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MILITARY GOVERNMENT BULLETIN

Volume I, Number 9 HEADQUARTERS EIGHTH ARMY 1 April 1949

The Military Government Bulletin is created as a means for providing an informal source of information and exchange of ideas of interest to military government personnel. It is non-directive in nature. In no way may it be used as authority for action.

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VEGETABLES DECONTROLLED

Since vegetables, while still essential commodities, are no longer considered to be in short supply, the Japanese Government has been authorized by SCAPIN 1910/1 (25 Mar 49) to take any steps considered advisable to relax or eliminate distribution and price control over vegetables after 1 April 1949.

In a letter to the Commanding General, Eighth Army, the Supreme Commander for the Allied Powers stated, "Analysis of consumption and price statistics has indicated that the perishable food program in 1948 attained a substantial degree of success. It is believed that this success may in large measure be attributed to the very effective surveillance accomplished by the military government organization".

Instructions recently sent to MG units indicate that surveillance over vegetable controls is no longer required. This will permit intensified surveillance over fish and other essential foods in short supply.

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CIVIL EDUCATION

Comments from the Field. - School Loans and Postal Savings - (Kochi) - In lending money to lower secondary school districts, the local government has a policy of requiring that the people of the school district purchase postal savings to represent the amount of the loan it wishes to receive for school improvements. The purpose of this is to help stabilize the national economy by carrying an equal amount of debit and credit in a given area. The Japanese believe that this policy has a tendency to encourage postal savings and at the same time increase school facilities.

Students Work for Library - In a number of lower secondary schools in Shizuoka students are using their spare time to pick tea and make straw sandals and bamboo brooms. These funds are donated for the purchase of library books. In Iwate the boys of Hitaki Shinsei Chugakko are making rope from rice straw. This rope will be sold and the proceeds used to buy books for the school library.

Square Dancing - Learning of the success of the square dance elsewhere, Saitama ken officials are planning to introduce it throughout their prefecture. During February a team of officials will master different dances and teach them to teams from five cities. After introducing the dance in the cities, they plan to continue the program in nine guns.

Vocational Survey - (Iwate) - Ten women teachers from five senior high schools met with the assistant civil education officer to discuss a survey to be made on vocations girls may enter after finishing high school. The results of this survey will be given to the girls in their guidance periods. A survey will be made on about thirty different vocations. The following guide sheet will be used in investigating each vocation: 1. What vocations are open to girls? 2. What educational requirements are there for entering the training? 3. How long will the period of training take? 4. What will it cost? 5. What will the returns be? 6. Does the vocation have a future? 7. How will society react to a girl's holding such a position?

IFEL Graduates - (Aomori) - Graduates from the training course for school consultants and superintendents will participate in a series of three-day meetings in every gun. The meetings which are to extend from February through April, will be attended by all principals. Akita prefecture has developed similar plans.

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Civil Education (Cont'd)

Curriculum Research Association - (Gumma) - A committee has been organized to foster curriculum revision and development of courses of study. The committee is composed of the representatives of the secretariat, the staff of the Normal School Institute for Research in Education, faculties of designated cooperating schools, and representatives from 39 schools including 13 from each level of education. Courses of study in home economics and physical education have already been developed. Many sub-committees with specific goals are functioning in three general areas: child research, social research, and curriculum research.

Youth Groups Work with Children - (Fukuoka) - There is a definite trend among the youth groups to give more time and attention to children in the community. The general pattern of youth group work with children provides for character development through recreational and educational activities. These activities include group games, handicrafts, story-telling, kamishibai clubs, and excursions.

Social Education Newspaper - (Toyama) - The first edition of the Social Education Newspaper appeared 15 January in 2,500 copies. Social education organizations in all prefectures and the five major cities of Japan are included in the distribution. This paper features a monthly program and includes important minutes of board of education meetings plus current policy statements and activities.

Objections to Coeducation - (Nagasaki) - Coeducation is still a favorite subject of discussion, with certain fears expressed by specific groups as follows: (1) Boys - inferior female intelligence; (2) girls - difficulty of science; (3) parents - immorality; and (4) teachers - diminishing standards of etiquette. However, all groups are gradually realizing its democratic benefits.

Teacher In-service Training Centers - (Osaka) - A decentralized training program was initiated this month in thirty-three centers throughout the prefecture. This will continue each week until the end of February, making a total of 40 hours of instruction for each student. To date 2000 representative teachers have expressed enthusiastic approval of this program.

Future Teachers Club - (Nara) - Fourteen prefectural and two private senior high schools are cooperating in the future teachers program, which hopes to make available 613 assistant teachers for the elementary schools

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in April; 70% of these students are girls. They are receiving 64 hours of special training outside of school hours. The prefectural assembly has appropriated ¥97,200 for such classes. It is anticipated that at least half of these 613 will actually begin teaching in April, with the remainder gradually entering the teaching field during the next two years.

School Survey in Yamanashi. - In Yamanashi prefecture the board of education established a policy to admit to senior high schools all students who made application for admission. Many schools reported that they had more applicants than space would allow them to admit and that it would be necessary to give examinations to determine which students should be admitted.

At the suggestion of the civil education officer a committee was appointed to study the problem. The committee, assisted by the civil education officer, made a survey of the actual space capacity of those schools reporting more applicants than could be admitted.

The results of the survey showed that these schools were using their classrooms in such a restricted manner that a tremendous waste of space occured. Each school was shown how to use its buildings in such a manner that all applicants could be admitted.

As a result of this survey the board of education has ruled that all applicants to senior high schools will be accepted without examinations.

Summary of Analysis of Annexes E-1.

1. General Observations

a. School inspections indicate a gradual improvement in school programs.

b. Work with women's groups is considered one of the most successful phases of the civil education program.

c. Boards of education are showing a tendency to attack school problems with increased effectiveness.

d. The in-service teacher training program is being extended and improved.

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Civil Education (Cont'd)

c. Reorganization of the secondary schools is the most difficult and baffling problem facing boards of education and their staffs. Previously reported reorganizations appear to have been paper plans.

f. Little change was noted in relation to youth associations, parent-teacher associations, school lunches, and teachers unions.

g. A new phase of civil education was the planning for the implementation of the I Corps adult education program.

2. School Inspections (46 teams reporting) - A total of 742 schools were inspected, re-inspected, or otherwise visited during January. On the basis of these reports, the following observations are made:

a. School programs are gradually improving.

b. In schools re-inspected marked improvements were noted.

c. A majority of the schools visited for the first time without prior notice were generally found in unsatisfactory condition; sanitation was poor, pupil and teacher absence common, administration poor, and other evidences of disorganization and inefficiency abounded.

d. In the case of visits previously announced, schools were found in better condition.

e. The number of try-out and experimental schools doing satisfactory work is on the increase.

3. Women's Organizations (41 teams reporting) - Although a large number of teams reported this item, no new trends were revealed. Most teams believe this is one of the most successful phases of the civil education program.

4. Boards of Education (36 teams reporting) - Budgeting and problems of secondary school reorganization engaged major attention of school boards during January. On the whole, boards received more praise than censure from the teams. There was much improvement in the conduct of meetings (Ehime). There is keen interest in educational problems (Nagasaki); the board showed sound financial itemizing (Iwate); two boards in Hiroshima and

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Civil Educati n (Cont'd)

Nagasaki successfully resisted pressure from special interest groups. Some boards are trying to establish bureaucracies (Saitama, Kochi, Kanagawa): one calls itself the prefectural ministry of education and another was charged with stubborn resistance to the American concept of the school board (Hyogo). In Gifu the published budget was falsified to cover up the salaries of school board members. The matter of the relationship between boards and superintendents seems to have been satisfactorily settled, contrary to previous predictions, and contrary to earlier reports.

5. In-Service Training (35 teams reporting) - Programs reported for January included: try-out, experimental, and demonstration schools (10 teams); curriculum-revision conferences; demonstration teaching; teachers and principals conferences, training schools, and workshops; and study groups in individual schools. Other developments included: a training program for teacher consultants (Iwate and Okayama); the organization of educational research institutes (Kagawa, Miyazaki, and Miyagi); and the institution of 33 decentralized training centers (Osaka).

6. Reorganization (33 teams reporting) - Many of the reorganization programs reported over the past year were evidently paper plans, which were not put into operation. Of the 33 teams reporting for January, a single team (Osaka) reports reorganization as an accomplished fact. Others report plans for reorganization, districting, and consolidations in various stages of development. However these plans seem to be based in most cases on extensive surveys by the superintendents and school boards. The provision of the Board of Education Law (Art 54) that the prefectural board shall divide the prefecture into attendance districts has forced the issue. Several problems frequently mentioned in connection with reorganization are:

a. Waste of space in upper secondary schools.

b. Senior high school favored over the junior high school. Frequently the lower secondary school is called the stepchild of the 6-3-3 system, because of the persistent tendency for communities to stress the importance of the senior high school or the primary school.

c. Teacher transfer. The unwillingness of teachers to be demoted from the higher to the lower school raises a major problem. However, a majority of organization plans provide for such transfers.

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Civil Education (Cont'd)

d. Addition of the ninth year to the compulsory school period. This additional year is aggravating the building situation, causing considerable confusion in some places.

7. Parent-Teacher Associations (27 teams reporting) - Conferences, training schools, workshops, meetings, and decentralized training schools for PTA leaders were reported from 13 prefectures. In Shimane PTA's were active in promoting 19 different programs. They are gaining more influence with boards of education and the teachers union in Ishikawa. Several PTA's participated in "get-out-the-vote" campaigns.

8. Adult Education (14 teams reporting) - Implementation of the I Corps plan for adult education was still in the planning stage at the end of the reporting period. Sites have been selected (ranging from 30 to 360 per prefecture) and leadership training courses held in a few places. Difficulties encountered include lack of funds and teaching aids and scarcity of competent personnel.

9. Teachers Unions (12 teams reporting) - Several teams reported activities of a constructive nature undertaken by the unions. Among these were: a general election for officers (Kochi); sponsorship of demonstration classes (Aomori); and issuance of a "white paper" on school needs (Gifu). On the other hand three teams (Tochigi, Hiroshima, and Nagasaki) reported that unions were making excessive demands on the boards of education, and Shimane reported that unions were refusing to cooperate with the board of education.

10. Five-Day Week (8 teams reporting) - The 5-day school week continues to spread. All schools in Nagano are now using the 5-day week. The experiment seems to be working out well in Wakayama, with the exception of one school which believes that the 5-day week allows the students an extra day for laziness. Other prefectures beginning the experiment are Aomori, Tokyo, Kagoshima, and Shimane.

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CIVIL INFORMATION

Combating False Statements. - From time to time communists make false or misleading statements that require countering to prevent the impression made by the statements from becoming accepted fact. As a general rule these misstatements can be answered by Japanese agencies or officials. Only when they apply directly to the occupation, its policies, or actions, are the answers appropriate to come directly from military government. The counter-measure, of course, ought to be undertaken as soon as possible so that the misrepresentation has no time to become a belief. It is desirable that the reply, insofar as possible, be in the same medium, thus reaching the same persons who saw the original statement. In making replies, the Japanese can be encouraged to stick to the facts, answer only actual misstatements (there are plenty of them), and refrain from dignifying vague rumors by replying to them.

A good example of quick action against communist propaganda occurred in Tokyo recently when a heated poster fight was carried on between a local communist chapter and the Tokyo Financial Bureau. The communists started the tussle with a poster placed in Kanda RR Station which misquoted the chief of Kanda tax office and misquoted the law, too. The tax chief didn't let the false quotation stand. He immediately replied, with full support and encouragement from the Tokyo team. A poster was placed beside the erroneous communist poster which branded it as false and set forth the true facts. To get wider publicity, Tokyo Shimbun was tipped off and the full story was carried, with pictures. The technique used by the tax chief not only answered purposeful untruths, but served to discredit all other statements from the same source.

Comments from the Field. - Stereopticon Use - (Wakayama) - The Wakayama Daily News published a pictorial review of the health center and then used the photographs to prepare an opaque projector card series to show throughout the prefecture.

Tax Calendars - (Osaka) - The Osaka Finance Bureau has published a total of 200,000 calendars with reminders on each page of dates for payment or reporting of various taxes.

Ration Books - (Osaka) - Small parts of each family ration book will be used for information purposes.

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Civil Information (Cont'd)

Instruction on 16mm Projector - (Aichi) - The visual aid officer has instructed information officials in each health center on the operation of projectors and use of educational films.

Slide Projector Purchase - (Fukushima) - Each health center will obtain a small slide and film strip projector.

"Labor Classroom" - (Fukushima) - The Fukushima Minpo has started a weekly column entitled "Labor Classroom".

Democratic Organizations. - The formation of democratic organizations and the conduct of their meetings has been the subject of considerable study by Shikoku MG Region. Recently the civil education section published a booklet, "Techniques of Democracy", as a guide for the organizations of Japan. It contrasts the traditional Japanese meeting procedure, which leads to confusion or boss rule, with that developed in the democracies of the west, designed to protect the rights of all members and insure efficiency. While the appendix explains in considerable detail such technicalities as the precedence of motions, the body of the booklet is confined to the simplest rules necessary for efficient, democratic conduct, with repeated emphasis on the reasons for the procedure.

Civil information officers may have frequent occasion to further democratic principles through organizational guidance. A few of the groups which could profit by a study of "Techniques of Democracy" are agriculture cooperatives, fisheries cooperatives, information committees, citizens public halls, and ken officials in a position to lead meetings or organizations. Two copies of the booklet, in Japanese and English, have been sent to civil education officers of each tear and region. Other pamphlets of interest to organizations are: "Discussion--a Technique of Democracy", "The Discussion Chairman or Moderator", "Suggestions for Japanese Planning and conducting Information Meetings" (distributed via SCAPIN, 11 February 1949), "Democratic Organizations", and "Committees and Programs in Democratic Organizations" (previously distributed to CE officers).

Election Publicity. - The effectiveness of an intensive publicity campaign was shown during the Kofu, Yamanashi, city election of 23 February. The Aikawa polling district (population 2500) was selected as a special target group, because in all previous elections Aikawa had finished last in the city; in the most recent election only 47% of the eligible voters had gone to the polls.

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Civil Information (Cont'd)

The program consisted of various projects: Sound trucks, sandwich men, handbills, speeches to organizations and subsequent home visitations by members of the organizations, encouragement of parents by school children, newspaper articles with detailed statistics comparing Aikawa's unfavorable turn-out with the rest of the city. While the entire city was covered with such publicity, Aikawa was closely checked to make certain that the plans reached fulfillment. Results: Aikawa moved from 20th to 3rd among the polling places and the voting percentage increased from 47% to 81%.

These results indicate that close supervision over the Japanese in charge of publicity can bring results. Direct MG supervision is difficult to apply widely, since supervision decreases as the programs go out from prefectural, to gun, to village level; so the team plans to train the Japanese to supervise their own programs, and thereby insure maximum effectiveness.

Second Quarter Program Priorities. - The priorities on information activities this quarter, set in letter, 16 March 1949, subject, "Priority of Military Government Activities", provide an excellent chance to tie economic programs to the general field of political reorientation, always a major task of the occupation. The actual collection of taxes will continue to be the most important aspect of the tax program until the end of April (after which collections are credited to the 1950 fiscal year budget). Then in May and June continuing emphasis can be placed on the educational features of the program and answers given to the questions of why, when, and how taxes are to be paid. Along with this educational part of the campaign, stress can be placed on the local autonomy program. These two programs meet on the common ground of expenditures of the taxpayers' money, and the point can be made that every taxpayer and voter has a stake in how his tax money is spent. If he is to get the most out of his tax investment it's up to him to know what his public servants are doing with his money.

Local elections will be held in practically every area at some time during the coming year, and this provides the best peg on which to hang political education. Now that the National Election Commission has ruled that newspapers may freely enter a campaign to support or oppose a political party or candidate, their real function of leading public opinion can become something more than an ideal. Press and Publications Unit, CIE, SCAP, is stressing the fact that newspapers can and should enter into po-

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Civil Information (Cont'd)

litical contests and at the same time lead the community in electing competent officials and in watching their conduct after they are in office. Newspapers with alert, forceful editorial policies are one of the strongest bulwarks against grasping minorities from the far right or far left. So every encouragement is being given prefectural papers to strike out on their own--to point with pride and view with alarm.

The food program (production, collection, distribution) is carried as a continuing top priority. With quotas already allocated, emphasis is being placed on modern production methods, on control of plant diseases and insects and wiser use of fertilizer. The program is almost identical to last year's and is being carried on in about the same way. The collection phase of last year's program has just been completed, so no new material is contemplated immediately from Eighth Army. Those areas which will have early collections during the spring can rely on the methods used in the current collection drive.

The coal production program is, of course, a first priority, but only in producing areas. The principal function of information in this program is to advise local coal boards on publicity techniques and to ascertain that nationally produced materials are being utilized properly. From time to time recognition copies of materials will be forwarded to teams but no full scale MG information plan is considered necessary.

Among the second priorities, information plans on fisheries cooperatives and health centers have been prepared and are now in use.

The Labor Ministry's information plan for labor education distributed to each prefecture is being promoted by labor policy sections in conjunction with team labor officers. As a rough division of responsibility for this program it is considered that labor officers have the task of educating labor unions and management, whereas information officers have the responsibility of informing the general public on general labor-management matters. Particular emphasis is being placed on the importance of labor-management peace if Japan is to make the economic stabilization program work successfully and thus reach ultimate recovery. So the information officer has a real interest in the program, particularly that part which deals with public media such as newspaper and radio. The program is being revised for next month because in execution it was found to be too detailed and didn't allow for enough local manipulation. English copies of the plan

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Civil Information (Cont'd)

are being sent each month to MG teams. An Eighth Army plan is not contemplated; however, selected material on the topic will continue to be distributed for local dissemination through newspapers, magazines, pamphlets, local groups, and speakers who appear before organizations that are interested in the program.

In the future formal plans will be issued from this headquarters only on completely new programs. New themes and techniques will be sent from time to time for those that recur periodically or are year-round campaigns. Continual emphasis will be placed on bringing new information methods to the attention of all through the Military Government Bulletin.

Ideas used successfully can be reported through Annex E-2's and will be passed on to all through the bulletin, with credit.

Town Meetings. - The town meeting idea has caught on in eight more prefectures, according to reports for February. Varying degrees of success were attained, but all teams agree that with practice and experimentation the town meeting can become a potent force to induce participation in local affairs, and bring about the democratization of officialdom. Best results were shown at those meetings where MG officials did not dominate the show, but entrusted chairmanship to a capable Japanese, who directed most questions to local officials.

In Shimazu, Mie prefecture, a village of 3,500 population, the largest recorded attendance at any meeting (1,000) participated enthusiastically in four and one-half hours of discussion on problems including taxes, fishing, and citizens public halls. Beginning and ending with a community sing did much to break the formal atmosphere.

Hyogo recommends the following to insure success of town meetings:

Limit the audience to the size of the auditorium.

Restrict the attendants to voting age if an over-capacity crowd is expected.

Have the meeting led only by top prefectural and local officials who can speak with authority.

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Civil Information (Cont'd)

Select a versatile chairman, who can restrain agitators.

Set a time limit on individual questions.

Iwate's regular MG-kancho field trips incorporate the town meeting in an expanded form: In the morning the MG section heads, accompanied by Japanese department chiefs, visit the town office, health center, hospital, schools, and industries to discuss special problems and suggest improvements in operation. Then in the afternoon the Japanese officials give short talks, put on an information skit, and the meeting is thrown open to questions and answers, followed by educational films.

Iwate reports: "The effectiveness of carefully prepared dramatic sketches is proved by the close attention given by the audiences, numbering from one thousand to fifteen hundred persons. It is unusual enough to find so many eminent officials brought together in a single school auditorium, but to have them put on a play for local edification and obviously enjoy their own dramatic efforts is something without precedent in the experience of these rural communities....For the members of the MG team, observing the discussion from the sidelines, it is an unparalleled opportunity to judge the abilities of the officials and the spirit of the people at first hand. It is no exaggeration to say that these field trips into one county after another are the most enlightening and profitable activity in which the team and the ken-cho have engaged."

SEE ALSO:

1. Management-Labor Cooperation (Economics)
2. National Tax Savings Account Plan (Finance and Civil Property)

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ECONOMICS

Crop Collection

Publicity. - The Hokkaido Military Government team assisted in distributing 100,000 pamphlets urging over-quota delivery of rice. Farmers were told prices for over-delivery would be threefold and link goods could be obtained. The pamphlet also notified the farmer of the Agricultural Bill under which loans could be obtained.

Food Distribution

Don't Underestimate Brother Rat. - (from February Readers Digest) - A scientist of the U. S. Public Health Service, carrying a cageful of freshly captured rats in his car, found, a month later, one of them comfortably nesting under the seat of his car with a litter of nine. Meanwhile she had travelled over a large part of the country, going in and out, foraging for food. This rat planned an escape as shrewd as any used by human convicts.

Rats have been known to bore through four inches of concrete and various types of metals, which proves that few building materials are ratproof. In testing building materials it was proved that a rat's tooth is almost as sharp as carborundum. Rats have penetrated foamglass two inches thick, ordinary aluminum one-half inch thick, and ten different grades of aluminum alloy almost as hard as steel, looking for food.

The burrowing rats like fish and meat, while the climbing rats eat fruits and vegetables. Both types eat grain. Proper storage facilities and precautions are necessary to prevent excess spoilage and damage. Too much emphasis cannot be stressed in regard to proper storage of grain, foodstuffs, and materials by the farmer and the warehouser.

Many military government teams report extensive activities in surveillance of food distribution facilities with good results. Ware-houses and stores are being cleaned regularly and rat damage is decreasing.

Cleanup campaigns only make a temporary dent in the rat population. Experts claim that, working under ideal conditions, they expect no more than a 95% kill. Rats multiply so rapidly, that under perfect conditions one pair can produce 333 million offsprings in three years. The only effective means of combating the rat menace is the kind that never stops.

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Construction

Ordinance Evasions. - Two recent evasions of the Japanese Construction Ministry Ordinance No. 2 have come to the attention of this headquarters. Although each of these has been reported from only one prefecture, similar evasions may be occuring in other prefectures.

In one case, a building permit was obtained for the construction of a livestock exhibition area, including necessary land grading and building construction. Close examination of the project revealed that the area was intended primarily for horse racing. The grading was for the race track and the buildings were grandstands for spectators.

In another case prefectural officials were backdating building permits and allocation tickets for construction materials so that the purchasers had not sufficient time to find materials and begin construction before the tickets and permit expired. Article XVI of the above ordinance states that unless construction is started within three months from the date the permit is granted, it becomes null and void. As a result, stocks of materials remained in dealers' hands, and found their way into black-market channels.

Labor

Management-Labor Cooperation. - Shiga prefecture has inaugurated a program to increase the industrial production sponsored by the governor. A flag will be awarded to factories which, through cooperation with labor, reach or exceed set production goals. The qualifications for receiving this award are as follows:

a. The labor administration section will draw up a list of requirements for a good labor union, good labor contract, good union constitution, and good union operating procedures.

b. The labor standards bureau will draw up a list of qualifications for compliance with the labor standards law.

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Economics (Cont'd)

c. The commerce and industry bureau, working with management and labor, will draw up production goals.

At the end of each three-month period beginning 1 March, a committee composed of the governor and representatives of the agencies mentioned above will select qualified plants to receive the award and make the presentation. The information section will provide publicity support through the newspapers. This program, in addition to increasing production according to the new nine-point economic stabilization plans, will result in better labor unions and closer observation of the provisions of the Labor Standards Law. Both labor and management are willing to cooperate to the greatest extent possible.

Blackmarket

During February over 1900 metric tons of rice and staple foods were reported confiscated from passenger cars, freight cars, steamers, boats, trucks, and carts to combat blackmarket activities.

Shizuoka	32.0 M/T	Nagano	50.1 M/T
Tochigi	244.4	Fukushima	40.5
Okayama	212.2	Kagawa	27.1
Tokyo	178.5	Fukuoka	14.9
Osaka	170.9	Wakayama	14.2
Hyogo	89.3	Ibaraki	13.4
Chiba	55.6	Nagasaki	12.6
Saitama	55.3	Shiga	11.0

Some prefectures reported "large quantities" of staples confiscated without giving figures; other prefectures reported little blackmarket activity; and most prefectures did not report any blackmarket activity at all. From the above figures it would appear that blackmarket staples are moving all over Japan and can be intercepted when police are urged to do a job.

Economic Investigation Board

Redistribution of Critical Materials. - Delay in redistribution in Aichi prefecture was caused by sampling of materials by the Kagaku Satei Iinkai (Price Board) upon request of the Sangyo Fukko Kodan. The kodan had

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Economics (Cont'd)

been allowing individual affiliated companies to request sampling. Furthermore, the local price board could not evaluate certain categories and received broader authority from the Central Price Board to expedite this phase. The kodan has now been made responsible for all sampling requests and expeditious evaluation of goods. The new procedure to complete transactions requires 10 days to process textile items with a maximum of 40 days to process any category.

SEE ALSO:

1. Combatting False Statements (Civil Information)
2. Finance and Civil Property Section
3. Release of Trucks for Disaster Relief Program

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FINANCE AND CIVIL PROPERTY

Comments on Tax Surveillance. - Okayama MG Team - A drive to persuade the tax offices to start competition between schools on the amount of rebate received for transaction tax stamps is showing promising results.

Emphasis is being laid on the collection of large delinquencies, as evidenced by the increase in attachments and sales.

Kagawa MG Team - The tax officials have been encouraged to send speakers to the villages in their districts to explain tax procedures to the people.

Mie MG Team - Constant visits by the tax surveillance team accompanied by a tax official to the smallest and most isolated villages have helped the tax officials greatly. Tax returns from communities visited have shown a marked increase after the visits. It was recommended that mayors and village heads hold town meetings to explain final returns and urge prompt action in filing returns.

Fukuoka MG Team - Airplanes dropped 100,000 leaflets from the finance bureau, on payment of national taxes. In addition to the leaflets there were 100 pencils attached to small paper parachutes and 100 prize leaflets which went to the lucky finders. A broadcast titled "Final Declaration of Income Taxes" was made on 25 January. Spot news items with the same purport were broadcast on 20 and 21 January. Two different types of posters from the finance bureau were distributed through the principal tax offices. A newspaper advertisement stressing payment of taxes was run in 6 prefectural newspapers. 40,000 leaflets on income tax payments from the Ministry of Finance were folded in newspapers and distributed throughout the prefecture. Recorded addresses by Japanese officials were transcribed for broadcast on the radio and from public address systems mounted on trucks.

Ehime MG Team - Local tax offices are filing weekly reports listing suspected cases of tax evasion. Investigations on the cases are being closely followed.

Shiga MG Team - At a conference with chiefs of the 7 tax offices, the chief of the National Rural Police and the special tax procurator, the procurator gave instructions on the proper preparation and the evidence necessary for the prosecution of tax cases.

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Finance and Civil Property (Cont'd)

Wakayama MG Team - The tax surveillance officer approached three large daily newspapers with a plan to secure sponsored advertising stressing the payment of taxes. The newspapers accepted the plan and secured advertising for a total of 210 column-inches. Through the efforts of the tax surveillance officer, the Wakayama City Electric Railway Company agreed to furnish considerable space for streetcar advertising. A department store is sponsoring a large bulletin board emphasizing the necessity for payment of taxes. In two cases movable taxation offices give information and assist taxpayers in outlying areas.

Niigata MG Team - Two tax publicity committees have been formed within the prefecture. One consists of prefectural and local tax officials and the other consists of prominent citizens. Committees were set up in this manner in order to impress the public that taxes are the responsibility of everyone.

Saga MG Team - During the early part of the month 70,000 pamphlets containing detailed tax information for the individual wage earner were distributed. The procurator's office was urged to release to newspapers items on action that will be taken against tax evaders and action that has already been taken in two large tax evasion cases. Truck and bus firms were cooperative in displaying information posters and pamphlets on all vehicles.

Kyoto MG Team - This team arranged the distribution of 300,000 handbills by airplane throughout Kyoto prefecture on 31 January in order to promote tax consciousness among the local citizenry. Lectures and entertainment were given at the Kyoto theater under the auspices of the Osaka Regional Tax Office. Approximately 2000 persons attended.

Toyama MG Team - In two weeks of operations, speeches were made to over 47,000 people stressing the importance to the region as a whole, and to the individual taxpayer, of the prompt payment of their taxes. Over 28,000 of the people addressed were farmers.

Kumamoto MG Team - The CO and the tax surveillance officer visited all of the local tax offices, accompanied by the director of the Kumamoto Regional Finance Bureau. In addition to tax office employees, 2200 people were contacted, representing town and village heads, procurators, judges, and officials of local organizations such as the women's club and the chamber of commerce.

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Finance and Civil Property (Cont'd)

Akita MG Team - The civil information officer was instrumental in securing a large amount of publicity for the tax program including:

1. Taxation payment slides in all theaters of principal cities and villages.

2. Five-thousand copies of a poster showing pictorially the distribution of tax revenue.

3. Announcements of tax publicity on railroad public address systems.

4. Originating a card game based on the popular Japanese game karuta with 48 tax slogans. It is distributed through ration points, fruit markets, and candy shops.

Aomori MG Team - A three-day school for tax office employees was conducted by the Aomori Taxation Office. The chief, finance and civil property section, with the help of the taxation office chief, drew up the outline of the course, led the discussion, and generally supervised the operation. In a four-hour critique on the last day of the school all in attendance were given an opportunity to voice their opinions.

Nara MG Team - The finance and civil property section is preparing an informational pamphlet of instructions that will aid taxpayers in the filing of returns and serve also as propaganda for the tax program. Distribution to all taxpayers is planned.

At the suggestion of the MG team, local tax offices install receptionists to receive all visitors, record names, addresses, and purpose of visit, and escort the persons to the proper official. This has been extremely successful in promoting good will, and at the same time it has effectively handled the visits of organized groups. Groups of persons are not admitted in a body, but individually, and dispersed among various officials.

National Tax Savings Account Plan. - In order to arrive at a plan which would assist the Japanese taxpayer in arranging for his quarterly tax payments, rather than deferring payment until the final quarter, the tax officer of the Fukui Military Government Team met with the prominent bankers in his prefecture and recommended that they discuss the possibility of establishing some form of a tax savings account plan.

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Finance and Civil Property (Cont'd)

At a conference of the Fukui Ken Bankers Association, they made the following recommendations:

1. That the bankers association petition the Ministry of Finance for approval to establish a "National Tax Savings Account Plan". The interest received by the depositor would not be subject to taxes.

2. That the ken bankers association publicize the program to all ken constituents coordinating with the local tax office.

3. That each bank set up a tax advisory section to assist the depositors in preparing their tax returns.

4. That if possible, a commendation award, similar to those given to villages which are first to meet food collection quotas, be given to the bank and the community displaying the best "Tax Savings Account Record".

This headquarters was advised by SCAP that the Taxation Bureau of the Japanese Finance Ministry is now studying a similar plan which will be applied nationwide.

SEE ALSO:

1. Combatting False Statements (Civil Information)

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LEGAL AND GOVERNMENT

Issuance of Shore Passes. - It appears that in several instances shore passes have been issued to passengers on ships in Japanese ports without the designation of a proper sponsor as provided in the letter, this headquarters, file AGPGL 014.331, 30 July 1948, subject: "Intransit Permits to Enter Japan".

Shore passes may be issued at the discretion of the local customs, immigration, and quarantine authorities, provided the individual concerned has been properly sponsored by a member of the occupation or persons accredited to the occupation. In addition, shore passes may be issued to individuals sponsored by representatives of authorized shipping companies or the Japan Travel Bureau for the purpose of taking conducted tours approved by SCAP.

SEE ALSO:

1. Combatting False Statements (Civil Information)
2. Election Publicity (Civil Information)
3. Finance and Civil Property Section

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PUBLIC HEALTH

Comments from the Field. - Medical Social Workers Join Health Center Staffs - (Tokyo) - All health centers in Tokyo have persons assigned to social welfare work. In nine of the health centers this worker is on a full-time basis. While these people have no formal social service training, it is felt that on the job they will gradually become able to perform medical social service functions and prove a valuable adjunct in helping patients receive all available medical and financial assistance.

Darkfield Examination Neglected - (Chiba) - Darkfield equipment is available in all health center venereal disease clinics, but little use is being made of this equipment. The importance of doing darkfield examinations on all genital lesions is not realized.

VD Contact Tracers Trained - (Saga) - Courses for contact tracers were held in order to better the methods and activities of this group of workers.

Information Circulated - (Hyogo) - Two sets of Japanese nursing books are being circulated to health centers and hospitals with schools of nursing. A health education folder consisting of American pamphlets and books on such topics as school health, tuberculosis, mental hygiene, maternal and child health, and community health organization is now being collected. This folder will be loaned to interested persons and agencies.

Model Tuberculosis Ward Opened - (Yokohama) - Kurihara National Hospital has opened a model tuberculosis ward on its own volition. It is using one of the four tuberculosis wards for this purpose. This ward accommodates 74 patients and is equipped with sheets, pillow cases, and hospital gowns. Rules concerning visiting, feeding, and cleanliness are followed strictly. Nurses from affiliating hospitals as well as this hospital's student nurses receive training in the ward.

Sanitary Teams to Receive Closer Supervision - (Tottori) - There is little cooperation between local sanitation sections and the health center. Foremen of sanitation teams plan the work according to their own ideas and receive very little supervision. A series of insect and rodent control courses is to be given and the prefectural health officials are being urged to concentrate on the sanitation team program during the summer months.

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Tuberculosis Academy Opened - (Kanagawa) - Yokohama officially opened a school for children with minimal tuberculosis. At present about forty students of the fifth and sixth grades are in attendance. Classes take up three to four hours of the day and the remaining time is devoted to rest periods and medical treatments as necessary. It is planned to keep these children at the institution for about six months. Shortly, the capacity is to be increased so as to accommodate 100 children.

Health Center Libraries Started - (Kyoto) - The prefectural health department has ¥20,000 per health center available for reference material.

Fluorine in Dental Caries - (Hokkaido) - Considerable interest is being evidenced in the use of fluorine derivatives in the prevention of dental caries. Over a one-month period 1,000 primary students were given topical applications of sodium fluoride. This project will be evaluated from time to time.

Meat Markets Improved - (Oita) - The sanitary condition of meat and fish markets in Saeki and Usuki has been greatly improved due primarily to active interest of the health center personnel in those areas. These improvements were brought to the attention of all health center directors at their monthly meeting.

Prefectural Health Department to be Streamlined - (Yamagata) - There is considerable overlapping of the responsibilities of the various sections in the health department. The most obvious was that each section had its own general affairs division duplicating the work of the medical affairs section. The chief of the health department has promised to streamline his organization and improve efficiency.

Non-utilization of Health Films - (Toyama) - Health center directors are not utilizing the health films in the prefectural film library. It was found some directors did not know how to use these aids, or how to run the projectors, or thought they had to pay rental for the films, or that electric power was inadequate. Publicity is being given to the value of movies in public health education and how to obtain them for use.

Health Center Programs Weak - (Kagoshima) - All the programs in the health centers, except one, are very weak. The chief difficulty is lack of initiative on the part of the health center chiefs to make the best of what

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Public Health (Cont'd)

they have to work with. The program presented in the booklet "Operation of Health Centers" was brought to the attention of the directors. This booklet gave the solution to most of their problems.

Enlargement of Advisory Committee on Vital Statistics. - The Office of the Attorney General is responsible for the complete and accurate registration of births, deaths, marriages, and divorces and for the preparation of partial transcripts (schedules), upon which the Ministry of Welfare prepares vital statistic reports for Public Health and Welfare Section, GHQ, SCAP.

In October 1946, the Ministry of Justice, now the Attorney General's Office, was requested by PH&W to organize an advisory committee on vital statistics. The membership of this committee was restricted to Tokyo and the immediate vicinity. The Japanese have requested that this committee be enlarged to include representatives from Sapporo, Sendai, Nagoya, Hiroshima, Fukuoka, and Takamatsu, as well as Osaka (which was added in June 1948). PHMJG 90, dated 12 February 1949, offers no objection to this plan and requires no surveillance.

Grading Schools of Nursing. - Definite plans for the grading of nursing schools are beginning to come into existence. The Ministry of Welfare has appointed a council of 15 members to set up requirements for legal recognition of schools according to the Nurse and Midwife Law No. 203. The council will also appoint regional grading committees (6 members) and make final decision as to the class "A" schools on inspection reports submitted by the regional committee. Few schools will meet all the requirements, but recommendations will be made by the committee giving schools which meet a certain standard an extension period in which to make necessary improvements.

The prefectural committee of six members, from which the council will appoint the regional committee, will be selected in the following manner:

1 public health nurse 1 midwife 1 clinical nurse	- To be appointed by the prefectural branch nurse and midwife association
1 doctor	- To be appointed by the prefectural medical association

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2 persons - To be appointed by the prefectural health department

The six names selected in each prefecture will be mailed to the council in Tokyo. The council in turn will appoint the regional committees from the prefectural lists. The regional committee will be composed of representatives from the above-mentioned groups.

A chairman will be appointed by the regional committee to attend a meeting in Tokyo at which time he will be given all information necessary for the functioning of the regional committee.

A representative of the MG nursing section will be present to assist at the prefectural branch nurse and midwife association officers meeting when the three representatives are selected. Information is being mailed to the prefectural branch nurse and midwife associations through Japanese channels.

Proper people must be selected to serve on this committee. The advancement of nursing educational standards depends on this committee and unless they exert strong pressure, the schools will continue to operate as they are today.

The MG public health officer can assist in selecting a competent doctor.

No date has been set for the names to be submitted to the council, but careful consideration can be given in the selection of the proper persons at this time.

Hospital Patients to Receive Increases in Food and Fuel. - The Ministry of Welfare in LSM No. 36, letter dated 11 February 1949, subject: "Enlargement of the Area Where Hospital Feeding is Administered", offers a plan for increasing food and fuel to hospital in-patients. PHWJG 92, dated 25 February 1949, offers no objection to this plan.

The extra allocation of food and household fuel per day will be:

Staple Foodstuff -

Males, over 11 years of age - 80 grams

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Females (more than 5 months pregnancy - 70 grams)	- 40 grams
Children	- 40 grams
Patients, tuberculosis, leprosy and mental	-140 grams

Rice and wheat flour will be allocated, if possible, for the normal household ration as well as the extra one above.

Miso	2.0 momme	(B & C areas only)*
Shoyu	0.2 shaku	(A & B areas only)*
Salt	3.3 grams	(100 grams per month)
Sugar	10.0 grams	
Oil and fat	4.0 grams	(10 grams (edible) to tuberculosis and diabetes patients, if available)
Fish	30.0 momme	(of good quality and freshness--will be preference allocation for ordinary and extra rations in 7 major cities**)
Vegetables	60.0 momme	

Household fuel 100 grams in charcoal conversion (firewood or egg-shaped briquettes)

* Area A - Hokkaido, Aomori, Iwate, Miyagi, Akita, Yamagata, Fukushima, Tochigi, Saitama, Niigata, Toyama, Nagano, Miyazaki, Kagoshima.

* Area B - Ibaraki, Tokyo, Kanagawa, Gunma, Ishikawa, Fukui, Gifu, Shizuoka, Aichi, Mie, Tokushima, Fukuoka, Saga, Nagasaki, Kumamoto, Oita.

* Area C - Chiba, Yamanashi, Shiga, Kyoto, Osaka, Hyogo, Nara, Wakayama, Tottori, Shimane, Okayama, Hiroshima, Yamaguchi, Kagawa, Ehime, Kochi.

** Tokyo, Yokohama, Nagoya, Kyoto, Osaka, Kobe, Fukuoka.

Water Supply. - Inspections of water supply treatment plants indicate that Japanese water standards are adequate to protect the consumers, but most operators and officials do not appreciate the seriousness of their responsibilities in operating techniques. Military government surveillance and encouragement can do a great deal to promote better water supplies by closely investigating water systems, correcting deficiencies and helping to solve the many technical problems involved.

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Among the problems is the operation of slow and rapid sand filter plants. In general, slow sand filters should have approximately one meter of water above the top of the sand with very little disturbance of the sand due to the entrance of raw water to the beds. To test the efficiency of the filter, a bacteriological examination is done on the incoming raw water, and again after the water has been passed through the filter once. This test should be done prior to chlorination.

Japanese practice often places the point of the application of the chlorine where the fumes produce deterioration of valuable equipment. Particular stress can be made of this point to conserve essential equipment. Where chlorine is dispersed from a cylinder direct to the water, proper dispersion of the chlorine will prevent formation of large chlorine bubbles which escape into the atmosphere. While Japanese engineers prefer new construction, the present austerity program makes preventive maintenance imperative.

Chlorine is in short supply. It has been noted, in a number of instances, that when samples of water are taken for either chemical residual or bacteriological examinations, the collector takes the first water from the tap. This practice will give misleading results, as this water is not indicative of the chlorine content of the water in the pipeline system. Sufficient water should be allowed to run, prior to collection, to insure that the specimen is a representative sample. Proper sampling may reveal overchlorination. In many plants improper application of chlorine results in wastages as high as thirty per cent. Organic matter in water increases the chlorine requirements. Proper filtration can reduce the amount of organic matter present with a resultant saving in chlorine. Local water treatment plants supplying occupation personnel require particular attention to chlorine wastage. Good sanitary control of a water system will produce a finer water than the preventive application of large doses of chlorine.

SEE ALSO:

1. Food Distribution-Don't Underestimate Brother Rat (Economics)

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PUBLIC WELFARE

Case Load Trends. - Of the thirty-eight MG team reports containing comment on trends in public assistance, thirty-three indicated a decrease in the number of persons from December 1948 to January 1949. Of thirty-five commenting on costs, twenty indicated a rise. Although medical care contributed heavily to the rise in cost, wider application of Hatsu-sha 129 appeared to be the major factor. The predominant reason given for the decrease in number of persons was the recently completed recertification program. A gradual decrease in case load, however, has actually been evident since January 1948.

Comments from the Field. - Training Local Welfare Officials - (Fukushima) - Recognizing an urgent need, the prefecture welfare department has instituted an in-service training program for local welfare officials distinct from the minsei-iin program.

Costs of Medical Aid - (Kanagawa) - Because medical aid has been an important factor in the rising cost of assistance, a special committee has been formed to review present practices in this phase of Daily Life Security Law administration. The committee includes the chief of the Yokohama Welfare Bureau, doctors, hospital directors, pharmacists, and minsei-iin.

Minsei-iin Control of Public Assistance - (Tokushima) - As a result of an intensive administrative review in one city, it was found necessary during the critique to stress the legal responsibility and accountability of the mayor and welfare officials in regard to administration of public assistance. The review had revealed complete control of the program by minsei-iin.

Loans by Private Agencies - (Ehime) - The team has recommended discontinuance of an extremely undesirable practice being followed in one city. A private welfare organization made loans to assistance recipients. A record of the loans was submitted to the city welfare section at the end of the month. The amount of the loan was then deducted from the recipients' grants and paid to the loaning agency.

Repatriates Receiving Assistance - (Oita) - Of 119,076 repatriates in the prefecture, approximately 6% are receiving public assistance. They comprise about 30% of the total recipients.

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Public Welfare (Cont'd)

Reviews by Prefecture Officials - (Osaka) - Prefecture officials assigned to making administrative reviews use a check list based in part on the Eighth Army guide for the review of local administration and on material pertaining to bookkeeping and case recording prepared by the protection section.

Grant Increase Authorizations - (Osaka) - Between 1 September 1948 and 31 January 1949 grant increases were approved by the governor in 4366 cases and by the Welfare Ministry in 750 cases under Hatsu-sha No. 94.

Training-Aids - (Shiga, Aichi, Ehime) - Use of actual case situations to illustrate application of Hatsu-sha 129 in a variety of circumstances has been found a valuable method of presenting the new procedures.

Delays in Receipt of Grants-in-Aid - (Okayama) - A survey to determine reasons for delays in receiving national and prefecture funds in the local offices revealed that they occurred chiefly at district offices and in the local offices themselves. Local offices were not only late in filing estimates but the estimates were improperly completed as well.

Statistical Reporting - (Nara) - The prefecture is devising a new statistical form to be maintained in every local office. It will be a permanent record providing uniform monthly data.

Assignment of Case-work to Officials - (Saitama) - The mayor of one city now has under advisement a plan to place all responsibility for case work and determination of eligibility on full-time city welfare officials and to utilize minsei-iin in an advisory capacity.

Unemployment - (Aichi) - Statistics for January showed an increase in the number of persons receiving aid because of unemployment. The total effect of unemployment is not yet reflected because some unemployed are living on savings and unemployment insurance.

Size of Grants - (Aichi) - Although minsei-iin generally agree that the minimum essential for living established by the ministry is too low, they are restrictive in determining grants and seldom recommend the maximums permissable.

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Public Welfare (Cont'd)

Public Relations - (Yamanashi) - All newspapers in the prefecture are publishing a chart showing the table of allowances for recipients of public assistance.

Statistical Reporting - (Fukui) - A thorough check by the prefecture welfare department revealed that districts had not reported 175 cases of assistance in institutions. It was necessary to send corrected information to the ministry on inmates and cost.

Statistical Reporting - (Mie) - In determining the reason for a considerable decrease in cost of assistance despite an increase in case load, the team found that during December advance partial payments were made on January grants.

Outstanding Administration - (Niigata) - Administrative review of one welfare office showed the results of training and supervision by the prefecture through the district, in that all budgets were found to be properly computed.

Application Procedure - (Wakayama) - By requiring all applications for assistance to be made at the city hall or welfare office, officials can establish a better gauge of need in the community. In the past, because of unrecorded, informal rejections by minsei-iin it was impossible to obtain any notion of general need.

Audits by Prefecture Insurance Section - (Kochi) - It has been found that audits of local associations are concerned chiefly with the use of subsidies rather than with all aspects of administration.

Delinquent Firms - (Hokkaido) - Action by prefecture officials in attaching property of firms in arrears on Health Insurance premiums has resulted in fifty-seven firms paying up to current status.

Delinquent Firms - (Yamaguchi) - The insurance section chief devised a plan for going into areas showing greatest delinquencies. He and staff members hold conferences with employers, hear appeals, and accept overdue payments. On the first tryout, the entire group was busy for three days; premiums were collected from 78 firms, the referee heard 64 cases.

Referrals by Child Welfare Workers - (Saitama) - Only a small percent-

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Public Welfare (Cont'd)

ago of jido-iin were forwarding adequate case information with referrals to child welfare centers. The form used was checked and found too technical for untrained workers. Revision of the form was suggested with redrafting of items so that they could generally be answered by "yes" or "no". Training courses for jido-iin are to include instruction in use of the form, type of information needed, and the reasons for including the items.

Transportation for Child Welfare Officials - (Hyogo) - To expedite inspections of institutions and other field work free streetcar passes have been issued to eight Kobe child welfare officials.

Information Program - (Ehime) - Using material furnished by the prefecture child welfare section, the MG and prefecture information sections have been conducting an excellent publicity program on child welfare.

Child Welfare Officials - (Osaka) - Despite obstacles presented by inadequate supervision, lack of teachers and teaching material, transportation difficulties, size of case loads, lack of community resources, and administrative complexity, the interest and enthusiasm of the child welfare officials has resulted in remarkable progress in expansion of services, development of new services, and work with other departments and groups such as schools, parent-teacher associations, and health organizations.

Travelling Child Welfare Clinics - (Aomori) - One of the child welfare centers sends a staff of three to each of the towns in its area for a period of two or three days. Prior publicity is given. Meetings are held with local welfare officials and minsei-iin and at least one day is devoted to study of children referred by minsei-iin or parents.

Public Relations - (Iwate) - Series of ten lecture-dramas utilizing three types of child welfare cases were given in two guns. Audience reception and average attendance of 500 persons warranted plans to reproduce the scripts and distribute them to all guns.

Test Exercises - (Yamagata) - Disaster test exercises were held in two cities, nine towns, and thirty-six villages.

Red Cross Plan - (Saitama) - Saitama chapter of the Japan Red Cross plans to allocate to disaster relief and disaster training purposes 3 million yen of the funds received from the joint drive with Community Chest.

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Workshops - (Tokyo) - Inspection of thirteen workshops indicates that they are more like factories than the vocational training schools they are supposed to be.

Public Relations - (Saitama) - During February fifteen articles on welfare matters appeared in the local press.

Helen Keller Fund - (Ibaraki) - Plans for expenditure of funds raised during the recent campaign include purchase of braille books, phonograph, and records to be used as education aids for the blind and dumb, slide projector for the dumb, and books on vocational training for the disabled. These items are to be distributed among institutions for the blind, deaf, dumb, and disabled.

Physically Handicapped - (Gifu) - A total of 8,376 mentally and physically handicapped persons reside in the prefecture, according to a recent survey. Of these, 2031 are children. At the present time only 186 children are receiving specialized training but facilities are being expanded.

Formal Training - (Tochigi) - The prefecture is sending three persons to attend the one year course at the Japan School of Social Work in Tokyo.

Financial Status of Community Chest Agencies - (Mie) - A team from the Community Chest business office is investigating the financial status of all agencies which have received funds from the chest. As a result of findings thus far, revision will be made in allocation of funds of the campaign just completed.

Seamen's Insurance - (Ibaraki) - In one town the people's attention was called to this program when two accidents involving fishermen brought out the facts that reporting and premiums were both delinquent.

Continuing Eligibility. - The relatively sharp decrease in the number of persons receiving public assistance which has resulted from the recertification program and is reflected in January statistics raises a question of the adequacy of local agency determination of continuing eligibility. The fact that the decrease of approximately 79,000 persons is almost twice the average change from month to month since April 1948 suggests the probability that many of the persons dropped had been receiving public assistance for undetermined periods during which they were not eligible. In

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local agencies where public assistance is well administered such a recertification campaign would only show that recipients are eligible and would cause no sharp change in case load.

Continual review of case situations as a means for eliminating ineligibles and improving services to others is to be preferred to an annual procedure conducted on a nation-wide basis. An eligible case load can be maintained by frequent redetermination of need and faithful recording of all changes of income and resources. Then each case record is always up to date and constitutes a dependable substantiation of each disbursement. It is obvious that the affairs of an able-bodied unemployed father require more frequent reexamination than those of an aged unemployable person without responsible relatives. Consequently regular periodic visits to recipients such as once every 3 months should be considered only as a minimum requirement and actual contacts should be adjusted to circumstances.

Reliance solely upon annual campaigns of recertification to ensure continuing eligibility leads to needless disbursements and dissipation of public funds. Sloppy work habits and lax administration by local agencies are fostered by the necessity for making case studies and decisions under the pressure of deadline. For example, investigation of new applications was postponed in one prefecture pending completion of recertification.

Release of Trucks for Disaster Relief Purposes. - Some teams have received requests from prefectures for release of allied vehicles, especially 3/4 ton trucks, for use in disaster operation. The following is quoted from PHMPG 94, GHQ, SCAP, 8 Mar 49: "..The need for additional transportation facilities, especially trucks, which can be depended upon in times of emergency is recognized. However, there are no surplus American or British trucks available for release to the Ministry of Welfare, Japanese Government."

Ryukyuan Travel. - Attention is invited to CD 15, this headquarters, 14 March 1949, which outlines the proper procedure for travel to Ryukyu Islands. Repatriation of persons formally domiciled in the Ryukyu Islands was terminated 15 March 1949.

Spot Checks of Relief Recipients. - (Fukushima) - As a part of surveillance activities, OD 6, 1949, requires sample checks of the needs of assistance recipients to ensure validity of official records and to prevent

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Public Welfare (Cont'd)

discrimination and preferential treatment. In order to make such checks, interviews with recipients in their homes are necessary. Unless such interviews are conducted with due regard for the individuals concerned, however, possible undesirable reactions may occur. Best results are usually obtained if:

a. Only one representative from the team visits the home.

b. Interviews are private, with minsei-iin and Japanese officials excluded.

c. Interviews are limited to collection of factual information.

d. Interviewers refrain from case work activity, interpretation of MG policies, or promises of action.

Information obtained by properly trained field workers employed by MG can be valuable in estimating compliance by local officials with existing laws and regulations and in judging general efficacy of the assistance programs. In addition such information should prove useful in determining what is happening to the individual Japanese recipient of public assistance.

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Comments from the Field. - Child Welfare (Gumma). The child welfare board has become so interested in its responsibilities that investigations and inspections of children's institutions are conducted by board members to determine problems and remedies. Particular interest was expressed in juvenile delinquency and methods that could be adopted by the prefecture to improve the situation. Weekly conferences are held with policewomen on prevention of delinquency. Actual case situations are presented at training meetings. The response has been so effective that several of the cases involving delinquency have already been successfully handled. Surveys have been made by secondary and elementary school officials on the number of handicapped children. It is significant that schools are referring children who appear to need care to the child welfare station for testing, home investigation and planning. Public health nurses, teachers and nursery personnel are attending training meetings for nursery school personnel. The interest, enthusiasm and coordination of the child welfare board, child welfare section and interested groups in Gumma Prefecture show that progress can be made in the development of the child welfare program if leadership and responsibility are accepted and shared by the volunteer workers and the public officials concerned.

Health Insurance Clinic Established - (Saitama). A new clinic including a ten-bed hospital has been established in the village of Higashiagano. This village of approximately 3,000 inhabitants is located in a remote mountainous area and had been without a physician since the end of the war. There was no hospital or clinical facility accessible to the people in the area. Great difficulties were overcome in establishing the new clinic. The land for the site was donated by one of the villagers. School children and young men and women gave their time free to clear away the trees, level the land, and build a roadway so that the facility could be constructed at minimum cost. It was constructed at a cost of ¥2,840,000, 39% of which was borne by the Welfare Ministry, 10% by the prefecture and the remainder by the local health insurance association.

Traveling Health Units - (Saitama). At a recent conference the Saitama welfare officer, health officer and the prefectural health department chief planned with the secretary of the local chapter a program of health activities. This plan provides for traveling medical units which will go to remote areas to provide services. The work of the Japan Red

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Public Welfare (Cont'd)

Cross in this field has been coordinated with the overall needs of the Saitama health department. This type of coordination is valuable in eliminating duplication of effort and properly integrating the services of volunteer agencies with government health and welfare programs.

Community Chest. - Reports from the field concerning the recent community chest campaigns held in 41 prefectures have stressed one major problem: the dominant role of government officials and their control of prefectural community chest committees.

Recommendations from military government teams and this headquarters to SCAP have concerned two basic principles of community chest organization that may serve to improve the operation of next year's campaign. These recommendations are as follows:

a. That the National Community Chest Council be made the source of all directives concerning the operation of fund campaigns and that such directives be transmitted through non-governmental channels.

b. That public officials be permitted to accept appointments to community chest committees in an advisory capacity only.

These recommendations along with several others were presented to a meeting of Japanese governmental officials and members of the National and prefectural community chest committees at Tokyo on 3 June 1948. The results of these recommendations are summarized in the following statement received from SCAP, which it is hoped will become a standard policy for community chest operations in Japan:

"The interest as well as the participation of the Japanese Government, principally the Minister of Welfare, in the community chest organization and particularly the first campaign, was understandable but the active participation of the Government in administrative, managerial and operational functions of the Community Chest is at an end - the community chest is a private welfare enterprise and must operate as such. This does not mean that the government is not to be sympathetic, helpful and cooperative, but the Community Chest must establish its own administrative channels (not through the Ministry of Welfare) and prefectures have Community Chest committees (not prefectural government agencies) to disseminate information, etc., regarding their organization."

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Nagano Welfare Conference. - Active participation by Japanese officials featured the Kanto Region conference of welfare officials held at Nagano City 8-10 June under the auspices of the Nagano MG Team. Ministry of Welfare officials representing the social affairs, childrens' bureau and protection sections were present, as well as prefectural welfare staffs from the seven prefectures in Kanto Region.

Morning sessions, attended jointly by military government and Japanese welfare officials, considered and discussed common problems of operations, program development, and administration. In the afternoon sessions military government and Japanese officials met separately.

The conference showed that, with proper encouragement on the part of military government, Japanese officials can hold discussions that are animated and practical.

In response to questions from the floor, ministry officials interpreted directives with a surprising absence of vagueness and evasion. Practical demonstrations were given, covering standard methods to be used in determining eligibility and amount of cash assistance to relief cases. The conference helped to bring the welfare officials on the national and prefectural levels to a closer understanding. Ministry officials expressed interest in attending similar meetings in other regions.

The Nagano MG Team received several congratulations for an exceptionally well conducted conference.

Occupational Aid. - Kyoto Military Government Team has submitted an interesting report concerning the administration of occupational aid and training. The report brought out the need for better controls over the procedures for granting business loans to corporate groups and to certain categories of recipients, mainly repatriates.

Since October 1946 the protection section of the Kyoto welfare department has been handling occupational loans through the Peoples' Bank. However, since the borrowers have conducted their business directly with the bank, only a perfunctory consultation was made with the Protection Section. The lack of adequate control and the difficulty of administration of such loans through the welfare department are reflected in the poor record of repayments on loans made. In 140 big loan cases in Kyoto Prefecture totaling ¥20,000,000, there has been almost no follow up, and it is expected that the Welfare Ministry will take at least a 30% loss on the loans.

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Public Assistance. - Administrative reviews conducted by MG welfare officers have revealed many discrepancies in the administration of public assistance. Reports on reviews have been forwarded to SCAP by this headquarters for presentation to the Welfare Ministry.

Analysis of administrative reviews made by this headquarters has led to the conclusion that much of the unsatisfactory administration on the part of minsei-iin has been due to the lack of supervision from public welfare officials and the failure of those officials to assume their legal responsibility for minsei-iin decisions.

A recent report from the Wakayama team recommended increased responsibility of local welfare officials in approving assistance grants recommended by minsei-iin. It was further proposed that welfare officials act as chairmen of the minsei-iin committee meetings when proposed grants of public assistance are discussed. The recommendation was also made that local welfare officials provide the applicant for public assistance with a written decision covering official action on the application, whether favorable or not.

SCAP has informed this headquarters that the problems presented in the Wakayama team report are considered as basic in the present study of public assistance being made by the Ministry of Welfare and SCAP. They have given priority to the whole problem of local administration and policies. SCAP also stated that the type of critical analysis made by the Wakayama team is extremely helpful in presenting the problems to the Japanese and that further reports concerning good local policies and the administration of public assistance would be appreciated.

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PUBLIC WELFARE

Child Welfare. - Two training meetings in school-counseling were conducted by the Gumma team welfare officer in June for lower and upper secondary personnel and principals in cooperation with the education section of the team. The meetings were well attended. Discussion of case material presented by guidance personnel showed enthusiasm and a desire to find helpful solutions. The significance of these meetings is expressed in a letter from a school requesting a continuation of the training program because, "..... it endorses my conviction that we must take proper measures before children become delinquent, to say nothing of giving guidance to delinquent children."

The chief of the child welfare section and the director of the child welfare center participated in these meetings by describing the services and methods of the child care prograp.

The result of meetings of this kind and the emphasis given to child welfare in the prefecture are reflected in the increase in the number of children assisted in May; the number increased to 50 in June. Of these, 26 cases were handled by the child welfare center directly. Approximately one-third of the remainder came as a result of parent interest; the other cases were assisted as a result of child welfare worker, school, or community agency referral.

An analysis is being made of the problems, needs and services given to children in order to develop a dynamic program that will meet community needs.

Comments from the Field. - Camping Trips Planned - (Kyoto) - The Big Brothers' and Sisters' Youth Groups are planning camping trips to rented cottages this summer for all children assigned to four juvenile delinquent homes in Kyoto. These groups have collected funds to cover expenses for three days for each child. Transportation will be provided by the bus companies. The program will last for three weeks.

School Lunch Program - (Hokkaido) - Dehydrated food demonstrations were given by the prefecture physical training section to audiences of

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teachers, parents and education officials in 13 cities and 14 provinces. The purpose was to stimulate improvement of menus for the school lunch program. In many instances, schools have not known the correct methods of preparing dehydrated milk and vegetables which have been received for school lunch purposes. Administration of the school lunch program has been inspected in several schools and found satisfactory. Improvement has been noted in most cases since last December.

Training for Nursery School Teachers - (Nagoya) - A school to train workers for nursery schools is now in operation in Nagoya. It provides a two-year course; one year of academic training and one year of supervised practice in a nursery school. Present enrollment is 34 students; 32 from Aichi, one from Mie and one from Gifu.

Locating Relatives in the U.S. - MG welfare officers have often been asked by Japanese Nationals for assistance in locating relatives believed to be living in the United States. Yamaguchi Team reports that such requests can be referred to the International Institute of San Francisco. Inquiries should be directed to Mr. Joseph G. Masaoka, Regional Representative, National Japanese-American Citizens League, 2301 Bush Street, San Francisco 15, California. Such requests are included in news releases to all Japanese-American papers as well as the Pacific Citizen, which has nationwide distribution. If the missing relative has been known to have a San Francisco address, a copy of the request may be sent to the International Institute, 1860 Washington Street, San Francisco, California, to see if the missing relative is known by that agency.

Training Program for Japanese Welfare Workers. - During May and June 1948, two members of the prefectural welfare department staff were loaned to the Toyama MG Team Welfare Section for full-time duty and on-the-job training.

During this two month period the two men worked closely with the public welfare officer, accompanying him on all administrative reviews, institutional inspections, conferences and lectures. They became thoroughly acquainted with the procedures of the team welfare section and with directives from higher headquarters. They demonstrated an eager desire to learn. They were used to inspect and audit Japanese records for administrative reviews. They soon learned what to look for and did not hesitate to inform local officials of deficiencies found.

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The prefectural welfare department will use these two men as field investigators. With the training received under MG supervision they should effectively strengthen the field service and supervision of local offices.

This program of training was so effectively demonstrated by the Toyama Team that it is now being followed by all teams in the Tokai-Hokuriku Region.

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PUBLIC WELFARE

Administrative Reviews. - A new guide for administrative reviews has been prepared by this headquarters and is now in process of distribution through regional welfare officers. Because it contains suggestions on many elements which comprise comprehensive democratic public assistance programs, the guide should prove valuable in surveillance of the Japanese, and as a training device. It is not meant to be used in the form of a checklist in which every space must be completed. Instead, it should be utilized as local conditions warrant. Reference is made to paragraph 10, chapter 9 of the Manual of Military Government in Japan, published by this headquarters on 1 September 1948, which outlines in greater detail the purposes and use of the guide.

Child Welfare. - A number of MG teams have reported increasing interest in foster-home programs. The Toyama MG Team reported passage by the Ken Assembly of a foster-home law. Encouragement and guidance in the planning of such programs are being undertaken by some welfare officers. Comments indicate a general awareness of the necessity for close surveillance in order that the Japanese may avoid malpractices resulting from poor selection of foster parents, indiscriminate placements, and placements in homes where the children will be subject to heavy labor and other harsh treatment.

It has been reported that there is increasing activity in child welfare boards. In one particular instance, however, it was noted that the board showed signs of becoming an operating agency. It should be remembered that the boards are investigative and advisory only. Any recommendations for specific action should be made by the board to the operating public agency. Reference is made to Article 8 of the Child Welfare Law.

Community Chest Drive. - Reports indicate that planning for the coming Community Chest campaign is being accomplished with less confusion and with more understanding of objectives and methods than characterized the last campaign.

Paragraph 14 of Inclosure 1 to CD 48, 17 Aug 1948, outlines a procedure whereby rebates can be obtained on cancelled sales-transactions tax stamps. The stamps may be collected for rebate purposes by members of "charitable" institutions. Thus, there may be some use for transaction-tax stamps accumulated by occupation personnel through purchases in the Japanese market.

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Public Health and Welfare Weekly Bulletin Number 75 outlines the plan of the joint Community Chest-Red Cross campaign. Weekly Bulletin Number 89 points out that the ratio of breakdown of contributions, in the example which was given, is not meant to be applied in all prefectures. Instead the division will be "according to the ratio of the respective goals", as determined by the prefecture committee.

Foreign Nationals' Supplementary Rations. - Occasionally questions arise on the eligibility for rations of certain individuals who cannot prove valid foreign citizenship. These questions usually concern occidentals who acquired Japanese citizenship either by naturalization or marriage, or children of occidental-Japanese marriages (legal or common-law), where the responsible foreign parent neglected to register the children with the proper authorities. Sometimes there are claims made for Japanese women who have lived with foreigners for long periods as common-law wives or cases where a marriage had been performed but foreign citizenship not acquired because of the laws of the country of the foreigner's origin. The latter claims for the ration are made on the basis of becoming accustomed to western foods, whereas, the former claims are on the basis of physiological needs.

At present, the test of eligibility is a bonafide certificate issued by diplomatic or consular agencies indicating recognition as a foreigner (Koreans excluded) or, in the case of stateless persons, a certificate from the Japanese Foreign Office. The individual concerned has the responsibility of establishing his nationality, and the Japanese have the responsibility of verifying it before issuing the supplementary ration.

Local Contributions to Relief. - On several occasions during the past months, welfare officers in the field have reported their observations of failure on the part of some towns and villages to meet their 10% contribution for relief grants as established by the Daily Life Security Law (Chapter V, Article 29).

In one instance the local welfare officials explained to the recipient that the 10% decrease in allowance was the recipient's contribution to the cost of the Daily Life Security program.

Future reports of administrative review that disclose such violations

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of national law will be studied with interest by this headquarters, and an effort will be made to determine whether the contribution requirement on local government constitutes an unreasonable financial burden on towns and villages.

Regional Disaster Planning Board. - Seven regional disaster planning boards have been established by the Ministry of Welfare. The boards are set up in accordance with the provisions of Article 3 of the Disaster Relief Law. The regions in which the regional planning boards are set up and the prefectures included are as follows:

1. Hokkaido-Tohoku District
   Miyagi, Hokkaido, Aomori, Iwate, Yamagata, Fukushima and Niigata.

2. Kanto District
   Tokyo Metropolis, Ibaraki, Tochigi, Gumma, Chiba, Kanagawa, Yamanashi and Nagano.

3. Tokai District
   Aichi, Toyama, Ishikawa, Fukui, Gifu, Mie and Shizuoka.

4. Kinki District
   Osaka, Shiga, Kyoto, Hyogo, Wakayama and Nara.

5. Shikoku District
   Kagawa, Tokushima, Ehime and Kochi.

6. Chugoku District
   Hiroshima, Tottori, Shimane, Yamaguchi and Okayama.

7. Kyushu District
   Fukuoka, Saga, Nagasaki, Kumamoto, Kagoshima, Miyazaki and Oita.

The presidents of the regional planning boards, as designated by the Prime Minister, are as follows:

District	Prefectural Governor
1. Tohoku-Hokkaido	Miyagi
2. Kanto	Tokyo Metropolis

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District	Prefectural Governor
3. Tokai	Aichi
4. Kinki	Osaka
5. Chugoku	Hiroshima
6. Shikoku	Kagawa
7. Kyushu	Fukuoka

The main functions of the boards are:

1. To collect information concerning emergency disaster and relief and furnish it to the organizations concerned.

2. To formulate a plan for providing labor, facilities, equipment, supplies, and funds necessary for relief and other emergency requirements.

3. To formulate an emergency plan of supply, distribution and transportation of labor, facilities, equipment, supplies and funds necessary for relief and other emergency requirements in case of disaster.

4. To formulate a plan for relief and other emergency requirements outside those prescribed in the preceding two items.

5. To propel the execution of plans stipulated in items (1) to (4) above.

SEE AISO:

1. Comments from the Field - Recreation Centers (Civil Education).
2. Japanese National Tax Budget (Finance and Civil Property).
3. Soldiers' Wound Badges and Bereaved Family Badges (Legal and Government).
4. Indigenous Supply (Public Health).

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The Japan Chapter of the Military Government Association. - The Japan chapter of the Military Government Association has been organized with headquarters in Tokyo. The objects of the Japan chapter are to carry out the principles of the national chapter by promoting a better understanding of the Japanese people, their problems and the problems of our relations with the Japanese among the members of the association and the American people. This can be done by individual contributions of the members to the meetings of the association and to the Military Government Journal.

The Japan chapter held its election of officers on the 2 August 1948, and of its board of governors on the 13 September 1948. The officers are as follows:

Mr. C. G. Tilton, President - Eighth Army MG Sec.
Mr. C. M. Adams, Vice President - NRS, SCAP
Miss E. B. Weed, Secretary - CI&E, SCAP
Mr. Sidney Cohon, Treasurer - ESS, SCAP

The members of the board of governors are:

Lt. Col. George Atwood - Hyogo MG Team
Maj. Harold C. Sheffield - Kyoto MG Team
Lt. Col. Rue S. Link - Hq., Eighth Army
Justin Williams - Gov't Section, SCAP
Maj. Daniel Imboden - Press and Publications, SCAP

All members of MG teams are invited to join and participate in the activities of the association. Membership dues are $5.00 per year which entitles you to receive a membership card from the national headquarters and a copy of the monthly journal. Applications for membership should be addressed to William F. Johnson, Chairman, Membership Committee, Military Government Association, Eighth Army Military Government Section, APO 343. The next monthly meeting is scheduled to be held at 8 p.m. on the 22 October 1948, at the American Club, Tokyo. Mr. Ivor T. M. Pink, Counsellor, United Kingdom Liaison Mission, will speak on "Military Government in Germany".

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English Versions of Japanese Laws. - By means of Sha-Otsu-Hatsu No. 157 (24 Sep 48) and Sha-Otsu-Hatsu No. 158 (25 Sep 48) the Welfare Ministry has forwarded to all prefectural governors English versions of the Enforcement Ordinance of the Minsei-iin Law and Hatsu-Sha No. 94. These should prove useful in providing common references to items under discussion with the welfare departments.

Prosecution for Welfare Malpractice. - The Sunday Supplement of the Stars and Stripes, 29 August 1948, carried an article entitled "Robin Hood" which related the welfare activities of Sasaki Matsuo, organizer of the Relief Association of War Sufferers in Tokyo. This individual and his activities had been the subject of a special report from the Tokyo MG Team, which indicated that his operations were of doubtful philanthropy. The Tokyo Asahi Shimbun reported on 2 November 1948, that the Tokyo District Court sentenced Sasaki to one and one-half years in prison for a variety of charges including acts of violence and extortion by intimidation on prefectural officials. This case illustrates the fact that local Japanese authorities can take effective legal action in instances of malpractice by operators of such institutions or agencies.

Test of Disaster Plans. - When MG teams and Japanese officials formulate plans for testing the efficacy of prefecture disaster planning, it is advisable that notification be given all occupation units in the area, such as: CIC, RTO and tactical units. This is necessary in order to avoid any possible misinterpretations of practice messages which may be intercepted or activities which may be observed. Notification will assist in scheduling periods for the tests during which there will be no conflict with activities of other units.

SEE ALSO:

1. Distribution of Military Government Bulletin (Administration)
2. The MG Public Health Nurse (Public Health)

Robert W. Kemple

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PUBLIC WELFARE

Child Welfare Association Organized. - The Child Welfare Board and Child Welfare Section of Miyagi prefecture have organized an association to promote child welfare, provide in-service training, conduct information activities and sponsor a child study institute. Members of this association are heads of children's institutions, child welfare officials and workers from all parts of the ken. It will be supported by membership fees, donations and community chest funds.

Comments from the Field. - Appeals - (Yamaguchi) - In August Yamaguchi ken had 141 appeals involving grants in cash or kind; in September, 124.

Field Supervision - (Kyoto) - Kyoto-fu's welfare department chief has instructed his field supervisors to prepare administrative review schedules for use by the district welfare officials. The team officer's review will be used as a guide.

Labor Exchange Clearances - (Chiba) - Officials in one of the welfare offices visited during the month had no notion of whether or not clients referred to the labor exchange actually obtained work.

Application Procedures - (Wakayama) - Wakayama-shi has established a standard application procedure. All persons apply to an interviewer in the city hall. A written application is completed and initial entries made on case record and notification forms. These two forms are forwarded to one of ten paid district supervisors, who refers the case to the minsei-iin. The minsei-iin and council investigate and recommend, but the final decision is made in the welfare office which completes and mails to applicants notification of action taken. This procedure is of interest because no rejections are made by minsei-iin. All applicants receive notice of action, including basis for approval or rejection. The notification informs the applicant of his right to appeal the decision.

In-service Training - (Nagasaki) - The need for intensifying in-service training programs was brought out in the findings of one review. It said, "Minsei-iin visited rather aimlessly and without purpose."

Relief-in-kind - (Nagasaki) - It appears that relief-in-kind paid for with public funds and allotted to repatriates was being turned over for

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distribution to a private organization, the Repatriates and War Sufferers Association.

Trend in Public Assistance - (Hokkaido) - Hokkaido's summary of the trend in public assistance reflects the general situation: gradual decrease in case load accompanied by proportionately greater costs due to higher living costs and allowances.

Travel - (Miyazaki) - Bus companies are supporting a plan to distribute either free or cut-rate passes to a limited number of welfare officials and minsei-iin.

Physically Handicapped Children - (Shizuoka) - Minsei-iin are now attempting to locate and classify all physically handicapped children.

Foster Homes - (Iwate) - Broadcasts from the Morioka Radio Station were utilized to explain the foster home program.

Institution Inspections - (Chiba) - The ken child welfare station has added to its staff one person whose primary responsibility is inspection of children's institutions.

Uniform Records - (hyogo) - Directors of all children's institutions in Hyogo met with ken officials to receive instruction in the maintenance of uniform statistical, financial, and individual case records.

Mentally Deficient Children - (Nara, Shiga) - Both kens indicate increasing community interest in provision of more adequate facilities for mentally deficient children.

Implementation of Child Welfare Law - (Kyoto) - The long-existing conflict between large city and fu officials in Kyoto is causing difficulty in implementing the Child Welfare Law. City officials contend that Kyoto-shi minsei-iin are responsible only to them and cannot be used to implement a national law administered by the prefecture.....and so on. They have overlooked Article 12 of the Child Welfare Law and Article 6 of the Minsei-iin Law.

Waifs - (Kyoto) - Last year in Kyoto-shi 30 to 35 children were detained as a result of each round-up. This year the number has decreased to between 5 and 10.

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Child Welfare Officials - (Ehime) - Jido-iin, fukushishi, and child welfare center personnel are extremely careful in investigating applications from would-be foster homes. Ehime also reports that jido fukushishi are becoming firmly established and are getting good cooperation from officials, jodo-iin, private citizens and civic groups. Their difficulty lies in having too large an area to cover well.

Nurseries - (Nara) - Nara officials inspected 36 nurseries to determine those unable to meet the minimum standards of the child welfare law.

Peoples Bank Loans - (Kyoto) - Forty percent of the small business loans made by the Peoples Bank in Kyoto have been repaid. Although most of the loans are theoretically made to individuals, they are actually being used as group funds over which the individuals have little or no control.

Community Chest Drive - (Shizuoka) - Good publicity and better public understanding of the community chest made this year's drive much easier than the previous one, reported Japanese concerned with the drive. Result: 102.8% of the ¥20 million goal.

Foreign Nationals Rations - (Iwate) - An inspection of supplementary ration distribution disclosed no instance of illegal issue, as positive proof of nationality is required.

School Lunch - (Fukui) - The school lunch program is now operating in 106 schools, 36 more than during the previous term.

Public Pawnshops - (Saga) - A Saga-shi public pawnshop has been unable to make loans, since the ¥150,000 capital available in June 1948 was loaned out within two months and additional capital has not been made available.

Homeless - (Fukui) - Of a ¥280,000,000 government loan fund for rebuilding of private homes in Fukui, ¥200,000,000 has already been disbursed. It is expected that over 1400 families living in hovels unfit for winter use will be in more suitable quarters by the end of December. (Fukui received about ¥100,000,000 in voluntary donations after the earthquake).

Health Insurance - (Chiba) - A shipbuilding company was not sending employees' insurance deductions to the government but was using the money to help meet payrolls. Neither company nor employees' shares had been submitted since May.

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Public Welfare (Cont'd)

Administrative Review Guide - (General) - An increasing number of teams report use of the guide, or sections of it, in the review process. A few comments indicate difficulty in its use, while others indicate that accurate and detailed information can be more readily obtained. Translation and interpretation present major difficulties because some of the concepts and terms have not been previously analyzed by the Japanese. The difficulties are being overcome locally and the efficacy of the guide is becoming more readily apparent.

Free Movies for Children in Welfare Institutions. - In Kumamoto prefecture the child welfare section has made arrangements with the city movie theater association for free movies for children in welfare institutions. The prefectural assembly on request of the governor amended the tax law to exempt from entrance tax all children in welfare institutions under the Child Welfare Law. To date 130 children from three institutions have seen movies free of charge. A committee has been formed to screen and approve movies to be seen by these children.

Home for Handicapped Persons. - The Okayama MG Team reports that the prefecture has established a home for handicapped persons, the first of its kind to be organized there. It has started rehabilitation courses in artificial limb making, woodwork and business. An adjacent lot was procured for the construction of a workshop to produce artificial limbs. At present there are eleven persons in the institution.

Iwate Inaugurates Child Welfare Program. - The Iwate MG Team reports that the child welfare board inaugurated on 1 October a special program for child welfare which is scheduled to continue through March 1949. Conferences on juvenile delinquency are being held throughout the prefecture with representatives of the public. The purpose of these meetings is to broaden public interest in the child welfare program and to acquaint the people with provisions of the law. The last Friday in October was designated as Child Cultural Day, when children would display their talents at singing, dancing, story telling and reading.

Women's Activities. - The Hokkaido MG Team reports that the Ashibetsu-machi Women's Organization has been active in promoting welfare programs. For more than a year they have been operating a combined kindergarten and day nursery, caring for 60 children three to seven years of age. By operating shops at festivals and holding bazaars they have succeeded in raising

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¥650,000. This is being used to construct a one-story model day nursery called the "Good Children's Home." Three members of the women's organization have been sent to the training course for kindergarten and day-nursery nurses at Sapporo in anticipation of their employment in the home.

SEE ALSO:

1. Improvement of School Lunches (Civil Education)
2. Disaster Plan Trial - Comments from the Field (Civil Information)

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READ, INITIAL + FILE

RWA

Assistant and Junior Minsei-iin. - From scattered reports it appears that minsei-iin are delegating their duties to various types of assistants. Existing laws clearly define the duties and responsibilities of the minsei-iin and do not authorize delegation to others.

The present number of minsei-iin is considered excessive rather than inadequate for the present public assistance load and child welfare activities, even for part time volunteers. The difficulties being encountered in performance of duty may indicate that the area allotments of minsei-iin have been made unrealistically. Restudy by officials of assignments of minsei-iin may indicate the necessity for redistribution based on incidence of need rather than geographic area.

Comments from the Field. - Complaints and Appeals - (Tokushima) - The ken has established a definite procedure on complaints and appeals. All must receive written answers and provision is made for forwarding to higher echelons in the event local adjustment cannot be made.

Increase in Ken Budget - (Mie) - In preparation for meeting its share in the newly increased grants, this ken has increased its present welfare budget by over ¥7 1/2 million for the remainder of the fiscal year.

Recertification - (Saitama) - In the one area where recertification has been completed 37% of the cases remained unchanged, 48% required increases, 7% required decreases, 6% were suspended and 2% closed.

Indigency Study - (Fukuoka) - A study made by the team disclosed that the bulk of assistance cases is composed of war widows, physically incapacitated, aged, and sick without resources. Unemployment as a causative factor averages 2-5%, families of undemobilized fathers and sons 5%.

X Cost of Medical Aid - (Hokkaido) - Almost one-third of the total December expenditures for public assistance were absorbed by the medical aid provision of the DLSL.

Organization and Fiscal Studies - (Hokkaido) - The welfare officer during the past month has emphasized reviews of the organization of the ken welfare department and budget requirements for 1949-50. Studies have been intiated concerning organization and supervision at district, city, town, and village levels.

(1) In view of WND and SWNCC this medical coverage seems unnecessary.

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Public Welfare (Cont'd)

State of Development (Kumamoto) - There are great contrasts in the calibre of work done in the urban and rural areas. The ken's training program for urban officials has resulted in improved work on the part of both officials and minsei-iin. The situation has been quite the reverse in the more isolated areas. As a result of a team recommendation, seven second-class officials are to act as a liaison group among ken, district, and rural local offices.

Selection of Officials - (Wakayama) - To fill a welfare vacancy in a district office, the ken plans to select a town official of demonstrated ability. Such selections were previously made without considering welfare qualifications. The ken has also established graduation from middle school or senior high school as a minimum education requirement for all welfare officials.

Administrative Review by Japanese - (Shimane) - Ten ken field investigators conducted reviews of thirty-six agencies and spot-checked 826 recipients.

Female Local Welfare Director - (Kochi) - One of the outstanding local welfare offices in the ken is directed by a female chief.

Hatsu-sha 129 - (Osaka) - Due to the complexity of the new schedule, ken officials outlined and carried out a training program concerned with it exclusively. Content of the course is reported as far superior to anything produced to date.

Child Welfare Information Program - (Iwate) - A continuous information program is being conducted in this ken by means of dramatic skits at meetings, child welfare officials' lectures to PTA's, meetings of school principals and student groups, and radio discussions by child welfare section and Labor Standards Bureau officials.

Utilization of Consultation Services - (Nara) - Indications are that there is a growing use by the general public of the consultation services afforded by the child welfare center. The ken welfare and education departments are cooperating in an information program for teachers and PTA groups.

Information of Insured - (Nara) - Questioning of employees of two

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Public Welfare (Cont'd)

factories covered by health insurance revealed that although they were familiar with the coverage and benefits they knew nothing of the appeals procedure, functions or the referee, or advisory boards.

Unusual Coverage - (Yamagata) - Of the 1,346,492 persons in the ken, 1,118,946 are covered by National Health Insurance.

Joint-ownership of Hospital - (Okayama) - A hospital scheduled for completion on 1 April is owned jointly by the National Health Insurance associations of three towns and seventeen villages with a total population of 58,000.

National Health Insurance Association - (Ehime) - Pointing up the differences which may exist among associations in the same prefecture were two reviewed during January. In one, the association is far behind in collections and offers only 20% coverage on medical costs. In another, two clinics are operating, employing two doctors and five nurses. Coverage is 50%. Administrative costs during the past year were held to 6% of expenditures.

Withdrawals - (Aichi) - Some communities wish to withdraw from the program because of inability to meet increased costs on the present premium basis. The feeling is that even with Welfare Ministry subsidies costs cannot be met.

Survey - (Akita) - During the war there were National Health Insurance associations in all 224 communities. Since the war 88 have discontinued operations. Only 100 of the remainder were furnishing minimum services required to qualify for national subsidies. Actually only 15 are considered to be operating adequately and efficiently.

Repatriates - (Yamaguchi) - None of the repatriates who returned during December required public assistance. In some instances employment obtained by the returned head of the family resulted in removal from assistance rolls.

LARA - (Niigata) - In the past three months six cases of theft of LARA supplies have been prosecuted and offenders jailed. None of the offenders were employees of institutions.

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Public Welfare (Cont'd)

Dobo Engo Kai - (Tottori) - As a result of the Welfare Ministry directive requiring removal of Dobo Engo Kai offices from government buildings, all sub-branches are to be dissolved and a central office maintained in the capitol city.

Solicitations by Ex-soldiers - (Fukui) - City and prefecture officials claimed to be unfamiliar with SCAP instructions prohibiting display of soldiers wound badges in connection with fund collections (WB 86).

Community Chest Funds - (Fukushima) - It was discovered that community chest funds allocated to a private reformatory were deposited to the director's private account. He was using the money in his radio business.

Foster Children - (Saitama) - Impelled by reports of child slave trade in other kens, Saitama officials are planning an investigation and registration of all children under 18 not living with their own or adopted parents or blood relatives. Activities are being coordinated with the child welfare center and labor standards office officials.

Foster Homes - (Gifu) - The foster home program is gradually developing. Indications are that children are not being taken entirely because of work capabilities. However, constant supervision must be maintained in order to prevent exploitation.

Child Welfare Officials - (Wakayama) - A new policy has been instituted requiring rotation of jido-fukushishi in order to give all an opportunity to work close to the child welfare center.

Local Financing of Public Assistance. - With increased expenditures for assistance required by Hatsu-sha 129 the local 10% contribution to grants will increase. Welfare officers in reviewing local administration have discovered instances in which towns and villages do not meet their portion of expenses, or restrict the number of recipients and amount of assistance within arbitrary limits designed to conserve local funds. Note 2 of Hatsu-sha 129 directs that "strict guidance and supervision should be made so as not to keep the needy from receiving necessary protection on the pretext of the stringency of local finance."

Rental in Housing Projects. - Many housing projects now wholly or partially occupied by repatriates, families of mothers and children, and

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Public Welfare (Cont'd)

recipients of public assistance are reported as operating at a deficit. Comparatively large sums of public or community chest funds are being allocated to meet operating expenses. In most instances it is assumed by directors that housing facilities for these groups are to be furnished on a rent-free basis even though the occupants may be employed or receiving aid.

Properly operated, low-rent housing projects can be almost, if not completely, self-sustaining. Rather than require complete public or private subsidization, such projects should realize considerable operating income from rentals, determined on the basis of services afforded, income, and number of dependents. Public assistance recipients budgeted in accordance with Hatsu-sha 129 may also be expected to pay rent.

Reports. - Although OD 6, 1949, does not specify a definite date for copies of the Japanese statistical report to be forwarded to this headquarters, records indicate that in some instances a delay of over six weeks occurs.

Some teams are submitting multiple copies of the minimum data report forms (incls 2,3,4, to OD 6). Only one copy is necessary for each review completed, inspection made, or disaster reported.

Topical Summary of December Annex B-2's. - The December Annex B-2's contained information on a great variety of matters which came to the attention of welfare personnel during the month. At least seventy-three phases of welfare operations were observed and reported.

As part of public assistance surveillance activities, team officers completed 138 administrative reviews. Where general comments were made, 13 teams reported that, although the number of recipients had decreased, expenditures had increased; seven reported both recipients and costs up; and three indicated that both recipients and costs had decreased.

Formal training for social work was mentioned 3 times; in-service training, 20; problems in connection with paid social work staffs, 2; medical social work, 2.

The recertification program drew 17 comments; Hatsu-sha 129, 12; appeals, 3.

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Public Welfare (Cont'd)

A total of 227 facilities were inspected by welfare personnel. These included: 54 housing projects, 52 orphanages, 46 day nurseries, 19 workshops, 12 homes for aged, 11 boshiryo, 11 reformatories, 9 prisons, 3 juvenile training and education institutions, 3 for mentally defective children, 2 for ex-convicts, 1 for prostitutes, 1 public lodging house for laborers, and 3 public pawn shops. Activity in connection with abolishment of private reformatories drew 3 comments.

Social insurance activities occupied welfare officers to the extent that they examined 50 National Health Insurance associations, 23 health insurance organizations and 1 welfare pension office. Comments of a general nature, regarding such matters as information programs, surveys, and premium violations, occurred 18 times. A medical fee calculating committee was mentioned once.

In addition to reporting on inspections of children's institutions, comments on other phases of child welfare included 25 on child welfare centers, 13 on child welfare boards, 8 on information programs, 7 on prefecture child welfare sections, 6 on child welfare officials, 5 on jidoin, 13 on foster home programs, 11 on the minimum standards ordinance, 7 on juvenile delinquency and 1 on a juvenile court, 10 on the school lunch program, and one on a school for physically handicapped children. Recent publicity on "child slavery" prompted 9 reports on ken officials' plans for surveys and action.

There were 25 comments on disaster organization which included details on 3 exercises and 17 on reviews, revisions, and extensions of plans.

Twenty-nine statements were made on community chest campaigns and plans, 11 on Dobo Engo Kai activities, 15 on the Japanese Red Cross in connection with volunteer and home nursing services, Junior Red Cross and first aid training courses, 1 on the Japan Social Work Association, 1 on the Minsei-iin Federation, 1 on the War Bereaved Families Association, 2 on the Helen Keller campaign, and 1 on the Social Works Law. Six general statements were made in connection with community organization problems.

Other matters discussed included: Loans by the Peoples Bank, 1; display of wounded soldiers badges during street funds solicitations, 1; LARA, 19; rehabilitation of discharged prisoners, 1; consumers cooperatives, 2;

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rehabilitation of the physically handicapped, 1; activities of demobilization sections, 3; and indigent foreign nationals, 2.

Comments from the Field. - Administration Study - (Fukui) - Representatives of the Fukui Welfare Department will study the methods used in Kanazawa City, Ishikawa Ken, with a view to improving administration in Fukui.

Hatsu-sha 129 - (Shiga) - Welfare officials are almost unanimous in praising the directive as a workable approach to public assistance but concede that training minsei-iin in its use will be a laborious process.

Child Welfare Officials - (Kanagawa) - One of the problems encountered by the jido-fukushishi relates to the minsei-iin and their lack of understanding of the child welfare program. The minsei-iin tend to consider the jido-fukushishi as interlopers and "upstarts". Establishment of good working relationships is also hampered by the fact that the fukushishi are paid, the minsei-iin are unpaid.

Implementation of Minimum Standards Ordinance - (Ehime) - Local officials and institution directors believe that, within a year, they can exceed the minimum standards prescribed for child welfare institutions by the recent ordinance.

SEE ALSO:

1. Repatriation (Legal and Government)

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Comments From the Field. - Prefecture Supervision - (Tochigi) - Prefecture field supervisors completed eighteen administrative reviews of local agency operations.

Spot Checks by Public Officials - (Aichi) - The welfare chief of one city, having finally left his office and made a few spot checks of assistance recipients, has accepted the idea and instructed all welfare chiefs to do likewise.

War Widows - (Ishikawa) - Of 39,591 war widows in the prefecture, 8000 are receiving public assistance. Most of them have children.

Improvement in Budgeting - (Ishikawa) - Since district chiefs have been performing administrative reviews, budgeting of individual cases has shown marked improvement.

Jobs for Recipients - (Kumamoto) - One reason for decrease in recipients was the opening of a large number of construction projects which offered employment.

In-service Training - (Tokyo) - Training in application of the latest budget revision is directed chiefly at the paid employees of local offices. The team observes that the minsei-iin have contributed little to the operation of the program in comparison to the paid staff.

Effects of Unemployment - (Osaka) - Japanese welfare officials believe that the impact of unemployment has been cushioned thus far by unemployment insurance.

Medical Aid under DISI - (Tokyo, Kanagawa) - In order to reduce excessive payments for medical aid and stop the practice of former patients who have completed treatment continuing to live in hospitals, Tokyo-to is organizing medical care examining boards in the welfare bureau and local areas. Because previous boards, comprised only of doctors, had been found unsatisfactory, the new boards include, in addition to doctors, employees of public hospitals and institutions, health center chiefs, minsei-iin, and welfare officials. The boards are to examine medical tickets and case histories and are to adopt a spot checking procedure. In Kanagawa a special

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committee investigating medical expenses concluded in its first report that one-third of the cases were suspect in terms of existing instructions on medical aid.

Manual for Minsei-iin - (Kyoto) - A revised manual for minsei-iin shows that the officials who prepared it have gained better understanding of the public assistance program and the methods by which its objectives are to be attained.

Reviews by Prefecture - (Ehime) - Administrative review programs newly initiated by the prefecture and district offices are expected to result in correction of existing deficiencies and a uniformly administered assistance program.

Discrepancies - (Fukui) - Three reviews made during the month showed the need for training emphasis on eligibility requirements. All revealed that family resources were generally overestimated; contributions from relatives, for example, were assumed, not actual.

Housekeeping Service - (Aichi) - At an in-service training institute for welfare chiefs new ideas presented for consideration included housekeeping service for widowers with small children as an alternative to institutional care for the children, and foster home care for aged persons instead of institutionalization.

Recreation Programs - (Gifu) - Countering complaints by officials that neither personnel nor funds were available for development of a recreation program for children, the importance of volunteer supervisors of playgrounds and parks was emphasized. Two experienced recreation workers, found among occupation personnel in the area, have volunteered to act as consultants for the Japanese in the development of a recreation program for the summer.

Institutionalized Children with Relatives - (Gifu) - A recent survey disclosed that of 228 children in institutions, 140 had relatives. All relatives are being contacted regularly, with 75% interviewed within the past six months. Although all relatives expressed a desire to assume responsibility, none was able to do so because of the economic situation in the home.

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Placement in Unregistered Foster Homes - (Aomori) - The reason found for placement of children in unregistered foster homes was poverty of parents and failure of local welfare officials to grant public assistance.

Child Welfare Officials (Jido-fukushishi) - (Hiroshima) - In commenting on the consistently greater progress being made in child welfare thinking and practice by the jido fukushishi as compared with that in public assistance, the team points out that qualifications are higher, the program is new, and the fukushishi have less to unlearn than the assistance workers.

Inspection of Orphanages - (Nara) - Great improvement was found in physical facilities and administration of two private orphanages previously inspected. A district office official checks both insitutions monthly.

Child Welfare Programs - (Chiba) - Lack of active child welfare programs, especially in towns and villages, has prompted the prefecture to prepare and dispatch suggested programs. Explanation is included on surveying the need for special projects and following through on them.

Premium Levels - (Akita) - Reviews of three NHI associations disclosed a wide range of monthly fees. In one, the range was ¥20 to ¥180, with an average of ¥67; in a second, the range was from ¥600 to ¥4200, with an average of ¥1530; and in the third fees ranged from ¥20 to ¥250, with an average of ¥98.

Delinquent Health Insurance Collections - (Ishikawa) - During the one-month period, March-April, payments of delinquent accounts increased from 77% to 92%. Better collections are ascribed to more field work by the insurance section.

Outstanding NHI Association - (Kumamoto) - The outstanding association in one gun has been in operation since 1942. Understanding by the insured and close cooperation of the doctors are the responsible factors.

Test Exercise Expenses - (Niigata) - In examining expenses for a disaster test exercise it was found that payments had been made to "volunteer groups" and for "house lending" of schools, temples and a hospital.

Community Chest Plans - (Saitama) - The distribution committee has in-

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cluded the following in its recommendations to the chest board on allocation of the 1949-1950 funds: That no funds be allocated to the minsei-iin federation, and ¥400,000 (an increase of ¥220,000) be allocated to the prefecture chapter of the Japan Social Work Association for social work scholarships.

Transfer of Public-Owned Projects - (Nagano) - Transfer to government management of all privately managed but public-owned repatriation camps and housing projects has been completed.

Development of Public Welfare Procedures. - Administrative reviews often disclose what, in terms of American thinking, is the lack of even primitive procedures for case handling and the maintenance of basic records on case activity and accounting of funds. In some instances the installation of American methods has been strongly urged upon Japanese officials with somewhat disconcerting results. For example, some officials are known to have maintained two sets of records, one based on the American pattern for display to inspecting CA personnel and one for their own use in day-to-day operations.

It is interesting to note the developments in Wakayama prefecture where public employees have accepted the responsibility for overall welfare administration, including case work. With assumption and understanding of these responsibilities, they are developing procedures which are sound in principle and which, most important, are meaningful to them. This is happening not only in mechanics but in case work as well. Prefecture and city officials have developed Japanese-type recording and accounting systems which reflect the basic administrative principles of case individuality, confidentiality, case accounting, fiscal justification, and statistical control. Thus it would appear that guidance activities can be properly directed at inculcation of basic principles rather than the establishment of special American-type projects which require constant supervision and control by team personnel. From an acceptance of basic principles there may develop sound and securely established procedures which fit into Japanese frames of reference.

Premium Collections. - Information from the field indicates that welfare officers are, in some instances, taking an active part in applying pressure on delinquent groups for payment of past-due premiums, especially

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in the Health Insurance program. Obtaining information and reporting on the status of premium payments is a legitimate part of an insurance organization review. The collection of premiums, however, is a definite responsibility of designated Japanese officials. While these officials would undoubtedly be pleased to have the CA team assume the onus of applying pressure and thus evade a sometimes unpleasant task, they themselves have the legal responsibility for collection.

Repatriation Camps and Housing Projects. - Paragraph 4.a. of OD 23, 1949, states in part, " . . . . projects listed in references 1.a. and 1.f. will be given primary consideration." This phrase is not meant to limit either surveillance or required Japanese action to the projects listed in PHW Weekly Bulletins Nos. 117 and 118. Reports from the field indicate that public-owned facilities in addition to those listed are under private management. The intent of Memorandum, GHQ, SCAP, subject, "Information of General Application Pertaining to PHMJG 97 . . . ," and Welfare Ministry Directive En-shi No. 286 is to place under public management all public-owned projects of these types.

Travel to Ryukyus. - Travel to the Ryukyu Islands for compassionate reasons, as set forth in OD 15, 14 March 1949, covers only those cases where the individual plans permanent domicile in the islands.

Travel to the Ryukyu Islands for a short time, followed by return to Japan, is not generally approved by SCAP at the present time. Individuals who want to travel there may submit a request to the local CA team for transmittal through channels to SCAP for final decision.

SEE ALSO:

1. Political Activities of Livelihood Co-op Employees Prohibited (Legal and Government)

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Application for Travel from Japan to Ryukyu Islands. - When authorization has been granted a Ryukyuan to travel to the Ryukyu Islands at his own expense, under the provisions of OD 15, 14 March 1949, he should apply to the Civil Merchant Marine Committee (CMMC), through the Japan Travel Bureau. Offices of the bureau are located in the capital city of each prefecture; in Tokyo there are two: Tokyo Chuo Bureau and Marunouchi Bureau. Persons who live in the following prefectures should apply as indicated:

Gumma Prefecture - Takasaki Bureau
Mie Prefecture - Matsusaka Bureau
Shiga Prefecture - Kyoto Bureau

The application should request water transportation to Kubisaki, Okinawa, or to Naze, Amami Oshima. The costs of passage are:

Sasebo to Naze ¥ 800.00
Sasebo to Kubisaki ¥1200.00

The Japan Travel Bureau will arrange with CMMC for water transportation and advise the applicant of shipping service at the time the ticket is sold. The applicant should arrange to be at the port of exit four days prior to departure in order to complete quarantine and customs inspection. The port of exit will normally be Sasebo.

Property of the applicant which does not accompany him (as authorized in par. 18, Annex II, SCAPIN 1966) will show destination ("KUBISAKI" or "NAZE") and be routed to Moji, as prescribed in par. 5 of OD 15. The forwarding agent is the Nippon Tsuun Kabushiki Kaisha (Japanese Express Co.). Consignee in the Ryukyu Islands is the Ryukyu Military Government. The forwarding agent may submit shipments to customs inspection for the consignor.

Comments from the Field. - Six Months Plan - (Aomori) - Prefecture welfare department planning for the next six months includes establishment of personnel policies effecting selection, promotion, and transfer; integration of functions; establishment of director of in-service training and director of field supervision positions.

Unemployed Receiving Assistance - (Aichi) - Close analysis of unem-

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ployment and public assistance statistical data disclosed negligible correlation between them. May statistics showed 114,500 unemployed (exclusive of dependents), of whom 2,055 received unemployment insurance. Public assistance data showed 1628 persons (including dependents) receiving aid. Numerous questions arise from such data, including the extent of actual resources available to the unemployed and possible restrictive practices in connection with determining eligibility of employables for aid.

Use of TB-PH-Wel 20 - (Aichi) - The team welfare officer has made extensive use of this technical bulletin, "Principles and Practices in the Public Assistance Program", in conferences with Japanese welfare officials. Illustrative case material was obtained during administrative reviews.

Foster Home Program - (Tokyo) - Refusal by institutions to release children for placement on recommendation of the child welfare center has hampered the foster home program. As in the past, institutions prefer their own programs. Welfare bureau officials are attempting to interpret the new program.

Mothers and Children's Homes - (Nagasaki) - The team considers that extension of the public housing program would be preferable to using large sums on special projects for mothers and children because the problem of this group is basically one of housing.

Distribution of Case Load - (Kanto region) - The region welfare section has been compiling and tabulating material relative to distribution of case load in city and non-city areas and distribution of welfare personnel. Although the 31 cities in the region include only 17% of the total region population, almost 27% of the assistance recipients are city residents. Stated another way, 2.6% of the population in the cities receive public assistance, and 1.6% in the towns and villages. An average city population of 71,790 has a case load of 638 cases, each case averaging 3 persons. This average city has 80 minsei-iin, each carrying 8 cases, and 12 paid welfare employees, averaging 50 cases per employee.

Distribution of Case Load - (Kinki region) - A special report prepared by this region also considers the matters of case distribution and work loads of minsei-iin and paid employees. It is of interest to note that 81% of all towns and villages in the region (956) have case loads of 50 or less, and over one-half of these have fewer than 25 cases. The

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18,256 minsei-iin in the region carried 86,326 cases for an average of 4.7 per minsei-iin (Nara had the highest average with 9 and Shiga the lowest with 3.2). Paid officials and clerical persons total 2637 for the region, resulting in an extremely low (36) average load per employee. This report indicates difficulty in determining the real cost of minsei-iin also. One district, for example, expends three times as much as another and one local unit expends 10 times as much as the lowest unit. In one town the expenditure for 14 minsei-iin is only ¥50,000 annually--less than for the two paid officials.

Compensation for Injuries. - Welfare officers occasionally encounter requests for aid from relatives of Japanese who were injured or killed by acts of occupation personnel. Such cases should be referred to prefectural welfare departments. They have received instructions regarding solatia to be granted in Hatsu-sha 180, 1 March 1949, and Sha-otsu hatsu 61, 8 March 1949. (See "Compensation for Damages" in the Legal and Government section of the Military Government Bulletin for June 1949.)

Extractions from International Mail Packages. - SCAPIN 1900/9, 26 May 1949, subject, "International Postal Service", restricts the contents of "gift parcels" and "relief parcels" to non-perishable foods, clothing, and mailable medicines, in non-commercial quantities. Any other items will be treated as undeliverable unless custom duty is paid for those items within 60 days. If a package is found to contain non-relief items or commercial quantities the addressee will be given the opportunity to pay the duty and accept delivery. If delivery is not accepted on this basis the package will be returned to the sender.

Confiscation of non-relief items from international mail has been discontinued. OD 60, 21 August 1947, has been rescinded and CA teams no longer will receive or be responsible for distribution of such items by Japanese welfare departments.

Operational Directives of Interest to Welfare Officers. - The surveillance and guidance responsibilities in connection with the following operational directives are usually not assigned to the welfare officers of CAff teams. However, complete coordination of team activities requires that welfare officers be familiar with the content and intent of certain directives in addition to those relating directly to welfare matters. The list is not complete but includes those which frequently come to the attention of welfare officers:

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a. OD 3 (6 Jan 47): Inspection of Japanese Penal Institutions
b. OD 65 (1 Oct 47): Extension of Aid to Missionaries
c. OD 8 (3 Feb 48): Removal of Undesirable Japanese Officials
d. OD 11 (12 Feb 48): Japanese Public Works and Reconstruction Program
e. OD 17 (19 Mar 48): Nutrition Surveys of Civilian Population
f. Par. 4c, OD 25 (9 Apr 48): Disposition of Enemy Supplies, Equipment and Facilities
g. OD 31 (21 Apr 48): Elimination of Control Associations
h. Par. 14, Incl. 1 to OD 48 (17 Aug 48): Surveillance of Japanese Tax Administration
i. OD 52 (8 Oct 48): Employment Security Program
j. OD 14 (12 Mar 49): Protective Labor Legislation
k. OD 15 (14 Mar 49): Travel to Ryukyu Islands for Compassionate Reasons
l. OD 24 (25 Apr 48): Repatriation

Reorganization of City Welfare Section. - (Saitama) - With greater recognition and acceptance of their responsibilities, public officials have also recognized the need for changes in organizational patterns. The following chart of the reorganized Urawa City Welfare Section displays important changes in processes, redistribution and re-integration of functions. This pattern is by no means the only possible one or even the best possible one, but it does represent progress in thinking and planning of the Japanese.

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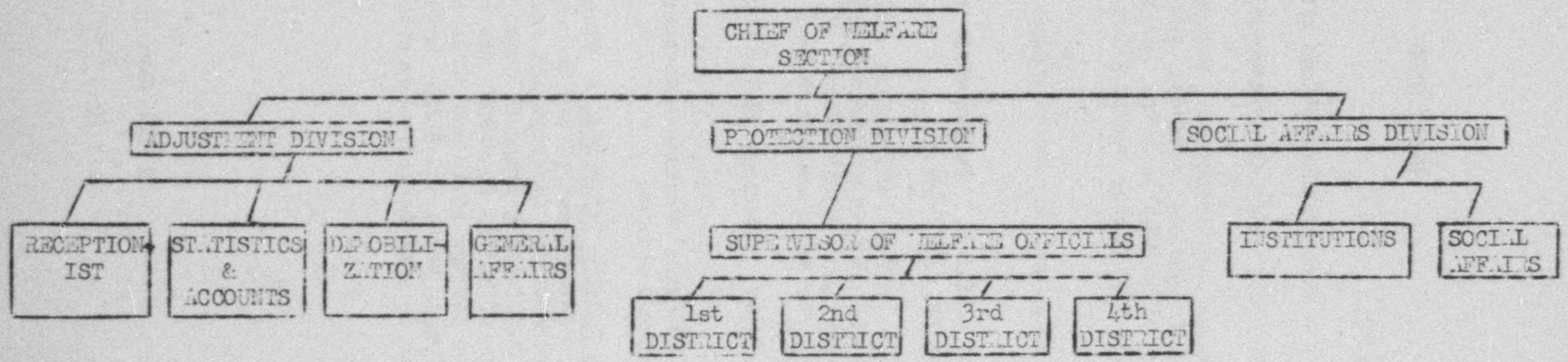
A CITY WELFARE SECTION
Urawa (Saitama) (July '49)



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The duties of the various sub-sections are summarized as follows:

a. Receptionist: Initial interviews; reception records.

b. Statistics and Accounts: Validation of DLS grant computations; preparation of payment records; review and payment of medical claims; preparation of monthly reports; preparation of statistics; maintenance of active and closed case record files; maintenance of records for all divisions.

c. Demobilization: Repatriates and demobilized persons; disabled persons.

d. General Affairs: Procurement of relief in kind; disaster planning; minsei-iin and jido-iin.

e. District Welfare Officials: DLSL investigations and case work; Child Welfare Law investigations and case work; Disaster Relief Law activities; Wayfarers Law; distribution of relief in kind; occupation loans; responsibility for comprehensive relief work in the district.

f. Institutions: Housing; public pawnships; boshiryo; day nurseries; workshops.

g. Social Affairs: Consumers co-ops; encouragement of savings; good utilization exchange points.

Study Visits by Welfare Officials. - Frequent comments have been made in this bulletin concerning developments in Wakayama prefecture. Officials there have shown considerable interest and energy in developing a welfare administrative and supervisory program based on generally accepted basic principles. Welfare officials in other prefectures have become aware of Wakayama's activities through their own circles. As a result, representatives from Kyoto, Hyogo, Nara, and Shiga have made visits to Wakayama to study the innovations in administrative practice which are being developed.

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Chapter 9

PUBLIC WELFARE

1. MISSION. - The mission of military government in public welfare matters is to assist the Japanese to become self-sufficient in all aspects of public welfare administration. This mission is accomplished through Japanese public and private welfare programs using Japanese personnel, facilities and supplies. It includes but is not limited to the following objectives.

a. Establishment and maintenance of a program which provides for the welfare of the civil population to the extent necessary to prevent unrest.

b. Establishment and maintenance of a system of administering public assistance and welfare services on the basis of individual need, regardless of the cause of such need, with equity and without preferential treatment.

c. Improvement of the standard of care provided inmates of public and private welfare institutions.

d. Adequate organization, coordination, and integration of all available public and private welfare activities, including social insurance programs, at the national, prefectural and local levels.

2. GENERAL. - Operational procedures of general application are contained in Chapter 3.

3. PUBLIC ASSISTANCE.

a. The administration of the Japanese public assistance program, provided by the Japanese Daily Life Security Law, is supervised to make certain that welfare services are provided equitably in accordance with need and that no preferential treatment is given to favored groups. Constant review of public assistance administration at all levels is necessary to insure:

(1) Observance of the rights of the individual to apply for assistance and receive a prompt decision as to his eligibility.

(2) Uniformity of procedure in determining need and amount of assistance.

(3) Prompt attention to complaints and appeals from adverse decisions.

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b. The whole program from governor to minsei-iin (welfare commissioner) must come under detailed observation to insure compliance with the policies and directives issued by SCAP and to form a basis for constructive advice and assistance. The most important method of accomplishing this is administrative review, to be discussed later.

4. CHILD WELFARE. - Under the Child Welfare Law, many special services are to be established for children and mothers of young children. Insure that adequate measures are instituted to implement the law and that child welfare activities are integrated with, and not separated from, the public welfare agency. Responsibilities include:

a. Surveillance over selection and activities of child welfare boards, child welfare officials and minsei-iin for child welfare work.

b. Surveillance over the establishment and operation of child welfare stations or centers, children's institutions, and other children's agencies; the development and activities of juvenile delinquency programs and the work of the juvenile court (in cooperation with the legal and government officer).

5. DISASTER RELIEF. - Under the provisions of the Disaster Relief Law, prefectural and local governments are required to prepare disaster plans, coordinated at all levels, and to keep them up-to-date. Check these plans at intervals and assist the prefectural officials in establishing an effective disaster-relief operating team and a prefecture planning board. Central control of operations must be assured. Occasional tests of operations, to include liaison and coordination with military government, are desirable. In disaster, action is taken to insure that emergency relief is provided by the Japanese government and that prompt reports of conditions and unfilled needs are submitted to higher headquarters.

6. INSPECTION OF PENAL AND WELFARE INSTITUTIONS. - Public and private welfare and penal institutions are inspected to insure that SCAP directives are being followed with respect to standards and adequacy of care. A comprehensive schedule of questions for such an inspection is available upon request. Unfavorable answers to any of the questions should be the basis for constructive recommendations and suggestions to Japanese officials. Particular attention should be given to the problem of lump-sum subsidies to private institutions which are prohibited by SCAPIN 775.

7. IN-SERVICE TRAINING. - One of the major problems in Japanese welfare administration is poorly trained personnel, particularly the minsei-iin and the personnel of local welfare offices. Encourage and

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assist with in-service training programs to include conferences, lectures and publications, especially programs planned and executed from the prefectural level. Such training programs are also often carried out by the Japan Social Work Association and the minsei-iin renmei (Japan Association of Welfare Commissioners) under the sponsorship of the Welfare Ministry.

8. COMMUNITY ORGANIZATION. - Coordination of public and private welfare activities, particularly in the establishment of new agencies and programs, is essential. Encourage formation of councils for the coordination of all welfare agencies and unification of fund raising campaigns. Assist and advise in the planning of such campaigns, but do not participate officially.

9. FOREIGN NATIONAL RATIONS. - Inspect points where supplementary rations are made available for purchase by foreign nationals to insure that foods of the types and in the quantities prescribed are made available tc all eligible foreign nationals, that the quality of the available food is satisfactory, and that needy foreign nationals receive their supplementary rations, as well as their regular Japanese rations, in kind.

10. ADMINISTRATIVE REVIEW.

a. The most important means by which the welfare officer carries out his work is by adminstrative review of local welfare offices. Such a review consists of a thorough inspection of the organization, policies, operations and records as they relate to all the welfare fields listed in paragraphs 3 to 8 above. Such reviews result in:

(1) Determination of the degree of local compliance with SCAP policies and directives.

(2) Correction of irregularities, deficiencies or errors in operation in the local agencies.

(3) Recommendations and suggestions to Japanese officials leading to increased efficiency in overall administration.

(4) Teaching the prefectural welfare officials the principles of administrative review and supervision. This makes possible broader coverage and more permanent improvement.

(5) Accumulating factual information as to deficiencies in procedures, directives and policies published by the Ministry of Welfare, as a basis for recommending needed

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changes to higher headquarters.

b. The following should be included in planning the administrative review program:

(1) Keep up-to-date on prescribed Japanese procedure by careful study of laws and Ministry of Welfare directives and instructions to the prefecture. (Official translations of important releases are provided with operational directives and with SCAP Public Health & Welfare Weekly Bulletins and Technical Bulletins.)

(2) Secure and review directives and instructions issued by the prefecture to local public-welfare offices. These releases should comply with Ministry releases are issued; otherwise, report non-compliance to higher headquarters.

(3) Discuss prescribed local procedure with prefectural officials to secure their interpretation of proper operation.

(4) Secure and analyze public welfare statistical and financial reports and estimates, including breakdown by localities within the prefecture.

(5) Discuss local welfare offices with prefectural welfare officials for special information about personnel, reliability of estimates and statistics, comparative performance ratings and other administrative data.

(6) Select local offices to be reviewed three to six months in advance on basis of geographic distribution, population, industry, and special problems developed under (4) and (5) above.

(7) Prepare Japanese officials for review of local administration by notifying prefectural officials well in advance of planned visits, requesting that local and intervening officials be notified.

(8) Use review to encourage field supervision by Japanese and as a means of in-service training; take prefecture and intervening level officials along to local offices; explain administrative review to officials at all levels.

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c. Administrative reviews should be conducted by the welfare officer personally. Enlisted personnel or qualified Japanese may be used in obtaining statistical information and in verifying selected case records by interviewing individual clients, but the major functions, including recommendations, should not be delegated.

d. A comparatively small number of thorough reviews per month is to be preferred over a larger number of superficial reviews. Even with extremely small, well-run offices a review can be expected to require at least one full day.

e. A comprehensive schedule for administrative review is available upon request. In using this schedule the following should be kept in mind:

(1) The schedule lists in detail questions covering the essentials of a good public assistance program.

(2) It is designed for the benefit of welfare officers without previous professional welfare experience but serves as a comprehensive check-list for professional personnel as well.

(3) Initially, much of the information should be recorded for the welfare officer's file, but as experience and background are gained, such recorded information should include only those significant data and points which are necessary for reporting trends and taking remedial action.

(4) Report of each review made and the data collected should be filed in the welfare office. Such review material will be of value in negotiating with prefecture and other Japanese officials and as a basis for recommendations. These files will also be of use in preparing the section on administrative review of the monthly activities report, or when conditions warrant, as basic data for special reports to higher headquarters.

11. INFORMATION PROGRAMS.

a. The information section assists in imparting timely and essential knowledge to a population. Call upon this section when any phase of the welfare program is not properly understood by the Japanese public.

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b. Such essential knowledge as eligibility requirements for public assistance, community resources for child care, agency responsibility in time of disaster, and numerous other related factors must be a part of the common knowledge of every community. Maintain close relationship with the information officer and utilize his assistance and advice in encouraging the Japanese public and private welfare agencies to keep the public fully informed regarding services available through the welfare program.

12. DIRECTIVES.

a. Directives - SCAP to Japanese government:

(1) SCAPIN 93, 4 October 1945 - "Removal of Restrictions on Political, Civil and Religious Liberties".

(2) SCAPIN 760, 21 February 1946 - "Distribution of Winter Clothing Needs for Relief Purposes".

(3) SCAPIN 775, 27 February 1946 - "Public Assistance", and letters of instructions pertaining thereto.

(4) SCAPIN 954, 11 May 1946 - "Reorganization of Governmental Public Health and Welfare Activities".

(5) SCAPIN 1563-A, 25 June 1946 - "Distribution of all Clothing Held for Relief Purposes".

(6) SCAPIN 1713-A, 13 July 1946 - "Reserve Supplies Held for Relief Distribution".

(7) SCAPIN 1169, 30 August 1946 - "Receipt and Distribution of Relief Supplies from LARA".

(8) SCAPIN 1841, 9 January 1948 - "Ration for United Nations' Nationals, Neutral & Enemy Nationals and Stateless Persons" - Rescinds SCAPIN's 1069, 1094, 1112, 1143, 1207.

b. Operational Directives - Headquarters Eighth Army.

(1) OD 40, 22 December 1945 - "Public Health and Welfare Procedure in Japan".

(2) OD 3, 6 January 1947 - "Inspection of Japanese Penal Institutions".

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(3) OD 7, 10 January 1947 - "Japanese Army-Navy Supplies Held for Relief Distribution".

(4) OD 8, 13 January 1947 - "International Relief Committee".

(5) OD 9, 14 January 1947 - "Public Welfare".

(6) OD's 62, 9 September 1947, 62/1, 13 October 1947 and 62/2, 28 February 1948 - "Disaster Plans".

(7) OD 9, 9 February 1948 - "Establishment of Prefectural Health and Welfare Departments".

(8) OD 14, 4 March 1948 - "Rations for United Nations' Nationals, Neutral and Enemy Nationals and Stateless Persons".

13. REFERENCES. - Public Welfare Technical Bulletins are published by GHQ, SCAP to furnish background material on welfare administration and social security. Those published to date are:

a. "Foreign Nationals", TB-PH-WEL 1, January 1947.

b. "Japan Social Work Association", TB-PH-WEL 2, August 1947.

c. "Licensed Agencies for Relief in Asia (LARA)", TB-PH-WEL 3, January 1948.

d. "Financing of Community Welfare Activities in Japan", TB-PH-WEL 4, September 1947.

e. "Glossary of Japanese Welfare Terms", TB-PH-WEL 5, September 1947.

f. "Duties and Functions of Welfare Officers, Military Government", TB-PH-WEL 6, October 1947.

g. "Minsei-iin", TB-PH-WEL 7, November 1947.

h. "National Welfare Agencies in Japan", TB-PH-WEL 8, December 1947.

i. "Foreign Nationals' Rations", TB-PH-WEL 9, January 1948.

j. "National Disaster Law (Law No. 118)", TB-PH-WEL 10, January 1948.

k. "The Child Welfare Law", TB-PH-WEL 11, February 1948.

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l. "Administration of Health, Welfare and Social Insurance in Japan", TB-PH-ADM 3, I & II, February 1948.

m. "Social Insurance in Japan", TB-PH-SS 1, March 1948.

n. "Supplementary School Lunch Program", TB-PH-WEL 12, June 1948.