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Hq TCAT, Annex B-2, Monthly Civ Aff Activities Report 1 Nov to 30 Nov 1949.

chief causes being insufficient income and illness. Applications are accepted only on approval of Minsei-iin and there are few, if any, rejections. The chief and two women clerks make routine home visits after applications are received. Seven to fifteen days are necessary for approval procedure and arrangements have been made for emergency assistance is necessary. Records were current and office staff appeared to be familiar with the case load. Originally, this office was located in a small rented room in a building which was destroyed by fire. A new building has been erected with local contributions added to contributions from Minsei-iin. The Omori Backing Association was organized for the purpose of erecting this building and the association now rents the building to Tokyo-To for ¥670 per month. There is at present a ¥185,000 deficit. It is the intention of the association to pay off this deficit and donate the building to Tokyo-To.

2. Child Welfare.

a. A survey of institutionalized children was made by the Children's Section officials. It was found that approximately 1,000 of these children should be returned to their own homes. The child welfare workers have started to work with the families in an effort to reunite them and assist with any necessary social planning. It was determined that about one-third of these children have homes in prefectures other than Tokyo. Letters have been written to other prefectures asking them to investigate specific family situations, but these requests have been completely ignored. The families who have been contacted by the Child Welfare Workers have urged that the children be permitted to remain in the institutions and with few exceptions, the institutions are anxious to have them remain.

b. Chuo Jido Sodanjo activities are being reorganized. It was learned that the Sodanjo was spending most of its time testing normal children, such as entire public school classes, and thus neglecting the problem cases which are actually in need of the services. The Public Welfare Officer suggested a referral system for individual cases through the Child Welfare Worker's or the Minsei-iin. For the time being the hours for clinical consultation have been reduced from full-time to the morning hours only six days a week.

3. Social Insurance.

a. Special emphasis is being placed on the investigation of activities of medical doctors and dentists connected with the Social Insurance program. In the belief that general publicity may act as a preventative measure, the results of the investigations are being turned over to the press.

b. It is felt by the insurance officials through comparison of results that the general trend is toward improvement in the general activities of the doctors and dentists. The reaction is considered to be good and many doctors have made unsolicited visits to the prefectural office seeking advice. Local medical associations have held meetings for the purpose of discussing the published results of investigations and it is generally felt that these

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investigations are morally helping the medical profession. Special committees have been established in both medical and dental associations to consider means of preventing recurrences or future violations of ethics by insurance doctors or dentists.

4. Other.

a. As of 27 November, the Community Chest, Red Cross Campaign had accounted for ¥65,208,308 or 76.71 per cent of the goal. These are not the final returns. It is expected that approximately ninety per cent to ninety-five per cent of the goal will be met.

b. The final results of the Affiliation of Women's Clubs Horse Show showed a net profit of \$3,700. This money will be used as explained in the report for October.

1. Public Assistance (Old Kanto Region).

a. A decrease of 13,509 public assistance recipients and ¥1,724,746 during October 1949 was reported for the seven prefectures of Kanto Region. This sizeable decrease is attributable to the cessation of emergency payments to the victims of the recent typhoon, the largest prefectural decrease being Gumma - 14,654 recipients. The institutional population remained constant during the month with a total decrease of 74 persons.

b. The month of November was spent by the section in organizational and housekeeping matters - with visits oriented to becoming familiar with the organization and personnel of the welfare departments.

c. Prefectural Welfare Department chiefs expressed concern over the administrative readjustment as they fear they will have to make cuts in personnel and thereby reduce the effectiveness of their program. There is a lack of realization that changes may be made in administrative structure and organization, particularly at the prefectural level which could offset staff reduction. For example, each section of the Public Welfare Department has a general affairs sub-section, in each sub-section personnel accounts and statistics are handled in addition to other similar function for the particular section in which it is located.

d. In Saitama, the Governor has established a Committee of Department Chiefs and himself as chairman to study and recommend organizational cuts throughout the prefectural set up. The recommendations and results here had included:

- (1) The absorption of district office welfare sections into the district office general affairs sub-section. The chief of the department convinced the committee to maintain welfare section intact and to add three more persons to each of these sections. These three persons are to be secured in transfers from other sections which are cut or eliminated.

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- (2) The committee has recommended that the Welfare Department's Social Affairs Section be merged with its Protection Section. This is still under study. Kanto Civil Affairs Region recommended that changes in Welfare Department organization and structure be held in abeyance until after consultation with the Welfare Ministry as other changes may be recommended shortly.
 - (3) Some Welfare Sections in city, town, and village offices have also had to make cuts in personnel. In Urawa City the staff of 12 was cut to 10. In Kawagoe City the Minsei-iin used considerable pressure on the Mayor and succeeded in securing his agreement that the nine staff members in Kawagoe would not be reduced.
- c. Reactions to Hatsu Sha 72, dated 31 October 1949.
- (1) Saitama welcomed the instruction and immediately issued its own based upon it recommending that 16 communities (all cities and major towns) in addition to Urawa City conform with it by 1 January 1950. The Minsei-iin in all the communities but 2, namely, Urawa and Gyoda City, objected to the instruction, because it reduced their authority. However, the Prefectural Welfare Department chief feels confident that he will succeed in having all these areas reorganize and follow through on the instruction.
 - (2) The Tochigi Welfare Department feels the instruction is unfair to them and other prefectures not specifically authorized to set up welfare offices along the lines of the instruction as it allows some prefecture to make progress way ahead of others. Tochigi requested Civil Affairs help to establish an experimental welfare office in Utsunomiya City along the lines of Hatsu Sha 72.
 - (3) Ibaraki Welfare Department does not desire to conform in any way to Hatsu Sha 72 as they feel it is contrary to the Minsei-iin Law and is only a first step toward other changes to be affected later.
 - (4) Nagano, as reported last month, has set up a paid worker administration, and is planning to expand the system to all of the cities of the prefecture.
 - (5) A rapid review of the cities and larger towns reveals that except for a few places that the presently assigned "staff" is adequate to carry on administration and case handling (without Minsei-iin) and with caseloads averaging under 100 per staff member.

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2. Social Insurance.

a. Reviews were made of the Insurance Section of Gumma, Nagano and Yamanashi prefectures on 28, 29 and 30 November 1949, respectively. These reviews were made chiefly with the object of obtaining information on the organization of and administration within the welfare section mentioned e. g. the number and functional description of the divisions and personnel of each section, as well as a general picture of the operations and present status of H. I., W. P. I., N. H. I. and Seamen's Insurances.

b. Gumma Insurance Section has five sub-sections or divisions: General Affairs, Qualification, Benefit payment, Collection and N. H. I., with a total of 81 personnel. Nagano has two additional: Accounting and Records-keeping divisions with a total of 64 personnel. Yamanashi has four divisions: General Affairs, Collection, Allowance and N. H. I. with a total of 43 personnel.

c. It would seem that most of the Insurance Section personnel have had considerable experience with the job assigned and that, though there is a shifting from time to time within the prefecture or throughout the country, persons handling insurance are kept at insurance work.

d. The numbers of societies operating H. I. with main offices in these three prefectures is limited: 8 in Gumma, 5 in Nagano, none in Yamanashi. However, in Gumma there are 9 branch offices of societies with main offices elsewhere; in Nagano there are 27 and in Yamanashi 8. On the other hand there are 2,661 government-operated units in Gumma, 3,595 in Nagano and 1,200 in Yamanashi.

e. Premium collections are in arrears in all areas. In Gumma as of 26 November 1949 only 35 per cent of all societies and government-operated units had premium payments up-to-date. The other 65% are in arrears over a period of months from 1948 to October 1949 to the extent of 46,230,733 yen. In Nagano the picture is somewhat better. As of 20 November 1949, 95,178,501 yen or 67.8% of the total arrears of 140,246,303 yen had been collected. In Yamanashi as of 30 September 1949, 82% of total arrears had been collected.

f. The reason given for this arrearage in all areas was the same - hard times. The Insurance Section chief of Gumma prefecture claims that at present the economy is in such straits that 60 factories have not been able to pay the workers' salaries for the last two months.

g. The figures given for H. I. represent generally the status of Welfare Pension Insurance also. Collections of premiums are about 30 per cent in arrears.

h. As Gumma, Nagano and Yamanashi are inland prefectures none of their citizens are covered by Seamen's Insurance.

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i. The N. H. I. program is progressing in all three prefectures. In Nagano of 383 cities, towns and villages one city and 263 towns and villages are at present operating N. H. I. In Yamanashi of a total of 193 (1 city, 15 towns, 177 villages), 100 have established N. H. I. The city of Kofu once operated it but dropped it because of increasing expenses.

j. N. H. I. premium collections are also much in arrears in all instances. Typical, perhaps, of the official attitude toward collecting premiums is that of the Insurance Chief of Nagano prefecture. He stated that is the collecting of insurance premiums were transferred from the Insurance Section to the Tax Office, as suggested by the Shoup Mission, the insured would incur undue hardships because of the noted severity of Tax Office officials.

3. Institutional Problems. Saitama and Tochigi are concerned with their inability to provide institutional care to waiting lists of infants. Both of these prefectures had requested financial help from the Welfare Ministry to either enlarge or provide new infant homes but were refused subsidies.

4. In-Service Training and Supervision. Saitama placed into operation a plan on supervision and in-service training on November 1949, as a result of the National Japanese and SCAP Training Course of October. The other prefectures still have to develop their plans. None of the prefectures had included individual conferences along with group conferences as a supervisory method.

5. Community Chest. As of 30 November the seven prefectures of Kanto Region reported collections of ¥159,205,493.62 or 96.2 per cent of the combined goals; Tokyo-To had collected 85 per cent or ¥72,821,856.27. Saitama and Yamanashi had both topped their respective goals.

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HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

Annex B-2
Monthly Civil Affairs
Activities Report

Period 1 January 1950
thru 31 January 1950

Public Welfare Activities QPH-01
(Roland J. Artigues)

1. Public Assistance.

a. The rising trend since August 1949 in numbers of public assistance recipients living in their own homes and in money payments continued during December. The increase for the region was 8058 persons (1.9%), with all prefectures except Shizuoka reporting increases. The range was from 24 persons in Chiba to 3143 persons in Kanagawa (7%). Shizuoka reported decreases in both persons and in money payments - 1636 persons (.4%) and ¥ 401,538.00 (.1%). Money payments for the region increased by ¥ 9,041,849.00 (8%), with the high in Kanagawa - ¥ 5,405,516.00 (17%), and the low in Chiba - ¥ 11,561.00 (.01%).

b. An analysis of average monthly grant per recipient living in his own home indicates that there was a continuation of the upward movement which began in October 1949. The December increase was (6%) for the region, ranging from (.003%) in Chiba to (17%) in Yamanashi. Shizuoka, which reported decreases in persons and money payments, also increased average grants by (2%). This rise in average grants is difficult to explain as there has been no change in the allowance rates, and no appreciable improvement in operational competence. While there has not been time to secure prefectural explanations, it is suggested that the Welfare Ministry's advance announcement of an impending upward revision of the allowance rates may have developed increased awareness of the need for higher grant levels. In all prefectures except Chiba, Ibaraki, and Nagano the percentage increase in average grants exceeded several times the percentage increase in number of recipients. This evidences a rather widespread movement.

c. The December reports also showed an increase of 2255 persons receiving public assistance under the classification of "unemployed". This is (13%) higher than last month. The total under this category in the region is 19,228, which represents almost 5% of the total public assistance recipients, about equal to the national ratio. Analysis of this aspect of the data is hazardous due to the lack of reliable unemployment estimates, the looseness with which Japanese officials define "unemployed", and their reluctance to grant public assistance to able-bodied unemployed.

d. Institutional recipients of public assistance also increased

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by 2329 persons (7%). Of the 37,513 public assistance recipients in institutions, 19,517 (51%) were classified under "Hospitals". The report data do not indicate the reasons for hospitalization, the numbers hospitalized for short periods, the long term patients, nor the number also receiving public assistance before and/or after hospitalization. The incidence of hospitalized persons in the data preclude reliable evaluations of this phase of the public assistance operations.

2. Social Insurance.

a. In addition to attending a Japanese Kanto regional welfare conference at Kofu, Yamanashi, 25-26 January, administrative reviews were made of the Insurance Sections of Gumma, Ibaraki, Kanagawa, Nagano, Shizuoka, Tochigi prefectures and Tokyo-To, and conducted inspections of two H.I. rest camps and three factories (Ibaraki and Shizuoka).

b. Kanagawa Insurance Section has one main office, with a staff of 102, and two branch offices; Kawasaki, with 36, and Tsurumi with 39. Plans are under way to establish two additional branch offices at Hiratsuka and Sakuragi-cho, respectively, by April of this year. Shizuoka has one main office, with a staff of 57 and branch offices at Hamamatsu and Mishima, with staffs of 41 and 37 respectively. In Kanagawa and Shizuoka the main office handles government operated H.I. and W.P.I. in designated areas, H.I. associations, N.H.I. and Seamen's Insurance throughout the prefecture, and supervises the Medical Fee Payment Fund; it receives from the branch offices all monthly reports covering insurance programs operated by them and all reports on matters pertaining to personnel. The branch offices handle government operated H.I. and W.P.I. only. In each of these prefectures the main office has the regular five sub-sections: General Affairs, Benefit Payment, Qualifications, Collections and N.H.I.; the branch offices have the first four of these, as they do not handle N.H.I.. In Shizuoka the referee is listed as having a section unto himself.

c. In all prefectures of Kanto region, Gumma excepted, the referee is listed as a full-time referee. In Gumma he is also listed as chief of the general affairs division. It was found throughout the region, with the exception of Shizuoka and Tokyo-To, that the referee devotes a great deal of his time to other duties. In Kanagawa, the referee stated that 60 percent of his time is devoted to helping the Insurance chief. In Ibaraki the referee is considered as the chief's assistant. The reason given for this policy is that appeals are so few, at the very most two per month, that the referee would be idle most of the time. When asked about an information program the Kanagawa referee felt that he could conduct it more effectively from his office by sending out posters to the various plants and by stamping the usual notice of the right to appeal on all benefit payment slips. In the other prefectures, however, the referees admitted that the information

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program is not what it should be, but claimed that it could not be much improved because of the limited budget allowed them for travel. They all indicated that they would like to travel to the plants and meet with the insured and the plant operators because they were convinced that direct contact is the best method of spreading information on appeals as pamphlets and posters had proved to be of little value. The Nagano Insurance Chief stated that it is still unfortunately part of the psychology of the average Japanese not to want to appeal to authorities for adjustment, and that most cases are settled by agreement between employer and employee; and that it is also part of the psychological make-up of the higher government authorities to downgrade a government official if many appeals are submitted to him because, from the government point of view, it is indicative of the section's inadequate performance.

d. The Seamen's Insurance program in Tokyo-To has had considerable attention in the last few months. This is reflected in the collections which reached 96.9 percent by 31 December. In Kanagawa there are 42 operators of fishing vessels and 290 operators of other types of vessels with insurance coverage. The total number of insured is 6,042. Collections reached 83.8 percent by 31 December. Shizuoka is lowest in its collections - 64.2 percent.

e. The N.H.I. program is lagging in Shizuoka. The prefecture has 11 cities, 47 towns and 236 villages. N.H.I. operates municipally in 10 towns and 45 villages. It is operated in other localities by 29 juridical persons and by 5 agricultural cooperatives. Up-to-date figures on collections were not at hand. However, the average as of 31 October was 75 percent. In Kanagawa there are 108 cities, towns and villages. At present 83 of these are operating N.H.I. municipally, 43 of them only during the last three months. In these latter collections have not as yet been made, so there is no standard on which to base judgement as to their condition at present. The first collections will be made this month. In the other 39 operating N.H.I. 80 percent of the premiums have been collected. In Nagano the collections as of 31 December reached 88 percent, in Gumma 85 percent and in Tochigi, as of 30 September, 53 percent. In Shizuoka the Insurance chief stated that years ago N.H.I. was operated in over 80 percent of the localities, but that it fell off during the war. He is convinced that a very good information program will bring it back, but says that he cannot get a budget for such a program, and that he is further hampered, as are Insurance chiefs of other prefectures, by having only one person on the N.H.I. division staff. At Kofu during the N.H.I. conference, 26 January, each of the ten prefectures represented appeals to the representatives of the Welfare Ministry for an adequate budget for an effective information program, including moving pictures on N.H.I. On this latter point the representative of the Ministry stated that help could not be expected at present.

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f. The Medical Fee Payment Fund is operating satisfactorily in all prefectures visited. Doctors' bills for October were paid everywhere by 12 December, and those for November were to be paid by 15 January. In Nagano, however, the Medical Fee Bank, by request of the doctors, pays bills for one type of Insurance at a time with funds earmarked for each type, e.g., government operated H.I. bills at one time. Thus the same doctor may have bills paid for one account, and other bills outstanding for another account over a considerable period of time. The Insurance Section Chief has tried to revise this practice to make it conform to the regulations under which the Medical Fee Bank is to operate, but without success, because of the doctors. He stated further that this practice increases correspondence costs by 400 percent. He also claimed that because the Ministry is so slow in making its collections from government Mutual Aid Insurance Associations the money earmarked for doctors' bills under this type of insurance always come in very late.

g. In all prefectures it was stated that if employers report increases in wages as they should, within five days after they have been decided on, it would take at the most ten days to get the necessary information on premium deductions back to the employers. However, in all prefectures, especially Kanagawa, Nagano and Gumma there are repeated cases of non-reporting. In all prefectures, except Shizuoka, it was stated that there is evidence of collusion at times between employer and employee in not reporting wage increases, but that more often the employee is unaware of the fact that his wages are not being reported correctly. It is only if he gets sick that he will be rudely awakened to the fact by the small benefit which comes his way. The Insurance chief of Gumma stated that recently a person whose wage had not been reported correctly got sick and that immediately the employer reported the wage increase, but that it was not honored by the Insurance Section. The deductions were made retroactive to the correct date, but the insured person was not given his due benefit. The chief felt that it would teach him a lesson on checking the markings on his pay envelope. It was pointed out to the chief, however, that the correct markings might be put on the envelope without the wage having been reported to the Insurance Section, and that unless there was collusion the insured person should not be made to suffer.

h. According to information obtained in Nagano it is a common practice in all plants, businesses and even government offices in Japan for the employees to turn over their "HAN", with powers of attorney, to a designated person in the head office. In the case of plants and businesses it is the operator or the manager who usually requires this "HAN". This practice lends itself to all kinds of irregularities. Thus, in Nagano, the Insurance Chief reported that recently the benefit payments mailed to three sick persons were withheld by the plant operators and used for their own ends - to cover operation costs. He

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stated further that several plant operators have submitted fictitious sick lists, without the knowledge of the employees, and intercepted the benefit payments for the operation of their plants. In the cases discovered the plant operators were penalized. But this abuse may be wide-spread.

i. At the Kanto Regional Welfare Conference held at Kofu, Yamanashi, 25-26 January the following points were highlighted:

- (1) In many prefectures there are localities where N.H.I. is operating municipally with an Agricultural Co-operative N.H.I. association operating simultaneously to the advantage of the latter. A request was made of the Ministry representative that a law be passed to abolish all such cooperatives still existing in areas now municipally operated.
- (2) Because of the present method of listing dependents, lists are greatly falsified, with the result that many non-dependent persons are benefiting by medical care. It was decided that the only means available to correct this malpractice is to have each insured person list under oath the number and names of his dependents.
- (3) On the basis of a study made by Ibaraki prefecture concerning the post hospitalization care of T.B. cases in its prefectural T.B. sanatorium, it was resolved that every prefecture should have such a sanatorium and that, for its operation, it should get a national subsidy so as to guarantee the success of the preventive program. According to statistics presented by Ibaraki, it costs 5,000 yen per T.B. case per month in its sanatorium.
- (4) An appeal was made to the Ministry for additional personnel on a full-time basis for the N.H.I. program. It was agreed by the representative of the Ministry that the one allowed at present is not enough.

j. It was reported by the chiefs of the N.H.I. divisions of Yamanashi and Shizuoka prefectures that the Ministry is planning to transfer all insurance personnel from the collections division to the tax office. On 25 January a visiting official of the Welfare Ministry said that at present the general plan called for the transfer of the insurance personnel, not only of the collections division, but also of the qualifications division to the tax office. Because of the general confusion created by such information the insurance sections did not

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know how to plan programs for the future. Even those in the collections division of Shizuoka, who are not listed as qualified personnel, have had from three to four years of experience with insurance. If personnel experienced in insurance work are to be transferred to the tax office, insurance programs are bound to suffer as a result.

3. Child Welfare.

a. The Central Child Welfare Consultation Center of Tokyo-To, the Central Child Welfare Center and the Kawasaki Branch Center of Kanagawa prefecture were visited in company with Miss Alice Carroll, UNO, attached to PH&W, GHQ, SCAP. Two days were spent in each prefecture. The Tokyo Central Center is in a confused state primarily due to the overwhelming impact of the large number of vagrant children who are referred to the Center. During the last 15 months the intake load has averaged 280 children monthly. A staff of 15 professional persons is completely inadequate to cope with this volume, and still afford a constructive integrated handling of the problems involved. The personnel, by and large, represents stereotyped officialdom rather than dedicated service to children. There appeared to be strained relations between the Central and the Branch personnel, and between the Central and the Welfare Bureau Children's Section officials. The problem of handling the volume of vagrant children is of such magnitude that it directs the movement of the officials to the point where they have no freedom or time to shape a more constructive program. The leadership from the Welfare Bureau's Children's Section appears to be negative - the officials confining their comments to defensive statements and explanations, with no indication of an overall comprehension of the basic factors involved. The Kanagawa Centers do not have the problem of volume, and the staff seems to be vitally concerned with the fundamental needs of children. The prefectural Children's Section Chief, as well as the Central Center Chief, were fully informed and capable of participating in the discussions in an intelligent and constructive manner.

b. Article 13 of the Child Welfare Law seems inconclusive in the determination of the relation of the Mayor to the child welfare program, and of the place and function of the Jido-iin, especially in those local operations that have the paid worker system. The question was raised by the Director of the Seitama Welfare Department, who pointed out that under traditional policy all child welfare matters were the responsibility of the Governor, and that the Mayor had no authority to make decisions in these matters. The Child Welfare Law, Articles 12 and 13; Hatsu Sha No. 72; and Ji-Hatsu No. 50 were reviewed. It was pointed out to the Director that even though Article 12 of the Law says the Jido-iin are responsible to the Governor, Article 13 says that the Jido-iin shall take necessary instruction from the Mayor, and that reports by the Jido-iin to the Child Welfare Center shall be made through the Mayor. In addition Hatsu-Sha No. 72, paragraph 2, B, (4)

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says that the Mayor shall make determination of action under the Child Welfare Law. However, it is not clear what action is meant. Admittedly the various documents on this point permit several interpretations. As for example, the function and relationship of the Jido-iin in the 3 documents cited above:

- (1) Article 13 of the Child Welfare Law, while stating that the Mayor shall give necessary instructions to the Jido-iin, also states that the Child Welfare Center, apparently directly, may request the Jido-iin to make necessary investigations. Paragraph III, (3) of Chapter I of Ji-Hatsu No. 50 unequivocally states the Child Welfare Center may send the Jido-iin to the home of foster parent applicant to make the necessary investigation.
- (2) Paragraph 2, B, (1) gives the Jido-iin responsibility for referring children to the Child Welfare Center under Article 25 of the Child Welfare Law, but also states in (3) that the Jido-iin shall cooperate with the Child Welfare Official on the basis of information the Jido-iin may have as a neighbor.
- (3) Welfare Ministry Ji-Hatsu No. 186 of 4 March 1949 in paragraph V rather clearly indicates that the Jido-iin shall function in a complete relationship with the child welfare cases in his area.
- (4) The compilation of references to the Jido-iin shows him to have several relationships, some of which are in apposition to each other. He is responsible to the Governor; takes orders from the Child Welfare Center; takes instructions from the Mayor; and takes guidance and direction from the Child Welfare Official. He can refer directly to the Child Welfare Center; can report directly to the Child Welfare Center; but he must report to the Child Welfare Center only through the Mayor. He is responsible for investigation and guidance; but he shall cooperate with the Child Welfare Official when requested.

c. Based on the policy stated in Hatsu-Sha No. 72 the Saitama Welfare Department has issued instructions to the Child Welfare Center to utilize the full-time paid workers, where they exist, and to bring them into Center case conferences when their cases are under consideration.

d. In Urawa City the Child Welfare Official for the area will

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carry only the more difficult cases, with the less involved cases being the responsibility of the full-time paid officials. However the child welfare official will provide continuous consultation to the paid workers and their supervisor on the child welfare cases being carried by them. Henceforth all cases referred from Urawa City to the Center will be recorded in the city office, and will be referred to the Center through the Child Welfare Official. As previously the Child Welfare Official operated without use of the Jido-iin (because of their inability to function effectively), the function of the Jido-iin in the new organization will be restricted to case finding. For the present such cases found may be referred by the Jido-iin either directly to the paid worker, to the Child Welfare Official, or to the Child Welfare Center, but ultimately all referrals will be made directly to the paid worker of the district in which the child lives. This procedure achieves the necessary tie-in between the Center, with its specialized services, to the local office, with its accessibility and its generalized services, with the Child Welfare Official serving as liaison between the two operations.

4. Private Agencies.

Negative for January.

5. Disaster Relief.

a. The Disaster Relief Program was reviewed during the month in Gumma, Ibaraki, Kanagawa, Nagano, Shizuoka, Tochigi prefectures and in Tokyo-To.

b. In all instances plans were found to be up-to-date. Disaster Relief Boards and Working Committees have been established, and relief teams have been organized in all areas.

c. Inquiry was made of the welfare personnel handling the disaster program in each prefecture concerning the feasibility of a socialized disaster insurance program. In Tochigi this idea had already been discussed at length by the disaster committee of the Prefectural Assembly. No decision has been reached, but it was put on the agenda for the next Assembly meeting. In Gumma the Welfare Department chief favored national government coverage of all disasters by subsidy, as he judged that it would be too difficult to determine premiums in an area hit mostly by flood. In the other prefectures the idea was considered novel, but the officials reacted favorably to it with a promise to give it more thought as time goes on.

d. In Tochigi, Gumma and Nagano the welfare officials stated that some measures will have to be taken to relieve those prefectures of a crippling yearly disaster cost of three billion yen. Laboring

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with this debt the prefectures will not be able to balance their economies. Under the present Disaster Relief Law, no prefecture can look forward to any help from the national government as the damages limit of 5 percent of the total prefectural "Profit-tax" revenues, under Article 36, is so high that no prefecture can qualify unless it is ruinously crippled by disaster. The officials in all prefectures of Kanto region feel this protective limit under Article 36 of the Law should be lowered from 5 to, at the most, 1 percent.

6. Institutional Programs: Because of the outbreak of typhus fever among the vagrant population of the Kosei Kai Kan a visit was made to evaluate the general situation. The institution was found in a deplorable condition, with no improvement resulting from past inspections and recommendations. The official excuse is that plans contemplate the erection with public funds of an adequate building, at which time this place will be closed. The institution was placed under quarantine, restricting the 957 inhabitants to quarters for 2 weeks. The Health Bureau had carried out preventive measures on the group.

7. Other Important Welfare Matters.

a. Travel to the Ryukyuan Islands: A total of 43 applications were received, of which 45 were completed and forwarded. 14 approved applications were received from higher headquarters and delivered to the applicants.

b. Article 8 of Welfare Ministry Regulation No. 38 - 20 September 1946: During discussions with the Tokyo-To welfare officials of the application process they advanced the interpretation that the second paragraph of Article 8 is intended to protect those applicants for public assistance who feel stigmatized by applying. Therefore it is not necessary to secure an application when in the judgment of the Minsei-in or the public officials the applicant would lose "face". The officials are to secure further clearance on this point, as it was pointed out to them that it was felt the clause had reference to emergency situations when the applicant was unable to make formal application before the granting of immediate emergency assistance. This matter is deemed to be important as it may lie, along with other factors, at the root of the Japanese propensity to consider a request for aid as an application only after need has been established. In this connection paragraph 2, A, (3) of Welfare Ministry HATSU-SHA No. 72 of 31 October 1949 also presents a loophole by which the same interpretation could be made. The words "requiring assistance" could be interpreted to mean that an informal unofficial determination of need should precede the formal investigation. It is suggested that it might be more definite if the words "requesting assistance" were used instead of "requiring assistance".

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Hq KCAR, Annex B-2, Monthly Civil Affairs Activities Report, 1 January to 31 January 1950.

c. Kanto Welfare Conference

- (1) The conference was held in Kofu, Yamanashi prefecture on 25 and 26 January. The Ministry was represented by officials from the Social Affairs, Children's, and Insurance Bureaus. The Social Affairs Bureau official discussed the changing nature of the welfare operations, pointing out that many plans are in process of being developed, and referred to changes being made due to the Shoup mission recommendations. He stated that the paid worker plan now in effect in some places is an experiment, the success of which is uncertain - pointing out that to date past performances by paid workers have not been of a high standard. The Children's Bureau official said that subsidies in Child Welfare would be changed, and that other changes would result from the work of Miss Carroll.
- (2) Saitama presented a description of the paid worker system in Urawa City, and of the prefectural plan for the inspection of local operations. Also the recommendation was made that recipients of public assistance be included in N.H.I. in those places where such a program is in operation, with the DLSL grant paying the premiums.
- (3) Yamanashi described the 848 "Juvenile Clubs" that have been organized by the prefectural officials under the Ministry recommendation to develop Mothers' Clubs to combat delinquency. The program is essentially recreational.
- (4) Kanagawa presented a statistical analysis of the public assistance caseload, revealing that over 70% of the cases were comprised of 3 or less persons, that 75% had some sort of income from employment, that almost 100% were without able-bodied persons, 30% owned their own homes - 56% rented, and the remainder were inadequately housed, 30% desired an increase in grant, and 30% desired employment. Kanagawa also recommended strongly that there was a need for Minsei-iin as there would never be enough trained paid workers to fill the estimated need of 8000 for all Japan and 200 for Kanagawa, pointing out that Minsei-iin could be trained to take over the responsibility for finding jobs and home work for recipients.
- (5) Yamanashi also reported on the system called "Liveli-

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Hq KCAR, Annex B-2, Monthly Civil Affairs Activities Report, 1 January to 31 January 1950.

hood Guidance Official", which seems to be a staff of part-time paid officials, with fairly high educational background, who do the case work that the Minsei-iin have not been able to do. Their main activities seem to be to find employment for applicants and recipients.

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*Restricted*HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

Report for March 1950

Public Welfare Activities
Mr. William H. James

1. Public Assistance:

a. There was an increase (February over January 1950) of 20,131 persons receiving all types of Public Assistance in Kanto Region, and an increase of ¥47,935,555 yen expended for all types of aid during the same period. All prefectures reported increases. The largest percentage of increase was noted from Tokyo-To, Shizuoka, Nagano, Tochigi and Ibaraki. Due to lack of uniformity in methods of reporting statistics, the reasons for these increases are obscure. Unemployment is given as one reason for the increase but its importance as a reason is not known. Another reason not given, but probably an important one is an attempt to pad the reports to insure a high budget allocation, this being the end of the fiscal year.

b. Generally throughout the Region there has been an increase in demonstrations and protests by able-bodied unemployed against PESO offices for failure to provide more public employment assignments. While public works are not primarily a welfare problem, KaCAR Welfare Staff has made some studies on referral systems between PESO and local welfare offices, both as to referrals from welfare offices to PESO of applicants for Public Assistance, and referrals from PESO to welfare of those persons for whom jobs cannot be found and where need is a probability. For the most part there is a uniform system of referral from welfare offices to PESO of all applicants for Public Assistance. There is apparently no referral system employed by PESO to refer possible needy cases to welfare when no jobs are available. Needy persons who cannot find employment must find their own way to the public welfare office or Minsei-in to apply for assistance. The actual percentage of increase in unemployment is not known, and is hard to get. Labor statistics are by no means adequate in this regard. But with an increase in demonstrations and protests over lack of public employment opportunities taking place in every prefecture, particularly by the groups identified by PESO as "day laborers", this referral system from PESO to welfare will become increasingly important. One example as to the possible seriousness of this situation can be sighted from Shizuoka, where a conference was held recently between KaCAR welfare personnel, prefectural welfare personnel and members of the prefectural labor section. The labor section estimated that there are 38,000 able-bodied unemployed in the prefecture. Of this number 2,000 were receiving about 20 days a month public works employment,

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and 10,000 has been given so-called "unemployment books". This 10,000 represent those who may or may not be receiving Unemployment Insurance. The other 26,000 were apparently getting along without help of any kind. The welfare officials said that if employable persons apply for assistance, they are given grants, if their income is less than the minimum standard. However, it is quite apparent that there is a reluctance to grant Public Assistance to employables. While Shizuoka officials could not give any figures on the number of such cases that have been placed on the Public Assistance rolls, a study in Kawaguchi City revealed that only 20 day laborer cases were opened for supplementary relief under DSL during the past six months, although some 1,400 were registered for public work. Another phase of this problem, that is under study and about which little is known and little can be determined, is the number of cases referred by welfare offices on the usual routine clearance with PESO before DSL grants are approved. It is known that in some instances PESO refuses to issue statements to those cases that no jobs exist. In this case, of course, Public Assistance is not granted, and in most cases in Japan rejections, for whatever reason, are not recorded, so no record appears of the number of such cases. All the above simply exemplifies the difficulty of assessing the seriousness of the unemployed situation, or adequacy of assistance available to unemployed to insure a minimum standard of living.

2. Child Welfare: Child Welfare activities in March were concerned with the operation of these programs in the municipal offices reviewed. (See summaries of attached administrative reviews.)

a. The size of the DSL case loads in reorganized offices is of concern as case workers find little time left for child welfare. It has been increasingly evident that the total load has to be about 30 cases in order to expect work to be done on child welfare.

b. The problem of children not attending school because of the family's economic situation is as pressing as ever. In Tsuchiura City 231 or 13% of the 1,287 children of compulsory school-age are out of school.

3. Private Agencies: Negative.

4. Institutional Programs: Negative.

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5. Administrative Organization:

a. Continued progress is being made in Tochigi, Ibaraki and Saitama in regard to their implementation of Hatsu Sha #72 and the extension of this instruction to an increasing numbers of communities.

b. In Ibaraki, all the communities (three cities and six towns) with populations over 20,000 were asked to submit plans in January 1950 for their reorganizations to take effect as of 1 April 1950. The three cities have done so with no increase of staff in Mito City and with one additional person in Tsuchiura City.

c. In Tochigi, Utsunomiya City's reorganization also took effect as of 1 April 1950. The remaining four cities' welfare offices in Tochigi have also been designated by the prefecture for reorganization and are meeting with the prefecture in April to discuss the steps involved.

d. By 1 January 1950 the six cities in Saitama were all functioning with a case work staff assigned geographical areas; Urawa City since March 1949 and Kawaguchi City since June 1949. In addition seven of the 11 designated major towns have also reorganized.

e. During March a review was made of the Nagano City welfare office's plans in reference to operating under Hatsu Sha #72. It is the officials' plan to commence operation by 1 April 1950. As has been previously stated Nagano City in November of 1949 appointed eight case workers. These case workers will continue being case workers after 1 April 1950 and will be paid 100% by city funds. Upon reviewing the assignments of staff members it was found that the case workers will not handle matters relating to the Wayfarers Law - but one staff member who has been handling it in the past, and who is located at the wayfarers' dormitory. This individual will also conduct the investigations.

(1) Method of relief payments to clients will remain the same, i.e., clients will be paid through the nine district offices. The now existing district Minsei-iin councils will continue to meet monthly as well as the one Minsei-iin "cho" council - however, the Minsei-iin "cho" council will not meet to review or be informed of the case decisions but will meet to discuss the broad aspects of welfare matters. The area councils will meet to receive the case decisions, with area case worker, head of area office and Minsei-iin in attendance.

(2) All present matters now in operation, which are contradictory to Hatsu Sha #72, are to be revised according to the officials. A suggested reorganizational chart was explained in detail -

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which complies with the directive, also the system of case recording, case identification and filing as well as the central file index was explained. It is felt that the prefecture as well as the city officials is making an earnest effort to have the cities' operation fully comply with the directive and are interested in the development of the case worker system, not only in Nagano City but throughout the prefecture.

f. In March a review was made of the second draft of Chiba City's reorganizational plan. The following information was obtained;

- (1) Here again it is the city officials' plan to continue holding the 11 area Minsei-iin councils; however, after an explanation by Welfare Officer in reference to the advisability of holding only one council, officials agreed that only one was necessary. Time will tell whether they actually carry out such a plan.
- (2) In their reorganizational plan the delivery of medical tickets are to be handled by staff, other than the case workers. It was explained that this type of aid falls in the same classification as the four other types of aid, which the case workers are to handle; and therefore medical aid should also be administered by them. The officials upon completion of this explanation agreed to have the case workers also administer medical aid.
- (3) Another separate staff assignment of "need, which would not be handled by case workers, was in relation to "old" people's affairs". Again it was explained "need" of this group was the case worker's responsibility.
- (4) Their latest plan calls for assigning four of the present staff as case workers and hiring five new case workers. One of the case workers who will handle an area will act as the case supervisor. Officials did not believe it would be necessary to appoint a separate person as case work supervisor or intake worker. Budget has been approved for new case workers.
- (5) Land and house rent control, which was formerly a function of the Welfare Section, was transferred to Commerce and Industry Section of the city office, at Welfare Officer's suggestion.
- (6) Through the media of so-called in-service training meetings, which have included city welfare and district officials as well as Minsei-iin, the prefectural officials have endeavored to disseminate information regarding Hatsu Sha #72 and to obtain the co-operation of all groups concerned. There have been small groups of Minsei-iin who have not been in accord with the directive, in relation to withdrawing

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responsibility away from them - and these groups have spread their discontent amongst other groups. In spite of this the officials feel that in the most part the Minsei-in are willing to co-operate - and as a countermeasure in addition to the meetings mentioned previously the officials are informing the Minsei-in of other types of activities that they may engage in, and be of assistance as volunteer workers. The officials stated that the Minsei-in Remmei have given their complete co-operation in reference to the change under Hatsu Sha #72.

6. Social Insurance:

a. During the course of the month this section conducted partial reviews of the Insurance Sections of Gumma, Ibaraki, Kanagawa, Nagano, Tochigi and Yamanashi prefectures and Tokyo-To. In each of these prefectures, except the latter, it conducted inspections of the Medical Fee Payment Fund Bank. In addition, it examined the operations of N.H.I. in one town and two villages, and inspected one N.H.I. hospital, two N.H.I. clients, three fishermen's co-operative associations, one fishing company and one marine transport company.

b. (1) In Ibaraki, Nagano, Tochigi and Yamanashi special attention was devoted to the district organization and the operation of N.H.I. Ibaraki has 14 district offices, Nagano 16, Tochigi 9 and Yamanashi 8. Ibaraki has one third class official assigned to each district office to handle N.H.I. programs on a full-time basis. Tochigi likewise has one in each of six district offices at present, and plans to assign one to each of the remaining three district offices in the near future. Unlike these two prefectures, Nagano and Yamanashi have no officials or employees designated specifically for N.H.I. work. The job is handled there on a part-time basis by any of from five to seven welfare personnel, as the need occurs. In Nagano additional help is received from one N.H.I. prefectural federation employee placed in each district office. In one district of Tochigi, where a district N.H.I. federation has been established, this latter body supplies one full time employee to the district office and enlists the services of two part-time employees, who are at once federation employees and district office government clerks. These latter receive "consolation fees" for their services to the federation, but no regular salary.

(2) In each of these four prefectures, as in the other six of Kanto Region, the Insurance Section Chiefs indicated that to carry on and extend N.H.I. programs successfully they would need from three to five full-time personnel assigned to each district office. In line with this view of N.H.I. personnel needs, questions were put to the officials concerning the relative merits of direct and indirect supervisory control of N.H.I. personnel working in districts, and of the re-districting of

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prefectures. Opinions varied. In Nagano the chiefs of the Welfare Department, and of the General Affairs Section of the Welfare Department stated that they were in favor of re-districting so that the welfare section and N.H.I. personnel in districts would come directly under the Welfare Department. In Yamanashi the opposite opinion was expressed. There both the Welfare Department Chief and the Insurance Section Chief stated that the district office chief in actuality is more important than the governor, and for that reason should be left in control of welfare and N.H.I. personnel, but dealt with diplomatically to enlist his full support of N.H.I. and other welfare programs.

c. N.H.I. federations exist at prefectural level in all the prefectures where reviews were conducted this month. Besides the prefectural body, in Gumma there are two entirely separate district N.H.I. federations; in Tochigi there is one. Whether at prefectural or at district level these bodies follow the same general pattern; and aim at the same purpose - the spread of information on N.H.I. In Yamanashi the federation publishes a little pamphlet monthly: "The N.H.I. Companion", a copy of which is sent to each municipality or society operating N.H.I., and at times to each home in a locality where the federation is concentrating on its information program. The federation in this prefecture has a board of directors of 26, all unpaid, and a clerical staff of 9, paid on an average 5,900 yen per month (top salary 11,000 yen; lowest 2,700 yen). The federation is financed as follows: 1,000 yen from each municipality or society operating N.H.I.; 20 sen from each insured person; 5 per cent of 14,000,000 yen national subsidy to municipalities and societies operating N.H.I.; 2 yen per case for handling the clerical work on all N.H.I. medical bills of practitioners not connected with hospitals or clinics directly operated by N.H.I. From all these sources the federation received a total of 1,300,000 yen during the past fiscal year. The sum, it was said, was not sufficient to cover the salaries in addition to operation costs.

d. (1) The examining of N.H.I. medical bills varies from prefecture to prefecture. Usually these bills are examined at prefectural level by the N.H.I. Medical Fee Adjustment Council, as in Nagano and Yamanashi. In the latter the adjustment council consists of 10 doctors, including general practitioners, N.H.I. institution doctors and public institution doctors, and of three dentists. The council charges 3 yen per bill for N.H.I. medical bills. In this prefecture the same council examines all Public Assistance medical bills as well, at a charge of 5 yen per bill. The monthly average of P.A. bills examined is 1,200. Each of the members of the council receives 350 yen per month for his services. The Insurance Section Chief of Yamanashi Prefecture feels that all medical bills would run higher were it not for this examining body, as several bills each month have to be reduced. However, when a comparison

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was made between N.H.I. bills and P.A. bills it was found that the latter exceeded the former by 500 per cent. The Welfare Department Chief, thereupon, decided to experiment on reducing P.A. bills by using a form similar to that used for the insurance medical bills.

(2) The disposition between P.A. and N.H.I. medical bills, as evidenced in Yamanashi, exists generally throughout all the prefectures, though in some it is not as great; and exists also between P.A. and H.I. bills. Among the reasons offered for this disproportion are the following:

(a) Persons receiving P.A. medical aid are usually old cases, less health-conscious, and, as a result, less prompt in seeking medical care, thus resulting in chronic ailment.

(b) Dependents under the H.I. program and those covered by N.H.I., knowing that the longer they stay in hospitals, or receive treatment after they are moderately well, the greater will be the half of the bill which they themselves must cover, will usually try to get home and to work as soon as possible. Not so P.A. patients. They invariably aim at enjoying a period of rest and recuperation at public expense.

(c) There seems to be a greater number of T.B. cases covered by P.A. than by social insurances.

(d) Doctors, under the present economic stringency of the country, derive most of their income from the treatment of social insurance and P.A. cases. As they are assured of prompt payment of P.A. bills, and as there are fewer limitations on services rendered under P.A., together with less rigid controls by examining boards, they favor P.A. cases with a great deal of extra treatment, especially injections of all types, usually unnecessary, with a view to increasing the bills they are sure to collect.

e. (1) As mentioned in par. 1. a., the Medical Fee Payment Fund Banks of six prefectures were inspected during the month. In Ibaraki and Tochigi the banks occupy part of the prefectural buildings, free of charge. In these two prefectures and Yamanashi the Insurance Section Chief is also head of the Fund Bank. Besides this, in Tochigi he, together with the Welfare Department Chief and the referee, is a member of the auditing committee of eight. As head of the bank the Tochigi Insurance Chief receives no remuneration, but as a member of this committee he and the other officials receive 1,000 yen per month. Last year they received a bonus instead of a salary. The Insurance Chief of Yamanashi received a bonus of 10,000 yen for his services at the end of

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last fiscal year. It was decided by the prefectural government, however, that he would have to refund this money, as by their interpretation of existing regulations he was not entitled to it in his capacity as a public official. The Tochigi Fund Bank has a clerical staff of fourteen with an average base pay of 6,500 yen monthly.

(2) (a) In Gumma the Fund Bank is established in its own building, purchased last year. In Nagano it occupies part of a well-constructed building for which rent is paid. In these two prefectures the Fund Banks pay medical bills on a category basis. Thus at the time of inspection the Gumma bank had completed payments on medical bills as follows;

1. All bills for government-operated H.I. for December 1949.
2. All bills for H.I. Associations for October 1949.
3. Mutual Aid Association bills for September 1949.

(b) The Insurance Section Chief and the head of the bank favor the payment of medical bills on a category basis, and claim that so do the doctors. They admit that the costs for correspondence are increased 400% by this method of payment, and state that the doctors prefer to have their bills so classified to facilitate the keeping of their accounts, to insure that remuneration will be forthcoming from at least one of the programs, and to be able to remain prospective patients that their associations or insurers are delinquent in their premium payments. Strange as it may seem, the head of the bank considered this last mentioned resultant to be a salutary whip to speed up premium collections, rather than a detriment to the whole social insurance system. He did not consider that the insured person is not at fault for the delinquency of premium payments and that the smart of the insult from the insurance doctor would drive a patient to seek medical aid elsewhere, with the result that the medical cost would increase eventually beyond control. In Nagano, the head of the bank stated of his own accord that were it not for the prompt payments he has been able to make on medical bills (all bills are paid within six weeks) the category system which he has followed would have a very bad effect on social insurance programs in proportion to the tardiness of premium payments. Accordingly, he said that although he felt it involved less bookkeeping for him to pay by the category method, as money comes to the bank broken down according to insurance programs, yet he would consider the possibility of changing his payment system because of the evil effect which might otherwise result.

(3) There is a general complaint from all prefectural insurance sections and from all Medical Fee Payment Banks throughout Kanto Region against the extreme slowness with which the Government

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Mutual Aid Associations, operating under the various Ministries, meet their obligations to the Fund Banks. It is chiefly because of this slowness that a great portion of the doctors' bills in Gumma prefecture are six months overdue. The head of the bank in Nagano stated that he sent a committee to the various Ministries in 1949 to investigate the reason for this delay. This committee discovered that the personnel in the Ministries assigned to handling the Mutual Aid Association accounts had to dig through piles of dust-covered papers, stacked at random through the various offices, before they found the necessary papers to substantiate payments well over six months in arrears. The Insurance Chief of Yamanashi stated that he had witnessed the same lackadaisical mishandling of important papers by personnel in the various Ministries assigned to take care of Government Mutual Aid accounts. The Insurance Chiefs of all prefectures in Kanto Region claim that the chief reason for this disregard and mishandling of accounts stems from the fact that at Ministry level this duty is assigned, as a part-time job, to clerks devoid of experience in insurance matters and unaided by the supervision of competent insurance officials.

(4) Another contributing factor to the delay in the payment of doctors' bills is the method of collecting H.I. medical bills from many H.I. associations in other prefectures indirectly through the Medical Fee Payment Fund Banks of those prefectures, rather than directly from the associations themselves. The Insurance Section Chiefs and heads of the Fund Banks in all prefectures visited, except Tokyo-To, favor the direct method of collecting these bills. They give as their reason the fact that they are rather successful in collecting H.I. medical bills directly from certain few designated H.I. associations in other prefectures. The Insurance Section Chief and the head of the Fund Bank of Tokyo-To strongly oppose the direct method of collecting these bills. Coincidental with this opposition is the fact that Tokyo-To Fund Bank owes the banks of other prefectures sums ranging from 552,145 yen (to Yamanashi) to 1,700,000 yen (to Gumma, ever since October 1948). The Saitama Fund Bank is also greatly in debt to other banks. The debts of these other banks to that of Tokyo-To are in each case rather small. The Insurance Chief of Tokyo-To claims that if the direct method were adopted exclusively all would go on the basis of "first come, first served" and that the prefectures to the far south and far north would always come late and get nothing, as some H.I. associations are so burdened with debt that they can barely keep operating.

f. The operation of N.H.I. was examined in Yashiro-machi, Hanishina-gun, Nagano; in Fuji-mura, Seta-gun, and Niya-mura, Kitakanre-gun, Gumma. In the two former N.H.I. is operated municipally; in the latter by the Agricultural Co-operative Association. As Yashiro town is very close to Nagano City and has excellent bus and train service the

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town decided to utilize the Nagano National Hospital and the Kamiyanada National Hospital, both in that city. A contract has been drawn up with both. The medical fee point is valued at 10 yen. The patient does not need to pay cash even for the initial visit. All the visual benefits are provided for. The population is 5,000 (990 families); 4,331 (930 families) are covered by N.H.I.; 26 families are covered by H.I. and Government Mutual Aid; 26 receive public assistance. Fuji village, Gumma, is much larger. It has a population of 15,029 (2,450 families), of whom 14,326 are covered by N.H.I. Of the remaining 703 persons (148 families) nearly all are covered by H.I. and Government Mutual Aid. 26 families receive public assistance. This village has an excellent modern 6 bed clinic, fully equipped and completed in April 1949. The association employs one doctor and two clinical nurses on a full-time basis. It has, besides, three public health nurses. This personnel is reasonably well paid. The benefits include 50 per cent of medical and dental care for in patients and a maternity allowance of 100 yen (soon to be increased to 300 yen). The clinic serves several neighboring village operating N.H.I. All certificates are honored for persons from these villages. Premium collections reached 86 per cent in March. There was evidence of good management and efficient operation of the N.H.I. program in this village. In Niya village, with a population of 4,800 (799 families) 4,156 persons (655 families) are covered by N.H.I. Of the remaining number 20 families are covered by Government Mutual Aid, 47 receive public assistance, 20 work in neighboring village factories and are covered by H.I. The remaining 57 are migrants or refugees from cities without an established residence. The Association has a small clinic (no beds) and employs one doctor, one clinical nurse and one public health nurse, all three on a full-time basis. The doctor receives 17,000 yen monthly - the public health nurse only 4,400 yen and the clinical nurse a meagre 2,600 yen. As it was stated that collections are kept at 25 per cent or more and that the association makes a profit of 10,000 yen monthly, the directors were urgently encouraged to consider a sizeable increase in the salaries of both nurses, especially that of the clinical nurse. The standard benefits are provided by the association. In this village there is room for a great deal of improvement in the operation of N.H.I.

7. Disaster Relief: Negative.

8. Other Important Welfare Matters: Negative.

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PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/an

31 January 1950

SUBJECT: Summary of January 1950 Public Welfare Activities in
Ibaraki, Tochigi and Saitama

TO: Mr. Roland J. Artigues, Chief
Public Welfare Section
Kanto Civil Affairs Region
APO 500

1. Public Assistance:

a. Summary table of recipients and costs of public aid in
Ibaraki, Tochigi and Saitama

Prefecture	Percentage of Persons to Population	Total Persons	Amount in Yen	Amount of increase or decrease over November 1949	
				Persons	Amount
Ibaraki	1.2%	36,023	19,077,022	↑ 505	↑ 606,015
Saitama	1.9%	41,711	26,448,508	↑ 374	↑ 1,830,350
Tochigi	1.5%	24,940	16,199,842	↑ 1,339	↑ 574,379

b. An increase in persons assisted as well as costs occurred
in all three prefectures. Reasons for this was attributed to

- (1) A decrease in earnings on the part of widows and
others who had been engaged in minor "blackmarketing".
Because of the increased supply of merchandise and

food on the open market these persons are no longer able to derive an income from the sale of commodities at illegal prices.

- (2) An increase of unemployment on the part of part-time workers and widows, and
- (3) An increased number of persons who need help because of illness.

c. Average DLSL Assistance for December and November 1949
(aid to persons in communities)

Prefecture	November	December	Amount of Increased <i>Decrease</i>
Ibaraki	425 yen	417 yen	- 8
Saitama	507 yen	544 yen	+37
Tochigi	489 yen	506 yen	+17

d. In Saitama the average grant per ^{Person receiving} livelihood assistance case is 445 yen which is approximately 100 yen less than the average for all type^d aid under the DLSL to persons in communities. In Urawa City a review of the average grants, income and needs for livelihood cases for the months of December and November revealed the following:

(1)

November	Living Expenses	Income	Grants
471 families (1,457 persons)	1,629,649	752,022	877,627
Average per Family	3,460	1,596	1,863

Average per Person	1,118	516	602
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Note: Of the 471 families, 85 or 18% had no income; ^{remaining} for the 386 families with income ~~grants~~ average 1,948 yen.

(2)

December	Living Expense	Income	Grants
480 families (1,494 persons)	1,673,387	764,302	909,085
Average per Family	3,486	1,592	1,893
Average per Person	1,120	511	608

Note: Of the 480 families, 89 or 21% have no income; ^{remaining} for the 391 families with income ~~the grants~~ averaged 1,955 yen.

e. Relief in Kind distributed in December:

	Quantity of Item	Kinds	Value of Commodities
Saitama	1,466	Blankets, Coats and Trousers	1,624,476
Tochigi	Not reported	Clothing and Blankets	870,370
Ibaraki	Not reported	Textiles and Clothings	481,611

2. Administrative Review:

a. In accordance with OD 53 "Public Welfare" dated 20 October 1949, Inclosure 1 paragraph 3, the summaries of the three public

assistance administrative reviews completed in January are attached.
(See attachments A, Mito City, B, Urawa City and C, Utsunomiya City.)

b. The completion of these three administrative reviews, one in each of the capital cities of Ibaraki, Saitama and Tochigi prefectures revealed

- (1) That the Urawa City's Welfare Office is superior in every respect to the other two. The staff has primary responsibility for all public welfare services. A greater interest and concern is evident on the part of these officials towards the individual needs of people coming to their attention.
- (2) Although the Utsunomiya City Welfare Office is superior to that of Mito City it has failed to progress adequately because of its lack of a rational form of organization and structure. Even though this office has had two full-time "professional investigators", ^{for} over 2 years ago neither of these persons handle cases as total entities. Their time is spent primarily on duplicating Minsei-in investigations. Other staff members then proceed to keep the case records and to process the cases for assistance grants.
- (3) Mito City had the most confused office with only one of their 12 staff members really aware of major office operation agency policies and procedures ^{under} on the

DLSL. Numerous violations of Welfare Ministry Instructions and Welfare Laws were revealed.

(See Attachment A)

- (4) Mito City and Utsunomiya City accepted suggestions for reorganization and both have sent representatives to the Urawa City Office to observe their method of organization and case handling.

c. The application of Hatsu Sha 72 under the DLSL continues to be a topic of major interest in the part of Saitama and Tochigi. In Saitama, Kawagoe City is operating along the line of this instruction and is functioning similar to Urawa City. The other 4 cities in Saitama as well as designated other large communities are making plans accordingly. In Tochigi Hatsu Sha 72 has been forwarded to all Mayors and district chiefs as an instruction from the prefectural Welfare Department.

3. Child Welfare

a. The Chief of the Saitama Welfare Department has issued instructions to the Child Welfare Center to involve the full-time paid case worker from local offices in the center conferences on cases from their areas.

b. In Urawa City the Child Welfare Official for the area will carry only the more difficult cases and the less difficult cases will be carried by the full-time case worker. However the child welfare official will provide continuous consultation to these case workers and their supervisor on all the child welfare cases they handle.

All cases referred to the Center will be recorded in the city office and will be referred to the Center through the Child Welfare Official. The Jido-ian will be assist in Child Welfare case findinn and will be expected to ultimately refer all such cases directly to the case workers of the district. For the time being Jido-ian may make their referrals directly to the city office, Child Welfare Official or Child Welfare Center.

c. Administrative reviews of the Ibaraki and Tochigi Child Welfare Centers which were begun in January will be completed in February. The findings of these reviews will be submitted in next month's report. However, the pattern of operation is similar in all the centers except for ^{the} degrees in which Child Welfare Officials are involved in the Center's study of ^{individual} the cases. All the Centers are investigating Foster Home applications and are responsible for following through on these applications until the opinions of the Prefectural Child Welfare Advisory Council are secured, the Governor's approval or disapproval is secured and the families are registered. The Center Staff is also responsible for selection of the Foster Home in which a Foster Child is placed.

4. Other Important Welfare Matters:

a. In-Service Training and Scholarship Programs

(1) The In-Service Training plan prepared by the Tochigi Prefectural Welfare Department was inadequate primarily because it

(a) Placed the responsibility of inservice training director on a sub-section head who lacked suffi-

cient authority to coordinate and plan inservice training programs. The chief of the Welfare Department indicated various reasons why no additional position could be set up for this job, which would place the position on the same level as section chiefs or slightly above section chiefs. His reasons were related to possible objections from other department chiefs in the prefecture who would then also want such a position for their departments. Finally the chief agreed to consider appointing the chief of the Social Affairs Section as inservice training director and to have the previously appointed sub-section chief serve as an assistant inservice training director until a full-time inservice training director could be appointed.

- (b) The inadvisability of having a person in each section also charged with inservice training was pointed out. Originally this plan had been set up because the sub-section head per administrative practice could only ask other sub-section heads or their subordinates to cooperate on inservice training. If the social affairs chief is inservice training director there will be no need for a staff person in each section to also be charged with inservice training duties.

(2) A full-time inservice training director was secured by the Saitama Welfare Department on 6 January 1950. This person, Mr. Muramatsu (age 46), is a graduate of the Japan University Social Work Department who has had some 20 years experience in the social work field. Pending his appointment within a month or two months as a prefectural official (Shokutaku) he is being paid by the Saitama Social Work Association. Mr. Muramatsu will work under the chief of the Welfare Department but will for the present be attached to the social affairs section. It was agreed that he will be charged with the responsibility for planning and organizing inservice training programs for the welfare staff of the prefecture, districts offices, local offices and institutions. His major emphasis is to be on the training of the full-time paid staff at all levels of operations.

(a) Welfare Officer's suggestions on these matters:

1. That the Inservice Training Director be charged primarily with planning and organizing and coordinating the inservice training course and that he utilize welfare officials and welfare specialists as lecturers instead of giving lectures himself.
2. That he organize research and study courses.

of welfare officials.

3. That he focus the training program on the full-time paid welfare officials rather than on the volunteers such as Minsei-in and Jido-in. The volunteer training can then be turned over to the local communities concerned.
 4. That the welfare department sections centralise the inservice training function in the full-time director and not break the work into parts by also assigning particular section staff members to this work.
- (3) Inservice Training responsibility in Ibaraki is at present the responsibility of the assistant to the chief of the child welfare section of the prefectural Welfare Department.
- (4) Tochigi is requesting in their budget for 1950 - 1951 prefectural funds for 3 scholarships to students of the Japan School of Social Work. Each scholarship amounts to 3,000 yen per month which covers tuition and part of minimum living needs. Last year Tochigi had a similar budget but only succeeded in ^{securing no person} granting ~~one~~ scholarship. Emphasis this year is to be placed in selecting persons who are working in welfare programs and are qualified to attend the school. No community

chest funds have been made available for this purpose in Tochigi.

- (5) Saitama Community Chest Committee is allocating 400,000 yen for 1949 - 1951 to the Saitama Social Work Association which is to be used as scholarships for Japan School of Social Work Students.

b. District Welfare Offices:

- (1) In Saitama, the Welfare Department is completing a study of its district (Gun) Welfare Sections in order to ascertain the advisability of placing these sections under the Welfare Department's direct supervision. The Governor has indicated that he is willing to do this if it can be proved that this change will result in improved welfare services in Saitama. As part of the Prefectural study KCAR and the Prefectural Welfare Department Officials are completing an administrative review of the Kitaadachi District Welfare Section. Thus far the major findings of this reviews are as follows:

- (a) This District Office has 5 sections. One of which is the Welfare Section. The staff of the various sections range from 38 in the Taxation Section to three in the Sericulture Section. Of the 94 persons employed in the District Office, six are in the Welfare Section. Actually the

Welfare Section has 9 persons as three are paid by private agencies, two who work only on NHI are paid by the Prefectural NHI Federation, and one who acts as liaison between Prefectural private agencies and the Town and Village is paid by the Kitaadachi Social Work Association. The staff capacity of the 6 in Welfare Section who are paid out of prefecture funds was increased to 8 persons this month.

- (2) Relationship of chief to District Welfare Section to Towns and Villages and to chief of Welfare Department.
- (a) Prefectural instructions to Towns and Villages are all addressed to the chief of the District Office, so it is his authority to interpret the instructions in his own way and in accordance with the district situation. Accordingly the chief of the District Office decides the method of carrying out the instruction and the chief of the District Welfare Section has to adhere to the District Chief's interpretation of the instruction and methods of carrying it out.
- (b) In relation to personnel the capacity for the entire District Office is decided by the Prefectural General Affairs Department's Secretariate.

This number is given to District Chief who can then decide the capacity of each section.

Actually for the latter, the District Chief has to secure the understanding of the Prefectural General Affairs Department's Secretariate but not their approval. The District Chief can decide the Welfare Section Staffing as well as that of other sections by himself.

- (e) Within the scale of the capacity for the sections decided by District Chief, he can appoint the personnel of the section. If this means merely shifting personnel in his own office he can do it by himself without anyone's approval.

However when a section chief is to be appointed, he secures the understanding of the Prefectural Department Chief concerned - actually notifies Department Chief of the appointment. All appointments from outside the District Office must be cleared through the Prefectural General Department's Secretariate. All appointments from within District Office to Section Chiefs must be cleared through the Prefectural General Affairs Department because of salary and grade.

1. There has never been any Welfare Section Chief appointed which welfare department has

objected to. Even if the Welfare Department Chief objected but the District Chief believed his selection was satisfactory the person would be appointed any way.

- (3) In general the District Chief has more influence with Towns and Villages than the Prefecture because of
 - (a) The district staff's closer proximity and frequency of contact with Towns and Villages. That is there are more visits and inspections made to these communities by district personnel than is made by the Prefecture and as a result there is a closer relationship.
- (4) However, the district chief admits that the Prefectural Department and Section Chiefs carry more influence on matters concerning their particular Department. For example in Welfare:
 - (a) The Welfare Department Chief or Protection Section Head is looked up to as a person who knows the public Welfare programs best in the prefecture.
- (5) The Prefectural General Affairs Department, as such, carries influence in regard to Town and Village's personnel capacity, and budgets.
- (6) The Prefectural Governor Osawa is interested in increasing the District Office Staff as he believes this is necessary for the democratization of Saitama. The staff needs to be increased because

- (a) The Prefecture should know the actual situation in Towns and Villages and cannot now with present District Staff.
 - (b) More District Officials should be sent out to Towns and Villages and more frequently.
 - (c) Towns and Villages should be better acquainted with what Prefecture is doing.
- (7) The Chief of the District Office gives orders and instructions on matters of policy and planning directly to the Welfare Section Chief. On small matters, the District Chief gives order directly to the subordinate section personnel. Since the Assistant District Chief is in the same office with Chief, the section Chiefs bring their problems to both at same time. If the assistant Chief were in a separate room the section chiefs would first have to go to the assistant chief.
- (8) The Prefectural Welfare Department Chief believes that the District Chief in general carries more influence over Towns and Villages than Prefectural Section Chiefs, but the Chief of Welfare Department carries more influence than the District Chief on Welfare matters and is not too sure whether on specific Welfare matters Prefectural Section Chiefs concerned carry more influence than District Chief.

5. Individual Interviews with the District Welfare Section Staff (excluding 2 persons on NHI program) revealed that most of the staff time is spent with

a. Merely forwarding the Prefecture's documents and instructions to the 45 towns and villages in the District, and rewriting and duplicating over 60% of the Prefectural materials.

b. Most of the staff were of inferior ability and would obviously be unable to function well as field inspectors.

c. One person is responsible for administrative reviews of public welfare offices. His reports lacked sufficient detail and analysis of deficiencies found.

d. Now welfare functions such as handling of ground and house rent applications for increases are the responsibility of this welfare section.

e. Inservice Training programs developed by the section were inadequate. An example of one type is a trip which Minsei-iin and some Welfare Officials made to Shizuoka Prefecture to visit an old age home which was primarily to provide recreations to the Minsei-iin who had been working hard. Another trip included a Minsei-iin visit to a paper mill in Saitama.

6. Junior and Assistant Minsei-iin:

a. Although Junior and Assistant Minsei-iin have been discouraged in Saitama a December newspaper article brought to the attention of the KCAR and the Prefectural Welfare Department the organization of a Junior Minsei-iin system in Motoizumi village, Kodama Gun. This

group was formed by school teachers and Minsei-iin and was sanctioned by the local welfare office chief. The group was established following community meetings on the national wide Juvenile Delinquency Prevention Week in November. The prefecture's initial investigation of this group revealed that the children were organized for the purpose of carrying out functions similar to that of the Minsei-iin and were to form an assistant Junior Minsei-iin system to help them.

b. In Tochigi Prefecture, the prefectural officials reported Junior Minsei-iin groups were established over a year ago in Tochigi City and Akomi Village, Oso Gun, by the Minsei-iin. In these areas as far as the prefecture knows the Junior Minsei-iin are social and recreational groups. Assistant Minsei-iin are used in Kano Village, Shimotsuke Gun. The prefectural officials agreed to investigate the functions of both the Junior and Assistant Minsei-iin and report their findings to KCAR.

c. Ibaraki Prefecture has encouraged the use of Assistant Minsei-iin in accordance with instructions received from the Welfare Ministry and recommendations from the Minsei-iin Federation. (See report on Mito City Administrative Review)

d. The inadvisability of having either Junior or Assistant Minsei-iin system has been discussed in all prefectures. Ibaraki seems most interested in keeping the assistant Minsei-iin system and as an example of their justification the following is quoted from comments made by the assistant chief to the Prefectural Child Welfare Section:

"During the war the Homen-iiin could use the Heads of Blocks and Districts as a source of information that Minsei-iiin needed about families - but as that system was abolished after the war the Minsei-iiin did not know how to get this information about individuals. So they had to find somebody else to give information and the answer was the assistant Minsei-iiin."

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