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In the November session of the Diet, the bill of revision of the Public Service Law was passed and the formation of unions by public servants became illegal. 121 labor unions in the prefecture, therefore, were treated as being dissolved.

Most of the unions which broke up of their own accord, were those formed by workers following medium and minor enterprises readjusted according to the realization of the Three-point Wage Principle and the Nine-point Economic Stabilization Principle.

The League of Democratization of "Sanbetsu", etc. appeared, and the trend of labor movement was towards more democratic management of unions.

There were 79 disputes. The typical ones were: the wholesale leave-taking tactics taken by government employees in April in demanding betterment of treatment, the strike resorted to by the coal miners' unions demanding wage-boost, and the strikes by the electric workers that occurred in May, July and December.

Of these, 24 cases were handled by the labor committee.

1949: The revision of the Labor Union Law, which brought about an epochal change in the relations between labor and capital, was promulgated on June 10, 1949. A more democratic and healthy labor movement was launched and developed.

In view of the fact that most unions had been too passive to have them qualified, and dominated by the minority of officials, the revised Labor Union Law, it may be said, developed a new phase in the history of labor movement.

As a consequence of the enactment of the Law, the obligation of reporting the formation of a union was rescinded, and the exact number of labor unions since July is unknown.

Towards the end of June, there were 8 unions formed, 9 unions dissolved, and 4 unions disapproved as disqualified by the labor committee.

The following list offers a picture of the yearly progress made in the formation of unions in different industries.

Yearly Formation of Labor Unions in Different Industries

Year		Manufacturing	Mining	Transportation	Fishery	Commerce	Public Service	Others	Total
1946 (End of December)	No. of Unions	92	66	53	5	11	54		281
	No. of Members	60,256	32,228	13,683	2,624	1,269	14,860		124,920
1947 (End of August)	No. of Unions	126	72	66	8	13	95	4	384
	No. of Members	60,343	32,748	12,054	3,505	1,666	17,323	1,158	128,797
1948 (End of August)	No. of Unions	177	95	79	13	25	164	10	563
	No. of Members	40,019	46,310	20,184	6,444	2,423	22,413	10,624	148,417
1949 (End of June)	No. of Unions	161	90	28	9	24	101		413
	No. of Members	46,051	44,238	4,641	5,990	3,493	14,752		119,165

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b. Education:

1. Labor schools and their management:

Labor union had been organized for the first time in Nagasaki Prefecture in 1945. In the beginning of 1946, establishment of labor unions had been accelerated rapidly, but there was no conspicuous sign of labor education activities.

A labor school affiliated to the Japan Federation of Labor was established at Emukae-machi, Kitamatsuura-gun and opened in October of same year. Two schools of same kind were opened - one at Nagasaki City in November and the other at Sasebo City, in December.

In 1947 the standing labor school was established at Nagasaki under sponsorship of leading citizens. The director of this school was Mr. Tetsuo Fukuda who was then chief of port section, Nagasaki City office. Lecture courses were given three (3) times in this school in 1947.

Attendance of the second and the third term reduced in number gradually and this labor school not having been able to be financed by the lecture course fee, which was the principal and only sources of the expenditure of the school, was discontinued after the expiration of the third lecture course term.

The lecture course was given at Takashima Branch (Takashima Coal Mine) of Kyushu Labor School which was regularly opened at Fukuoka.

Such being the case, we had no labor school at Nagasaki for a while.

Around the end of 1947 the prefectural labor administration sect on, taking the initiative, consulted with Nagasaki area labor union about labor education. Therefore Nagasaki area labor school was established under sponsorship of Nagasaki area labor union supported by this section.

The first lecture course of this school was given in and from June 1948 and the second one was opened in September.

Sasebo area labor school was established at Sasebo City in the same condition as mentioned above after consultation of this section with the representatives of Sasebo area labor union and then the first lecture course of this school was opened at 1 October 1948.

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Hashima Labor School was established under sponsorship of youngmen's department of coalmine labor union at Hashima.

In 1949 the first term lecture course of Nagasaki area and Sasebo area were finished and the second term lecture course are under preparation.

Though conferences and lecture courses on labor problem were frequently held under sponsorship of the administrative authorities, labor union or other group concerned, general workers' knowledge of labor was very poor.

To make up for above defect, Labor schools under sponsorship of the Labor Administration Section were established at Shimabara and Isahaya City respectively in July 1949 and lecture course in this school is to be opened to general workers for about a week a month.

At first the lecture course was to be given every month, but the office duty of the responsible lecturers who are officials of Prefectural Government and Labor Offices presented them from their frequent lectures.

Accordingly, there held two lecture courses at Shimabara and one at Isahaya and no more to date.

Afterward the summer and autumn labor schools were opened under joint sponsorship of Labor Ministry and Nagasaki Prefectural Government.

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2. Labor Libraries:

Location	Number of libraries	Number of books	Population to be reached	Admission fee
In Labor Administration Section, Nagasaki Pref. Gov't	1	1,165	Members of labor unions in general	free
In local labor administrative offices	7	30 (in each library)	ditto	free

(1) The books of labor libraries include those on labor, society, culture, education, and other items pertinent to labor education.

(2) Number of the persons to whom books were loaned out amounted to 150 persons per month on the average.

(3) Trend of the issue of books pertaining to labor during four (4) years (1946 - 1949) is generally as follows:

In 1946 and 1947 a large number of books were received which are the instructive primer of labor, those to elevate laborer's conciousness of class etc., for example:

"Primer of labor union"

"Story of labor movement"

"Political Activity of laborers"

In 1948 and 1949 many books were obtained which put forcuss on such practical activities as gradual guidance of labor union to sound impartiality and democratization of labor union by the members in general, for example:

"Democratic activities of labor union"

"System of labor union"

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3. Printed matters etc.

Though labor education by printed matters or other materials is significant, the Labor Administration Section, Nagasaki Prefectural Government could not operate in full swing except to distribute the labor education materials sent by Labor Ministry as the section did not connected with labor standard offices and had many unfavor able factors such as shortage of personnel and short funds at the period when the section's business was opened.

The Labor Section issued the printed matter for the first time, overcoming many unfavorable factors in July 1947 "Nagasaki Labor News No.1" (50 Copies) was issued and sent to key labor union in Nagasaki City. This paper won popularity and the section was requested to increase the issued number of this paper but we could not meet this request owing to the above-mentioned unfavorable factors.

However, 500 copies of this paper were printed at a printing plant and distributed to every union in this prefecture thru labor administration office.

After this, "Nagasaki Labor News" was published in succession month after month extending No. 33 under improved conditions.

This paper's circulation is apt to be limitted to the key staff of labor union but not to reach to the general members.

For the workers who have not affliated with a labor union, an effort is being made to disseminate labor information by "Nagasaki", the Organ of the Prefectural Government which is issued by the Information Section and in which some easy labor articles are inserted.

Beside this, pamphlets and leaflets such as "Labor Union and Women", "Sixteen Principles of Japanese Labor Union", "Collection of the Revised Labor Laws and Regulations", "Kawanami Trial", "Labor Union and Living Cooperative Union" etc., posters, handbills were published to help promote the Union's Activities.

The following events have given the general public information of labor unions:

Labor Material Show:

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Nagasaki: .5 - 11 March 1949.

Sasebo : 17 - 23 March 1949.

Labor Union Athletic Meeting and Music Concert:

Nagasaki: 3 - 7 September 1949.

Motion Picture Shows (with 5 sets of projectors and 100 reels of film) and paper picture plays (with 2 sets of show boxes) were given throughout this prefecture.

Especially in the Outlying islands which have no Cultural facilities, Visual education has been given effectively.

C. Labor relations (including collective bargaining procedures, general observations and recommendations on labor administration)

Collective bargaining.

Because of the speedy adoption of prearranged plan in terms of protection and furtherance of the labor unions since the enforcement of the Labor Union Law, the labor movement has developed too rapidly, aggravating the confusion ensuing the defeat in the war. It is perfectly fair to say that the labor and management relations has lost equilibrium. Even those labor agreements which have hitherto been concluded are not based upon the mutual respect for the right of the labor and management, without any careful and particular considerations being given.

But the change of the labor policy has called for the kick-back of the employers and the self-consciousness of the labor unions, the contents of the agreements having been dealt with in detail and the companies and workshops consistent with the actual conditions have gradually increased, but there are very few which have materially clarified the normative items under the circumstances of instability of prices, and the chaotic condition of the economic field.

Since the end of last year in particular, the guidance and recommendation by the Labor Administration Section for all the labor unions with regard to the mutual respect for the rights of labor and management, the extent of application, the peace items, the term of validity, the discontinuance of grant-in-aid for expenses, etc. have gradually taken effect.

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The following is the status of the labor agreements concluded, classified by the fiscal year.

Year	Those concluded in peace	Those attended with disputes
1946	40	1
1947	49	2
1948	65	-

4. Employment Security and Unemployment Insurance Programs:

a. Organizations, management and supervision of the Public Employment Security Office, especially activities of prefectural managerial staffs.

The Labor Office, as the only organ for administering employment and labor, was abolished after the surrender throughout Japan, and on April 8, 1947, the Public Employment Security Office came into being. Those established at that time in this prefecture numbered 15, including principal offices and branch offices. However, as the result of subsequent revisions and the pressure or slack of business matters, they were either unified or abolished as below:

June 3, 1948: Nagasaki Public Employment Security Office was abolished.
Sasebo Public Employment Security Office was abolished.
Omura Public Employment Security Office was abolished.

October 15, 1948: Arikawa Branch of the Fukue Public Employment Security Office was abolished.

November 1, 1948: Toyosaki Branch of the Tsushima Public Employment Security Office was abolished.
Seto local office was elevated to a branch office.
Omura Branch of the Isahaya Public Employment Security Office was elevated to a principal office.

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Thus, there are now 8 principal offices and 10 branch offices and places and areas under their jurisdiction are shown on the annexed table.

Two and half years have now elapsed since the establishment of the Public Employment Security Office. Looking back on the management of business matters connected with the above office, the general public could not, at the time of its establishment, escape from the old idea they had entertained regarding the now defunct National Labor Mobilization Office and those who regarded it as a service organ and requests for its services were few in number. Consequently, it was extremely difficult for the office to work as efficiently as had been expected of it.

However, as the result of never-ending efforts made by the office on the dissemination and publicity regarding its nature and the truly democratic management of the office matters having as its objective the offering of services to the public according to the Employment Security Law, the office gradually began to enjoy the confidence of the public. And now, due to the cutting unemployment situation, the number of people requesting its services have suddenly increased, and the current situation is such that the office is now being pressed with work.

The last personnel readjustment has resulted in the loss of 33 employees by the above-mentioned number of employment security offices and judging from the present situation, it is believed that smooth business management is considered difficult unless the office is authorized to increase the personnel.

The Public Employment Security Office is under the jurisdiction of the Employment Security Section, Labor Department of the Prefectural Government. The Governor, the Director of the Labor Department and the Chief of the Employment Security Section are always assisting the work by supervision and by giving guidance, sometimes in writing.

Conferences are held three times a year for the chiefs of employment security offices and branch offices as well as for the chiefs of various sections concerned whenever they are found to be necessary when necessary instructions are given, at times, visits are made to each office to encourage officials concerned so as to elevate the standard of business administration.

In accordance with the instruction from the Central Government, two inspectors are permanently attached to the Employment Security Section who are to visit and inspect working

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places twice or three times in three months. Officials concerned are also despatched for technical inspection for guidance and supervision.

b. Basic Public Employment Security Office Operations such as Placement Service, Employers relations and Vocational Guidance.

It goes without saying that the Basic Public Employment Security Office operations lie in the fair placement of services. Though the main point had been laid on the mobilization of labor, by the power of state in the war-time, the essential reform in the vocational administration has been performed with the enforcement of the Public Employment Security Law of 1 Dec. 1946, and subsequently the office has come to the fore as a democratic vocational administration organ both nominally and virtually.

It is the basic service of public employment security office to give every job-hunter a chance for any job suitable for his own ability. In other words, their basic services are to fulfil their duties in the placement of services, the esteem for free selection of his job, the equal treatment, and the abolition with the discrimination of race, nationality, and religious faith.

When applications for job-opening and job-hunting are accepted by the agency concerned, the employment relations between offerer of job-opening and job-hunter will come into being through the good offices of the agency concerned.

If chances to select the suitable job easily and the proper vocational guidance to increase the adaptability for job are given to the job-hunters while the appropriate guidance and assistance as to the recriut, choice and displacement of workers are given to the offerers of job-opening, there will be employment security and then we will contribute to the development of industry and the financial prosperity in Japan.

Some laborers having been employed owing to the sudden rise of the peace industries and the boom of rural and fishing districts after the termination of the war, it seemed that there was a balance between the above two sides temporarily.

In the business world depressed by inflation, stringent monetary situation and other unfavorable conditions, the volume of job opening has gradually reduced and job-hunters have come to cherish a hope in him to obtain a settled job instead of an unsettled one. Therefore, the business of public employment security office has become more busy than ever, and, furthermore, the discharge of a great many workers under the enterprise

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readjustment based on the Economic Nine (9) Principles for 1949 and the release of public employees of central and local government under the administrative adjustment have made the placement service vigorous more and more.

Though the proper steps such as unemployment insurance, finding of new field of job-opening etc. have been taken to meet above condition, numeral non-equilibirium between both sides (job-opening and job-hunting) or unsuitabilities of labor condition to job hunters made difficulty of finding employment conspicious.

The proper vocational guidance was given to minor applicants, the handicapped applicants and those applicants whom the vocational guidance was necessary. Especially for the minor applicants the vocational guidance Conference has been set up in each public employment security office as the consultative organ to ask expression of opinions to all quarters concerned. This conference consists of school teachers, employers and members of P.T.A.

In commemoration of Mrs. Helen Keller's coming to Japan in summer last year (1948), the handicapped persons' employment acceleration enhancement week was set up and is to be observed annually since then in order to give the suitable job to the unfortunate applicants.

The familiar talks of the handicapped were held at Isahaya City in September 1948 and at Obama, Omura and Kawatana National hospitals in September 1949 and the opinions were exchanged with each other in it and, furthermore, lecture course on mimeograph printing were held to give them some excellent technique.

At the familiar talks of employers in each public employment security office area, proper guidance and assistance were given them, the informations of workshops and PES office being exchanged with each other to solve employment problems favorably.

To the workshops which hire more than 50 workers, the responsible officials were sent to have the thorough-going information of the actual employment condition as well as to give the proper guidance and assistance to the answering their consultation about industrial problems.

Conferences with the leading employers or the employers representing a certain businesses respectively were held under the sponsorship the prefectural government in order to

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the well-informed situation of the business world from all quarters and to achieve their duty for leading the industrial world with might and main.

Conclusion:

The employment administration being carried out by the officials concerned with public employment security in Nagasaki Prefecture at present has been substancially innovated, comparing with that during the wartime and before the enforcement of the Employment Security Law, and then the authorities concerned have been doing their best to fulfil their duty as public servants.

C. Unemployment Insurance:

1. It is considered that in this prefecture there are 2,200 working places to which this law ought to be applied (the number of the insured: 130,000). Immediately after the enforcement of the law at the end of 1947 the number of the working places applied actually was only 1,100. Afterwards upon investigation it was found that at the end of July this year this law was applied to 2,013 working places (the number of the insured: 124,977), but among these the working places belonging to civil engineering and construction and service business are not included to which this law was applied on 1 August this year. The presumed number of these newly applied working places is 230 (the number of the insured: 5,000) and as of the end of September the working places which have submitted the applications actually were 130 (the number of the insured: 2,306).

2. In the beginning of the enforcement of the law the premium which must be paid by these working places every month was about ¥5,000,000. Afterwards due to the wage raise and the increase of the above-mentioned applied working places the premium has increased every month and in May this year it has amounted to about ¥18,000,000 (half of it was paid by the insured and the remaining half was borne by the employers). However since about the middle of this year the rise of wages has stopped and since them the premium has been about ¥17,000,000 every month. Since June this year, in accordance with the revision of the law the premium has been arranged to be calculated according to the wages including temporary allowances, so it ought to have increased suddenly, but it seems to depend upon recent business depression that the premium has not increased.

3. Immediately after the enforcement of the law in the beginning of 1948 the premium paid actually every month was only about 50%, which was in a very deplorable condition. Therefore since about

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August last year the prefectural government has started a movement improving the results of premium collection by the guidance of the Labor Ministry and the cooperation of the Civil Affairs Team. Consequently since the end of last year the collection rate has risen by degrees and at the end of April this year the collection rate amounted to about 93%. However, since the middle of this year due to financial difficulties enterprise readjustment period having come, the rate has begun to go down and as of 15 September it has amounted to about 75% (the amount in arrears: ¥25,000,000).

In order to tide over this condition the plans for the encouragement of the premium collection were decided to be carried on from October to December this year throughout the whole prefecture, and the authorities concerned are waiting for the necessary budget to come.

4. As to the payment of insurance money including allowances to the unemployed immediately after the enforcement of the law in the first half of 1948 the actual number of persons received every month was 150 and the money paid ¥200,000. Even in the beginning of 1949 the actual number of persons and the money did not amount to 200 and ¥1,000,000 respectively. However since April 1949 the payment of the insurance money has begun to increase rapidly as below.

April	Actual number of persons:	742	Money:	¥1,120,000
June	"	1903	"	4,430,000
August	"	3389	"	11,800,000

In September this year it is considered that the actual number of persons and the insurance money to be paid will probably reach about 4,500 and about ¥16,000,000 respectively, which is much larger than estimated amount to receive: ¥13,000,000. As has been mentioned, there is a marked non-payment of premium in Sasebo and Kita-matsuura-gun districts where many coal mining industries are found, and at the same time a large amount of insurance money was paid in Sasebo and Kita-matsuura-gun districts where after the termination of the war unsound expansion of enterprises was made, but recently enterprise readjustment is being expedited. For instance: In August the amount in arrears was about 70% and both the amount paid and actual number of persons received were 60% through the prefecture.

5. Since the enforcement of the law, for the expediting of the presentation of application forms, full payment of premium, and the prevention of the waiver of the right to receive the

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insurance money, propaganda has been made by radio, pamphlets, leaflets, posters, newspapers, lecture meetings, and in connection with labor unions, but the results were not good. Especially in the coming November premium collection will be enforced for the day laborers receiving insurance money, so large scale propaganda is under contemplation.

D. Control and supervision of undemocratic recruitment practices, specifically with reference to labor bosses, illegal labor recruitment, private employment exchange control:

a. Labor recruitment;

Control of labor recruitment practices was transferred to the jurisdiction of Public Employment Security administration from that of the Police Administration, when the nurses' agency and housekeepers' agency, being under pure collie-contract system, were the main target of control.

On 1 December, the Public Employment Secnrity Law was enacted, and consequently general labor recruitment was thoroughly banned from 1 March 1948. At the same time, regular labor recruitment has been extended to an exceedingly wide range. However, in case any labor is offered by an agency of any other party to any employer under the contract, it will be banned being considered as a illegal recruitment, unless four contract terms (provided in the said Law) are endowed with it.

In this prefecture, a drastic ban measure was taken first among stevedores, nurses' agency, shipbuilding, and successively to coal mining, and general constructions. By August 1948, almost all the vicious bosses were slashed down, and thorough-going investigation has been made into small-scale organizations thereafter. A keen surveillance is now being made.

The result of this work thus far follows:

Number of bosses slashed	806 cases
Number of Laborers who were released	16,145 persons
	(as of 20 Sept. 49)

b. Control on violation of labor recruitment.

Strenous efforts are being made for controlling the illegal labor recruitment, but it is exceedingly difficult because of being carried out ingeniously and secretively.

c. Private Employment Fxchange:

Number of private employment exchange authorized by Labor Ministry at present follows:

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3 Nurses' agency — 1 in Nagasaki city
1 in Sasebo city
1 in Isahaya city

1 Geisha girl agency in Sasebo city

E. Vocational Guidance

Vocational guidance aims of providing sound and proper occupations to the unemployed resulting from the end of war, by instructing them into special technical abilities as early as possible.

In 1946, under the approved budget the work set in for training of the following regular persons totalled 300 persons as a Public Utilities:

Building worker, welder, dressmaker (in Nagasaki city) bamboo-ware worker, (in Isahaya City), painter, pipe layer (in Sasebo city).

Since then, in February 1947 fiscal year, there increased 50 regular wood-workers in Nagasaki City.

In 1947 fiscal year, the pipe-layer guidance Center in Sasebo was closed and a ceramic worker guidance center was newly established at Oriose-mura, Higashisonogi gun for the purpose of training ceramic technician.

Later on, contrary to the depression in painting circles, the building industry became active in Sasebo because of rehabilitation of buildings that had suffered from war disaster. Therefore, training for building worker being considered to have been indispensable in Sasebo, the training for painter was replaced with that of building worker in September, the same year. The budgetary amount for 1947 fiscal year totalled ¥ 1,266,399. With the enforcement of Public Employment Security Law on 1 December, 1947, this work was also managed under the new system based on the said law, and started operation as a Public Vocational Guidance Office for the purpose of making smooth andfavorable connections between employers and job-seekers appearing at the Public Employment Security Office.

In 1948 fiscal year, the budget, amounting to ¥ 5,984,682, was approved for running the work under same subjects and regular persons as in previous fiscal year. However, there was enacted a regulation titled "Enhancement Removation Program for Public Vocational Guidance Office" by Labor Ministry in December 1948, emphasizing the completion of substance of work. Therefore, the training regular persons on each subject was reduced to 30 persons respectively (50 persons are set for dress-making alone), totalling 230 persons.

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In 1949 fiscal year, the same policy as in previous fiscal year is also being taken in principle, and as for the expenditure of this work, which is being borne in full by the government subsidies hiterto, there was newly enacted the "Regional Finance" in which the coverage is stipulated that two-third of expenditure should be covered by the Government, one-third by regional prefectural government. In current fiscal year, the budgetary amount approved totalling ¥ 7,339,165, of which ¥ 2,200,979 with the borne by the Government and ¥ 5,135,186 by this prefecture. Training regular persons numbered 220 persons as of end of August, to which the persons under training are 234 persons, showing 106%.

Since inauguration of the work, the graduates of the guidance course totalled 1,206 persons, of which 653 persons have been placed, 502 persons have engaged in individual business and some 95% of graudates are devoting themselves to rehabilitation of industry.

F. Unemployment Counter-measure (Unemployment Situation, adjustment on public utilities and unemployment counter-measure in districts)

a. Unemployment situation:

As of 26 April 1946 (First investigation since the end of war)

		Male	Female
Full unemployment	55,045	37,603	17,442
Latent unemployment	49,663	38,335	11,328
Total	104,708	75,938	28,770

As of 1 October 1947

Full unemployment	19,238	13,021	6,217
Latent unemployment	99,127	64,520	34,607
Total	118,365	77,541	40,824

The formal statistical investigation was made only twice as above.

As of September 1949 the unemployed increased with the number mentioned below due to the individual adjustment and adminitrative readjustment:

		Male	Female
Industrial adjustment	4,828	3,738	1,090
Administrative "	2,373	1,793	580
Total	7,201	5,531	1,670

b. Public Utilities (inaugulated in October 1946)

From October 1946 - March 1947

Actual number of laborer employed 4,761
(Including 2,623, the actual number of unemployed
(person employed)

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From April 1947 - March 1948

Actual number of laborer employed 4,434
(Including 1,908, the actual number of unemployed
(person employed)

From April 1948 - March 1949

Actual number of laborer employed 8,323
(Including 3,982, the actual number of unemployed
(person employed)

From April 1949 - August 1949

Actual number of laborer employed 6,082
(Including 2,017, the actual number of unemployed
(person employed)

The actual results of the public utilities are as stated above, and this work is being run by the Public Works Integrate Management Steering Committee, the organ of Management Adjustment.

G. Labor Market Analysis (Including occupational analysis and Public Employment Security Office operation)

a. In October 1945, just after tne end of war, the "Labor Mobilization Office" had its name changed into the "Labor Security Office" and undertook the works of labor disposition and employment security after abolishment of the wartime system with its labor mobilization work.

Owing to the incompleteness of law, however, the adjustment of demand and supply of labor was not conducted satisfactorily under the circumstances where it was impossible to make correct investigation of the labor market.

On December 1, 1945, the nation-wide registration of inhabitants was enforced and information as to labor potentiality was thereby obtained, though incompletely. Unemployment situation was made clear to a great extent, but a complete grasp of the labor market situation was not possible owing to incomplete registration.

Then the Employment Security Law was enacted on December 1, 1947, By which a scientific method of labor security administration was established. The law embodied itself, for example, in the "decision of main labor demandand supply circles" (Article 6 of the Law), the "operation reports submitted by the prefectural government and the Public Employment Security Office" (Article 13), "the investigation report on demand and supply of labor" (Article 14) and the classificiation of occupations, the vocational explanations, the industrial services (Article 15), etc.

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By these measures of the law, it was possible for the employment security office to collect correct information of various kinds. Such information has served as materials in drawing up operational programs and policies as well as in making various sorts of statistics.

A minute investigation is being recorded in reference to the number of the unemployed and date of the unemployment, the intention of the employer, and the inclination of the labor union. By which steps, catching a complete standing of industrial adjustment, the PESO and the Competent Section in the prefectural government are forming up plans for securing employment and providing measures for unemployment.

b. Quantity and Quality of Employment.

The most active months in offering jobs were the period from January to May, October and November, and the offering number averaged about two thousand five hundred (2,500) per month, while about one thousand (1,000) to one thousand five hundred (1,500) per month in the period from June to September. According to another investigation, the allocated persons for coal mines were counted about fourty thousand (40,000) of which about ten thousand (10,000) persons were supplied by the third quarter year. In clothing industry, the supplying target was two thousand five hundred and thirty five (2,535) persons, of which one thousand three hundred and twenty one (1,321) persons were supplied. The job offering for day laborers were counted one million eight hundred and ninety seven thousand two hundred and fifty two (1,897,252) in all, and one million eight hundred fourty three thousand six hundred and ninety four persons (1,843,654) were employed.

In 1948, the job offering averaged three thousand (3,000) per month, of which about nine hundred (900) person per month were employed. This increase of the employed as compared to 1947 was owing to the expansion of public works, as the private industry was rather inactive. The change according to the month was same as 1947.

As the coal mining industry was restrained to employ new persons except filling up of vacancies by the labor increase control measurement decided on the Cabinet council in May, only about two thousand(2,000) persons were employed through the Employment Security Office in spite of eight thousand (8,000) acceptable persons, showing remarkable decrease as compared with 1949. The suspension of coal mine subsidies compelled some coal mines to adjust employees and thus had a remarkable effect on the labor demand. Owing to the instruction of nine economic principles in November, some of general industries and coal mines reduced employees, and the quantity of employment has gradually been on the decrease.

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In 1949, the enterprise adjustment has continually occured, and about seventeen thousand (17,000) persons were already been fired, according to the statistics of information. This will due to the promotion of enterprise rationalization by the balanced budget and the establishment of single exchange rate. The increase of employment will not be expected for some time owing to the rising of the quality of laborers, the fixation of labor and enterprise adjustment.

c. Quantity and Quality of Labor Power.

As of October 1, 1947, labor power in the prefecture proved to be six hundred seventy eight thousand eight hundred and fourty six (678,846) persons (44% of total population) which consists of five hundred sixty thousand three hundred ninety one (560,391) persons of the full-employed, ninety nine thousand one hundred and twenty seven (99,127) persons of the part-time employed and nineteen thousand three hundred and twenty eight persons of the unemployed. The full employed and the unemployed substantially show the labor surplus owing to the lack of jobs caused by the lack of materials and capital. The above labor power were investigated and registered separately according to the Employment Security Office and sex; industry and sex; industry, age and sex; industry, position in job and sex, and consequently the quantity and quality became clear. Similarly, the unemployed were investigated and registered according to the former job, sex and age, and the quantity and quality also became clear.

Although the completely unemployed decreased as compared with census of April 26, 1946, the latently unemployed increased showing the economic instability or labor instability. The repatriates and demobilized men were counted one hundred and three thousand four hundred and seventy three (103,473), of which seventy seven (77) percent were completely employed, sixteen (16) percent partially, and seven (7) percent remained unemployed.

However, the labor power gradually increased by the promotion of repatriations and school graduates.

The total number of job seekers in 1947 were seventeen thousand seven hundred and fifty three (17,753), of which eight thousand seven hundred and seven (8,707) were employed through the Employment Security Office. These job seekers were mostly the unemployed, and the rest were repatriates, demobilized men, war-victims and others. In 1948, new and regular job seekers grew larger and larger in number, and this phenomenon has come down to 1949. This is due to the appearance of the latently unemployed and the increase of the unemployed owing to enterprise adjustment and administrative adjustment. Although the number of the unemployed were about nineteen thousand (19,000) as of October 1947, the person of under-employment were found pretty many in number as the result of the investigation, and it was expected that these people might possibly become jobless according to the economical change. Since the latter half of 1948, the unemployment insurance beneficians have gradually increased.

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and the period of unemployment have grew long, showing the increase of the unemployment as well as that of job seekers. Now, it is very difficult for the unemployed to get an employment.

Putting the above-mentioned facts together, the demand and supply in labor market has lost balance, and its adjustment is the most important problem for the employment security administration by the prefecture.

At the time of economic stabilization policy, the rationalization of enterprises has brought the reduction of works and the decrease of employment, while the labor surplus since the wars endhas caused the increasing tendency of the unemployed.

As for the changes of labor, the rates of employment and unemployment are both falling, and are gradually fixing. Therefore, the difficulty of securing employment will grow still more worse hereafter.

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HEADQUARTERS
NAGASAKI CIVIL AFFAIRS TEAM
APO 24 Unit 5

Quadrennial Legal & Government Historical Progress Report

Prepared by:

RICHARD G KING
1st Lt FA

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The Legal and Government Section of the Nagasaki Civil Affairs Team was organized in October 1946 under the title of the Public Safety Section although its functions encompassed most of the functions it is responsible for today. In April 1947 the section was renamed the Legal and Government Section and was given a new head, Capt Robert M Arnold, who remained with the section until his return to the US in June 1949.

During the early stages of organization there was little in the way of directives for guidance and the work that had to be accomplished had to be done according common sense and good judgment. As time went on, however, the pattern became well defined and directives from higher headquarters came through clarifing and directing the course of action.

As in the case all over Japan, the local governments here was practically at a standstill awaiting orders and instructions which were not long in coming. The Nagasaki Military Government Team took the local governments by the hand and began to show them what was desired and what was meant by representative government. The transition has been rapid and as thorough as time, language barrier, and allout effort would permit. As rapidly as one program got to rolling, a new program was initiated. The Japanese were anxious to cooperate and to learn, which accounts largely for the rapid progress made to date.

In December of 1947 the Surveillance of the Japanese National Tax Program was initiated and became the responsibility of the Legal and Government Section of this team. The success of these surveillance teams can be seen by the percentage of taxes collected against the quotas laid down by the Finance Ministry. Through concentrated efforts the percentage for the 1947-48 fiscal year was 110.9% of quota. During the 1948-49 fiscal year it was 124%. This year the drive is continuing with pressure being placed on a goal of 100% collection of the taxes due. Early reports seem to indicate that around 95% of that goal may be reached by 31 March 1950. This is due to efforts of the tax surveillance teams, increased efforts on the part of the Japanese tax officials and the continued efforts of all to educate the people as to the importance of taxes and their relationship to a strong, sound government.

The Potsdam Declaration specified that the Japanese would be completely disarmed, and a large portion of the responsibility for this has been placed upon the shoulders of the Legal and Government Section. Many swords, fire arms of all types and other dangerous weapons have been confiscated. The police, both Municipal and National Rural are still conducting drives in this regard with many weapons being picked up. Swords that were considered art objects or museum pieces were allowed to be retained by the Japanese providing they had them registered.

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Some of the officers and enlisted men whose efforts helped make the work of this section so successful are: Capt Robert M Arnold, Signal Corps, who laid the ground work and built the section up to peak efficiency. 2nd Lt Thorps, Infantry, was the first tax surveillance officer. 1st Lt Harold F Bentz, Jr, Infantry, carried on after Lt Thorps left as tax surveillance officer but was also given additional duties. 1st Lt John M Croxton was also tax surveillance officer with additional duties of Civil Property Custodian for this team. 1st Lt Richard G King, FA, tax surveillance officer, Civil Property Custodian and chief of the Legal & Government Section from 5 July 1949 until the team closed. Maj Rolland M Knobbs, FA, was chief of the section from 8 June 1949 until 4 July 1949 when he took over the duties of Executive Officer of the team. Sgt 1st Class Emil Roycik joined the team in November 1947 and was assigned to this section at that time. His work was excellent and contributed largely to the successful functioning of the team. Sgt Arthur Christ joined the section early in 1948 and also became a valuable member of the team.

There were seven indigenous employees in this section whose sincerity and loyalty meant much in the successful completion of our mission. They are: Mr. Norio Takai, technical advisor and interpreter; Mr. Yukitoshi Satoh, interpreter; Miss Takako Kamiya, typist; Mr. Eijiro Morita, technical advisor; Mr. Juichi Kobori, field investigator; Mr. Katsuta Sakai, field investigator; and Mr. Torahiko Kihara, translator. These people were ready to serve us any time we needed them and were on call 24 hours a day. Their loyalty and excellent work was more than was expected and all expressed the desire to remain with the team until its dissolution.

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Matters pertaining to Local Autonomy

Local Autonomy in Nagasaki Prefecture has and is progressing in a most satisfactory manner. Although the Local Autonomy Law was promulgated on 17 April 1947 little headway was made. At the beginning the prefectural and local officials did not thoroughly understand its function and the natural tendency of the Japanese to place responsibility on higher governmental authorities aided in this rather slow start. However, when a Legal Government team composed of members from the Legal and Government sections of GHQ, SCAP and 8th Army arrived in Nagasaki for a two day lecture conference in regards to Local Autonomy, the ball began to roll and has been gaining momentum ever since. As a result of this conference a series of nine (9) prefectural wide conferences were held with important local officials from the cities, towns and villages of each area in attendance and they in turn disseminated the information to the local citizenry through public forums. Thus Local Autonomy began to take effect.

Local elected officials were encouraged to assume the responsibilities given them by the law and to discharge their responsibilities toward the people. The voters were told of their responsibilities and how the quality of their government depended upon them voting for the people they wished to represent them. In the general election of members of the House of Representatives in 1949 63% of the eligible voters voted which was considered very good. Since then local elections have recorded as high as 97% of eligible voters voting.

The assemblies of cities, towns and villages have shown fortitude and strong democratic principles in the executing of their functions. This is due largely to the gaining of experiences while doing their work and also to the pressure placed upon them by radical groups such as the Japan Communist Party who forced the various assemblies to learn more about their duties in order to counteract the undesirable propaganda. Today local autonomy seems to be firmly rooted in most of the prefecture.

In the larger cities, however, local autonomy has not progressed as rapidly as desired although it is progressing. This is because of larger pressure groups who are taking more active participation in local affairs and who are able to more or less intimidate the members of the assemblies. This is evidenced by the reluctance of the assemblies to enact certain laws that are unpopular with these pressure groups, notwithstanding the fact that such ordinances would be of great benefit to all the citizens.

The prefectural assembly is showing very healthy signs and as experience is gained, their functioning will improve. At present they are doing a good job and seem to be well inculcated with the representative government idea. However, surveillance over their activities should continue, although to a lesser degree.

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There are many branches of the National Government in Nagasaki Prefecture but there is little or no interference with any of the local government or their agencies. These central government agencies on the other hand cooperate and assist whenever requested to do so.

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Matters pertaining to Political Parties

Political party activity in this prefecture is carried on by the national political parties as there are no local political parties. Prefectural and other local governments office holders are predominently independent, with the Japan Communist Party making the only political party bid at elections. At present, however, the Democratic Liberal Party is making itself known in the prefectural assembly with many members joining this party. This would indicate that the next prefectural assembly election may see national parties playing an important roll in these elections.

Some new parties are coming into being and some old parties are being revived, the most notable of which is Rikken Yosei Kai, rightist organization. This party is a reorganized party, dissolved during the war, and operates on the Tenno (Emperor) spirit. This is more of an anti-communist organization than anything else but may become interested in political activities in the future.

Adherence to party platforms is fair considering that these parties are just learning about politics as we know them. It is believed that future platforms will be more realistic as more about them and their import is learned.

In the last general election held for house of representatives 528,365 voters voted out of 798,599 registered voters, or 63%. All elected members of house of representatives are members of the Democratic Liberal Party although indications were that the votes were cast for the man rather than his party affiliation. In this election the communist party showed strong increases in strength throughout the prefecture but CP candidates as such has yet to be elected. Some CP's pose as independents until elected then after being elected let the fact be known that they are either members, about to become members or are leaning strongly toward the communist party theory. Such officials become very unpopular, and as a result, in one village a recall election of the Communist Mayor is about to take place.

There are only a few cases of violations of the election laws and these violations more or less minor. The procurators are investigating such violations and will indict and prosecute wherever such action is warranted.

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Matters pertaining to Courts and Administration of Justice

The New Code of Criminal Procedure which was promulgated on 5 July 1948 and became effective 1 January 49 has completely modified the legal principles and practices which have been rooted in Japan for many years. The new procedure is designed to guarantee citizens' constitutional rights, and to modernize and humanize the age old concepts of the old procedure.

The relatively long period between enactment (5 July 48) and enforcement (1 Jan 49) enabled judges, procurators, lawyers, police and other legal practitioners to familiarize themselves with the sweeping innovations of this new procedure. These agencies in Nagasaki conferred at length several times during that period to enhance the practice of the new procedure. Then came the most difficult job of disseminating the ideas of civil liberties based upon the new code of criminal procedure. The local authorities experienced many difficulties in presenting explanations of civil liberties because of the many technical aspects and their own lack of knowledge in this regard. However, lecturers did excellent jobs at key conferences in Nagasaki, Sasebo, Mushosu and Izuhara between 5 - 15 December 48. In this information campaign every media available was used: namely, newspapers, movies, slides and poster exhibitions covering Habeas Corpus, Inquest Committee, Popular Controls over Judges, and the Impeachment Act, distribution of locally prepared pamphlets, - distribution of pamphlets sent out by the Justice Ministry, and projection of a series of 41 photographs covering the rights of an accused from suspicion thru arrest and public trial were arranged by National Rural Police Prefectural Headquarters.

Immediately after each key conference public forum groups held meetings in each community and the people were given an explanation of the new procedure.

In complying with the requirements of the new code, the Nagasaki District Court Building was completed on 31 March 49, with all the court rooms designed in accordance with the new code of procedure. The other courts throughout the prefecture are remodeling their courts accordingly.

Although at the beginning of the use of the new procedure operation was not smooth, the courts and judicial authorities have been and are adapting themselves to the changes and so there have been no reported cases of violations of the procedure.

The first violation of Labor Relations Adjustment Law in Japan was prosecuted in this prefecture on 18 June 49 when the directors of the Kawaminami Shipyard Co were prosecuted by the Nagasaki District Procurators Office, found guilty, and sentenced to four months penal servitude. The case was appealed to the next higher court which sustained the findings of the District Court but changed the sentence from penal servitude to a fine which was paid.

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While the courts and procurators are complying with the provisions of the new code, they still rely too heavily upon Tokyo when new or unusual cases are presented. It is difficult for them to assume the responsibility of interpreting the laws without first receiving an okay from Tokyo. This is partially due to the fact that they are appointed by the Attorney General and feel that if they make decisions on their own they may become in disfavor with the Tokyo officials. Also, the New Code is new to them and both the procurators and judges are naturally a little timid in its use for fear of abusing it. The sincerity of the judges and procurators in their desire to make the new code work is beyond all doubt, but we must consider the fact that the New Code, which changes the old judicial system of long standing, has been in operation for only nine months and its operation is something that is completely new and different to them.

The new code is speeding up the processes of law particularly in the criminal courts and the back log of cases has been reduced from over a thousand to less than three hundred in this prefecture in the past 6 months. The judges are rapidly getting adjusted to the new system but all admit it is difficult to listen to a case and render a decision justly. However, experience of the past nine months has shown that the courts for the most part have done an excellent job in handling the cases brought before them.

In summing up, it can be said that the New Code of Procedure is finding favor in the courts and the procurators are being wooed over rapidly as they become more familiar with its operation and purpose. Everyday finds the procurators and judges taking more responsible action upon their shoulders without getting prior concurrence from Tokyo.

The recommendation for the Courts and Procurators would be a complete divorce from Tokyo, throwing complete responsibility of interpretation of laws upon the local courts without concurrence from Tokyo. It is felt by this headquarters that Tokyo still has too great an influence upon these administrators of justice which has a tendency to slow down the processes of justice and the carrying out of their assigned duties.

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Matters pertaining to Police

The progress of police activities has been exceedingly gratifying and today the local police are doing the job for which they are intended.

The Nagasaki branch of the National Rural Police are not excersising any control over the Municipal Police although the coordination between the two is all that could be desired. In almost every town where there is Municipal Police the police excercize their duties in the manner as prescribed by law.

There have been a few isolated cases of brutality by the police but these cases were quickly rectified. The police chiefs are alert and anticipate trouble far enough in advance to take the necessary measures to avoid major violence. It is the opinion of this headquarters that the police of this prefecture both NRP and Municipal Police are all that could be desired. They are doing everything within their power to protect the civil liberties of the citizen.

Recommendations are that the smaller villages, particularly in Tsushima, combine the Municipal Police with the NRP as the villages and towns are unable to support a sufficient number of police to maintain the degree of safety desired. The problem there is even more acute with the additional problem of illegal entry. Considerable thought should be given to this problem.

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Tax History

There are eight (8) national tax offices in this prefecture, Nagasaki, Isahaya, Shimabara, Sasebo, Hirado, Fukue, Bushozu and Izuhara. Four (4) of these tax offices are located on islands as much as 70 miles away from Nagasaki. Bushozu on Iki Island, Izuhara on Tsushima Island, Fukue on Fukue Island in the Goto Island Chain, and Hirado on Hirado Island.

At the beginning of the surveillance on the Japanese National tax program, there were many difficulties to overcome such as lack of knowledge of Japanese tax administration and laws, anti tax activity by JCP and some sabotage by the All Japan Finance Employees Labor Union. Through the efforts of the tax surveillance teams in studying and understanding the Japanese tax administration and laws the difficulties were overcome and tax collections began to roll in.

At the end of 1947-48 fiscal year, the national tax collection in this prefecture was considerably lower than the quota set. The quota assigned to this prefecture for 1947-48 fiscal year was ¥199,837,000, but the tax collected as of 31 December 1947 was ¥702,149,000 or 35.3% of the quota. A drive was conducted by the tax surveillance teams and Japanese tax officials to reach the quota before end of the fiscal year. In the month of January 1948, the sum of ¥237,508,000 was collected which was about 3 times that collected in December 1947 and the sum of ¥456,197,000 was collected during the month of February 1948. By March of 1948, the end of the fiscal year, ¥1,911,088,000 or 95.5% of the quota was collected. Six (6) out of eight (8) tax offices had collected over 100% of their quota by this date. Collections made during the month of April, an additional month allowed for collection by the Ministry of Finance, brought the total collection for this prefecture for the 1947-48 fiscal year to ¥2,195,536,000 or 110.2% of the assigned quota.

There were many cases of delinquent taxes the past years, and after the completion of tax collection for 1947-48 fiscal year, the tax surveillance teams started work on a drive for the collection of these delinquent taxes. Working first on the tax payers who owed more than ¥1,000,000, then on tax payers who owed more than ¥500,000, and so on down the list. The delinquencies are still too high but more possitive steps are being taken to liquidate them during the present fiscal year. Some tax offices report that only 1948-49 delinquent taxes remain to be collected and that those delinquencies are not large.

Education of the Japanese tax officials and the tax payers is constantly progressing. Information as to how to make out the provisional returns and how the taxes are used has been and still is being given to the public through the use of press, radio, bulletin boards, loud speaker systems, and other forms of information media. As the result of the education program, the June provisional return for 1949-50 fiscal year

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was considerably higher than last year. Every tax office in this prefecture has reported that 70% to 80% of the tax payers have filed returns, although the amount of tax reported was less than was estimated by the tax offices.

Tax collection for 1949-50 fiscal year is progressing smoothly and with little interference. The Ministry of Finance has set up a temporary quota for each tax office which is about 1.7% of last year's quota. This prefecture has collected as of 30 September 1949, 38.2% of this years quota.

Experience has proved that surveillance of Japanese National tax program should be continued as far as possible, especially in regards to the drive on delinquency reduction and the dissemination of information to the public. Close surveillance also should be maintained over every tax office. Experience also shows that yen quota goals for tax collections has a tendency to create unfair collections therefore it is suggested that future quotas be set at total tax collection.

As the result of over 22 months of the tax surveillance program, the knowledge of Japanese tax officials and employees has improved considerably. Many schools in this prefecture have included classes in taxes as a part of the regular school curicula which is meeting with success. By the end of September 1949, every tax office in this prefecture had received a set of the "Report on Japanese Taxation" by the Shoup Mission. It is a great stimulus, as well as a good guide for the tax officials and the officials are greatly interested in it.

There have been few tax evasion cases prosecuted but only a few cases have been uncovered. As the tax officials learn more about their jobs they are uncovering more cases of tax evasion and improper returns.

The efficiency of the tax offices is getting better through increased knowledge and experience.

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Conclusions and Recommendations

The over-all picture in this prefecture can be viewed with optomism for great strides have been made toward the ultimate mission of the occupation.

Communism is rapidly loosing ground and is becoming very unpopular due to their violent manner and their constant talk of revolution. However, the communist still pose a threat and local citizens are quite apprehensive for the future. The police are alert and are keeping their eyes open in an effort to anticipate any trouble that the communist groups may try to create.

The courts are coming along about as well as could be expected and in the over-all picture are doing a good job. However, they seem reluctant to stand up for the property owner and his rights. This is having a deleterious effect in that the property owners are avoiding the courts because they feel that their problems will not be considered justly over those who are transgressing upon their rights. Efforts have been made and are being made to point out to the courts the seriousness of this situation, and it is too early for a reaction to such efforts. In this particular type of dispute the outlook at present is not too good. The courts are in need of the power of "contempt" and instructions on individual rights and how they can and should be protected.

Political activities are quiet but during election periods the various parties do make full use of law in an effort to get elected. Lack of interest has been noted in local elections and even in people desiring to run for office. This is due largely to the fact that they fail to realize how their lack of interest can work against them or the harm that can be caused by not having sufficient number of people running for office to create competition. Efforts to point this out have met with success.

While there is still some anti tax manuvers being made the efforts are not as dominant as they were. The tax collectors are collecting the taxes notwithstanding, and are still putting out public information in tax education.

The Japanese people in this prefecture have for the most part, cooperated to the fullest extent in the program laid down by SCAP. It is felt that they like what we call "democracy" and it is believed that they do not wish to see it go. However, they still need guidance for they still do not realize the powers they possess. Local governments in the large cities are either autocratic or are bowing to the wishes of the communist pressure groups to the disadvantage of the private citizen and tax payer. In the smaller towns and villages democracy seems to be far advanced and these assemblies seem capable of taking action in spite of the communist pressure.

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It is recommended that close surveillance be maintained over the large city administrations to insure compliance with the local autonomy laws.

Taxes, of course, still require close surveillance and will for some time to come. The tax officials are still not sufficiently impressed with the importance of their jobs and will accept a promise to pay all too easily.

Education of the people in regards to their responsibilities and control of local as well as national governments should be continued. Much publicity should be given to the need for a public safety law that controls parades, demonstrations and assemblies. Thus the people could bring pressure to bear upon their assemblies to enact such a law.

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KAGOSHIMA

QUADRIANNUAL HISTORICAL PROGRESS REPORT

LEGAL & GOVERNMENT

1. The Japanese had a local autonomy law which was enacted in the Meiji Era, but actually it did not give the local autonomous bodies the exclusive right to pass by-laws which suited different communities at random. The governor was appointed by the emperor and the mayors and assembly members were elected by popular vote, but regardless of the fact that the mayors and assembly members were elected by popular vote the administration and by-laws were based on instructions or the will of the central government and not on the will of the people as a rule.

   Another point of significance was that the finance of the local autonomous bodies were supported by the central government a great deal through subsidies which were appropriated through national taxes collected from the entire nation. This was one factor in which the local autonomous bodies were forced to rely upon the central government and in turn had to follow out the will of the central government which was controlled by a few people with the emperor as a sacred figure behind the regime.

   It can obviously be seen that as far as law making and administration is concerned on the local autonomous level that it is absolutely necessary for the people to think for themselves and not receiving orders from higher above and at the same time permit each autonomous body to have a healthy finance to back them up without any help who might in turn tell them what to do.

   Now with this in mind we can analyze the past 4 years and see what progress has been made.

   Immediately after the termination of the war the minds of the people functioned just as it had been with the exception that General MacArthur took the place of the emperor to a certain extent and believed that they had to comply with the will of SCAP. This was quite natural but they hesitated to do anything until the word came down to do so, but gradually some of the people, in the meantime, grasped the general idea of democracy and began to do more and more on their own initiative. Recently, you can see many persons holding office on the city level or above take positive actions on their own initiative, but on the town and village level the majority still has a trend to wait for instructions from the prefectural level or above or wait for cities or other larger bodies to act first. The general trend of the people in responsible positions is the same but you can see little by little that men with their own initiative and an aggresive mind is increasing, desirous of passing or doing what is necessary for their own community and not

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pleasing the central government or any organization higher above. This is a very good trend seen in this prefecture but the main element holding the progress up is the budget. The national tax law does not permit local autonomous bodies to be self supporting. If an organization is depending on any other organization it is natural that there is an obligation towards the latter. This principal is obviously applied on the local autonomous bodies which is hindering the development of local autonomy.

2. Most of the local branches of the national government are affiliated with the agriculture & forestry ministry. As it is known most of the farm products are controlled items by the national government and as long as they are it would be necessary for these local branches to exist. Other ministries has an average of 1 or 2 different offices and the same could be said with the majority of these. But some are under the process of being transferred to the prefectural level from the national government it seems. No special reason can be seen for a radical change and is considered sufficient to lessen these branches along with the progress of local autonomy.

3. It is a known fact that according to the old criminal procedure code fundamental human rights were not respected as much as today and the bulk of work that was necessitated in behalf of the judicial authorities did not permit speedy trials and at the same time prevent backlogs. The present system should help to get rid of backlogs but up till date the number of backlogs has not decreased much which is considered to be contributed to the unfamiliarity of the new system. It is anticipated that it should begin to decrease soon.

4. The democratic liberals who gained 9 seats out of 10 at the House of Representatives are not active at all as far as the party is concerned, but the members individually has shown some action. The party in contrast with the democratic liberals is the communist party. This party gradually gained a foothold in the laboring class and was at it's climax in January when the general election of the House of Representatives was held. From this time on, due to various major incidents happening which was blamed on the communists by the public, the party lost appeal and sympathy. In parallel with this trend the superficial activities of the communists has calmed down. In the January election the communists polled 3% of the total votes cast which was a great increase from the last election.

The Democrats has one member in the House of Representatives but the actual strength is about equal to that of the Socialists. The peoples' cooperatives drops back a little and the rest of the parties has hardly any strength at all. There is very little party influence in public offices from the prefectural level down. The majority of the office holders on the town and village level are independent. The party platform are usually vague with issues written in few words, so it is hard to determine if they have complied with the platform or

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not but regardless there are hardly any complaints from the general of non-compliance.

5. Political education is a dry subject and has hardly any appeal to the general rural residents. The urban residents in general has a little interest but it isn't necessary to educate them because they find what they want to know themselves. The present trend indicates that an election that effects the people directly is the best means of political education.

6. There has been no serious violation of the purge directive recorded in this prefecture. There has been a little controversy over the interpretation and there has been many complaints of certain persons that should be purged but actually there were no persons subject to the purge that were in question.

7. There has been only one instance of non-compliance by the Japanese government with the requirements of directives of SCAP noticed by this section. This instance was the fact that the Japanese procurator failed to bring charges against persons illegally departing and entering Japan from the Ryukyus. It has been clearly stated in SCAP directives that it is prohibited.

8. Conclusion: The termination of the war and the purge did away with the ultra-nationalists in this prefecture, but the people that were taking advantage of the ultra-nationalists began to take advantage of the Occupation Forces with a sheep's clothe on. There were some complaints of governmental offices using the Occupation Forces name to carry parts of their administration on. Another element that profitted due to the situation after the war was the Communist Party. The Communists gained influence at a tremendous speed but began to lose popularity from the beginning of this year. Even though it seemed that the Communists were becoming influential, Kagoshima is a conservative prefecture and it is hard for the progressives to influence the people. This you can see that the majority of people holding any office in this prefecture are conservatives even though they ran as an independent and there is nothing of significance in the governmental administration in this prefecture. There has been complaints of the attitude of individual officials but it must be eliminated in parallel with the progress of democracy in Japan because it is the nature of the Japanese. Some minor cases of scandal of officials has been apprehended but it seems that there are more that has not been brought to the surface due to various reasons. But in general there is no special point of significance in this prefecture in comparison with the rest of the nation.

9. Recommendations: It is recommended that each local autonomous body be permitted a means of sufficient revenue for a healthy budget so that they can be independent without relying on the national government and simultaneously be obligated.

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ANNEX C: Kumamoto Civil Affairs Team Quadriannual Historical Progress Report

1. JAPANESE GOVERNMENT ADMINISTRATIONS

The Prefectural Government has been headed by Saburo Sakurai since July 1946, who was appointed to the position by the National Government. Sakurai is both considerate of the people and fairly progressive in his administration. He was easily elected to the governorship in the April 1947 election.

The majority of the Department Chiefs are as well qualified as could be expected, especially the vice-governor, Kiyota Hashisume, an alert and intelligent man who was vice-mayor and acting mayor of Kumamoto City and accepted the vice-governorship when Masato Yokota was relieved.

The assembly has been very democratic in its attitude. Mr. Seisuke Okubo, the chairman, is a Democrat and Mr. Susumu Nagami, the vice-chairman, is the local head of the Democratic-Liberal party. They have agreed on suitable representation in the standing committees which were first appointed in June 1947, reorganized in February 1949 and perform their functions of investigating and reporting with recommendation to the general assembly. It is the opinion of this office, that the governor, mayor and assemblies, both prefectural and municipal, while not quite having assumed full constitutional responsibility as they understand it, have conducted themselves in a very creditable manner.

Both Ken and cities officials have continually delegated the duty of introducing regulations restricting parades and demonstrations. The assembly has not been compelled to take action, as no legislation of this nature has been proposed. On the dissolution action, the local politicians consider that Tokyo has taken a definite stand against the radical element and it is expected that favorable action will be forthcoming on parades and demonstration legislation.

If and when this legislation is passed, it will be expedited by a series of demonstrations that the Communist and Koreans held denouncing legislation on this nature. They outdid themselves and on 29 August 1949, actually disturbed the Ken Assembly in session thereby creating sufficient ill will to guarantee passage if the Ken officials will only interduce the necessary legislation.

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2. ACTIVITIES OF LOCAL BRANCHES OF NATIONAL GOVERNMENT

There were thirty-eight local branches of National Government Agencies operating in Kumamoto Ken on 30 April 1948 of which 14 were established on or after April 1947. In a report on the same subject prepared at that time, this office commented that when viewed from this level, the establishment of these latter branches constituted a concerted effort by the Tokyo bureaucy to nullify local autonomy by retaining control over local autonomy.

Today there are thirty-one local branches of National Government Agencies operation in Kumamoto Ken. Fortunately most of these branches that were hurriedly formed on or about April 1947 have been eliminated and those agencies that have been opened in the last year performed a vital function. Considering the urgency of the economic recovery program, they should continue in existence until such time as the stability of the economy would make their retention unnecessary.

3. MATTERS PERTAINING TO JAPANESE COURTS AND THE ADMINISTRATION OF JUSTICE

There has been a decided improvement in the treatment of criminals from the time of arrest until the final court verdicts.

While there is no doubt many violations of the civil liberties of the people occur eg., searches without warrants, arrest without sufficient reason, detention without cause and third degree methods in securing of testimony, this office can state that the progressive and responsible police officials are endeavoring to require their subordinates to abide by the letter of the law. All law enforcement officers are aware of their powers and limitations, and no case has come to the attention of this office when the accused has been denied the right to council and there has been an increase in number of accused who refuse to confess.

The new code of criminal procedure has worked a particular hardship on the procurators. The short time that the police can detain a suspect before turning him over to the procurator precludes the thorough investigation formerly submitted with the prisoners. The procurator in turn is limited in the time in which he must complete the pre-trial investigation. Due to the inadequacy of communication facilities it

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becomes all but impossible at times to complete the investigation within the time limitation, even with the legal extensions. On the other hand, the new trial procedure which is undoubtedly a big improvement over the old system where the judge was also the prosecutor, requires more of the procurators time.

The procurators in this Ken have performed their duty in an admirable manner and with a minimum of interference by influential persons as evidences by bringing such persons to trial as KAI Shigetoshi, Preisdent of Kumamoto Ken Textile Association and owner of the Kai Company, a large local wholesale and retail textile concern, OGATA Hikotaro, Chief of Police Affairs Standing Committee in the Ken Assembly and former police chief, as well as KANEKO, Chief of Economic Department of the Ken Government.

The judges have been especially cooperative in their efforts to reduce the back log of untried cases and particularily in bringing all accused to initial trial within 60 days from the date of arrest.

The judges have also worked with the Inquest Committees along with this office. As previously reported, it will take a great deal of encouragement for the average citizen to institute proceedings against the powerful public procurators.

4. ACTIVITIES OF LOCAL POLITICAL PARTIES

The local political parties are Democratic-Liberal, Democrats, Socialist, Communist and National-Cooperative in order of importance. These parties were either revived or organized since the occupation.

The Democratic-Liberal and Democrat are conservatives; the Democratic-Liberals would like a status quo, as prior to the occupation; the Democrat would tolerate some change but not much over prewar policies. The Socialist would like a party controlled government with state control over utilities and basic industry. The Communist would welcome a revolution and with persuasion would yield to international communist domination, although they disclaim any connection with the latter.

The Democratic-Liberal and Democrat have gradually given grounds to retain popular support as local autonomy and civil rights has stirred the people. Both parties will be continually forced to liberalize their platform and policies as the people progress politically.

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The Communist and Socialist are competing with each other in their efforts to gain support of the labor parties and the Communist party in particular, welcome every opportunity to sponsor any grievance, real or fancied, by so called oppressed individuals or groups in their campaign to be recognized as the champions of the labor movement.

The National Cooperative party is both inactive and unimportant and without competent and agressive leadership, it is expected to lose out completely.

The relative party strength as polled in the House of Representative election on 23 January 1949, the last national elections is as follows:

Party	Votes	Percent of Votes	Representative Elected
Democratic-Liberal	263,150	40%	5
Democrats	208,065	30%	5
Socialist	66,806	20%	
Communist	36,098	5%	
National Cooperative	No candidate	0%	
Others	98,380	15%	
TOTAL	672,499	100%	10

The National political parties attempted in 1948 to unify and consolidate the local branches into some resemblence of a national organization that could be controlled from Tokyo. Such notables as CHIDEHARA Kyuro of the Democratic-Liberal, HARAHASHI Wataru, the national party adviser for the Democrats, and KATAYAMA Tetsu, of the Socialist party, visited this Ken to encourage unification.

The efforts on the part of the Democratic-Liberals and Socialists showed some results. However, the split in the ranks of the Democratics on the national level has nullified any results obtained by that party.

The progress of politics and political parties, especially in Kumamoto City was manifested in the mayors election in March 1948, when the Democrats and Socialists combined to defeat an independent candidate backed by the Democratic-Liberal party. As a result, one of the leaders in the Socialist party was appointed 2nd vice mayor of Kumamoto City.

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5. PROGRESS MADE IN SPONSORING POLITICAL EDUCATION

The progress in political education was highlighted by the 8th Army Local Autonomy Conference in June 1948, and a Mayor and village headman conference in March 1949, sponsored by the Kumamoto Civil Affairs Team, which were attended by 1,500 at each.

In addition 33 lectures were given throughout the prefecture where the chief of Local Section and the Legal and Government Officer addressed 35,000 people on local autonomy. In addition hundreds of small conferences with representatives of towns and communities on the advantages and responsibilities of democratic self government, formation of standing committees, and parliamentary procedure were presented.

This office advised mayor elect TERADA to seek redress in the courts when a conspiricy developed in the Arao City assembly to deny him the mayorship and thereby deprive the people of their duly elected mayor.

The progress in political education was further manifested in the successful recall of a village headman in May 1948 and the successful separation of a mura from Sanwa-machi, and the pending separation of Tsukiji Machi from Yatsushiro City.

A great deal of energy of this office has been expended in an effort to get favorable legislation restricting parades and demonstrations. An I Corps model ordinance and an explanation concerning the necessity of legislation requiring advance notice of parades and demonstrations to enable proper traffic control by the police was given to representatives of the Ken and five cities in May 1949. On 19 September 1949 the governor and chairman of the Ken assembly admitted the need for this legislation and inumated that action would be taken to introduce such legislation to the assembly in the very near future.

6. INSTANCES OF VIOLATIONS OF THE INJUNCTIONS CONTAINED IN THE PURGE DIRECTIVES

Screening activities were conducted by the Ken Screening Committee until 10 May 1948. During this time they examined 17,537 questionnaires, and designated 1961 persons as purgees, who, with the persons automatically purged by imperial ordinance #1, brought the total in this Ken to approximately 4,000. The Legal and Government Officer was responsible for the purging of Kumamoto Ken's leading citizen, the nationally prominent and now deceased Kenzo ADACHI. Both national and

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local screening officials had conveniently neglected to request Adachi's questionnaire. Although confined to his residence, he was the power behind the Democratic party.

Although the local section of the Ken Government is responsible for administering the purge, the police have admirably assisted this office in exercising surveillance over purgees. The procurators and courts have cooperated in the investigation and prosecution of suspected and actual violators of purge injunctions. This cooperation has produced detailed investigations of 16 suspected violators of which two have been convicted. One violator was prosecuted, five were found to be holding public office and were relieved of their positions, minor political figures were reprimanded, three are under investigation, two have been exonerated. The remaining neglected to state his connections with the Military Police, and as a result of the investigations has been officially designated as a purgee.

7. INSTANCES OF NON-COMPLIANCE BY THE JAPANESE GOVERNMENT WITH THE REQUIREMENTS OF THE DIRECTIVES OF THE SUPREME COMMANDER FOR THE ALLIED POWERS

There are no instances that have come to the attention of this office where the local government officials have failed to comply with SCAP directives. However, it is the opinion of this office that due to the alertness of the various sections of this team in bringing the requirements to the attention of the Ken Department chief, together with the continued surveillance that this Team has been conducting that the local officials have felt that they must comply even with the less popular directives.

8. CONCLUSIONS

During the last four years this country has undergone a peaceful revolution. The bureaucrats has been shaken but for the most part, they are still in office as they constitute the intelligence of this country. Therefore, unless surveillance continues or more stress is placed on advancing political educations with the common people, the bureaucrats will rise again. Democracy's only hope is that the average citizen will appreciate the advantages of civil rights and a voice in governing so well that they will demand its continuance after the Occupation Forces depart.

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9. RECOMMENDATIONS

It is recommended that teams be organized to hold a conference similar to the 8th Army conference of June 1948 on local autonomy in all cities, towns and villages, that programs with detail material be presented at all Citizens' Public Halls, that movie shorts be made and circulated in the theatres showing phases of democracy as it effects the Japanese in everyday life together with skits on the same subject suitable for radio, publication in newspapers and periodicals. The people have shown a great interest in this subject, and have only began to understand its meaning. It is the opinion of this office that the people are seeking and will eventually find a different system of government other than bureaucratic control and whether or not it will be the American conceptions of democracy depends on how well we exploit the resources at our command. At this time the trend is almost entirely in the direction of democracy.

END

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Inclosure C

LEGAL & GOVERNMENT QUADRENNIAL HISTORICAL PROGRESS REPORT

Prepared by: Neal A. Harper, Jr., 1st Lt, FA

FORWARD: Information for this report was obtained through actual contacts of the writer with the Japanese officials concerned primarily with this section and in many instances this report is not supported by documentary material but rather the opinions of the Japanese people and the general trends that have taken place throughout the prefecture.

1. Japanese government administration on prefectural and municipal levels, with emphasis on the development of local autonomy, and the degree of assumption of constitutional responsibilities and functions by the governor, mayors and assemblies.

Rapid progress has been made since the beginning of the occupation when a new form of government, completely new in principles to the militaristic nation of Japan, was adopted in the New Japanese Constitution. And to insure that the Japanese people would follow the democratic principles set forth in the New Constitution it necessitated the carrying of "local autonomy" conferences into the outlying areas. Many programs were put into action with publicity through audio and visual media, public meetings, gatherings and local conferences with the district autonomy officials, proving to be the most successful plan for informing the general public in the practice of local autonomy.

The officials seem to know what their constitutional responsibilities are and the majority are fulfilling such responsibilities, however, there are some officials, on ken, city, town and village levels, who still do not realize that they are public servants and are reluctant to make decisionsfor the benefit of the majority for in the past when a person attained a high position in a community, there was a tendency for that person to acknowledge that position of one for a privileged few who only thought of their own well-being. However, little by little with better cooperation between the officials and the people becoming more apparent, those officials are changing.

2. Activities of local branches of national government and their relations to local governmental agencies, with appropriate comment on the lessening of such branches following the advent of local autonomy.

Many of the local branches of the national government could be dispensed of. Most of the reports required by the Central Government of their agencies in the prefecture are received from local government agencies which only means a repetition of reports, work, time and added expense. The local government could in many respects as the Central Government agencies in the prefecture, send the necessary reports direct to the Central Government.

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3. Matters pertaining to Japanese courts and the administration of justice, with emphasis on changes resulting from the new Code of Criminal procedure. Note any instances of non-compliance by judges, procurators and police with the Code of Criminal procedure and other laws.

Rapid progress has been made since the new Criminal procedure went into effect the first of the year (1 January 1949) but feudalistic tendencies of many centuries have in many respects brought about the lack of interest of the Japanese people toward the new court procedure of the Japanese Court System but through publicity, audio and visual media, public meetings, mock trial demonstrations and appealing cartoons, the people are becoming more "court conscious."

The majority of judges and procurators believe that the democratic procedure in carrying out cases in Japanese courts has added considerable prestige to the courts and most of the people feel that their civil liberties will never be abused, however, the consensus of opinion of the judges, procurators and police in regard to the new Criminal procedure in many instances is one of hesitancy until they become more familiar with the new Criminal procedure and feel that more instructions and the observing of motion pictures on the subject would be an asset in further carrying out their official functions.

There has been no instances of non-compliance by judges, procurators and police with the Code of Criminal procedure and other laws.

4. Activities of national, regional or local political parties, with comments on relative party strength at last election, and degree of elected officials' compliance with announced party platforms.

In the four (4) years that the occupation has been in Japan, it has become apparent in this prefecture that the Democratic-Liberal Party and the Democratic Party have been the strongest by a wide margin. In many instances the different party platforms have not been successively carried out by the elected officials representing their parties because of existing political frictions in the national and local governments. The Communist, however, have taken the shortcomings of the other parties and are doing their utmost to recruit new members and followers.

The political parties, with the exception of the Communist, are relatively inactive except during election periods. There is little or no attempt made by them to obtain additional members during "off season." The Communist Party is especially active along its usual lines of attempting to organize labor and farmers, opposing taxation and "democratizing" municipal governments.

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Political parties and their reported strength as registered in the prefecture are as follows:

Japan Socialist Party	1522
Democratic Party	1503
People's Cooperative Party	425
Democratic-Liberal Party	205
Japan Communist Party	191
Japan Farmers' Party	11

A truer picture of the strength and support of the various political parties may best be shown by the number of votes the party candidate received in the last House of Representatives election (23 January 1949):

Democratic-Liberal Party	(5 candidates)	214,856
Democratic Party	(5 candidates)	74,877
Communist Party	(2 candidates)	39,764
People's Cooperative Party	(2 candidates)	37,395
Socialist Party	(2 candidates)	32,494
* Socialist Renovation	(1 candidate)	5,624

* No branch in Oita Prefecture.

5. Progress made in sponsoring political education.

The ken officials, district officials and municipal officials responsible for informing the people of the prefecture in political education have done a magnificent job in the last four (4) years. Ever since the program was first started in December 1945, an extensive and well planned program has been in effect.

Slide films, films, pictorial exhibitions, pamphlets, lectures and debating societies are but a few of the many ways that these officials have brought "political education" to the people.

On two occasions, a model prefectural and municipal assembly and citizens public hall meeting were set up in thirteen places throughout the prefecture and on both of these occasions people came from near and far to watch and participate.

This program is well on its way to succeeding but all concerned well realize that it is only in its infancy and many programs must be kept constantly in motion.

6. Instances of violation of the injunctions contained in the purge directives.

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There have been five or six instances of violations of the purge directives that have been brought to light.

When a violation is made there is a tendency of the officials concerned in some instances to take a reluctant attitude to forcibly take matters into their own hands and carry out the duties of their office. When a person who has violated the purge directive resigns his position, especially a person in a high position, the matter is dropped without making too much of it or is delayed to such time that the incident is practically forgotten.

On one particular occasion this section had to repeatedly check with the procurators office to keep the investigation going until the person involved was finally tried.

7. Instances of non-compliance by the Japanese government with the requirements of directives of the Supreme Commander for the Allied Powers.

There has been no instances of non-compliance by the Japanese government with the requirements of directives of the Supreme Commander for the Allied Powers. In this respect we find the Japanese officials concerned to be very "conscientious," however, on occasions there has been a tendency of the Japanese government officials to misinterpret the directives but always this situation is short-lived.

8. Conclusion

Japan is finally on the road of becoming a self-sustaining and respected nation in the eyes of all other "free" and democratic nations in the world but much still has to be done to eliminate the old militaristic and feudalistic customs that Japan has had for many centuries and adopt and put into everyday practice the principles that all democratic nations strive for and consider sacred.

9. Recommendations

If Japan is to succeed and again attain its rightful position with other nations there must be put into motion a process of elimination of those persons who place their own greedy and selfish interest above their fellowman.

At present throughout all of Japan there exists corruption in all walks of life and because of this Japan in many respects, is still indecisive as to attaining its goal for complete self recovery.

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The ultimate goal of this program is to inspire the "new way of life" in the Japanese people and to instill in their minds the necessity of following the democratic principles which are set forth in their new constitution and this can only be accomplished by the full cooperation of the Japanese people and officials.

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Historical Progress Report on Legal and Government

1. The Japanese Government administration has made steady strides toward democratization on the prefectural and municipal level. However there still exists a defenite tendency toward over staffing sections and an in efficient use of avilable personnel. The officials on the whole, with but few exeptions have earnestly and conscrentiously operated their sections democratically and have been helpful and cooperative with those citizens who have asked for explanations or assistances on technical matters. Rarely has any official retreated behind the bulwalk of bureaucracy when questioned concerning his actions. The assemblies on the other hand have as a rule been quite lethargic in their activities seeming to prefer to rubber stamp the bills introduced by the chief executive and the chairman rather than formulate measures in committee for introduction.

2. Concerning the activities of local branches of national government and their relations to local governmental agencies the records of this section reflect no information whatsoever concerning the lessening of such branches and the writer feels that he is not qualified to comment since he has no personal knowledge of their previous activities.

3. The administration of justice under the new code of Criminal Procedure seems to be progressing succesfully with no violations being noted by this section. The backlog of cases while not excessive is relatively high mainly due to the procrastination of defence counsels. This situation could be alleviated by the introduction of an efficient contempt proceeding with applicable penalties.

4. This prefecture is essentially agrarian in nature with political views predominantly Democratic Liberal. The Communist Party is small in size and small in following, and is ineffectual in attempting to realize the professed party goal. There exists a defenite trend on the part of more and more candidates to run for office as independants apparently with the purpose of beeing able to have a free hand in their tenure of office, not to be bound to the national party platforms. The Political Party affilliations are as follows.

Voting population		522,044	
(1)	Democratic-Liberals	250,581	48 %
(2)	Democratic	78,307	15 %
(3)	Socialist	52,205	10 %
(4)	Communist	2,610	0.5%
(5)	Peoples Cooperative	26,102	5 %
(6)	Labor Farmer	15,611	3 %
(7)	Independent	96,578	18.5%

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HEADQUARTERS
SAGA CIVIL AFFAIRS TEAM
APO 24 UNIT 5

FMC/et

11 October 1949

Quadrennial Historical Progress Report

LEGAL AND GOVERNMENTAL ACTIVITIES

(Capt Fabian M. Comes)

Annex C:

1. Japanese Government Administration-Development of Local Autonomy.

a. While provisions for local self-government came into being with the signing of the Constitution of Japan on 3 November 1946 (Articles 92 through 95), the first active measures taken in this prefecture occurred in February 1947. At this time the Saga Branch of the Constitution Popularization Association was formulated with the objective of planning and effecting a program of instruction to the public on the scope, meaning, and rights of the new Constitution. This association, as all government functions at this time, was controlled by the national government. Results of the efforts of this group were dismal in so far as actual enlightenment of the public.

b. The first recorded positive instruction on local autonomy was initiated by Saga Military Government Team in preparation for the first general election scheduled in April 1947. News releases on the need of citizens to register, procedure thereof, and duty to vote were published repeatedly in all local papers by the team from a period starting three weeks prior to the election.

c. A prefectural campaign of instruction supervised by this team was also inaugurated in April.

d. Forty election surveillance teams, furnished by the 34th Infantry, and directed by five supervisors from the team, observed the elections. These teams surveyed polling and ballot counting stations and were probably the first physical contacts for thousands of Japanese with Americans in a constructive manner. However very little independence of thought was evinced by the citizens during the election. Public officials who had been in appointive offices and who were candidates invariably won the election because "their names were familiar".

e. An interesting example of successful indoctrination of local autonomy procedure may be noted in the activities of Governor Okimori. Today he is one of the most fervent advocates

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of autonomous prefectural policies striving at every instance to better local conditions and to gain concessions from the national government. Mr. Okimori had been an appointed governor prior to his election in 1947. In contrast to his present healthy actions, his published policy immediately subsequent to his election in 1947 is quoted: "The policy of the national government is at the same time that of the prefectural government. Accordingly I will not spare my efforts in the practice of the central policy."

f. While progress in assumption of constitutional responsibilities has been encouraging in the instance listed above, the picture in regards to municipalities is far less rosy. Gun officials, appointed by the Governor, still constitute the framework for the administrative workload of towns and villages. Local mayors are content to receive instructions from prefectural officials in the effectation of various programs and seldom has any initiative or aggressive action on their part been noted. Although gun offices have been reduced materially within recent months, the structure is still large and complex. However, until local elective officials become more cognizant of their responsibilities, the Governor is understandably reluctant to reduce the gun administrative organization. Further, observance of several other prefectures' difficulties subsequent to abolishment of gun official control justifies this belief.

2. Activities of local branches of National Government and their relations to local governmental agencies.

a. There is a general lack of coordination between local autonomous governments and local branches of the national government due to the structural organization of each. Local government is charged, according to law, with practically all functions relating to Japanese life but is completely dependent upon national agencies such as the Road Transportation Administration office, the Agriculture and Forestry Department, and others for operation. For example, the Governor is charged with the food increase program and has made notable progress. He, as responsible person, should be the one to distribute farm tools where they are critically needed. Yet the local branch of the Agriculture and Forest Ministry allots all farm implements directly to the farmer. The same tight control by local central agencies is still maintained on motor vehicles, horse carts, and innumerable other items. These items could be released directly to prefectural control thus eliminating the present vast system of dual functions which, by their very nature, can probably never operate in coordination. Also, the Constitution does not provide for this dangerous type of central control. This paragraph has not attempted to reveal the many complications pertaining to this problem, which is in itself a subject for complete study, but to merely show that the problem exists. It is believed that local autonomy will exist in name only as long as the national government continues to maintain present control of purse strings

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through a complicated system of local agencies which, in so many instances, deal directly with the citizen.

3. Matters pertaining to Japanese Courts and the Administration of Justice.

a. Prior to enforcement of the New Code of Criminal Procedure and the New Code of Civil Procedure in 1 January 1949, judges were given cases to study prior to trial. The duties of the procurator were confined almost wholly to pre-trial investigation. At the commencement of a trial the judge had knowledge of practically all the facts thereto and actually conducted the examination of the accused.

b. Under the new Code, procurators deal solely with criminal cases. They were initially highly confused in their new role of actual prosecution of cases. Also the judges were deeply upset at having to open court with no prior knowledge of the case. Nine months of experience has corrected some of these difficulties but it is not uncommon to note that judges and not the procurators primarily conduct interrogations. Also judges are now prone to delay rendering a verdict after the trial until they have at length, in private, thoroughly studied the record of trial.

c. The granting of postponements should be the subject of definite rules. Postoponements should not be granted if requested less than forty-eight hours prior to the time set for trial except in events of serious emergency. Courts should be required to either apprehend and confine individuals who attempt to delay proceedings through absence or unreasonable requests for delay or the court should proceed with ex-parte hearing. Abuse of the privilege of requesting delays plus lack of firm action of judges concerning the requests is responsible for a large percentage of present backlogs.

d. Personnel and Vehicles. There are presently three vacant positions for judges in Saga prefecture; at Takeo, at Saga Summary Court, and in the Domestic Relations Court. This seriously hampers the program of reducing backlogs. Only one motor vehicle is at present assigned in the prefecture for use of the court. This necessitates judges required for trial to travel by train and limits their capabilities to one trial per day in branch courts.

e. Pay of Judges and Procurators.

A judge and a coal miner receive approximately the same pay, excepting that the miner also receives incentive goods. Were a judge to establish private law practice, he would average three to five times his present salary depending upon his ability. This has resulted in a continued exodus from the bench and today there are two hundred judges vacancies throughout Japan. An increase in the pay of judges and procurators commensurate with

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their responsibility and their position in comparison with the general population is also good insurance and insulation against pressure groups and graft potentialities.

f. Summary Contempt of Court proceedings are still vitally needed for efficient control of improper conduct on the part of litigants, their attorneys, and the activities of court-room spectators. This topic was the subject of a special report by this team and upon which a reply was made by SCAP that action would be taken at the next Diet session. It has been determined that this bill was killed in the Diet due to vigorous opposition by Communist Party representatives on the grounds that "it gave judges too much arbitrary and fascistic authority." The above fact was reported by the chief judge of the Saga District Court. Such knowledge by judges of lower courts induces timidty in the enforcement of order and decorum in court. It is noted that the only cases on record in which court disturbances were attempted were those concerning members of the Communist Party or Korean associates.

g. For further information regarding the Saga Prefecture Court System, reference is made to letter, this headquarters, subject: Japanese Court System, to Commanding Officer, KSMG, dated 17 May 1949.

4. Activities of national regional, or local political parties.

a. Relative party strength can not properly be based on the last general election which was for positions on the Agriculture Land Commissions as most of the candidates were independents due to the nature of the posts. However it is notable that Communist candidates received a grand total of only 62 votes throughout the prefecture.

b. Practically all elected officials within Saga prefecture are members of either the Democratic Liberal or Democratic Parties, whose platforms are both conservative and almost identical. It is difficult to answer the question concisely as to whether or not they have carried out their platforms as those platforms were so broad in nature that any conservative program, even though wide in latitude, will have fulfilled the platform. Generally, it is believed that electees have fulfilled election promises to the best of their ability except in the cases of many municipalities where inaction in effecting any definite, progressive policy has been the trend.

c. The Japan Communist Party whose candidate was but narrowly defeated in the election of national representatives in January 1949, has suffered severe reversals during the past nine months. Following are some of the reasons believed responsible for this trend:

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(1) One of the party leaders, Hiroshi Wada, was convicted in March 1949 of making false official statements in a provost court hearing which was widely attended by the Japanese public. Subsequent Communist propaganda concerning this conviction were so obviously in variance with well and widely known facts that many Japanese who, although not registered party members, had been leaning toward leftism changed to conservative policies.

(2) The open alliance of the Communists with the then existent Korean League, which was notorious among Japanese circles for defiance of law and order, further estranged possible followers.

(3) Vicious propaganda, through means of a local Communist organ, the 'Shin Saga' has resulted in current Japanese trials against six of the party leaders on various charges including violation of the Press Code. This paper's propaganda has attacked all of the constructive policies by which the Occupation Forces and the present Japanese regime are attempting to rehabilitate Japan. If these trials result in convictions and are upheld, Communist prestige in Saga prefecture will be further shattered.

However it must be born in mind that today, the Japan Communist Party is the only party which is well coordinated, energetic, and determined to effect its policies through any means whatsoever, and that its potential must never be underevaluated.

5. Progress made in sponsoring political education.

a. Many programs were conducted through Japanese agencies directly supervised by this team.

Posters, the press, meetings ahd radio broadcasts were used as mediums.

These programs concerned in part (1) tax payments in January 1948, (2) blackmarket extermination in February 1948, Education Board Law and Local Autonomy Law in September 1948, election procedure in January 1949, and of most importance, adult educational courses which started in March, 1949, and which are still continuing. These programs together with others, are being dealt with completely in the Civil Information Section's report.

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b. A series of mock courts has been conducted throughout the prefecture to aquaint the general public and school children with the New Legal Codes of Procedure. Although Japanese legal officials were at first very reluctant to attempt this program without the aid of professional actors, with help and encouragement of this team the performances were launched and have been exceedingly successful and popular.

All participants were judges, procurators, police, and volunteer civilians. The mock courts were held in city and town theaters and played to packed and deeply interested audiences. This program is still continuing with performances currently scheduled at Takeo on 15 October and at Kashima on 22 October. Visiting inspectors will find these mock courts of interest and it is urged that the program be further encouraged.

6. Conclusions.

a. The average farmer and wage earner probably do not as yet fully grasp the importance of close scrutiny of candidates for election nor fully realize their duties and responsibilities as voters.

b. Local autonomy has been successfully progressive on prefectural level and in larger cities but is still retarded in the majority of towns and villages.

c. One of the deterrents to development of local autonomy may probably be due to the continued extensive activities of local branches of the national government. As long as prefectures and municipalities must depend upon the central government for their very existance through subsidies, grants, and other aids, autonomy such as is outlined in the constitution cannot exist.

d. Judges and procurators are slowly becoming indoctrinated in the new legal codes.

e. The shortage of judges is a chief cause of the present backlog of cases.

f. The Democratic-Liberal and Democrat Party are most powerful within the prefecture. Their attitudes reflect complacent conservatism.

g. The Japan Communist Party is at present at low ebb but is most active and has infiltrated into all activities of Japanese life.

h. Progress in political education has been accomplished but the program needs much further development.

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i. There has been no major instances of violations of the injunctions contained in purge directives nor has there been any notable instances of non-compliance with the requirements of the directives of the Supreme Commander for the Allied Powers.

j. While this study may appear to be unduly pessimistic in tone, emphasis has purposely been placed on problems which are timely and which may orient future consultants about situations upon which useful aid may be given to Japanese authorities. To have listed the innumerable assistances and cordial relations with Japanese agencies that have occurred during the existence of this team would have made this report so verbose and bulky as to render it ineffective.

7. Recommendations:

a. That public instruction in local autonomy be continued, mainly through the medium of adult education courses.

b. That further assumption of constitutional responsibilities by municipalities be encouraged and closely scrutinized.

c. That through field surveys and other media, the activities of local branches of the national government be surveyed with a view toward eventual abolishment.

d. That court personnel be brought up to authorized strength.

e. That remuneration to judges and procurators be increased.

f. That court rule be formulated which prohibit requests for postponement of trial for other than serious emergencies.

g. That a summary contempt of court rules be enacted.

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QUADRIANNUAL PUBLIC HEALTH HISTORICAL PROGRESS REPORT

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1. PUBLIC HEALTH NURSING

a. Until July 1945 there were 10 health centers throughout Nagasaki Prefecture. In April 1947, both Seto and Hirado Health Centers were established. In July 1948 the Model Health Center was set up in Nagasaki City. In 1949 a new health center was established at Yoshii-Mura, Kitamatsuura-Gun. In the past, Public Health Nurses' work was not well understood by doctors and others. Most of nurses' time was spent on miscellaneous clerical work and calling on doctors.

b. Since the Model Health Center was set up the clinic arrangement and home visiting activities are being improved, especially contact tracing for T.B. and V.D. Since 1947 six(6) chief public health nurses of the health centers and two(2) Ken Public Health nurses were sent to attend a four months Public Health Refresher Course in Tokyo. Reeducation programs are being carried out in each health center for the purpose of improving PH nursing work. Frequent meetings of village nurses and school nurses with the health center nurses are being held in most health center areas to make a close working relationship with these three groups.

c. Total number of HOME VISITS MADE IN Health Centers:

In 1946	3,171 visits	
1947	5,743 "	
1948	12,414 "	
1949	10,635 "	(To include 31 July 1949)

d. Great improvement is shown in the home visiting nursing activities in the Nagasaki Model Health Center as shown by figures for the following months of 1949:

1949	TB Cases	TB Home Visits	V.D. cases	V. D. Home Visits
Jan	130	180	86	92
Feb	67	214	67	67
Mar	196	237	86	116
Total	393	631	239	275
Jul	367	458	198	244
Aug	270	301	107	127
Sep	227	403	156	218
Total	861	1162	461	589

e. Every effort is being made to increase contact tracing visits and home care instruction visits. Parents are being encouraged to bring well babies and children to the clinic for examinations by doctors.

2. Maternal and Child Hygiene.

In the past, maternal and child hygiene work was conducted under the National Psysical Strength Law. The prenatal and postnatal aid books were delivered and physical examination for babies was conducted once a year. An amendment was made to this law in December 1947. Under the new child welfare law the maternal aid books are being issued to prenatal patients. In this prefecture these books are

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issued only to those who have certification of blood test. This is resulting in almost 100% blood testing of all prenatals.

b. Prenatal and postnatal examinations:

	Total	Normal cases	Abnormal cases
1949			
Jan - Aug:	22,682	20,614	2,068

6. As more public health nurses are hired and with improvement of their work, the prenatal and postnatal, infants and children cases cared for in the health centers are being increased.

(1) Infants:

No. Exams.	No. requiring special attention regarding nutrition condition	Sick and abnormal cases
1947		
2,881	408	464
1948		
5,555	563	735

(2) Children:

No. Exams.	No. requiring special attention regarding nutrition condition	Sick and abnormal cases
1947		
4,931	282	560
1948		
10,952	333	1,783

(3) Infant Death Rate:

Year	Total Deaths	Rate per 10,000 Birth
1947	166,652	76.66
1948	205,360	61.50

(4) Tuberculin Test:

Year	No. of Tests	Positive	Negative
1947	1,685	6	1,679
1948	2,564	61	2,503
1949	2,373	2	2,371

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(5) Survey on Nutritional Condition:

Year	No. Exams.	Breast Feeding	Mixed Feeding	Artificial Feeding
1947	4,051	3,013	838	200
1948	5,980	4,535	1,157	293
1949 To include 31 August	6,998	4,638	1,913	443

3. Public Health Statistics

The records and statistics kept by the Public Health Statistics Division in the health centers are necessary in planning or evaluating the health center functions. Up to date graphs and charts on diseases, births, deaths, stillbirths rates are displayed in this office. The practice of reporting births, deaths, stillbirths, marriages and divorces from city and town registration offices to health centers began on 1 January 1948. All the chief clerks are in charge of the Public Health Statistics Division, except in Omura Health Center where one statistician is employed.

Year	Population Nagasaki-Ken	Births	Deaths	Still-Births	Marriages	Divorce
1946	1,417,977	25,565	16,424	1,040	14,104	1,676
1948	1,565,588	57,902	19,604	2,902	21,051	1,989

4. Diagnostic Laboratory:

Up to the end of 1946 only nine health centers had laboratory facilities. At that time most of these nine health centers were doing only simple stool and urine tests. Only five would do any chemical tests, such aswater analysis.

In 1947 this function of the health centers was expanded and in 1948 laboratory facilities were established in 12 health centers. In 1949 the newly built Yoshii Health Center also established a laboratory. At present all 13 health centers are doing laboratory work including water analysis. Three health centers have no incubator so can do very little bactoriological work.

These facilities in the health centers need to be improved further and many of the technicians need more training.

Number of Laboratory Tests

1947	149,071	
1948	97,278	
1949	67,066	To include 31 July 1949

5. Dental Hygiene:

Until the opening of the dental clinic in the Nagasaki Model Health Center July 1948 no dental work was done by any of the health centers except

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advising patients to vist private dentists. The activities of this dental clinic is even now limited to examination of prenatal and postnatal women and only preventive treatment is given in these cases. About 180 patients are seen a month. The dentist also visits the city school where no dentist is employed.

Although establishment of dental clinics in all health centers, especially in those located in rural districts and on isolated islands, is desirable its realization may not be easy under the present circumstances. The low salary and isolated locations will not attract any well trained dentists. This is a matter for serious consideration. Perhaps oral hygienists would be the answer to this problem. However, there are none at present in Nagasaki Ken, nor are there any facilities for training them.

6. Nutritional Services:

There are five nutritionsts in four health centers. It is planned to employ more nutritionists in the other nine health centers. Instructions are given to T.B. patients, prenatals and postnatals, infants and children who visit the health center clinic. Mass instruction classes on the improvement of nutrition and preparation of imported food are being conducted for women, youth, school teachers and school nurses.

More cooperation between the nutritionists and public health nurses is needed. In Sasebo the nutritionist is supervising the school lunch program. It is hoped that this work can be done in all areas as soon as the necessary personnel is hired.

7. Sanitation and Hygiene:

a. By the Welfare Ministry's instruction dated 10th May 1946 concerning the Enforcement of Insect and Rodent Control Activities, the Ken for the first time started the Insect and Rodent Control Activities on a large scale. The necessary personnel was appointed in all the health centers to supervise and instruct the newly formed sanitary teams in the cities, towns, and villages. These personnel in the health centers also assisted in securing adequate amounts of supplies necessary for the rodent and insect control activities.

b. In October 1948 the sanitary inspectors were appointed by the Ken and were assigned to all the health centers to supervise and instruct the sanitary teams of the towns, cities, and villages on Insect and Rodent Control Activities and other environmental sanitation matters.

c. Up to the end of 1946 there were 16 slaughter houses in the Prefecture. In 1947 a slaughter house was established in Arikawa Machi in the Goto Islands making the toal slaughter houses is 17.

d. In November 1947 the Ken appointed the food inspectors and assigned them to all health centers to supervise sanitation of all food handling.

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a. Since 1948 water sanitation became one of the major items of sanitary insptection by the health center. The inspectors were sent out to their respective water plants as often as possible in order to improve the water-supply in each districts.

f.

Year	No. of assistant sanitary inspectors	No. of Sanitary Teams: Full Times Teams	No. of Persons	Voluntary Teams	Total personnel
1946	100	323	1,960		
1947	138	133	427	1,380	30,933
1948	104	219	1,092		
1949	160	71	331		

8. Health Education:

Health education activities in the past, although some efforts had been made, were not effectively carried out. The Ken sponsored lecture courses, posters campaigns and movies, but no constant education plan was followed. Geographical peculiality of the prefecture was a deterrent factor in efficient supervision and execution of theses education progams. Public health education in the schools has been largely haphazard and very inadequate. This program was neglected by the Ken Education Section, but programs are being established at present.

During the past six months attempts have been made to fulfil the following needs:

a. More extensive public health curriculum in the schools.

b. Organised public health and epidemic disease lecture by the medical sociaties of every city, in collaboration with the local health centers and Ken doctors.

c. Adequate public health programs and statistics release by the Ken information section of the Public Health Section to local health authorities.

d. More adequate personal initiative in public health campaigns by the local and prefectural newspapers.

e. Stimulation of public health interest among all civic groups, such as womens' associations, school systems, and labor unions.

f. Organization of poster campaigns to coincide with the public health education campaigns.

g. Active public health nursing by the school nurses in cooperation with health centers, village nurses and all welfare agencies.

h. Lecture campaigns by the medical societies have been started in all large health center areas of the prefecture except the islands where they will be started soon. These lectures are organized locally by Health Center directors, city health official and the local medical sociaties. It is believed that

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almost all of these lectures will be completed by early of 1950. It will require constant and perpetual supervision and stimulation to keep this plan in operation. Interest of local groups has been stimulated, but this interest will not be permanent unless closely supervised. This is the duty of local health centers and local health authorities.

9. Medical Social Service:

This service has been in operation since the reorganization of health centers in August 1948. There is one social worker employed in the Nagasaki Health Center. The other health centers have only untrained part time workers in charge of this service.

From August 1948 to August 1949, 6,118 patients were handled by this service in the 13 health centers. 282 patients were given free treatment and 1996 were treated as part pay-patients. 998 were referred to hospitals and 360 referred to Minsei-iin. This service makes it possible for patients to buy food at whole sale prices. Home visits are made to study the economic situation of the families and to assist them accordingly. 198 homes were visited to insure continuance of assistance which had been stopped. 462 cases investigation visits were made.

10/ Communicable Disease Control:

a. The preventive medicine sections of the Health Centers have done much to decrease the incidence of communicable diseases. In 1946, 202 cases of cholera were reported in the prefecture. These cases were largely among illegal entrants and repatriates from abroad. The police increased their control over illegal entries and strict quarantine measures were enforced on all incoming vessels. Since 1946 there have been no cases of cholera.

b. The incidence of enteric diseases was at its height (2,033 cases) in 1946 particularly along repatriates. This was largely due to overcrowding and poor sanitation within their homes. Extensive preventive measures have reduced the total cases of these diseases to only 100 cases, 1 January to 31 August 1949.

c. In 1946, 346 cases of smallpox were reported. Only one case has been reported in 1949. The number of cases of typhus dropped from 439 in 1946 to 10 cases up to 31 August 1949.

d. The incidence of tuberculosis and venereal disease have been extremely high since 1945. It is expected that the mass examination plan will disclose and partially eliminate the infection potential of these diseases and over a period of years bring about a fall in the incidence.

11. Venereal Disease Control:

The problems of venereal disease control in Nagasaki Prefecture were made more difficult because of the lack of cooperation between the medical sociaties and the Health Centers. No reports were sent in by the private physicians on venereal disease cases. The medical sociaties were unaware of the function of the public health nurses and were unaware of the functions of the public health system. During the past four years persistent efforts have been made to point out the need for case reporting and contact tracing. With the advent of the mass examination plan it was an added incentive to the private physicians to report cases because of the creation of new patients by increased

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venereal disease cases diagnosed. All patients under the mass examination plan are referred to the private physicians for treatment.

The problem of enforcing the VD Prevention Law is extremely difficult. In many cases venereal disease contact tracing has been futile, and large number of patients discontinue treatment before they are completely cured. Gradually a system of VD control enforcement has evolved. The Health Centers send the public health nurse to make a home visit and urge diagnosis and treatment of all contacts. If this is disregarded, a health center clerk is sent out to make another home visit. If the patient does not report to the health center he is reported to the Kan Preventive Medicine Section and message is sent to him explaining the law and stating that the individual is violating the law. Should this fail, it is then necessary to senf his name to the court. This system will put strength into the VD control system which hitherto it lacked.

Treatment of venereal disease has never been uniform in this prefecture . In an attempt to elevate standards of venereal disease treatment, the mass examination plan provides for a report system from private physicians to the health center each month on the treatment of all syphilis, gonorrhea, and chancroid patients referred to the private physicians from the health center.

To improve diagnostic measures in regard to syhilis all hospital units have been urged to acquire Kahn and Wassermann blood testing facilities. All medical sociaties in this prefecture have been given a demonstration of contact tracing procedures by the public health nurses. Druggists have been urged not to treat venereal disease but to send such patients to private physicians or health centers for diagnosis and treatment.

12. Tuberculosis Control:

The problem of tuberculosis control in the prefecture are too numerous to be listed. The Most serious are as follows:

a. Insufficient tuberculosis knowledge which promotes fear of the disease, a refusal to undergo diagnosis, a refusal to stop work if the disease is diagnosed, inadequate home care of tuberculosis patients with inadequate measures taken to safeguard the families from infection, and reusal to enter a tuberculosis sanitarium.

b. Insufficient campaigns to diagnose all hidden cases of the disease.

c. Inadequate subsidy and health insurance plans to allow complete treatment and provide for the financial security of dependants.

d. Inadequate contagious disease laws concerning tuberculosis.

e. Inadequate number of tuberculosis beds.

f. Poor tuberculosis immunity.

g. Inadequate "job security" legislation to protect laborers from being discharged after this disease is diagnosed.

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The mass examination plan which was placed into the health centers during the past six months answers only a few of these problems. It is hoped that mass X-raying will alleviate the fear of tuberculosis, will promote more adequate diagnostic standards among the medical profession, and will provide actual statistics which can be utilized to promote greater tuberculosis control subsidy measures.

For over a year the Nagasaki C.A.T. Public Health Section has been striving to promote the conversion of old and for the most part, empty contagious hospitals to tuberculosis sanitariums. The Nagasaki and Shimabara contagious hospitals are in the process of being converted. Projects are underway for building new sanitariums in Nagasaki and Sasebo. Whether these will ever be built is questionable. BCG inoculation is needed urgently in Nagasaki Prefecture. The mass BCG inoculation campaign is a five year plan.

Laboratory procedures for tuberculosis diagnosis are not well understood. Accurate statistics in regard to tuberculosis are urgently needed. The mass examination plan supply this information. 10% of the school children in many sections of Nagasaki City were found to have X-ray evidence of T.B. It is difficult to control T.B. when the law does not enforce X-raying of close contacts even though an active case is diagnosed. Resistance to diagnosis can not be combatted except by long range tuberculosis education. Treatment of tuberculosis in the home is inadequate because of the severe shortage of public health nurses and the crowded living conditions.

13. Conclusion:

Nagasaki Ken is divided into 13 Health Center areas, with the Model Health Center in Nagasaki City. This health center and the Sasebo health center are city operated. In the near future the Nagasaki Ken Health Center will be opened in the old model health center building in Nagasaki City.

An active public health eudcation program is being carried out in most health center areas resulting in an increased interest in public health problems and in the functions of the health centers.

The programs in some rural areas have been handicapped by the lack of personnel and by the fact that the many of existing personnel have had little or no training for the work they are expected to do. However, an increased understanding and cooperation by the local doctors and local authorities has been acheived in most areas and an increase in health center activities has resulted.

Due to this lack of personnel it has been possible to establish all of the 12 services only in the Nagasaki Model Health Center. Nagasaki Model Health Center and Sasebo Health Center have Medical Service. Nagasaki, Sasebo, Omura and Isahaya have nutritionists. Nagasaki and Isahaya have midwives. At present there is no Director in the Obama Health Center.

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A great effort is being made to recruit recent Medical College graduates and recent Kassui College nutrition graduates for health center work. Because of the low salaries and isolated locations it is very difficult to fill positions and to retain personnel.

14. Recommendations:

a. Continued supervision of clinical nursing education and public health nursing education.

b. Constant supervision of all Health Center activities.

c. National Government subsidy for improvement of Health Center facilities support and maintenance.

d. It is requested that efforts be made to recommend through higher headquarters that tuberculosis control be granted by national legislation, of the same strength as venereal disease, and that tuberculosis contact diagnosis and care be enforced.

e. Constant surveillance of environmental sanitation and food sanitation programs.

f. BCG and tuberculin release to the Nagasaki Prefectural public health authorities at an early date.

g. VD control enforcement measures must be supported as strongly as possible because of the high incidence rate in Nagasaki Prefecture.

h. Extremely close liaison must be maintained with the Ken public health section in Nagasaki City to insure the continuance of the prefectual public health campaigns and plans.

i. Improved Health Education in all schools.

j. Health Center nutritionists should supervise school lunch programs.

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KAGOSHIMA

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PUBLIC HEALTH

1. A program in operation to promote and institute a refresher course for nurses, also enlist additional student nurses.

2. Public Health Nurse Miss J. Baca from Kyushu Region in her September visit held meeting with the officers of the Nurses and Midwives Association, delivered a lecture to Public Health Nurse of Kagoshima Health Centers, also discussed public health nursing in the health centers with officials of the Kagoshima Health Department.

2. Promote activity and supervision in the Model Health Center and Health Center throughout the prefecture for examination of the pregnant women and educational program emphasizing care for baby's health and well being.

3. Importance of health statistics, accuracy and promptness are being under constant supervision.

4. Importance of prompt, accurate Laboratory Diagnostic Services, minimal and uniform service fees, and to accept and conduct services prescribed by doctors only and not voluntary specimens.

5. Nutrition Services in T.B. Hospitals and Leprosarium are very satisfactory elsewhere due to scarcity of food and high prices are problematic.

6. Insect and Rodent Control Teams are performing regular and satisfactory services with emphasis being placed on the areas where recent outbreak on the small scale of Japanese B Encephalitis occurred. Education of the population thru press radio and posters conducted.

7. Numerous health exhibits have been held during the last few months in the cities and major towns through the prefecture.

8. No reports available.

9. Communicable Disease Exhibits, extensive programs for Insect and Rodent Control, early diagnosis and isolation, education of population, towns and country doctors have been carried out.

10. V. D. Control progressing satisfactory. Stress in venereal disease field is being placed on early diagnosis, case tracing and holding,

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case holding, due to improper technique handling and high cost has been very inefficient in the past few months. Failure to use the Darfield Microscope and proper staining methods is being corrected.

11. Diagnosis and treatment of tubercular patients conducted in the Model Health Center and throughout the prefecture. Pneumothorax given in Health Centers. Great need in additional tubercular beds in this prefecture.

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ANNEX E: Kumamoto Civil Affairs Team Quadrannual Historical Progress Report

1. PUBLIC HEALTH NURSING

The duties of public health nurses in health centers during the years 1945 to 1947 were that they were principally doing clinical nurses' duty. They did not realize what the duties of public health nurses were until they were advised by the Military Government Medical Officer during routine health center inspections. They then realized that they should work more in the fields but due to staff shortage they were unable to do so.

April 1947, the Public Health Nurses started to have refresher courses sponsored by SCAP nursing personnel as well as Ken Nursing personnel to improve their duties and techniques as public health nurses in services, such as tuberculosis, venereal disease and other communicable diseases.

In 1948, the Yatsushiro Health Center was appointed the Model Health Center for this prefecture. In this health center the public health nurses perform their duties as clinical nurses and spend a great part of their time in field visits. Although Yatsushiro is the Model Health Center in this prefecture, there is still a shortage of trained nurses.

In 1949, the Public Health Nurses of Health Centers as well as village public health nurses have been attending numerous refresher courses that are being sponsored by the Welfare Ministry as well as by Prefecture Health Department and Public Health Nurses' Association to improve their techniques in clinics as well as in home visits, and to raise their standard of nursing.

The efficiency of public health nurses in the model health center has improved. Also, a new Kumamoto Central Health Center was established in June and the public health nurses are progressing with their home visits consuming 75% of the time. However, this progress is still slow.

The Kumamoto Public Health Nursing School has been established for a number of years. Since 1947, they were only accepting as students the licensed clinical nurses or those with practical training in public health nursing for two or more years, but because of the shortage of public health nurses in Japan the Welfare Ministry voted to have a five months public health nursing course for graduate clinical nurses and for those who have had two or more years of

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practical public health nursing. This five months post graduate course is only valid until 1950. Prefecture is planning on five classes of five months each of post graduate level for public health nursing.

Each health center has a public health nurses meeting monthly for all public health nurses in that district.

The Ken Public Health Nurses Association has bi-annual meetings.

Public health nurses are holding more refresher courses to raise their interest and standards of nursing, these are being sponsored by Prefecture and their Association.

2. MATERNAL AND CHILD HYGIENE

Nursing guidance for babies has been led by doctors and public health nurses in health centers since the health center was instituted. For a few years after the war, the activities of maternal and child clinic were occupied by the allotment and distribution of milk products for babies and of medical supplies for pregnant women. Doctors and nurses were also busy instructing medical and nursing care of patients.

As one of the field activities, baby contests were held by health center all over the prefecture in 1947, 1948 and 1949. Mass examination for babies were also started in 1948.

Yatsushiro Model Health Center has set up an independent clinic for maternal and child hygiene staffed by a full-time pediatrician. At present two other health centers have clinics which open each day. In other centers they have been rotating the clinic hours because of trained personnel shortage.

Refresher courses for doctors in charge of maternal and child clinic were given by Welfare Ministry this year. A local refresher course was also held for each health center doctor in charge of this service.

Mothers' schools were also held by public health nurses in health centers.

3. PUBLIC HEALTH STATISTICS

In 1945 Public health statistics in Japan had not been recognized in the past years. Only reports prepared was legal communicable diseases and yearly welfare reports.

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ANNEX E: Kumamoto Civil Affairs Team Quadriannual Historical Progress Report

All cases were reported by those in charge in the health center, not by statistician on full-time basis. In October 1945, weekly reports of in-patient cases was started to be submitted by health centers. In December 1945, weekly reports of venereal diseases was begun by health centers.

There was no advancement of public health statistics during the year 1946 compared with the previous year, except that malaria and dengue cases would be reported by law enacted in May.

In 1947, owing to the establishment of the communicable disease report laws in March, seventeen reportable communicable diseases were established to be reported to prefectural public health department through health centers. In October, the function of vital statistics was transferred to the public health department from the general affairs department, but during this year, vital reports were reported to the public health department directly from city, town and village, not through health centers.

All health centers in this prefecture have gradually recognized the importance of statistics and began to appoint statisticians.

1948. According to the big revision of vital statistics investigation ordinance, the statistics were designated by law and health centers became an important role as one of the twelve important basic functions. Not only the collection and review but analysis and planning of schedule forms were begun by statisticians in health center. With the progress of health statistics, Welfare Ministry has appointed twenty-three statisticians for this prefecture. In June, monthly numeric reports of communicable disease case and venereal disease case were reported on a monthly schedule. In November the first medical treatment investigation was performed and results were found satisfactory.

In 1949, the communicable diseases, tuberculosis and venereal diseases cases were the only diseases reported.

According to the establishment of detailed infectious diseases statistics in January, the filing of epidemiological statistics was begun. This was anticipated by prevention communicable disease control and public health nursing divisions in health centers.

In April, hospital strength reports and venereal disease treatment reports were submitted to the health center. To report the bed capacity and number of patients in the hospital, the latter is to report the status of onset, findings and treatments of venereal disease patients.

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ANNEX E: Kumamoto Civil Affairs Team Quadriannual Historical Progress Report

The following health centers have an adequate statistical section in operation, Central, Municipal, Yatsushiro, Yamaga, and Ushibuka Health Centers.

The proposed plan for increased public health budget will increase the function of statistical section in health centers.

4. DIAGNOSTIC LABORATORY SERVICE

Besides the Kumamoto Ken Hygienic Laboratory in Kumamoto City, this prefecture has had seven small-scaled biological laboratories belonging to Police Department. While Public Health Department was expanding its activities after the war, these laboratories were turned over to the health centers, but they were not fully equipped nor staffed.

The Military Government Medical Officer advised the Japanese health officials to improve the equipment and staff in the laboratories of health centers. By the end of 1948, most of the laboratories were not satisfactorily managed, but in the fiscal year of 1949, some necessary items of laboratory like incubators, refrigerators, dark-field microscopes, etc, were installed, so that health centers were able to perform some simple tests in its own laboratories.

At present, the laboratory work of Yatsushiro Model Health Center and Kumamoto Central Health Center is satisfactory but five health centers are in need of equipment and personnel.

5. DENTAL HYGIENE

There are two health centers in this prefecture which give dental service; Yatsushiro which was established in October 1948 and Kumamoto Central in August 1949. Both clinics are staffed with a dentist and assisted by a nurse.

6. NUTRITIONAL SERVICE

It was not until the opening of Yatsushiro Model Health Center that the qualified nutritionists were assigned this duty in health centers. Before that date, nutritional service in a health center had been taken care of by the public health nurses.

7. SANITATION AND HYGIENE

In Insect and Rodent Control, the abolishing Kisei Kumiai a compulsory organization of untrained members on 31 August 1948, has

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caused a great saving of larvicide and insecticide supplies. Eisei Kumiai was replaced by trained sanitary teams organized in September 1948. These teams are supervised by the Environmental Sanitation Inspectors in each health center. These teams also enforce hotel, barber, public bath, restaurants and veterinary affairs laws.

Sewage and water supply has shown very little improvement. Some progress has been made to improve the sewage system, but the municipal water supply and the city water department were advised to use bleaching powder after the Occupation Force came to this city. Since 1947 March they have used liquid chlorine.

Concerning water supply of Ushibuka machi and Hondo machi, recommendations were made in regards to repairing the water system in Ushibuka and the use of sand filters and chlorination in Hondo.

Efforts are being expended to obtain sufficient funds to increase the water supply in this city. At present the average daily consumption of water is approximately 4,500 tons. The present water supply facilities must be operated at maximum output--24 hours a day--to meet this requirement. As a result, equipment is becoming worn out through constant use. The Kumamoto City water supply at certain points is very unsanitary. The city has asked for a national subsidy to sink another well to increase the water supply in the area.

8. HEALTH EDUCATION

It has been well known to health center officials that health education is one of the most important activities of a health center. It was in December 1948 that the Welfare Ministry gave a refresher course to the health education specialists in the Model Health Center of each prefecture. Local refresher course for doctors and chief nurses from every health centers was held in February 1949 in order to bring up the staff in charge of health education.

Most of the health education work have been directed to school children, Youth's Society, Woman's Society, professional group, etc. by means of lectures, posters, pamphlets, leaflets, charts, kamishibai, etc., are also used usually, as well as health exhibitions for general public. Films and projectors (4 sets) are being used for this purpose, rotating to each health centers. Budgets for this work have increased yearly.

9. MEDICAL SOCIAL SERVICE

In the past years since health centers were instituted in this prefecture, many individuals were not aware of there existance and

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the fact that they operate to aid them and members of their family. The people are very indifferent about accepting free medical treatment. The medical social service was organized to care for these people but little progress has been made along these lines. The people are encouraged to visit the health center. The needy are then referred to the social service who extend such treatment as is necessary. The service is greatly handicapped because of shortage of funds. This is especially true in cases of extended treatment. Only by an increased budget allowance can the medical social service operate in a highly efficient manner.

10. COMMUNICABLE DISEASE CONTROL

Communicable disease control has been one of the most important activities of public health agencies, but health centers had not been playing a leading role in this field for a long time because health centers were too unsubstantial until recently to take charge of this work in place of higher agencies.

Campaigns against communicable disease have been waged by the staffs of health center officials for the past few years. Especially, the Preventive Vaccination Law has forced health centers to require people to over-all vaccination and immunization programs.

Two health centers, Yatsushiro and Kumamoto Central Health Centers have an independent section for Communicable Disease Control with the aid of full-time workers. In other centers, director or doctors of staff are taking charge of those activities in addition to other services.

Since 1946 preventive medicine and measures have been widely extended throughout the prefecture to control communicable diseases. As a result communicable disease has decreased in number gradually as shown below:

Disease Year	Cholera	Dysentary	Ekiri	Typhoid	Para Typhoid	Smallpox	Scarlet Fever	Diphtheria	Jap B Enceph.	Typhus
1945	0	2,637	186	131	0	2	6	377	0	0
1946	21	1,750	116	230	48	84	3	376	10	10
1947	0	352	105	101	24	3	6	330	2	2
1948	0	109	109	24	20	0	2	166	31	3
1949	0	65	134	23	23	0	4	180	179	2

As preventive inoculations were prohibited due to reassay of biologicals in November 1948, there has been a slight increase in communicable diseases.

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11. VENEREAL DISEASE CONTROL

It was by the special Venereal Disease Regulation, dated 22 December 1946, that physicians have assumed the responsibility for reporting each venereal disease cases. Health center had never obtained the detailed information on venereal disease before.

The amended Health Center Law, dated 1 January 1948, has made health centers operate a clinic for the treatment of venereal disease. In fact, the medical treatment had been given to prostitutes by health centers before that date, but clinics have opened to the general public since then.

Based on the Venereal Disease Prevention Law, dated 1 September 1948, they are carrying out the following procedures.

1. Blood test of all pregnant women.
   Average 1,000 pregnant women visiting clinic each month.

2. The pre-marital examination.
   By means of health education, young people are being encouraged to do a pre-marital examination.

3. Contact tracing.
   About 50 contacts traced weekly.

4. Examination of patients.
   Approximately 650 patients weekly.

5. Treatment for venereal disease.
   Approximately 780 patients weekly.

6. Health education on venereal disease.
   Lectures, health posters, pamphlets and exhibitions.

The venereal disease clinics of health centers are open to general public. Mapharsen and mapharsol as well as other arsenicals are being used for syphilis; penicillin and sufadiazine or sulfathiazole for gonorrhea and other venereal disease.

Public Health Section of this team has encouraged doctors to give a thorough treatment based on a standard formula.

All health centers were equipped for Murata test in the fiscal year of 1949. Two health centers are able to do Wassermann test. The Chemo-sero-Therapeutic Institute and the Ken Hygienic Laboratory are

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doing Wassermann test in place of other health centers. Darkfield microscopes are installed in five health center, who's clinics are equipped to perform darkfield examinations.

12. TUBERCULOSIS CONTROL

In Japan, health centers were originally opened to campaign against tuberculosis which had spread among many people causing a high mortality rate.

Since the landing of Occupation Forces the expansion of public health administration has resulted in the improvement of intensive tuberculosis control by the health centers. The financial, personnel problems and the equipment for this work have become more satisfactory yearly. About half of the doctors in health center have had experiences in tuberculosis control. Doctors and public health nurses are receiving national and local refresher courses in tuberculosis control.

As for the equipment used, nine (9) standard x-ray machines for direct x-ray, ten (10) 35 mm for indirect examination; six (6) portable x-ray machines and sixteen (16) pneumothorax apparatus have been installed in 14 health centers. Only five health centers have x-ray technicians.

In 1948, the average number of out-patients to tuberculosis clinics was 60 per month, among whom 30% were found to be in need of medical advices or medical treatment. Examinationswere done to 194,619 school children, 11,876 industrial workers and 30,934 other persons in 1948. 548,314 received tuberculin test and 119,039 were innoculated with BCG. An average of 12 patients received pneumothorax therapy in each health center.

In 1949, the health centers realized the importance of tuberculosis control. They are making x-ray studies, medical history, examinations, tuberculin test, and laboratory studies, such as sputum and sedimentation test. The patients are referred to nutritionist for advice on nutrition, then to medical social service worker for assistance if necessary and they are also recommended and referred to the sanatorium if deemed necessary. Home visits are made to most of these patients by public health nurses, but due to a shortage of public health nurses they are unable at present to visit all cases.

Public health education on tuberculosis control has been stressed by the director or his assistance of health centers to various groups and with the members of his staff, public health nurses, clinical

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and midwives' association, emphasized the problems of control of tuberculosis in the home and preventive measures which can immediately applied.

13. CONCLUSIONS

During the past four (4) years there has been a marked improvement in the public health activities in this prefecture. The greatest problem has been the health education of the Japanese people. The people seem to fail to try to improve the general health of his or herself. The Public Health Department in this prefecture has done a fine job in health activities and in cooperation with Civil Affairs Team has greatly improved in operation. There is still room for marked improvement in control of communicable disease, control of tuberculosis and in treatment of venereal disease case. These improvements can only be made by an increased budget allotment.

14. RECOMMENDATIONS

It is felt the following recommendations are necessary to further improve and expand the public health activities in this prefecture.

1. Remodel and re-equip the Kumamoto Medical College and hospital.

2. Increase facilities for health education of the public.

3. Increase supply of insecticide and larvacide for Insect and Rodent Control. Also improved equipment for use in Insect and Rodent Control.

4. Some doctors and nurses should be trained as specialist in various diseases such as tuberculosis; venereal disease and maternal handling.

5. A training course should be established to instruct students to become laboratory technicians, x-ray technicians, pharmacy technicians, etc. These students should be placed in health centers for a period of time to repay for training received. This work is at present taking up a large part of the doctors time which should be used in treatment of patients.

6. More inspection of food handling establishment. Inspectors should have authority to close establishment if sanitary measures are not met and maintained.

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7. The chiefs of each section in the Public Health Department should be well trained and qualified to perform his duties. The salary offered is not adequate to interest qualified persons to accept these positions.

8. The last but the most important is a large increase in the Health Department budget. None of the above recommendations can be accomplished on the present budget. The budget in this prefecture would have to be at least doubled to bring the Public Health activities up to a level necessary to improve rapidly the health of this prefecture.

** END **

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Inclosure E

PUBLIC HEALTH PROGRESS REPORT

Report prepared by: Ethel V. Osterdahl, DAC, P-3

The 14 health centers serving a population of 1,200,000 in Oita Prefecture, are strategically located throughout the 12 guns with 5 of them placed in the largest cities. The table on Inclosure #1 shows the location, the populations served, the total staff and some of the technicians employed.

In the past 4 years, 3 new health center buildings were erected. Three more were contemplated but with the recent loss of a 50% national subsidy plans for rebuilding must be modified. However, 5 million yen is expected to be allocated by the prefectural government for improvements in the Beppu, Mie and Saeki health centers which are at present inadequate and in a deplorable condition.

The staffs at most health centers are numerically inadequate, and the few existing vacancies have not been filled for lack of qualified applicants. Only a comparative few of the staffs have had adequate training. The equipment and buildings for the most part are not adequate. Difficulties in administrative authority is evidenced in some centers. The model health center located in Oita City, opened in April 1949, cost about 5 million yen. Its staff of 65 serves a district population of 205,000 which is a heavier load than the ideal model health center would carry with a staff of 63 per 150,000 population. In the past 5 months of its existence its progress has been commendable and as a model center has been used to good advantage.

Brief comments on the basic services are as follows:

1. Public Health Nursing

Two nurses in the model and one in each of 11 other health centers have had the 3-month public health nurse refresher course in Tokyo. Application of the knowledge gained there has probably not been put to best advantage in all health centers, possibly because of apathy of the staff other than nurses, to the public health nurse program; the lack of complete equipment for home and clinic nursing and the lack of transportation facilities. Another deterring factor in the public health nursing program is the lack of administrative ability of chief nurses, and/or the fact that some health center administrative officials do not permit the chief nurse to assume the administrative authority.

2. Maternal and Child Health

All health centers maintain maternal and child health clinics but for the most part the attendances are low. The prenatal examina-

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tion at least includes a blood test on all who attend and at centers where there are 3 or more physicians the examination approaches more the ideal. The child health clinics have better attendances, the most frequent cases being feeding problems. Observation of mass child health examinations shows a rather cursory examination is given.

3. Public Health Statistics

While some one is responsible for compiling health and vital statistics in each health center not much is done as far as study of those statistics is concerned. Occasionally where a more progressive doctor is located the statistics apparently have some significance and influence on plans of work.

4. Diagnostic Laboratory Service

All except Mie and Sakanoichi health centers maintain a fairly adequate diagnostic laboratory service. In Mie the only physician there must do all the laboratory work with only the most meagre equipment.

5. Dental Hygiene

Only the model center has a dentist and dental equipment. The program as for other health centers is educational with a few posters now and then and perhaps some activity with cooperating practicing dentists.

6. Nutritional Service

Five health centers employ nutritionists who are utilized for nutritional conferences with individuals, lectures and classes with demonstrations to groups. They assist with the occasional nutritional surveys made through the nutrition division of the prefectural department of health.

7. Sanitation and Hygiene

A total of 32 veterinarians and sanitarians, and perhaps 8 or 10 unclassified persons on the whole 14 health center staffs are responsible for this work, a small number for the magnitude of responsibilities. Careful attention is given to the attendance of a veterinarian at all slaughterings. Very obvious improvements are seen in meat and fish markets in many places but sanitation and hygiene in food preparation places is very poor. There are 7 large public water works that are quite adequately supervised. Insect and rodent

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control programs are functioning but probably inadequately because of untrained help and rapid turnover of the poorly paid laborers.

8. Health Education

Lack of funds prohibit providing health education literature that most health center directors feel is vital to health education. Occasionally a pamphlet with good material is put out. Health education for the most part is accomplished with cooperation with the prefectural information section with radio talks, spot announcements, traveling poster exhibits, health films and newspaper articles. Lectures by health center personnel are provided.

9. Medical Social Service

Only the model health center employs a medical social service worker. Basically the health centers staffs are supposed to know the functioning of welfare activities but probably the extent of the medical social service activities are confined to the procedure of collecting fees through the National Health Insurance and Daily Life Security Law. However observations in hospitals caring for TB patients show that 80 to 90% of the patients are cared for by either of the above mentioned welfare agencies.

10. Communicable Disease Control

In the past year no major disease epidemics have occurred in the prefecture, probably good evidence that the immunization programs in previous years have been successful. With the outbreak of a major epidemic disease prompt action is taken by health center and prefectural department of health staffs. Since sufficient vaccines have been unavailable in the last 9 months the immunization programs have been affected.

11. Venereal Disease Control

All health centers have diagnostic and treatment facilities but for the size of the population served the attendances at the clinics are very small. Case finding is done mostly by their routine examinations and good contact tracing is not evidenced. Prostitution flourishes particularly in Beppu City where a prefectural VD clinic and hospital is maintained. Contact tracing procedures here are better than in most places.

12. Tuberculosis Control

All health centers have diagnostic and treatment facilities for tuberculosis. The greatest percentage of all physical examinations

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done is for tuberculosis. All health centers have stationary direct X-ray machines, four have portable indirect machines which are frequently loaned to other centers for mass examination clinics. There is only 1 direct portable machine available. Pneumothorax treatment is available at all centers but the number of patients receiving treatment is proportionately small. The greatest problem in the TB control program is that of finances of the patient. Most of the available TB beds are not centrally located but most of these beds are now occupied. Hospitals are increasing their TB bed capacities. BCG vaccine not being available in the recent past has hindered the TB program but plans for its immediate use when it is released has been made. The public health nurses endeavor to visit all newly diagnosed cases but no doubt reach only a small proportion, the hindrance being lack of transportation.

Conclusions

The model health center has gotten off with a good start since opening 5 months ago. Its services in general are improving. It is utilized to good advantage. Most health centers are inadequate from the viewpoint of qualified personnel, number of personnel, and equipment. Care of property and equipment is not given due regard. Initiative and conscientiousness in many of the personnel is lacking. Administrative difficulties arise between the director and the general affairs manager, and no doubt politics has its influence.

Recommendations

It is recommended that:

1. The health centers in Beppu, Saeki and Mie be reconstructed to provide some semblance of adequacy in equipment.

2. All health center staffs be increased to minimum standards.

3. The directors of health centers be protected from infringement of administrative authority by non-professional personnel.

4. The directors have authority to dismiss inadequate personnel.

5. The chief nurses be given more administrative authority in nursing affairs.

6. The travel expenses accounts be increased to meet the needs.

7. Funds be provided in budgets for maintenance of property and equipment.

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STAFFS OF HEALTH CENTERS IN OITA PREFECTURE

Name of Health Center	Total Staff	P.H. Nurses	Clinical Nurses	Mid-wives	Physi-cians	Nutri-tionists	Veteri-narians	Sani-tarians	Populations Served
Oita	65	12	1	1	4	1	4	2	205,000
Beppu	27	6	0	0	3	1	2	0	95,000
Hiji	17	3	1	0	2	0	2	0	69,000
Hita	25	7	0	0	2	1	2	0	100,000
Kunizaki	18	4	1	0	2	0	1	1	76,000
Mie	23	6	1	0	1	0	2	1	99,000
Mori	17	4	0	0	1	0	1	0	47,000
Nakatsu	29	8	0	0	3	1	2	0	103,000
Saeki	20	6	1	0	3	0	2	1	113,000
Sakanoichi	18	4	0	0	1	0	1	0	50,000
Takada	28	8	1	0	1	0	1	1	54,000
Taketa	20	5	1	0	2	1	2	1	58,000
Usuki	22	3	0	0	3	0	1	0	82,000
Yokkaichi	27	8	0	0	3	0	2	0	100,000
TOTAL	356	84	7	1	31	5	25	7	1,251,000

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Outline of Public Health Activities

I Public Health Nursing

The health nurses in 1945 and 1946 totaled 47 of which one-third were apprentice-students. Until 1947 four to six health nurses of each health center had been engaged mainly in tuberculosis and care of the mother and child in the clinics. Since May of 1948 each Health Center has named the persons in charge of health nurses and has started on the cases of Venereal Disease, epidemics, guidance, education and nutrition in the clinics. Each health center has made great strides in the nursing activities utilizing home visits and circuit guidance in the section under its supervision. The current number of health nurses is 59 of whom the majority are qualified. Although health nursing has improved a great deal in this prefecture, as yet it has not reached a satisfactory stage.

II Maternal and Child Hygiene

The activities of this section did not receive much recognition until 1947. However, since April of 1948 the activities have increased and improved a great deal through all means of health center activities, education, diagnosis, home visits by the health nurses, consultation and guidance of the medical welfare workers.

As of January 1948 health of expectant mothers has been protected by the system of the Child Welfare Law and bi-annual mass examination. After January of 1949, special guidance of each expectant mother to insure her health preservation has been conducted with state subsidy in accordance with the above Law. Since June of the same year, mother's classes have been held in each city, town, and village; and training courses were heal on the preservation of health for expectant mothers. Miyazaki city and Tonda Village have outstanding health centers and are conducting their activities accordingly.

III Statistics on the Public Health

Until 1947 each Health Center had been making few statistics. However, since January of 1948 it has conducted the business of vital statistics and is making sanitary statistics of various kinds. The statistics are being used as a deference for health preservation. In November 1948 and September 1949 investigation of medical treatment was conducted. Since January of 1948, monthly reports of hospitals activities of the health centers and statistics on the minute investigation of epidemics are being made. The activities of the vital statistics section were outstanding for the year of 1948 throughout the prefecture.

IV Diagnostic Laboratory Statistics

In 1945, there were established hyginenic laboratories within the health centers in Miyazaki, Miyakonojo and Nobeoka cities. Since then experiment services have been operated by the experts in charge.

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IV Diagnostic Laboratory Statistics. (Cont'd)

Later in 1947, a hygienic laboratory was established in Takachiho, Obi and Tonda. In 1949, the rest of health centers in this prefecture were also equipped with a hygienic laboratory and are now practicing experiments on a small scale. In October, 1948 chemical and bacteriological laboratories and a stebilizing room were newly set up in the Miyazaki Model Center and considerably satisfactory results are being obtained there.

V Dental Hygiene

None of the health centers except the Miyazaki Model Health Center have yet touched the field of dental sanitation service. But it is a problem which should be considered. Since the start of the Miyazaki Health Center as a model with professional well trained workers it has been making efforts to function sufficiently.

VI Nutrition Services

Nutrition guidance services have been operated as a part of the Health Guidance Program, but since 1945, the responsibilities of the workers in charge of nutrition education and guidance have gradually increased. This service have been excercised as a part-time job for doctors or public health nurses, and accordingly the services, judged from the professional point of view, remain unsatisfactory. Since the start of the Miyazaki Health Center in 1948 as a new Model Center, it has made remarkable progress. It established a well-equipped nutrition room and also appointed professional dietitions who immediately launched upon consultation and guidance services for tubercular patients and other patients in the children's and mother's clinics.

VII Sanitation and Hygiene

There were no activities worth mentioning the way of the promotion of healthy surroundings from 1945 to the spring of 1946. The first care taken by the prefectural Health Department was to transmit the guiding principles shown by the Ministry to each of the health centers under its jurisdiction, and in 1947 each community was granted funds to be appropriated for sanitary purposes and had its health staff strengthened much to the advantage of the cause. In July 1948, there were squads of vermin killers formed to the number of 43 (10 of which belonged to the Health Centers), which grew to be 53 in August of 1949. The only difficulty found in performing activities of the kind is the lack of interest and sympathy on the part of the public, which is not yet in a condition to comprehend the meaning of the movement.

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VIII Health Education

One of the must important functions taken up afresh by the Centers is to awaken public interest in health education and spread information useful to that cause through their several Areas. From this point of view, every center since May 1948 has been making its best effort to perform its duties. In order to raise the level of public health, the public health center chief uses opportunities to contact the people of various organizations, clubs, schools and courses through various meetings making use of public health nurses and members for surveillance of public health and to give the general public and school pupils advice on the general problems of public health. It is worth nothing that the Miyazaki Health Center, since the time when it made a start as a Model Health Center has established a section for education of public health and has full-time officials in charge of the section. The officials are carrying out education on the improvement of the plan for information on public health and keeping contact with each section within the center.

XI Medical Social Service

Until 1948 the work done by health centers was not effective. Since May in 1948, however, this work have been adopted as a part of the new medical care done by health centers and health center chiefs, public health nurses, and officials in charge of medical treatment. The health centers, except Miyazaki Health Center, have had no full-time medical (social work) officers appointed, therefore, up to date, full-scale medical social works have not been executed. In Miyazaki Health Center, since its start as a Model Health Center, these works are being executed by the positive management of able full-time medical social work officers who are keeping close contact with all the social works agencies and public welfare facilities and solving patients' domestic, social and economic problems.

X Communicable Disease Control

Since 1945, every health center has corried on preventive measures against epidemic by instructing officials of city, town and village in charge of public health and medical inspection commissioners. Prevention of epidemic was at first to report cases of statutory infections diseases. However, the idea of prevention of epidemic was later extended. At the end of 1945, Venereal Disease was designated as a disease to be reported to the authorities, and in the summer of 1946, Japanese Encephalities, Malaria and 17 other diseases were designated as diseases to be reported to the authorities. Since that time the method of prevention has been worked out. In order to prevent infectious diseases from spreading, early discovery medical treatment, separation, and disinfection has been thoroughly executed.

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X Communicable Disease Control (Cont'd)

At the same time preventive injections of various kinds of vaccine have been carried out. The officials in charge of prevention of epidemics and public health nurses are carring out investigations of the people and keeping in touch with cases of infectious diseases in order to work out an elaborate method of preventing epidemic from its origin.

XI Venereal Disease Control

In 1946 and 1947 the caterers were the object of the work based on the Venereal diseases prevention law and clinics of Venereal Diseases took precautionary measures and gave medical treatment. In July 1948 a new Venereal Disease Prevention Law was enacted. The health centers and the special clinics took an active part in the prevention, medical treatment, and spread of the disease. Reports of the cases, survey of the caterers and if necessary, compulsory examination of prostitutes were made. A slight increase in the number of cases reported is shown in the year 1949 as compared with 1948. All health centers are taking active part in the prevention of Venereal Disease, but due to the lack of qualified doctors many are working on a small scale.

XII Tuberculosis Prevention Work:

Since 1946, every year persons of the designated age have been injected with tuberculin, and those who rearted negatively were inoculated with B.C.G. The result was good for the prevention of the disease. On the other road, patients were discovered by mass examination and early treatment and artificial pneumothorax were given. Time and efforts were devoted to the prevention treatment, and the development of the desease. Since May 1948 as a link of the work of health center, preventive measures for tuberculosis such as (a) clinic for the prevention of tuberculosis, (b) visits to homes by public health nurses (c) medical treatment social work (d) sanitary education have been taken. Some of the public health nurses are not taking active part in the work and there are a few health centers that do not give artificial pneumothorax. Effort will be made for home nursing by public health nurses and for artificial pneumothorax by the health centers and clinics.

XIII Conclusion

Looking back upon the past four years to December 1948 when Public Health reached a standard of satisfactory, there has been a continual improvement since, which has not as yet reached a standard of excellent. All Health Centers are depending on the Model Health Center for guidance and support. At present at these Health Centers the work is thoroughly understood and strongly supported by the people.

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The Organization of Miyazaki Prefectural Health Center

- Miyazaki Ken Health Dept.
  - 1. Miyazaki Health Center
    - General Affairs Section
      - Charge of Miscellaneous Affairs
      - Charge of Medical Affairs
      - Charge of Pharmacies Affairs
    - Sanitation Section
      - Charge of Enviornmental Sanitation
      - Charge of Food Sanitation
    - Preservation of Health & Prevention Section
      - Charge of Prevention of Epidemics
      - Charge of Tuberculosis
      - Charge of Venereal Disease
      - Charge of Mother & Child Health
      - Charge of Dental Health
      - Charge of Dietetic Affairs
    - Extension Section
      - Charge of Sanitary Education
      - Charge of Sanitary Statistics
      - Charge of Public Health Nurses
      - Charge of Medical Treatment Social work.
      - Charge of Experiment & Examination
  - 2. Miyakonojo Health Center
  - 3. Nobeoka Health Center
    - 10. Branch of Nobeoka Health Center (Tomishima Health Center)
  - 4. Kobayashi Health Center
  - 5. Obi Health Center
  - 6. Tomda Health Center
    - 11. Branch of Tomda Health Center (Tsuma Health Center)
  - 7. Takachiho Health Center
  - 8. Honjo Health Center
  - 9. Fukushima Health Center

The operation of all Health Centers in this prefecture is based on that of the Model Health Center of Miyazaki City.

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HEADQUARTERS
SAGA CIVIL AFFAIRS TEAM
APO 24 UNIT 5

JAE/et

10 October 1949

Quadrennial Historical Progress Report

PUBLIC HEALTH SECTION

(Capt James A. Enger, MSC)

Annex E:

1. Health Center Reorganization:

a. The first health center was established in Karatsu in 1938. Four additional centers were activated during the war at Kanzaki, Saga, Kashima and Imari. The number of health centers was increased to six with the establishment at Takeo in September 1949. Plans have been approved for the opening of a center at Ogi in the near future. Based on a population of 900,000 and a goal of eight health centers, tentative plans indicate subsequent establishment in Tosu.

b. A model health center has been accomplished at Karatsu. This center is the best in the prefecture and is serving as guidance to pattern the activities of the other health centers. The efforts to bring all centers up to the model health center standards shows only promising success.

c. An evaluation of the health centers reveals Karatsu center to head the list. This institution has a enthusiastic and competent director. He has molded a efficient staff to enable the center to accomplish the mission. There is considerable activity in each of the basic functions of the health center.

d. Saga Health Center is presently located in a building shared with a non-health office. Despite this handicap the center is administering health principles in a satisfactory manner. A new building is nearly completed for this center and should provide highly efficient medical service to the population.

e. Imari Health Center shows promise in attaining future accomplishments in the public health field. The director is competent and displays some initiative. He recently completed a course on health administration.

f. The health centers at Kanzaki and Kashima are poor. The directors are unqualified. They lack ambition to head an institution of this kind. Despite attendance at health administration courses, there is little activity shown by the directors.

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None of the basic functions can be considered to measure up to standard.

g. Takeo Center was recently established and no comments can be offered.

2. Health Center Basic Functions:

a. Public health nursing.

(1) Public health nursing at the end of the war was limited to a few public health nurses attached to health centers whose work was mainly lending assistance to physicians, x-ray technicians and pharmacists. In certain cases they were treated as menials. This was due to the fact that the standard of education was low and the nursing profession was held in low esteem by the general public. After the war, efforts were made to raise the professional status of the nurses and constant re-education programs were instituted with the result that public health nurses have come to realize the importance of their work and the prestige attached to their profession. More responsibilities of giving guidance to tubercular and venereal patients are in their hands and frequent home visits to patients are being made. Special courses for public health nurses are being conducted by instructors especially trained for this work. The standard of public health nursing is thus being raised and with the increasing responsibility and the fine work accomplished the prestige of the public health nurses is expected to be still more elevated.

b. Maternal and Child Hygiene:

(1) This was the principal activity of the health centers during the war and immediately following, but the activity was limited to those who voluntarily came to the health centers. With the promulgation of the new "Health Center Law," activities were extended to the towns and villages within the jurisdiction of the health centers and periodical health examinations and blood tests on pregnant women carried out. This section undertook the task of issuing mother's cards for the allocation of maternity needs. The improvements made is evident from

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the statistics which show a infantile mortality rate of 70.3 per thousand in 1948 as against 106.7 per thousand in 1945.

c. Public Health Statistics:

(1) Statistics before the war were taken by the town offices and forwarded to the public health section and to a statistics bureau. In 1947 the Welfare Ministry took charge of statistics and the health department was responsible for the collection of these statistics. In 1948 health centers established statistics sections and collected the statistics of areas within their jurisdiction and also checked on the accuracy of the reports submitted. Use is made of these statistics to plan future public health programs.

d. Diagnostic Laboratory Service:

(1) Prewar labolatories in the health centers were for performing routine clinical tests. Progress was made with the promulgation of the "Health Center Law" which necessitated the performance of elaborate laboratory tests for other fields of public health. Health centers are increasing the facilities for the execution of these laboratory functions. Laboratory technicians are being trained and it is expected in the near future more beneficial tests can be performed. The laboratory facilities in the health centers are available to private practitioners who require confirmatory tests for their diagnoses.

e. Dental Hygiene:

(1) This is the least progressive of the basic functions of the health centers. Except for the model health center in Karatsu, none of the health centers provide dental service. However, efforts are being made to popularize oral hygiene and guidance is given along these lines with the cooperation of the private dentists.

f. Nutritional Services:

(1) Nutrition activities were established within the health centers during the war but were confined to maternity and child nutrition. At present periodic nutritional surveys are being conducted

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in selected areas with the assistance of doctors. Stress is laid on the nutritional requirements of patients; especially tuberculosis patients, mother and babies. Guidance in the nutritive preparation of school lunch programs is given. No research projects on nutrition have begun. Nutritionists in the health centers are young and inexperienced and confidence must be instilled into them.

g. Sanitation and Hygiene:

(1) Post war environmental sanitation was poor. With the institution of town cleaning systems within the health sections of municipalities and the supervision rendered over them by the health centers, a fair degree of improvement has been seen. The health centers have environmental sanitary inspectors who inspect the areas under their jurisdiction and render guidance to the local sanitary teams in their work of guidance to the individual household. The improvement is evident from the decline in the number of bacillary dysentery cases in the prefecture.

(2) Eating and drinking establishments before the war were supervised and licensed by the police department. The licensing and the supervising of these establishments is at present under the jurisdiction of the prefectural health department and the health centers. In January 1948, a "Food Sanitation Law" was passed and food sanitary inspectors were stationed in each of the health centers to enforce the law. The number of inspectors is small and the progress is slow. Food inspectors are new to their jobs and difficulty is experienced in getting the food dealers to cooperate. However, a gradual improvement has been noticed in the sanitation of dairy products.

(3) Each health center has a insect and rodent control team which acts as instructors to similar teams in each town and village. The health centers hold lecture and demonstration meetings and this has led to increased efficiency of the teams. The decline in the rate of diseases transmitted by insects is fair proof of the progress made.

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h. Health Education:

(1) In the early stages, the education of the general public on health matters was limited to utilization of a few posters and a casual newspaper article. In December 1947, the importance of public education was realized and with the health centers acting as intermediaries the publicity and education campaigns were expanded. All known media are being used now and interest is being shown by public health workers displaying initiative and ingenuity. However, whole hearted support of the public is lacking and continuous education programs are not being conducted.

i. Medical Social Service:

(1) This is entirely new in the public health field and was instituted in the health centers in February 1949. Medical social service is entirely new to the Japanese and the workers are not familiar with the type of duties they are to perform. Training courses are being held and it is expected that progress will be made.

j. Communicable Disease Control:

(1) This service is a basic function of the overall public health program. Until recently this service was allowed to develop in the health sections of the cities, towns and villages. Necessary coordination with other medical and health facilities did not exist. This was a carry-over from the long period in which public health and sanitary activities had been under the jurisdiction of the police department.

(2) Consolidation of the communicable disease control service in 1947 under the health center system has shown progress. At first its activities were directed against the "legal diseases." Since then other diseases have been made reportable, tuberculosis, venereal, pneumonia, Japanese "B" encephalitis, measles and whooping cough.

(3) In July 1948 the "Preventive Vaccination Law" was passed which requires preventive inoculation against 12 infectious diseases. Prior to passing the law, vaccination was required only against smallpox.

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(4) The health centers are experiencing difficulties due to poor cooperation by doctors in reporting cases and the general public not complying with the provisions of the "Preventive Vaccination Law."

k. Venereal Diseases Control:

(1) Prewar venereal disease control was limited to the periodic examinations of licensed prostitutes. Venereal disease clinics were usually run by the prostitutes association. Post war venereal disease rates showed an alarming increase. In November 1945 venereal diseases were added to the list of reportable diseases. Venereal disease clinics were established under the guidance of the health centers which instituted correct methods of diagnosis, treatment and standards of cure. In the health centers, case tracing and case finding was started and gradual progress is noticed.

(2) In 1947 venereal disease control committees were formed to meet periodically and discuss problems in the campaigns against venereal diseases. Liaison is made with representatives of various organizations and cooperative programs are conducted.

(3) In July 1948 the "Venereal Disease Prevention Law" was passed which assisted in the control of venereal diseases, but the law is not utilized to its maximum advantages by the health centers. Education of the public on these matters is still of paramount importance.

l. Tuberculosis Control:

(1) Tuberculosis claims the highest morbidity rate in Japan. Although much has been done, the fundamentals of tuberculosis control are not realized by the people. Health centers are active in this program and are making diagnosis and rendering treatment. Contact tracing, mass examinations, tuberculin testing and BCG inoculations are being accomplished. Guidance in home care is given to patients by the public health nurses. Every effort is made to hospitalize the infectious cases. The health nurses, medical social service workers and

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nutritionist are working in cooperation with the tuberculosis control officer in the fight against tuberculosis.

(2) In September 1947, tuberculosis control committees on prefectural and health center district levels were formed and they are assisting in the pursuance of tuberculosis control activities.

3. Conclusions:

a. Each health center district is an administrative unit. The director is the chief health official of the area. The director is responsible for administration and performance of all phases of public health programs within the health center district.

b. Each center is staffed and equipped to provide service in public health nursing, maternal and child hygiene, public health statistics, diagnostic laboratory service, dental hygiene, nutrition, sanitation, health education, medical social services, communicable disease control, venereal disease control and tuberculosis control.

c. When the reorganization of the health center system has been completed Japan will have a public health organization capable of properly dealing with and solving the public health problems of this country.

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HEADQUARTERS
NAGASAKI CIVIL AFFAIRS TEAM
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QUADRIANNUAL PUBLIC WELFARE HISTORICAL PROGRESS REPORT

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PUBLIC WELFARE QUADRIANNUAL PROGRESS REPORT

1. Public Assistance:

a. In September 1945, Nagasaki Prefecture granted relief to 67,512 persons, who were eligible under several different laws, namely, for military assistance benefits, general relief, mothers' and children's Protection Law, the Juvenile Training and Education Law, Wayfarer's Law, Care of the Mentally Ill, Medical Treatment Protection Law, Disaster Relief Fund Law and the War Sufferers' Protection Law. Eligibility was determined by the Homen-iin or volunteer officials, subject to the approval of the mayor of the local governmental unit. At that time Mr. Tokiichiro Takewaki and Mr. Takehiko Hisatake were Chief and Assistant Chief of the Prefectural Welfare Department, with a total staff of twenty officials and ten other clerical employees. On 1 January 1946 the Welfare Section was established in the prefecture following the passage of the Daily Life Security Law, with Mr. Takeo Suzuki, the Acting Governor, serving as Chief of the Welfare and Education Section. Thirteen officials and fifteen employees constituted the staff. The first assistance payments were made in October 1946, under the terms of the Daily Life Security Law, and during the period up to March 1947, showed an average of 47,814 persons per month receiving assistance payments totaling ¥14,654,744. This was a marked decrease in numbers benefiting, however, analysis made in various localities in the prefecture in 1948 - 1949 showed the general policy had been to block in the old pre-war and war period case load, and many instances have been found where relief was uninterupted, with little attention paid to the matter of determining a budgetary deficit. As soldiers returned from military service or were demobilized, relief for their families was discontinued. The year 1947 showed assistance payments totaling ¥87,696,013 to 55,375 persons, in 1948, 48,737 persons were granted ¥153,821,635 and the period April to September 1949, shows ¥88,653,212 was granted to 32,863 persons.

b. Trends in public assistance costs cannot be determined merely by listing the expenditures and numbers of recipients. These figures have to be related to the rising cost of living, the changing value of the yen and the amendments to the budget. The first

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amendment was made in October 1946, the next in November 1946 and the other eight at periods varying from one to seven months. Then, at the recertification periods, an effort was made to evaluate the case load in terms of the eligibility qualifications, and remove those found by supervising officials to be ineligible. These recertifications were made in November 1947, November 1948, and in September 1949. However, the effect of budget amendments and recertification was slight, due to failure on the part of the Ken to follow the written directives and meetings of Ken and district officials with a detailed study of the operations in the local offices. The tenacity with which certain families endured such changes, and shifts in policy, speaks rather forcefully of the strength of the old military clique.

2. Administrative Reviews:

a. The Prefectural Welfare Staff up to 1948 had made little effort to reach the field, but established district offices which theoretically were in touch with local offices of towns and villages. City welfare offices were directly under the administration of the prefecture. In practice, supervision was limited to forwarding directives and routing reports. The Welfare Chief made ten visits in 1947, others on the staff made 120 trips. In 1948, administrative reviews were begun by Military Government, and on each visit, prefectural representatives were taken, indoctrinated, and translations of materials used and forms were prepared for them until they were built up to the place where they could safely be given a part on the agenda. At present, the Prefectural Welfare Section conducts all administrative reviews and the Civil Affairs Welfare Section Chief is present in a consultative capacity only.

b. The practice of the Japanese welfare section might be described at this time, for there is still a carry-over from the old method which affects administrative review procedures unfavorably. The section has several divisions or desks, sub-sections, or Ka, and in 1947 the Ka began inspections on strictly limited affairs, being quite unable to answer any questions of the local welfare chief on any administrative matters that was not a function of their sub-section. This persists today, with respect particularly to relief-in-kind. These officials examine a local record, which may be checked in a matter of minutes, examine the inventory and receipts, then remain for luncheon and free entertainment at the expense of local officials. This is a deplorable waste of the time of the local official, who gets no help at his points of weakness, or stimulation. The Prefectural Welfare Section Chief had little knowledge or understanding of local situations. Nagasaki Prefecture is half composed of islands, which were effectively insulated against social work ideas by reason of distance and inertia; to such extent the Civil Affairs Section Chief found a strong sentiment for

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annexation to another prefecture on Tsushima Island located eighty miles from Nagasaki. Welfare installations on these islands have been brought into closer connection with the Prefecture since 1948.

3. Child Welfare:

a. Prior to the passage of the Child Welfare Law, related ordinances were found in the Educational Standard Law, pertaining to feebleminded, abnormal, and abused children. In 1933 the Juvenile Maltreatment Prevention Law was enacted, and the Kaisei Gaku En, a reformatory, was established on the edge of Nagasaki City. In 1874 the Urakami Yoji In (a Catholic orphanage) was established in a suburb in Nagasaki, and in 1880, the Catholic Orphanage, Okura Yoji In was established in the Goto Islands. Maria En, a convent, began taking Orphanage, likewise Catholic, was set up at the same time in another location in the Goto Islands. Maria En, a convent, began taking children after 1946, though it was established in 1895. Other institutions were set up at a later date. The Japanese are "over-sold" on the social value of institutions and because the prefecture contributes a subsidy for each person under care, they stimulate the foundation of institutions on a very unsure and unsteady financial base. It appears that the institutions often suffer from insecurity due to this failure to consider a fixed basis of support; and the children and helpless persons are just as bad off in this respect as they were before admission. Then, once an institution is established, the bland assumption that all is well is general and death and runaways excite no suspicion of poor administration. Eight children's institutions have been set up since 1945 and thirteen day nurseries. The Day Nursery Program fails to take advantage of modern educational and psychological principles and not one in Nagasaki prefecture justifies its existence on this score. They are merely places where children of working parents are herded, to spread infections among each other, and to be submitted early to the mass treatment and conformity Japan imposes on school children.

b. The Child Welfare Section was established in the Nagasaki Ken Welfare Department in January 1948 and the Child Welfare Board was set up and the Child Welfare Center established in May 1948. However, the effectiveness of the program has not been as great as hoped for. These officials drift with the tide of public opinion, instead of forming it. For example, the time allowed for institutions to meet minimum standards has passed without closing sub-standard installations. They make inspections with the Civil Affairs personnel, but do not follow up on corrective action or review unless they are prodded, to see that the same conditions, corrected once, are not recurring. They are not forceful in personality and do not exert leadership. They have been appointed

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without regard to the qualifications demanded. Adoption procedures are questionable, except with regard to the usual custom of having children adopted into the families of their own relatives. Follow-up of cases reported in the press of maltreatment, neglect and suffering has been prompt. Liaison with police, particularly in Nagasaki City, has been developed to a fine point of cooperation. The "wandering Children" question has received constant and unremitting attention, and is now under control.

4. Inspection of Welfare Institutions:

a. Until 1948, the Prefectural and Military Welfare appointees conducted inspections separately, but usually compared notes. Since 1948, inspections have usually been made jointly. No great change has been noted, though perhaps the institutions are somewhat cleaner. The Institutional Workers have been trained at two In-service Training Institutes, but it was noted that the personnel attending were not the heads, but less responsible workers, who doubtless had little effect upon standards and practices when they returned from the course. However, the institutional directors meet usually once a month, and discuss common problems and dine together. Several of these sessions have been attended by Team Welfare Chief and perhaps are a training aid. However, this is an organiza tion of the workers themselves and though prefectural official are sometimes invited, they seem to have little influence and offer little assistance.

b. The over-confidence mentioned above that Japanese amateurs, laymen, as well as employees of the welfare section have in the social values of the institution is ill-placed. The Prefecture is urging each city to establish an old-age home. The difficulty will be (1) to secure adequate continuing appropriations; (2) the subsidy system, whereby national and prefectural funds are granted for each person under care, without adequate control from a prefectural standpoint; (3) and the fact that local control means that a person in need of institutional care who lives in a locality having no home for the aged is denied care. Since prefectural funds go towards such institutions, applications should be received from any old person in the prefecture.

5. Homeless Persons:

a. During the war, under a military regime, the problem of the homeless was dealth with in summary fashion - that is, they were found by the police and sent to the war factories for compulsory labor. Since the war eight transient shelters have been established in the prefecture including the Child Welfare Center, which has rooms where children may be given temporary care. This service has been necessitated by the return of repatriates and because of the return of war workers from industrial centers back to their place of residence.