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HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RWS/ml/es

KPW 319.2

17 April 1951

MEMORANDUM THRU: Kanto Liaison & Coordination Office

FOR: Governor of Tokyo-To

SUBJECT: Irresponsible Administration of DLSL and Misuse of DLSL Funds Within Tokyo-To and Recommendations for the Correction and Prevention Thereof

1. A memo from this headquarters dated 12 April 1951 to the governor of Tokyo-To, subject "Conference Concerning Public Welfare Administration in Tokyo-To," stated that this headquarters at the time of the conference with Tokyo-To governor and other officials concerned would discuss details of the above-mentioned irresponsible administration and would also make recommendations to assure the elimination of present practices and the prevention of such practices in the future.

2. a. The following is a summary of a factual statement extracted from a special report previously submitted by this headquarters to SCAP, CAS, describing the events and occurrences which are considered to be direct or indirect violations of certain provisions of the spirit and intent of the Daily Life Security Law. During the latter part of December 1950, about 40 persons visited a ward office asking for year-end allowances. This group consisted primarily of day laborers. The ward chief, being in sympathy with the requests of the group, desired to grant their requests. There was a question as to whether or not the funds that might be granted to the group could be secured from DLSL. Ward chief conferred with certain ward welfare officials, and it was decided that every effort would be made to assist the group through DLSL funds. A plan was devised which provided that ward residents, primarily the day labor group, who desired DLSL protection should come to the ward office and request assistance. It was also decided that assistance would be given immediately to all persons who were felt to be in need of help or requiring assistance. As a result of these decisions, large numbers of people came to the ward office. The exact number is not known; inasmuch as many were turned away as being ineligible. There are no records concerning persons mentioned in the preceding sentence. However, a total of 204 persons, representing an equal number of families, were interviewed and were granted DLSL funds. According to the welfare officials interviewed, the funds were granted on the basis that the situation of the persons requiring assistance was "an emergency." However, it is the opinion of this headquarters that the situations of the persons appearing at the ward office during the latter part of December were not emergent.

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This opinion is based on several facts:

(1) Three of the families who appeared at the office and requested assistance and who were approved to receive DLSL funds had not called at the office for these funds as of 13 March 1951.

(2) All of the persons requesting assistance during the latter part of December had some income from regular or irregular employment.

(3) The ward welfare officials stated that there had been no previous cases of emergencies during the previous 12 months. It is not reasonable to believe that 204 cases involving emergencies would occur within a four-day period in December, while there had been no emergency cases during any other period of the year.

b. These cases were handled in the following manner: All of the case workers from the minsei-kan and minsei-jimusho within the particular ward were called into the main ward office on 28 December. As residents of the ward who were requesting special assistance came to the ward office, they were assigned to the case worker having jurisdiction over the area in which the resident lived. The case worker then conducted a brief interview. The welfare chief of the main branch of the ward office said that the longest time involved in interviewing was 15 minutes and that the average interview lasted about five minutes. Based solely on the interviews referred to above, decisions were made to grant payments from DLSL funds. A total of 204 families were granted ¥170,498. The 204 families were scattered among areas covered by 12 minsei-kan and/or minsei-jimusho. The payments to these persons were made from the ward office on 31 December. At the time the payments were made, the recipients were informed that they were receiving DLSL funds. The welfare chief of the main ward branch office said that all of the 12 welfare offices involved were instructed to make investigations of those persons who received the special grants. The investigations were to be completed as quickly as possible. As of 13 March 1951, the investigations had not been completed. However, it was reported that of the 204 families receiving grants in December, only 42 received grants in January. It is therefore assumed that at least 162 families were ineligible for the assistance given in December. This conclusion was stated by the CA welfare officer and it was accepted by the ward welfare officials.

c. Efforts were made to determine whether or not an application blank was actually filled out and signed at the time of the interviews referred to in the paragraph above. There were several conflicting

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statements concerning this question. One ward welfare official said that the application blanks had been filled out at the time of the interview. However, the CA welfare officer in inspecting one of the welfare offices was informed that application blanks were not filled out. A special form apparently had been developed for this particular occasion, and the application form usually employed was not used at this time. In the same office referred to above, it was stated that the application blanks had been completed. The welfare officials, upon the request of the CA welfare officer, were not able to produce the application blanks. The regular application form requires extensive information which obviously could not be secured and recorded on the form within the five minutes which was reportedly the average length of the interview. The CA welfare officer asked ward welfare officials if they could produce 204 individual complete case records concerning 204 families which were given emergency DLDL aid. The question was not answered directly. It appeared obvious that the officials could not produce, as of 13 March 1951, the requested case records and files.

d. The several ward officials admitted that the practices used in giving DLSL to these 204 families are highly irregular. It was further stated that ward chief recognizes the fact that DLSL funds have been misused and is prepared "to do the right thing." It was reported that the ward chief may decide to invoke the provisions of Article 63 of the Daily Life Security law and attempt to collect funds paid in error.

e. It is believed that the occurrence described above violates, either directly or indirectly, the provisions of the following articles of the Daily Life Security law:

(1) Article 2 - This article provides that all citizens, insofar as they meet the requirements of the Law, are entitled to receive assistance. It is believed that at least 162 of the 204 families did not meet the requirements of the law.

(2) Article 4 - This article provides that assistance will be provided on the condition that the person in need makes full use of all resources available to him. Inasmuch as there was no investigation of the 204 families, it is obvious that the ward welfare officials had no evidence that the persons to whom assistance was granted had made full use of resources available. It is recognized that this article provides that necessary assistance may be given without complete investigation in those cases where there is urgent need. It is the opinion of this headquarters that "urgent need" did not exist in relation to this group.

(3) Article 7 - This article provides that assistance shall be started on the basis of an application. There is

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every reason to believe that formal applications were not submitted by any of the persons in this group.

(4) Article 8 - This article provides that the amount of assistance given will be determined by a standard set by the Ministry of Welfare. Since none of the persons in this group received more than ¥1,000, it is obvious that a standard was not applied.

(5) Article 20 - This article provides for the direction and supervision of ward welfare activities by the governor of the To. It is obvious that both direction and supervision were lacking or inadequate.

(6) Articles 25 and 26 - These articles provide for notification of the recipient in case the assistance grant is modified, suspended, or closed. No written notices were sent.

f. Because of the cumbersome administrative structure of the ward welfare operations and because of the lack of centralized control and authority of these operations, it was impossible to determine specifically the person or persons or the sections or divisions responsible for the program deficiencies and inadequacies described in this report.

g. This headquarters intends to bring to the attention of the governor of Tokyo-To the findings mentioned. It will be recommended that the governor take immediate action through the Tokyo-To Welfare Bureau to establish a new and special section within the To Bureau which will be responsible for inspection, supervision, and guidance of ward welfare activities within the branches of the wards and within the minsei-kan and minsei-jimusho.

3. It is recommended that the governor of Tokyo-To, through the Tokyo-To Welfare Bureau, take immediate action to establish a section within the To Welfare Bureau to be known as the "Guidance and Training Section." Guidance activities have been previously carried out in several divisions of the various sections. Under this suggested plan, all guidance functions would be pulled out of the divisions and organized and centralized in a section whose chief should have the same status as that of any other section chief. He should also have the authority and the responsibility for taking necessary action to correct the kind of practices previously referred to and to prevent the recurrence of such operational and administrative inefficiencies in the ward welfare offices. The number of personnel to be assigned to the guidance and training section should be determined by the Tokyo-To government and the Welfare Bureau. There should be no overall increase in the number of Tokyo-To

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Welfare Bureau employees and no increase in expenditures in establishing the guidance and training section. Personnel for the guidance and training section may be secured from other sections and divisions within the Welfare Bureau. The duties and responsibilities of the guidance and training section should be determined by the appropriate Tokyo-To government officials and should include, but need not be limited to the following:

a. The inspection and guidance of all ward welfare sections, branch offices of ward welfare sections, minsei-kan, and minsei-jimusho, in accordance with existing welfare instructions and legislation, such as the DLSL. The inspection and guidance of the officials operating in the offices mentioned above should be conducted at regular intervals. Plans should be made that will assure that each instalation mentioned above is inspected and reviewed at least once each three months.

b. The training and education of those persons engaged in social welfare work who are operating in ward welfare sections, branch welfare offices, minsei-kan, and minsei-jimusho. A training schedule should be established and the training program should be so organized and planned that individuals receive specific training for the specific type of work for which they are responsible.

c. The inspection and guidance of public and private welfare organizations, agencies and institutions, in accordance with existing laws and regulations.

d. The activities of the guidance section should be so organized that the inspection of minsei-kan and minsei-jimusho will include, but need not be limited to, the following:

(1) Actual spot-checking and examination of case records, other documents pertaining to individuals and individual families receiving public assistance. The examination should be conducted for the purpose of determining the accuracy and completeness of the records.

(2) An examination and inspection should be made of the "record of the receptionist"* which is to be maintained in each minsei-kan and minsei-jimusho. The purpose of this inspection is to determine whether or not persons residing within the area covered by the minsei-kan or minsei-jimusho are being given the opportunity to request assistance.

(3) An examination and inspection of the "record of applications register". ** The purpose of this inspection should be to determine the efficiency of the particular office in handling applications which have come to that office.

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e. The guidance section should take action necessary to establish methods whereby policies, procedures, and practices of ward welfare offices, branch welfare offices, minsei-kan, and minsei-jimusho are continuously reviewed for the purpose of assuring that the policies, procedures, and practices utilized are in accordance with the laws and regulations pertaining to national welfare programs, such as DISL. The guidance section should establish methods for examining and inspecting financial records and accounts concerning expenditures under the DISL.

f. *Guidance section should take action necessary in establishing "record of the receptionist" which should be maintained by the receptionist or the person having the responsibility for meeting those persons from the community who come to the minsei-kan or minsei-jimusho requesting consultation and advice, assistance, or information. This record will include, but need not be limited to, the following information:

(1) Name of person coming to the office.

(2) Address.

(3) Nature of request (brief statement).

(4) Date person came to the office.

(5) Disposition (indicate action taken by receptionist).

(6) Date of disposition. (This will usually be the same as the date the person came to the office.)

g. **The guidance section should take necessary action to establish for use in each minsei-kan or minsei-jimusho a "record of applications register" which should include, but need not be limited to, the following information:

(1) Name of the person making application.

(2) Address of the applicant.

(3) The kind of assistance requested (specify DLSL, CWL, Disabled Persons, or other).

(4) Date of application. (This will be the date upon which the individual asked for assistance and will be the same as the date entered upon the application blank which is signed by the applicant. This action will take place and be recorded before the investigation or decision is made.)

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(5) Name of person or section to whom case is referred for investigation or follow-up activity.

(6) Disposition of application. (Brief statement, such as approved for assistance or rejected, will appear in this column. Entries in this column cannot be made until all action has been taken; therefore, arrangements should be made whereby the information required for this column is given to the person or persons having responsibility for maintaining this register.)

(7) Date of disposition. (Enter in this column the date upon which final action was taken. This should include the date the application was rejected or approved for assistance. Entries in this column should not be made until final action has been taken; therefore, arrangements must be made whereby information required is given to the person or persons having responsibility for maintaining this register.)

4. It is requested that the governor of Tokyo-To advise this headquarters in writing concerning progress made in carrying out the recommendations listed above. The Public Welfare Section of this headquarters will be ready to offer any assistance or guidance to the To officials concerned in carrying out these recommendations. It is hoped that the requested report will be provided with the least possible delay.

JULIAN DAYTON
Colonel, Infantry
Chief

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〔飜 譯〕

関東地方民事部覚書 KPW 319.2 昭和26年4月17日

経由：関東連絡調整事務局

宛 ：東京都知事

題目：東京都内に於ける生活保護法の無責任なる運営並びに生活保護費の誤用，及び此等の矯正と防止の為の勧告

1. 昭和26年4月12日付当民事部覚書「東京都内公共福祉行政に関する会議」に、東京都知事並びに関係職員との会議に際して、当民事部は、上述の無責任なる運営の委細に亘り討議し亦現在の慣習の除去と将来に於ける斯る慣習の防止を確保する為の勧告をするであらうと述べられてある。

2. a. 次に述べられる事は、生活保護法の或る規定の精神と目的に直接又は間接に背反すると考へられる事件並びに事態を記述した、総司令部民事局へ当民事部から提出された特別報告書からの、其儘の敍述の要約である。昭和25年12月下旬、約40名の人々が年末手当を要求して或区役所を訪れた。此の一群の人々は主として日傭労務者から成つてゐた。彼等の要に同情した区長は、その要求を容れ様とした。彼等に与へられる様な資金が、果して生活保護法から出せるかどうかに就いては疑問があつた。区長は一部厚生関係職員と相談し、生活保護法に依つて此等の人々を援助する様努力を盡すべく決定した。此處で立案された計画により、区民の中、生活保護を望む者——主として日傭労務者——は区役所へ出頭し扶助を要求する様に定められた。援助を要すると考へられる者、又扶助を要求して来た者凡てに対して即時に扶助が与へられる事も亦決定された。此等決定の結果として大勢の人々が区役所へ来た。不適格として逐された人が多数あつたため正確な数字は未知である。是等の人々に関しては何等記録が残されて居ない。然し204世帯を代表する同数の人々が面接を受け、生活保護費を支給された。会見した厚生関係職員に依ると該資金は扶助を要求した者の状況が「緊急」であると云ふ根據によつて与へられたとの事である。然し乍ら当民事部は、12月下旬に区役所へ出頭した人々の状況が緊急であつたとは考へない。此の意見は次の諸事實に基いてゐる。

(1) 区役所に出頭し扶助を要求し生活保護費支給を認可された世帯のうち、3世帯は、昭和26年3月13日現在まで該扶助費受取りに区役所へ出頭してゐない。

(2) 12月下旬に扶助を要求した者總てが、定期的又は不定期的在傭による収入を有してゐた。

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(3) 区厚生関係職員は、過去12ヶ月に亘って緊急のケースは一度もなかったと述べてゐる。同等の如何なる時にも無かった緊急ケースが、12月中の4日間に204件も発生する事を信ずるのは合理的でない。

B. 此等のケースは次の如く取扱はれた。即ち12月28日に、当該区内の民生館所のケース・ワーカーは皆区役所へ呼び出された。特別扶助を要求する区民が区役所へ来るに従い、彼等は居住地区別に依り、擔当のケース・ワーカに割当てられた。そしてケース・ワーカーは簡単な面接を行った。
区役所の中央支所の厚生課長の言明に依ると、面接に要した時間は、最大15分間であり、平均して5分間であった。此の面接の外に基いて生活保護費からの扶助支拂が決定された。総計204世帯が、17万498円を支給された。此の204家族は、12の民生館所の管轄区域に分散してゐる。
此等の人々になす支拂ひは12月31日区役所よりなされた。支拂ひに際し彼等は生活保護費を貰ってゐるのだと知らされた。中央支所の厚生課長は、12の関係民生館所は該特別扶助を支給された人々に対して調査すべく指示されたと述べた。調査は可及的速かに完了される筈であった。昭和26年3月13日現在に於て調査は未了であった。然し乍ら12月に扶助を受けた204世帯中の只の242世帯が1月に扶助を受けたのみである事が報告された。従って少くとも162世帯が、12月の扶助に関して不適格であった事が推測される。此の結論は民事部厚生係官より述べられ区厚生関係職員によって受入られた。

C. 前節に言及された面接の際に果して申請書様式が実際に記入され、署名されたか否かを確める努力がなされた。此の問題に関して幾つもの相反する陳述が行はれた。区の一厚生関係職員は面接に際し申請書様式は記入されたと言った。然るに民事厚生係官は事務所の一つを査察中、申請書様式は記入されなかったと知らされた。明瞭に此の場合のみの特別な様式が作られ通常使用される様式は此時用ひられなかった。二の同じ事務所で申請書様式は記入されたと述べられた。民事部厚生係官が請めた処、厚生関係職員は、申請書様式を提出出来なかった。通常の申請書様式は広範囲の情報を必要とし、明白に面接の平均時間と云はれた、5分間では到底聴取し記載し得ない時間であった。民事部厚生係官は緊急生活保護法を与へられた204世帯の完全な保護台帳を提出し得るか否か厚生関係職員に尋ねた。此の質問に対する返答は直接には得られなかった。昭和26年3月13日現在まで要請された保護台帳及び綴込は提出できなかった事は明らかに思へた。

D. 数名の区職員は此等204世帯に生活保護を与へたと云ふ事は、大いに変則であると云ふ事を認めた。更に区長は生活保護費が誤用された事を認め喜んで「正しい事をする」用意が

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あると言ふことが述べられた。区長は生活保護法第63條の規定を援用し誤って支拂はれた保護費を徴集する様にも出来るといふ事が報告された。

e. 前述の出来事は直接乃至間接に生活保護法の次の條項の規定に違反するものと信ぜられる。

(1) 第1條——此の條にはすべての国民はこの法律の定める要件を満す限り保護を受けることが出来ると規定されてある。204世帯中少くとも162世帯は此の法律の定める要件を満たさなかったものと信ぜられる。

(2) 第4條——此の條には保護は生活に困窮する者が、その有らゆる方便を活用することを要件として行はれると規定してある。204世帯に対して何等調査が成されなかった以上は、区厚生関係職員は扶助を与へられた人が、その利用し得る方便を活用したいといふ事に全く證據を有してゐなかった事は明白である。此の條項は急迫した事由があった場合には完全な調査なくして必要な保護を与へてもよいと規定したものと認められる。当民事部としては、此の一群の人々に関しては急迫した事由は存在しなかったと考へる。

(3) 第7條——本條は保護は申請に基い開始するものとすると規定してゐる。此の一群の誰からも正式な申請書は提出されなかったと信ずる充分な理由がある。

(4) 第8條——本條は保護の量は厚生大臣の定める基準に依り決定される旨規定してゐる。此の一群の唯一人として千円以上受け取った者がない以上、該基準が適用されなかったのは明瞭である。

(5) 第20條——本條は都知事による区福祉活動の指揮監督を規定してゐる。指揮監督共に欠如してゐたが、又は不充分であった事は明瞭である。

(6) 第25條及び第26條——此等條項には保護の変更停止又は廃止の時の通知が規定されてゐる。書面に依る通知は行はれなかった。

f. 区福祉活動の煩瑣な行政機構故に、又此等の運営の中央集権化された指揮と権限の欠如の故に此の報告書に記述された事業上の欠陥と不適の責任をとらべ

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き人又は課、係を特に指摘する事は不可能であった。

9. 当民事部は以上の事実に鑑みて東京都知事の注意を促さんとするものである。知事は東京都民生局を通じて区支所内及び民生館所内に於ける区福祉活動の査察、監督、指導の任に当る新しい特別な課を都民生局内に設置すべく即刻の措置をとられる様勧告する。

3. 東京都知事は東京都民生局を通じて民生局内に「指導訓練課」と呼ばれるべき課を新設する様な措置を即刻とられる様勧告する。従来指導活動は既存の各課内の各係で行はれて来た。本勧告案の下ではすべての指導機能は各係から引離されて一つの新しい課の内に組織され集中される。設置さるべき課は一人の課長を有しその身分上の地位は他の課長と同じであるべきである。此の課長は亦既に述べた様な慣習を矯正し且その様な運営上、管理上の不行届の事件の再発を防止する為に所要な措置を取り得る権限と責任を与へらるべきである。指導課に配属さるべき職員の数は都庁と民生局とが決定すべきである。指導課を設置するに際し、東京都民生局職員の総数を増加してはならないし、経費を増額することも許されない。指導課の職員は民生局内の他の課、係から確保出来るであらう。指導課の職務及び責任は適当な都庁係官に依って定められ、最少限度次の如きものを包含すべきである。

a. 生活保護法の如き現存の福祉指令及び法令に基く総ての区厚生課支所厚生課及び民生館所の査察指導。上述の事務所内に活動する吏員の査察指導は一定の間隔を置いて行はれねばならぬ。此の様な施設が少くとも三ヶ月毎に査察監査を受けるべき計画を立てるべきである。

b. 区厚生課、支所厚生課及び民生館所に活動する社会福祉事業従事者の訓練教育。訓練計画が樹立さるべきであり、各人が各人の責任ある特別事種類の仕事にたする特別な訓練を受ける様な訓練内容であるべきである。

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(1) 保護台帳並びに公的扶助を受けてゐる個人及び家族に関する他の書類の現地調査と審理。審理は記録の正確さと完全を調べる為に実施されるべきである。

(2) 各民生館所に常備さるべき「受付記録」の審理監査。此の監査の目的は該當民生館所の所管区域内の住民が扶助申請の機会を与へられてゐるか否かを調べるにある。

(3) 「申請登記簿」**の審理監査。此の監査の目的は其の事ム所での申請取扱ムの能率を調べるにある。

e. 生活保護法の如き国家福祉事業に関する法律規則に沿った方針、手続、実務を確保する目的の為に、指導課は、区厚生課、支所厚生課、民生館所の方針、手続、実務を経続的に監査する手段を設ける様、即刻の措置をとらねばならない。指導課は、生活保護法の経費に関する財政記録及び会計の審理査察の手段を設けなればならない。

f. * 指導課は、「受付記録」設置に必要な措置をとらねばならぬ。之は受付係、即ち相談、忠告、扶助情報等を求めて、社会から民生館所へまた人々に会見する責任を持つてゐる人、に依り記帳されるべきもので、少くとも次の如き情報を包含する。

(1) 事務所へまた人の名前
(2) 住所
(3) 要求の性質(簡単な記述)
(4) その人が事ム所へまた日附
(5) 措置(受付係の取った措置を記載)
(6) 措置の日附(通常その人の事ム所へまた日と同日である)

g** 指導係は、各民生館所で用ゐる「申請登記簿」を設置

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(なければならない。之は少くとも次の如き情報を包含すべきである。

(1) 申請をした人の名前。
(2) 申請者の住所
(3) 要求された扶助の種類(生活保護法、児童福祉法、身体、障害者福祉法等と明示する)
(4) 申請の日附。(之は当人が扶助を求めた日であり、又申請者が署名する申請書様式に記入される日附と同じである。之は調査及を決定の行はれる以前に成され記録される)
(5) ケースが調査又は経過活動の為に委任された人又は課の名前。
(6) 申請の措置(此欄には申請認可又は却下、の如き簡単な記載をする。總ての措置が終る迄、この欄の記載は出来ないから、この登記簿記載の責任当事者に対し必要な情報が与へられる様な手順が整へられなければならない)
(7) 措置の日附(この欄には最終措置の取られた日附を記入する。これは申請が認可又は却下された日附を含まなければならない。最終措置が取られる迄此欄は記入さるべきでないから、この登記簿記載の責任当事者に対し必要な情報が与へられる様な手順が整へられなければならない。)

4 上述勧告の実行経過に関し本章部知事は書面を以て当民事部に通知されたい。当民事部公共福祉課は、此等勧告の実行に関して部吏員に如何なる援助又は指導をも提供する準備がある。要求された報告書は可及的速かに提出されるのが望ましい。

部長 歩兵大佐
ジュリアン・デイトン(署名)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

RWS/ml

13 March 1951

MEMO FOR: Record

SUBJECT: Irresponsible Administration of DLSL and Misuse of DLSL Funds in Setagaya Ward

1. On March 12 and 13 visits were made at the Setagaya Ward Office and at the Setagaya Minsei-kan. Conferences were held with the following persons: Messrs. Uemura, Minsei-kan chief; Aida, Minsei-kan protection division chief; Fujihira, Setagaya Ward welfare section chief; Matsuda, Setagaya Ward, Welfare section, social affairs division chief; Yamada, Setagaya Ward, welfare section, social affairs division; Kawakami, Tokyo-to Welfare Bureau, protection section, guidance division; and Yamazaki, Tokyo-to Welfare Bureau, protection section, guidance division.

2. Prior to these visits, certain information had been received which indicated the misuse of DLSL funds. In conducting conferences, efforts at first were not made to inform local welfare officials that the misuse of funds was known to Civil Affairs. Efforts were made to so conduct the meetings that the local officials themselves would volunteer any information concerning the reported misuse of funds.

3. Both of the conferences were characterized by consistently vague, inaccurate, incomplete, and contradictory statements.

4. It was learned that on 28 and 29 December 1950, a group of about 40 persons came to the ward office asking that the ward chief give them funds for year-end allowances. This group consisted primarily of day laborers. The ward chief wanted to grant the requests of the group, but felt that funds were not available for such purposes. The ward chief then conferred with certain ward welfare officials and it was decided that, if possible, the DLSL funds should be given to the day laborers. A plan was devised which provided that ward residents wanting DLSL protection should appear at the ward office and request such assistance. It was also decided that assistance would be given immediately to all persons who were felt to be in need of help or requiring assistance. As a result of these decisions, large numbers of people came to the ward office. The exact number is not known, inasmuch as many were turned away as not being eligible. However, a total of 204 persons, representing as many families, were

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interviewed and were granted the DLSL funds in the amount of ¥170,498. According to the welfare officials interviewed, the funds were granted on the basis that the situation of the persons requiring assistance was "an emergency." However, it is the opinion of the undersigned that the situations of the persons coming to the ward office were not emergent. This opinion is based on several factors:

a. Three of the families who were approved to receive DLSL funds had not called at the office for their grant as of 13 March.

b. All of these persons had some income from regular or irregular employment.

c. The ward welfare officials stated that there had been no previous cases of "emergencies" during the previous 12 months.

5. These cases were handled in the following manner: All of the case workers from the 12 welfare offices within the ward were called in to the main ward office on December 28. As residents of the ward came to the office, they were assigned to the case worker having jurisdiction over the area in which the resident lived, for an interview. These interviews were very brief. The chief of the Setagaya Ward Welfare Section said that the longest time involved was 15 minutes and that the average interview lasted about 5 minutes. Based solely on the interviews referred to above, decisions were made to grant payments from DLSL funds. The number of families, the amount of money granted, and the office having jurisdiction over the families is indicated in the following tables:

SETAGAYA BRANCH

Name of Welfare Office	Number of Families	Amount
Komazawa	61	¥49,366
Setagaya	33	27,894
Hanegi	23	21,461
Matsuzawa	10	6,552
Kyodo	10	9,400
Ikejiri	10	7,820
TOTAL	147	¥122,493

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TOMOGAWA BRANCH

Name of Welfare Office	Number of Families	Amount
Okusawa	5	¥ 4,500
Seta	17	14,900
Tomagawa	0	0
Shinmachi	18	14,400
TOTAL	40	¥33,800

KINUTA BRANCH

Name of Welfare Office	Number of Families	Amount
Kinuta	11	¥ 9,265
Chitose	6	4,940
TOTAL	17	¥14,205

SUMMARY:

Setagaya Branch	147 families	¥122,493
Tomogawa Branch	40 families	33,800
Kinuta Branch	17 families	14,205

6. The payments to the persons indicated in the tables above were made from the ward office on 31 December. At the time the payments were made, the recipients were informed that they were receiving DLSL funds. Chief of the Setagaya Welfare Branch Office said that all of the 12 ward welfare offices were instructed to make investigations of all recipients of DLSL. The investigations were to be completed as soon as possible. As previously mentioned, the investigations have not as yet been completed. However, it was reported that of the 204 families receiving grants in December, only 42 received grants in January. It is therefore assumed that the remaining 162 families were ineligible for the assistance given them in December.

7. Efforts were made to determine whether or not an application blank was actually filled out and signed at the time of the interviews referred to above. There were several conflicting statements concerning that question. One ward welfare official said that the application blanks had been filled out; however, Civil Affairs welfare officer in inspecting one of the welfare offices was informed that application blanks were not filled out. In the same office, it was later stated that the application blanks had been completed. The Civil Affairs welfare officer asked that the applications from that particular office

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be shown to them. The welfare office officials were unable to produce the application forms. The application form requires quite extensive information which obviously could not be secured and recorded on the form within the 5 minutes which was reportedly the average length of the interviews. The Civil Affairs welfare officer asked ward officials if they could produce 204 case records covering the 204 families which were given emergency DLSL aid. The question was not answered directly. The answer, based on observations, was obviously "No."

8. The several ward officials admitted that the practices used in giving DLSL to these 204 families is highly irregular. It was further stated that ward chief recognizes the fact that DLSL funds have been misused and is prepared "to do the right thing."

9. Occurrences of this nature clearly indicate the emergent need for strengthening the supervisory responsibilities of the Tokyo-To Welfare Bureau over ward welfare administration.

ROBERT W. STEMPLE
Chief
Public Welfare Section

Nov.

生活扶助及戸籍.寄留事務取扱状況　十一月分

種目			世田谷 Setagaya	玉川 Tamagawa	砧 Kinuta	計 Total
Families	世帯		67.375	25.726	11.561	104.662
Persons	人員	男 Male	132.628	51.347	24.665	208.640
		女 Female	130.797	50.588	24.803	206.188
		計 Total	263.425	101.935	49.468	414.828

種目		件数 Number of cases	金額 Amount of money	件数	金額	件数	金額	件数	金額
Livelihood assistance	生活扶助	247	4.979.330.45	661	1.314.078—	301	1.092.135—	1209	7.385.543.45
Education aid	教育 〃	1.142	449.286.88	417	29.670—	390	85.917—	1999	634.873.88
Housing aid	住宅 〃	1.682	96.199.49	495	20.769—	281	14.330—	2458	129.298.49
Medical care aid	医療 〃	1.452	1.944.441.30	405	204.423—	545	402.202—	2402	2.551.069.30
Birth aid	助産 〃	3	2.000—	0	0—	0	0—	3	2.000.—
Occupation aid	生業 〃	6	24.000—	0	0—	2	4.000—	8	28.000.—
Funeral aid	葬祭 〃	17	38.190—	8	16.000—	3	3.000—	28	57.190.—
Total	計	4.549	7.531.451.12	2.036	1.654.940—	1.522	1.601.584—	8.107	10.787.975.12

Permanent Home Address	本籍	世帯	27.995	9.642	5209	42.846
		人口	117.126	41.579	23.763	182.468
Temporary Residence	寄留	世帯 families	43.379	20.769	8.239	72.387
		人口 persons	159.054	82.224	33.062	274.340
Birth	出生	男 male	182	82	46	310
		女 female	163	98	31	292
		計 total	345	180	77	602
Death	死亡	男	68	30	21	119
		女	74	26	11	111
		計	142	56	32	230

種目	件数	金額	件数	金額	件数	金額	件数	金額
Copy or abstract of 戸籍謄抄本	775	32.560	479	13.000	205	5.820	1459	51.380

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

Address		人口	117.126	41.579	23.763	182.468
Temporary Residence	寄留	世帯 families	43.379	20.769	8.239	72.387
		人口 persons	159.054	82.224	33.062	274.340
Birth	出生	男 male	182	82	46	310
		女 female	163	98	31	292
		計 total	345	180	77	602
Death	死亡	男	68	30	21	119
		女	74	26	11	111
		計	142	56	32	230

Copy & abstract of

種目	件数	金額	件数	金額	件数	金額	件数	金額
戸籍謄抄本	775	32.560円	479	13.000円	205	5.820円	1.459	51.380円
記載証明	652	13.040	42	840	38	760	732	14.640
受理〃〃	42	840	3	60	1	20	46	920
閲覧	4	80	11	220	0	0	15	300
再認証	5	100	1	20	1	20	7	140
計	1.478	46.620	536	14.140	245	6.620	2259	67.380
印鑑証明	4.050	81.000	1.392	27.840	855	17.100	6.297	125.940
身分〃〃	148	2.960	26	520	26	520	200	4.000
受給〃〃	10	200	4	80	0	0	14	280
居住〃〃	10	200	10	200	0	0	20	400
埋葬〃〃	0	0	0	0	1	20	1	20
〃〃閲覧	5	50	0	0	1	10	6	60
寄留証明	474	8.532	27	486	8	544	509	9.562
〃〃謄抄本	36	828	159	3.114	83	1.558	278	5.500
閲覧	1	18	5	90	0	0	6	108
計	4.789	94.888	1.623	32.330	976	19.792	7.388	147.010

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E8

DLSL Assistance + Registeration Cases Handled in Dec.

生活扶助及戸籍・寄留事務取扱状況　十二月分

種目		世田谷 Setagaya	玉川 Tamagawa	砧 Kinuta	計 Total
世帯 Family		67.782	25.883	11.649	105.3
人員 Pop.	男 Male	133.783	51.773	24.664	210.22
	女 Fe.	132.142	51.063	24.795	208.000
	計 Total	265.925	102.836	49.459	418.220

種目	件数 No. cases	金額 amount	件数	金額 amount	件数	金額 amount	件数	金額 amount
生活扶助	2.039	7.235.868	527	1.331.810	405	1.230.056	2.981	9.797.734
教育・・	995	365.433	193	111.466	226	106.112	1.414	583.011
住宅・・	1.645	84.311	422	21.256	265	14.522	2332	120.089
医療・・	1.774	2.589.645	479	422.003	608	390.250	2.861	3.401.898
出産・・	4	4.500	8	5.100	4	4.000	16	13.600
生業・・	4	27.000	0	0	0	0	4	27.000
葬祭・・	16	37.030	2	4.000	4	7.000	22	48.030
計 Total	6.477	10.343.787	1.641	1.895.635	1.512	1.751.940	9.630	13.991.362

戸籍	世帯	28.183	9.711	5.241	43135
	人口	117.563	41.800	23837	183.200
寄留	世帯	43.781	21010	8311	73102
	人口	159998	82176	33.181	275855
出生	男	211	102	55	368
	女	180	93	27	300
	計	391	195	82	668
死亡	男	87	25	18	130
	女	89	37	17	143
	計	176	62	35	273

種目	件数	金額	件数	金額	件数	金額	件数	金額
戸籍謄抄本	704	14.080	403	8.060	189	3.780	1.296	25.920

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本籍	世帯	28.183	9.111	3.241	[illegible]
	人口	117.563	41.800	23837	183.200
寄留	世帯	43.781	21010	8311	73102
	人口	159.998	82176	33.181	275855
出生	男	211	102	55	368
	女	180	93	27	300
	計	391	195	82	668
死亡	男	87	25	18	130
	女	89	37	17	143
	計	176	62	35	273

項目	件数	金額	件数	金額	件数	金額	件数	金額
戸籍謄抄本	704	14.080	403	8.060	189	3.780	1.296	25.920
記載証明	830	16.600	97	1.940	57	1.140	984	19.680
受理・・	47	940	5	100	0	0	52	1040
閲覧	8	160	9	180	7	140	24	480
届出認証	4	80	1	20	0	0	5	100
身分証明	171	3.420	68	1.360	27	540	266	5.320
計	1.764	35.280	583	11.660	280	5.600	2627	52.540
印鑑証明	4173	83.460	1437	28.740	975	19.500	6.585	131.700
交給・・	15	300	12	240	2	40	29	580
居住・・	8	160	10	200	0	0	18	360
証夢・・	0	0	0	0	3	60	3	60
・・閲覧	3	30	0	0	0	0	3	30
寄留証明	489	8.802	89	1.602	31	558	609	10.962
・・謄抄本	34	612	187	3.366	70	1.260	291	5.238
閲覧	1	18	1	18	3	54	5	90
計	4723	93.382	1736	34.166	1.84	21.472	7543	149.020

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Translation

Bill

To Mr. Tamotsu Tamura Head of Setagaya Ward

¥ 929.00 DLSL

Living aid Grant benefit for December

I request the payment of the above mentioned amount

Date of Request 1 Dec. 1950

Name & Address of Applicant ----- (Sea)

Receipt

To Mr. Tamotsu Tamura

I have received the above amount

Date of Receipt Dec. '50

Name ----- (Sea)

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List of Welfare Offices in Setagaya Ward

世田谷區役所民生館

Minsei Kan Jimusho 館所名	Chief of M.K.J. 館所長名	Location 所在地	Nearest Station 下車駅	Telphone 電話	District 管轄区域	Population 人
Setagaya Minsei Kan 世田谷民生館	植村正文	若林町 343	(玉電) 松蔭神社駅	(42) 0992	世田谷一、二、丁目、太子堂町 若林町代田一丁目、北澤一、二丁目	71
Komazawa M.K. 駒澤 〃	雨宮祐男	上馬町1~821	(〃) 上馬駅	(42) 2027	下馬町一、二、三丁目野沢町一、二丁目 陸巻町一、二、三丁目三軒茶屋町上馬一、二、三	67
Hanegi Minsei Jimusho 羽根木民生事務所	大栗金善	羽根木町 1720	(京王) 代田橋駅	/	代田二丁目、大原町、羽根木町 北沢三、四、五丁目	43
松澤 Matsuzawa M.J.	中村末太郎	赤堤町1~50	(玉電) 松原駅	/	松原町一、二、三、四丁目、赤堤町 一、二丁目上北沢町一、二、三丁目	37
経堂 Kyodo M.J.	吉岡澤一	世田谷3~2394	(小田急)(玉電) 経堂、宮坂	(42) 0830	経堂町、世田谷三、四、五丁目	28
池尻 Ikejiri M.J.	宇田川庄四郎	池尻町 183	(玉電) 池尻駅	/	池尻町、下代田町、三宿町	18
Tamagawa M.K. 玉川民生館	吉田善吾	等々力町2~1796	(大井町線) 等々力驛	/	等々力町一、二、三丁目、尾山町 野毛町、中町、上野毛町	28
Okuzawa M.J. 奥澤民生事務所	岸本キクノ	奥澤町2~209	(目蒲線) 奥澤駅	/	田園調布一、二丁目東玉川町 奥沢町一、二、三丁目	36
瀬田 Seta M.J.	山家常	瀬田町 548	(玉電) 瀬田駅	/	瀬田町、用賀町一、二丁目	18
新町 Shinmachi M.J.	鈴木力男	新町2~592	(〃) 陸巻駅	/	新町一、二、三丁目深沢一、二、三、四	19
千歳 Chitose M.J.	中村清治	粕谷町 3	(京王)(小田急) 鎌倉駅、祖師谷大蔵	(千歳局) 0042	粕谷一、二丁目、[illegible]橋町、八幡山町 烏山町、給田町、粕谷町、[illegible]	26
砧 Kinuta M.J.	田中穂之	喜多町2730	(小田急) 成城学園前駅	(砧局) 0638	成城町、喜多町、宇奈根町 [illegible]町、鎌田町、岡本町	23
					計	418

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42-2103 Wel. Sect.

42-1911-19 (Satagaya Ward office phone)

...rd

所民生舘所一覽表

(昭 26. 1. 23.) Jan. 1951

...elphone 覽話	District 管轄区域	Population 人口	No. of Families 世帯数	No. of Recipient 保護世帯数 (No. of R.F.)	No. of Persons 保護員 (No. of P.)	民生委員数 No. & name of 常務委員氏名 Minsei-in	No. of officials 舘所職員数
(42) ...992	世田谷一、二、丁目、太子堂町 若林町代田一丁目、北澤一、二丁目	71.158	18.111	815	2.165	現在27名 大原省藏	男3 女5 計8
(42) ...027	下馬町一、二、三丁目野沢町一、二丁目 陸巻町一、二、三丁目三軒茶屋町上馬一、二、三	67.756	17.349	730	1.927	〃21名 西宮金吾	男4 女5 計9
/	代田二丁目、大原町、羽根木町 北沢三、四、五丁目	43.025	11.209	396	986	〃19名 加藤佐吾	男2 女2 〃4
/	松原町一、二、三、四丁目、赤堤町 一、二丁目上北沢町一、二、三丁目	37.245	9.437	302	833	〃15名 五十部楳一	男2 女2 〃4
(42) ...830	経堂町、七[illegible]谷三、四、五丁目	28.028	6.897	297	758	〃10名 加藤香大	男1 女2 〃3
/	池尻町、下代田町、三宿町	18.713	4.779	177	444	〃8名 金子藤三郎	男3 女0 〃3
/	第[illegible]力町一、二、三丁目、尾山町 野毛町、中町、上野毛町	28.868	7.339	219	580	〃11名 田中貞治	男4 女3 〃7
/	田園調布一、二丁目東玉川町 奥沢町一、二、三丁目	36.016	9.217	321	688	〃12名 毛利博一	男2 女2 〃4
/	瀬田町、用賀町一、二丁目	18.870	4.596	144	387	〃7名 平田藤吉	男1 女2 〃3
/	新町一、二、三丁目深沢一、二、三、四	19.082	4.731	110	343	〃7名 諏訪英道	男1 女2 〃3
(...成局) ...042	和田谷一、二丁目、[illegible]橋町、八幡山町 烏山町、給田町、粕谷町、通澤	26.096	6.078	406	899	〃12名 花野市三郎	男2 女1 〃3
(...局) ...638	成城町、喜多瀬町、宇奈根町 大蔵町、鎌田町、西本町	23.363	5.571	340	802	〃11名 男沢民藏	男2 女1 〃3
	計	418.220	105.314	4.257	10.812	(現)160名 (文)170名	男27 女27 〃54

一 事務分掌表 Duty Table

総括 Superintendent

館長 (Chief) 主事 植村正文 M. Uemura

	係長 Division Chief	係員 Worker
管理係 Administrative Div.	主事 石田明一 M. Ishida (Shuji)	主事補 西谷陽一 Y. Nishitani (Asst. Clerk)
		用務員 並木花佐夫 Namiki (Non-Clerical Worker)
福利教化係 Welfare & Education Div.	館長事務取扱 Chief's Additional Position	主事 増田すみ江 S. Masuda (Clerk)
		主事補 高瀬トク T. Tanase (Asst. Clerk)
保護係 Protection Div.	主事 會田マサ M. Aida	〃 中村智恵子 C. Nakamura
		〃 阿久津正明 M. Akutsu
		〃 大槻やい Y. Otsuki

二 保護係分担表 Duty Table of Protection Div.

担当者 Worker	担当地区 Area in Charge	担当世帯数 No. of families: 生活扶助 L.A.	医療扶助 Med. A 単給 Single	医療扶助 Med. A 併給 Duplicate A	計 Total	教育扶助 Ed. A ( )内併給 ( ) denotes	住宅扶助 Hous. A ( )内併給
増田すみ江 S. Masuda	太子堂の大部分 Most part	一二二 122	二三 23	三 3	二六 26	六七 p.4	一〇一 101

( ) denotes Duplicate A.

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Duty Table of Protection Div

二保護係分担表

No. of Families

Worker 担当者	Area in Charge 担当地区	L.A 生活扶助	医療扶助 Med. A 外	Single A. 単給	Duplicate A. 併給	Total 計	Ed. A 教育扶助 (一)内併給	Hous. A 住宅扶助 (一)内併給
S. Masuda 増田すみ江	Most part 太子堂の大部分 of Taishido	122 一二二	Inside 入	23 二三	3 三	26 二六	(一) denote D.A 六七 67 (六七) 67	101 一〇一 (一〇一) (101)
			Outside 外	26 二六	45 四五	71 七一		
Y. Otsuki 大槻やい	太子堂の一部分 Part of Taishido 若林町 Wakabayashi-machi	151 一五一	入	20 二〇	6 六	26 二六	90 九〇 (九〇) 90	133 一三三 (一三三) (133)
			外	34 三四	64 六四	98 九八		
C. Nakamura 中村智恵子	世田谷町 Setagaya-machi 一二丁目 1-2-Chome	130 一三〇	入	22 二三	5 五	28 二八	66 六六 (六六) 66	118 一一八 (一一八) (118)
			外	25 二五	27 二七	52 五二		
T. Takase 高瀬トク	北沢二丁目 (1-2 Chome) 代田1丁目 Daita 1-chome 世三の一部 Part of Setagaya 2-chome	150 一五〇	入	35 三五	7 七	42 四二	77 七七 (七六) 76	117 一一七 (一一七) (117)
			外	45 四五	53 五三	98 九八		
	Total 計	553 五五三	入	101 一〇一	211 二一	122 二二	300 三〇〇 (二九九) (299)	469 四六九 (四六九) (469)
			外	130 一三〇	189 一八九	319 三一九		
S. Anutsu 安津正明	All-area 全地区	1 全地区の医療券の発行 2 整理事務を専掌する 十一月の発行枚数 医療券 五七六枚 初診券 二六四枚						

( ) denotes Duplicate A.

1. Issuance of Medical Card for all area
2. Exclusively administers the arrangement business

○ Number of cards issued during Nov.

Medical card ... 576

Initial Consultation ... 264

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(2)

様式第一号（保護申請書）

昭和　年　月　日

東京都　区町市村長　殿

申請者（氏名）　（世帯番号）

（居住地／現住地）

（要保護者との続柄）

保護申請書

生活保護法による保護を受け、又は受けさせたく下記事項を記載して申請します

記

要保護及び同居の世帯員	居住地	東京都　区市郡					
	現住地	東京都　区市郡					
		氏名	続柄	性別	生年月日	職業	備考
	1						
	2						
	3						
	4						
	5						
	6						
	7						
	8						
	9						

保護の開始又は変更もとめる事由

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

(1)

Investigation Sheet On Client's Family

世帯調査票

Date 年 月 日 Interviewer in Charge

Permanent Address 本籍地		Name of Family Head 世帯主名	
Present Address 現住所		Date coming up to Tokyo 上京年月日	
Previous Address 前居住地		Date of Settlement at the Present Residence 現住所定住年月日	
Period of Residence in the Ward 区内居住期間	年 月	Religion 宗教	

一 世帯の種別 Type of Aid

Kind of Previous Disaster 罹災の種別 (Inside Outside) 区内 区外
Need of Mat. Aid 物資救護の要否 (Inside Outside) 区内 区外
Type A 甲 Occupational 生業
Type B 乙 Disabled Ex-Servicemen 傷病軍人
Unemployed 失業者
Others その他
Repatriation 引揚
Bereaved family 軍人遺家族
Non-repatriated family 在外引揚未帰還者

二 住居状況 Housing Condition

Type 種別	Tsubo 坪数	No. of Rooms 室数	No. of Mattress 畳数	House Rent 家賃	Guarantee money 敷金	Name & Address of House Owner 家主氏名住所

三 住居状況 資力生活能力 (概算見込額) House & Property (Estimation)

House 住宅	Land, Real Estate 土地不動産	Furniture Articles 家具什器	Deposit 預金	Liability 負債

四 法律扶養義務者 Legally Responsible Relative

Address 住所	Name 氏名	Relationship 続柄	Occupation 職業	Supporting Ability 扶養能力

五 本人申立収入 Income Reported by Applicant

Classification 区分	Amount 金額
Earned Income 勤労収入	
Support 仕送り	
Drawing out of Deposit 預金引出	
Disposition of Property 売却	
Others その他	
Total 合計	

六 同上支出 Expenditure Reported by Applicant

	Amount 金額
Food 食費	
Vegetable 野菜	
Fish 魚	
Clothing 被服	
Fuel 燃料	
Miscellaneous 雑費	
Others その他	
Total 合計	

七 本人認定 Determination by Minister-in-Charge

一 第一種 First Kind	
二 第二種 Second "	
その他 Others	
計 Total	
不足額 Deficit	

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Composition of Family
世帯構成

	氏名 Name	続柄 Relation	生年月日 Date of Birth	年令 Age	性別 Sex	出生地 Place of Birth	職業 Occupation	収入 Income	学歴 Education		栄養標準 Standard
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
11											

Minimum Cost of Living		Income		Granted Amount	
最低生活費		収入		支給額	

以下世帯主記入

民生委員記入欄 To Be Filled By Minsei-kai

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Activities
事項一覧表

District & Institution — As of 1 Dec. '50 Setagaya Minseikan

(1) 民生館地域及施設

1950.12.1. 現在 世田谷民生館

所管地域名	所管面積	館へ最長距離	民生館敷地	民生館延建坪
太子堂町 若林町 世田谷一.二丁目 代田一丁目 业沢一.二丁目 (旧町会20町会の区域)	457,637 m²	3 km	396.27 坪	180.75 坪

Trishido Wakabayashi Deita 1-Chome — District under jurisdiction — Kitazawa 1, 2 Chome — Area — Furthest distance from Minseikan — Land for Minseikan — Total Tsubo

関係施設	世田谷共同作業所	世田谷保育園	日赤東京支部 世田谷診療所
	失業対策法による授職補導事業 作業種目 靴下編 洋裁 印刷 作業員数 16名 32名 3名 計51名	児童福祉法による(書間) 保育事業 定員 120人 男児 62人 女児 72人	主として各種社会保険による 医療事業 一日平均 97人 内生活保護法患者 62人

Concerned agency — Setagaya Joint Work Shop — Setagaya Day Nursery — Setagaya Clinic of Japan Red Cross Tokyo Chapter

Work — Socks knitting — Printing — Total — No of Workers — Dress making — Protection under Child Welfare Law — Medical service under various social insurances

Job-providing & guidance work under Counter-Unemployment Law

○ average per day 97
○ cases under DLSL 62

(2) 民生館職員調

Personnel of Minsei Kan — School History — Years engaged in Welfare work — Base Pay

職員	性別		年令別					学厂別			民生事業従事年数					本俸				
	男	女	20	30	40	50	平均	高小	中等	大学	1	2	3	4	10	4000以上	5000以上	6000以上	8000以上	10000以上
10	5	5	1	3	3	3	40	1	7	2	2		4	3	1	ナシ	5	3	1	1

No. of Personnel — Sex — Age — Average — P.M.S.S. College — More than

(3) 民生委員調

Minsei-iin — Personnel Ceiling — Age — School History — Occupation — Operating company

定員	現在員	性別		年令別						学厂別			職業別			
		男	女	20	30	40	50	60	平均	高小	中等	大学	商業	農業	会社経営	その他
31	28	20	8		2	6	11	9	53	10	11	7	2	2	2	22

Sex — Age — P.M.S.S. College — Commerce — Agricul — Others

(4) 保護状況調べ

Survey on assistance condition

(A) 11月中の保護件数 Number of Cases of Protection during Nov

	生活 L.A	教育 E.A	住宅 H.A	医療 M.A 居宅	医療 M.A 入院	看護 Attendance	出産 Mat. A	生業 Occup. A	葬祭 Func. A
世帯 ( ) 併給	553	300 (299)	469 (469)	(189) 319	(21) 122	19 (6)	1 (0)	6 (2)	4 (4)
員	[illegible]	529	1733	(241)	(21)	19	1	6	4

Family — ( ) duplicate aid — Number

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(3) 民生委員調 Minsei-in

定員 Personnel Ceiling	現在員	性別 Sex 男	性別 Sex 女	年令別 Age 20	30	40	50	60	平均	学歴別 School History 高小	中等	大学	職業別 Occupation 商業	農業	会社経営	その他 Others
31	28	20	8		2	6	11	9	53	10	11	7	2	2	2	22

(4) 保護状況調べ Survey on assistance condition

(A) 11月中の保護件数 Number of Cases of Protection during Nov.

	生活 L.A	教育 E.A	住宅 H.A	医療 M.A 居宅 Outside	入院	看護 Attendance	出産 Mat. A	生業 Occup. A	葬祭 Func. A
世帯 Family ( ) duplicate Aid	553	300 (299)	469 (469)	(189) 319	(21) 122	19 (6)	1 (0)	6 (2)	4 (4)
人員 Number of Recipients	1,772	579 (575)	1,733 (1,733)	(241) 406	(21) 124	19 (6)	1 (0)	6 (2)	4 (4)

Hospitalized

(B) 生活扶助世帯構成員別調 Survey On Composition of Family Receiving Living Aid

世帯別 Family	1人	2人	3人	4人	5人	6人	7人	8人	9人	11人	計 Total	内女世帯
世帯数 No. of Family	122	113	101	88	62	32	21	8	5	1	553	369 66%

Female Family

(C) 被保護状況 Assistance Living Aid Grant No. of family for which Minsei-in responsible

種別 Type	世帯人口 No. of family members 管内総数 Total	生活扶助 L.A	比率%	生活扶助金 総額	最高	最底	世帯平均	一人平均	民生委員担当 最高 Maximum	最底 Minimum	平均 Average
世帯 Family	18,034	553	3.1%		1	1			54	9	19
人口 Population	70,603	1,772	2.5%		11	1			155	26	63
金額 Amount				1,410,396 yen	11,917.-	62.-	2550円	709.59円			

(D) 扶助金以外の収入源 Income source except aid grant money

収入源 Source of income	商業 Trading	定職勤務 Earned income	内職雑役 Side-job	間代 Room rent	恩給保険 Pensions Insurance	仕送り Support by relative or others	無収入 Non-income	計 Total
世帯 Family	16	89	264	40	12	16	116	553

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Affairs Section
APO 500

353.81(8 APR 1951)CAS-PW 18 APR 1951

SUBJECT: Maladministration of Public Assistance in Tokyo-To

D-633

TO: Chief
Kanto Civil Affairs Region
APO 500

1. References:

a. Letter, your headquarters, file KPW 319.2, dated 15 March 1951, subject: "Irresponsible Administration of DLSL and Misuse of DLSL Funds in Setagaya Ward, Tokyo-To."

b. Letter, this section, file 353.81(10 Apr 51)CAS-PW, dated 10 April 1951, subject as above.

2. The following is a summary, forwarded for your information, of the Welfare Ministry investigation referred to in paragraph 3 of reference 1b above.

3. In a conference held 5 April 1951, the Chief of the Protection Section, Social Affairs Bureau, reported that an official investigation by representatives of the Ministry of Welfare conducted 2 - 4 April 1951 had confirmed the misuse of public assistance funds as reported by Kanto Civil Affairs Region. Corrective action was taken by Tokyo-To on 4 April 1951, after consultation with the Ministry of Welfare, by issuance of an official directive to the Deputy Mayor of Setagaya Ward advising him that the total expenditure of Daily Life Security funds for year-end gifts was contrary to provisions of the Daily Life Security Law and, therefore, would have to be met from funds other than national and prefectural funds alloted the Ward for legitimate Daily Life Security Law obligations. According to the Ministry of Welfare, Tokyo-to will make necessary adjustments with Setagaya Ward at the time of the year-end settlement of 1950-51 fiscal accounts.

4. The Ministry of Welfare reported that Tokyo-to had been aware of the misuse of funds in Setagaya Ward and had advised Ward officials against the disbursements before the payments were actually made. The Ministry felt that the Tokyo-to Welfare Bureau had exerted as much pressure on the Ward officials in an attempt to dissuade them from improper use of funds as was consistent with current confused relationships between the To and autonomous ward units. In this instance improper expenditure of national and To funds was made entirely on decision of ward officials, including members of the ward assembly.

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353.81( )CAS-PW, subj: Maladministration of Public Assistance
in Tokyo-To

5. Ministry officials have also reported upon their investigation of alleged similar misuse of Daily Life Security funds in Shibuya and Toshima wards. Their investigations reveal that Shibuya ward officials had also determined to make use of Daily Life Security funds for year-end gifts but upon advice of Tokyo-to had financed the gifts from funds separately appropriated for the purpose by the ward assembly. Toshima ward did not use Daily Life Security funds but financed year-end gifts from separate ward funds.

6. Ministry findings indicate that the year-end distribution of funds in the three wards, Setagaya, Shibuya and Toshima were each the result of pressure being brought upon ward officials by the so-called day laborer groups in a series of mass demonstrations held during early December. Apparently elected officials, including the mayors and the assemblymen, were anxious to avoid further demonstrations for political reasons and were in agreement with any plans worked out by the ward welfare officials by which the demands of the groups could be met. The Ministry of Welfare was quite frank in indicating that the ward officials seemed to be motivated by political considerations rather than by any concern for the actual welfare of the day-laborer groups.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

J. K. O'BRIEN
CWO, USA
Adm Off

RECORDS

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RMS/ml/os

KPW 319.2

17 April 1951

MEMORANDUM THRU: Kanto Liaison & Coordination Office

FOR: Governor of Tokyo-To

SUBJECT: Irresponsible Administration of DLSL and Misuse of DLSL Funds Within Tokyo-To and Recommendations for the Correction and Prevention Thereof

1. A memo from this headquarters dated 12 April 1951 to the governor of Tokyo-To, subject "Conference Concerning Public Welfare Administration in Tokyo-To," stated that this headquarters at the time of the conference with Tokyo-To governor and other officials concerned would discuss details of the above-mentioned irresponsible administration and would also make recommendations to assure the elimination of present practices and the prevention of such practices in the future.

2. a. The following is a summary of a factual statement extracted from a special report previously submitted by this headquarters to SCAP, CAS, describing the events and occurrences which are considered to be direct or indirect violations of certain provisions of the spirit and intent of the Daily Life Security Law. During the latter part of December 1950, about 40 persons visited a ward office asking for year-end allowances. This group consisted primarily of day laborers. The ward chief, being in sympathy with the requests of the group, desired to grant their requests. There was a question as to whether or not the funds that might be granted to the group could be secured from DLSL. Ward chief conferred with certain ward welfare officials, and it was decided that every effort would be made to assist the group through DLSL funds. A plan was devised which provided that ward residents, primarily the day labor group, who desired DLSL protection should come to the ward office and request assistance. It was also decided that assistance would be given immediately to all persons who were felt to be in need of help or requiring assistance. As a result of these decisions, large numbers of people came to the ward office. The exact number is not known; inasmuch as many were turned away as being ineligible. There are no records concerning persons mentioned in the preceding sentence. However, a total of 204 persons, representing an equal number of families, were interviewed and were granted DLSL funds. According to the welfare officials interviewed, the funds were granted on the basis that the situation of the persons requiring assistance was "an emergency." However, it is the opinion of this headquarters that the situations of the persons appearing at the ward office during the latter part of December were not emergent.

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KFW 319.2
SUBJ: Irresp Admin of DLSL & Misuse of DLSL Funds Within Tokyo-To & Recom for the Correc & Prev Thereof

17 Apr 51

This opinion is based on several facts:

(1) Three of the families who appeared at the office and requested assistance and who were approved to receive DLSL funds had not called at the office for these funds as of 13 March 1951.

(2) All of the persons requesting assistance during the latter part of December had some income from regular or irregular employment.

(3) The ward welfare officials stated that there had been no previous cases of emergencies during the previous 12 months. It is not reasonable to believe that 204 cases involving emergencies would occur within a four-day period in December, while there had been no emergency cases during any other period of the year.

b. These cases were handled in the following manner: All of the case workers from the minsei-kan and minsei-jimusho within the particular ward were called into the main ward office on 28 December. As residents of the ward who were requesting special assistance came to the ward office, they were assigned to the case worker having jurisdiction over the area in which the resident lived. The case worker then conducted a brief interview. The welfare chief of the main branch of the ward office said that the longest time involved in interviewing was 15 minutes and that the average interview lasted about five minutes. Based solely on the interviews referred to above, decisions were made to grant payments from DLSL funds. A total of 204 families were granted ¥170,498. The 204 families were scattered among areas covered by 12 minsei-kan and/or minsei-jimusho. The payments to these persons were made from the ward office on 31 December. At the time the payments were made, the recipients were informed that they were receiving DLSL funds. The welfare chief of the main ward branch office said that all of the 12 welfare offices involved were instructed to make investigations of those persons who received the special grants. The investigations were to be completed as quickly as possible. As of 13 March 1951, the investigations had not been completed. However, it was reported that of the 204 families receiving grants in December, only 42 received grants in January. It is therefore assumed that at least 162 families were ineligible for the assistance given in December. This conclusion was stated by the CA welfare officer and it was accepted by the ward welfare officials.

c. Efforts were made to determine whether or not an application blank was actually filled out and signed at the time of the interviews referred to in the paragraph above. There were several conflicting

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

statements concerning this question. One ward welfare official said that the application blanks had been filled out at the time of the interview. However, the CA welfare officer in inspecting one of the welfare offices was informed that application blanks were not filled out. A special form apparently had been developed for this particular occasion, and the application form usually employed was not used at this time. In the same office referred to above, it was stated that the application blanks had been completed. The welfare officials, upon the request of the CA welfare officer, were not able to produce the application blanks. The regular application form requires extensive information which obviously could not be secured and recorded on the form within the five minutes which was reportedly the average length of the interview. The CA welfare officer asked ward welfare officials if they could produce 204 individual complete case records concerning 204 families which were given emergency DLDL aid. The question was not answered directly. It appeared obvious that the officials could not produce, as of 13 March 1951, the requested case records and files.

d. The several ward officials admitted that the practices used in giving DLSL to these 204 families are highly irregular. It was further stated that ward chief recognizes the fact that DLSL funds have been misused and is prepared "to do the right thing." It was reported that the ward chief may decide to invoke the provisions of Article 63 of the Daily Life Security law and attempt to collect funds paid in error.

e. It is believed that the occurrence described above violates, either directly or indirectly, the provisions of the following articles of the Daily Life Security law:

(1) Article 2 - This article provides that all citizens, insofar as they meet the requirements of the law, are entitled to receive assistance. It is believed that at least 162 of the 204 families did not meet the requirements of the law.

(2) Article 4 - This article provides that assistance will be provided on the condition that the person in need makes full use of all resources available to him. Inasmuch as there was no investigation of the 204 families, it is obvious that the ward welfare officials had no evidence that the persons to whom assistance was granted had made full use of resources available. It is recognized that this article provides that necessary assistance may be given without complete investigation in those cases where there is urgent need. It is the opinion of this headquarters that "urgent need" did not exist in relation to this group.

(3) Article 7 - This article provides that assistance shall be started on the basis of an application. There is

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

every reason to believe that formal applications were not submitted by any of the persons in this group.

(4) Article 8 - This article provides that the amount of assistance given will be determined by a standard set by the Ministry of Welfare. Since none of the persons in this group received more than ¥1,000, it is obvious that a standard was not applied.

(5) Article 20 - This article provides for the direction and supervision of ward welfare activities by the governor of the To. It is obvious that both direction and supervision were lacking or inadequate.

(6) Articles 25 and 26 - These articles provide for notification of the recipient in case the assistance grant is modified, suspended, or closed. No written notices were sent.

f. Because of the cumbersome administrative structure of the ward welfare operations and because of the lack of centralized control and authority of these operations, it was impossible to determine specifically the person or persons or the sections or divisions responsible for the program deficiencies and inadequacies described in this report.

g. This headquarters intends to bring to the attention of the governor of Tokyo-To the findings mentioned. It will be recommended that the governor take immediate action through the Tokyo-To Welfare Bureau to establish a new and special section within the To Bureau which will be responsible for inspection, supervision, and guidance of ward welfare activities within the branches of the wards and within the minsei-kan and minsei-jimusho.

3. It is recommended that the governor of Tokyo-To, through the Tokyo-To Welfare Bureau, take immediate action to establish a section within the To Welfare Bureau to be known as the "Guidance and Training Section." Guidance activities have been previously carried out in several divisions of the various sections. Under this suggested plan, all guidance functions would be pulled out of the divisions and organized and centralized in a section whose chief should have the same status as that of any other section chief. He should also have the authority and the responsibility for taking necessary action to correct the kind of practices previously referred to and to prevent the recurrence of such operational and administrative inefficiencies in the ward welfare offices. The number of personnel to be assigned to the guidance and training section should be determined by the Tokyo-To government and the Welfare Bureau. There should be no overall increase in the number of Tokyo-To

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Welfare Bureau employees and no increase in expenditures in establishing the guidance and training section. Personnel for the guidance and training section may be secured from other sections and divisions within the Welfare Bureau. The duties and responsibilities of the guidance and training section should be determined by the appropriate Tokyo-To government officials and should include, but need not be limited to the following:

a. The inspection and guidance of all ward welfare sections, branch offices of ward welfare sections, minsei-kan, and minsei-jimusho, in accordance with existing welfare instructions and legislation, such as the DISL. The inspection and guidance of the officials operating in the offices mentioned above should be conducted at regular intervals. Plans should be made that will assure that each instalation mentioned above is inspected and reviewed at least once each three months.

b. The training and education of those persons engaged in social welfare work who are operating in ward welfare sections, branch welfare offices, minsei-kan, and minsei-jimusho. A training schedule should be established and the training program should be so organized and planned that individuals receive specific training for the specific type of work for which they are responsible.

c. The inspection and guidance of public and private welfare organizations, agencies and institutions, in accordance with existing laws and regulations.

d. The activities of the guidance section should be so organized that the inspection of minsei-kan and minsei-jimusho will include, but need not be limited to, the following:

(1) Actual spot-checking and examination of case records, other documents pertaining to individuals and individual families receiving public assistance. The examination should be conducted for the purpose of determining the accuracy and completeness of the records.

(2) An examination and inspection should be made of the "record of the receptionist"* which is to be maintained in each minsei-kan and minsei-jimusho. The purpose of this inspection is to determine whether or not persons residing within the area covered by the minsei-kan or minsei-jimusho are being given the opportunity to request assistance.

(3) An examination and inspection of the "record of applications register". ** The purpose of this inspection should be to determine the efficiency of the particular office in handling applications which have come to that office.

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e. The guidance section should take action necessary to establish methods whereby policies, procedures, and practices of ward welfare offices, branch welfare offices, minsei-kan, and minsei-jimusho are continuously reviewed for the purpose of assuring that the policies, procedures, and practices utilized are in accordance with the laws and regulations pertaining to national welfare programs, such as DLSL. The guidance section should establish methods for examining and inspecting financial records and accounts concerning expenditures under the DLSL.

f. "Guidance section should take action necessary in establishing "record of the receptionist" which should be maintained by the receptionist or the person having the responsibility for meeting those persons from the community who come to the minsei-kan or minsei-jimusho requesting consultation and advice, assistance, or information. This record will include, but need not be limited to, the following informations

(1) Name of person coming to the office.

(2) Address.

(3) Nature of request (brief statement).

(4) Date person came to the office.

(5) Disposition (indicate action taken by receptionist).

(6) Date of disposition. (This will usually be the same as the date the person came to the office.)

g. ""The guidance section should take necessary action to establish for use in each minsei-kan or minsei-jimusho a "record of applications register" which should include, but need not be limited to, the following informations

(1) Name of the person making application.

(2) Address of the applicant.

(3) The kind of assistance requested (specify DLSL, CWL, Disabled Persons, or other).

(4) Date of application. (This will be the date upon which the individual asked for assistance and will be the same as the date entered upon the application blank which is signed by the applicant. This action will take place and be recorded before the investigation or decision is made.)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

KPW 319.2 17 Apr 51
SUBJ: Irresp Admin of DLSL & Misuse of DLSL Funds Within Tokyo-To & Recom for the Correc & Prev Thereof

(5) Name of person or section to whom case is referred for investigation or follow-up activity.

(6) Disposition of application. (Brief statement, such as approved for assistance or rejected, will appear in this column. Entries in this column cannot be made until all action has been taken; therefore, arrangements should be made whereby the information required for this column is given to the person or persons having responsibility for maintaining this register.)

(7) Date of disposition. (Enter in this column the date upon which final action was taken. This should include the date the application was rejected or approved for assistance. Entries in this column should not be made until final action has been taken; therefore, arrangements must be made whereby information required is given to the person or persons having responsibility for maintaining this register.)

4. It is requested that the governor of Tokyo-To advise this headquarters in writing concerning progress made in carrying out the recommendations listed above. The Public Welfare Section of this headquarters will be ready to offer any assistance or guidance to the To officials concerned in carrying out these recommendations. It is hoped that the requested report will be provided with the least possible delay.

JULIAN DAYTON
Colonel, Infantry
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RWS/ml

KPW 319.2

12 April 1951

MEMORANDUM THRU: Kanto Liaison & Coordination Office

TO: Governor of Tokyo-To
Attn: Acting Governor Okayasu

SUBJECT: Conference Concerning Public Welfare Administration in Tokyo-To

1. The Public Welfare Section of this headquarters has reported that in the process of conducting surveillance of the administration of public welfare programs in Tokyo-To, it has been observed that certain administrative and operational practices constitute irresponsible application of the Daily Life Security Law and the misuse of DLSL funds in some areas of Tokyo-To.

2. It is requested that the acting governor arrange an appointment for a conference with the undersigned. It is hoped that this conference may be held as quickly as possible. At the conference, this headquarters will discuss details of the above-mentioned irresponsible administration of the Daily Life Security Law and the misuse of DLSL funds. This headquarters will also at the conference present specific recommendations in writing as to the action which the To officials concerned will be requested to take in strengthening public welfare administration in order to assure the elimination of the present practices and the prevention of such practices in the future.

1 Incl
Translation

JULIAN DAYTON
Col., Infantry
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

Translated by Muramatsu

TRANSLATION
(翻訳)

(写) COPY

関東地方民事部覚書 KPW 319.2 昭和26年4月12日

経由： 関東連絡調整事務局

宛： 東京都知事（民安副知事気付）

題目： 東京都内公共福祉行政に関する会議

1. 当本部公共福祉課は、東京都内の公共福祉事業行政の監査の過程に於て、東京都内の数地域に於ける或る管理的及び運営的慣習が、生活保護法の無責任なる適用並びに生活保護費の誤用とを構成する事が認められた旨報告しまたった。

2. 副知事に於ては本官との会議の予定を準備されるべく要求する。該会議は可及的速かに行はれる事が望ましい。該会議に於て当本部は、上述の生活保護法の無責任なる運営と生活保護費の誤用との事例を討議するであらう。尚当本部は会議に於て、現在の慣習の除去と将来に於ける斯かる慣習の防止を確保する為の公共福祉事業の強化上、関係都官吏の執るべく要求される方策に関して、特定な勧告を提示するであらう。

部長 ジュリアン・デイトン

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Affairs Section
APO 500

353.81 (10 APR 1951)CAS-PW

SUBJECT: Maladministration of Public Assistance in Tokyo-To

9-323

TO: Chief
Kanto Civil Affairs Region
APO 500

1. Reference is made to letter, your headquarters, file KPW 319.2, dated 15 March 1951, subject: "Irresponsible Administration of DLSL and Misuse of DLSL Funds in Setagaya Ward, Tokyo-To."

2. Information contained in report referred to above has been discussed with Welfare Ministry representatives who indicated the following:

a. In December 1950 the Toshima, Shibuya and Setagaya Ward Chiefs, through the Tokyo-To Welfare Bureau, had requested Ministry approval to use Daily Life Security funds for year-end gifts to day-laborers. This request had been denied.

b. It was the impression of Ministry officials that the Toshima and Shibuya Ward Assemblies had appropriated special funds and that Setagaya Ward used funds other than Daily Life Security, for the year-end gifts.

3. The Welfare Ministry has been requested make further investigation and report its findings to this headquarters.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

J. A. O'BRIEN
CWO USA
Adm Off

CORDS

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

file

RWS/ml

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

KPW 319.2

15 March 1951

SUBJECT: Irresponsible Administration of DLSL and Misuse of DLSL Funds in Setagaya Ward, Tokyo-To

TO: SUPREME COMMANDER FOR THE ALLIED POWERS
Attn: Chief, Civil Affairs Section (Public Welfare)
APO 500

1. During the months of February and March, five visits were made to several welfare offices in Setagaya Ward. Conferences were held with the following persons: Messrs. Uemura, Minsei-kan chief; Aida, Minsei-kan protection division chief; Fujihira, Setagaya Ward welfare section chief; Matsuda, Setagaya Ward, welfare section, social affairs division chief; Yamada, Setagaya Ward, welfare section, social affairs division; Kawakami, Tokyo-To Welfare Bureau, protection section, guidance division; and Yamazaki, Tokyo-To Welfare Bureau, protection section, guidance division.

2. Prior to these visits, certain information had been received which indicated the misuse of DLSL funds. Efforts were made to so conduct the meetings that the local officials themselves would volunteer any information concerning the reported misuse of funds.

3. All of the conferences were characterized by consistently vague, inaccurate, incomplete, and contradictory statements.

4. It was learned that on 28 and 29 December 1950, a group of about 40 persons came to the ward office asking that the ward chief give them funds for year-end allowances. This group consisted primarily of day laborers. The ward chief wanted to grant the requests of the group, but felt that funds were not available for such purposes. The ward chief then conferred with certain ward welfare officials and it was decided that, if possible, the DLSL funds should be given to the day laborers. A plan was devised which provided that ward residents wanting DLSL protection should appear at the ward office and request such assistance. It was also decided that assistance would be given immediately to all persons who were felt to be in need of help or requiring assistance. As a result of these decisions, large numbers of people came to the ward office. The exact number is not known, inasmuch as many were turned away as not being eligible. However, a total of 204 persons, representing as many families, were interviewed and were granted the DLSL funds in the amount of ¥170,498. According to the welfare officials interviewed, the funds were granted

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

on the basis that the situation of the persons requiring assistance was "an emergency." However, it is the opinion of this headquarters that the situations of the persons coming to the ward office were not emergent. This opinion is based on several factors:

a. Three of the families who were approved to receive DLSL funds had not called at the office for their grant as of 13 March.

b. All of these persons had some income from regular or irregular employment.

c. The ward welfare officials stated that there had been no previous cases of "emergencies" during the previous 12 months.

5. These cases were handled in the following manner: All of the case workers from the 12 welfare offices within the ward were called in to the main ward office on 28 December. As residents of the ward came to the office, they were assigned to the case worker having jurisdiction over the area in which the resident lived, for an interview. These interviews were very brief. The chief of the Setagaya Ward Welfare section said that the longest time involved was 15 minutes and that the average interview lasted about 5 minutes. Based solely on the interviews referred to above, decisions were made to grant payments from DLSL funds. The number of families, the amount of money granted, and the office having jurisdiction over the families is indicated in the following tables:

SETAGAYA BRANCH

Name of Welfare Office	Number of Families	Amount
Komazawa	61	¥49,366
Setagaya	33	27,894
Hanegi	23	21,461
Matsuzawa	10	6,552
Kyodo	10	9,400
Ikejiri	10	7,820
TOTAL	147	¥122,493

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TAMAGAWA BRANCH

Name of Welfare Office	Number of Families	Amount
Okusawa	5	¥ 4,500
Seta	17	14,900
Tamagawa	0	0
Shinmachi	18	14,400
TOTAL	40	¥33,800

KINUTA BRANCH

Name of Welfare Office	Number of Families	Amount
Kinuta	11	¥ 9,265
Chitose	6	4,940
TOTAL	17	¥14,205

SUMMARY:

Setagaya Branch	147 families	¥122,493
Tamagawa Branch	40 families	33,800
Kinuta Branch	17 families	14,205
TOTAL	204 families	¥170,498

6. The payments to the persons indicated in the tables above were made from the ward office on 31 December. At the time the payments were made, the recipients were informed that they were receiving DLSL funds. Chief of the Setagaya welfare branch office said that all of the 12 ward welfare offices were instructed to make investigations of all recipients of DLSL. The investigations were to be completed as soon as possible. The investigations have not as yet been completed. However, it was reported that of the 204 families receiving grants in December, only 42 received grants in January. It is therefore assumed that the remaining 162 families were ineligible for the assistance given them in December. The ward welfare officials did not question this assumption.

7. Efforts were made to determine whether or not an application blank was actually filled out and signed at the time of the interviews referred to above. There were several conflicting statements concerning that question. One ward welfare official said that the application

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blanks had been filled out; however, Civil Affairs welfare officer, in inspecting one of the welfare offices, was informed that application blanks were not filled out. In the same office, it was later stated that the application blanks had been completed. The Civil Affairs welfare officer asked that the applications from that particular office be shown. The welfare office officials were unable to produce the application forms. The application form requires extensive information which obviously could not be secured and recorded on the form within the 5 minutes which was reportedly the average length of the interviews. The Civil Affairs welfare officer asked ward officials if they could produce 204 case records covering the 204 families which were given emergency DLSL aid. The question was not answered directly. The answer, based on observations, was obviously "No." It is believed that the Setagaya Ward welfare officials are aware that the incident referred to in this report is highly irregular, and they will undoubtedly make every effort to "cover up" these irregularities by setting up at this time case records and files which should have been completed prior to the time assistance was granted.

8. The several ward officials admitted that the practices used in giving DLSL to these 204 families are highly irregular. It was further stated that ward chief recognizes the fact that DLSL funds have been misused and is prepared "to do the right thing." It was reported that the ward chief may decide to invoke the provisions of Article 63 of the Daily Life Security Law and attempt to collect funds paid in error.

9. It is believed that the occurrence described above violates, either directly or indirectly, the provisions of the following articles of the Daily Life Security Law:

a. Article 2 - This article provides that all citizens, insofar as they meet the requirements of the Law, are entitled to receive assistance. It is believed that at least 162 of the 204 families did not meet the requirements of the Law.

b. Article 4 - This article provides that assistance will be provided on the condition that the person in need makes full use of all resources available to him. Inasmuch as there was no investigation of the 204 families, it is obvious that the ward welfare officials had no evidence that the persons to whom assistance was granted had made full use of resources available. It is recognized that this article provides that necessary assistance may be given without complete investigation in those cases where there is urgent need. It is the opinion of this headquarters that "urgent need" did not exist in relation to this group.

c. Article 7 - This article provides that assistance shall be started on the basis of an application. There is every reason to

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

believe that formal applications were not submitted by any of the persons in this group.

d. Article 8 - This article provides that the amount of assistance given will be determined by a standard set by the Ministry of Welfare. Since none of the persons in this group received more than ¥1,000, it is obvious that a standard was not applied.

e. Article 20 - This article provides for the direction and supervision of ward welfare activities by the governor of the To. It is obvious that both direction and supervision were lacking or inadequate.

f. Articles 25 and 26 - These articles provide for notification of the recipient in case the assistance grant is modified, suspended, or closed. No written notices were sent.

10. Because of the cumbersome administrative structure of the ward welfare operations and because of the lack of centralized control and authority of these operations, (see inclosure #1), it was impossible to determine specifically the person or persons or the sections or divisions responsible for the program deficiencies and inadequacies described in this report.

11. This headquarters intends to bring to the attention of the governor of Tokyo-To the findings mentioned. It will be recommended that the governor take immediate action through the Tokyo-To Welfare Bureau to establish a new and special section within the To Bureau which will be responsible for inspection, supervision, and guidance of ward welfare activities within the branches of the wards and within the Minsei-kan and the Minsei-jimusho.

FOR THE CHIEF:

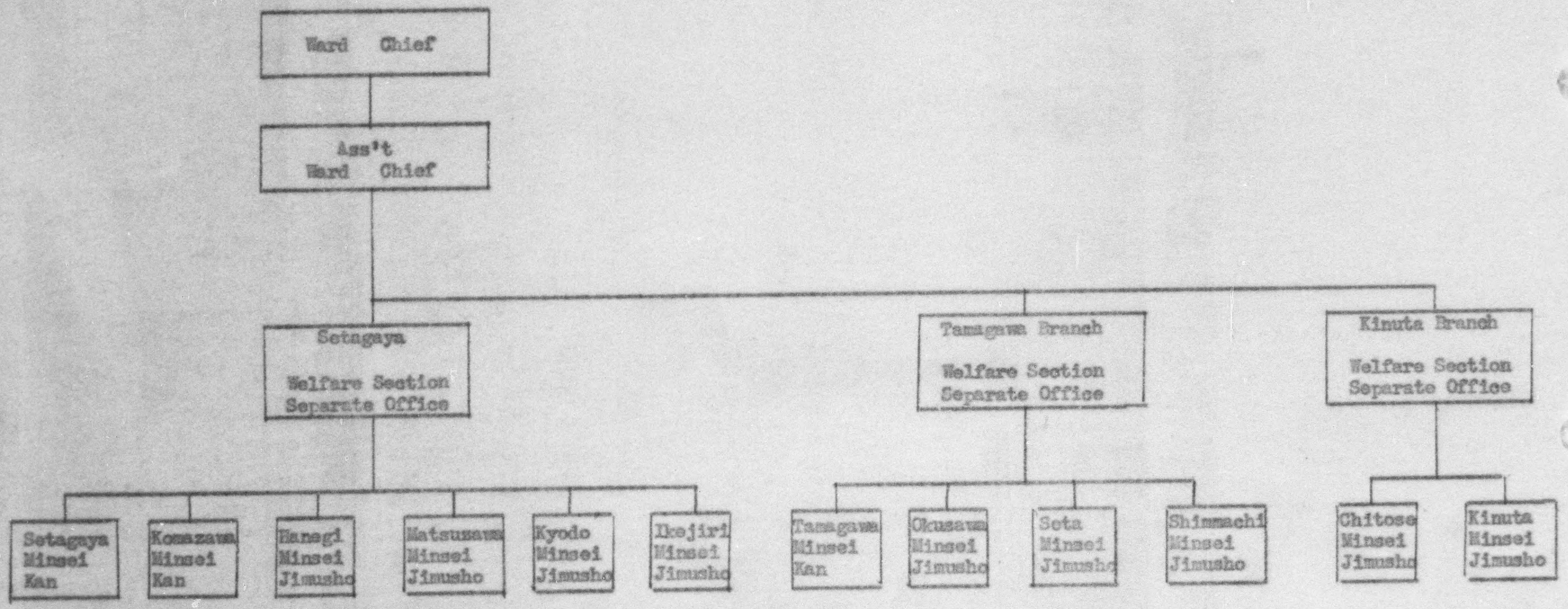
GEO. B. NIBLOCK, Jr.
Lt. Col., Infantry
Deputy Chief

1 Incl
Org Struc Welf Adm
(Setagaya Ward) (in dupe)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 743013

(Setagaya Ward)

ORGANIZATIONAL STRUCTURE OF WELFARE ADMINISTRATION



DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

RWS/ml

13 March 1951

MEMO FOR: Record

SUBJECT: Irresponsible Administration of DLSL and Misuse of DLSL Funds in Setagaya Ward

1. On March 12 and 13 visits were made at the Setagaya Ward Office and at the Setagaya Minsei-kan. Conferences were held with the following persons: Messrs. Uemura, Minsei-kan chief; Aida, Minsei-kan protection division chief; Fujihira, Setagaya Ward welfare section chief; Matsuda, Setagaya Ward, Welfare section, social affairs division chief; Yamada, Setagaya Ward, welfare section, social affairs division; Kawakami, Tokyo-to Welfare Bureau, protection section, guidance division; and Yamazaki, Tokyo-to Welfare Bureau, protection section, guidance division.

2. Prior to these visits, certain information had been received which indicated the misuse of DLSL funds. In conducting conferences, efforts at first were not made to inform local welfare officials that the misuse of funds was known to Civil Affairs. Efforts were made to so conduct the meetings that the local officials themselves would volunteer any information concerning the reported misuse of funds.

3. Both of the conferences were characterized by consistently vague, inaccurate, incomplete, and contradictory statements.

4. It was learned that on 28 and 29 December 1950, a group of about 40 persons came to the ward office asking that the ward chief give them funds for year-end allowances. This group consisted primarily of day laborers. The ward chief wanted to grant the requests of the group, but felt that funds were not available for such purposes. The ward chief then conferred with certain ward welfare officials and it was decided that, if possible, the DLSL funds should be given to the day laborers. A plan was devised which provided that ward residents wanting DLSL protection should appear at the ward office and request such assistance. It was also decided that assistance would be given immediately to all persons who were felt to be in need of help or requiring assistance. As a result of these decisions, large numbers of people came to the ward office. The exact number is not known, inasmuch as many were turned away as not being eligible. However, a total of 204 persons, representing as many families, were

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

interviewed and were granted the DLSL funds in the amount of ¥170,498. According to the welfare officials interviewed, the funds were granted on the basis that the situation of the persons requiring assistance was "an emergency." However, it is the opinion of the undersigned that the situations of the persons coming to the ward office were not emergent. This opinion is based on several factors:

a. Three of the families who were approved to receive DLSL funds had not called at the office for their grant as of 13 March.

b. All of these persons had some income from regular or irregular employment.

c. The ward welfare officials stated that there had been no previous cases of "emergencies" during the previous 12 months.

5. These cases were handled in the following manner: All of the case workers from the 12 welfare offices within the ward were called in to the main ward office on December 28. As residents of the ward came to the office, they were assigned to the case worker having jurisdiction over the area in which the resident lived, for an interview. These interviews were very brief. The chief of the Setagaya Ward Welfare Section said that the longest time involved was 15 minutes and that the average interview lasted about 5 minutes. Based solely on the interviews referred to above, decisions were made to grant payments from DLSL funds. The number of families, the amount of money granted, and the office having jurisdiction over the families is indicated in the following tables:

SETAGAYA BRANCH

Name of Welfare Office	Number of Families	Amount
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Ikejiri	10	7,820
TOTAL	147	¥122,493

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TOMOGAWA BRANCH

Name of Welfare Office	Number of Families	Amount
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Seta	17	14,900
Tomagawa	0	0
Shinmachi	18	14,400
TOTAL	40	¥33,800

KINUTA BRANCH

Name of Welfare Office	Number of Families	Amount
Kinuta	11	¥ 9,265
Chitose	6	4,940
TOTAL	17	¥14,205

SUMMARY:

Setagaya Branch	147 families	¥122,493
Tomogawa Branch	40 families	33,800
Kinuta Branch	17 families	14,205

6. The payments to the persons indicated in the tables above were made from the ward office on 31 December. At the time the payments were made, the recipients were informed that they were receiving DLSL funds. Chief of the Setagaya Welfare Branch Office said that all of the 12 ward welfare offices were instructed to make investigations of all recipients of DLSL. The investigations were to be completed as soon as possible. As previously mentioned, the investigations have not as yet been completed. However, it was reported that of the 204 families receiving grants in December, only 42 received grants in January. It is therefore assumed that the remaining 162 families were ineligible for the assistance given them in December.

7. Efforts were made to determine whether or not an application blank was actually filled out and signed at the time of the interviews referred to above. There were several conflicting statements concerning that question. One ward welfare official said that the application blanks had been filled out; however, Civil Affairs welfare officer in inspecting one of the welfare offices was informed that application blanks were not filled out. In the same office, it was later stated that the application blanks had been completed. The Civil Affairs welfare officer asked that the applications from that particular office

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

be shown to them. The welfare office officials were unable to produce the application forms. The application form requires quite extensive information which obviously could not be secured and recorded on the form within the 5 minutes which was reportedly the average length of the interviews. The Civil Affairs welfare officer asked ward officials if they could produce 204 case records covering the 204 families which were given emergency DLSL aid. The question was not answered directly. The answer, based on observations, was obviously "No."

8. The several ward officials admitted that the practices used in giving DLSL to these 204 families is highly irregular. It was further stated that ward chief recognizes the fact that DLSL funds have been misused and is prepared "to do the right thing."

9. Occurrences of this nature clearly indicate the emergent need for strengthening the supervisory responsibilities of the Tokyo-To Welfare Bureau over ward welfare administration.

ROBERT W. STEMPLE
Chief
Public Welfare Section

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

Obana/es

Min Ho Hatsu 730
7 April 1951

TO: Shibuya Ward Chief
(Setagaya)

FROM: Eiichi Isomura, Director of Tokyo-To Welfare Bureau

Concerning the Payment of Year-End Allowance to Day Laborers:

Regarding the year-end allowance given in your ward by application of DLSL public assistance to the demands of day laborers at the end of last year. We presume, the appropriate measure must already been taken since that time. But it has been regarded as serious matter at the Ministry of Welfare as well as G.H.Q. and KaCAR, and its measure has been under the discussion, and at this time they have reached the decision as to its measure. Therefore your action is requested in accordance with the following account as soon as possible.

Account

1. The granting of year-end allowance by application of DLSL is a violation and deviating from the basic intention of this law as well as the unjustifiable handling. Therefore, the entire cancellation of the assistance given by the law should be made and the have them return the whole amount of the grants.

2. With certain cases which are difficult to refund the grants for any existing reasons, the expenditure should be transferred to the ward expenditure, and should never be handled under the DLSL.

3. The amount obtained from this refund should be immediately returned to its respective source, and for any assistance grants deficit, the appropriation from the ward fund is requested.

4. Because of the necessity to make reports to the sources concerned, the action should be taken as early as possible and the report of the full account to the Guidance Division of Protection Section by April 15 is requested. (The same applies even with the case in which the action was already taken.)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775 013

Obana/es

Min Ho Hatsu 730
7 April 1951

TO: Ward Chief (exception of Shibuya & Setagaya)
District Office Chief
Administrative Branch Office
City Mayor

FROM: Eiichi Isomura, Director of Tokyo-To Welfare Bureau

Concerning the Payment of Year-End Allowance to Day Laborers

There has been instances in which Setagaya and Shibuya Wards had given year-end allowances by application of DISL public assistances to the demands of day laborers, at the end of last year. But the Ministry of Welfare, GHQ and also KaCAR have regarded this matter as especially serious, and its measure has been under the discussion, and at this time they have agreed in their opinion and the conclusion have reached, that this handling was a violation of the DISL, deviating from the basic intention of this law, and not a justifiable measure. Therefore the decision is made for the assistance by this law to be cancelled and the entire amount of the payment shall be made to return.

This notice is to inform you of the above decision, and the measures taken.

Furthermore, requesting your cooperation in appropriate operation of DISL public assistance system, and in handling needy persons, even those other than day laborers the special care should be taken to prevent the occurance of similar instances in the future.