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

GHQ/SCAP Records (RG 331, National Archives and Records Service)

Description of contents

(1) Box no. 2872

(2) Folder title/number: (13)
Disaster Relief Law

(3) Date: Feb. 1947 - May 1951

(4) Subject:

Classification	Type of record
760	a, c

(5) Item description and comment:

(6) Reproduction: * (Yes) No

(7) Film no. Sheet no.

(Compiled by *National Diet Library*)

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CHILDRENS CHARTER

PREAMBLE

We, people of Ja pan pursuant to the spirit of the Constitution, hereby establish in just idea of childr n and enact this charter for the happiness of our children.

GENERAL RULE

A. All children shall be respected as individuals.
B. All children sha ll be regarded as lawful members of society.
C. All children shall be reared in good environment.

TEXT.

Art. 1. All children shall be born and brought up healthy both in mind and body and guaranteed their living.

Art. 2. All children shall be brought up in their respective homes with proper love, knowledge and skill. All children without homes shall be brought up in equally good environment.

Art. 3. All children shall be provided with proper nourishment, housing and clothing and duly protected from diseases and accidents.

Art. 4. All children shall be educated in accordance with their individuality and capacity and guided in such a wau as to grow up to discharge honestly their duties as members of society.

Art. 5. All children shall be so guided as to love nature and respect science and art and also be trained to develop a sense of morality.

Art. 6. All children shall be assured access to schooling and provided with conplete educational facilities.

Art. 7. All children shall be provided with chances of occupational instruction.

Art. 8. All children shall be fully protected so that they may not be stopped in their physical and mental development in respect to labor or be deprivedof chances of education or prevented from their proper lives as children.

Art. 9. All children sha ll be provided with good recreation grounds and cultural property and kept out of undesirable environment

Art. 10 All children shall be rpotected from persecution, hard labor, neglect or any other kind of maltreatment. All children committing illegal actions shall be properly taken care of and guided.

Art. 11 All physically handicapped or mentally underdeveloped children shall be provided with proper medical care, education and protection.

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Art. 12. All children shall be so guided as to be united with one another by love and sincerity and grow up to be respectable citizens who contribute to the peace and culture of mankind.

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BASIC: Ltr, Hq, Tokai-Hokuriku Civil Affairs Region. dtd, 26 April 1951, subj: "Problems resulting from passage of Sovial Welfare Service Law.

6. Above points are but a few of the problems brought about by passage of the Social Welfare Service Law and brought to the attention of Civil Affairs Region during discussions with Japanese officials. The problems of finance, and procurement of personnel are most important because the law simply cannot be carried out unless they are satisfactorily solved. Other problems such as definitions and clarifications are necessary before any significant planning can be started. If it is actually the serious intention of the national government to see that the law is carried out, assistance on the major points raised in this report must be forthcoming in the immediate future.

Carleton coulter, Jr.
Colonel, Infantry
Chief

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Telephone Message from Colonel Glover, 15 May 1951

Policy of the return of civilians to the States has been amended as follows:

DACs who have not had a definite offer of a position within 15 days after receipt of their RIF letters, will be returned to the States immediately.

This amends information transmitted in telephone conversation on Saturday, 11 May, between Colonel Coulter and Colonel Kowalski.

The above refers only to DACs whose RIF letters are in process of being prepared, due to the curtailment of CA Section activities as directed 11 May.

To date, no RIF letters have been received by this Civil Affairs Section, GHQ.

PUBLIC WELFARE

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DISASTER PLAN

Name of Prefec.	Copy of plan in file	Copy of check sheet in file	List of Supplies in file	Time of last trial noted
Aichi-ken	1. Jan 49 2. Dec.48 3. July 49	1	Yes (no date on)	23 July 49
Fukui-ken	1. July 49 2. May 49	1	None	June 49
Gifu ken	None	1	None	None
Ishikawa ken	1. June 49 2. Jan. 48 3. June 46	1	Yes	None
Mie ken	None	1	None	None
Toyama ken	None	1	None	None

DISASTER RELIEF

20 March, 1950.

KEN	Emergency Fund prepared			Supplies					Trial
	In cash	Future plan	In goods	In stock	Authorization for release	Stored at	Last inspected	Future plan if not used for disaster	
AICHI	Yen 5,300,000			6,327 clothing, 479,457 drugs & medicinal goods.	Governor	Private warehouse	Nov. 1949.	Relief in kind after remaking them at workshops	Nakamura Ward, Nagoya, in 1948.
GIFU	3,800,000		1,200,000	8,236 clothing		Local offices	13 Feb. 1949.		26 March 1950
MIE	4,102,000		1,698,000	4,927 clothing 1,000 soaps					Plans in Tsu City in March, 1949.
TOYAMA	3,900,000			None, but plans to buy 4,000 from Ministry at Yen 500,000	Governor			Relief in kind	Last trial in June, 1949.
ISHIKAWA	3,360,000	Increase of a million yen a year up to 5 millions		Jap.army cloth got in 1945 & 1946.		Ken warehouse	June, 1949.		
FUKUI	2,000,000			218 clothing		Private warehouse	Oct. 1949.		
TOTAL	22,462,000			23,708 clothing, 479,457 drugs & medicinal goods, 1,000 soaps, Jap.army cloth					

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March 1950

Disaster Board.

The Board is placed in Nagoya at present, but this is not in complete systeem which they have called out a conference to six prefecture on date of 30th August 1948 at 10:00AM. The discussion were mainly of settlement of Office Bureau for regional. Meeting were held by six Prefectural Welfare Section Chief.

Ofcourse, the emegince communicatoin will be given by telphone (4-8417) to this Board and special communication are by calling the emergince report to Nagoya with special line when ever need, and other six prefecture do know their number to call out the Board.

Also, last year of end, conference appearance and demand were reported to the Welfare Ministry and it have right understanded. The purpose is to separate the regional into Tokai area as three prefecture (Aichi, Gifu, Mie) and also Shizuoka prefecture are to be include for necessary, but not decide at present time. Hokuriku area is not complete but Fukui Prefecture is seem to joint the Kinki Region as far as understanding, but all this plan is just by reason of difficulty in Traffic and separation of Mountain; for such an opinion have brought out and requirement are sent to Ministry for diet

back

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depleted and relief-in-kind has been insufficient to supply all needy families.

(3) The method of determining the eligibility of employable persons has been found to be correct in the approved cases. Nevertheless, even with allowance made for various influencing factors such as private resources in dislike of registering with the family, it is doubtful that the public assistance program is adequately utilized by the unemployed as illustrated by the table compiled for the region as of the end of February 1950:

a. Total number of unemployed persons registered with the Public Employment Security Office: 100,021

b. Total number of persons receiving unemployment insurance: 40,201

c. Total number employed on works projects: 14,388

d. Total number of persons whose unemployment insurance was discontinued from November through February inclusive: 12,793

e. Increase in number of persons receiving public assistance from the beginning of November 1949 through February 1950:

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Daily
Nagoya Newspapers
Received by CI Section -T-H
Civil Affairs Items 22 April 1950

Name of Newspaper	Date	Item	
XXXXXXXXXXXXX FUKUI SHIMBUN	APR 19	EC	Fishermen's Union make strong protest against violation of laws of fishing border to Kyoto Pref. authorities
		LG	Election of Mayor of Takefu City - youngmen's group divided into two parties - results in confusion
		TAX	Pref. Tax Collection Campaign delayed
		EC	50% of weaving machines stopped during period of strike
		EC	Most of agricultural store houses damaged in pref.
		LAB CE	Robertson, GHQ encourages Katsuyama Seika Sr. High Labor School students
ISE SHIMBUN	APR 20	LG	Re-election of Local Procurators Investigation Committee in Mie scheduled on 28th inst.
		CE	Junior high school girl commits larceny, Mie
		TAX	Evasion of ¥270,000 transaction tax, Mie Pref. Dentists' Purchase Union prosecuted by Tsu Tax Office
		PH	Narcotic theft in Nagashima-mura, Mie Morphine and others stolen
		PW	Strict warning issued by Mie Pref. to Owashicho on filthy water disposition
			Cemetry into small parks. 23 plots to be mergered to 2 in Tsu City
		PW	560 houses during current fiscal year, Mie Pref. plans housing of repatriates
		EC	Sakae and Mie-mura, Mie, warned to speed up allocation of individual quotas
		LG	Recall of Hanaoka-cho mayor recurred People's voting scheduled on 25th
		LG	Merger of Nagashima and Nigo, Mie, to be put off till re-election of town assembly
		LG	Re-election of Wagu Town Assemblymen to be shortly announced.
HOKKOKU SHIMBUN	APR 20	LG	Governor Shibano little interested in standing as candidate
		PW	Child Welfare Week events decided in Ishikawa
		CI	(Editorial) How to conduct democratic meeting
ISHIKAWA SHIMBUN	APR 20	E	First postal administration anniversary today in Kanazawa
		CE	Only 8 applicants for Hokuriku Nurse university take examination
		EC	Many illegal acts found in Agr. Cooperative Union. Pref. Ag. Co. Federation tries for betterment by disposition of minor unions.

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TOPW

Date

(~~Chief Ordnance Dept~~) Yonkan Hokekyo, Kanagawa | Apr. 17

Ishikawa Pref. ranks third throughout country — Record of community chest drive

A meeting of Ishikawaken Social Works Cooperation Councilors and the Chairman of Gun and shi Community Chest Committees was held on April 14 in order to sum up the community chest fund collected in 1930, at the Social Works Hall, Kanazawa. Dissolution of the Cooperation Council and disposition of remaining properties were decided. According to report, the total amounts collected was ¥17,345,633, viz. 115% of the target ¥15,00,000, ranking the third in the country, the 1st being Miyazaki-ken, record Tokushima-ken. This includes donation through new year cards amounting to ¥3,559,595, 178% of the target ¥2,00,000. Amounts collected in cities and guns are:

Kanazawa	958,865 (112%)	Kashima	797 — (100%)
Komatsu	976 — (100%)	Fugoshi	1,054 — (100%)
Nanao	542 — (100%)	Suzu	469.480 (94%)
Enuma	906,623 (88%)	Direct at office	354.062 —
Nomi	652,000 (100%)		
Ishikawa	1,186,000 (100%)		
Kahoku	778,000 (100%)		
Hakui	1,076,000 (100%)		

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10 March, 1951.

FROM: Welfare Bucho of Toyama Prefecture.

TO: Mr.James. Chief of Welfare Section, THCAR.

How equalization grant has influenced upon welfare administration

We beg to report to you how equalization grant which absorbs expenses for welfare administration and child protection has influenced upon child protection illustrating the facts as follows:

I. How equalization grant system has influenced upon welfare administration?

Purpose of enforcement of equalization grant system is to equalize finance of local bodies, therefore, poor local bodies can get standard administrative expenses and develop their administration by receiving benefit of this system, while those wealthy local bodies holding well-off administration in rich country cannot get such benefit. Usually wealthy local bodies have been administering their programs at the fullest possible extent of their finance allocating big fund to commerce, industry, engineering and education, while welfare has liable been left behind because of its political weakness. Equalization grant is not delivered to wealthy local bodies now, and this is making contraction of welfare administration naturally under the concept hitherto.

It is local bodies's option how equalization grant be spent, and under such circumstances, most of budget is taken by other programs and a fatal influence is coming down to welfare administration which is comparatively weak in politics and which is for peoples whose welfare is difficult to be stresses as public opinion.

II. SWS establishment related to equalization grant.

The Ministry of Welfare has allocated 31 SWS to our prefecture for which 26 SWS have been established. (19 officials transerred from other departments into welfare and 7 welfare officials reclassified) Actually we had an increase of only 19. It would be easy for us to increase staffs fully up to the designated number under former subsidy system, however, the circumstances did not allow us to have staffs in full number designated by the Ministry of Welfare under present equalization system by the same reason stated in I. Such phenomenon is going to be remarkable since recent revision of tax reduced collection of prefectural tax.

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III. Influence upon child protection.

1. We have big number of cases of placement of children to day nurseries every month. Therefore, it is not adequate that equalization grant includes expenses for this care.

2. When number of children in need of day nursery care increase, city, town and village are liable to pare down allowance for service rendered for children as low as possible in order to meet limited budget they have, and we are afraid that there might be no disposition of children in some cases even if they are in need of day nursery care.

3. City, town and village are making very strict investigation to determine eligibility of children for disposition for day nursery care, and are liable to neglect an adequate protection of children who are really in need of day nursery care. On the contrary, those children whose gardians can afford to pay nursery fee are liable to be accepted more and more, and we are afraid that day surseries are going to be kindergartens. This is against the fundamental purpose of existence of day nurseries.

4. In case expected income does not smoothly come into city, town and village, expenses for protection of children are liable to be pressed heavily without any justifiable reason.

5. The fact caused by equalization grant system.

A. Jiko Rimpokan Day Nursery. (Higashiyamami Village)
This day nursery has not received any allowance for service rendered in this fiscal year. Village authority is liable to suppress disposition of children and has approved disposition for only 8 children out of 80 children in the day nursery.

B. Shikata Day Nursery (Shikata Town)
Allowance for service rendered was paid up to July, 1950 only, and no allowance has been paid since then.

C. Nakata Town, Higashi Tonami-gun.
Though the town authority approved disposition of 60 children in April, 1950, it paid allowance for service rendered for only 8 children in July when it realized actual shape of equalization grant.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
APO 500

AG 620(5 May 51)ESS/FIN
SCAPIN 2151

5 May 1951

MEMORANDUM FOR: JAPANESE GOVERNMENT

SUBJECT: Requisition of Japanese Government Corporation for Housing Allied Personnel Houses by Occupation Forces

1. Effective this date all houses owned by the Japanese Government Corporation for Housing Allied Personnel which have been constructed for use by Occupation Forces are declared subject to procurement demand.

2. Separate requisitions will be made for such housing in accordance with existing procedures, at which time the Termination of War (Works) appropriation will pay the Corporation ¥32,400 monthly rental for each requisitioned house.

3. Pending requisition, present methods of rental payments will continue in force.

4. Any portions of previous memoranda from this headquarters on this subject that are inconsistent with provisions of this memorandum are rescinded.

5. Direct communication is hereby authorized with appropriate agencies of this headquarters.

FOR THE SUPREME COMMANDER:

George R Connor
GEORGE R. CONNOR
Colonel AGC
Acting Adjutant General

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HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

Report for March 1951

Public Welfare Activities
Mr. Robert W. Stemple

Section I. Trends in Public Assistance:

1. Japanese public assistance statistical data is available only for the month of January. Some few prefectures have submitted reports for the month of February. Comments will therefore be restricted to an analysis of the January reports. The regional trend, comparing January to December, is downward in relation to the number of persons receiving, as well as the costs of, public assistance. Percentage decreases were 16.75% in costs and 3.12% in numbers of recipients. From the regional point of view, the changes are not significant, inasmuch as greater fluctuations have been noted in previous months; however, the changes are particularly significant when the prefectures are considered comparatively. It is also believed that the changes are significant in view of the new statistical report forms and procedures utilized for the first time in January. In comparing the individual prefectures, it is interesting to note the range of fluctuations in regard to the number of persons receiving public assistance. The changes range from a 10.47% decrease in Chiba to a 12.19% increase in Yamanashi. In respect to cash grants, changes varied from a 35.81% decrease in Shizuoka to a 4.66% increase in Nagano. All prefectures and Tokyo-To followed the regional pattern, with the exception of Nagano, Tochigi, and Yamanashi prefectures. Causes and factors responsible for changes in the numbers of public assistance recipients and costs were discussed with Japanese public welfare officials in eight of the ten prefectures. These reasons are reported here; however, it is believed that they may not be valid. Most of the prefectural welfare officials, including those specifically responsible for statistics, were not even aware of the changes which had occurred in their own prefecture. Most prefectural welfare officials found it extremely difficult, and some impossible, to explain comparative changes for January. The reasons presented by the several prefectures are presented individually, as follows:

a. Yamanashi: Decreased expenditures were accounted for by the fact that grants normally paid in January were paid in December. The increase in number of persons receiving assistance could not be explained.

b. Ibaraki: The decrease in cash expenditures was attributed to the fact that the amount reported represents the actual amount of cash paid out, while previously (December), the statistical report included funds not paid out, but for which the prefectural welfare department was obligated.

Sgt. 8000-45 Wkt-Speedy

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c. Saitama: Decreased expenditures in January was explained by accounting for the unusually high expenditures in December. It was said that the prefectural welfare department made every effort to pay off all outstanding medical aid obligations during the last month of the 1950 calendar year. The decrease in number of persons receiving assistance was due to a new statistical procedure which was initiated in January.

d. Tochigi: Changes in Tochigi were minor and unexplained.

e. Gumma: Decreased expenditures for the month of January were explained by the fact that prefectural officials did not complete the examination and payment of all medical aid bills that were received in January and that should have been paid during that month. The decrease in number of persons was attributed to changes in statistical procedures which became effective in January. For example, up until the time the new statistical report forms were put into use, it was the practice to include the entire family in the "number of persons receiving assistance" count, even though only one person in the family actually received assistance. This fact would account for the decline in January, especially when it is considered that in education aid cases, all persons in the family would have been counted in December, while in January only the person actually receiving the education aid would be counted.

f. Chiba: The prefectural welfare officials were unable to present any reasons for the decreases in number of persons and costs.

g. Shizuoka: Decreases in cost of public assistance were attributed to the inauguration of a new system of examination of medical aid bills. Previously, this job had been done by Physicians' Medical Aid Ticket Examination Committee. The work is now being performed by the Prefectural National Health Insurance Medical Fee Payment Fund Committee. The new examiners have disallowed and reduced medical aid bills which would have previously been approved. There was no explanation for the decrease in number of persons receiving public assistance.

h. Kanagawa: Reason for decrease in cash grants in January was attributed to the fact that Yokohama City paid 1/3 of the January grant in December. There was relatively little change in the number of persons receiving assistance.

i. Tokyo-To: Decreases in numbers of recipients and costs of public assistance resulted from discontinuance of DLSL grants to "special groups" who were recipients of assistance for which they were not eligible in December. See Special Report, this Headquarters, KPW319.2, 15 March 1951, subject "Irresponsible Administration of DLSL and Misuse of DLSL Funds in Setagaya Ward, Tokyo-To." There is evidence that the practice referred to in the special report was employed in other wards of Tokyo-To.

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j. General Reasons for Decreased Expenditures in January - The significant factor in these changes is not that expenditures decreased in January, but rather that they increased in December. Traditionally, December is the month in Japan at which time all families have greater expenses. This is due to the special year-end celebrations and the granting of year-end allowances. Practically all prefectures intimated that welfare offices in December became much more lenient than at any other time in the year. Persons not eligible for public assistance in November or January are considered to be eligible in December.

Section II. Program Evaluation:

1. Some of the problems encountered during the month are discussed below:

a. Public assistance statistics and reports problems observed at prefectural welfare department level:

(1) The Ministry of Welfare report forms are new and the personnel at all welfare administrative levels concerned with reports were, and continue to be, unfamiliar with the forms.

(2) The instructions issued by the Ministry of Welfare, according to all prefectural officials concerned with reports, are incomplete, inadequate, and subject to different interpretations, not only by the different prefectures, but also by the different local levels of welfare administration. Prefectural welfare departments, in implementing Ministry of Welfare instructions, limited their activity to distributing the forms and instructions to the cities and to the districts. In some instances, short training meetings were held with city and district officials. The district officials in turn sent the instructions to town and village officials, and in some prefectures district welfare officials met with town and village officials to issue instructions and explanations.

(3) Generally speaking, Japanese welfare officials have little interest in statistics, do not understand them or their uses, and are not able to analyze statistics, form conclusions, and to plan action that might be taken in relation to the conclusions made.

(4) Most of the town and village welfare officials are considered by prefectural welfare officials to be unequipped mentally to accurately handle statistics and reports.

(5) The problem at the city, town, and village level of securing, assembling, and reporting the necessary information is a basic one, and until it is resolved, statistics will be as inaccurate and unreliable as they have been in the past. Certain cities in Kanto Region are developing special forms that should enable the cities to provide

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prefectures with necessary information. See Special Report, this Headquarters, dated 19 March 1951, subject "Statistics and Reports Compilation Methods and Recommendations for Improvement."

(6) Fixing functional responsibility for handling statistics at the city, town, and village level is a problem related to organization and function. The problem is commented upon in detail in the reference stated in the preceding paragraph.

(7) (a) Another problem related to statistics and reports concerns the dependence of prefectural welfare departments on the different levels of local administration and other sources for information which the prefectures is required to send to the Ministry of Welfare. A partial study of the report forms indicates that the prefectural welfare department depends upon the following sources for information:

1. Public welfare institutions operated by prefecture.

2. Public welfare institutions (such as day nurseries and mothers' & children's homes) operated by cities, towns, and villages.

3. Private welfare institutions.

4. Private welfare agencies and organizations.

5. Mayors of cities, towns, and villages.

6. Child welfare centers.

7. Child welfare workers.

8. Child welfare officials.

9. Consumers' cooperative associations.

(b) These sources of information send certain reports through different channels to prefectural welfare department. Different prefectures have different channels for the same kind of information coming from similar sources. For example, in some prefectures, private welfare institutions send reports direct to prefectural welfare departments; in other prefectures, reports are sent to the Mayor of the city, town, or village who in turn forwards the information to the district and on to the prefectural welfare department.

(c) Different prefectures utilize different procedures and channels for receiving the basic information concerning Dist. In all prefectures, reports initiating at the town and village level are sent to district offices where they are compiled. In all prefectures, the

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reports are compiled by the district and sent on to the prefecture. In some prefectures, copies of the town and village reports are sent to the prefecture; in others, no copies are dispatched. In these prefectures, it is, of course, impossible for the prefecture to check the compiled report for accuracy. In all prefectures, city reports are dispatched direct to the prefectural welfare department.

(9) At the prefectural level, reports are received, broken down, and distributed to one of the following sections: Children's Section, Social Affairs Section, or Protection & Welfare Section. Each section then compiles reports which have been assigned to that particular section. Here again, the lack of uniformity between the several prefectures was noted. The reports compiled by Social Affairs Section in one prefecture may be compiled by the Protection & Welfare Section in another prefecture. There is no exchange or interchange of information between the three sections. As a result, personnel in the different sections are not aware of what is happening in different, but related, sections within the same welfare department. It is believed that the exchange of reports and statistics between the Children's Section and the Protection & Welfare Section is of the utmost importance. This is particularly true if any progress is to be made in developing a generalized case worker or social welfare secretary at the city, town, and village level. If all services, including child welfare, as well as DLSL, are to be made available at local levels, some effort must be made at the ken level to coordinate and consolidate related activities. Consolidation and coordination of statistics and reports at the ken level could be the beginning of this needed development. In several prefectures it was suggested that thinking and planning be directed toward a consolidation of statistics and report functions of the Children's Section, Social Affairs Section, and Protection & Welfare Section into a single division or unit. It is believed that this would not only serve to pull together related, but presently divided, services, but it would also focus attention upon statistics and reports as being a separate function needing to be given special attention. In two prefectures this suggestion was believed by prefectural welfare officials to be a good one. Most of the prefectures rejected the idea completely. The prefectures rejecting the idea stated it would require an increase in staff and were not able to visualize transfer or shifting of personnel and a better utilization of personnel. These persons now responsible for statistics at the prefectural level, particularly those in the Protection & Welfare Section, are overworked. In most prefectures one person has been given responsibility for statistics. These persons have been required to work overtime in order to compile reports and to meet Ministry of Welfare deadlines. The personnel problem in relation to statistics is a very real one because the work cannot be spread over the entire month, as all of the reports arrive at the prefecture at about the same time. In relation to the possibility of establishing reports and statistics functions in a special unit, Kanagawa Prefecture reported that the Ministry of Welfare has agreed to subsidize one person

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at the prefectural level who would be responsible for all statistics and reports of the separate sections. It is not believed that this would be a complete answer to the problem, as each of the three separate sections would have the same job in compiling reports as they have at present. It appears that the person to be subsidized would merely consolidate reports from the separate sections and act as liaison between the prefecture and the Ministry of Welfare.

(10) Forms as prepared by the Ministry of Welfare are not complete and do not provide for the reporting of some information which is believed by Civil Affairs welfare adviser to be essential in relation to city, town, and village operation of a truly democratic public welfare program. For example, not one of the new forms provides for the reporting of the number of public assistance applications which were rejected by cities, towns, and villages. This fact indicates that the Ministry of Welfare is oblivious of, or completely disregards, the importance of city, town, and village policies and procedures concerning the handling of applications and rejections. It is interesting that the Ministry of Welfare, according to PH&W Weekly Bulletin #145 for the period 1-15 December 1949....."will immediately develop detailed plans for accomplishing the following steps....require that all actions upon application (for public assistance), including rejections, will be made a matter of record in the local welfare office for <u>incorporation in basic statistical reports to the Ministry of Welfare</u>."

b. A review of the Child Welfare Council in Gumma Prefecture this month completed review of all councils in Kanto Region. Officials in Gumma, like those in other prefectures, are carrying out responsibilities regarding the council exactly as stated in the Child Welfare Law. This does not necessarily make it an effective organ. According to the chief of the Children's Section in Gumma, council effectiveness is stymied by an inadequate Child Welfare Law. He feels the necessity for an amendment to the Law to include a more detailed and specific consideration of duties and functions of officials. This feeling has been expressed by many prefecture officials in the past.

c. Reviews of child welfare centers in the following prefectures were made during March: Gumma, Saitama, and Ibaraki. Gumma has instituted a plan of meeting regularly with officials from the Children's Section to discuss case referrals. Regular meetings are also being held with institution personnel to discuss specific cases of children sent to prefectural institutions. Center officials feel that these are effective measures for interpreting their function and developing interest in child welfare as a whole. Inadequate institutional facilities have resulted in the temporary shelter retaining children over an extended period of time. Special institutions for the mentally ill are sorely needed throughout the Region. In Gumma, as in other prefectures, these patients are being placed with mentally normal children. Personnel on

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the staff of the center in Saitama are beginning to indicate interest in obtaining a deeper understanding of the motivations of human behavior. During a center review, they were eager for information about the work of social caseworkers in America, and especially about the relationship of caseworkers to consulting psychiatrists. They are quite aware of weaknesses in their foster home program and interest in a plan to increase public understanding and to encourage families to take younger children is growing. In Ibaraki, a feeling of frustration is sensed among the center staff, which seems to stem from a lack of understanding as to what is expected of them. It is felt that a deeper understanding of behavior by the consultation-discrimination workers is essential, but apparently, no thought has been given to utilizing a full-time staff psychiatrist to help them acquire this insight. Actually, the duties of the psychiatrist are very limited; most time is spent in medical consultation. The center is planning a reorganization of its administrative set-up and staff assignments to include a casework supervisor and an intake worker. At the request of the center, a follow-up visit is planned to discuss the following: duties and responsibilities of an intake worker and casework supervisor; reorganization of the administration department; and the functional use of a staff psychiatrist. In each center, the jido-iin still assume an important role in the supervision of children, and the lack of a system of statistics continues to make it exceedingly difficult for anyone, including the Japanese, to determine the extent of services rendered.

d. During the past few months, work has been directed toward effecting a system of referral of children by Tokyo-To Children's Section to the Elizabeth Saunders Orphanage, Oiso, Kanagawa Prefecture. A conference held during the month between officials from the To and Kanagawa Prefecture and Mrs. Sawada, director of the orphanage, resulted in the establishment of a policy whereby referrals from the To will be possible in the future.

e. One prefectural welfare department chief (Saitama) raised a question which constitutes a problem in relation to prefectural welfare department's planning its organization and function and establishing its relationship with, and responsibility for, the offices of welfare as provided for in Article 13 of the Social Welfare Service Law. This article concerns the welfare offices and the establishment thereof at district, city, town, and village levels. However, it does not include a statement of prefectural welfare department relationship to such welfare offices. The question presented, and upon which the chief requested an answer, as well as technical assistance in planning and organization at the ken level was: Is the prefectural welfare department responsible for the supervision of the city welfare offices that will be set up in conformity with the provisions of Article 13 of the Social Welfare Service Law? This law had been passed the day before the above question was raised. Civil Affairs welfare adviser said that before the question

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could be discussed or considered, Japanese welfare officials and Civil Affairs welfare personnel must be clear in their own thinking about the term "supervision." In clarifying this point, other terms which have come into common usage were discussed. These terms were "training," "instruction," "inspection," and "guidance." It was thought that in many instances, these terms were used synonomously with supervision. The welfare department chief was positive in his own thinking that supervision was entirely different from training, inspection, and instruction, but that guidance, although different, is considered to be a part of supervision. Article 19 of the Social Welfare Service Law concerns supervision and guidance and is subject to interpretation as to whether or not the prefectural welfare department is responsible for and has the authority to supervise city welfare offices. The personal interpretation of the CA welfare adviser is that Article 19 does not authorize the governor (ken welfare department) to supervise city welfare offices, as it is believed the responsibility for supervision of city welfare offices would be handled by the city itself. City welfare staff members are not prefectural welfare department employees, and the city is not a subdivision of the prefectural government. This interpretation has more validity when Article 20 is considered. Article 20 concerns training, which is definitely stated as a responsibility to be carried out by the prefecture over its subdivisions, as well as cities, towns, and villages. It is believed that since supervision and training were treated separately and in separate articles of the Law, intent in relation to supervisory responsibility on the part of the prefectural welfare department is different from that of training. The welfare department chief agreed with this reasoning, but pointed out that Article 23 of the Daily Life Security Law is in a sense contradictory to Article 19 of the Social Welfare Service Law in that the former provides for "inspection and instruction" of cities by prefectural or other national officials. The Ministry of Welfare's so-called manual interprets inspection and instruction as supervision, according to the interpretation of Article 23 of the DLSL. According to this interpretation, the ken could supervise the cities. The CA welfare adviser questioned whether or not the manual and the interpretations of the Law presented therein could be considered "official," in that the manual was published and distributed by and through private channels, rather than governmental ones, and therefore lacks the authority usually associated with official government publications. Until this question is solved, the prefectural welfare department will be unable to plan its own functions and to determine staff assignments in relation to the new social welfare offices to be established. CA welfare adviser suggested this problem be presented to the Ministry of Welfare and as requested by the prefectural welfare department, CA welfare adviser will assist in planning and organizing the prefectural welfare department approach to a new prefectural welfare department operation which will take the form of the welfare offices.

f. The Tochigi Prefectural Welfare Department has again raised the problem of financing public welfare programs. In this instance, the

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financial problem is directly concerned with the establishment of social welfare offices as provided for in the Social Welfare Service Law. The department chief has limited his planning for these offices to a consideration of the cost of establishing these offices. He and his section chiefs have estimated the amount of money needed and presented their estimates to the governor of the prefecture and informally to the treasurer of the prefecture. Both the governor and the treasurer informed the department chief that there is not the slightest possibility that the requested funds will be made available through the equalization grants received by the prefecture. The governor appointed a delegation from the prefectural government to visit the Ministry of Finance and to discuss this problem at that level. It is reported that the Ministry of Finance told the delegation that no increases would be made in the equalization grant to the prefecture for the present fiscal year. Ministry of Finance is also reported to have said that if the prefecture does not have sufficient funds to carry out the provisions of the Social Welfare Service Law, the prefecture would not be expected to do so. The prefectural welfare department chief seems to be completely stymied and for obvious, if not logical, reasons, sees no reason for planning at the prefectural level for the establishment of the offices of welfare for which the prefectural welfare department will be responsible.

g. The Chiba Prefectural Welfare Department has recognized the problem which exists at its level of responsibility in relation to the embezzlement of DLSL funds in Chiba City. For details concerning the embezzlement, see Annex B-2, February 1951, paragraph 8.e. The prefectural welfare officials realize that this embezzlement could not have occurred had the prefectural welfare department carried out its responsibilities which are definitely implied, if not specifically stated, in the Daily Life Security Law. The problem at the prefectural level revolves around differentiating between functions and the definition thereof in relation to responsibilities under the Law. The functions discussed were auditing, inspection, guidance, supervision, and training. It was believed possible that the local welfare officials were prone to lump all five of these different responsibilities into the same category. After some discussion, it was agreed by the officials that auditing and inspection of accounts is a function completely different from guidance, supervision, and training. The latter three activities, in which there is a direct relationship and contact, concern individuals at the city, town, and village level, while auditing and inspecting are activities which primarily concern account books, financial records, and payment registers. It was also agreed that the job of auditing and inspecting is one which could and should be handled by persons having special qualifications and training in regard to accounting. It was also agreed that professional welfare training and experience is not necessary to perform an adequate job of auditing and inspecting accounts. This led to a suggestion on the part of the CA welfare adviser that, if possible, it is advisable that prefectural treasury or finance officials be responsible

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for auditing and inspecting welfare accounts. Prefectural welfare department chief agreed with this statement and indicated he would discuss this matter with the governor and with the treasury officials and try to work out plans whereby this activity could be carried out by the proper officials. The chief indicated that it might be difficult because of lack of personnel in the treasurer's office. Two weeks following the discussion described above, the C.. welfare adviser visited welfare department chief and was informed that the plans suggested above had been discussed with the governor and the finance officials concerned. Definite progress is being made, in that the finance officials have agreed to assume full responsibility for the inspection and auditing of all welfare accounts in all cities of Chiba Prefecture. Because of lack of personnel, it will not be possible for the finance officials to be responsible for auditing in towns and villages. However, finance officials will accompany prefectural welfare department officials in conducting these audits. The prefectural welfare department has worked out a checksheet which will be used by the prefectural finance officials in conducting the city audits. It is believed that this accomplishment is noteworthy and represents progress in removing, to a limited extent, responsibilities of the welfare department which can be handled more effectively by another department.

h. The Social Welfare Service Law:

(1) Yokohama: The petition of the five big cities with Yokohama as the representative concerns primarily their desire to be independent of the prefectural departments. They desired their own advisory councils as provided for To, Do, Fu, and Ken and provision that mayors of big cities, rather than governors, supervise and inspect their welfare offices since they contend prefectural supervision would be a duplication. It is noted that the Law as passed by the Diet now provides only for the one national council, and special provisions are written into the Law recognizing "cities under Article 155 of the Local Autonomy Law" which means the big cities of Yokohama, Osaka, Kobe, Kyoto, and Nagoya. The 100,000 population standards for welfare districts may cause Yokohama to consolidate some of the smaller offices. Otherwise, the Yokohama bureau chief explained that there will be little actual change since the Kinki big cities and Yokohama have already removed welfare from the control of ward chiefs and established the antei-sho system, which the new Law serves to officially recognize by national legislation.

(2) Medium Cities: During conferences with medium cities of the Kanto bloc council, the question of the effect the Law will have on the relatively recently developed medium city welfare organization has been brought up. Though most cities were not very conversant with the Law, several points seem significant. The Law is generally interpreted by the city welfare chiefs, mayors, and by prefectural observers attending, to mean that cities must set up welfare offices (fukushi jimusho) separate from present welfare sections to handle the three laws, Daily Life Security,

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Child Welfare, and Handicapped Welfare. Other welfare matters, not covered by those three laws, while not as important, would remain with the old welfare section. Some cities visualize merely the moving out of the protection divisions into the new welfare offices on the assumption that the new offices are to be case work agencies as the present protection divisions are. The "group" services would remain in the social division of the welfare section. The three laws, however, provide services of both types and both social and protection divisions are administering those parts of the law with which the respective division is concerned. Management of institutions (not placement) is considered by the Japanese officials to be a service of a group nature, which some cities would see remaining in the old welfare section; yet others see institutions provided by any of the three laws as the responsibility of the proposed welfare offices. Some cities feel that if they are permitted to interpret the Law liberally, instead of strictly limiting the responsibilities of the welfare offices to the three laws, they can merely rename present welfare sections. This is admitted to be in conflict with the spirit of the Law. All medium-sized city welfare chiefs are opposed to this separation except Utsunomiya, and even there the mayor was opposed. In Utsunomiya, however, although the chief approved a separate office, he would tie the new welfare office, the old section, and the general affairs staff under the overall supervision of a "welfare department chief" which he proposed to be created (the city does not have the department system). The Utsunomiya chief approves the separation in order to raise the status of the welfare section, but still sees the need for overall supervisory control under one department chief. In effect, then, he proposes to raise the section chief to department chief status, and the three division chiefs to section status, and the renaming of the protection division, the welfare office. Cities list criticisms as follows:

(a) The present three-division organization has been adopted by every city of the Kanto medium city council. A conclusion was reached after listing of all responsibilities of the city welfare section and following a logical functional division of those responsibilities. The cities view this organization as the best and do not wish to see it changed.

(b) The cities interpret the Law to mean that the welfare office chief would operate directly under the mayor or by official delegation of authority, independently of the welfare section chief. In effect, there would be two welfare chiefs, which conflicts with the first principle adopted by the council that there must be a single administration and all programs and personnel must be responsible to a single welfare chief who alone is responsible to the mayor. While it is possible that the welfare office chief might be nominally responsible to the welfare section chief, the probable difficulties can be illustrated by the analogy of the relationship between child welfare center chiefs and prefectural children's section chiefs. Even here, the total welfare program is tied together by

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the department chief, which would not be the case in the cities. The friction from center chiefs who refuse to accept supervision from the children's section chiefs by reason of their status under law and official delegations of authority, has seriously retarded development of the child welfare programs. There is danger that a similar breakdown of coordination between welfare office and welfare section in the cities will unfavorably affect city programs. A case in point is in Yokosuka City, Kanagawa Ken, where the protection (case work services) and social (services to groups) section chiefs are individually responsible directly to a health-welfare department chief (who also has the public health programs). In the absence of a single administrator to coordinate the two related welfare functions, there is much duplication and a woeful lack of program coordination.

(c) Section chiefs, and mayors especially, object to the duplication of staff and facilities. The plan conflicts with a conclusion of the council that all administrative functions should be centralized into a single general affairs division serving the entire welfare section. This represents a great step ahead in the clear delineation of administrative and program services with emphasis on relieving program personnel from clerical duties. The Law would necessitate and requires that a general affairs staff be placed in the welfare offices, duplicating a similar staff in the old welfare section. Most cities feel that the intent of the Law is to establish office facilities separate from the city hall which again is objected to on the basis of economy. Some cities, because of lack of space in city halls, at present house their welfare sections separately, but if suitable space is available in city halls, the requirement of separate offices would seem extravagant.

(d) Generally, then, these cities interpret provisions of the Law dealing with city welfare offices as conflicting with the pattern they have already worked out. It is surprising to note the failure to adequately inform cities of the specific application of the Law to their present programs and to bring city administrators into the discussion on the bill. Gunma prefectural officials indicated that this has been deliberate. Also, at the second conference of medium cities at Chiba, 22 December 1950, when it was proposed that the council undertake to study the bill and to make recommendations to the ministry on the basis that since the cities would be charged with enforcement, they should have something to say about the legislation itself, the Ministry representative, Mr. Koyama, chief of the Protection section, took immediate exception. Much of this apparent conflict stems from the failure of Ministry officials to keep informed of and to acknowledge the developments in the cities and re-emphasizes the need for a more effective Ministry field service. Had point three of the 1949 Six Points been carried out, the developments in the cities could have been carried by the Ministry field representative to the planning conferences on the bill and more realistic provisions could have been written into the Law. It is pointed out that in the absence of such

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a field service the cities themselves have taken the initiative. The big cities as a group have demanded and largely succeeded in having their voices heard. Other cities are not organized enough to be similarly heard and it is here that a Ministry field service could provide valuable aid in interpreting the needs of the administrative levels to the national level.

(3) Towns and Villages: Discussions with prefectural officials indicate that welfare, at least those services provided by the three laws, will be removed from town and village. Though permitted to establish their own welfare offices, it is assumed that towns and villages will not be willing to assume the twenty per cent of the cost of administration. The organization and administration of these welfare offices will pose many problems in view of the total lack of experience and the limited ability of most prefectural departments. These problems will include:

(a) The organizational structure of the offices.

(b) Source of supervisory control. It is recommended that a single supervisory agency be created in the ken department responsible directly to the department chief to focus the scattered supervision supposedly now exercised by district office chiefs.

(c) Procedures - Though these matters have been worked out to a great extent by cities, geographical and other factors will introduce additional problems.

(d) Personnel, including procurement, classification, and training. Examples of personnel classifications and job descriptions are available in cities, but the problem of sufficient budget and especially of development of staff will be a serious obstacle. Had prefectural departments possessed more adequate field services and kept closely in touch with developments in cities, they would have been better equipped to set down satisfactory plans. There is sufficient experience and development in cities to use as guides, yet prefectures, rather than utilizing this knowledge, will probably look to the Ministry for detailed implementing instructions. On the optimistic side, at least the new Law at long last intends to remove welfare from towns and villages, thereby reducing the number of inefficient administrative units and finally puts prefectural departments into business which will compel them to acquire some of the knowledge that accrues from actual experience, eventually bringing more realistic content to the so-called "supervision" that prefectural departments have been offering the cities in the past.

(4) Social Welfare Councils and Community Chest: Both big and medium cities have expressed opposition to the provisions on the Community Chest and the social welfare councils, contending that these are strictly private welfare programs and should not be provided for by law.

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The big cities have expressed this opinion in their petition. The Kanto bloc medium city council voted to exclude Community Chest, Red Cross, and other private agency activities from their responsibilities when working out their organizations, though most acknowledged that they were obligated by Ministry and prefectural instructions to handle the programs. While the Social Welfare Service Law does not specifically place any responsibility on mayors, it is assumed by all that eventually the responsibility will come down through governmental channels to them. It seems, therefore, that the national private agencies have succeeded in writing into the Law a means whereby government channels and personnel can be utilized in the formation of the organization and collection of funds, yet have placed specific restrictions on participation of public officials in the allocation of funds and that no Chest funds shall go to any public agency. Cities have been under great pressure from prefectures to establish councils. Minsei-iin, in all cases, are to occupy the leading positions; in fact, in Kanagawa, the cities have been instructed to appoint one fourth of the membership from minsei-iin.

(5) Child Welfare: Though the new Law does not particularly treat on child welfare, the implications seem significant. The big cities, in their petition of December 1950 regarding amendments to the Child Welfare Law, requested that the city welfare security offices (minsei anteishos) "be made the organ for child welfare services, both in name and reality," and removal of the jido-fukushishi from their position of prefectural case workers, or if they are to be retained, to make them city workers in the anteishos. In effect, then, the cities desire to bring the child welfare program down to the same administrative level as the public assistance program, which seems completely in line with the first paragraph of the article by Riley E. Mapes, "Field Supervision in State Welfare," distributed by Civil Affairs Section and translated for distribution to the Japanese. It seems, therefore, that outside of the question of independence of the big city from prefectural supervision, at least they are attempting to bring some order out of the confusion of agencies created by legislation at different levels of government and to integrate them into a "single public agency for the community." The question arises as to where child welfare case work services will be provided for in the framework set up by the new Social Welfare Service Law. Prefectural children's sections have always maintained that child case work services were within the province of the jido-iin, jido-fukushishi, and the center, all prefectural agencies; cities have never been considered to have responsibility, even though many cities are actually engaged in handling children. If these services are brought into the new prefectural area welfare offices (fukushi jimushos), it must be assumed that either the case workers will handle child cases as part of a generalized case load, or specialized child welfare workers will be designated which may or may not be the jido-fukushishi. In either case, if the welfare office workers assure responsibility, the jido-fukushishi must necessarily be removed from the role of case worker and become a

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consultant if he is to remain at all. If they are retained in the case worker role, it would seem that he must be brought down to the welfare office level under supervision of the welfare office chief. Since these welfare offices are prefectural, there will be no arguments over legal responsibility. On the other hand, if the same thinking is applied to city welfare sections, it becomes obvious that the present arrangement of jido-fukushishi as a prefectural case worker becomes untenable and the Child Welfare Law must be revised to place responsibility on the city workers as the big cities have petitioned and which Civil Affairs has long recommended. This in turn would also tend to remove the voluntary jido-iin from the administrative process of the child welfare program in similar fashion as the institution of paid public assistance case workers has removed minsei-iin from the public assistance program.

Section III. Other Important Welfare Matters:

1. It is believed that the items reported below represent accomplishments on the part of Japanese public welfare officials:

a. A lack of policy from the Japanese Welfare Ministry regarding placement of Eurasian babies in the homes of Occupationnaires pending activation of legal adoption procedures resulted in much confusion among Tokyo-To welfare officials when several requests for such placements were made to them. The To welfare officials concerned with this problem attempted to use this section in making case, as well as group, decisions in relation to the actual placement of Eurasian children from public and private welfare institutions to homes of Occupationnaires. The responsible To officials, lacking adequate instructions from their own higher headquarters, were urged to establish interim policies for themselves. The To officials have established written policy which is now in effect. The policy provides for an investigation by the superintendent of the child welfare center of:

(1) The baby requested for adoption to determine its eligibility for adoption.

(2)(a) Investigation of the American couple requesting the baby to determine their legal eligibility to become parents of a Eurasian baby under their homestete law, and to learn about the couple's character. The couple must submit a written statement concerning financial assets, employment, desire to assume responsibility for the baby, and a promise to legally adopt the child upon return to the States. They must agree in a written statement to relinquish the child if the superintendent becomes dissatisfied with the couple's home condition or if travel authority to take the child to the States is turned down. The policy covers three types of children:

1) A child whose legal parent is known.

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2. An orphaned or deserted child.

3. A child who has legal guardians whose address is unknown.

(b) Under certain conditions, children in the first two categories may be considered for adoption, but the policy recommends that applications for adoption of type 3. children be rejected because of the possibility of legal complications.

b. The Kamakura City welfare section, in the process of its reorganization, has completed one phase of the reorganization. The office arrangements previously characterized by overcrowding, unsatisfactory placement of desks, lack of facilities for privacy in interviews, and general disorder of files, have been improved. The entire section has now moved to the second floor of a building adjacent to the Kamakura City Welfare Office. The amount of space available for the 18 staff members is much greater. A receptionist has been assigned to a desk which is located directly in front of the door leading to the welfare section. The receptionist meets all people coming into the office, and her activities were observed. It was noted that over the 3-hour period approximately 20 persons visited the office and were referred to the proper division or person within the office. The referrals were handled quietly and efficiently after the receptionist had talked briefly with the person visiting the office. The intake worker's booth is large and affords complete privacy. Case workers' desks are located near the interviewing booth and are not placed closely together, as is the usual practice. The social affairs and general affairs divisions are obviously well planned and so located within the office that their work does not interfere with that of the protection division. Office files for case records are so placed that case workers have quick access to them. A shift is being made from the old envelope file to the folder-type file. An overall air of quiet efficiency exists in the entire office.

c. (1) The Hiratsuka City Welfare Section has made remarkable progress in the completion of redistricting and reassignment of cases. In February it was noted that case loads ranged from 70 to 133 per case worker. Now that redistricting has been accomplished, case loads range from 97 to 122. Even though there is a slight difference between case loads, the local welfare officials pointed out reasons for these differences. The reasons are logical ones and were taken into consideration in redistricting. Some of the reasons are:

(a) Anticipated increases or decreases of case loads in the four geographical areas based upon past records.

(b) The density of population and present location of active cases.

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(c) Turnover in case loads.

(d) Travel time and transportation factors.

(e) Type of case, such as cases requiring frequent contact, as compared to those in which little change occurs and which require less time of the case worker.

(2) The redistricting was accomplished after the mayor and assistant mayor were advised of the suggestion previously made by CA welfare adviser. The protection division personnel and welfare section chief formed the plan and carried it out.

d. The Ibaraki Prefectural Welfare Department has undergone a partial structural change. This change involves the consolidation of the social affairs section and the protection section into a welfare section. The department chief reported that the change was made because of the necessity for releasing the man who had previously been chief of the social affairs section. It was reported that the former chief had been uncooperative and inefficient. The former chief of the protection section now heads up the new welfare section. The welfare department chief is pleased with the results of this change. Although the change was made because of personnel reasons, the advantages which have resulted are other than personnel. It was observed that statistical reports functions are more easily completed by the single section than previously in the two sections. It is believed that as the new section gains experience, it will become obvious that statistics can be handled for the entire department in a single unit or division.

e. During the past month, it was observed that the Saitama Prefectural Welfare Department, one of the very few in the Region, is making effective use of statistics. The incident referred to above concerns statistics that have been gathered by the department concerning average grant per person throughout the prefecture. The statistics revealed that in one gun average grants range from ¥200 to ¥800. The prefectural welfare department concluded that intensive reviews of town and village operations throughout the prefecture, and particularly in the one gun, were necessary. The review in the gun has been completed, and the reasons for the wide variation in grants have been determined. The primary one was that local politicians are using undue influence, and in many cases, actually determine not only decisions as to eligibility, but the amount of money to be received. The prefectural welfare department has taken specific action to stop this practice.

f. Reviews of cities indicate steady improvement in organization and practices. Utsunomiya City (Tochigi) will as of April establish the complete three-divisional organization agreed upon by the Kanto council and will secure additional personnel to bring case load per visitor down

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to 90, within the standard set by the council. Individual case records have been put into use. Office arrangements show the influence of discussion on this subject, including separation of desks and provision for private interview. In Shizuoka City, while no great structural changes have been made since the October 1950 review, the chief has used this time to consolidate his gains and to smooth out operating methods. He unhesitatingly approved the reorganization to bring administration from city branch offices under a single, centrally directed organization and removal of minsei-iin from administrative process.

g. Following the introduction of the statistics-card system of reports compilation (see January and February reports) at the Urawa conference of medium cities 9 February, the cities have proceeded to establish systems essentially the same as the original Kanda Minsei Kan (Tokyo-To) plan. This system uses a statistical card for each case, which is prepared and maintained by a statistician in the general affairs division. It is prepared from case records and contains all data necessary to compile the new Ministry report. After the preparation of cards and tabulation for the initial report, subsequent reports can be compiled by the tabulation only of those cards of new, changed, or discontinued cases and correction of the previous month's totals. The Kanda office reports excellent results; the single statistician was able to quickly and accurately prepare the report, though some interpretations were at variance with To interpretations. Chiba will begin with the March report. Other cities visited, including Shizuoka, Hachioshi, Takasaki, Utsunomiya, and Kawaguchi, have devised cards and will probably use the system beginning in April. In some prefectures, the prefectural department, as in Kanagawa, is standardizing the system and forms. In Tokyo-To, the bureau has drafted a plan for use throughout the To. Prefectural standardization should do much to bring uniformity to interpretation. At present, cards vary in detail due not only to slightly different uses to which they are put, but to different interpretation and requirements of report items between cities and between prefectures. It can be concluded that a solution has been reached to the problem of statistics compilation methods in cities and operating offices by this system which centralizes the responsibility into a single statistical unit and removes this clerical task from the case worker with resultant improvement in uniformity, accuracy, and efficiency.

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HEADQUARTERS
TOKAI-HOKURIKU CIVIL AFFAIRS REGION
APO 710 (Nagoya, Honshu)

ITM/yn

20 April 1950

Annex to Disaster Plan

Public Welfare Section

20 April 1950

1. In the preparedness phase, Welfare Section will:

a. Ascertain that the welfare departments in the prefectures in the region are aware of their responsibilities in the event of a disaster.

b. Ascertain that the regional disaster relief planning board has been organized and is in a state of rediness to act in the event of disaster.

2. In the event of a disaster, Welfare Section will:

a. Send Echelon I to the scene of the disaster. Echelon I, composed of Isabel T. Mealing, Welfare officer, office telephone number 46-329, quarters telephone number 45-777, and Maki Miyahara, clerk, office telephone number 46-329, quarters telephone number 45-921 will;

(1) Observe and report to regional headquarters on the work of Japanese officials in providing relief assistance.

(2) Ensure that Japanese officials do not shift governmental responsibilities to private or quasi-public agencies except as provided in the law.

(3) Act as liaison representative between regional headquarters and Japanese governmental relief agencies in providing aid to other than occupation personnel.

(4) Report to regional headquarters by the most expeditions means available any disaster which affects 50 or more indigenous families, giving number of casualities, extent of damage and action taken by responsible agencies to provide emergency aid.

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(5) When it is clear that official relief agencies are unable to meet emergency needs, advise regional headquarters of supplies and services required, listing them in order of priority, with the following information:

(a) Items
(b) Quantities
(c) Nearest known source of supply (military or civilian)
(d) Mode of transport
(e) Routing

(6) Upon receipt of reports of releases by tactical units, ensure that expendable relief supplies not required and non-expendable supplies and equipment are returned to supplying tactical units at the earliest possible time.

b. Retain Echelon II in the regional office to maintain contact and reporting service with deputy chief. Echelon II is composed of Cora J. Baker, office telephone number 46-321, quarters telephone number 45-482.

3. In the rehabilitation phase following a disaster, Welfare Section will observe and report on the action taken by the welfare department of the prefectural government to facilitate restoration of the affected area.

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HEADQUARTERS
TOKAI-HOKURIKU CIVIL AFFAIRS REGION
APO 710 (Nagoya, Honshu)

DISASTER PLAN

I. GENERAL

a. The purpose of this plan is to prescribe the responsibilities, govern the actions and coordinate the activities of personnel of Tokai-Hokuriku CAR in the event of disaster, such as earthquake, flood, tidal wave, typhoon, fire or volcanic eruption in the Tokai-Hokuriku Region.

b. Except in gravest emergencies, military supplies and equipment will not be released to Japanese agencies without approval of Civil Affairs Section, GHQ. In connection with releases, the Commanding General, Eighth Army, has directed tactical units to take action as follows:

(1) Coordinate releases with Civil Affairs Regions.
(2) Maintain complete records of the materials released and the receiving agencies.

(3) Following the emergency phase of the disaster, report releases to Headquarters, Eighth Army, transmitting information copies to the appropriate Civil Affairs Region.

II. MISSION

a. Prior to disaster

(1) To plan for the protection of the lives and property of members of the United Nations.
(2) To ascertain that counterparts of the sections of this headquarters in prefectural governments are aware of their responsibilities in the event of disaster.

(3) To ascertain that Regional Disaster Relief Planning Boards have been organized as required by Prime Minister's Office Notification, Sori Cho Kokuji No. 159, 21 Sept. 1949.

b. In the event of a disaster

(1) Take action necessary to protect the lives and property of members of the United Nations.

(2) Observe and report on the work of Japanese officials in the affected area paying particular attention to preservation of order and provision of emergency health and relief assistance.

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(3) Ensure that Japanese officials do not shift governmental responsibilities to private or quasi-public agencies except as provided for in the law. Exceptions provided in the law do not relieve officials of ultimate responsibility. For example, if in particular instances the Japanese Red Cross is unable to furnish emergency medical aid it will devolve upon government officials to secure and supply such aid.

(4) Act as liaison agency between Occupation Forces and Japanese governmental relief agencies in providing aid to other than occupation personnel.

(5) Report to this headquarters by the most expeditious means available any disaster which affects 50 or more indigenous families. Reports will include number of casualties extent of damage and action taken by responsible agencies to provide emergency aid.

(6) When it is clear that official agencies are unable to meet emergency needs, advise this headquarters of supplies and services required, listing them in order of priority, with the following information:

(a) Items
(b) Quantities
(c) Nearest known source of supply (Military or Civilian)
(d) Mode of Transport (rail, truck, air).
(e) Routing (if normal routing is possible)

(7) (a) In event of disaster in the City of Nagoya, this headquarters will coordinate with Nagoya Air Base to implement paragraphs IIb (1) and (4)

(b) In event of a disaster in any part of the Region, other than the City of Nagoya, this headquarters will coordinate with the 25th Infantry Division to implement paragraphs IIb (1) and (4).

c. In the rehabilitation phase following a disaster.

(1) Upon receipt of reports of releases by tactical units, ensure that expendable supplies not required and non-expendable supplies and equipment are returned to supplying tactical units at the earliest possible time.

(2) Observe and report on the action taken by the responsible departments of the prefectural government, such as Agriculture and Forestry, General Affairs, Public Works, Labor, etc., to facilitate restoration of the affected areas.

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I. ORGANIZATION AND PLANNING

a. Each section of this headquarters will form two teams. These teams will be designated forward and rear eschelon. In the event a disaster occurs in the Regional Zone of Responsibility, the forward eschelons, under the section chiefs will move to the scene. The Chief, THCAR, will assume personal command of the Teams in the Field. The rear eschelons will remain at this headquarters under control of the Deputy Chief to consolidate and forward required reports to higher headquarters.

b. The Public Welfare Section is responsible for the surveillance in the Region to ascertain that sub-paragraph II a (3) has been complied with by the Japanese Government.

c. Section Chiefs will immediately submit detailed section plans to Deputy Chief for approval. These plans will include breakdown to eschelons of personnel and duty. Section plans when approved will be kept current. All personnel will read and become familiar with OD Number 6, dated 1 April 50.

BY ORDER OF COLONEL COULTER:

OFFICIAL:

WILBUR F. STEPHENSON
Lt. Col. CAV
Deputy

WILBUR F. STEPHENSON
Lt. Col. CAV
Deputy

Distribution:
CG 25th Inf. Div.....(2)
CO 347th Fighter All Weather Wing..(2)
CO 24th Inf Regt.....(1)
Each Section this hq.....(1)

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