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

GHQ/SCAP Records(RG 331)
Description of contents

THE NATIONAL ARCHIVES OF THE UNITED STATES

(1) Box no. 2585

(2) Folder title/number: (13)
Workshops

(3) Date: Mar. 1950 - Oct. 1950

(4) Subject:

Classification	Type of record
743, 760	C

(5) Item description and comment:

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

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

Mr. Cross
your copy

'Sha-Otsu-Hatsu' NO. 51
April 10,1950

SUBJECT: Renovation of Workhouse Enterprises

FROM: Director, Social Bureau, Public Welfare Ministry

TO: All Prefectural Governors

On the subject, we notified you to enforce the re-adjustment of work providing facilities through the "Sha-Otsu-Hatsu" No. 200, dated August 17th, last year. We had after that strong suggestions concerning the fundamental policy for the operation of workhouse enterprises. We have studied so intently on it since then that a fundamental policy for the renovation of workhouse enterprises has finally come to be formed with a complete mutual understanding. This is a plan in which the former operational policy of workhouse enterprises is discussed from a view-point of new criterion and which makes it an aim to sweep away completely, by carrying out the plan strictly, various evils that were apt to be seen in the old workhouse enterprises. The substance is as undermentioned.

In carrying out the plan, a prompt attainment of the expected aim is needed with a time-limit of its completion not later than September 30th, this year, and so I notify you by order that your Metropolitan, Hokkaido or Urban or Suburban Prefectural Government will pay attention thoroughgoingly to it that a rise or fall of our future workhouse enterprises will be directly affected depending upon how this plan is executed and that you will take the trouble to do your atmost for the attainment of the aim.

NOTE:

I. A General Classification of Workhouse Enterprises

It is a fundamental policy to treat them by classifying them distinctly into two types of them, -- one is a workhouse enterprise as a protectional facility according to the Daily Life Security Law (hereinafter to be called "a protectional workhouse") and the other is a workhouse enterprise according to the Social Work Law.

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

II. The Fundamental Policy on the Protectional Workhouse Enterprise

1. The Aim;

a. The protectional workhouse enterprise aims at giving them aid by allowing persons in need who are limited in their working capacity utilize the facility for the purpose of giving them some jobs or industrial training to acquire skills publicly. Consequently the facility aims at occupational aid as is provided for by the DLSL.

b. The protectional workhouse enterprise makes it a rule to give an indoor job training, but may not be prevented from giving occupational aid through an outdoor job training.

c. In view of the above aim of the protectional workhouse enterprise, the mayor of a city or town or the headman of a village who is of a protectional organ under the DLSL should be mindful of the growth of the protectional workhouse enterprise, make the persons in need within his jurisdiction know thoroughgoingly the substance and always drive to raise the rate of utilization of the facility.

2. Central Body of Operation:

The central body of operation of a protectional workhouse enterprise is the Metropolitan, Hokkaido Urban or Rural Prefectural Government, or a city, town or village office, or a juridical person for public interest according to the Civil Law, and its facility is restricted to the one that is authorized as a protectional facility according to the DLSL.

3. The Standard of Authorization for the Protectional Work Providing Facility:

The job training facility (hereinafter to be called a "protectional workhouse") as a protectional institution according to the DLSL should fulfill the requisities as are provided for by this plan in addition to the requisites as are stipulated in the same Law, and have a fixed number of more than 30 indoor workers (or trainees), and keep at any time receivers of occupational aid according to the same Law whose number is prescribed to be more than 80% of persons treated (or admitted).

4. Qualifications of Workers (or Trainees):

a. The worker (or trainee) in a protectional workhouse shall be restricted to a person who comes under any of the following items, out of persons whose working abilities are restrained physically or mentally or in their living environments.

(1) A person who is presently receiving himself or herself some living aid according to the DLSL, or a person who has some other person who is receiving a medical aid in the

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

one and the same family, and a person who is not presently receiving any of these aids but is qualified for an aid or another member of the family which the said person belongs to.

(2) A person who is not presently receiving as a household a living aid or medical aid according to the DLSL, but who or whose family member or members will soon come to receive such an aid or aids, in case the said person ceases to work in workhouse.

b. A person who has no limitation to his or her working ability is not authorized to be a worker even if he or she is a person aided under the DLSL. To cite an illustration, either a man householder or an unmarried woman who is a jobless or a repatriate shall seek a job at a common labor market no matter what the cause of his or her living distress may be. In consequence such a man or woman should be treated as a person to be aimed at by a labor policy under the jurisdiction of the Labor Ministry through the Public Employment Security Office and the Public Vocational Training Center or by unemployment counter-measures of unemployment counter-measure enterprises, and other labor policies.

5. The Procedure for the Determination of Workers (or Trainees):

a. A person who desires to be a worker (or trainee) of a protectional workhouse enterprise (hereinafter to be called an "applicant for a worker") is required to submit a written application of separate Form No.1 to the mayor of a city or town or the headman of a village, where he resides.

b. In case the mayor of a city or town or the headman of a village accepts a written application, he shall determine whether or not the applicant is qualified for a worker according to the following standard of determination.

(1) The standard of determination concerning whether or not a person has a working ability.

a. A mother of a family constituted of mother and child (or children) and who is supporting child (or children) under age shall be treated as a person who has a limited working ability.

b. Even if a mother of a family constituted of mother and children has a family member who has a working ability, in case the mother is in living distress because the family member is unable to work caused by an illness or other reasons, the mother ought to be treated in the same way as in "a".

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

c. In case a housekeeper of a family of mother and children or a housekeeper of a common family is distressed in living, because the householder or a family-member who has a working ability cannot work caused by an illness or by other reasons, the housekeeper of the family shall be treated as a person who has a limited working ability.

d. In case the family of any of the physically handicapped, the aged, patients of slight diseases and the cured, who cannot find common jobs, and of the mentally handicapped slightly, is in a living interest, no matter whether he or she is a householder or a member of the family, he or she shall be treated as a person limited in his or her working ability.

(2) The relation between the procedure for the determination of workers and the procedure for the determination of an occupational aid under the DLSL.

a. With respect to a person who is presently receiving himself or herself a living aid under the DLSL or to a person who has a family member to whom a medical aid is given, a decision of aid shall be given regarding him or her as a person whom one more occupational aid is given.

b. With respect to a person who is presently receiving neither living aid nor medical aid according to the DLSL, the determination of aid shall be made according to the following:

1. To practise reliably the determination as is provided for by the DLSL on the minimum living cost and income of each family.

2. If, after the determination of "a" is made more than one per three months on the whole or workers of a protectional workhouse enterprise, the said person's family turns out to be unauthorized to receive either living aid or medical aid but to be so distressed in the living of the family that the person is compelled to receive a living aid or a medical aid unless the said person works in the workhouse enterprise, a determination of an occupational aid will be given to such a person only in case his or her family's monthly sum of determined income (inclusive of his or her income earned from the work providing facility and all

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

other incomes) is less than the sum obtained by adding the following amount according to the number of members of the family to his or her monthly sum of the determined minimum living cost.

: NO. of family members	1 person	2 persons	3 persons	4 persons	5 persons	More than 6 persons
: Amount to be added	¥700	¥800	¥900	¥1,000	¥1,100	¥1,200

In case, however, there are more than two workers in the one and same family, the amount shall be the one obtained by adding to them ¥700 per increase in the number of workers.

2. Accordingly, even if a person who is presently a worker and whose family is compelled to receive at once a living aid or a medical aid unless he works at the work providing facility, has a determined sum of income which exceeds over the sum determined as an occupational aid of "2", there will be left a room for his or her admission into it. Such a person may be approved to be qualified for a worker but cannot be decided to receive an occupational aid.

c. In case an aspirant for the work submits a written application of separate Form No. 1, the mayor of a city or town or the headman of a village must ascertain whether the aspirant applied for a job to the near-by Publi Employment Security Office and must not determine as a worker (or trainee) unless the applicant brings a certificate of there being not suitable job for him or her written by the President of the Public Employment Security Office.

With respect to a person who cannot visit the Public Employment Security Office due to traffice suspension and other reasons, the mayor of a city or town or the headman of a village shall take a trouble in place of the said person for the application of a job to the Public Employment Security Office and take a step to get a delivery of a written certificate.

d. With respect to patients of slight diseases, the cured from illnesses, or the mentally handicapped slightly, of the applicants for workers, the mayor of a city,

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

town or village shall ask fo the submittance of written certificate (of which any form will do) concerning the disease and its condition certified by the President of the nearest Health Center in addition to the written certificate of the Public Employment Security Office.

e. The mayor of a city, town or village shall confer a "Certificate of Qualification for a Worker of a Protectional Workhouse Enterprise" of separate Form No. 2 on a person who is recognized to be suitable for a worker after going through due formalities mentioned above, and shall of it inform the President of the Public Employment Security Office to which the applicant applied for a job.

f. The term of validity of the certificate of qualification shall be six months, and every time six months elapse the certificate must be renewed according to the above-mentioned due formalities.

6. <u>The Responsibility of the Mayor of a City, Town or Village for Workers:</u>

a. The mayor of a city, town or village should draw up ledgers similar to the protection ledger of occupational aid to enter matters related with the persons, whose occupational aids are decided, of the workers of protectional workhouse enterprises within his jurisdiction, and should gather them in a lump to compile and arrange them into a "ledger for the workers of the protectional workhouse enterprises" (which is a provisional name). The written basic proofs per person mentioned in the preceding "5" must be filed in this ledger.

b. It is desirable even for a person of a limited ability to find a job at a common labor market through the Publi Employment Security Office and so the mayor of a city, town or village should ask the workers once a month for their submittance of qualification certificates. Every time they submit, he must make workers apply for their jobs to the Public Employment Security Office and ascertain whether or not there are any suitable jobs for them. In case he receives proofs from the President of the Public Employment Security Office that there are no suitable jobs for them, he must describe them in their qualification certificates and in addition, he must enter them in the ledger of the protectional workhouse enterprise workers. The physically handicapped persons, however, whose physical handicaps are conspicuously noted may omit this procedure if they receive comprehensive proofs from the President of the Public Employment Security Office.

7. <u>The Accounting:</u>

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

Revenue and expenditure which follows the management of the protectional workhouse enterprise should be appropriated in the budget of the said local public body or juridicial person for public interest that is a central body of operation, and the state of revenue and expenditure should be clarified.

The expenditures needed for the operation should be administered as follows:

a. The accounting must be divided strictly into two types of office expenses and enterprise expenses, and one must not be misappropriated for the other.

b. As regards the disbursement of office expenses according to the DLSL for a protectional workhouse, they shall be defrayed within the range of the standard amount fixed accordingly to the actual mandays of aided persons who are paid occupational aid grants decided under "5, b, (2)", and should not be defrayed with other persons.

c. The workers who are the basis of the calculation of office expenses are limited to persons who are presently receiving living aids according to the Notification "Sha-Otsu-Hatsu" No. 81, dated March 21, last year, but from now on it has been amended that, in protectional workhouses they shall be aided persons who receive occupational aids.

8. The Supply of Materials:

The materials supplied by the National Government or Metropolitan, Hokkaido, Urban or Rural Prefectural Government are, as a rule, controlled materials and besides are restricted to those needed for the operation of the protectional workhouse enterprises.

Every time when a protectional workhouse needs a supply of materials for the operation it is required to apply to the competent Ministry through the Metropolitan, Hokkaido, Urban or Rural Prefectural Government.

9. The Relation with the Labor Ministry:

Matters (such as referrals, proofs, etc.) related with the Public Employment Security Office of the above-mentioned operational fundamental policy of the protectional workhouse enterprises will be separately notified after the discussion with the Employment Security Bureau of the Ministry of Labor.

III. The Measure for the Switching-Over of Protectional Workhouse Enterprises

1. The Measure for Privately Operated Public Institutions:

Privately operated public institutions are accompanied by various evils. It shall be decided whether they should be made to be a complete public operation or complete private operation. Take steps according to the following:

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

a. The Switching-Over to a Complete Public Operation

To make efforts to switch over public institutions operated privately to the complete public operation. In switching over, to take care that the change in the permanent property, positions of the personnel will be discussed with the head of the institution for a smooth disposal.

b. The Switching-Over to a Complete Private Operation

To make a disposal of a refundment of grants-in-aid, and others according to the Notification "Sha-Otsu-Hatsu", No. 145, dated May 26, last year. In case the operator of the said institution finds it difficult financially to dispose of the property for a consideration, to devise an expedient means, such as renting the institution at a moderate price.

2. The Switching-Over of Private Institutions Operated Privately

If any workhouses of a complete private operation according to the Social Work Law want to switch over to protectional workhouse enterprises, the said local public bodies shall make positive efforts concerning the switching-over measure.

3. The Disposition of Qualified Workers

With respect to qualified persons of the present workers who fall under the qualification requisites previously mentioned in "II, 4", to confer qualification certificates on them, going through due formalities previously mentioned in "II, 5".

4. The Disposal of Unqualified Workers

The unqualified persons of the present workers who do not come under the qualification requisites in "II, 4" mentioned above shall be discharged from the protectional workhouse within the period of grace of ninety (90) days. To endeavor to accord convenience to them so that they will find proper jobs outside of workhouse enterprises by urging concerned machinery. In consequence by this measure there must be no workers who have no qualification certificates in protectional workhouse enterprises on August 1 and afterwards.

5. The Proceeding for an Approval of the Protectional Workhouse

As regards the existing institutions which are not authorized as protectional institutions according to the DLSL wants to switch over to protectional workhouses, to make them go through due formalities of their authorization as quickly as possible.

6. The Period of the Switching-Over

The above mentioned measure for the switching-over must be promptly got under way and be finished completely not later than July 31.

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

7. The Disposition of Expenditures which follow the Switching-Over

The purchasing expenses in case of the switching-over from public institutions to public institutions, and improvement expenses, expansion expenses and reparing expenses for the arrangement of existing workhouses are expected to be defrayed from the subsidy to protectional facilities according to the DLSL. Any institution that wants to receive a subsidy from the National Treasury should consult with our Ministry not later than May 20 with a complete plan attached according to the Notice "Sha-Otsu-Hatsu" No. 13 of January 31, this year.

IV. The Fundamental Policy concerning Workhouse Enterprises according to the Social Work Law

1. The Central Body of Operation:

The central body of operation of workhouse enterprise according to Social Work Law is restricted to a local public body or juridical person for public interest, and any private operation is not approved. Accordingly I think you are already disposing of privately operated institutions according to the Notice "Sha-Otsu-Hatsu," No. 20, of August 17, last year. In regard to institutions that want to continue their existence as they were, I request you will give heed to your guidance to and supervision over them so as not to make them use any name of workhouse enterprise hereafter.

2. The Minimum Standard:

The workhouse enterprises according to the Social Welfare Law should be governed by the Social Work Law that is scheduled to be enacted in future. Consequently till the minimum standard is set up, they should be operated according to the abovementioned policy of the "Measure for Workhouse Enterprise Readjustment."

3. The Principle of Self-Support and Self-Sufficiency:

To workhouse (or job-training) enterprises under the Social Work Law, the national government shall not give any subsidy at all. Accordingly workhouse enterprises under the Social Work Law make it a rule to furnish expenditures and materials needed for their operation for themselves. Only for the deficiency based on the clear substance of the accounts they shall be apportioned some amounts from the Community Chest and given donations from common people for their operation.

V. Matters Common to the Protectional Workhouse Enterprises and the Workhouse Enterprises under the Social Work Law

1. The Substance of the Enterprises:

The substance of the former workhouse enterprises was much diverse

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

and further most of the substance has a nature competitive with common medium and small sized enterprises, and by doing subcontracted works they make interested traders intervene between them who devote without a good cause to an intermediary profiteering in the course of production and sale, and this results in fording workers contented with low wages and allowances. Getting rid of such traders to the utmost, they must adopt such an operational form as is able to contact directly with organs to deliver the products. On the other hand they must strive to produce articles which the National Government, the local publi body or other public agencies is able to buy.

To put at once the above measure into practice, however, is accompanied by a variety of hardships, and a legal measure such as the physically handicapped persons welfare law, Art. 55, should be taken, I think. On this point our Ministry intends to make efforts to the full hereafter.

2. <u>The Revenue from Working</u>:

a. The amount of revenue from working which should be regarded as net wages for working by making a just cost accounting should be paid to workers. This point will be notified in detail separately.

b. With the workhouse enterprise, it being differed from an operation of common enterprise, money-making which may be what is called a profit from a fund cannot be permissible. The expenses necessary for the remuneration of the personnel, redemption of the fixed assets, accumulated capital for the operation, and others should be administered under the responsibility of the central body of the operation. Herein lies a value of the existence of a workhouse enterprise as a social work.

3. <u>The Working Conditions</u>:

Concerning the relation of workhouse enterprises with the Labor Stnadard Law, the relation between enterpriser and workers does not always agree with the relation between employer and laborer as is provided for in the same Law, I think. From the view-point of the protection of the workers, an adequate consideration must be paid to the application of various stipulations of safety and health as are provided for in the same Law. Specifically to compel workers to do beyond the ability of them cannot positively be permitted.

4. <u>Books to be Furnished with</u>:

A workhouse must be furnished with the following minimum books.

a. A book for the record of workers (provided that in a protectional workhouse enterprise, it shall be substituted for a ledger for workers of a protectional workhouse enterprise).

b. A cash book.

c. A ledger for wages and allowances.

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

d. A book for receipt and payment of materials.

e. The Law concerning receipt and payment of manufactured goods (*Translator's Note: From the content it may be a book for delivery and sale of manufactured goods).

f. A ledger for credit purchase of materials.

g. A ledger for credit sale of manufactured goods.

h. A book for fixtures.

i. A list of the staff.

j. Other books to enter daily transactions and the whole of other items which affect the assets. To adjust and coordinate the accounting and books for articles, we are studying to show you a measure for bookkeeping.

5. The Technical Guidance Personnels:

The workers and technical guidance personnels must be distinguished strictly. Technical guidance personnels should be selected from among those who have an experience of more than one year, and further have a zeal in social works and are suitable for the guidance of workers.

VI. Inspection for Guidance

1. The Inspection for Guidance by the Metropolitan, Hokkaido, Urban or Rural Prefectural Government:

The Metropolitan, Hokkaido, Urban or Rural Prefectural Government shall conduct as occasion calls an inspection for guidance which comprises an investigation not only of the line of the operation but of the qualification of each individual worker of the protectional workhouse enterprises run by a city, town and village office and a juridical person for public interest.

2. The Inspection for Guidance by the Ministry of Public Welfare:

It is slated that the Ministry of Public Welfare will conduct a thoroughgoing inspection for guidance of the state of inspections by the Metropolitan, Hokkaido, Urban or Rural Prefectural Government according to the preceding Item "1", for a month extending through the middle of August this year, Metropolis, Hokkaido and Urban and Rural Prefectures being divided into blocks.

3. The Inspection of Workhouses under the Social Work Law:

Workhouses under the Social Work Law shall be supervised strictly under the same Law, and when the inspections of the preceding Items "1" and "2" are conducted, they shall be inspected concurrently.

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

4. The Inspection after the Completion of the Renovation Plan:

In order to discuss and confirm the execution of the plan for the renovation of workhouse enterprises according to this notice, the concerned authorities will inspect protectional workhouse enterprises in October.

VII. The Report

Concerning the progress of the execution of protectional workhouse enterprises according to this plan, a mayor of a city, town or village shall submit, till the end of September, a monthly report on the actual state as of the end of each month, according to separate Form No. 3, not later than the 10th in the following month to the Governor of the Metropolitan, Hokkaido, Urban or Rural Prefectural Government, who in turn shall gather reports of respective mayors of cities, towns and villages to report to our Ministry not later than the 20th.

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

FORM NO. 1

Date: _____

SUBJECT: A WRITTEN APPLICATION FOR A WORKER

TO: Mayor of City, Ward or Town

I apply for the conferment of a "qualification certificate to work in a protectional workhouse enterprise", for I want to become a worker in a workhouse.

Date of Birth: _____

Permanent Domicile: _____

Present Domicile: _____

I am receiving)
) - an aid under the DLSL
I am not receiving)

I have applied for a job)
) - to the Public Employment
I have not applied for a job) Security Office

From:

Signature: _____

Name: _____

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

FORM NO. 2

(Front Sheet)

Date of Issuance: _____

Subject: A Qualification Certificate to the Work in a Protectional Work-house Enterprise

No. of Issuance: _____

To: (Name) _____

Age:

Permanent Domicile: _____

Present Domicile: _____

I hereby certify that the above person is qualified to become a worker in a protectional workhouse enterprise.

(N.B. The validity of this certificate shall be for six months)

Signature: _____

From: Name of Mayor of City, Ward or Town: _____

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

FORM NO. 2 (Back Sheet)

N.B.

1. When you work in a workhouse, you must carry this certificate with you.

2. Every time an officer in charge demands, you must show this certificate.

3. You must not lend or hand over this certificate to another person.

4. When this certificate is damaged to a great extent or is lost, report it promptly.

5. When the validity of this certificate has been expired, when you have lost the qualification to work in a workhouse, or when you have stopped work in a workhouse, please take a procedure to return it immediately.

****

Liaison with the Public Employment Security Office

Date of Application for a job	Minutes of Referral	Signature of Mayor of City, Ward or Town

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

FORM NO. 3

Subject: The State of the Progress of the Protectional Workhouse Enterprise Switching-Over

1. Name of Institution:
2. Locality:
3. Central Body of Operation:

   (New)

   (Old)

4. Legal Basis:

   (New)

   (Old)

5. Date of approval of Protectional Institution:
6. Substance of Enterprise:
7. Number and Type of Workers approved and disapproved:

Type	A Worker who come under HLSL		B Workers who are entitled to receive aid under HLSL		C Workers outside of A&B are approved Occupational aid		D Workers who are not approved occupational aid		E AASAC	F Total
	Living Aid	Medical Aid								
	M. F.	M. F.	M.	F.	M.	F.	M.	F.	%	
Indoor										
Outdoor										
Total										

8. Number and Type of Workers whose working ability has been approved:

Type	A mother of a family of mother and children who supports her dependents under age	A mother of a family of mother and children, who is distressed in living because a family member who has a working ability is ill or because of other reasons	A mother of a family of mother and children (or a housekeeper of a common family) who is distressed in living because a householder or a family member who has a working ability is ill or because of other reasons	The physically handicapped, the old, patients of slight diseases, the cured from diseases	Disapproved persons	Total
Indoor						
Outdoor						
Total						

9. Number and Type of Qualified and Unqualified Workers:

Type	Possessors of qualification certificates		Presently taking procedure for obtaining qualification certificates		Unqualified workers		Total
	Male	Fem.	Male	Fem.	Male	Fem.	
Indoor							
Outdoor							
Total							

DECLASSIFIED E. O. 12065 SECTION 3-402 / NNDG No. 775613

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

10. Various problems that follow the switching-over.

11. The prospect of a complete switching-over.

12. Others:

Date: _____

Name and Signature of the Mayor of a City Town or Village:

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

Renovation of Work Shop Program

1. Qualifications of workers -- What sort of persons should work in the work shops?

A. Fully employable persons will not be employed in the work shop program.

Insert: For purposes of this plan, the following definitions will apply:

Fully Employable Person - A person will be considered as fully employable when he/she is of age eligible for PESO registration, is without physical or mental disabilities which would wholly or partially incapacitate him/her for work and who is free to accept employment.

Limited Employability - A person will be considered as of limited employability who is of age eligible for PESO registration and who is prevented from accepting regular, full-time employment because of physical or mental disability, or because of legal dependents in the household, including minor children, aged or sick persons, whose demands for care prevent the person from accepting regular employment.

These persons, man or woman, should come under the government program of adjustment between demand for and supply of labor. Difficulty for earning living found among these people should be met with a labor policy under Labor Ministry. Under the present circumstances there is need for clarification that this group of people are not the object of work shop program.

When these people are dumped in the labor market and find themselves enemployed and at a loss, the Ministry of Labor will offer the following services:

(1) Urge them to apply for job at the public employment security office (PESO for short) and with all efforts introduce them to jobs, in suitable private employments. In this connection it will be necessary to review the services of the local PESO office to insure that it is covering all potential sources of private employment.

(2) When the adjustment of demand for and supply of labor is deficult as too many job seekers apply for a scanty number of job opportunities, public works project or other relief project should be started in order to absorb these people. In this connection it will be necessary to review the local PESO program to insure that all unemployed are permitted to register and that work programs will be initiated as necessary to meet needs.

(3) For persons who are out of employment even with the programs under (1) and (2), Unemployment Insurance Law will be applied to provide insurance benefit payments.

(4) When an otherwise employable person requires retraining in order to equip him to accept other and more useful forms of employment, he should be referred to the PESO office for enrollment in the PESO vocational training facilities. In this connection it will be necessary to review the facilities available

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

through the PESO office to determine their sufficiency and availability for vocational training purposes.

The above procedures will be vigorously enforced with respect to all unemployed employable persons. If such individuals are found to be in need of assistance under the provisions of the Daily Life Security Law for temporary assistance until their needs for employment can be met through the facilities of the PESO office, such assistance, of course, will be granted.

However, it will be the policy of the Ministry of Welfare and the Ministry of Labor, that the need of employment for such individuals will be met through the PESO program and not through the facilities of the protected work shop program.

NOTE 1: PH&W does not concur in the principle that the fully employable person should be eligible for workshop employment. Such individuals should look to the PESO office for employment either in commercial concerns or upon suitable public works. The workshop program is intended for persons of limited employability and not for able-bodied heads of families. Nor is the workshop program to be considered as an employment resource to members of families, whose head is otherwise employed but whose earnings are insufficient to meet the full requirements of the family.

The foregoing principle is set forth separately from the necessary of staffs of the work shops who will be counsellors to the workers. The qualifications, number, etc., covering staff members of work shops must be incorporated into minimum standards to be worked out separately.

B. The principles set forth in Section A above will be generally applicable to women including widows who must support their minor children, or to women who must care for sick persons or the aged, if they are otherwise considered to be employable and in need of limited employment. That is, the PESO office is to be considered as the primary resource to which all persons look for employment, whether such employment is of a full-time or part-time nature. However, if such women are recipients of assistance, or upon investigation are found to be in need of assistance when measured in accordance with the livelihood standards established by the Welfare Ministry, and certification has been had from the local PESO office that suitable employment is not available from that source, it will be permissible to employ them in a protected work shop program. Careful consideration should be given to the "need" for limited employment to determine that employment is important as a part of the total treatment plan for the women and her dependants and that employment has not been forced at the sacrifice of the interests of the dependents, particularly minor children.

Insert: In this connection it should be constantly borne in mind that the welfare agency is responsible for providing assistance in those cases where the family does not have sufficient income, either from earnings or from other sources, to meet their needs when measured in accordance with livelihood standards under the Daily Life Security Law, and that such assistance should be granted in preference to employment in the workshop program in those cases in which investigation indicates that the persons presence is required in the home to attend the needs of minor children, the sick or the aged. A careful review and study of each case by the worker may indicate other instances in which it would be preferable to grant

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

supplemental assistance to the family, rather than to insist upon the alternative of employment in the workship program. It follows, of course, that public assistance should be granted in the case of the person who is employed in the workshop program, but whose total income including the earnings from workshop employment is insufficient to meet the entire family needs when measured in accordance with livelihood assistance standards.

C. In principle, the provisions of Section A above will also apply to the physically handicapped insofar as it must be recognized that the PESO program must generally be thought to cover the needs of all persons for employment. If the physically handicapped are found to be in need of employment and suitable for employment, the first resource to which they should look for such employment is the PESO office. The PESO office would be expected to assist in placement of handicapped persons in private employment, and to devise suitable projects in which persons of limited employability might be employed. However, if such handicapped persons are recipients of assistance, or upon investigation are found to be in need of assistance when measured in accordance with the livelihood assistance standards prescribed by the Welfare Ministry, and certifications has been had from the local PESO office that suitable employment is not available through that source, such handicapped persons may be employed in the protected work shop program. Care will be excercised that employment of the handicapped person is important as a treatment resource in meeting the social as well as the financial needs and the employment is suitable to and takes into consideration the degree of handicap of the individual.

On the basis of the principles set forth above, qualifications of persons as well as procedure by which such qualifications are applied to each individual will be fixed and enforced strictly as follows:

2. Qualifications or workers in the work shops -- How to determine eligibility.

A. The workers in the protected work shops will be limited to th e following:

(L) Those who are of limited employability and are receiving assistance under the provisions of the Daily Life Security Law, or are eligible for such assistance when measured in terms of the livelihood assistance standards prescribed by the Welfare Ministry. (NOTE 2: See Note 1, page 2 hereof. PHW does not concur that employment in the workshop program is desirable for fully employment through the PESO offices on either commercial employment or upon suitable public works.)

(2) Those who are not recipients of public assistance and are using work shops, but who will drop down to become public assistance cases if they were to quit using the work shops. These persons, also will be considered as eligible.

NOTE 3: PHW offers no objection to the temporary continuation of persons presently in the workshop program who are not recipients of assistance, or are fully employable, upon whom unusual hardship would fall were they immediately suspended from workshop employment. Determination in such cases would be based upon a careful investigation taking into consideration the full resources and needs of the family of which the workshop employee was a member. A period of 90 days is suggested as

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

the maximum period within which such persons would be expected to find suitable employment outside the workshop program. Consideration should be given during this period to offering every assistance to the individual in securing other employment and in permitting him time off from the workshop to seek such employment.

B. Applications for employment in the protected work shop program will be submitted to the Governor of the Prefecture through the Mayor of the City, town or village in which the individual resides. The application to the Governor will be accompanied by certification by the mayor as follows:

(1) That the applicant is a person of limited employability.

(2) That the applicant is a recipient of public assistance, or has been found upon investigation to be eligible for assistance when measured in accordance with the livelihood assistance standards prescribed by the Welfare Ministry.

(3) That the applicant has registered with the local PESO office and that certification has been made by that office that it does not have suitable employment to which the applicant might be referred.

(4) That after careful investigation it is the judgment of the mayor that the applicant is a suitable person for employment in the sheltered workshop program and that the workshop program has suitable work in which to employ the applicant.

(5) That the local welfare office has on file in the case record of the applicant documentary evidence in support of the applicants eligibility and fitness for employment in the work shop program.

The prefectural governor, on receipt of applicant for such certification, will make the determination of eligibility, and for those persons determined as eligible, "certificates of eligibility as workers in the work shops" will be issued by the governor through the mayor of city, town or village.

The following table shows in detail the qualifications as well as the procedure of determining eligibility described under A and B above.

Qualification of Workers	Procedure of determination of Eligibility
1. Persons who are of limited workability and are recipients of or are eligible for assistance under the Daily Life Security Law (See Note 1 and Note 2)	Persons who are not physically handicapped but who are of limited workability because of minor children in the household for whom they are legally responsible, or sick or aged persons requiring their care, will be required to register with the local PESO office and obtain certification that no employment is available to them from that source. The determination of eligibility for work in work shops will be made as follows: (1) The person will submit application for certification of eligibility to the

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

Qualification of Workers	Procedure of Determination of Eligibility
	prefectural governor through the mayor of city, town or village. This application must be accompanied by the certification of no job opportunityissued by the director of PESO, and a further certification by the mayor that the applicant is of limited employability and a recipient of or eligible for assistance under the provisions of the Daily Life Security Law. The mayor will further certify that after careul investigation it is his judgment that the person is a suitable person for employment under the protected work shop program and that suitable work is available to which the person might be assigned. The mayor will certify, in addition, that the local welfare official has on file in the individual case record of the applicant documentary evidence upon which the mayor has based his certification. (2) The person will submit the certificate of eligibility once each month to the mayor of city, town or village. The mayor will check with the PESO once each month, and enter on the certificate of eligibility the monthly certification bythe director of PESO of the effect that there is no suitable job. (3) As soon as a suitable job is obtained through PESO or otherwise, the certificate of eligibility must be returned to the prefectural governor. (4) A full and complete record will be maintained in the individual's case file in the local welfare office showing the monthly check made with the PESO office.
2. Physically Handicapped Persons (Including amputees, disabled, blind, deaf, mute, etc.)	Same procedure as under 1, above, except that upon certification from the local PESO office that the individual's disabilities and degree of handicap are such that he is considered as totally unemployable for purposes of referral for

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

Qualification of Workers	Procedure of Determination of Eligibility
	private employment or employment on sheltered work relief projects, the individual may be relieved of the requirement of monthly registration with the PESO Office.
3. Aged persons who wish to work and for whom Old Age Homes are not most suited, and who can not work in the general labor market.	Same procedure as under 2 above.
4. Persons suffering from slight ailments or persons undergoing a period of convalescence and who are not able to take on ordinary jobs.	Same procedure as under 2 above. In addition, the application should be accompanied by a medical certificate describing the condition of the patient issued by the director of the health center.
5. Persons suffering from a slight degree of mental defect.	Same procedure as under 2 and 4 above.

C. The certificate of eligibility will be effective for six months from the date of issue, and the same procedure must be followed each time the six-month period elapses.

D. The mayor of the city, town or village in which the individual resides who is employed in a protected work shop will be responsible for maintaining an individual case record on all persons employed in the protected work shop program complete with all identifying data required by the prefectural governor for regular monthly reports on individuals employed in the work shop program, and for inspection and review by supervisory and inspection teams from the prefecture which will from time to time review and inspect the local work shop program, including the review of individual cases of persons employed.

E. The Ministry will require and prescribe the form and content of monthly reports from the Prefectural Governor covering the operation of all work shops. Differentiation will be made as necessary between the reports required on publicly operated work shops.

F. Control features in connection with the allocation and distribution of materials and supplies will be carefully reviewed, and specific regulations under the Temporary Demand and Supply Act will be formulated governing the allocation and distribution of goods and raw materials to workshops or associations of workshops. Careful consideration will be given to the need for continuing assistance to workshops for special allocations of materials and supplies, and workshops will be

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

encouraged to look more and more to ordinary commercial channels for materials needed for production programs.

G. Persons of limited employability, who fall within the definition of persons eligible for workshop employment, shall not be required to accept employment in a protected workshop as a condition to a grant of assistance, nor shall refusal of a person to accept employment in a protected workshop constitute grounds for refusing to grant the person public assistance providing he is otherwise eligible for such assistance. It will be consistently borne in mind that the workshop offers sheltered employment to persons of limited employability for whom it has not been possible to find suitable work opportunities in the community. When suitable employment is available to the person in the community oustide the workshop program, it aollows that the person wouldnot be eligible for either initial or continued employment in the workshop program.

H. The principle is established that the workshop program will be considered as an integral part of the general protection program for which the Ministry and the prefectural, city, town and village welfare departments are responsible. In this plan where reference is made to the prefectural governor or the city, town and village mayors, it is implied, therefore, they will look to the Protection Agency and Welfare officials for actual execution of their several responsibilities in connection with the certification of applicants, supervision of the work shop operations, investigations and liaison with the PESO offices.

I. Another important principle established is that the protection agency (the welfare departments and welfare officials) continues to be responsible for persons employed in the work shop program even if they may no longer be eligible for assistance on the basis of need. Such persons will be considered as any other persons (recipients or services cases) for whom the Departments and officials have responsibility. Individual case records will reflect the degree to which this relationship has been maintained and help and service extended in assisting the individual to ultimate independence and sufficiency.

J. Recognition will be given to the principle that the production programs carried on by protected work shops will be limited insofar as possible to production of articles for consumption within the frame work of the protection program proper, i.e., by recipients of public assistance, public institutions or other welfare fadilities. By the same token, publicly operated workshops will guard against the direct competition with private enterprise. Consideration will be given to further use of the workshops for production of relief clothing and other relief in-kind articles. Every precaution will be taken against the past practices of workshops accepting materials from sub-contractors for processing and manufacture at prices which have only been possible at the expense of adequate wages to workshop employees and through the benefit of public subsidy.

K. It is recognized that persons employed in work shop facilities are in general entitled to wages comparable to wages paid in similar classes of employment in the community. Hours and conditions of work should also be comparable including dur recognition of the general health and welfare of the employees. Every precaution will be exercised against the exploitation of the workers and against work assignments which are beyond the abilities of persons of limited workability. For persons with disabilities, about whose workability there may be any question, the case file in the local welfare office should contain the medical statement of the Health Center which includes the doctor's recommendation concerning the extent of the individuals workability.

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

3. Programing for the operation of work shops -- Supply of work materials and financing for procurement of such materials.

Note 4: Regulations regarding the distribution of ration materials will be submitted through ESB to ESS/ACB for approval.

In general, the Ministry will encourage workshops to become as self-sufficient as possible. Assistance from the Ministry in securing special allocations of control materials for individual workshop consumption will be limited to materials which are not available through normal channels but are considered critical to workshop production.

In general, the publicly operated workshops will be considered as any other program for which the prefectures, cities or other units of government are responsible. The workshop program will be carefully budgeted and allowance will be made for necessary expenses of operation and administration. Insofar as possible, workshops will be made self-supporting. The end-price of workshop products should be based on costs of productions, including costs of material, wages and so forth. Actual administrative expense in the operation of the workshop program should be considered as a part of the over-all administrative expense of the particular unit of local government concerned.

In order to strictly observe the principle described above, and to ensure a proper operation of work shops which will provide working opportunities for eligible persons and possibly help them out of existence relying solely on public assistance, the following programing is considered necessary:

A. A system must be established through which workshops will be able to procure necessary work materials so that the work shop program will not suffer abrupt discontinuation of program due to lack of work materials.

So far, the Ministry of Welfare has been requesting and receiving allocation of necessary work materials which were controlled items from the Ministry of International Trade and Commerce within the framework of over-all demand-supply planning as worked out by the Economic Stabilization Board (ESB for short, hereafter). However, we experienced considerable difficulty in obtaining allocation for utilization by the work shops, because the ESB plans did not always clarify policy on allocation to work shops. Therefore, it would be imperative to have ESB include in their plans allocation of controlled materials for work shops. The Ministry of Welfare, after securing this will then be in a position to work out an equitable and adequate plan of distribution of such materials to work shops throughout the country.

B. Financially, a clear-cut system must be established whereby the prefecture, city, town or village will bear, on its own responsibility, expenses necessary for procurement of materials to be used in work shops operated by it. Up to the present, the Ministry of Welfare adopted a system of utilizing commercial agents to which the work shops consigned acquisition of materials, because individual work shops on the whole did not possess enough funds to purchase materials for months ahead. This system has given rise to misgivings as to the possibility of such intermediary agents making undue profit at the expense of the work shop program. Such a method will be discarded from now on, and in its place a system will be worked out in which work shops will directly procure materials from the manufactures they choose, and for this, the prefecture, city, town or village will have to devise means of help financing.

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

Borrowing from commercial banks is one possibility in this connection. However, a short-term loan from banks at very short intervals will be too cumbersome to all parties concerned. Instead, we would encourage prefectures, and through them, cities, towns and villages, to set up a pool of fund for the operation of work shop program, such as a form of Work Shop Special Account. And for such special accounts, the nations will have to consider subsidy at certain ratios. This would be necessary because in the event any special account suffers from red figures, it would discourage prefecture, city, town or village concerned.

While the products of the work shops will be sold to end consumed by public agencies and welfare institutions, as described under paragraph 2 J above, the profit accruing from such sales should be turned over to the workers in the form of adequate wages. Such wages should be compatible with the wages prevalent in the same kind of work elsewhere. As a result, the special account would come out with an annual budget of expenditure exceeding revenue. This is why the nation will have to subsidize the deficit in the form of subsidy for deficits at the time of the settlement of account.

NOTE 5: PHW feels that the problem of whether additional legislation is needed should be considered separately from the immediate plan for the reform of the work-shop program. It is suggested, therefore, that Section 4 of the 2nd revision to the 2nd Ministry Plan for the Reform of the Workshop Program to be completely deleted, and that the question of legislation be taken up separately. See insert on page 11 - 12, for procedure regarding private workshops.

5. Method of supervision over work shop program.

A. The reason why the prefectural officials have so far failed in conducting a proper supervision over work shop program lies chiefly in the fact that there was no provision for qualification of such officials and no national standard for fiscal supervision of bookkeeping. The Ministry of Welfare will arrange with each prefecture to develop at least two officials each to be in charge of supervising and guiding work shop program. The qualifications of these officials will be stipulated legally, requiring among others some years of experience in bookkeeping and accounting. In the meantime, standards of fiscal supervision will be worked out obtaining cooperation of governmental agencies concerned and will be put into effect as soon as possible.

After prefectural officials have been appointed to the duties of supervising work shop program, they will be called in to a term of intensive training centrally planned and executed.

B. Since the arrangement described under A above will take sometime, the following method will be utilized until such a time as the arrangement is completed:

(1) Simultaneously with the publication of the qualification of workers stated under paragraph 1 above, the Ministry of Welfare will indicate to the prefectures a plan of supervision over work shop program as described in the Exhibit No. 1. Under this plan, each prefecture will be required to conduct a strict field supervision of municipal, town, village and private work shops in each prefecture to be completed by the end of February 1950. The results of inspection and supervision will be reported to the Ministry.

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

(2) After the report has been received, the Ministry of Welfare will conduct an intensive program of field supervision mobilizing the staff of both Social Affairs and Children's Bureau in teams described in Exhibit No. 2. The field supervision from the Ministry level will cover inspection of prefecturally operated work shops as well as the method and contents of prefectural field supervision over municipal, town village and private work shops. A thorough study of the situation will be made to be completed by end of March 1950.

By the combination of field supervision from national level and from prefectural level, it is hoped that illicit and unqualified work shops will be wiped out and mistakes or mismanagement corrected.

(3) In future when the field supervision is conducted by the Ministry over the prefectures, cities, towns and villages on the endoforcement of the Daily Life Security Law and the Social Work Law, particular care will be given to the inspection of work shops concerned.

(4) In view of the importance of supervision over work shops, the Ministry will conduct spot checking from time to time without previous warning.

C. In addition to the national and prefectural field supervision described under B. above, the following check up will be arranged:

(1) For publicly operated work shops:

(a) Concerning prefecturally operated work shops, the Prime Minister will request, as provided for under Article 199 of the Local Autonomy Law the inspection commissioners described under Article 195 of the same Law to immediately conduct inspection.

The inspection commissioner will be accompanied by one chartered accountant. The findings must be reported to the Prime Minister and the Minister of Welfare, and must be also publicized. If violation of laws, rules, etc., has been indicated, the local procurators office must be notified so that the party concerned will be punished under Criminal Code.

(b) Concerning municipal, ward, town or village operated work shops, the prefectural governor will be ordered to have the inspection commissioner, if the city, town or village has one, or the mayor of city, ward, town or village to inspect them in the presence, as a principle, of the prefectural inspection commissioner who is accompanied by a chartered accountant.

The findings will be immediately reported to the prefectural governor as well as to the Ministry, and will also be published. If violations of laws, rules, etc. have been indicated, the procurators office will be notified and the offender liable for punishment under criminal code.

(2) Publicly owned work shops which have been entrusted to private individuals for management and operation will be immediately returned to management and operation by the proper agency of prefectural city, town or village governments, if such facilities are to be considered as eligible for national subsidy, and prefectural treatment in allocation and distribution of materials and supplies.

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

INSERT:

(3) In general, private workshops will be considered in the same light as any other private welfare agencies. The fact that the private welfare agency is operating a workshop will not entitle the agency to any special consideration beyond those which are accorded any other private agency. The Ministry will be expected to develop standards for the evaluation and supervision of the private workshop in the same manner that it is expected to develop such standards for other adult-care welfare agencies. It will be important that such standards be made immediately available to prefectural, city and local welfare authorities and to the Community Chest for evaluation of private workshop programs. The latter agency is particularly desirous of guidance and assistance in determining those private workshops which should be eligible for Community Chest funds and support. More important, perhaps, is the application of such standards in the elimination of those so-called private workshops which are clearly commercial in function and which have been permitted to enjoy the benefits of tax exemption and other special considerations under the guise of welfare establishments. The private individual, or corporation, whose primary interest has been that of a business profit and personal or corporate gain, and whose secondary interest has been that of affording employment to people should be carefully barred from perpetuation as a welfare agency under the provisions of the Social Work Law or any other enabling legislation. In preparing such standards for the evaluation and supervision of the private welfare workshops, the Ministry should bear in mind the following principles:

(a) The extent of public interest in control over a private welfare enterprise is limited to protection of the individual from exploitation, the maintenance of minimum standards of health and safety, and the assurance that the agency is carrying out its functions in accordance with its articles of incorporation and the spirit of the Law/Civil Code under which its incorporation was sanctioned by the public agency.

(b) Private agencies which have been incorporated as Zaidan-Johin are entitled under the Civil Code to exemption from taxation covering their physical properties and income from enterprise and investments. The exemption from taxation thus accorded such private agencies places a grave responsibility upon government (the supervising agencies of government) for insuring that the income and resources of the private agency are properly accounted for and that the expenditure of funds has been consistent with the purposes of the agency and its approved functions.

(c) While the Jusan-jo (private workshop) offers some differences from other private agencies, the differences may be taken into consideration in the establishment of separate standards by which the Jusan-jo program can be evaluated and the individual Jusan-jo inspected and supervised. Standards for evaluating the Jusan-jo should include provisions for at least the following minimum provisions, in addition to those which would generally apply to any other private agency:

1. That the workshop is not operated in conjunction with an established business, the purpose of which is primarily the personal gain of the individual operator, either an individual person or a corporation.

2. That the workshop is not a subsidiary of an independent and separate business concern which uses the workshop as an opportunity for low cost production.

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

Insert (Cont'd)

3. That wages, hours of work and conditions of work conform with the wages, hours and conditions of work generally prevailing in the community for similar kinds of work.

4. That the agency be required to operate on a budget basis, in the same way as any other private welfare establishment, with special attention being paid to the separation of costs between the expenses of administration and the costs of operation. Administrative expense would include the actual cost of supervision and management, while the dosts of operation would include the wages paid the worker, costs of material and so forth. Salaries to the operator and supervisory staff should be fixed and provided within the regular annual budget for the agency. Applications for Community Chest funds should be accompanied by carefully prepared budgets, including fixed expenditures and anticipated costs in terms of production. Because private workshops will be largely self-sufficient from their earnings, it will be observed that their needs for Community Chest subsidies will be at a minimum. Only where the need is clearly indicated, and properly substantiated by budget and other documentary evidence, will the Community Chest feel in any way obligated to consider requests for funds. Where the workshop is receiving Community Chest Funds, the Community Chest is obligated to audit the books of the agency (preferably on a quarterly basis) to determine that Community Chest funds are being properly utilized.

5. That the workshop is not a member of a private control association, the purpose of which is contrary to existing Occupation regulations, or which exists solely for the purpose of exploiting the private workshop by acting as its agent for securing material, securing contracts for production of goods, disposing of workshop production and where the interest of the assocation is purely from a profit motive. (End of insert).

In future a sub-committee on inspection will be legally established in the Local Council on the Operation of Work Shop Program, which will send out inspectional teams.

6. Conclusion.

By our instruction, file SHA-OTSU-HATSU No. 200, dated 17 August 1949, subject: Realignment of Work Shop Program, most prefectures have completed initial investigation and disposal of good and bad work shops by this time. Our program described above and to be conducted at just this time is expected to have a remarkable effect beyond what has been accomplished so far.

As soon as the realignment of work shop program under the present plan begins to take effect the Ministry of Welfare intends to prepare a draft of specific law governing work shop program to cover both public and private work shops. Under such legal basis it is hoped to supervise effective and adequate operation of work shops in general.

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

EXHIBIT NO. 1

Plan of Field Supervision over Work Shop Program

1. Method and timing.

a. The prefecture will inspect, within the area of its jurisdiction, all work shops managed by city, town, village and private agency (including work shops which are publicly owned and privately managed on consignment) through January and February, 1950.

b. The inspection will be conducted by a team of inspectors for each "gun," the team to be composed of, roughly one second-class and one third-class secretaries and one clerk.

c. The Ministry of Welfare will conduct supervisory review of the method and contents of the inspection stated above during March 1950.

2. Method of inspection and necessary measures to be taken.

See Table I below.

3. Reporting.

The prefecture will submit to the Ministry of Welfare the findings promptly after completion of inspection using the form shown in Table 2 below.

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

TABLE I

Matters to be inspected, method of inspection and measures to be taken

Matters to be inspected	Method of Inspection	Necessary Measures to be Taken
1. Operating body and basic laws.		
(1) Operating body a. public body b. juridical person c. private		(1) Work shops operated by purely a private individual will not be authorized to exist.
(2) Basic Law a. Daily Life Security Law b. Social Works Law		(2) Work shops not based on either the Daily Life Security Law or the Social Work Law will not be authorized to exist.
2. Workers.		
(1) Number of workers. (Capacity and actual number) a. by sex b. by age c. indoor or outdoor	(1) Study the roster of workers.	(1) Work shops which do not meet the following standard will not be authorized to exist. a. Work shops providing indoor work only should have capacity of 20 persons or over. b. Work shops providing outdoor work should serve 50 persons or over in actual number. c. Work shops providing both indoor and outdoor work should have capacity of 10 persons or over for indoor works and serve 30 persons or more for outdoor work.
(2) Condition of the family of the worker.	(2) Home of the worker should be visited for investigation if necessary.	

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

Matters to be inspected	Method of inspection	Necessary measures to be taken
(3) How many of the workers are receiving assistance under the Daily Life Security Law? What is the percentage of these persons against the (4) Is there a formal contract of employment? Yes or no. (5) In and out flow of workers.	(3) reference should be made to the master file of public assistance cases kept in the city, town or village office. (4) If the workers come and quit very often, study the reason for it.	(2) Work shops providing service to the following kind of people will not be authorized to exist. Persons who are healthy and have a full workability in the general labor market. (3) Guidance will be given to make out between the worker and the operating body a contract of employment under Civil Code.
3. Accounts and bookkeeping.		
(1) Budget and expenditure. (2) How are the books kept? (3) Are the documentary evidences in order? (4) Bookkeeping on profits? (5) Bookkeeping of subsidy and contributions. (6) Is the cost accounting properly done?	(1) The inspector should be fully acquainted with the Law for Auditing of Enterprises. (2) Especially the use made of the subsidy and allocation of Community Chest fund should be clarified.	If illicit practice is found as committed by the operating body, such as undue profit, etc., immediate prosecution for a criminal offence should be attended to.

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

Matters to be inspected	Method of inspection	Necessary measures to be taken
4. Wages		
(1) Method of payment of (2) Is the wage adequate? (3) Comparison with the wages paid in similar kind of enterprise. (4) Average wage per worker. (By month, day and hour) (5) Highest wage and lowest wage. (By month, day and hour)	(1) Record of payment of wages will be examined to grasp the method of payment, amount, etc. Attention will be focussed on the discovery of possible evidence of exploitation of labor (2) one specific kind of work engaged in will be studied minutely as to how the raw material has been procured, how the products were disposed of, and what is the wage paid in relation to the whole process, This approach is considered to be very effective. (3) It would also be necessary to interview individual workers to ascertain the correctness of bookkeeping and records, and to learn from the workers of their complaints or request. (4) Compare the wage with that prevalent in the same kind of work in the same locality to see whether it is not unduly low.	(1) An intensive guidance will be given for the adoption of combined system of fixed wages and pay for output. (2) By a fair cost accounting, the portion of income which should properly be regarded as the cost of labor (e.g., in sewing work, income minus cost for material, cutting, utilities, transportation, etc.) should be paid to the workers. Work shops ignoring this principle will not be authorized to exist. (3) If the wage is found to be unduly low, the operating of the work shop will be suspended, and the reason therefor will be sought If the reason lies in the exploitation of labor, the offense will be dealt with and the story will be published in the newspapers.

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

Matters to be inspected	Method of inspection	Necessary measures to be taken
5. Nature of work.		
(1) Nature of work (2) The route through which work becomes available. (3) Average working days. a. Men b. Women (4) Average working hours. a. Men b. Women (5) Fluctuation of amount of work. (6) Are not the workers driven to work harder than they should?	(1) The route through which work becomes available will be studied by examining the "record of intake of works materials". (2) The nature of work will be analysed from the angles how much skill or practice is required. (3) Check whether the work is made available through normal and proper channel. Check also, whether different kinds of work show uneven distribution as to amount of work involved, etc.	(1) Kinds of works given in the work shops should preferably be ones for which work material is easily obtained locally and in which persons with limited work ability may engage. Guidance to this effect will be given. (2) The operating body will be required to provide adequate working hours and rest periods in accordance with the principle embodied in the Labor Standard Law. No slave driving should be permitted.
6. Work materials.		
(1) How are the work materials procured? (2) How are the works materials used? (3) Amount of work materials on hand. (4) How are the shortages of work material met with? How about desired work materials which are not easily obtainable?	(1) Roughly the work materials may be obtained from three sources: a. Allocation from the government b. Private order from citizens and c. subcontract with commercial makers Attention should be directed to detect any exploitation on the part of the subcontractors. (2) It would be also important to find the source of fund with which work materials have been procured and to ascertain how many working man days the stock on hand will provide.	(1) If there is any illegal transaction concerning rationed goods, this should be exposed, and referred to the Economic Investigation Agency of the prefecture. (2) When it is found that the work material obtained by the aid of or allocation by the state or the prefecture is not properly used, measures will be taken such as to discontinue allocation or aid.

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

Matters to be inspected	Method of inspection	Necessary measures to be taken
7. Products		
(1) Amount of products. (2) Quality of products. (3) How are the products disposed? (4) Efficiency of production and skillfulness (in comparison with similar work on commercial basis).	(1) The amount and quality of products will be studied by examining the "record of sales of products" and the actual products. The relation of the materials to the products will also be studied. (2) Find out whether the finished products are smoothly being disposed. Is there any piling of stocks?	
8. Equipments and facilities		
(1) How are the machineries equipped? (2) How are the safety devices and sanitation? (3) How are domitory and other welfare facilities	Working conditions will be studied in terms of equipment and physical set up (such as lighting, ventilation, etc.) as they effect the health and efficiency of the workers.	The management should full attend to the protection of the workers under the principles embodied in the Labor Standard Law. Defective management for health and safety should be corrected promptly.
9. Personnel of managerial staff.		
(1) Qualification and functions of staff members. (2) Education and training of staff. members. (3) Salaries of staff members.	Roster of staff members will be studied. Particularly, salaries and source of funds should be examined.	If a work shop is found to be deducting from the wages of the workers in order to pay salaries to the managerial staff, it should be dealt with as disqualified If the staff members are employed too many or too few, necessary advice should be given.
(1) Are the statistical or reporting data prepared and utilized?		

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

TABLE 2

Reporting Form on the Results of Inspection

Name of Prefecture _____

Name of Inspector _____ (Seal)

Date of Inspection _____

---

(1) Name of work shop
(2) Address
(3) Date of Founding

(4) Results of Inspection (Qualified
in September 1949: (Unqualified
(Built since

(5) Indoor or Outdoor
(6) Nature of Work:
(7) Basic Laws.

---

(8) Founded by:

Commissioned to:

(9) Workers:

---

	(1)		(2)		(3)		(7)		Other qualif.		Un-qualif.		Total	
	Male	Fem.	Male	Fem.	Male	Fem.	Male	Fem.	Male	Fem.	Male	Fem.	Male	Fem
Indoor														
Outdoor														

(10) Average income per worker:

	Per Month		Per Day		Per Hour	
	Male	Female	Male	Female	Male	Female
Indoor						
Outdoor						

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

(11) Amount of work:

	Average number of work days per month per worker		Average number of work hours per day per worker	
	Male	Female	Male	Female
Indoor				
Outdoor				

(12) Salaries of Managerial staff:

Name of Post	
Monthly Salary:	

(13) Earnings and cost of production:

	Total Earnings from Products	Cost of Purchase of Material	Wages to the Workers	Administrative Expenses	Balance
Indoor					
Outdoor					

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

(14) Budgetary income per year.

National subsidy	Yen
Prefect. subsidy	"
City, town village fund	"
Community Chest	"
Contributions	"
Income from operation	"
Income from basic fund	"
Income from accumulated fund	"
Sale of assets	"
Carried over	"
Misc. income	"
Total	"
Per month total	"

(15.) Budgetary expenditure per year.

Administrative expenses	
Salaries to staff	Yen
Allowances to staff	"
Travel expense	"
(Office expense)	
Non-durables	Yen
Equipment	"
Utilities	"
Others	"
Sub-total	"
Operational expenses	
Work materials	Yen
Wages for workers	"
Repairs	"
Others	"
Sub-Total	"
Grand Total	
Per month	

(16) Protection of workers, Safety Devices, Sanitation, etc.

(17) Any pertinent information:

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

EXHIBIT NO. 2

Field-Supervisory Teams from the Ministry of Welfare

Region	Prefectures	Members of Team
Hokkaido and Tohoku	Hokkaido, Aomori, Akita, Iwate, Miyagi, Yamagat, Fukushima (7 prefectures)	1 2nd Class 2 3rd Class
Kanto	Tokyo, Ibaragi, Tochigi, Gumma, Saitama, Kanagawa, Chiba (7 prefectures)	1 2nd Class 1 3rd Class
Shin-etsu & Hokuriku	Yamanashi, Nagano, Ishikawa, Niigata, Fukui, Toyama, (6 prefectures)	1 2nd Class 2 3rd Class
Chubu & Kinki	Shizuoka, Aichi, Gifu, Miye, Kyoto, Shiga, Osaka, Nara, Wakayama (9 prefectures).	1 2nd Class 2 3rd Class 1 Clerk
Chugoku	Hyogo, Okayama, Hiroshima, Yamaguchi, Shimane, Tottori (6 prefectures)	1 2nd Class 2 3rd Class
Shikoku	Kagawa, Ehime, Kochi, Tokushima (4 prefectures)	1 2nd Class 1 3rd Class
Kyushu	Fukuoka, Saga, Nagasaki, Oita, Miyazaki, Kumamoto, Kagoshima, (7 prefectures)	1 2nd Class 1 3rd Class 1 Clerk

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

61
402

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

320 (28 Feb 50)CAS-PW

13 MAR 1950

SUBJECT: Welfare Workshops

TO: Chief, Hokkaido Civil Affairs Region, APO 7-5
Chief, Toho'ku Civil Affairs Region, APO 547
Chief, Kanto Civil Affairs Region, APO 500
Chief, Tokai-Hokuriku Civil Affairs Region, APO 710
Chief, Kinki Civil Affairs Region, APO 25
Chief, Chugoku Civil Affairs Region, APO 248
Chief, Shikoku Civil Affairs Region, APO 1050
Chief, Kyushu Civil Affairs Region, APO 24-5

A414

1. Forwarded herewith for your information are copies of PHMJG 123, dated 21 February 1950, subject: "Revised Second Plan for Reorganization of Workshop Program", and Welfare Ministry plan, subject: "Renovation of Work Shop Program".

2. It will be noted that the Welfare Ministry's plan as forwarded includes comments made by the Public Health and Welfare Section of this Headquarters. It is intended that these comments, or changes required by them, be embodied in the instructions to prefectures issued by the Ministry. The plan affords the Japanese an opportunity to eliminate the undesirable operations and abuses which had been observed and reported by the Civil Affairs Teams.

3. Surveillance of prefectural implementation of the plan is not presently required. However, those matters which come to the attention of the Regions during the course of presently required surveillance activities will be reported in either regular or special reports.

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

320 (28 Feb 50)CAS-PW
SUBJECT: Welfare Workshops

4. Instructions for the program review to be made in October will be issued at a later date.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

S. A. O'BRIEN
USA
Off

1 Incl:
PHLJG 123 w/1 incl

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

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

320 (28 Feb 50)CAS-PW

13 MAR 1950

SUBJECT: Welfare Workshops

TO: Chief, Hokkaido Civil Affairs Region, APO 7-5
Chief, Tohoku Civil Affairs Region, APO 547
Chief, Kanto Civil Affairs Region, APO 500
Chief, Tokai-Hokuriku Civil Affairs Region, APO 710
Chief, Kinki Civil Affairs Region, APO 25
Chief, Chugoku Civil Affairs Region, APO 248
Chief, Shikoku Civil Affairs Region, APO 1050
Chief, Kyushu Civil Affairs Region, APO 24-5

1. Forwarded herewith for your information are copies of PHMJG 123, dated 21 February 1950, subject: "Revised Second Plan for Reorganization of Workshop Program", and Welfare Ministry plan, subject: "Renovation of Work Shop Program".

2. It will be noted that the Welfare Ministry's plan as forwarded includes comments made by the Public Health and Welfare Section of this Headquarters. It is intended that these comments, or changes required by them, be embodied in the instructions to prefectures issued by the Ministry. The plan affords the Japanese an opportunity to eliminate the undesirable operations and abuses which had been observed and reported by the Civil Affairs Teams.

3. Surveillance of prefectural implementation of the plan is not presently required. However, those matters which come to the attention of the Regions during the course of presently required surveillance activities will be reported in either regular or special reports.

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

320 (28 Feb 50)CAS-PW
SUBJECT: Welfare Workshops

4. Instructions for the program review to be made in October will be issued at a later date.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

1 Incl:
PHJG 123 w/1 incl

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

C-O-P-Y

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Public Health and Welfare Section
APO 500

PHWJG 123

21 February 1950

MEMORANDUM TO: Ministry of Welfare, Japanese Government

SUBJECT: Revised Second Plan for Reorganization of Workshop Program

1. Reference is made to revised plan for the Renovation of the Workshop Program, submitted to the Public Health and Welfare Section with a letter from the Vice-Minister of Welfare, dated 28 December 1949.

2. No objections are offered to the immediate implementation of the revised plan, with the exceptions noted the inclosed copy of the revised plan, subject, however, to the provision that the plan will be fully enforced by 1 October 1950.

3. A review of the revised Workshop Program will be conducted during the month of October 1950 to determine the extent to which the revised plan has been enforced and abuses eliminated, and further to determine the justification for continuation of this program.

1 Incl
a/s

CRAWFORD F. SAMS
Brigadier General, Medical Corps
Chief

Distr. "B"

C-O-P-Y

ATTN: PW OFFICER

Incl 1

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

Erratum

The underlined sentence of subparagraph 2 A (1) on page 3 of the Welfare Ministry Plan should read: "PHW does not concur that employment in the workshop program is desirable for fully employable persons but insists rather that persons should be referred for employment through the PESO offices on either commercial employment or upon suitable public works"

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

SUGARY MS
ORDER

1052

RETURN TO: A.G.S.

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

337 (3 JUL 1950)CAS-PW

3 JUL 1950

SUBJECT: Conference of Welfare Personnel

TO: Chief, Hokkaido Civil Affairs Region, APO 7-5
Chief, Tohoku Civil Affairs Region, APO 7
Chief, Kanto Civil Affairs Region, APO 500
Chief, Tokai-Hokuriku Civil Affairs Region, APO 710
Chief, Kinki Civil Affairs Region, APO 25
Chief, Chugoku Civil Affairs Region, APO 182
Chief, Shikoku Civil Affairs Region, APO 1050
Chief, Kyushu Civil Affairs Region, APO 24-5

1. It is desired that orders be issued authorizing travel of DAC welfare personnel, including those assigned to social insurance duties, but excluding those assigned to clerical duties, to this headquarters for the purpose of attending a conference during the period 25-27 July 1950 inclusive. Conferees will report to this headquarters not later than 0830, 25 July.

2. In order to facilitate billeting and transportation arrangements, it is further desired that this headquarters be informed not later than 18 July of planned arrival times.

3. A copy of the tentative program is inclosed herewith.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

1 Incl:
Tentative Program

RECORD COPY
J.E. O'BRIEN
CAS USA
AFO A-0 [illegible]

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

SHA OTSU HATSU No. 134 23 August 1950

TO: Governor of To, Do, Fu and prefecture

FROM: Chief, Social Affairs, Bureau, Welfare Ministry

SUBJECT: Review and Guidance of the Workshops in connection with its renovation program

(Reference; SHA OTSU HATSU No. 51 dated 10 April)

It is expected that the disposition of the work-shops has been completed in accordance with it renovation program as the designated period elapsed already. As has been notified, review by the authority concerned is scheduled during the month of October and its result is expected to affect the existence of the work-shop program in Japan. It is, therefore, requested that every possible measures be taken lest any discrepancy should be found.

Moreover, the Welfare Ministry has a plan to review workshops throughout Japan by its officials during September prior to the review by the concerned authority and the request is hereby made that inspection on the workshops be conducted by the prefectural officials and its result be recorded as attached form by 10 Sept..

WORKSHOP CHECK SHEET Date_____

1. Name of workshop_____

2. Address_____

3. Managing body_____
   In case of Public Interest Juridical Person
   Name_____
   Address_____
   Name of representative_____

4. Date approved_____

5. Dated opened_____

6. Name of head_____Age_____Summary of personnel history

7. Regulation (A copy in accordance with the Article 46 of D.I.S.L. must be attached)

8. Kind of work

9. Condition of building_____
   a. Area_____Tsubo
   b. Kind of construction _____
   c. Name & address of owner_____
   d. Date constructed_____
   e. Other information_____

10. Condition of land
    a. _____Tsubo
    b. Name and address of owner_____

11. Condition of important machine and equipment installed

Name of machine or equipment	quantity	price, e.a.	total

Incl. 3

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

Date installed	Remarks

12. Cost for establishment: Yen

Cost for facility

Land:
Building:
machine & equipment:
Others:

c; Source of fund (including fund for remodeling and repar as of June '50

fiscal year	
National subsidy	
Prefectural subsidy or fund	
Local fund	
Fund from Juridical person	
Donation and others	
Total	

13. Staff (As of the date of review)

Job	Name	Age	Sex	Salary: Fixed	Salary: Extra-ordinary	Total	Remark

14. Worker (As of the date of review)

a. Capacity indoor_____ total___
outdoor_____

b. Actual No. of worker indoor____ male_____ total_____
female_____
outdoor____ male_____
female_____

c. Workers' name, address, age, date certificate issued and contact with the PESO (as per attached sheet)

d. Reasons for limited workability
(1) Physical_____ male_____ female_____
(2) Mental_____ male_____ female_____
Total((1)-(2)-(3)) _____

e. Condition of assistance
(1) No. of recipient of Occupational aid and other assistance_____
(2) Occupational aid only_____
(3) No. of person not authorized of Occupational aid_____
Total (1)-(2)-(3)_____

f. Wage: (For the month of May, June and July)
hight male_____ monthly
female_____

-1

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

lowest male_____
female_____
Average monthly wage
Method of payment
by hour, product, or fixed salary

g. Working days and hours (for May, June, and July)

male_____
Average working days per month female_____

male_____
Average working hours per day female_____

15. Status of income and expenditure (for 1st quarter of 1950)

a. Income (those other than subsidy and administrative cost must be included in the column of miscellaneous income regardless of its source)

Item	National subsidy	Prefectural subsidy/fund	Local fund	Juridical person	C.C. C.

Donation	Income from fundamental property	Income reserved fund	Uncollected income

b. Expenditure:

Total
For administration:_____

Salary for Staff	Allowance	Travel fee	Communication	Article of consumption

Cost for repair	Rental for Building	Rental for lot	Fuel	Welfare	Water

Insurance	Miscellaneous	Specific items	Sub total

For operation:

Wage	Cost for raw material	Cost for additional material	Cost for packing	Light & fuel

Transportation	Specific item	Sub total

16. Record:

	kept	fairness of record
Record of workers		
Cash Account record		
Payroll (wage)		
Record of purchase of materials		
Record of purchase of materials on credit		

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

Record of sales of product

Record of sales of product on credit

Record of equipment

Record of staff

Others

17. Sanitary and health measure:

18. Opinion or desire of director of workshop.

19. Opinion or desire of worker.

20. Inspector's advice or direction at the time of inspection.

21. Overall opinion and recommendation of inspector.

Date

Name of inspector

Attached form for Item 3 to 14

Name	Age	Sex	Date of certificate	Serial No. of certificate

Contact with PESO

Interview	Written statement	Oral	Fairness of contact with PESO	Remarks

Remarks for filling in the check sheet

1. This check sheet must be filled with pen and in the duplicate of which a copy be submitted to the Welfare Ministry at the time of review and another be kept at the prefecture.
2. For item 3. Only in case of Public Interest Juridical person, name address of office and name of represent tatives be filled.
3. For item 7. A copy of regulation in accordance with article 46 of D.I.S.I. be attached.
4. Item 8 shall be use as a reference in gaining the necessary materials for the future operation; therefore must be described in detail.

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

5. For item 9 . (a) must be desribed by "tsubo"
   (b) is to state quality and adequacy of building
6. For item 10 (a) must be stated by "tsubo"
7. For item 11. In column of condition of important mach chine and equipment the detal must be stated such as "Singer Sewing Machine" etc. For price e.g, price at purchase or if unknown, presumed price be stated. In remarks efficiency of machine must be stated in detail.
8. For 13. In column of staff, the fixed salary means the salary staff is paid regularly and other be state as extra ordinary Salary. If paid by day, average monthly wage for May, June and July be stated.
9. For the column of worker.
   a. Capacity means the most suitable number of worker taking into consideration the facility and ability of staff, etc.
   b. Actual number of worker means the number of workers registered at the time of review.
      All the number in column of @ must be same.
   c. In (c), contact with the PESO in accordance with SHA TSU HATSU 58 stated.
   d. Highest or lowest wage must show the one during May, June and July, Average wage means the aberage for June.
   e. Working days must show the average working days for May, June and July.
      Working hours means average for June.
10. Item 15 "acourting" must be filled in accordance with the separate notice "concerning the financing of work shop". Among the public subsidy, those other than administrative cost be included in the others column.
11. For item 21. "Overall opinion of inspector" included the following matters and his opinion on them.
    a. Condition of obtaining materials and sales of product.
    b. Enforcement of the instructions from the welfare ministry.
    c. The matters deemed most effective in operation of workshop.
    d. The matters deemed particulary inimical to the operation of workshop.
    e. Other necessary matters.

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

NIIGATA PREFECTURAL GOVERNMENT OFFICE
CITY OF NIIGATA

27 October 1950

TO : Mr. Peter G. Croes, Public Welfare Section,
Tohoku Civil Affairs Region

SUBJECT: Progress in Welfare Workshop Re-orientation Program

We hereby take the liberty to submit to your office report on the subject matter as follows.

1. Before the subject program was set into motion:

a. Welfare Institutes as provided for in Livelihood Protection Law

Name	Founded & Operated By	Location	Lines of Business	No. of Persons Cared for
Nishibori Shakai Kan	Niigata City	Niigata City	Sewing & Western-style dressing	59
Shibata Municipal Welfare Workshop	Shibata City	Shibata City	Sewing	26
Shiozawa-machi Welfare Workshop	Shiozawa-machi	Shiozawa-machi, Minami-uonuma-gun	Sewing	60
Nagaoka Municipal Welfare Workshop	Nagaoka City	Nagaoka City	Hand-spinning, matches & canned goods	75

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

Nakajo-machi Welfare Workshop	Nakajo-machi	Nakajo-machi, Kitakambara-gun	Cabinet-making, sewing & bamboo works	27
Kuzutsuka-machi Welfare Workshop	Kuzutsuka-machi	Kuzutsuka-machi, Kitakambara-gun	Sewing	33
Koide-machi Welfare Workshop	Koide-machi	Koide-machi, Kitauonuma-gun	Bexes-making & akebia works	21
Subara-mura Welfare Workshop	Subara-mura	Subara-mura, Kitauonuma-gun	Hand-spinning & akebia works	39
Murakami-machi Welfare Workshop	Murakami-machi	Murakami-machi, Iwafune-gun	Colgs & metalwares	19
Kariwa Welfare Workshop	Kariwa-mura	Kariwa-mura, Kariwa-gun	Sewing	21
Takahama-machi Welfare Workshop	Takahama-machi	Takahama-machi, Kariwa-gun	Floss-silk & hand-spinning	12
Kanazawa-mura Welfare Workshop	Kanazawa-mura	Kanazawa-mura, Sado-gun	Sewing & bamboo works	28
Sawane-machi Welfare Workshop	Sawane-machi	Sawane-machi, Sado-gun	Bamboo works	20

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

b. Welfare Facilities as provided for in Social Works Law

Name	Founded & Operated By	Location	Lines of Business	No. of Persons Cared for
Kashiwazaki Collective Workshop	Kashiwazaki City	Kashiwazaki City	Sewing	16
Workshop of Self-governing Association of Muramatsu National Hospital's In-patients	Private person	Muramatsu-machi, Nakakambara-gun	Radio-set	21
Workshop of Self-governing Association of Takada National Hospital's In-patients	"	Takada City	Rice-straw works	16
Urushiyama Public Welfare Workshop	"	Urushiyama-mura, Nishi-kambara-gun	"	10
Okagesama Welfare Workshop	Miyauchi-machi	Miyauchi-machi, Koshi-gun	Sewing & hand-spinning	16
Ota-mura Welfare Workshop	Ota-mura	Ota-mura, Koshi-gun	Homespun	14
Ryotsu Welfare Workshop	Ryotsu-machi	Ryotsu-machi, Sado-gun	Bamboo works	12
Niitsu Welfare Workshop	Private person	Niitsu-machi, Nakakambara-gun	Knitting goods & clog-thong	10

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

Hokura-mura Welfare Workshop	Hokura-mura	Hokura-mura, Higashi-kubiki-gun	Sewing & hand-spinning	28
Ojiya-machi Welfare Workshop	Ojiya-machi	Ojiya-machi, Kitauonuma-gun	Teaching materials & mopping clothes	16
Niigata Welfare Workshop of Railway Employees Mutual Relief Association	Juridical person	Niigata City	Sewing	5

2. Progress in re-orientation program:

A. Abolition

a. Welfare workshops as provided for in Livelihood Protection Law

Nagaoka Municipal Welfare Workshop

Kuzutsuka-machi Welfare Workshop

Shiozawa-machi Welfare Workshop

b. Welfare workshops as provided for in Social Works Law

Kashiwazaki Municipal Collective Workshop

Welfare Workshop of Self-governing Association of Muramatsu National Hospital's In-patients

Welfare Workshop of Self-governing Association of Takada National Hospital's In-patients

Urushiyama Public Welfare Workshop

Ota-mura Welfare Workshop

Ryotsu Welfare Workshop

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

Niitsu Welfare Workshop

Hokura-mura Welfare Workshop

3. Tabulation

Classification	Prior to Reorganization	Abolition	After Reorganization
Facilities under Livelihood Protection Law	13	3	10
Facilities under Social Works Law	11	8	3