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Description of contents

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HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RWS/tem

KPW 319.2

9 August 1950

SUBJECT: Administrative Reviews of Kawagoe City Welfare Office

TO: Chief
Civil Affairs Section
GHQ, SCAP
APO 500

The attached administrative reviews are submitted separately as directed (paragraph 9b, Operational Directive Number 7, Headquarters, Civil Affairs Section, GHQ, SCAP, 3 April 1950). Also attached is a report on spot-check made on a public assistance case.

FOR THE CHIEF:

3 Incls

1. Adm Rev - 22 Jun 50 (in trip)
2. Cont of Adm Rev - 23 June 50
(in trip)
3. Spot-Check, 26 June 50 (in trip)

GEO. B. NIBLOCK, Jr.
Major, Infantry
Deputy Chief

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P
YPUBLIC WELFARE SECTION
KANTO CIVIL WELFARE REGION
APO 500Miss Wyckoff
MCW/jo
Rec'd: 28 June 1950
Typed: 5 July 1950

28 June 1950

KPW 091.6

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Administrative Review of the Kawagoe City Welfare Office,
Saitama, 22 June 1950

1. Persons: Welfare Officer, Miss Mary C. Wyckoff, accompanied by Interpreter Mr. Yui, conferred with the following welfare officials:

Mr. C. Naka - Head of the Protection Section, City Office
Two case workers and statistician of the City Welfare Office

2. Purpose of Conference:

- a. To secure information regarding any organizational changes and staff assignments.
- b. Matters regarding private agencies.
- c. Statistical data, accuracy and method of compiling same.
- d. Filing system

3. Summary of Conference:

- a. Population: As of 1 February 1950, the population was 52,117 (10,958 families).
- b. Administrative Structure: There have been no changes in the structure or staff assignments since the last visit by KaCAR representative.
- c. Social Welfare Section: One staff member still continues to carry on the clerical work for the Kawagoe City chapter of the Japanese Red Cross. Twenty percent of his time is devoted to this work. The reason given by the officials for the Welfare Office carrying the work of a private agency was explained as follows: As there is no sub-branch office located in Kawagoe City and not sufficient funds to hire a staff, the Welfare Office has assumed the responsibility of the clerical work. Wel-

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Welfare Officer reminded the officials of the Ministry directive which requires the removal of private agencies from public welfare offices. Officials stated that they were aware of the directive, but no date has been set to remove the work from the office. The present plan is to remove the work to the Urawa City Chapter Office. There has been no prefecture directive on this matter, it has been left up to each local office. (Violation of Public Health Weekly Bulletins #59, 107 and 117, also Hatsu She #19, 7 February 1948).

d. Protection Section: The head of this Section still continues to carry a case load in addition to his other duties.

e. Case Load Statistics: As of 31 May 1950, the total case load for all types of aid (DISL, CWL, Mentally Insane, Wayfarers etc) was as follows:

	<u>Families</u>	<u>Individuals</u>
Outside Institutions	323	996
Inside Institutions	29	36
TOTAL	352	1,032

In the foregoing figures of those inside institutions, one individual is included who is in an institution outside the prefecture. Saitama Prefecture local office always include in their monthly statistical reports which are forwarded to the Ministry, those outside the prefecture in institution that are being paid for by Saitama Prefecture. This system went into effect April of 1949, and Kencho has requested the information from all local offices since this date.

Whether this is a national practice is not known, if however it is, national statistical information will be inaccurate.

As of 31 May 1950, the following is the case load of each case worker:

	<u>OUT</u>		<u>IN</u>	
	<u>Fam.</u>	<u>Indiv.</u>	<u>Fam.</u>	<u>Indiv.</u>
C. Ejima	85	290	5	10
M. Saito	87	275	13	15
M. Muramatsu	90	283	2	2
C. Naka	51	148	9	9
TOTAL	323	996	29	36

Living aid has been the highest type of assistance given.

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Actually the city is divided into six areas, however in relation to case workers areas, Mr. Saito, and Mr. Naka are in charge of two areas each.

The case workers are responsible for compiling statistics on their own case loads.

Welfare officer endeavored to obtain the case workers load as of 31 May, but this was not available. The foregoing statistics were compiled while welfare officer continued the review. Welfare officer then endeavored to obtain information as to the method used for compiling such statistics.

The statistician, who is in the Social Welfare Section, has on hand the original number of each case workers load. As there are changes in number in each family and income and types of aid, one of three forms are used:

- Form #1 - change in number of family and income
- Form #2 - commencement of aid
- Form #3 - closure of aid

(Foregoing forms are on file translated). Each case worker is responsible for forwarding the pertinent form to the statistician on their own case load. From these forms the statistician changes the Master case load account book (or address book). This book is divided into 41 areas (areas are divided by street address). This book is used only to compile statistics on living aid. To obtain the number of families or individuals of each case worker, it is necessary for the statistician to go through the entire address book and add the total. (it might be further explained that one area includes so many street addresses or in other words the following equations:

Number of streets = 1 area or,
1 area = number of streets or,
Number of streets = 1 area and 1 area = 1 case workers
district

This address book includes the following information:

Case number, categorical type of aid, sex and age, total number of persons, amount aid, address, name family, remarks.

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g. Maternity Aid: This office has not granted any maternity aid under the Child Welfare Law, since the Law has been enforced, all have been under the DLSL. The officials interpretation of the revised DLSL, in reference to maternity aid is that those who need institution placement aid must be given under the Child Welfare Law, placement is not permissible under the DLSL, as "delivery cannot be classed as medical aid".

h. DLSL: This office has a copy of the revised Law and also are following the explanation of the Law as given by Mr. Kimura of the Welfare Ministry.

i. Central File Index: Office does not maintain one. Each case worker maintains a summary sheet with identifying information on each case, no case number of the case is recorded, as they stated they know the families well by name. Welfare officer explained the reason for the necessity of always recording the case number on all records.

Welfare officer gave a sample of a central file index card and explained the usage and purpose of same. Also the purpose and makeup of a cross file index.

j. Welfare officer also suggested that a simpler method be devised for obtaining monthly statistics than is now being used, which was cited above.

Continuation of review will be made 23 June 1950.

/s/Mary C. Wyckoff
MARY C. WYCKOFF

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In this same book as cases are closed a red line is drawn through the foregoing information. In order to figure out the types of aid (medical, funeral etc) each case worker maintains a separate book in which the various types of aid are divided. Similar information as in the address book is recorded on each case, and closed cases are marked through with a red line. There are approximately 10-12 cases recorded on each page. In order to secure the months total of types of aid for each case load, it is necessary for the case worker to add up those on each page - no accumulative sheet is maintained.

It was found that statistics are maintained which shows other types of aids on families that are also receiving living aid.

As of 31 May 1950, the types of aids granted under the DLSL was as follows:

		<u>Families</u>	<u>Individuals</u>
Living Aid	Out	297	964
	In	5	5
Housing		297	964
		(297)	(964)
Education		190	374
		(190)	(374)
Medical	Out	121	149
		(95)	(117)
	In	18	18
		(4)	(4)
Maternity		1	1
		(1)	(1)
Funeral		3	3
		(3)	(3)
TOTAL	Out	909	2455
		(586)	(1459)
	In	23	23
		(4)	(4)

The foregoing figures bracketed indicate duplications of aid. In order to obtain the total number of medical aid cases, a separate book is maintained in which each case is listed as in the other aid book previously mentioned.

f. Appeals: In the past three months, no appeals have been made in reference to rejection of cases. Three appeals however have been made regarding the amount of assistance granted; these were due to decrease in families income. Of the three that requested increase in grants two were approved, the remaining one was rejected as grant was sufficient.

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

MCW/jo/tu
Rec'd: 30 June 1950
Typed: 11 July 1950

28 June 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Continuation of Administrative Review of Kawagoe City,
Welfare Office, Saitama, 23 June 1950

1. Persons: The undersigned Welfare Officer, accompanied by Interpreter Mr. Yui, conferred with the following welfare officials.

Mr. Naka - head of Protection Section - Kawagoe
Mr. Osawa - Chief Protection - Pref. Welfare Dept.
Mr. Yoshiida - Staff member of Pref. Protection Section

During the last hour of the review the Director of the Prefecture Welfare Department, was present.

2. Purpose of Conference:

- a. To review recommendations made to Mr. Naka from previous day, for the benefit of Mr. Osawa.
- b. Fil~~l~~ing of laws and directives.
- c. Budgets.
- d. Payment to clients.
- e. Detailed review of case record recorded material.

3. Summary of Conference:

a. Reviewed the following main recommendations made during yesterdays conference for benefit of Mr. Osawa - prefecture representative:

- (1) Matters relating to private agencies, operating in public office, namely Japanese Red Cross.

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SUBJECT: Continuation of Adm. Review of Kawagoe City Welfare Office, Saitama 28 June '50

(2) Necessity for maintaining central file card index, and sample and usage of same explained.

b. Laws and Directives: Are filed on Mr. Nakas desk and are available to staff at all times. He has assumed the responsibility for any revisions and corrections. Also on file are related laws, such as Education, Child Labor etc. Case workers also have extra copies of the law.

c. Welfare Budgets: Mr. Fusegawa, Chief is responsible for compiling welfare sections budget needs. Actual bookkeeping of Ministry receipts and expenditures. Prefecture and city budgets are done by the City Accounts Section. Cash payments to clients are also handled by the Accounts Section of the City Office.

Notice of funds to be received from the Ministry and Prefecture are received by the Welfare Section. Welfare Section informs Accounts Section of this notice. Accounts Section is the section however that actually receives the funds. A "master" account sheet is maintained by the Accounts Section, so that at all times, information is available as to actual funds on hand.

The following information was obtained from the Accounts Section records:

<u>SOURCE</u>	<u>DATE REC'D</u>	<u>AMOUNT</u>	<u>PERIOD</u>
Ministry	27 April	¥1,274,000	Apr, May, June
Ministry (supplemental)	27 June	836,000	" " "
Prefecture	27 April	240,000	" " "
City	25 March	8,376,000	1950-1950

The cities budget represents the total budget for this office. The usual Japanese system of the city appropriating funds for the total budget and reimbursing city funds, when Ministry and Prefecture funds are received, is in existence here.

According to the officials since the time the Welfare Office commenced operation, there has never been a time that they have been without funds to pay clients, which has been the case in some Prefectures.

Clients were last paid on 25 June 1950, for the month of July; thereby complying with the enforcement ordinance of the DSL. This office has a set pay day, which is the 25th of each month. Clients are all notified upon acceptance of case of the pay date.

SUBJECT: Continuation of Adm. Review of Kawagoe 28 June '50
City Welfare Office, Saitama

Welfare officer questioned officials as to the method of paying clients if client applies on the first of the month and case is approved, do they withhold payment until the 25th. Officials stated in urgent cases - budget is pro-rated to the 25th and regular payment made on the 25th of the month. This office is operating under the 11th revision.

d. Minimum Expense Form: The form being used by this office at the time of the home call interview follows the form suggested by the Ministry with a few alterations by the Prefecture Welfare Department. To their knowledge there has been no directive or decision by the Ministry as to the abolishment of this form as has been done by the Tokyo-to office. (Foregoing form on file)

e. Case Records: All case records of each worker are filed in one folder. They do not maintain separate folders for each case. Welfare officer suggested adoption of separate case folders.

A review was made of several case records. The following case was reviewed item by item and shows the method of case handling, errors and omission in case recording and filing of forms and is more or less representative of all cases reviewed: Client applied 14 March 1950, at the city welfare office. Applicant filled out application form, and form reviewed by case worker.

Case Name: Sakai, Isshin
Wife - Sakai, Nui, age 35 years
Five children (age 15(M), 10 (F), 8(F), 4(F), 1(M))

Birthplace: Recording not essential due to Japanese family system of birthplace.

Health: Only remarks were "ordinary" and "good". More explicit statement was suggested, especially in narrative record of intake interview.

Occupation: Stated "none". Again suggested that more specific information be recorded, example given.

Debts: ¥15,000 Peoples Bank (verified)
65,000 owed relatives and friends

Reason lost job: Client stated he is now a day laborer and income insufficient as he is only employed once in three days.

Income: 3,000 yen

SUBJECT: Continuation of Adm Review of Kawagoe City Welfare Office, Saitama 28 June '50

In an effort to obtain more detailed information regarding the intake interview and further explanation of application form, welfare officer looked for home call record report or narrative report. It was found that such material is not filed with the case record. Correction of this procedure was requested.

Face Sheet: Employment - previous employment, or occupation not filled in.

At this point it was discovered that at the time of the original application (14 March 1950) the client was referred to the Engineering Section of the city office. Client secured a day laborers job and verification of his salary was made.

It was found that the case record had no information or record of closing the case or rejection. However case was not counted as active from date of first application in March to date of reapplication in April.

Client reapplied in May by means of a letter sent to the city welfare office, which stated families financial condition and need of supplemental aid.

A new application form was not filled out. One week after receipt of letter, case worker made a home call, and case was approved.

Welfare officer suggested that they correct the foregoing procedure, and that all cases when reapplying fill out a new application sheet, and also in such cases as cited above that case be formerly close or rejected as case may be.

Rent: Description of house recorded, but rent not recorded.
Relatives: All responsible relatives were not listed.

Worker made no effort to contact relatives as to their ability to give financial assistance. Worker took the "word" of the client and also a letter received by the client (prior to application) from relatives requesting them to request no more financial assistance. No record of this information on file.

Expense and minimum standard form: Form reviewed and following information extracted.

Allowable grant	7,901
Income	<u>7,401</u>
Grant	500
Transportation & job expense	<u>200</u>
Total Grant	<u>7700</u>

SUBJECT: Continuation of Adm. Review of Kawagoe City Welfare Office, Saitama 28 June '50

Reverse side of face sheet had a record of date client was paid and amount, also type of aid.

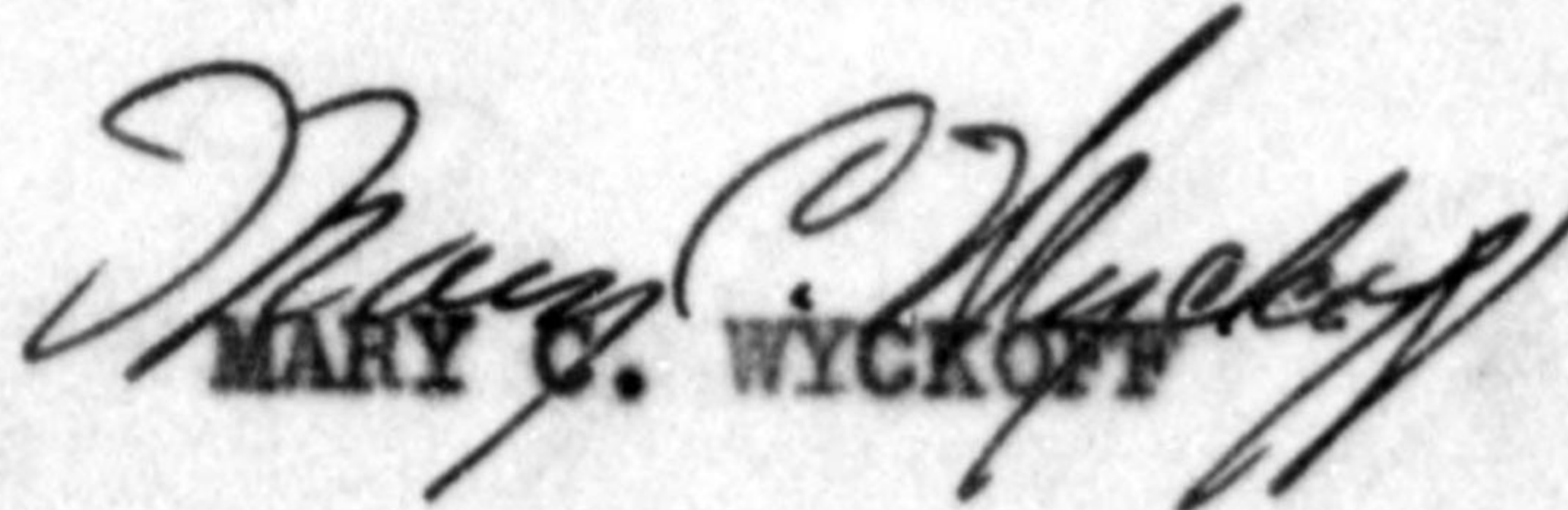
Home Call Record: As previously stated, record of home calls are not filed with case, but a record of home call is maintained in a separate folder by each case worker. A review of this recorded material was made and it was found that recorded information was adequate. A separate sheet is used for each home call. Home call record sheets are not numbered by case number. Welfare officer again stated that all forms and written material regarding one case be filed together. Also that every sheet concerning one case should have the case number on it.

f. Welfare officer suggested to the Prefecture representatives that they include in their manual of operation the following:

- (1) Standard forms to be used by all local offices, with no local changes.
- (2) All above forms be numbered.
- (3) Manner in which these forms are to be filed in the case record folder be explained in order that a standard procedure will be used.

g. Private Interviewing Room: This office does not have such a room. During Welfare officers two day conference it was noted that clients wandered in; were interviewed at the workers desk and at times, anyplace in the room. Absolutely no privacy, and everyones conversation could be heard. Welfare officer suggested that desks be rearranged in order that a space could be made available for an interviewing room which would be enclosed.

h. Translated copies of foregoing forms referred to are on file.


MARY C. WYCKOFF

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

Rec'd: 30 June 1950
Typed: 7 Aug. 1950

MCW/jo/es
29 June 1950

KPW 391.2

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Spot-Check Made on a Public Assistance Case Kawagoe
City, Saitama, 26 June 1950

1. Persons: Welfare Officer, Miss Mary C. Wyckoff, accompanied by Interpreter Mr. Yui, conferred with wife of applicant Mrs. Nui Sakai.

2. Purpose of Interview:

a. To secure information as to the accuracy of recorded case material.

b. To secure information as to whether case worker has met the needs of the case.

c. Also if any outstanding errors found, to later confer with welfare officials regarding suggestions for correction and improvement of case work interview techniques.

3. Summary of Interview:

a. The client that was interviewed was the same case that was reviewed in detail and reported in field trip report of 23 June 1950.

Case Name: Sakai, Isshin (or Katsuma) 45 years of age

Wife - Sakai, Nui (maiden name Yasuhiru) 35 years of age

Children:	Name	Sex	Age
	Toshiaki	Male	14
	Michiko	Female	9
	Akiko	Female	7
	Sachiko	Female	3
	Akira	Male	5 months

It was noted that the ages that Mrs. Sakai gave, that there was one years difference, from case record. Upon further checking it was discovered that ages given to case worker was the Japanese method of counting; above is western age.

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SUBJECT: Spot-Check Made on a Public Ass't Case Kawagoe 29 June
KPW 391.2

Employment: Mr. Sakai is still employed by the Engineering Section of the City Office. He is employed as a manual laborer, at the present time working on bridges and road construction.

He receives a daily wages of 220 yen. He works 8 hours per day, seven days per week. Overtime allowances are paid. Salary is received bi-monthly. Average monthly earnings including overtime is ¥7,000 per month.

Mrs. Sakai is unable to accept full time employment as she is nursing her 5 months old child. However, she has been selling on a commission basis, small personal articles such as combs, underwear, etc., from door to door. She averages 200 yen monthly. She has never been employed prior to her marriage or since. However, as soon as she ceases breast feeding her child she is in hopes of securing part time employment. Welfare Officer questioned Mrs. Sakai whether there was any infant Day Nursery in which she could place her child in order that she might be free to obtain part time employment. She stated that Kawagoe did not have such a place. Also she would be unable at present to take a job that would require her to be away at meal time for her children and husband, returned home daily for luncheon. Welfare Officer then questioned Mrs. Sakai if the case worker had made any suggestion to her regarding contacting PESO regarding piece work in her home. She stated "no". Welfare Officer suggested woman herself contact PESO or contact case worker regarding such work.

No. other member of the family is employed. Oldest son Toshiaki will once again try to secure a job delivering newspapers during summer vacation.

Therefore the total earnings of the family as stated by Mrs. Sakai is 7,200 yen monthly. This is 201 yen less than earnings recorded in case record in May 1950, at time of application.

Health: All members of the family are in good health and have never had any serious illnesses. Only health complaint is that of Mr. Sakai who suffers from a slight nasal catarrh condition. Welfare Officer, questioned whether case worker had been informed of this complaint, or referred Mr. Sakai to clinic. Mrs. Sakai stated they had not informed case worker as the catarrh condition, although annoying has not prevented Mr. Sakai from working. None of the family have had chest X-rays, but there has never been any symptoms of TB in the family.

SUBJECT: Spot-Check Made on a Public Ass't Case Kawagoe 29 Jun
KPW 391.2

Relatives: Relatives listed in case record were the only living relatives of family, Mrs. Sakai stated none were financially able to assist.

Housing: House is in poor repair, tatami mats were badly worn. Sanitary conditions only fair. House consists of 1 room - 2 mats (entrance), second room of 6 mats and kitchen with adjoining toilet. Honey-bucket man (farmer) makes collections 3-4 times per month. No funds received from this source, farmer upon each visit brings vegetables.

Vegetable Garden: Ground surrounding house is almost nil - therefore it is impossible for family to raise any of their own food. All vegetables and fruits are purchased with exception of small quantities of vegetables from farmer mentioned previously.

Expenses: The following is a list of the families expenses.

Rent	¥ 200 mo.
Rationed staple food	4,000
Non rationed food	2,000
Fuel (firewood-cooking)	700
School expenses	1,000
Electricity (summer)	113
Clothing, soap, hair exp.	1,500 - (2,000)
	<u>Total 9,513</u>

Family do not have bath expenses as they have their own bathing facilities (ofuro).

Stated total expenses	¥ 9,513
Stated total income	7,200
difference	2,313

Mrs. Sakai showed welfare officer the envelope in which she received her recent grant. On the outside of the envelope was an itemized breakdown of aid received as follows:

SUBJECT: Spot-Check Made on a Public Ass't Case Kawagoe 29 June
KPW 391.2

Living Aid	Y309
School Expense	291
School Lunch	100
Total	<u>700</u>

Mrs. Sakai stated that the first two children, Toshiaki and Michiko are receiving school lunch expense, for amount stated above. Actually the school lunch given to the children, which they pay out of funds given to them, is milk. Occasionally vegetable soup is made, for which each child must bring their own vegetables. Therefore the school lunch is not sufficient and the children must eat at home.

Minimum budget allowance for living aid:

Welfare Officer calculated the living aid budget in accordance with information given by Mrs. Sakai, it was found that there was a large discrepancy. Contact will be made with office to obtain the reason.

Home calls: Case worker, according to Mrs. Sakai visited the house towards the end of May.

Problems: Mrs. Sakai stated they had no other problems than that of insufficient income to meet the cost of living.

In addition to the previously mentioned discrepancies, it is felt that case worker could have given, guidance as to possibilities of family securing additional income, through referral and also a more detailed check into health condition of family.

1 Annex

Follow-up contact
made 30 June (in trip)

Mary V. Wickoff
MARY V. WICKOFF

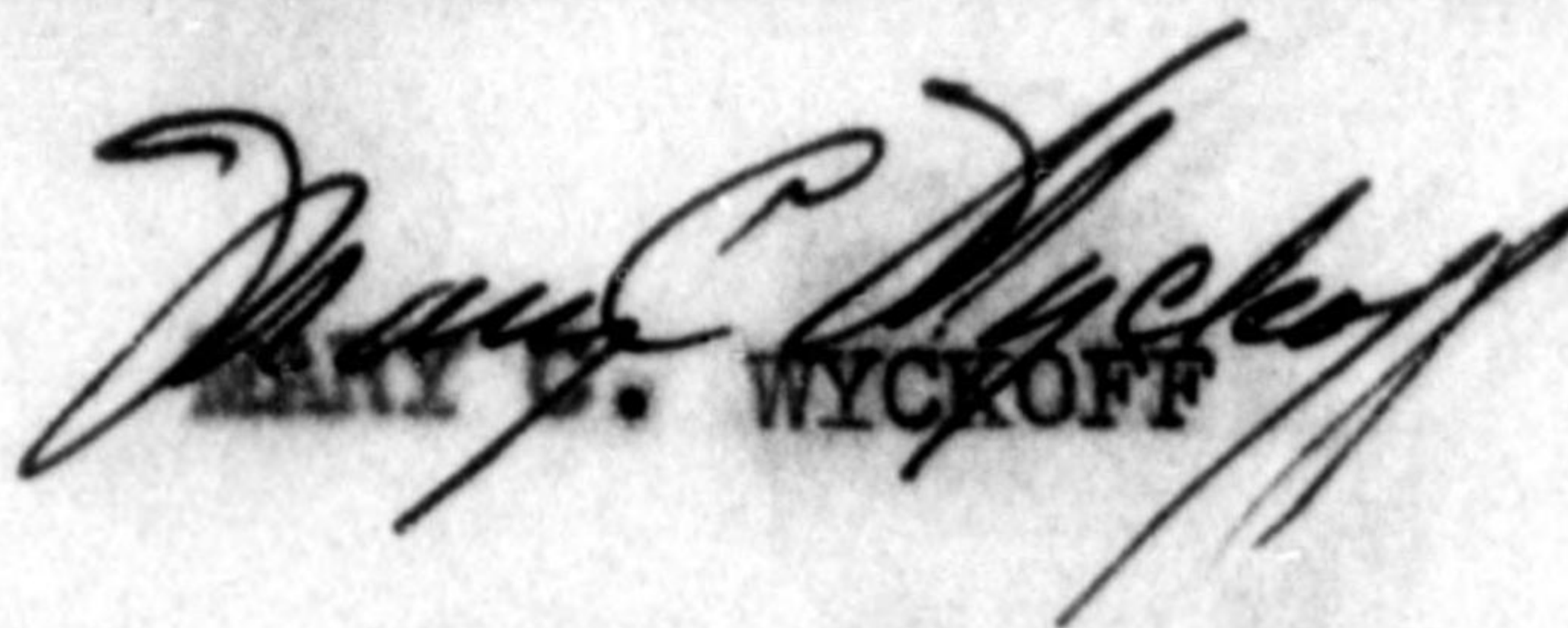
Follow-up Contact Made 30 June

City Office was contacted and a check of the actual budget allowances they are using was made. It was found that Welfare Officers budget chart had an error of 1,000 yen on the amount of a child between two and 5 years of age.

Secondly ages were rechecked once again, man and womans age were given differently by the office and were different from that which was recorded in case record.

Upon once again calculating the living aid allowance in accordance with the most recent ages given by office it was found the grant calculated was correct. Calculation of educational aid was then made. Welfare Officer found that in the three grants of education aid the Welfare Office had omitted the sen amounts totalling 1 yen 49 sen, therefore the grand total grant differing only ¥1.49. Subtraction of earnings were made as recorded in case record, here again a difference existed for the amounts stated by the client to Welfare Officer, the amount recorded in case record and amount given this date (30 June) all differed. Office now states mans earnings as follows: ¥6,600 instead of ¥7,401 or 7,000, wifes earnings ¥801 instead of 800.

Budget again recalculated with changes in amounts as stated by Welfare Office and the grant of ¥700 then resulted as shown on record and by client. As stated previously if the foregoing changes as given this date are correct then the error in the total grant still remains ¥1.49


MARY C. WYCKOFF

Annex A⁴ to Encl 3