, Local Autonomy or the Central Control System?

Local Autonomy	Either Will Do	Don't Know	Central Control	Total
75%	13%	5%	7%	100%

	Reasons	
Local Autonomy	More chance to "meet with local colors"	67%
	Will of people respected more	8
	Others	10
Central Control	Easier to control	6
	Others	5
	No reasons given	10
		106% *

* Some respondents gave more than one answer.

* * * * * *

(B) KNOWLEDGE AND OPINIONS REGARDING LOCAL ADMINISTRATION

Basic Knowledge of Local Elections

(1) Many of those who know the mayor's name do not know how he was selected. Very few know the mayor's term of office.

(2) The same facts are true about assemblyment.

(3) Women know less than men; people over 60 years old know less than younger people. Laborers and other uneducated people know very little. Knowledge is least among those who do not subscribe to newspapers and those having no radios in their homes.

(4) Nearly half of the respondents are in favor of having women as members of the assembly.

(5) It is noted that men are more in favor of franchise for women than the women themselves. Younger and more highly educated people are more enthusiastic about this than farm, forestry, and fishery people.

(6) The majority of those in favor of women's franchise speak of the "peculiar psychology of the female" and not of the basic equality of men and women.

Questions: Who is the mayor right now?
How was he selected?
What is the full term of office of the mayor?
How was the ___ assembly selected?
What is the term of office of an assemblyman?
How do you feel about women becoming members of the assembly?
Why do you feel that way?

	Know Right	Don't know and Wrong Answer	Total
Who is the mayor (or headman of the town or village)?	74%	26%	100%
How was he selected?	65	35	100
How were the assemblymen selected?	77	23	100
What is the full term of office of the mayor (or headman of the town or village)?	46	54	100
What is the term of office of an assemblyman?	46	54	100

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

About Women Becoming Members of the Assembly

For	Against	Don't Know	Others	Total
46%	27%	[illegible]	3%	100%

	For	Against and Others	Total
Male	51%	49%	100%
Female	43	57	100
21-30 Years Old	58	42	100
College or Higher	85	15	100

	For and Others	Against	Total
Farmers	64	36	100

Reasons

For		Against	
Men do not have full knowledge of the "female nature or point of view"	49%	Women are not yet sufficiently enlightened to handle politics	70%
Women are more careful than men	40	Women are unreliable	41
Women should be treated equally with men	35	Others	3
Others	16	Don't Know	2
Don't know	2		116%*
	142%*		

* Some respondents gave more than one answers.

* * * * * *

Opinions Regarding Headman, Assemblymen and Employees of Local Autonomous Entities

(1) 36% of the urban and 67% of the rural respondents think that the headman and the assemblymen are working conscientiously.

(2) Only 11% answered that they are dissatisfied with their officials; 40% are satisfied.

(3) Those who are dissatisfied speak of broken pledges, unfairness, private considerations, school and other reconstruction problems, personal character, taxes, and compulsory donations.

Questions: Do you think that the mayor and the assemblymen are working conscientiously for the benefit of the people?
In general, are you satisfied or dissatisfied with their work?
((To those who are dissatisfied)) What is it that makes you feel dissatisfied?
Do you go to the _____ office often?
((Not asked of those who say "Never go"))
What do you think of their attitude?

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Are the mayor, headman, and assemblymen of local autonomous bodies working conscientiously for the benefit of the people?

	Total	Urban	Rural
Yes	52%	36%	67%
No	6	11	2
Cannot say definitely	14	19	10
Others	5	4	5
Don't know	23	30	16
	100%	100%	100%

Are the people satisfied or dissatisfied with the work of the mayor, headman, and assemblyman of their communities?

	Total	Urban	Rural
Satisfied	40%	24%	56%
Dissatisfied	11	15	8
Neither satisfied nor dissatisfied	18	24	12
Others	1	1	1
Don't know	30	36	23
	100%	100%	100%

What Makes Them Feel Dissatisfied

Don't fulfull their election pledges	13%
Private considerations	10
Cannot solve problem of school building shortages	8
Incompetent for rehabilitation of war damages	6
Leading unreasonable lives	6
Heavy taxation or donations	5
Bureaucratic	3
Others	32
Cannot tell	15
	101%*

Attitude Regarding Public Employees

	Total	Urban	Rural
Courteous	58%	44%	70%
Discourteous	11	19	4
Average	29	35	24
Others	2	2	2
	100%	100%	100%

Efficiency of Public Employees

	Total	Urban	Rural
Efficient	59%	51%	66%
Inefficient	8	14	3
Average	31	34	28
Others	2	1	3
	100%	100%	100%

* Some respondents gave more than one answer.

Do they go to ( ) office often?

Often	Sometimes	Scarcely	Never	Total
10%	38%	25%	27%	100%

* * * * * *

"Recall" and "Initiative" System

(1) The knowledge of the people regarding the "Recall" and "Initiative" system is very poor.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

(2) Only 14% know the "Recall" system.
(3) Only 7% know the "Initiative" system.
(4) Although they do not know much about legal procedures, they do know something about "signature campaigns" and "complaints to the officials with majority opinions".
(5) Only a few people expressed radical views.

Questions: If the mayor or an assemblyman acts improperly, is there any way that the people of _____ can remove these officials?
((To those who say "Yes")) Just how is it done?
((To those who do not refer to "legal methods"))
Is there any way in law to do it?
Can the people revise or repeal legislation put into effect by the assembly?
((To those who say "Yes.")) Just how do you go about it?
((To those who do not refer to "legal methods"))
Is there any way in law to do it?

Can people remove the mayor or an assemblyman when he acts improperly?

	(Recall)
Can remove	59%
Cannot remove	9
Don't know	32
	100%

Can the people revise or repeal legislation put into effect by the assembly?

	(Initiative)
Can do it	49%
Cannot do it	9
Don't know	42
	100%

About "legal methods"

	(Recall)	(Initiative)
Know	14%	7%
Don't know	86	93
	100%	100%

Just how is it done?

	"Recall"	"Initiative"
By methods provided by law	20%	13%
By "signature campaign"	12	10
"Complaints by majority opinion"	32	34
Approaching some influential person	5	6
By sending letters or petitions to him or through trade unions and other organizations	10	10
No practical way to do it	4	3
No methods given	26	30
	109%*	106%*

* Some respondents gave more than one answer.

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DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

(C) FINANCIAL MATTERS ON LOCAL LEVELS:

(1) Respondents show little interest in financial matters of their local autonomous entities.

(2) Only 56% know that their local autonomous bodies are suffering from a shortage of funds.

(3) General public does not realize that every city, town and village is suffering from a shortage of funds for enacting the 6-3 educational system and the local police system.

(4) 15% mention the fact that money is being spent for unnecessary things such as extravagant official trips and too many employees.

Question: Does this community have enough funds to carry on its local work or not?
((To those who say "No")) What functions are affected most by this shortage of funds?
Is it your feeling that money is being spent for things that are not necessary?
((To those who say "Yes")) What sort of things would that be?

Does your community have enough funds to carry on its local work?

No	56%
Yes	8
Don't know	36
Total	100%

Money is spent unnecessarily for:	
Parties and entertainments	6%
Unnecessary or extravagant official trips	3
Too many employees	1
Know only that money is spent unnecessarily	5
Others	2
Is not spent unnecessarily	31
Don't know	55
	103%

Functions most affected by shortage of funds	
Education	23%
Housing and public works	20
Police	3
Don't know exactly	17
Others	5
No shortage of funds	8
Don't know	36
	112%*

* Some respondents gave more than one answer.

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* * * * * *

(D) BOARD OF EDUCATION AND PUBLIC SAFETY BOARD:

Board of Education

(1) General knowledge about the Board of Education is very poor especially among women, people over 60 years of age, and those of low education. Only 64% of the respondents know the express "Board of Education".

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

(2) They are not interested much in the functions of the Board of Education, but those who have their own children attending school show some interest in it.

Questions: Are you familiar with the expression "Board of Education"
((To those who are familiar with it))
How was it selected?
What are some of the main functions of the Board of Education?
Is the Board working hard or not?

How was the Board of Education selected?

Those who don't know the "Board of Education"	36%
Those who know the name, but do not know how it was selected	11
Those who know how it was selected	53
	100%

Knowledge about the functions of the Board of Education

Those who don't know "Board of Education"	36%
Those who know the name, but don't know its function.	33
Those who know its main function	31
	100%

Is the Board of Education working hard?

Don't know	42%
Working hard	39
Cannot say either way	11
Not working hard	7
Others	1
	100%

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* * * * * *

Local Police and Public Safety Board

(1) 63% know that the police have been divided into two sections, the National Police and the Rural Police.

(2) Only 45% know to which their own police belong.

(3) Interest and knowledge regarding Public Safety Board was lowest among women, but was quite high among those having a college or university education. Knowledge was higher in urban centers than in rural districts.

Questions: Do you know that the police have been divided into two sections: the National Police and the local Police?
((To those who know)) To which do the police of this community belong?
Are you familiar with the name "Public Safety Board"?

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

((To those who say "Yes")) What are the main functions of the Board?
((To those whose community has local police))
Do you think the Board is acting in the best interests of the people of the community?
Do you think the Public Safety Board is supervising the police effectively?

To which do the police of the community belong?

Those who don't know that the police have been divided into two sections	37%
Those who know that the police have been divided, but don't realize to which section their own police belong	18
Those who know to which section their own police belong	45
	100%

Knowledge about the functions of the Public Safety Board

Those who don't know the expression "Public Safety Board	55%
Those who know the name but don't know about its functions	24
Those who know its main functions	21
	100%

Is the Board working for the benefit of the people?

Don't know	26%
Yes	44
No	8
Neither "Yes" Nor "No"	19
Others	3
	100%

Is the Board supervising the police effectively?

Don't know	32%
Yes	31
No	16
Neither "Yes" nor "No"	21
	100%

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* * * * * *

(E) "TONARI-GUUMI":

(1) War-time "tonari-gumi" has been abolished, but similar organizations still remain.

(2) Their business is mainly connected with food rationing; the strong compulsory power, which the war-time "tonari-gumi" had, is gone.

(3) 69% of the people would like to have something similar to the "tonari-gumi" because of "rationing convernience" and "intimacy of neighbors".

Questions: Is there anything like the "tonari-gumi" in your community in con ection with rationing?

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((To those who say "Yes)) what else do they do?
Do you think that it is good to have something like the "tonari-gumi"?
Why is that?

Anything like "Tonari-gumi"

Existent	74%
Abolished	25
Don't know	1
	100%

What are they doing besides rationing?

Nothing special	45%
Publicity	37
Ceremonial functions	14
Crime prevention and night watch	9
Collect donations	6
Discuss taxes	2
Others	9
	122%

* Some respondents gave more than one answer.

About retaining something like the "Tonari-gumi"

Good	69%
No good	16
Either will do	11
Cannot tell	4
	100%

Reasons

(Good)

Convenient	46%
Convenient for rationing	40
Effective for "intimacy between neighbors"	27
Good for crime prevention	7
Others	5

(No good)

Unnecessary	12
Don't like "mix up with neighbors"	6
Others	3
No reasons given	1
	147%*

* * * * * *

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

RECOMMENDATIONS:

Facts obtained from the public opinion research poll on local autonomy conducted by [illegible] headquarters reveal that the information pergrams pertaining to local autonomy have not as yet reached the vast body of citizens. There is a need for further strenthening of these programs on the local town, village, and ward levels.

The recently-distributed "Information Plan for the Local Autonomy Program for the Cities of Japan" (Eighth Army) should receive the careful attention of all Civil Information and Legal and Government personnel in Civil Affairs. It is especially important to give widespread publicity to various city government conferences to be conducted by Eighth Army Civil Affairs Legal and Government Officers during the next several months.

Publicity on local autonomy for the city meetings mentioned above should be handled solely by the cities. Follow-up campaigns, to reach all of the citizens, might well be the subject of a concentrated effort by the prefectural information offices and by local affairs sections.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

014

7 October 1949

Mrs. Emilie Putnam
Public Welfare Section
Kyoto Civil Affairs Team
APO 301

Dear Mrs. Putnam:

I am enclosing a copy of a letter recently written to me by various officials of Kyoto City and Kyoto Prefecture. The contents are significant. They indicate the high esteem in which you are held by the Japanese people of your prefecture. You have evidently done much in the cause of democracy and good government.

Please accept my congratulations on the faith expressed by these officials in you and your work. I wish to thank you for all you have done. I hope that you can remain in this Region, continuing in this noteworthy work, for many months to come.

A copy of my reply to the above-mentioned letter is also inclosed.

Yours very truly,

2 Incls:
a/s

WILEY H. O'MOHUNDRO
Colonel Infantry
Chief

(3)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

KYOTO - FU - CHO

October 4, 1949.

Subject: Petition regarding the work of Mrs. E. Putnam,
Chief of Public of set-up of Civil Affairs Sect.

To : Mr. Roland Artigue,
Chief of Public Welfare Section,
Kinki Civil Affairs Regional Team.

Dear Sir:

We received Mrs. E. Putnam to Kyoto two years ago as a chief of Public Welfare Section. Since then she has been guiding us very adequately and scientifically on our actual conditions researching keenly various factors which regarded very difficult in many lines of management of social and administrative affairs in Kyoto. Now the social affairs of Kyoto are getting headway gradually and seeing a light in future, we concerned to these are all encouraged and guided by her very much and are endeavouring for promotion of this work with our best at present.

In this nick of time, however, we hear that the structure of civil affairs will be changed and Kyoto Civil Affairs Team also will be united into Kinki Civil Affairs Regional Team soon. If it is realized, we are afraid that we may be isolated from Mrs. Putnam who has been guiding us so adequately in special and complicated social affairs of Kyoto. Considering over the results we concerned are all filled with sorrow and anxiety. We can not any thing about the set up of civil affairs teams in our capacity, but only wish you manage some way and let her in charge of our distric and even after the alteration still let us enjoy her guidance which have proved to be very wise, adequate and kind for our special conditions in Kyoto. Please, therefore, let Mrs. Putnam be in charge of our Kyoto to keep on her such excellent guidance.

We jointly signing below representing Social Affairs administration and social enterprise organizations, hereby beg your favorable management for us regarding above mentioned petition.

Yours very faithfully,

/s/ Y. Tamura
/t/ YOSHIO TAMURA,
Director of Public Welfare
Dept., Kyoto Pref'l Office.

/s/ Masao Ogata
/t/ MASAO OGATA,
Director of Public Welfare
Bureau Kyoto Municipal Office.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

/s/ Toraji Makino
/t/ TORAJI MAKINO,
Chair-man of Kyoto Public Welfare Council Chair-man of Kyoto Public Welfare Society Kyoto-Fu Branch Director of Imperial Gift Fundation Compatriots Protection Society.

/s/ K. Nakagawa
/t/ KIKU NAKAGAWA,
Chairman of Kyoto-Fu Welfare Children Committee Federation.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

LDL/rtn

014

4 October 1949

SUBJECT: Prospective Foreign Students

TO : Chief, Kyoto Civil Affairs Team, APO 301
Chief, Hyogo Civil Affairs Team, APO 317
Chief, Osaka Civil Affairs Team, APO 25
Chief, Shiga Civil Affairs Team, APO 25
Chief, Nara Civil Affairs Team, APO 25
Chief, Wakayama Civil Affairs Team, APO 25
ATTN: Civil Education Officer

1. A request has been received from higher headquarters for a list of outstanding Japanese women in each prefecture interested in and desirous of going to the United States for training and experience in their fields of interest. The general qualifications that go with such an application are a command of the English language, as well as prominence in the women's world in Japan. Women who are interested in such fields as welfare, education, health, law, journalism, and allied fields, are likely to be the most desirable candidates.

2. Since this is simply a request from higher headquarters for a list of interested and qualified candidates, not an offer of any kind, care should be exercised so as not to arouse in the recommended persons hopes regarding opportunities for study in the United States.

3. The information desired on the candidates is as follows:

a. Name
b. Address
c. Age
d. Education Background (Schools Attended)
(Subjects Studied)
(Degrees Received)
e. Religious Affiliation
f. Political Affiliation
g. Experience (Field of Work
(Length of Service in each Position)
h. Civic Interest (Community Service)
(Membership in Organizations)
i. Knowledge of the English language (Spoken)
(Written)
j. Travel outside of Japan

FOR FILE

(2)

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4. The above information to reach this headquarters not later than 15 October 1949.

BY ORDER OF COLONEL O'MOHUNDRO:

GEORGE MINARIK
Captain CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS
KYOTO CIVIL AFFAIRS TEAM
APO 301 (Kyoto, Honshu)

014
~~314.7~~

4 October 1949

FOR FILE

SUBJECT: Civil Affairs Matters of Significant Importance

TO: Chief
Kinki Civil Affairs Region
APO 25

1. Legal & Government Activities:

a. The Democratic Liberal Party, the Democratic Party, and a few minor parties have joined forces for increased anti-communist activities.

b. The Democratic Party in Kyoto has been definitely weakened by a split of the party into two (2) factions. The minor faction, which advocates cooperation with the present national government administration, has reorganized into the Kyoto Branch, Federation of the Democratic Party.

2. Public Health Activities:

a. The outbreak of suspected cases of Japanese "B" Encephalitis, which began the latter part of August with one (1) case, has increased to a total of forty-one (41) cases, among which fifteen (15) deaths have occurred. None of the cases have been confirmed as yet.

b. The inservice training of nurses at the 35th Medical Station Hospital, which was reported in the August report, was forced to be discontinued due to the lack of patient load at the hospital and an outbreak of impetigo on the obstetrical ward.

3. Public Welfare Activities:

a. Regardless of the fact that all applications for PA must now be made directly to the welfare officials, minsei-iin in Kyoto-city still exert an indirect control. Applicants continue to consult their local minsei-iin before making application. This is borne out by the fact applications have shown no great increase since this directive became effective.

(1)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

BASIC: Hq Kyoto Civ Aff Tm, dtd 4 Oct 47, subj: Civil Affairs Matters of Significant Importance.

b. The poor progress made by the Kyoto-city welfare program under the present chief and his assistant was taken up directly with the assistant mayor, and recommendations for improvements were made, among which was the eliminations of the ward level which serves no useful purpose in this welfare administration.

c. The administrations of Buddhist operated children's institutions are, on the whole, poor. Salaries from administrative funds are paid to "honorary superintendents" who give little or no time to the institutions or who are too past their prime to be effective. Indirect subsidies are paid to Buddhist seminarians by putting them on the pay rolls as part-time employees. Other abuses were taken up with the prefectural officials and corrective action has already taken place.

4. Economics Summary:

During September, exports from Kyoto Prefecture amounted to $38,835.03. Local businessmen expect a sharp increase in exports in the near future due to the stabilization of the sterting block and possible new export contracts with India. Textile exporters are having a hard time getting new contracts due to stiff competition with other countries.

Total sales at the Export Bazaar of the Daimaru Department Store for the month of September amounted to $125,324.16.

5. Civil Education Activities:

Korean School: The Kyoto City School Board has notified Koreans using public school facilities for special classes at the Toka Primary School that they must evacuate the school by 30 September. Classes open to Korean children only have been using the public school facilities during school hours. The notification was sent in writing by Mr. Fuwa, superintendent of Kyoto city schools.

6. Civil Information Activities:

a. Active changes in newspaper management have been most noticeable. Communist influence, which has existed in some of the local newspapers, seems to have almost entirely disappeared during the current report period. No paper in this city is now extremely leftist.

b. The Economic Recovery Commission has sponsored an extensive education program on the 9 Points. Effort has been made to give practical information to the people.

Thomas W. Ligon

THOMAS W. LIGON
Colonel, Cav
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

	SUBJECT	FROM	TO	DATE
1.	Police Protection for Taira Repatriation Center in Maizuru City	KCAR	I Corps	2 Sept 49
2.	The Korean People in Japan	I Corps	KCAR	9 Sept 49
3.	Petition	I Corps	KCAR	12 Sept 49
4.	Letter of Transmittal	I Corps	KCAR	16 Sept 49
5.	Public Health and Welfare in Kyoto City	I Corps	KCAR	16 Sept 49
6.	Reorganization of Public Assistance Administration in Cities of Wakayama Pref.	KCAT	KCAR	16 Sept 49
7.	Transmittal of Report (Public Opinion Survey)	KCAR	"B"	24 Sept 49
8.	Letter to O'Mohundro (Small-Pox)	Mr. Shuto		28 Sept 49

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

DR. M. SHUTO
Director
Shuto Hospital
FUKUSHIMA

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

IBARAKI
Small-Pox Bacteria
Brewery Institute
Dr. NAITO

KASUGAOKA,
IBARAKI City, Osaka

ITO

Dr. Finch:
Dr. Ito has not heard anything about it either & he will check on it. Will he will call you back as soon as possible.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

30 Sept 1949

TO: COLONEL WILEY H. O'MOHUNDRO

Chief, Kinki Civil Affairs Region
Osaka City, Japan.

(Attn: Chief, Public Health Section)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

014—720 OK

28 September 1949
Kasugaoka, Ibaraki
Osaka Prefecture

Colonel Wiley H. O'Mohundro, Chief
Kinki Civil Affairs Region
Osaka, Japan

Dear Colonel:

We have recently learned that a Small-Pox Vaccine Cultivation Laboratory will be set up as one branch of the Kyoto Mcrobe Laboratory near the bank of Kasugaoka Pond, Shunko-En, Kasugaoka, Ibaraki City, Osaka Pref., which will start cultivating small-pox vaccine by cows.

Kasugaoka, where the Small-Pox Vaccine Cultivation Laboratory will be established, is one of the best residing areas in the City with beautiful natural views of pine-trees dotted in, and also is a recreation center for citizens all the year round, as well as a dwelling center of the City.

If there be such a vaccine cultivating laboratory set up in the vicinity of our homes, it is of a vital danger for us all residents. There are nearly twenty private homes located nearby to the site where the laboratory is to be built up.

We certainly realize that there needs such medical facilities for the maintenance of public health; but, we will definitely object such a plan to set up a vaccine cultivating apparatus in this area. We fairly presume that it ought to be established in a remote district far away from densely populated areas.

We hereby submit our petition with our earnest hope that you would take some steps toward the authoritative sources to cancel this plan.

Yours sincerely,

Masayuki Shuto

Masayuki Shuto
Representative
Kasugaoka, Ibaraki
Osaka Prefecture

FOR FILE

(8)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

WT/tn

AG 012 - BA

24 Sept 1949

SUBJECT: Transmittal of Report

TO : See Distribution
Attn: CI Officer

1. Transmitted herewith is a copy of report on "Public Opinion Survey on Local Autonomy". Attention is especially invited to Brief Summary of Findings and also to Recommendations.

2. No publicity will be given to the survey to which this report refers.

BY ORDER OF COLONEL O'MOHUNDRO:

1 Incl:
a/s

GEORGE MINARIK
Captain CE
Adjutant

DISTRIBUTION

"B"

FOR FILE

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS
WAKAYAMA CIVIL AFFAIRS TEAM
APO 25

GH/cs

014
091.4

16 September 1949

SUBJECT: Reorganization of public Assistance Administration in Cities of Wakayama Prefecture

TO : Chief
Kinki Civil Affairs Region
APO 25

1. Herewith, for your information, is a study on the reorganization of public assistance administration in this prefecture.

2. The study is a narrative analysis of the reorganization of public assistance administration in this prefecture's four large cities, which reorganization is based upon the complete assumption of responsibility by the paid public welfare officials.

3. In view of the great improvement resulting from the reorganization in the cities, and the existence of the same basic problems in the larger towns, a decision was made to extend this structure to all offices with case loads exceeding 100 families. Accordingly, in June 1949, the prefectural Welfare Department instructed reorganization of the four such town welfare offices to divide the areas and case loads between paid district supervisors. Due to the inability of the officials in these towns to grasp the basic reasons, implications, and purposes for the move and various personnel problems, reorganization has not yet been effectively completed. However it is believed that in time, such reorganization will effect noticeable improvements.

Harold G. Doty

HAROLD G. DOTY
Lt Col, Inf
Chief

1 Incl
Study of Reorganization
of Public Assistance
Administration in Cities
of Wakayama Prefecture.

(6)

969/C

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

091.4 1st Ind RJA/msy
Wakayama Civil Affairs Team, APO 25
SUBJECT: "Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture" (16 Sept 49)

Hq Kinki Civil Affairs Region, APO 25, 14 October 1949

2436 TO: Commanding General, I Corps, APO 301
ATTN: Civil Affairs Section

1. For your information.

2. The process of effecting a radical change in the Japanese system of local public welfare office operation is outlined in full detail in the study enclosed in basic letter. Experience in other prefectures has revealed the same confused and ineffectual methods of work described in paragraphs 3a (1) and (3). Repeated efforts over the last few years to improve the level of competence have been unavailing, primarily because the Japanese officials have been unrealistically oriented to the basic functions and activities which the implementation of the law and regulations necessitates.

3. It is the opinion of this headquarters that only after the reorganization described in the inclosure to the basic letter is achieved in all local offices will there be fertile ground for the absorption of in-service training and supervisory techniques (which are now being planned by higher headquarters).

4. This headquarters has urged, through other Civil Affairs Teams, that the other prefectural welfare chiefs visit Wakayama and study the modifications described. This was done, and there has been both an exposure to the principles and practices employed in Wakayama and a subsequent adoption of some of the changes in varying degrees for use in the other prefectures. This aspect of surveillance will receive prime consideration in this region on a continuing basis.

5. Previous monthly activities reports and special reports from Wakayama and from this headquarters have made a number of recommendations and suggestions. They are summarized as follows:

a. It is imperative that the organization of the local public welfare offices be related to the case entity, or the family, rather than to the traditional division of activities on a paper, clerical basis. It will only be after an official has been given full and complete responsibility for all welfare matters in a designated area that he will be forced, of necessity, to learn the laws, program and regulations, and to acquaint himself with the factual data necessary to discharge his responsibilities.

b. Concurrent with "a" above is the inevitable conclusion and recommendation that the unpaid, volunteer Minsei-iin be removed from the administrative process in public welfare programs. As long as the Minsei-iin share, to any degree, responsibility in this area, the public officials will manage to evade responsibility.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

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c. A great deal of the disorganization existing in Japanese local public welfare operations is due to not clearly defining those activities which are necessary to the accomplishment of the intent of the law and the accompanying forms, procedures, control and reporting devices. Some work has been done on this in this region, but it is necessary that the Ministry take leadership in reducing to routine all activities that logically are amenable to such treatment.

d. Paragraph 3a (2) of the study enclosed in basic letter indicates that those local public welfare offices with caseloads of less than 25 cases have not responded to attempts to improve them. As pointed out in a previous special report from this headquarters, the large number of such smaller offices militates against the adoption of modern, adequate practices in public welfare administration. It is recommended that the Ministry study this problem and indicate to the prefectures its desire that the problem also be studied at those levels. As long as the local public welfare caseload is too small to require and justify a competent full-time welfare officer, there will be no progress made in these smaller places.

e. There is considerable evidence to indicate that the removal of the Minsei-iin from the administrative process will not necessarily result in the need for a greatly expanded paid staff. Until such time as local office operations are functionally divided, as indicated in the Wakayama pattern, and routinization and rationalization of forms and procedures are achieved, a valid estimate cannot be made of the number of public officials that will be needed; and it is urged that the Ministry undertake the study of this question.

f. As a natural consequence of the functional division of activities being discussed, there inevitably arises the question of job description and responsibilities. This in turn impinges upon administrative supervision, and both can exist only in a personnel system which is geared to "merit principle". It is therefore recommended that the Ministry, as early as possible, clearly indicate to the prefectures that it is the Ministry's intention to work towards a merit system in public welfare administration, and that the Ministry encourage prefectures in any movement along these lines.

1 Incl:
n/c

WILBY H. O'MOHUNDRO
Colonel Infantry
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

BASIC: Ltr, Hq Wakayama CA Team, file 091.4, dtd 16 Sep 49, Subj: "Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture".

AG 091.4 - BA 2nd Ind WHB/tf

3668

Hq I Corps, APO 301,

TO: CG, Eighth Army, APO 343
ATTN: Civil Affairs Section

OCT 25 1949

The inclosed "Study of Reorganization of Public Assistance Administration in Cities in Wakayama Prefecture", dated 16 September 1949 is forwarded for your information. Copies of this study are being forwarded to the Chugoku, Kyushu, Shikoku and Tokai-Hokuriku Regions in order that the public welfare officers in those regions will be informed of this reorganization study.

FOR THE COMMANDING GENERAL:

P. L. NASH
Lt. Col. AGD
Asst Adj Gen

1 Incl:
n/c

RECORDED
ADJ GENERAL'S CORPS

4

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

NOV. 3 1949

NOV 2 1949

AGMGPW 091 (Japan) 3d Ind

SUBJECT: Study of Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture. (16 Sep 49)

Headquarters Eighth Army, APO 343

TO: Supreme Commander for the Allied Powers, APO 500
(ATTN: Public Health & Welfare Section)

1. Forwarded for your information.

2. Inclosure to basic communication serves as a summary of experimentation in Wakayama which had previously been reported as it developed in Annex B-2s to Monthly Civil Affairs Activities Reports.

3. Although the summary discusses the Wakayama operations in terms of experimentation, they have also served as demonstrations that local units are prepared to rationalize their operations, given adequate guidance and support. Thus, it appears that the field, in this respect, is ahead of the Welfare Ministry offerings to date. In this connection, reference is made to letter, Headquarters, Kanto Civil Affairs Region, file 353.81, dated 20 September 1949, subject: "Special Report: Policy Regarding Demonstration of Improved Practices in Welfare Administration." This report, in effect, is a recommendation that prefectures be permitted to proceed with local projects demonstrating administrative principles beyond those directed by the Welfare Ministry.

FOR THE COMMANDING GENERAL:

1 Incl:
n/c

J. A. O'BRIEN
CWO USA
Asst Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Ltr. Hqs. Wakayama Civil Affairs Team, subj: Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture, 16 Sept 49

AG 091.4 (16 Sep 49)PH 4th Ind

GENERAL HEADQUARTERS, SUPREME COMMANDER FOR THE ALLIED POWERS, APO 500 8 DEC 49

TO: Commanding General, Eighth Army, APO 343

1. Subject study is an excellent documentation of the process and development of the use of full-time paid workers by city welfare departments made possible through the guidance and assistance of the Team Welfare Officer.

2. SCAP has informed the Ministry of Welfare that it will immediately develop detailed plans by which the following steps with respect to the reorganization of the administration welfare services by all city governments (down to and including all cities 35,000 and over in population) will be realized by not later than 1 April 1951:

a. Development of uniform standards and procedures by which city welfare departments will be responsible for the administration of the national welfare programs within city areas.

b. Designation of the prefecture as the responsible supervisory agency over city welfare administration and clear delineation of prefectural authority to exercise and enforce supervisory controls.

c. Require that all investigations and case work services in connection with programs for which the city departments are responsible be performed by city welfare employees selected and appointed in accordance with approved personnel standards.

d. Provide for the elimination of the volunteer welfare commissioner (Minsei-iin) from any official responsibility in connection with the Daily Life Security and Child Welfare programs and other programs for which the city welfare departments have responsibility under law.

e. Provide for the establishment of city welfare councils to serve in an advisory relationship to the administration of welfare within city areas.

f. Provide a degree of "local autonomy" to the

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

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AG 091.4 (16 Sep 49)PH 8 DEC 49 4th Ind
Subj: Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture

cities in the administration of welfare services consistent with sound principles of administration and the intent of the Local Autonomy Law.

g. Devise means by which the national government will subsidize the expenses of administration in connection with those programs in which services are now subsidized from national sources.

3. In addition the Ministry has been asked to establish a time schedule by which the prefectures and cities can be guided in effectuating reorganization by the 1 April 1951 target date. In this connection it has been recommended to the Ministry that each prefecture be asked to immediately establish a "demonstration" city to be used as a control or demonstration center in which innovations in welfare administration can be tested and demonstrated before general adoption in other cities in the prefecture.

4. The experience in Wakayama, Saitama and other prefectures will be of great assistance in developing plans for city welfare reorganization during the coming year.

BY COMMAND OF GENERAL MacARTHUR:

1 Incl
w/d

C. D. CONLEY
Major, AGD
Asst Adj Gen

AGMGPW 091 (Japan) 5th Ind

DEC 13 1949

Headquarters Eighth Army, APO 343

TO: Chief, Kinki Civil Affairs Region, APO 25
(ATTN: Public Welfare Officer)

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FOR THE A.C. OF S.
J. A. O'B

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DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS
WAKAYAMA CIVIL AFFAIRS TEAM
APO 25

GH/bjd

091.4 16 September 1949

SUBJECT: Study of Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture

TO : Chief
Kinki Civil Affairs Region
APO 25

Study of Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture

Conducted by George Hoshino, CAF 7

1. Reference: Operational Directive Number 6, Headquarters Eighth Army, 1949, subject, "Public Welfare".

2. Purpose:

The purpose of this study is to outline a project involving reorganization of public assistance offices of the four cities in Wakayama Prefecture, which has as its core, the districting of each city to pin upon a paid district supervisor, entire responsibility for public assistance within his district. This report will trace the reasons leading up to the reorganization, describe the structure of the affected offices as presently organized, and present observations of its effect upon the administration of public assistance. Much of this information has already been reported in Annex B-2, of the monthly Civil Affairs activities report, and in the administrative reviews of individual offices forwarded to headquarters, Eighth Army and Kinki Civil Affairs Region, under separate cover as directed by Operational Directive Number 6, 1949.

3. Discussion:

a. Observations prior to reorganization:

Reviews of the four large cities of Wakayama Prefecture, Wakayama, Kainan, Tanabe and Shingu, with populations of 179,744, 34,450, 38,000, and 33,000 respectively, consistently revealed extremely poor administration of public assistance. Discrepancies ranged from haphazardly kept case records which usually either carried no entries whatever, or failed to reflect actual conditions of clients, inaccurate reporting, poor accounting, disinterest on the part of welfare workers,

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

inefficient office organization and methods of operation and poor control over personnel on the part of supervisors. Deficiencies in turn, stemmed largely from almost complete delegation of responsibility to minseiin. Even after follow-up reviews and repeated suggestions from both Civil Affairs and prefectural officials, the welfare chiefs were unable to effect any real correction of deficiencies. Those improvements made were either superficial, such as a few additional entries in family case records, which were often entered merely to fill up a space and did not always reflect family circumstances, or were in the area of accounting for funds or supplies which did not depend upon personal contact with the recipient. There existed no control over application procedure. In spite of a ken instruction prescribing that applications would be made only at the welfare office and not through minseiin, few recorded rejected applications were found.

By contrast, the best administered offices were usually found in towns and villages with relief case loads ranging from 25 to 75. In the offices with loads below 25 cases, except where an unusually active and interested official was employed, responsibility was delegated to minseiin by the part time official, resulting in poor administration. In the 25 to 75 case load offices, the official was usually full time, he was better informed on laws and regulations, and had a definite area, definite responsibilities, and a definite reasonable case load to handle. It was possible for an official of this type to attend all conferences and devote his full time to welfare, with the result that he was able to accept and gain from the supervision given by district offices. He could personally interview and investigate all applicants for public assistance and conduct monthly home visits to review continuing eligibility for assistance. Case records were generally better maintained because the official was able to relate record with client. If deficiencies were found, it was possible for district offices to effect correction.

It was observed also that, with the exception of Wakayama City, the average number of cases per paid employee of a city office approximated that of such town offices, indicating that utilization of personnel and not the number of personnel was the important factor. It appeared also that in the multiple personnel offices, the number of personnel would permit specialization which in turn should work for more systematic and routinized procedures. Further investigation revealed that city public assistance offices were organized on the basis of the clerical aspects of the office, not on the basis of work with individual clients and their problems. One employee might handle case records, another medical aid, another applications, and still another, home visiting. Some might handle the reports and statistics of the division. Case records were inaccurately maintained because it was impossible for an official to keep case records on several hundred families about whom he

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

knew nothing. He did not interview the families, he made no home visits to record and he did not determine eligibility for assistance, written justification for which should have been recorded on case records. It was impossible for him to relate the case record to the family, therefore record keeping to him was merely a clerical job entrusted to him simply because ken instructions so dictated. By the same token, the one or two case workers who visited families might find glaring discrepancies but since they were not responsible for maintenance of records, their findings were seldom recorded on case records and reflected in changes in assistance grants. Since they were charged with the entire case load in general, without any particular distribution, case workers merely visited as many cases as they could and coverage was neither systematic nor adequate.

b. Wakayama City experiment:

Organization: Following analysis of reviews it was concluded that unless the large cities were reorganized and districted so that a paid worker would have complete responsibility for administration of public assistance within an assigned district with a definite reasonable case load, correction of deficiencies would be difficult if not impossible and if any improvements were made, they would be largely superficial. Accordingly, during November 1948, experimental reorganization was effected of the Wakayama City public assistance division, with roughly 2,500 cases at that time. Ten public assistance districts were established. The number of cases in each district varied widely, from less than 80 cases up to nearly 400. A full time paid official was placed in charge of each district. In the two larger districts, an assistant worker was provided, who in reality, did the same work as the supervisor. Each district supervisor was directly responsible to the division chief. The division chief was assisted by a general affairs assistant, and by a receptionist who did clerical work as well. Average case load was and still is probably much too high, and needs adjustment among the workers, but at the time, was the best that could be secured. Minseiin were broken down into ten kyoji kais (councils) on the theory that the district workers would find it easier to work with the smaller ten to fifteen minseiin council, and that all meetings could be held simultaneously, thereby speeding up processing of applications and other administrative matters.

Application procedures: All application forms were recalled from minseiin. Applicants applied to a single receptionist who made entries in the registry of applications, assigned case numbers, made initial entries in the case record, assisted applicants to prepare the written application and made initial entries in the notification form which was kept by the receptionist in a suspense file and used as a means of control. Then the applicant was referred to the district supervisor,

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

who, if present, interviewed the applicant, and if not present, called later on the applicant in his home. The case was also referred to the minseiin but the requirement was laid down that each new application must be investigated by the paid worker. After investigation, the case was discussed at the minseiin council, final decision indicated by the public assistance division chief, and then the notification form completed and dispatched.

Administrative responsibilities and control: District supervisors were charged with complete responsibility for families within their districts, all new applications, continuing review and the case records of all applicants and recipients in their districts. In addition, each supervisor prepared for submittal to the division chief, the public assistance statistical report, disbursement vouchers, population figures, minseiin council minutes and other statistical and information material pertaining to his district. If necessary, statistics were consolidated.

c. Extension to other cities: So promising were results that immediately the same reorganization was set for the remaining three cities of Kainan, Shingu and Tanabe. Five districts were established in Kainan and four in Shingu and Tanabe. Central application control and other procedures identical to those of Wakayama City were set up.

d. Administrative organization of affected offices: Inclosure 1 is statistical data on the four cities as reorganized and is extracted from records of administrative reviews. An attempt is made to separate workers in public assistance from those in other areas such as child welfare, institutions and general affairs. In the Wakayama City office, the public assistance division is clearly defined. In Shingu, the district workers spend practically all of their time on case work within their districts. In Tanabe, district workers have additional duties which consume approximately half or less of their time. In Kainan, assignments are confusing and poorly organized. The statistics serve to point out that only in Wakayama City is there need for additional personnel. Average case load per paid worker varies widely as follows: Wakayama City - 142 (among 12 workers), Kainan - 85, Tanabe - 67, and Shingu - 63. Within cities, it varies widely between different districts, indicating that adjustment of load and redistricting is necessary.

e. Observations following reorganization:

Wakayama City: The first problem that immediately became apparent was that upon assignment of districts, supervisors were at a complete loss as to what the job consisted of, how to prepare case records, how to handle applications and how to prepare the various statistical and administrative reports. Few were familiar with the applicable laws and

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

regulations. It developed that the division chief, upon receipt of a ken instruction, passed it on only to the particular worker to which this instruction applied, then returned it to his drawer, keeping subordinate workers ignorant of these instructions, and failing to properly supervise and develop his staff. Accordingly, bound files of all ken instructions were set up and read and explained to all workers. Ken officials conducted classes on every phase of the application procedure, record keeping, home visiting and statistical reports. Examinations on actual case records and forms were held and graded and corrected for the benefit of employees. The complete inability of the division chief to supervise the district workers led to his transfer together with most of the incompetent officials who heretofore had been able to cover weaknesses by the shifting of responsibility to subordinate workers or minseiin. Record keeping and budgeting immediately showed striking improvement, even for the relatively inexperienced workers. Backlogs of pending cases accumulated, particularly during the recertification of relief families when workers were unable to investigate applicants promptly. For the first time, rejections were recorded, and though at first the welfare section chief was reluctant to send out notifications of rejection which he could no longer avoid, this was overcome. District supervisors began to find wide discrepancies between minseiin opinions and actual facts. Case work improved and a degree of interest and confidence appeared to permeate the office. New and more competent officials, including a new division chief were brought into the office and some promise of real improvement was displayed.

Applications for public assistance: The reorganization necessitated that central application control be established in all offices. This procedure which placed application registry in the hands of a single receptionist and which removed such control from case workers and minseiin produced immediate and conspicuous results. For the first time, recorded rejected applications were found. The time required to process applications could be accurately determined. Positive control over case handling could be maintained. It was possible to determine, within reason, whether discrimination or preference was being shown applicants. Formerly this had been impossible to determine because there existed no record of rejected applications. It is felt that some real gauge of actual need existing among the population is being established which in the past has been covered by unrecorded minseiin rejections and restrictive limitations due to budget inadequacies which could be hidden by the same unrecorded rejections. The establishment of central application control has enabled an orderly, efficient application procedure. Such procedure is essential to effect implementation of the revised enforcement regulations of the Daily Life Security Law which requires action upon applications within 14 days. Many applications pending for excessive periods were found to be actually rejected applications which had been resubmitted, some for the third time. These should have been

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

carried forward as appeals. It was noted that the process of intake interviewing developed and rejections of obviously ineligible applicants occured in the office without the complete investigation. Though possibly undesirable in the absence of policies and standards to insure against arbitrary and unjustified rejection on the part of the official, it still is much better than the former unrecorded minseiin rejections. The observation by Mr. Irvin Markuson, PH&W, SCAP, that interviews were being taken in the crowded offices, led to a ken instruction that offices should set up provisions for private interview. At Shingu, need for such facilities had already been recognized and provided.

Administrative procedures and records: It is in this area that some of the most pronounced improvements are evident.

Case records: Case records, while still far from satisfactory, are improving in maintenance and accuracy. Ridiculous discrepancies appear less frequently. Previously it was not uncommon to find that a family recorded on a disbursement voucher as receiving a grant would not even have a case record. Deficiencies in case record keeping can now be traced to lack of training and experience, inasmuch as the responsibility for case record keeping is now clearly fixed upon the paid case worker.

Budgeting: The process of budgeting to determine eligibility is being adopted. Previously the tendency was to adjust entries on the case record, if such were made, to the grant decided upon by the minseiin, often resulting in wide discrepancies in actual and recorded incomes. Often figures of resources and need bore no relation whatsoever to the actual grant.

Continuing eligibility: The closer personal contact between worker and client works for closer scrutinization for continuing eligibility. While no survey has been made of case turnover prior to and after the reorganization, it is probable that such a survey would bear out the contention that turnover has increased considerably.

Statistical control and accounting: A peculiarity of many statistical control and accounting procedures instituted lies in the fact that while the system may appear highly desirable and workable as visualized, a field review will reveal it to be hopelessly confusing and without meaning to the worker in the absence of need for it. If sufficiently pushed, the motions of procedures may be complied with to please the supervisor, but such improvement is only superficial and on closer examination, many obvious discrepancies crop up. The public assistance division chief, in order to maintain control and supervision over his paid district workers and over applications and disbursements of

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

funds for which he is now fully responsible, is forced to institute various mechanics of administrative and statistical control. This process is evident at all offices, has occured only since the reorganization and does not appear to be due to any suggestion from Civil Affairs. In varying degrees, all offices have developed statistical reporting, visitors' statistical cards, indexes, suspense files and other control methods. Much of the content is somewhat crude and embryonic but the need is there and beginnings have been made. It remains now only to refine these devices. This could be quickly and easily accomplished by refinements in the statistical reports required by the Welfare Ministry which would govern the form and content of the statistical data secured from the lowest worker. Accuracy of statistical data has shown marked improvement.

Personnel:

Personnel attitudes: It has been observed that the attitude of many workers has changed completely from one of indifference and lethargy to one of sincere interest and effort. This might be attributed to the fact that for the first time, they have a clearly defined job and responsibility and for the first time, have direct and personal contact with the person with whom they are working and for whom their positions exist. It is possible, within reason, to pick out those who might make desirable welfare workers. It was stated by the Wakayama City public assistance chief that many of the usual clerical and administrative personnel in the city office were ill-disposed toward transfer into the welfare section because it involved so much more work than they were accustomed to, both in the office and in the added requirement of frequent home visiting. On the other hand, there are some presently working in the public assistance division who appear to be sincerely interested and some who have been transferred out of the welfare section by personnel rotations have expressed what is believed a sincere desire to have remained in that work. A reform of present personnel practices should provide a better selection of personnel.

Position descriptions:

The reorganization has resulted in the establishment of a distinct position description, that of a district supervisor or case worker. His duties are clearly defined and are almost identical to those of any other district supervisor within the same city office or in another entirely different office. It remains now to set up a written position description for a district supervisor which spells out in detail, the exact responsibilities and duties of this standardized position and for which minimum requirements of education and experience may be set.

Manning tables:

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

An important aspect which immediately follows reorganization and which is clearly indicated in the inclosure, is the ability to rationalize internal organization of welfare offices and to determine adequacy or inadequacy of number, type and qualifications of employees. Numerous instances of over and understaffing and misassignment of personnel immediately come to light. While a standard has not yet been determined as to the number of cases a district supervisor can reasonably be expected to handle, the districting has enabled some study to be made of present case loads and it should only be a matter of time before some standard can be set which takes into account, considerations of population density, geographical area, types of assistance, distribution of load and other factors which would limit or indicate the number of cases a paid worker could handle. As indicated in the inclosure and paragraph 5, case loads vary widely between cities and between districts. Consensus of opinion differs between officials. The Wakayama chief feels that a case load of 100 is not unreasonable while officials in Tanabe and Shingu, possibly because it worked out that way, feel that from 70 to 80 cases per paid worker is reasonable. In any event, the establishment of districts and assignment of district supervisors based upon work load immediately determines the number and type of the other personnel needed, such as receptionists, clerks and supervisory officials. This should in turn lead to the establishment of more realistic manning tables and position descriptions which would justify each position. Admittedly this cuts across the traditional Japanese personnel practice of chief, assistant chief, assistant and on down, to the lowest ranking worker, instead of several employees with clearly defined duties responsible to a single supervisor. It might help eliminate the exasperating shifting of responsibility so inherent to the traditional structure. As is evident in the statistics, sufficient personnel is available, except in Wakayama City. However, there invariably is a disportionate number of minor clerical employees in relation to officials competent to supervise a district and case load. Though the study points out this fact, the problem is yet to be corrected.

Personnel practices:

The chief problem is the Japanese practice of rotating personnel from one section to another. This has practically wrecked the progress made in Wakayama City. For a time, real progress was made and officials, particularly the district supervisors, were beginning to acquire a grasp of and become competent in their field. A sudden transfer of personnel took with it, practically all of this progress. The loss of the receptionist resulted in the breakdown of the efficient, orderly application and accounting control procedure. Unless sounder personnel practices are instituted, under which young qualified workers can advance within the welfare field, much of the progress made under the reorganization will be negated.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Supervision:

Closely related to personnel practices in local offices is the inability of prefectural and gun officials to grasp the reasons and implications behind such reorganization and their failure to closely supervise and push it. Their inadequacies in supervision can be attributed largely to the fact that in the entire staffs of ken and gun offices, there is only one official who has had experience in the administration of a local operating office and risen by virtue of that experience, to a supervisory level.

Effect upon the minseiin system:

The effect of the reorganization has elicited some objections from both public officials and in one instance from minseiin. These include: (1) That applications should come first to minseiin which would imply that minseiin desire to control applications and thereby public assistance. The undesirability of such practice has been pointed out and are obvious. Article 4 of the Daily Life Security Law would also imply to the contrary. One minseiin was heard to remark that since the establishment of the application at the welfare office, the number of applications had risen sharply and the work of the minseiin had been increased by the necessity of investigating so many new applications. This would appear to be proof in itself that minseiin were restricting applications. (2) That investigation of applicants and recipients is an invasion of the area responsible to the minseiin. The need for close supervision of minseiin is demonstrated by the numerous and glaring discrepancies found during spot checks by Civil Affairs investigators, by ken and gun welfare officials, and by the city case workers themselves. Inasmuch as the mayor is accountable for expenditure of public funds, it would appear that investigation by a public official is not only desirable, but fully justified. (3) That investigation and home visiting is a duplication of the work of minseiin. The above two paragraphs point out that public official investigation is desirable and justified. It follows therefore that if there is duplication, the minseiin is the logical person to be withdrawn from direct personal contact with the client.

The reorganization poses aspects which challenge the validity of the minseiin system itself, particularly the place of the minseiin in the public assistance program. The statistical data in inclosure 1 indicate that as presently organized and more so if the proposed structure can be completely effected, paid officials can assume all responsibility for public assistance. The preceding paragraphs theorize that removal of minseiin from public assistance is desirable and justifiable. There then arrises the question of what work the minseiin performs outside of public assistance. Field reviews have established the fact that outside of

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Ltr, Hq. Wakayama Civil Affairs Team, subj: "Study of Reorg. of Public Assist. Admin," dtd 16 Sept 49.

public assistance, minseiin perform practically no duties. Most local officials will agree that the vast majority of minseiin activity is in public assistance. Should the minseiin be removed from participation in public assistance, in effect, there would be little need for them in any public program.

At Shingu and Tanabe, it was noted that the district supervisors were assuming duties of jidoiin, a natural outcome of the experience in public assistance. In all cities, there is, in addition to the public assistance workers, personnel assigned to child welfare. At least one in the three smaller cities and two in Wakayama are available for assignment as full time paid child welfare workers. The child welfare center early realized the unreliability of jidoiin and began to channel all communications to the welfare offices. It remains only to develop these paid workers into competent staffs with an eventual outcome identical to that in public assistance.

4. Recommendations:

It is recommended that supervision and refinement of the outlined process of reorganization be continued and that consideration be given towards its extension to all offices which have case loads exceeding 100 families.

HAROLD G. DOTY
Lt Col, Inf
Chief

1 Incl
Organization and Distribution of Case Loads in Cities

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Organization and Distribution of Case Loads in Cities

1	2	3	4	5	6
Name of Office and total number personnel	Divisions within the Welfare Section	Job positions in the public assistance division	Name of district	Populations of districts	No. cases in each district
Wakayama City (As of 28 Mar 49) (27)	Public Assistance (16) General Affairs (5) Children's (5)	Division chief (1) Asst chief (1) Receptionist (1) Student at school(1) District workers(12)	Jinai*	18,336	315
			(District supervisor has assistant who does same wk		
			Takasai	18,114	118
			Nanwa*	25,058	284
			(has assistant)		
			Nisshin	15,575	128
			Seiwa	27,305	188
			Kinokawa	13,951	89
			Joto	18,916	188
			Kohoku	7,762	121
			Fukko	19,362	151
			Kasei	16,936	109
Totals	(26)	(16)		179,744	1,709
Kainan City (As of 15 Mar 1949) (9)	Public Assistance (6) Child Welfare and Institutions(2)	Receptionist (1) District workers(4)	Kuroe	6,238	66
			Funoe	6,942	84
			Hikata	9,433	87
			Utsumi	7,838	60
			Onoe	3,081	24
			(Utsumi and Onoe handled by same official)		
Totals	(8)	(5)		33,923	341
Tanabe City (As of 22 Mar 1949 (7)	Public Assistance (5) Repatriates (1)	District workers(4) Receptionist (1)	Tobu	13,030	107
			Chubu	13,486	63
			Seibu	7,282	68
			Haya	3,973	29
Totals	(6)	(5)		37,771	267
Shingu City (As of 24 Mar 1949) (11)	Public Assistance (6) Child Welfare (2) Disaster (1) Clerical (1)	District workers(4) Receptionis & Secretary (1) Clerk (1)	Seibu	13,535	78
			Tohoku	5,238	73
			Tonan	6,619	65
			Miwazaki	5,629	34
Totals	(10)	(6)		31,021	250

* Note: The two districts, Jinai and Nanwa, which have two workers each, are being divided so that actually there will be 12 districts.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

014 O.K

HEADQUARTERS
WAKAYAMA CIVIL AFFAIRS TEAM
APO 25

GH/cs

091.4

16 September 1949

SUBJECT: Reorganization of public Assistance Administration in Cities of Wakayama Prefecture

TO : Chief
Kinki Civil Affairs Region
APO 25

1. Herewith, for your information, is a study on the reorganization of public assistance administration in this prefecture.

2. The study is a narrative analysis of the reorganization of public assistance administration in this prefecture's four large cities, which reorganization is based upon the complete assumption of responsibility by the paid public welfare officials.

3. In view of the great improvement resulting from the reorganization in the cities, and the existence of the same basic problems in the larger towns, a decision was made to extend this structure to all offices with case loads exceeding 100 families. Accordingly, in June 1949, the prefectural Welfare Department instructed reorganization of the four such town welfare offices to divide the areas and case loads between paid district supervisors. Due to the inability of the officials in these towns to grasp the basic reasons, implications, and purposes for the move and various personnel problems, reorganization has not yet been effectively completed. However it is believed that in time, such reorganization will effect noticeable improvements.

1 Incl
Study of Reorganization
of Public Assistance
Administration in Cities
of Wakayama Prefecture.

/t/ /s/ Harold g. Doty
Lt Col, Inf
Chief

(6)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

091.4 1st Ind RJA/may
Wakayama Civil Affairs Team, APO 25
SUBJECT: "Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture" (16 Sept 49)

Hq Kinki Civil Affairs Region, APO 25, 27 September 1949

TO: Commanding General, I Corps, APO 301
ATTN: Civil Affairs Section

1. For your information.

2. The process of effecting a radical change in the Japanese system of local public welfare office operation is outlined in full detail in the study enclosed in basic letter. Experience in other prefectures has revealed the same confused and ineffectual methods of work described in paragraphs 2a and c. Repeated efforts over the last few years to improve the level of competence have been unavailing, primarily because the Japanese officials have been unrealistically oriented to the basic functions and activities which the implementation of the law and regulations necessitates.

3. It is the opinion of this headquarters that only after the reorganization described in the inclosure to the basic letter is achieved in all local offices will there be fertile ground for the absorption of in-service training and supervisory techniques (which are now being planned by higher headquarters).

4. This headquarters has urged, through other civil affairs teams, that the other prefectural welfare chiefs visit Wakayama and study the modifications described. This was done, and there has been both an exposure to the principles and practices employed in Wakayama and a subsequent adoption of some of the changes in varying degrees for use in the other prefectures. This aspect of surveillance will receive prime consideration in this region on a continuing basis.

5. Previous monthly activities reports and special reports from Wakayama and from this headquarters have made a number of recommendations and suggestions. They are summarized as follows:

a. It is imperative that the organization of the local public welfare offices be related to the case entity, or the family, rather than to the traditional division of activities on a paper, clerical basis. It will only be after an official has been given full and complete responsibility for all welfare matters in a designated area that he will be forced, of necessity, to learn the laws, program and regulations, and to acquaint himself with the factual data necessary to discharge his responsibilities.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

b. Concurrent with "a" above is the inevitable conclusion and recommendation that the unpaid, volunteer Minsei-in be removed from the administrative process in public welfare programs. As long as the Minsei-in share, to any degree, responsibility in this area, the public officials will manage to evade responsibility.

c. A great deal of the disorganization existing in Japanese local public welfare operations is due to not clearly defining those activities which are necessary to the accomplishment of the intent of the law and the accompanying forms, procedures, control and reporting devices. Some work has been done on this in this region, but it is necessary that the Ministry take leadership in reducing to routine all activities that logically are amenable to such treatment.

d. Paragraph 2b of the study enclosed in basic letter indicates that those local public welfare offices with caseloads of less than 25 cases have not responded to attempts to improve them. As pointed out in a previous special report from this headquarters, the large number of such smaller offices militates against the adoption of modern, adequate practices in public welfare administration. It is recommended that the Ministry study this problem and indicate to the prefectures its desire that the problem also be studied at those levels. As long as the local public welfare caseload is too small to require and justify a competent full-time welfare officer, there will be no progress made in these smaller places.

e. There is considerable evidence to indicate that the removal of the Minsei-in from the administrative process will not necessarily result in the need for a greatly expanded paid staff. Until such time as local office operations are functionally divided, as indicated in the Wakayama pattern, and routinization and rationalization of forms and procedures are achieved, a valid estimate cannot be made of the number of public officials that will be needed; and it is urged that the Ministry undertake the study of this question.

f. As a natural consequence of the functional division of activities being discussed, there inevitably arises the question of job description and responsibilities. This in turn impinges upon administrative supervision, and both can exist only in a personnel system which is geared to "merit principle". It is therefore recommended that the Ministry, as early as possible, clearly indicate to the prefectures that it is the Ministry's intention to work towards a merit system in public welfare administration, and that the Ministry encourage prefectures in any movement along these lines.

FOR THE CHIEF:

1 Incl:
n/c

STERLIN C. MOORE
Major Infantry
Executive Officer

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

091.4 2nd Ind
Wakayama Civil Affairs Team, APO 25
SUBJECT: "Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture" (16 Sept 49)

Hq Kinki Civil Affairs Region, APO 25, 29 Sept 1949

TO: Chief, Wakayama Civil Affairs Team, APO 25

Returned for correction and re-submission as per telephone conversation this date between Lt. Col. Doty and Major Moore.

BY ORDER OF COLONEL O'MCHUNDRO:

1 Incl:
n/c

STERLIN C. MOORE
Major Infantry
Executive Officer

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Study of Reorganization of Public Assistance Administration
in Cities of Wakayama Prefecture.

1. Purpose: The purpose of this study is to outline a project involving reorganization of public assistance offices of the four cities in Wakayama Prefecture, which has as its core, the districting of each city to pin upon a paid district supervisor, entire responsibility for public assistance within his district. This report will trace the reasons leading up to the reorganization, describe the structure of the affected offices as presently organized, and present observations of its effect upon the administration of public assistance. Much of this information has already been reported in Annex B-2, of the monthly Civil Affairs activities report, and in the administrative reviews of individual offices forwarded to headquarters, Eighth Army and Kinki Civil Affairs Region, under separate cover as directed by Operational Directive Number 6, 1949.

2. Observations prior to reorganization.

a. Reviews of the four large cities of Wakayama Prefecture, Wakayama, Kainan, Tanabe and Shingu, with populations of 179,744, 34,450, 38,000 and 33,000 respectively, consistently revealed extremely poor administration of public assistance. Discrepancies ranged from haphazardly kept case records which usually either carried no entries whatever, or failed to reflect actual conditions of clients; inaccurate reporting; poor accounting; disinterest on the part of welfare workers; inefficient office organization and methods of operation; and poor control over personnel on the part of supervisors. Deficiencies in turn, stemmed largely from almost complete delegation of responsibility to minseiin. Even after follow-up reviews and repeated suggestions from both Civil Affairs and prefectural officials, the welfare chiefs were unable to effect any real correction of deficiencies. Those improvementsmade were either superficial, such as a few additional entries in family case records, which were often entered merely to fill up a space and did not always reflect family circumstances, or were in the area of accounting for funds or supplies which did not depend upon personal contact with the recipient. There existed no control over application procedure. In spite of a ken instruction prescribing that applications would be made only at the welfare office and not through minseiin, few recorded rejected applications were found.

b. By contrast, the best administered offices were usually found in towns and villages with relief case loads ranging from 25 to 75. In the offices with loads below 25 cases, except where an unusually active and interested official was employed, responsibility was delegated to minseiin by the part time official, resulting in poor administration. In the 25 to 75 case load offices, the official was usually full time, he was better informed on laws and regulations, and had a definite area, definite responsibilities, and a definite reasonable case load to handle.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

It was possible for an official of this type to attend all conferences, devote his full time to welfare, with the result that he was able to accept and gain from the supervision given by district offices. He could personally interview and investigate all applicants for public assistance, and conduct monthly home visits to review continuing eligibility for assistance. Case records were generally better maintained because the official was able to relate record with client. If deficiencies were found, it was possible for district offices to effect correction.

c. It was observed also that, with the exception of Wakayama City, the average number of cases per paid employee of a city office approximated that of such town offices, indicating that utilization of personnel and not the number of personnel was the important factor. It appeared also that in the multiple personnel offices, the number of personnel would permit specialization which in turn should work for more systematic and routinized procedures. Further investigation revealed that city public assistance offices were organized on the basis of the clerical aspects of the office, not on the basis of working with individual clients and their problems. One employee might handle case records, another medical aid, another applications, and still another, home visiting. Some might handle the reports and statistics of the division. Case records were inaccurately maintained because it was impossible for an official to keep case records on several hundred families about whom he knew nothing. He did not interview the families, he made no home visits to record, and he did not determine eligibility for assistance, written justification for which should have been recorded on case records. It was impossible for him to relate the case record to the family, therefore record keeping to him was merely a clerical job entrusted to him simply because ken instructions so dictated. By the same token, the one or two case workers who visited families might find glaring discrepancies but since they were not responsible for maintenance of records, their findings were seldom recorded on case records and reflected in changes in assistance grants. Since they were charged with the entire case load in general, without any particular distribution, case workers merely visited as many cases as they could and coverage was neither systematic nor adequate.

3. Wakayama City experiment.

a. Organization: Following analysis of reviews, it was concluded that unless the large cities were reorganized and districted so that a paid worker would have complete responsibility for administration of public assistance within an assigned district with a definite reasonable case load, correction of deficiencies would be difficult if not impossible and if any improvements were made, they would be largely superficial. Accordingly, during November 1948, experimental reorganization was effected of the Wakayama City public assistance division, with roughly 2,500 cases at that time. Ten public assistance districts were established. The number of cases in each district varied widely, from less than 80 cases up to nearly 400. A full time paid official was placed in charge of each district. In the two larger districts, an assistant worker was

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

provided, who in reality, did the same work as the supervisor. Each district supervisor was directly responsible to the division chief. The division chief was assisted by a general affairs assistant, and by a receptionist who did clerical work as well. Average case load was and still is probably much too high, and needs adjustment among the workers, but at the time, was the best that could be secured. Minseiin were broken down into ten kyoji kais (councils) on the theory that the district workers would find it easier to work with the smaller ten to fifteen minseiin council, and that all meetings could be held simultaneously, thereby speeding up processing of applications and other administrative matters.

b. Application procedures: All application forms were recalled from minseiin. Applicants applied to a single receptionist who made entries in the registry of applications, assigned case numbers, amde initial entries in the case record, assisted applicants to prepare the written application, and made initial entries in the notification form which was kept by the receptionist in a suspense file and used as a means of control. Then the applicant was referred to the district supervisor, who, if present, interviewed the applicant, and if not present, called later on the applicant in his home. The case was also referred to the minseiin but the requirement was laid down that each new application must be investigated by the paid worker. After investigation, the case was discussed at the minseiin council, final decision indicated by the public assistance division chief, and then the notification form completed and dispatched.

c. Administrative responsibilities and control: District supervisors were charged with complete responsibility for families within their districts, all new applications, continuing review, and the case records of all applicants and recipients in their districts. In addition, each supervisor prepared for submittal to the division chief, the public assistance statistical report, disbursement vouchers, population figures, minseiin council minutes, and other statistical and information material pertaining to his district. If necessary, statistics were consolidated.

4. Extension to other cities: So promising were results that immediately the same reorganization was set for the remaining three cities of Kainan, Shingu and Tanabe. Five districts were established in Kainan and four in Shingu and Tanabe. Central application control and other procedures indentical to those of Wakayama City were set up.

5. Administrative organization of affected offices.

Inclosure 1 is statistical data on the four cities as reorganized and is extracted from records of administrative reviews. An attempt is made to separate workers in public assistance from those in other areas such as child welfare, institutions, and general affairs. In the Wakayama City office, the public assistance division is clearly defined.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

In Shingu, the district workers spend most of their time on case work within their districts. In Tanabe, district workers have additional duties which consume approximately half or less of their time. In Kainan, assignments are confusing and poorly organized. The statistics serve to point out that only in Wakayama City is there need for additional personnel. Average case load per paid worker varies widely as follows: Wakayama City - 142 (among 12 workers), Kainan - 85, Tanabe - 67, and Shingu - 63. Within cities, it varies widely between different districts, indicating that adjustment of load and redistricting is necessary.

6. Observations following reorganization.

a. Wakayama City: The first problem that immediately became apparent was that upon assignment of districts, supervisors were at a complete loss as to what the job consisted of, how to prepare case records, how to handle applications, and how to prepare the various statistical and administrative reports. Few were familiar with applicable laws and regulations. It developed that the division chief, upon receipt of a ken instruction, passed it on only to the particular worker to which this instruction applied, then returned it to his drawer, keeping subordinate workers ignorant of these instructions, and failing to properly supervise and develop his staff. Accordingly, bound files of all ken instructions were set up and read and explained to all workers. Ken officials conducted classes on every phase of the application procedure, record keeping, home visiting and statistical reports. Examinations on actual case records and forms were held and graded and corrected for the benefit of employees. The complete inability of the division chief to supervise the district workers led to his transfer together with most of the incompetent officials who heretofore had been able to cover weaknesses by the shifting of responsibility to subordinate workers or minseiin. Record keeping and budgeting immediately showed striking improvement, even for the relatively inexperienced workers. Backlogs of pending cases accumulated, particularly during the recertification of relief families when workers were unable to investigate applicants promptly. For the first time, rejections were recorded, and though at first the welfare section chief was reluctant to send out notifications of rejection which he could no longer avoid, this was overcome. District supervisors began to find wide discrepancies between minseiin opinions and actual facts. Case work improved and a degree of interest and confidence appeared to permeate the office. New and more competent officials, including a new division chief were brought into the office, and for the first time, some promise of real improvement was displayed.

b. Applications for public assistance: The reorganization necessitated that central application control be established in all offices. This procedure which placed application registry in the hands of a single receptionist and which removed such control from case workers and minseiin produced immediate and conspicuous results. For the first time, recorded rejected applications were found. The time required to process applications could be accurately determined. Positive control over case handling could be maintained. It was possible to determine, within reason, whether discrimination or preference was being shown applicants. In the past, this

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

had been impossible to determine because there existed no record of rejected applications. It is felt that some real gauge of actual need existing among the population is baing established which in the past has been covered by unrecorded minseiin rejections and restrictive limitations due to budget inadequacies which could be hidden by the same unrecorded rejections. The establishment of central application control has enabled an orderly, efficient application procedure. The establishment of such procedure is essential to effect implementation of the revised enforcement regulations of the Daily Life Security Law which requires action upon applications within 14 days. Many applications pending for excessive periods were found to be actually rejected applications which had been re-submitted, some for the third time. These should have been carried forward as appeals. It was noted that the process of intake interviewing developed and rejections of obviously ineligible applicants occured in the office without the complete investigation. Though possibly undesirable in the absence of policies and standards to insure against arbitrary and unjustified rejection on the part of the official, it still is much better than the former unrecorded minseiin rejections. The observation by Mr. Irvin Markuson, PH&W, SCAP, that interviews were being taken in the crowded offices, led to a ken instruction that offices should set up provisions for private interview. At Shingu, need for such facilities had already been recognized and provided.

c. Administrative procedures and records: It is in this area that some of the most pronounced improvements are evident.

Case records: Case records, while still far from satisfactory, are improving in maintenance and accuracy. Ridiculous discrepancies appear less frequently. Previously it was not uncommon to find that a family recorded on a disbursement voucher as receiving a grant would not even have a case record. Deficiencies in case record keeping can now be traced to lack of training and experience, inasmuch as the responsibility for case record keeping is now clearly fixed upon the paid case worker.

Budgeting: The process of budgeting to determine eligibility is being adopted. Previously the tendency was to adjust entries on the case record, if such were made, to the grant decided upon by the minseiin, often resulting in wide discrepancies in actual and recorded incomes. Often figures of resources and need bore no relation whatsoever to the actual grant.

Continuing eligibility: The closer personal contact between worker and client works for closer scrutinization for continuing eligibility. While no survey has been made of case turnover prior to and after the reorganization, it is probable that such a survey would bear out the contention that turnover has increased considerably.

Statistical control and accouating: A peculiarity of many statistical control and accounting procedures instituted lies in the fact that while the system may appear highly desirable and workable as visualized, a field review will reveal it to be hopelessly confusing and without meaning

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

to the worker in the absence of need for it. If sufficiently pushed, the motions of procedures may be complied with to please the supervisor, but such improvement is only superficial and on closer examination, many obvious discrepancies crop up. The public assistance division chief, in order to maintain control and supervision over his paid district workers and over applications and disbursements of funds for which he is now fully responsible, is forced to institute various mechanics of administrative and statistical control. This process is evident at all offices, has occured only since the reorganization, and does not appear to be due to any suggestion from Civil Affairs. In varying degrees, all offices have developed statistical reporting, visitors' statistical cards, indexes, suspense files, and other control methods. Much of the content is somewhat crude and embryonic but the need is there and beginnings have been made. It remains now only to refine these devices. This could be quickly and easily accomplished by refinements in the statistical reports required by the Welfare Ministry which would govern the form and content of the statistical data secured from the lowest worker. Accuracy of statistical data has shown marked improvement.

d. Personnel:

Personnel attitudes: It has been observed that the attitude of many workers has changed completely from one of indifference and lethargy to one of sincere interest and effort. This might be attributed to the fact that for the first time, they have a clearly defined job and responsibility and for the first tiem, have direct and personal contact with the person with whom they are working and for whom their positions exist. It is possible, within reason, to pick out those who might make desirable welfare workers. It was stated by the Wakayama City public assistance chief that many of the usual clerical and administrative personnel in the city office were ill-disposed toward transfer into the welfare section because it involved so much more work than they were accustomed to, both in the office and in the added requirement of frequent home visiting. On the other hand, there are some presently working in the public assistance division who appear to be sincerely interested and some who have been transferred out of the welfare section by personnel rotations have expressed what is believed a sincere desire to have remained in that work. A reform of present personnel practices should provided a better selection of personnel.

Personnel descriptions: The reorganization has resulted in the establishment of a distinct position description, that of a district supervisor or case worker. His duties are clearly defined and are almost identical to those of any other district supervisor within the same city office or in another entirely different office. It remains now to set up a written position description for a district supervisor which spells out in detail, the exact responsibilities and duties of this standardized position and for which minimum requirements of education and experience may be set.

Manning tables: An important aspect which immediately follows reorganization and which is clearly indicated in the inclusure,

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

is the ability to rationalize internal organization of welfare offices and to determine adequacy or inadequacy of number, type, and qualifications of employees. Numerous instances of over and understaffing and misassignment of personnel immediately come to light. While a standard has not yet been determined as to the number of cases a district supervisor can reasonably be expected to handle, the districting has enabled some study to be made of present case loads and it should only be a matter of time before some standard can be set which takes into account, considerations of population density, geographical area, types of assistance, distribution of load and other factors which would limit or indicate the number of cases a paid worker could handle. As indicated in the inclosure and paragraph 5, case loads vary widely between cities and between districts. Consensus of opinion differa between officials. The Wakayama chief feels that a case load of 100 is not unreasonable while officials in Tanabe and Shingu, possibly because it worked out that way, feel that from 70 to 80 cases per paid worker is reasonable. In any event, the establishment of districts and assignment of district supervisors based upon work load immediately determines the number and type of the other personnel needed, such as receptionists, clerks and supervisory officials. This should in turn lead to the establishment of more realistic manning tables and position descriptions which would justify each position. Admittedly this cuts across the traditional Japanese personnel practice of chief, assistant chief, assistant and on down, to the lowest ranking worker, instead of several employees with clearly defined duties responsible to a single supervisor. It might help eliminate the exasperating shifting of responsibility so inherent to the traditional structure. As is evident in the statistics, sufficient personnel is available, except in Wakayama City. However, there invariably is a disportionate number of minor clerical employees in relation to officials competent to supervise a district and case load. Though the study points out this fact, the problem is yet to be corrected.

Personnel practices: The chief problem is the Japanese practice of rotating personnel from one section to another. This has practically wrecked the progress made in Wakayama City. For a time, real progress was made and officials, particularly the district supervisors, were beginning to acquire a grasp of and become competent in their field. A sudden transfer of personnle took with it, practically all of this progress. The loss of the receptionist resulted in the breakdown of the efficient, orderly application and accounting control procedure. Unless sounder personnel practices are instituted, under which young qualified workers can advance within the welfare field, much of the progress made under the reorganization will be negated.

Supervision: Closely related to personnel practices in local offices is the inability of prefectural and gun officials to grasp the reason and implication behind such reorganization and their failure to closely supervise and push it. Their inadequacies in supervision can be attributed largely to the fact that in the entire staffs of ken and gun offices, there is only one official who has had experience in the

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

administration of a local operating office and risen by virture of that experience, to a supervisory level.

e. Effect upon the minseiin system.

The effect of the reorganization has elicited some objections from both public officials and in one instance from minseiin. These include: (1) That applications should come first to minseiin which would imply that minseiin desire to control application and thereby public assistance. The undesirability of such practice has been pointed out and are obvious. Article 4 of the Daily Life Security Law would also imply to the contrary. One minseiin was heard to remark that since the establishment of application at the welfare office, the number of application had risen sharply and the work of the minseiin had been increased by the necessity of investigating so many new applications. This would appear to be proof in itself that minseiin were restricting applications. (2) That investigation of applicants and recipients is an invasion of the area responsible to the minseiin. The need for close supervision of minseiin is demonstrated by the numerous and glaring discrepancies found during spot checks by Civil Affairs investigators, by ken and gun welfare officials, and by the city case workers themselves. Inasmuch as the mayor is accountable for expenditure of public funds, it would appear that investigation by a public official is not only desirable, but fully justified. (3) That investigation and home visiting is a duplication of the work of minseiin. The above two paragraphs point out that public official investigation is desirable and justified. It follows therefore that if there is duplication, the minseiin is the logical person to be withdrawn from direct contact with applicants.

The reorganization poses aspects which challenge the validity of the minseiin system itself, particularly the place of the minseiin in the public assistance program. The statistical data in inclosure 1 indicate that as presently organized and more so if the proposed structure can be completely effected, paid officials can assume all responsibility for public assistance. The preceding paragraphs theorize that removal of minseiin from public assistance is desirable and justifiable. There then arises the question of what work the minseiin performs outside public assistance. Field reviews have established the fact that outside of public assistance, minseiin perform practically no duties. Most local officials will agree that the vast majority of minseiin activity is in public assistance. Should the minseiin be removed from participation in public assistance, in effect, there would be little need for them in any public program.

At Shingu and Tanabe, it was noted that the district supervisors were assuming duties of jidoiin, a natural outcome of the experience in public assistance. In all cities, there is, in addition to the public assistance workers, personnel assigned to child welfare. At least one in the three smaller cities and two in Wakayama are available for assignment as full time paid child welfare workers. The child welfare center early

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

realized the unreliability of jidoiin and began to channel all communications to the welfare offices. It remains only to develop these paid workers into competent staffs with an eventual outcome identical to that in public assistance.

15 September 1949

/s/ George Hoshino
/t/ GEORGE HOSHINO
Welfare Officer

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDC NO. 775013

Organization and Distribution of Case Loads in Cities

1	2	3	4	5	6
Name of office and total number	Divisions with in the Welfare Section	Job positions in the public assistance division	Name of district	Populations of districts	No. cases in each district
Wakayama City (As of 28 Mar 49) (27)	Public Assistance (16)	Division Chief (1)	Jinai*	18,336	315
		Asst chief (1)	(District supervisor has assistant who does same work)		
		Receptionist (1)	Takasai	18,114	118
	General Affairs (5)	Student at school(1)	Nanwa*	25,058	284
		District workers(12)	(has assistant)		
			Nisshin	15,575	128
	Children's (5)		Seiwa	27,305	188
			Kinokawa	13,951	89
			Joto	18,916	188
			Kohoku	7,762	121
			Fukko	19,362	151
			Masei	16,956	109
Totals	(26)	(16)		179,744	1,709
Kainan City (As of 1t Mar 1949) (9)	Public Assistance (6)	Receptionist (1)	Kuroe	6,238	66
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		Receptionist (1)	Chubu	13,486	63
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	Repatriates (1)		Haya	3,973	29
Totals	(6)	(5)		37,771	267
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		Receptionist &	Tohoku	5,238	73
	Child Welfare (2)	Secretary (1)	Tonan	6,619	65
	Disaster (1)	Clerk (1)	Miwazaki	5,629	34
	Clerical (1)				
Totals	(10)	(6)		31,021	250

* Note: The two districts, Jinai and Nanwa, which have two workers each, are being divided so that actually there will be 12 districts.

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HEADQUARTERS
WAKAYAMA CIVIL AFFAIRS TEAM
APO 25

GH/cs

014

~~091.4~~

16 September 1949

SUBJECT: Reorganization of public Assistance Administration in Cities of Wakayama Prefecture

TO : Chief
Kinki Civil Affairs Region
APO 25

FOR FILE

1. Herewith, for your information, is a study on the reorganization of public assistance administration in this prefecture.

2. The study is a narrative analysis of the reorganization of public assistance administration in this prefecture's four large cities, which reorganization is based upon the complete assumption of responsibility by the paid public welfare officials.

3. In view of the great improvement resulting from the reorganization in the cities, and the existence of the same basic problems in the larger towns, a decision was made to extend this structure to all offices with case loads exceeding 100 families. Accordingly, in June 1949, the prefectural Welfare Department instructed reorganization of the four such town welfare offices to divide the areas and case loads between paid district supervisors. Due to the inability of the officials in these towns to grasp the basic reasons, implications, and purposes for the move and various personnel problems, reorganization has not yet been effectively completed. However it is believed that in time, such reorganization will effect noticeable improvements.

HAROLD G. DOTY
Lt Col, Inf
Chief

1 Incl
Study of Reorganization
of Public Assistance
Administration in Cities
of Wakayama Prefecture.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HEADQUARTERS
WAKAYAMA CIVIL AFFAIRS TEAM
APO 25

GH/ay

091.4

16 September 1949

SUBJECT: Study of Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture

TO : Chief
Kinki Civil Affairs Region
APO 25

Study of Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture

Conducted by George Hoshino, CAF 7

1. Reference: Operational Directive Number 6, Headquarters Eighth Army, 1949, subject, "Public Welfare".

2. Purpose:

The purpose of this study is to outline a project involving reorganization of public assistance offices of the four cities in Wakayama Prefecture, which has as its core, the districting of each city to pin upon a paid district supervisor, entire responsibility for public assistance within his district. This report will trace the reasons leading up to the reorganization, describe the structure of the affected offices as presently organized, and present observations of its effect upon the administration of public assistance. Much of this information has already been reported in Annex B-2, of the monthly Civil Affairs activities report, and in the administrative reviews of individual offices forwarded to headquarters, Eighth Army and Kinki Civil Affairs Region, under separate cover as directed by Operational Directive Number 6, 1949.

3. Discussion:

a. Observations prior to reorganization:

(1) Reviews of the four large cities of Wakayama Prefecture, Wakayama, Kainan, Tanabe and Shingu, with populations of 179,744, 34,450, 38,000, and 33,000 respectively, consistently revealed extremely poor administration of public assistance. Discrepancies ranged from haphazardly kept case records which usually either carried no entries whatever, or failed to reflect actual conditions of

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

clients, inaccurate reporting, poor accounting, disinterest on the part of welfare workers, inefficient office organization and methods of operation and poor control over personnel on the part of supervisors. Deficiencies in turn, stemmed largely from almost complete delegation of responsibility to minseiin. Even after follow-up reviews and repeated suggestions from both Civil Affairs and prefectural officials, the welfare chiefs were unable to effect any real correction of deficiencies. Those improvements made were either superficial, such as a few additional entries in family case records, which were often entered merely to fill up a space and did not always reflect family circumstances, or were in the area of accounting for funds or supplies which did not depend upon personal contact with the recipient. There existed no control over application procedure. In spite of a ken instruction prescribing that applications would be made only at the welfare office and not through minseiin, few recorded rejected applications were found.

(2) By contrast, the best administered offices were usually found in towns and villages with relief case loads ranging from 25 to 75. In the offices with loads below 25 cases, except where an unusually active and interested official was employed, responsibility was delegated to minseiin by the part time official, resulting in poor administration. In the 25 to 75 case load offices, the official was usually full time, he was better informed on laws and regulations, and had a definite area, definite responsibilities, and a definite reasonable case load to handle. It was possible for an official of this type to attend all conferences and devote his full time to welfare, with the result that he was able to accept and gain from the supervision given by district offices. He could personally interview and investigate all applicants for public assistance and conduct monthly home visits to review continuing elgibility for assistance. Case records were generally better maintained because the official was able to relate record with client. If deficiencies were found, it was possible for district offices to effect correction.

(3) It was observed also that, with the exception of Wakayama City, the average number of cases per paid employee of a city office approximated that of such town offices, indicating that utilization of personnel and not the number of personnel was the important factor. It appeared

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

also that in the multiple personnel offices, the number of personnel would permit specialization which in turn should work for more systematic and routinized procedures. Further investigation revealed that city public assistance offices were organized on the basis of the clerical aspects of the office, not on the basis of work with individual clients and their problems. One employee might handle case records, another medical aid, another applications, and still another, home visiting. Some might handle the reports and statistics of the division. Case records were inaccurately maintained because it was impossible for an official to keep case records on several hundred families about whom he knew nothing. He did not interview the families, he made no home visits to record and he did not determine eligibility for assistance, written justification for which should have been recorded on case records. It was impossible for him to relate the case record to the family, therefore record keeping to him was merely a clerical job entrusted to him simply because ken instructions so dictated. By the same token, the one or two case workers who visited families might find glaring discrepancies but since they were not responsible for maintenance of records, their findings were seldom recorded on case records and reflected in changes in assistance grants. Since they were charged with the entire case load in general, without any particular distribution, case workers merely visited as many cases as they could and coverage was neither systematic nor adequate.

b. Wakayama City Experiment:

(1) Organization: Following analysis of reviews it was concluded that uhless the large cities were reorganized and districted so that a paid worker would have complete responsibility for administration of public assistance within an assigned district with a definite reasonable case load, correction of deficiencies would be difficult if not impossible and if any improvements were made, they would be largely superficial. Accordingly, during November 1948, experimental reorganization was effected of the Wakayama City public assistance division, with roughly 2,500 cases at that time. Ten public assistance districts were established. The number of cases in each district varied widely, from less than 80 cases up to nearly 400. A full time paid official was placed in

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

charge of each district. In the two larger districts, an assistant worker was provided, who in reality, did the same work as the supervisor. Each district supervisor was directly responsible to the division chief. The division chief was assisted by a general affairs assistant, and by a receptionist who did clerical work as well. Average case load was and still is probably much too high, and needs adjustment among the workers, but at the time, was the best that could be secured. Minseiin were broken down into ten kyoji kais (councils) on the theory that the district workers would find it easier to work with the smaller ten to fifteen minseiin council, and that all meetings could be held simultaneously, thereby speeding up processing of applications and other administrative matters.

(2) Application procedures: All application forms were recalled frommminseiin. Applicants applied to a single receptionist who made entries in the registry of applications, assigned case numbers, made initial entries in the case record, assisted applicants to prepare the written application and made initial entries in the notification form which was kept by the receptionist in a suspense file and used as a means of control. Then the applicant was referred to the district supervisor, who, if present, interviewed the applicant, and if not present, called later on the applicant in his home. The case was also referred to the minseiin but the requirement was laid down that each new application must be investigated by the paid worker. After investigation, the case was discussed at the minseiin council, final decision indicated by the public assistance division chief, and then the notification form completed and dispatched.

(3) Administrative responsibilities and control: District supervisors were charged with complete responsibility for families within their districts, all new applications, continuing review and the case records of all applicants and recipients in their districts. In addition, each supervisor prepared for submittal to the division chief, the public assistance statistical report, disbursement vouchers, population figures, minseiin council minutes and other statistical and information material pertaining to his district. If necessary, statistics were consolidated.

c. Extension to other cities: So promising were results that immediately the same reorganization was set for the remaining three cities of Kainan, Shingu and Tanabe. Five districts were established in Kainan and

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

four in Shingu and Tanabe. Central application control and other procedures identical to those of Wakayama City were set up.

d. Administrative organization of affected offices: Inclosure 1 is statistical data on the four cities as reorganized and is extracted from records of administrative reviews. An attempt is made to separate workers in public assistance from those in other areas such as child welfare, institutions and general affairs. In the Wakayama City office, the public assistance division is clearly defined. In Shingu, the district workers spend practically all of their time on case work within their districts. In Tanabe, district workers have additional duties which consume approximately half or less of their time. In Kainan, assignments are confusing and poorly organized. The statistics serve to point out that only in Wakayama City is there need for additional personnel. Average case load per paid worker varies widely as follows: Wakayama City - 142 (among 12 workers), Kainan - 85, Tanabe - 67, and Shingu - 63. Within cities, it varies widely between different districts, indicating that adjustment of load and redistricting is necessary.

e. Observations following reorganization:

(1) Wakayama City: The first problem that immediately became apparent was that upon assignment of districts, supervisors were at a complete loss as to what the job consisted of, how to prepare case records, how to handle applications and how to prepare the various statistical and administrative reports. Few were familiar with the applicable laws and regulations. It developed that the division chief, upon receipt of a ken instruction, passed it on only to the particular worker to which this instruction applied, then returned it to his drawer, keeping subordinate workers ignorant of these instructions, and failing to properly supervise and develop his staff. Accordingly, bound files of all ken instructions were set up and read and explained to all workers. Ken officials conducted classes on every phase of the application procedure, record keeping, home visiting and statistical reports. Examinations on actual case records and forms were held and graded and corrected for the benefit of employees. The complete inability of the division chief to supervise the district workers led to his transfer together with most of the incompetent officials who heretofore had been able to cover weaknesses by the shifting of responsibility to subordinate workers or minseiin. Record keeping and budgeting immediately showed striking improvement, even for the relatively inexperienced workers. Backlogs of pending cases accumulated, particularly during the recertification of relief families

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

when workers were unable to investigate applicants promptly. For the first time, rejections were recorded, and though at first the welfare section chief was reluctant to send out notifications of rejection which he could no longer avoid, this was overcome. District supervisors began to find wide discrepancies between minseiin opinions and actual facts. Case work improved and a degree of interest and confidence appeared to permeate the office. New and more competent officials, including a new division chief, were brought into the office and some promise of real improvement was displayed.

(2) Applications for public assistance: The reorganization necessitated that central application control be established in all offices. This procedure which placed applisation registry in the hands of a single receptionist and which removed such control from case workers and minseiin produced immediate and conspicuous results. For the first time, recorded rejected applications were found. The time required to process applications could be accurately determined. Positive control over case handling could be maintained. It was possible to determine, within reason, whether discrimination or preference was being shown applicants. Formerly this had been impossible to determine because there existed no record of rejected applications. It is felt that some real gauge of actual need existing among the population is being established which in the past has been covered by unrecorded minseiin rejections and restrictive limitations due to budget inadequacies which could be hidden by the same unrecorded rejections. The establishment of central application control has enabled an orderly, efficient application procedure. Such procedure is essential to effect implementation of the revised enforcement regulations of the Daily Life Security Law which requires action upon applications within 14 days. Many applications pending for excessive periods were found to be actually rejected applications which had been resubmitted, some for the third time. These should have been carried forward as appeals. It was noted that the process of intake interviewing developed and rejections of obviously ineligible applicants occurred in the office without the complete investigation. Though possibly undesirable in the absence of policies and standards to insure against arbitrary and unjustified rejection on the part of the official, it still is much better than the former unrecorded minseiin rejections. The observation by Mr. Irvin Markuson, PHW, SCAP, that interviews were being taken in

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

the crowded offices, led to a ken instruction that offices should set up provisions for private interview. At Shingu, need for such facilities had already been recognized and provided.

(3) Administrative procedures and records: It is in this area that some of the most pronounced improvements are evident.

(4) Case records: Case records, while still far from satisfactory, are improving in maintenance and accuracy. Ridiculous discrepancies appear less frequently. Previously it was not uncommon to find that a family recorded on a disbursement voucher as receiving a grant would not even have a case record. Deficiencies in case record keeping can now be traced to lack of training and experience, inasmuch as the responsibility for case record keeping is now clearly fixed upon the paid case worker.

(5) Budgeting: The process of budgeting to determine eligibility is being adopted. Previously the tendency was to adjust entries on the case record, if such were made, to the grant decided upon by the minseiin, often resulting in wide discrepancies in actual and recorded incomes. Often figures of resources and need bore no relation whatsoever to the actual grant.

(6) Continuing eligibility: The closer personal contact between worker and client works for closer scrutinization for continuing eligibility. While no survey has been made of case turover prior to and after the reorganization, it is probable that such a survey would bear out the contention that turnover has increased considerably.

(7) Statistical control and accounting: A peculiarity of many statistical control and accounting procedures instituted lies in the fact that while the system may appear highly desirable and workable as visualized, a field review will reveal it to be hopelessly confusing and without meaning to the worker in the absence of need for it. If sufficiently pushed, the motions of procedures may be complied with to please the supervisor, but such improvement is only superficial and on closer examination, many obvious discrepancies crop up. The public assistance division chief, in order to maintain control and supervision over his paid district workers and over applications and disbursements of funds for which he is now fully

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

responsible, is forced to institute various mechanics of administrative and statistical control. This process is evident at all offices, has occurred only since the reorganization and does not appear to be due to any suggestion from Civil Affairs. In varying degrees, all offices have developed statistical reporting, visitors' statistical cards, indexes, suspense files and other control methods. Much of the content is somewhat crude and embryonic but the need is there and beginnings have been made. It remains now only to refine these devices. This could be quickly and easily accomplished by refinements in the statistical reports required by the Welfare Ministry which would govern the form and content of the statistical data secured from the lowest worker. Accuracy of statistical data has shown marked improvement.

(8) Personnel:

(a) Personnel attitudes: It has been observed that the attitude of many workers has changed completely from one of indifference and lethargy to one of sincere interest and effort. This might be attributed to the fact that for the first time, they have a clearly defined job and responsibility and for the first time, have direct and personal contact with the person with whom they are working and for whom their positions exist. It is possible, within reason, to pick out those who might make desirable welfare workers. It was stated by the Wakayama City public assistance chief that many of the usual clerical and administrative personnel in the city office were ill-disposed toward transfer into the welfare section because it involved so much more work than they were accustomed to, both in the office and in the added requirement of frequent home visiting. On the other hand, there are some presently working in the public assistance division who appear to be sincerely interested and some who have been transferred out of the welfare section by personnel rotations have expressed what is believed a sincere desire to have remained in that work. A reform of present personnel practices should provide a better selection of personnel.

(b) Position descriptions: The reorganization has resulted in the establishment of a distinct position description, that of a district supervisor or case worker. His duties are clearly defined and are

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

almost identical to those of any other district supervisor within the same city office or in another entirely different office. It remains now to set up a written position description for a district supervisor which spells out in detail, the exact responsibilities and duties of this standardized position and for which minimum requirements of education and experience may be set.

(c) **Manning tables:** An important aspect which immediately follows reorganization and which is clearly indicated in the inclosure, is the ability to rationalize internal organization of welfare offices and to determine adequacy or inadequacy of number, type and qualifications of employees. Numerous instances of over and understaffing and misassignment of personnel immediately come to light. While a standard has not yet been determined as to the number of cases a district supervisor can reasonably be expected to handle, the districting has enabled some study to be made of present case loads and it should only be a matter of time before some standard can be set which takes into account, considerations of population density, geographical area, types of assistance, distribution of load and other factors which would limit or indicate the number of cases a paid worker could handle. As indicated in the inclosure and paragraph 5, case loads vary widely between cities and between districts. Consensus of opinion differs between officials. The Wakayama chief feels that a case load of 100 is not unreasonable while officials in Tanabe and Shingu, possibly because it worked out that way, feel that from 70 to 80 cases per paid worker is reasonable. In any event, the establishment of districts and assignment of district supervisors based upon work load immediately determines the number and type of the other personnel needed, such as receptionists, clerks and supervisory officials. This should in turn lead to the establishment of more realistic manning tables and position descriptions which would justify each position. Admittedly this cuts across the traditional Japanese personnel practice of chief, assistant chief, assistant and on down, to the lowest ranking worker, instead of several employees with clearly defined duties responsible to a single supervisor. It might help eliminate the exasperating

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

shifting of responsibility so inherent to the traditional structure. As is evident in the statistics, sufficient personnel is available, except in Wakayama City. However, there invariably is a disportionate number of minor clerical employees in relation to officials competent to supervise a district and case load. Though the study points out this fact, the problem is yet to be corrected.

(d) Personnel practices: The chief problem is the Japanese practice of rotating personnel from one section to another. This has practically wrecked the progress made in Wakayama City. For a time, real progress was made and officials, particularly the district supervisors, were beginning to acquire a grasp of and become competent in their field. A sudden transfer of personnel took with it, practically all of this progress. The loss of the receptionist resulted in the breakdown of the efficient, orderly application and accounting control procedure. Unless sounder personnel practices are instituted, under which young qualified workers can advance within the welfare field, much of the progress made under the reorganization will be negated.

(e) Supervision: Closely related to personnel practices in local offices is the inability of prefectural and gun officials to grasp the reasons and implications behind such reorganization and their failure to closely supervise and push it. Their inadequacies in supervision can be attributed largely to the fact that in the entire staffs of ken and gun offices, there is only one official who has had experience in the administration of a local operating office and risen by virtue of that experience, to a supervisory level.

(f) Effect upon the minseiin system: The effect of the reorganization has elicited some objections from both public officials and in one instance from minseiin. These include: (1) That applications should come first to minseiin which would imply that minseiin desire to control applications and thereby public assistance. The undesirability of such practice has been pointed out and are obvious. Article 4 of the Daily Life Security Law would also imply to the contrary. One minseiin was heard to remark that since the establishment of the application at the welfare office, the number of applications had risen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

sharply and the work of the minseiin had been increased by the necessity of investigating so many new applications. This would appear to be proof in itself that minseiin were restricting applications. (2) That investigation of applicants and recipients is an invasion of the area responsible to the minseiin. The need for close supervision of minseiin is demonstrated by the numerous and glaring discrepancies found during spot checks by Civil Affairs investigators, by ken and gun welfare officials, and by the city case workers themselves. Inasmuch as the mayor is accountable for expenditure of public funds, it would appear that investigation by a public official is not only desirable, but fully justified. (3) That investigation and home visiting is a duplication of the work of minseiin. The above two paragraphs point out that public official investigation is desirable and justified. It follows therefore that if there is duplication, the minseiin is the logical person to be withdrawn from direct personal contact with the client.

(g) The reorganization poses aspects which challenge the validity of the minseiin system itself, particularly the place of the minseiin in the public assistance program. The statistical data in inclosure 1 indicate that as presently organized and more so if the proposed structure can be completely effected, paid officials can assume all responsibility for public assistance. The preceding paragraphs theorize that removal of minseiin from public assistance is desirable and justifiable. There then arises the question of what work the minseiin performs outside of public assistance. Field reviews have established the fact that outside of public assistance, minseiin perform practically no duties. Most local officials will agree that the vast majority of minseiin activity is in public assistance. Should the minseiin be removed from participation in public assistance, in effect, there would be little need for them in any public program.

(h) At Shingu and Tanabe, it was noted that the district supervisors were assuming duties of jidoiin, a natural outcome of the experience in public assistance. In all cities, there is, in addition to the public assistance workers, personnel assigned to child welfare. At least one in the three smaller cities and

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

two in Wakayama are available for assignment as full time paid child welfare workers. The child welfare center early realized the unreliability of jidoiin and began to channel all communications to the welfare offices. It remains only to develop these paid workers into competent staffs with an eventual outcome identical to that in public assistance.

4. Recommendations:

It is recommended that supervision and refinement of the outlined process of reorganization be continued and that consideration be given towards its extension to all offices which have case loads exceeding 100 families.

1 Incl
Organization and Distribution
of Case Loads in Cities

HAROLD G. DOTY
Lt Col, Inf
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

Organization and Distribution of Case Loads in Cities

1	2		3		4	5	6
Name of office and total number personnel	Divisions with in the Welfare Section		Job positions in the public assistance division		Name of district	Populations of districts	No. cases in each district
Wakayama City (As of 28 Mar 49)	Public Assistance	(16)	Division chief	(1)	Jinai*	18,336	315
			Asst chief	(1)	(District supervisor has assistant who does same work)		
			Receptionist	(1)	Takasai	18,114	118
	General Affairs	(5)	Student at school	(1)	Nanwa*	25,058	284
(27)			District workers	(12)	(has assistant)		
	Children's	(5)			Nisshin	15,575	128
					Seiwa	27,305	188
					Kinokawa	13,951	89
					Joto	18,916	188
					Kohoku	7,762	121
					Fukko	19,362	151
					Kasei	16,936	109
						179,744	1,709
Totals		(26)		(16)	Kuroe	6,238	66
Kainan City (As of 15 Mar 1949)	Public Assistance	(6)	Receptionist	(1)	Funoe	6,942	84
			District workers	(4)	Hikata	9,433	87
	Child Welfare and Institutions	(2)			Utsumi	7,838	60
(9)					Once	3,081	24
					(Utsumi and Once handled by same official)		
Totals		(8)		(5)		33,923	341
Tanabe City (As of 22 Mar 1949)	Public Assistance	(5)	District workers	(4)	Tobu	13,030	107
			Receptionist	(1)	Chubu	13,486	63
					Seibu	7,282	68
	Repatriates	(1)			Haya	3,973	29
(7)							
Totals		(6)		(5)		37,771	267
Shingu City (As of 24 Mar 1949)	Public Assistance	(6)	District workers	(4)	Seibu	13,535	78
			Receptionist & Secretary	(1)	Tohoku	5,238	73
	Child Welfare	(2)			Tonan	6,619	65
	Disaster	(1)	Clerk	(1)	Miwazaki	5,629	34
(11)	Clerical	(1)					
Totals		(10)		(6)		31,021	250

* Note: The two districts, Jinai and Nanwa, which have two workers each, are being divided so that actually there will be 12 districts.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

091.4 1st Ind RJA/msy
Wakayama Civil Affairs Team, APO 25
SUBJECT: "Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture" (16 Sept 49)

Hq Kinki Civil Affairs Region, APO 25, 14 October 1949

TO: Commanding General, I Corps, APO 301
ATTN: Civil Affairs Section

1. For your information.

2. The process of effecting a radical change in the Japanese system of local public welfare office operation is outlined in full detail in the study enclosed in basic letter. Experience in other prefectures has revealed the same confused and ineffectual methods of work described in paragraphs 3a (1) and (3). Repeated efforts over the last few years to improve the level of competence have been unavailing, primarily because the Japanese officials have been unrealistically oriented to the basic functions and activities which the implementation of the law and regulations necessitates.

3. It is the opinion of this headquarters that only after the reorganization described in the inclosure to the basic letter is achieved in all local offices will there be fertile ground for the absorption of in-service training and supervisory techniques (which are now being planned by higher headquarters).

4. This headquarters has urged, through other Civil Affairs Teams, that the other prefectural welfare chiefs visit Wakayama and study the modifications described. This was done, and there has been both an exposure to the principles and practices employed in Wakayama and a subsequent adoption of some of the changes in varying degrees for use in the other prefectures. This aspect of surveillance will receive prime consideration in this region on a continuing basis.

5. Previous monthly activities reports and special reports from Wakayama and from this headquarters have made a number of recommendations and suggestions. They are summarized as follows:

a. It is imperative that the organization of the local public welfare offices be related to the case entity, or the family, rather than to the traditional division of activities on a paper, clerical basis. It will only be after an official has been given full and complete responsibility for all welfare matters in a designated area that he will be forced, of necessity, to learn the laws, program and regulations, and to acquaint himself with the factual data necessary to discharge his responsibilities.

b. Concurrent with "a" above is the inevitable conclusion and recommendation that the unpaid, volunteer Minsei-iin be removed from the administrative process in public welfare programs. As long as the Minsei-iin share, to any degree, responsibility in this area, the public officials will manage to evade responsibility.