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

337 (17 MAR 1950) CAS-PW

17 MAR 1950

SUBJECT: Conference on Administrative Review of Motogi Minsei-kan

1573

*2ms*

TO: Chief  
Kanto Civil Affairs Region  
APO 500

Inclosed herewith for your information is a copy of the results of a second conference held by Mr. Roland J. Artigues with officials of the Tokyo-To Welfare Bureau on findings of Mr. Artigues' Administrative review of Motogi Minsei-kan.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

1 Incl:  
copy-Adm Review

*J. A. O'Brien*  
J. A. O'BRIEN  
DCWO USA  
Adm Off  
ORD



## Administrative Review

Place: Welfare Bureau, Tokyo To

Date: 2 March 1950 (09:30 - 16:30)

Subject: 2nd Conference for Review of Findings of Review of Motogi  
Minsei Kan

## Participants: KaCAFF:

Roland J. Artigues, Welfare Officer  
Mr. Yoshida (J.N.), Interpreter

## Welfare Bureau:

Mr. Miki, Acting Chief  
Mr. Sekioka, Protection Section Chief  
Mr. Shimaoka, Children's Section Chief  
Mr. Saito, Livelihood Section Chief  
Mr. Tsukamoto, Investigation Division, General Affairs Section  
Mr. Momata, Guidance Division, Protection Section  
Mr. Imaizumi, Protection Division, Protection Section  
Mr. Ogino, Child Welfare Division, Children's Section  
Mr. Gomi, Investigation Division, General Affairs Section  
Mr. Takanabe, Miscellaneous Division, Livelihood Section

## 1. Article 89 of the Constitution.

a. As an addendum to previous comments on this question it was brought out that one public official - a Tokyo To auditor - is a member of the board of the Tokyo Public Dining Hall Association, heads its finance committee, and conducts annually a detailed audit of the accounts of the Association. He functions thus to serve as watch-dog of the approximately ¥300,000.00 of public funds - a subsidy to the association when it was organized.

b. Welfare Officer expressed the opinion that the subsidy might be a violation of Article 89 of the Constitution. The officials were not certain of the legality and said the matter would be examined, reporting to Welfare Officer later. Fear was expressed, however, that withdrawal of the money by the Tokyo To might so weaken the association that it might collapse.



## 2. Structure and function.

a. Welfare Officer suggested in detail a plan for rationalizing the organization and assignment of function in a local office. The elements of the plan are; division of work along lines related to carrying out the program; specific, individual assignment of activities and consequent responsibilities; and effecting clear and direct lines of supervision.

b. The discussion raised the question of the appropriate size of case loads of the field workers. The officials felt that it was not necessary to visit every family monthly - that some, whose situations had little prospect of change - could be reviewed quarterly. As no one could cite Ministry directives for compulsory monthly visits, the officials will search, and if none exists, will consider a revision of practice.

c. The officials agreed it would be helpful for a few of them to visit Urawa City Welfare Department to study thoroughly the operations.

## 3. Child Welfare Structure and Function.

a. The Welfare Officer outlined suggested functions and relationship of the field staff of the local office, the child welfare official, and the Child Welfare Center in terms of the paid field staff assuming the administrative responsibilities now placed in the Jido-ian; the child welfare official being a consultant to the local staff in comparatively simple situations, and in more complex cases being the case worker; and the center being primarily a diagnostic, consultative operation, but carrying primary treatment responsibility in the more extreme cases.

b. The chief of the Bureau Children's Section said that the child welfare officials were handling too heavy a case load and that he was anxious to explore the possibility of a change in function and assignment.

## 4. Changes Since Beginning of Review.

a. Even though at a previous meeting it had been stated that 2 additional persons had been added to the Motogi staff, this could not be confirmed at this meeting until after a phone inquiry had been made to the Motogi office.

b. No organization or functional changes have yet been made in Motogi, based on the review, as most of the recommended changes are incorporated in the proposed revision of the Daily Life Security Law which is to go into effect on 1 April 1950. The bureau officials have been waiting for these changes before taking action in Motogi. At Welfare Officer's request the chief of the Protection Section will draft plans and review them at a later meeting with the Welfare Officer.



c. The existing child welfare official vacancy in Motogi will be filled by a transfer of a child welfare official from some other ward. The Ministry has allocated 46 child welfare officials to Tokyo, and the present number is 48. Two will have to be removed by the end of this fiscal year. The present assignment of child welfare officials is on a ward branch basis. After the Welfare Officer's discussion of child welfare functions (3, a) it was decided to study the possibility of assigning the child welfare officials so that their areas would comprise whole Minsei Kan and Minsei-Jimusho. The ward branch division cuts across several Minsei Kan and Minsei-Jimusho.

5. Minsei-iin Since Receipt of Hatsu Sha No. 72.

a. Formerly a full schedule of training meetings for Minsei-iin was carried on, with particular emphasis on the provisions of the DLSL and regulations. These have been discontinued. Now bureau personnel attend the monthly Minsei-Jimusho Minsei-iin meetings. It was predicted that in the future there would be much less training for Minsei-iin.

b. Reaction of Minsei-iin to Hatsu Sha No. 72 was summarized as follows:

- (1) Half of the Minsei-iin oppose, and the majority of these are primarily concerned with the status and influence attached to being a Minsei-iin.
- (2) The other half favor the changes-these being, by and large, the Minsei-iin who are sincere and interested in their responsibilities. They feel that, freed from administrative details, they will be able to do more effective work.

c. The experimental paid worker program will be discontinued at the end of the present fiscal year. The program was a failure, having demonstrated nothing. For the past few months most of the paid workers have been doing special jobs not related to the DLSL programs.

6. Reports and data requested.

a. List by title and due date of all reports, except Insurance and Demobilization, prepared for the Ministry.

b. List of all private clubs, associations, organizations, etc. classified as welfare by name, source of funds, and stated purpose.

c. List by dates, amounts, and period of coverage of all DLSL funds received from the Ministry and forwarded to the wards.

7. The ward chiefs are active politically to secure the transfer of authority for welfare programs from the bureau to the wards, with complete



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autonomy and direct relations with the Welfare Ministry. The officials are quite apprehensive about this situation and indicated that the ward chiefs might succeed. They are opposed, but can do nothing in the matter.

8. As Kanda was rated as the best of the local offices it was agreed that a second administrative review by Welfare Officer would be stated on 13 March.

*Roland J. Artigues*  
ROLAND J. ARTIGUES, DAC  
Public Welfare Officer



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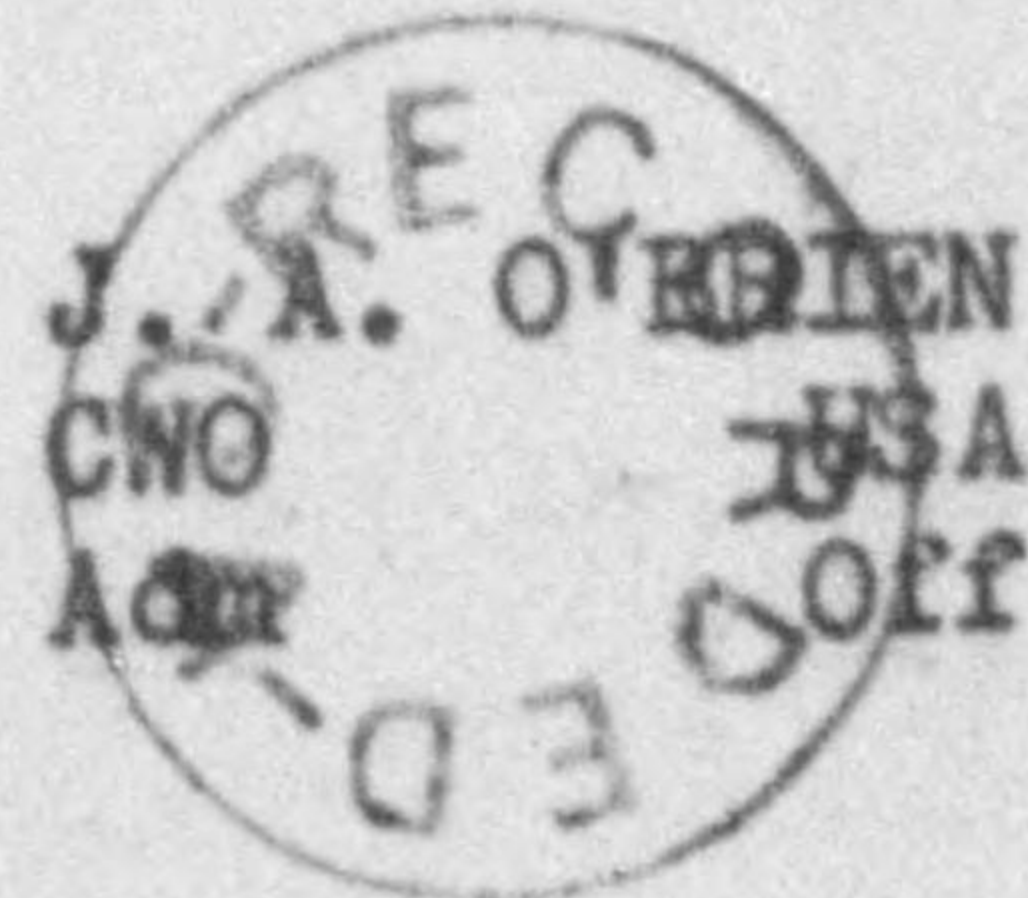
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FOR THE CHIEF, CIVIL AFFAIRS SECTION:

1 Incl:  
copy-Adm Review





## ADMINISTRATIVE REVIEW

Place: Welfare Bureau, Tokyo-to

Date: 28 February 1950 (09:30-12:15)

Subject: Conference for review of findings of review of Motogi Minsei-kan

Participants: KACAR: Roland J. Artigues, Welfare Officer

Mr. Yoshida (J.N.) - Interpreter

## Welfare Bureau:

Mr. Miki, Acting Chief

Mr. Sekioka, Protection Section Chief

Mr. Shimaoka, Children's Section Chief

Mr. Saito, Livelihood Section Chief

Mr. Tsukamoto, Investigation Division, General Affairs  
Section

Mr. Momata, Guidance Division, Protection Section

Mr. Ogino, Child Welfare Division, Children's Section

Mr. Yamashita, Protection Division, Protection Section

Dr. Kageyama, Liaison Officer, Welfare Bureau

## 1. Private Workshop in Motogi Minsei Kan:

a. During January 1950 this private workshop was taken over by the Welfare Bureau to be operated as a public agency. A copy of the written order effecting the take-over will be furnished the Welfare Officer. No money payment was made to the Prevocation Association; and all personnel so desiring were retained, but all base salaries were reduced to put them in line with prevailing To wage schedules. The officials said that they were aware of the violation as the Economic Stabilization Board had directed that subsidies to private agencies be discontinued. There are no other private workshops located in public buildings; and no money payments other than those authorized by the Child Welfare and Daily Life Security Laws are being made to private agencies, except, under approval of the Welfare Ministry, to 4 rehabilitation homes for prostitutes.

b. A copy of the ministry directive and details of the subsidies will be furnished the Welfare Officer. All of the officials now understand that Hatsu Sha 19 of 1948 and 4 of 1949 apply to all private agencies, and that there are no public employees rendering services to private agencies.

## 2. Article No. 8 of DLSE Enforcement Ordinance No. 38:

a. The discussion of the differences of opinion between the Welfare Officer and the bureau officials on the interpretation of Article 8 of DLSE



Enforcement Ordinance No. 38 of 1946 brought out that in addition to viewing this article to cover the absence of applications in rejections, it was also being used in cases receiving assistance when it was deemed better not to have a formal application. Illustrations were, "compulsory relief to the wife and children of a drunker father; and when the mother in a widowed household was too ignorant.

b. The bureau officials are now in agreement that Article 6 is intended to cover the granting of emergency assistance without prior formal application, to be followed after the emergency period by the complete procedure. They made reference to the draft of the proposed revision of the DLSL, which was sent by the Ministry. Article 25 spells out in full detail the above interpretation. The discussion that followed indicated the acceptance of this interpretation.

c. The volume of applications that will require processing and maybe field visits as a result of the above interpretation was discussed. The officials felt that "outrageous demands" should be rejected without further investigation. Prolonged discussion brought the thinking of the group to the point where the Welfare Officer could summarize the agreement as follows:

- (1) Persons coming to the welfare office will vary in their clarity of purpose. Some will be convinced of their need for assistance, and their situation will confirm this need; others will also be convinced but their situation might not be so clear and evident as to their need; still others, equally convinced, but clearly not eligible, will apply in honest error. Some will be demanding even in the face of ineligibility.
- (2) There will be those who come who do not know enough about the law and its provisions to know if they are eligible, or who do not know if they really want assistance. Some of these will be obviously eligible, some not so obviously, and others will easily realize that they are not eligible, or will decide they actually do not want assistance.
- (3) The function of the intake application interviewer is to receive all persons, explain briefly but fully the basic eligibility factors, secure the relevant facts about the applicants situation, including analysis of needs and income in relation to his eligibility, and reach a decision, on the facts, that will be as evident and logical to the applicant as it is to the interviewer.
- (4) Those applicants that are obviously, and without a doubt, ineligible and those who in reality were only seeking information can be rejected at the completion of the application interview - as long as the applicant has been given a clear statement of the basis of the rejection.



- (5) All facts brought out during the application interview (especially basic family data and budget material) should be reduced to writing - and the records preserved to permit review and analysis and justification for official action taken.
- (6) In all cases, a formal written notice of rejection must be issued, after the local welfare chief has reviewed the situation. This review is important as it enables a second, and more detached, appraisal of the facts. The original decision may be revised, and the application sent to a field worker for more detailed investigation.
- (7) The purely informational requests need not be classified as applications, but should be recorded in a day journal by name and nature of information sought. Extreme care must be taken that such requests are properly classified as informational and that the procedure not be used to "bury" actual, legitimate requests for assistance.

d. The above statement (c) represents the agreement of minds on the clarification of the interpretation of Article 8 of Ordinance No. 38. The officials indicated steps would be taken to revise the current practice.

e. Medical Aid Applications:

- (1) Medical aid applications are considered by the officials to be extremely involved, and doubt was expressed regarding the applicability of the above procedure. As no specifics were advanced the Welfare Officer requested a detailed description of the present practice. This was given, but with later revisions, and during the description several subordinate officials were summoned to the conference to furnish specific data about policy and procedure. The officials were frank in expressing apprehension in the handling of this program because of the great influence and prestige of the medical profession. They also indicated that they were distrustful of the ethics of the doctors, pointing out several various aspects of the procedures as being primarily directed to attempts to control abuse of the system. It was stated that the main source of income of most doctors is the National Health Insurance, Health Insurance, and the Medical Aid programs.
- (2) a When a person applies for medical aid assistance, it was at first stated that the interview was very brief, and that it was not considered an application. The person was always given a form, "Written Request to Doctor". The person then went to the doctor who conducted the diagnostic examination and if necessary began the treatment. He also



entered on the form an estimate of the cost. This cost included both the routine fee for initial consultation and for the treatment itself. The form was then returned to the local office, at which time the formal application was made.

- b At this point the application could be rejected in relation to the estimated cost and the family economic situation, or a field investigation decided upon. If rejected, either here or after the field investigation, the applicant would be responsible for paying both the initial consultation fee and the treatment fee. In approved cases only was the initial consultation fee the responsibility of the Medical Aid program.
- c (1) A later revision, correcting the above, indicated that rejections are made at the first contact, that some persons are refused the form, "Written Request to Doctor". It was estimated that these rejections are about 5% of the total. These rejections are only on "obvious" cases and are seldom recorded as they are not actually considered to be applications. A typical "obvious" case was a farmer with T.B., who owned 2 tan of land (3/4 acre) and 2 additional rent houses. As the monthly cost in a hospital for the treatment of T.B. was \$6,000.00 it was decided that the farmer had sufficient disposable assets to pay for the costs. This situation was recorded, as because of the long time implications of T.B., all applications involving this disease are fully investigated and recorded.
- (2) Another later correction advised that the welfare office is responsible for the payment of the initial consultation fee in all cases and for this reason rejections must be made in some cases at the initial request.
- d After the field investigation and approval a form, "Medical Ticket", is given to the applicant. At the end of each month the doctor submits the filled in forms to the ward office for payment, but only after the patient has reviewed and "sealed" each item of treatment to certify its accuracy. At first it had been stated that, 1) the doctor gave the form to the applicant, who returned it to the issuing office; 2) that the doctor submitted the form to the Medical Association, which then sent it to the ward office for payment. For those cases in which treatment is not completed in one month another "Medical Ticket" is issued by the local office.



- e In the ward office, since January 1950, there has been a Medical Investigation Committee composed of 7 physicians from the Medical Association and public hospitals. This Committee reviews all Medical Tickets for validation of the honesty or accuracy of the treatment given in relation to the illness. Any doctor's monthly bill exceeding ¥500,000.00 automatically is forwarded to the Tokyo To Medical Investigation Committee. This is done because a doctor with such a large income is too powerful for ward officials to handle.
- f (1) Applications for Medical Aid from families who are not receiving public assistance, in the 23 wards, never are enrolled in National Health Insurance. Families with Health Insurance are automatically ineligible, as Health Insurance will pay all costs. However after Welfare Officer asked about a dependent of a Health Insurance family which was unable to pay the  $\frac{1}{2}$  cost, the officials replied that such a case would be eligible, but they would be rare - not exceeding 2 to 3 per 300 cases. Practically all of the Medical Aid applications in the wards have no insurance of any kind.
- (2) Outside of the wards it was estimated that there is National Health Insurance coverage in about 60% of the area. In this covered area National Health Insurance pays  $\frac{1}{2}$  of the costs of Medical Aid, with the family paying what it can and Medical Aid the difference, or all of the  $\frac{1}{2}$  if the family can pay nothing. This sharing of cost to the extent of the family's capacity is true in all Medical Aid cases.
- (3) The welfare bureau does not have statistical data showing the percentage of Medical Aid cases carrying National Health Insurance nor the percentage of costs being met by the family's own resources. The statement was offered that the local offices did however have that type of information. The bureau agreed to cooperate with Welfare Officer in the preparation of a schedule to survey the Medical Aid situation at a later date. The Investigation Division of the General Affairs Section has made a survey of 200 Medical Aid cases in the wards, copy of which will be sent to Welfare Officer.
- g. Applications for Medical Aid from families already receiving public assistance are also given the form, "Written Request to Doctor". Upon its return with the cost estimate a decision is made regarding the need for an investigation. If the last review of public assistance



eligibility is more than a month old an investigation visit is made before issuing "Medical Ticket" form, and the previously described procedure is followed.

3. Recommendations and Agreements:

a. The Welfare Officer pointed out that the two application visits to the office by the applicant could be reduced to one if the procedure were changed whereby the estimate forms would originate with the doctor - thereby eliminating the first visit to the welfare office - which usually resulted in nothing more than the issuance to the applicant of the form, "Written Request to Doctor".

(1) The officials countered with the following objections, of which the last two only are realistic and can be considered valid:

a The doctors are too powerful as most of their income is from Insurance or Medical Aid programs, and therefore they would be difficult to handle.

b Doctors could abuse system by giving unnecessary treatment. (It was admitted after discussion that, actually, abuse by unnecessary treatment can be detected and remedied only by the Medical Investigation Committee.)

c Under the present system the doctor is more assured of being paid the initial consultation fee as the welfare office pays for all persons who are given the form "Written Request to Doctor".

d By the same token the form "Written Request to Doctor" in the possession of the applicant assures that he will be seen by the doctor. Without it it is probable that very few poor persons would be seen because the doctors would fear they might not be paid. *whereas, they get paid anyway.*

e The suggested system would enable those "obviously" ineligible persons to receive the initial diagnostic examination and commit the welfare office to the payment of the initial consultation fee.

(2) The Welfare Officer withdrew the suggestion made (See d, 3, a above) for further study and consideration of the factors involved.

b. As the Welfare Officer had commented that the practice of rejecting Medical Aid applications without a record being made was contrary to good administration, the bureau officials decided to consider the matter and prepare instructions for a revision of the procedures.

*Paul [unclear]  
Welfare Officer*