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will be subject to the Supreme Commander, who will possess all powers necessary to effectuate the surrender terms and to carry out the policies established for the conduct of the occupation and the control of Japan.

"In view of the present character of Japanese Society and the desire of the United States to attain its objectives with a minimum commitment of its forces and resources, the Supreme Commander will exercise his authority through Japanese Governmental machinery and agencies, including the Emperor, to the extent that this satisfactorily furthers United States objectives. The Japanese government will be permitted, under his instructions, to exercise the normal powers of government in matters of domestic administration. This policy, however, will be subject to the right and duty of the Supreme Commander to require changes in governmental machinery or personnel or to act directly if the Emperor or other Japanese authority does not satisfactorily meet the requirements of the Supreme Commander in effectuating the surrender terms. This policy, moreover, does not commit the Supreme Commander to support the Emperor or any other Japanese governmental authority in opposition to evolutionary changes looking toward the attainment of United States objectives. The policy is to use the existing form of government in Japan, not to support it. Changes in the form of government initiated by the Japanese people or government in the direction of modifying its feudal and authoritarian tendencies are to be permitted and favored. In the event that the effectuation of such changes involves the use of force by the Japanese people or government against persons

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opposed thereto, the Supreme Commander should intervene only where necessary to secure the security of his forces and the attainment of all other objectives of the occupation.

"3. Publicity as to Policies.

"The Japanese people, and the world at large, shall be kept fully informed of the objectives and policies of the occupation, and of progress made in their fulfillment."

The complete authority given by these documents to the Supreme Commander for the Allied Powers has been enforced through the tactical and military government units of the occupation forces. On 19 June, 1947, "A Basic Policy for Japan" was adopted by the Far Eastern Commission identical in general objective with the initial policy. The base is broader, in that the United Nations replace the United States as final authority for the occupation.

Section II

OBJECTIVES OF OCCUPATION

Objectives, like authority, for the occupation of Japan lie in the pre-and post-surrender policies. From the first, they have been clearly defined as are the roads to their achievement by the Japanese. The "Post-Surrender Policy" starts with ultimate objectives and the means to achieve them:

"a. To insure that Japan will not again become a menace to the United States or to the peace and security of the world.

"b. To bring about the eventual establishment of a peaceful and responsible government which will respect the rights of other

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states and will support the objectives of the United States as reflected in the ideals and principles of the Charter of the United Nations. The United States desires that this government should conform as closely as may be to the principles of democratic self-government, but it is not the responsibility of the Allied powers to impose upon Japan any form of government not supported by the freely expressed will of the people.

"These objectives will be achieved by the following principal means:

"a. Japan's sovereignty will be limited to the Islands of Honshu, Hokkaido, Kyushu, Shikoku, and such minor outlying islands as may be determined, in accordance with the Cairo Declaration and other agreements to which the United States is or may be a party.

"b. Japan will be completely disarmed and demilitarized. The authority of the militarists and the influence of militarism will be totally eliminated from her political, economic, and social life. Institutions expressive of the spirit of militarism and aggression will be vigorously suppressed.

"c. The Japanese people shall be encouraged to develop a desire for individual liberties and respect for fundamental human rights, particularly the freedoms of religion, assembly, speech, and the press. They shall also be encouraged to form democratic and representative organizations.

"d. The Japanese people shall be afforded opportunity to develop for themselves an economy which will permit the peacetime requirements of the population to be met."

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These objectives and the means for achieving them have been amplified in many specific areas of policy. Disarmament and demilitarization are considered the primary tasks of the military occupation, including trial and purge from political, economic, social, and educational positions. "Freedom of religious worship shall be proclaimed promptly on occupation." "Democratic political parties, with rights of assembly and public discussion, shall be encouraged," and "laws, decrees, and regulations which establish discrimination on grounds of race, nationality, creed, or political opinion shall be abrogated; those which conflict with the objectives and policies outlined in this document shall be repealed, suspended, or amended as required; and agencies charged specifically with their enforcement shall be abolished or appropriately modified. Persons unjustly confined by Japanese authority on political grounds shall be released. The judicial, legal, and police systems shall be reformed as soon as practicable and thereafter shall be progressively influenced, to protect individual liberties and civil right."

In the field of economics are stringent requirements for demilitarization and for prevention for future rearmament. Encouragement is given to democratic organizations in labor, industry, and agriculture; and to a wide distribution of income and ownership. At the same time, large industrial and banking combinations are dissolved. Resumption of peaceful economic activity which will lead to a self-contained Japan are urged, with possibilities of international trade relations coming later. Reparations, restitution of property, and financial policies are provided for.

Surveillance and supervision of the methods the Japanese people

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and officials used in working towards these objectives is ~~the job~~ assigned to military government as an overall mission. ~~It~~ This requires scrutiny of the Japanese ~~of~~ civil, educational, industrial, and agricultural reform programs. It includes offering stimulation, guidance, and encouragement where possible.

The job of introducing democracy to Japan is a most difficult one. It means a change in the whole cultural pattern of an ancient and traditional people, who have lived under a system of feudalism and have accepted feudal values for roughly 750 years. The whole educational and social system has been top-down. The Japanese have made loyalty and blind obedience to authority the primary virtues. They have thus lost the ability to think for themselves or to protest against oppression. To be successful, the Occupation must impress the Japanese with the value of each individual, and with the rights and duties of each citizen to participate freely in his own governing.

Democracy cannot be superimposed from the outside. It must flourish and grow in the hearts of the common people. It must be integrated into the whole culture. In order that it may do so, [redacted] military government must appeal to the self-interest of those groups who have something to gain from democracy, students and out-of-school youth under twenty, women, laborers, and teachers. If any or all of these groups see the advantages of democracy and are won over, and democracy becomes a genuine movement, the mission will have been accomplished and Japan will have become a permanently democratic nation.

Progress toward this goal must of necessity be slow. It will come as a result of winning a few leaders at first, or strengthening those

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elements in Japanese society who have always been basically democratic. It will be brought about by the example of men of good will among military government personnel, who demonstrate in their own lives the values of democracy, and who are at the same time ardent and articulate interpreters of its basic precepts.

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CHAPTER 2

ORGANIZATION AND FUNCTIONS OF MILITARY GOVERNMENT IN JAPAN

Section I. General
II. GHQ, SCAP
III. Eighth Army
IV. Corps
V. Regional Team
VI. Prefectural Team

Section 1

GENERAL

Generally speaking, there are two types of military government organization - operational and territorial. In the operational type, commanders of combat units are responsible for all phases of military government affairs, and the relationship of a military government section in one echelon to a military government section in a higher or lower echelon is that prescribed in appropriate manuals for staff sections. In a territorial form, a separate military government organization is created under the direct command of the theater commander or his Deputy, and separate military government units independent of combat commanders are assigned to political subdivisions within the territory.

In Japan the military government organization is a combination of the features of each type. General Headquarters of the Supreme Commander for the Allied Powers is charged with the responsibility of developing the broad governmental policies for the nation and the exercise of controls over the Japanese government. Under the

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Supreme Commander, the Commanding General Eighth Army, commands all the ground occupation forces in Japan, and is responsible for carrying out th military government policies and directives of the Supreme Commander. The Eighth Army is, in fact, the military government operating agency in Japan. Organizationally, it operates through I a nd IX Corps, the Kanagawa and Tokyo military government teams, and, within territory occupied by the British Commonwealth Occupation Forces, through the Shikoku and Chugoku regional teams.

The Corps areas are further sub-divided into military government regions, each with a regional team. A region is a territorial sub-division which includes several Japanese prefectures, each with a prefectural military government team. In I Corps, for example, there are ~~twenty~~ nineteen prefectural military government teams, and the Osaka mint team, organized into groups for coordination and control under three regional teams. The Senior Military Government Officer of the Kinki regional team is also the military government staff officer of I Corps.

The military government activities of all echelons include economics, public health, public welfare, civil education, civil information, reparations, repatriation, legal and government, restitution of alien prope rty, and

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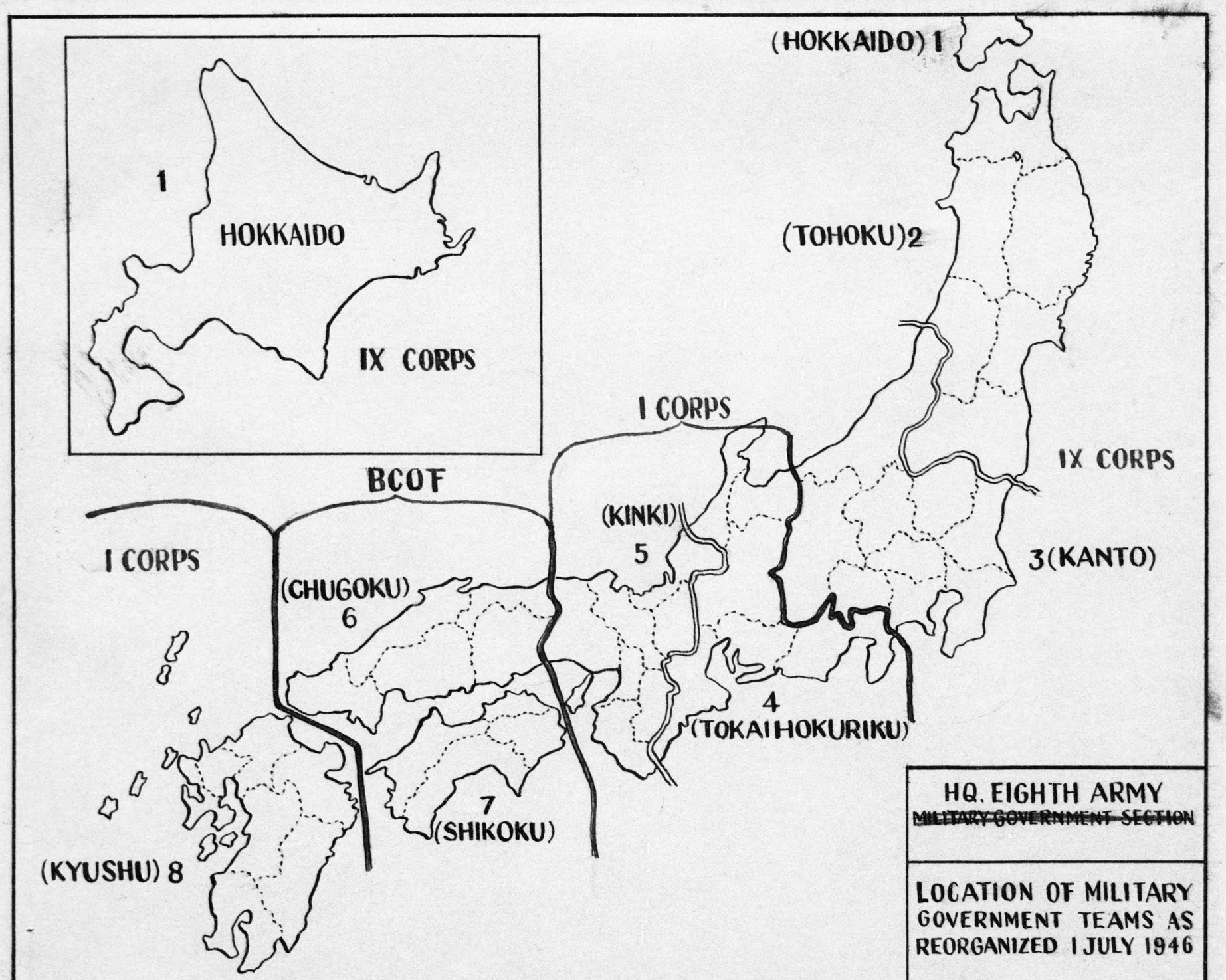

HQ. EIGHTH ARMY
~~MILITARY GOVERNMENT SECTION~~

LOCATION OF MILITARY GOVERNMENT TEAMS AS REORGANIZED 1 JULY 1946

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disposition of enemy property.

It can be seen from the above that in this combination of the two types of military government organizations, the commanders of the larger operational units, GHQ, Army, and Corps, are placed in control of the higher echelons of military government; with regional and prefectural teams, independent of the commanders of the ~~smaller~~ lower combat units, assigned to exercise military government functions in the Japanese prefectures.

As this chapter develops, it will become apparent from a study of the functions of the various military government subdivisions, that there are three basic elements that must be present in any military government system. These elements include a policy-making group, a supervisory group, and an operational group. The breaks in functions, however, are not clear cut, as a particular headquarters may be charged with more than one of the ~~above~~ functional elements.

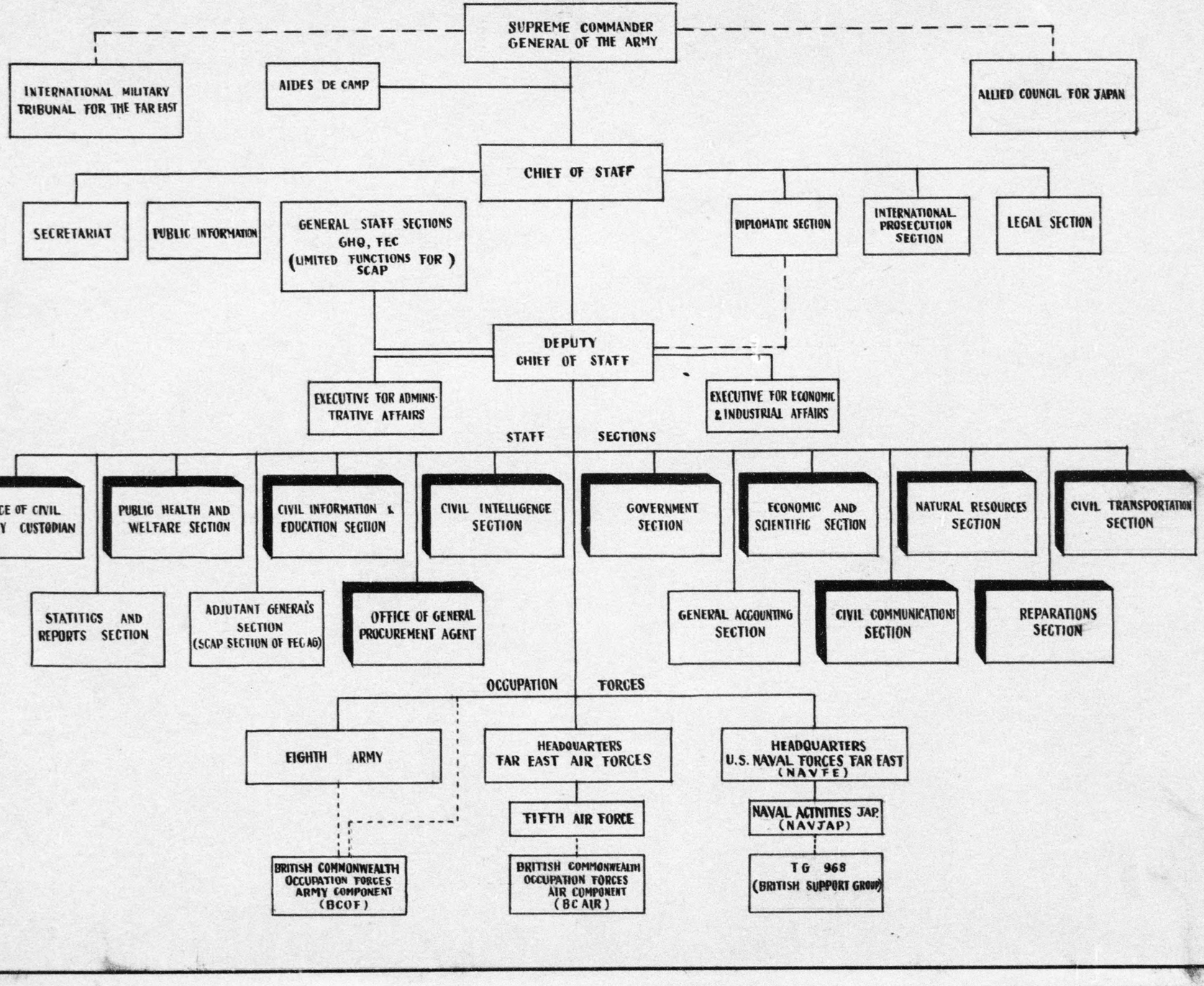
The remainder of this chapter is devoted to a discussion of the organization and essential functions of the various subdivisions of military government from the policy group at SCAP to the operating level in the prefectural team. The above ~~description~~ will serve as background for a better understanding of the organization, functions, responsibilities, and techniques of the military government operating agencies presented later.

Section II

GHQ, SCAP

Control over the Central Civil Government of Japan is exercised directly by the Supreme Commander for the Allied Powers. The Supreme

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
(GHQ, SCAP)
TOKYO, JAPAN



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Commander as shown in the preceding chapter, is vested with the authority to effectuate the surrender of Japan and to carry out the provisions of the Potsdam Declaration and directives of the joint Chiefs of Staff. He exercises his powers to the greatest practical extent possible through the Japanese government and its various instrumentalities. He announces all policies and issues all instructions to the Japanese government in the form of directives, known as SCAPINs, through the Central Liaison Office in Tokyo.

The organizational chart, GHQ, SCAP, shows the special staff sections charged with responsibilities of military government in that headquarters. Eleven of these special staff sections, emphasized by heavy lines in the chart, work directly with the ministers of the Imperial Japanese Government, political leaders of the Diet, and heads of the social, industrial, agricultural, and trade union organizations on a national level. These special staff sections develop the broad policies of government for Japan which are required to carry out the terms of surrender, and implement such directives as may be properly promulgated by the Far East Commission.

In the planning and formulation of policy, the GHQ special staff sections must be responsive to the execution and operating problems encountered at the prefectural military government team level. Accordingly, personnel from SCAP visit the operating teams, investigate special problems, determine blocks in operations, hold conferences at Corps, regional, and prefectural levels, and assist team personnel in the solution of their problems. In many instances where special problems are

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involved, military government commanders request and receive the assistance of experts in specialized fields from SCAP. It is through these periodic visits of SCAP officers to the operating units that there is developed a better understanding of objectives and continuity of military government policy.

The governmental policies initiated and developed by SCAP, as shown above, are on the one hand implemented through the channels of the Japanese Government, and on the other are directed as instructions to the Commanding General, Eighth Army.

Section III

EIGHTH ARMY

The Commanding General, Eighth Army, is charged with the operational aspects of military government. Since the Army Commander must handle at the operating level most of the phases of military government with which the staff of the Supreme Commander is concerned, the Eighth Army organization for military government embraces sections to handle these phases and from this point of view parallels the SCAP organization. As shown by the attached charts, it comprises three principal agencies:

(1) An Army staff section,

(2) Two American corps headquarters, each of which has a military government staff section,

(3) Fifty-three military government teams stationed throughout Japan.

The Chugoku Region of five prefectures in Southern Honshu, and the Shikoku Region of four prefectures on the Island of Shikoku, comprise

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SCAP
TOKYO

EIGHTH ARMY
YOKOHAMA

- I CORPS, KYOTO
  - KINKI REGION
    - FUKUI ▲
    - HYOGO ●
    - KYOTO ●
    - NARA ▲
    - OSAKA ◆
    - SHIGA ▲
    - WAKAYAMA ▲
  - TOKAI-HOKURIKU REGION
    - AICHI ●
    - ISHIKAWA ■
    - GIFU ■
    - MIE ■
    - SHIZUOKA ■
    - TOYAMA ■
  - KYUSHU REGION
    - FUKUOKA ●
    - KAGOSHIMA ■
    - KUMAMOTO ■
    - NAGASAKI ●
    - OITA ■
    - MIYAZAKI ▲
    - SAGA ▲
- TOKYO KANAGAWA DISTRICT
- SHIKOKU REGION
  - EHIME ■
  - KAGAWA ▲
  - KOCHI ▲
  - TOKUSHIMA ▲
- CHUGOKU REGION
  - HIROSHIMA ●
  - OKAYAMA ■
  - SHIMANE ▲
  - TOTTORI ▲
  - YAMAGUCHI ■

British Commonwealth Occupation Forces Area.

- IX CORPS, SENDAI
  - TOHOKU REGION
    - AKITA ■
    - AOMORI ●
    - FUKUSHIMA ■
    - IWATE ■
    - YAMAGATA ●
    - MIYAGI ●
  - HOKKAIDO DISTRICT
    - HOKKAIDO ●
  - KANTO REGION
    - CHIBA ■
    - GUMMA ●
    - IBARAKI ■
    - NAGANO ■
    - NIIGATA ■
    - SAITAMA ●
    - TOCHIGI ■
    - YAMANASHI ■

LEGEND

- ◉ REGIONAL HEADQUARTERS
- ✚ DISTRICT HEADQUARTERS
- ● MAJOR PREFECTURE
- ■ INTERMEDIATE PREFECTURE
- ▲ MINOR PREFECTURE
- ◆ SPECIAL AREA

FOREIGHTH ARMY
MILITARY GOVERNMENT SECTION
APO 343
1 JULY 1947 YOKOHAMA, JAPAN

COMMAND CHANNELS FOR MILITARY GOVERNMENT TEAMS, AS REORGANIZED 1 JULY 1947

Eighth Army Printing Plant Boonville
4593

(all of this will have to be revised to conform to new FM)

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO. [illegible]

the area occupied by the British Commonwealth Occupation Forces.

These two regions and the Tokyo and Kanagawa Military Government Teams are supervised directly by Headquarters Eighth Army. The remaining regions and the Hokkaido District are controlled through the two American corps commanders.

The entire organization lends itself to being staffed by a large number of civilians and purposely is designed so that it may pass to the direct control of the Supreme Commander should this prove desirable at some future date. Many women are being placed in team positions, particularly in the field of education, since one phase of this work is directed toward raising the cultural standards and social positions of all Japanese women.

The specific mission of the Army commander is to effect surveillance and supervision of the Japanese in executing the directives issued to their government by the Supreme Commander. He accomplishes this by ~~in turn~~ issuing directives to his field units implementing the policies and directives of the Supreme Commander, making recommendations to the Supreme Commander concerning conditions in the field, and reporting any failure by the lower echelons of the Japanese government or the Japanese people to carry out orders and instructions. He has no power of direct intervention except in case of emergency.

Section IV

CORPS

The commanding general of each Corps is responsible for the supervision and surveillance of military government matters in the area assigned to him. As a troop commander he commands all combat

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units assigned to his corps. Accordingly, there are combat troops and Corps troops distributed throughout the Corps area, operating ~~with~~ alongside military government units in the same local areas. For purposes of military government, each Corps has a Corps military government officer, regional military government teams, and prefectural military government teams. In I Corps [redacted] the Senior Military Government Officer of the Kinki Region serves in the dual capacity of Corps military government officer and commanding officer of the Kinki regional team. This regional team, therefore, has the additional function as I Corps military government staff section. The same is true for ~~the~~ IX Corps.

It can be seen that within the Corps the territorial and operational forms of military government organization exist together. In most prefectures there are present both combat units, division and lower, and prefectural or regional military government teams. The line of communication within the military government units is direct from the Corps commander, through Regional Teams, to prefectural teams. Local military government officers are thus not responsible to operational unit commanders who may be stationed within the military government area. This system, at the lower levels, contradicts the principle of unity of command. On the other hand, it provides for greater continuity of policy and personnel, and facilitates the use of specially selected and trained military government officers.

As a staff officer, the Corps military government officer is the advisor to the Corps commander on all military government matters within the area of the Corps. He furnishes the commander full informa-

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tion on the reactions of the people and civil governments. He is responsible for the preparation of such proclamations and orders as may be required to be issued in the name of the Corps commander. He assists the commander in all matters of organization, supervision, and control of military government units. He must be continuously aware of personnel needed by numbers and type in the various military government units to carry out the Corps military government mission. He correlates and analyzes information from military government units, intelligence and censorship personnel, and other sources to be used as a basis for planning. He maintains constant liaison with personnel, security, supply, medical, engineering, and other officers on the Corps commander's staff in order that planning may be total and coordinated. He analyzes military government directives from Eighth Army Headquarters, and correlates instructions to be issued to regional and prefectural teams. He studies the overall objectives of the occupation, the various directives of higher headquarters, and the civil situation in the Corps area, and prepares short-term plans to be inaugurated by the commander for execution by regional and prefectural teams. In brief the Corps military government officer is the focal point at which policies and directives of higher headquarters are converted into military government operations, and the point at which operating difficulties, problems, suggestions, and field reports are consolidated for the use and consideration of the theater level agencies.

Section V

REGIONAL TEAM

The senior military government officer of the regional team

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is responsible for the surveillance and supervision of the Japanese local governments and the peoples in the region assigned to him. He is further responsible for the supervision and coordination of the prefectural military government teams assigned in his area. In the execution of these coordination responsibilities, the regional team embraces many of the phases that parallel the Eighth Army Headquarters military government section. In its functions, however, it is closer to the Japanese local governments and peoples, and is accordingly organized more nearly like the prefectural military government team. In order to avoid duplication, appropriate references to the organization of a regional team will be made in the following section when the organization of the prefectural team is presented.

The regional team is the last supervisory group in the long chain of the military government system of Japan. It is at the same time, in certain instances, the first military government group that actually comes in contact with the Japanese people, ~~on the regional level.~~ It is concerned with the problem of applying policy and directives, as enunciated in the higher echelons, to the conditions and situation prevalent in the regions.

The senior military government officer of a regional team is the commanding officer of his team and all prefectural military government teams assigned to his region. His relationship to the senior military government officers of the prefectural teams in his region is the same as the relationship of a battalion commander to company commanders.

In matters of military government, the senior military government

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officer of the region is charged with many of the detailed functions discussed under the prefectural military government team. It is of primary importance that he cooperate with and assist tactical units in his region in the execution of their respective occupation missions. He avoids independent, direct dealings with the local Japanese governments and people. When it becomes advisable for him to work with the Japanese, he does so through and with the prefectural team assigned in the area. He correlates and analyzes information from prefectural teams. He analyzes directives and plans from higher headquarters, evaluates local conditions, and issues instructions to his teams to carry out the policy initially developed by SCAP. He assists his prefectural teams in the solution of regional problems. He coordinates and consolidates reports and suggestions from his prefectural teams for the use and consideration of higher headquarters. He organizes his own regional office so that the various military government activities are efficiently supervised and governmental agencies adequately covered. In the execution of regional responsibilities all the above-enumerated functions are generally carried out for the senior military government officer by the chiefs of his office subdivisions. Accordingly, the education officer of the region coordinates the efforts of the education officers of all the prefectural teams in the region. Similarly the regional officers in charge of Public Welfare, Information, Public Health, Economics, and Legal and Government work directly with their opposite numbers at the team level.

Section VI

PREFECTURAL TEAM

The prefectural team is the basic operating military government

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unit. There is one prefectural team assigned to each Japanese prefecture. The team is the operating agency that SCAP utilizes to apply suggestions, advice, assistance, and pressures, if necessary, on the Japanese body politic, and the absorbing agency that reflects to SCAP the reactions and accomplishments of the local Japanese governments and peoples.

For the most efficient utilization of available personnel, there are organized three types of teams: major, intermediate, and minor teams. Each of the teams is organized in accordance with the size and importance of the area in which it operates.

Chart ( ) shows the organization of a typical prefectural team and the relationship of the three echelons of military government within the Corps. The chart further shows the breakdown of the primary functions of the governmental operating agencies of the team. The organization, functions, responsibilities, and techniques of each agency will be discussed in detail in separate chapters that follow.

The senior military government officer of the team has two basic responsibilities. He is charged with the supervision and surveillance of all military government matters in his prefecture and he is also the commanding officer of the team. As commanding officer of the team, he has all the responsibilities and authority prescribed for commanding officers in Army publications. In the performance of his purely military functions, as differentiated from his military government functions, he is assisted by the executive-adjutant, the detachment commander, and such officers and enlisted men on his team as he finds necessary to use. In matters of military government, he organizes his team as an operating office. As has been pointed out above, the size of the team

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is determined by the availability of personnel, special missions assigned, and the importance and size of the prefecture. The functions required of the team, however, do not change ~~as they are~~ being inherent qualities of the nature of the work to be performed. ~~It is apparent, therefore, that the chief problems of the team are personnel problems.~~

The senior military government officer of the prefectural team performs normal functions of military government with respect to the surveillance of government officials and bureaus; reconversion of industry; supervision of commerce, industry, and banking; public health, sanitation, welfare, and relief supplies; Japanese courts, police, and fire departments; education, fine arts, and monuments; hiring of Japanese labor and Foreign Nationals; supervision of and advise on agriculture, forestry, mining, fisheries, and other natural resources. He follows through to insure compliance with all directives issued to the Japanese Government by SCAP. He enforces prescribed checks governing distribution of food, clothing, and medical supplies. He supervises tax collection and other special prescribed projects. He assists repatriation as prescribed in current directives. He cooperates with and assists tactical units in the execution of their respective occupation missions. He acts as liaison officer between the occupation troops and Japanese prefectural authorities. He establishes contact with local government officials normally through local Japanese Liaison Offices in handling many of the governmental matters. He may, however, find it advisable to deal direct with Japanese public health, welfare, and educational agencies. He communicates intelligence data to the nearest unit intelligence agency in addition to transmitting

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such information to higher headquarters. The senior military government officer may execute all or any of the above enumerated functions, or any others pertaining to military government, through assistants who are responsible for particular governmental functions of his team.

The chapters that follow discuss in detail the general operational procedures of the regional and prefectural teams, and the organization, functions, responsibilities and techniques of the various operating governmental agencies on these teams.

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COPY

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

1

FUNCTIONS OF WELFARE SUB SECTION

1. In order to achieve the welfare objectives of the Supreme Commander for the Allied Powers, in Japan and Korea and in accordance with policies and procedures set forth by the Supreme Commander Allied Powers in General Order #7 this Headquarters, dated 2 October 1945 and by the Chief of the Public Health and Welfare Section, the Welfare Sub-section will:

a. Prepare and submit plans for the organization and maintenance of effective controls and supervision of all necessary public and private welfare and social insurance programs in order to preserve minimum health standards and to prevent social disorder prejudical to the occupation.

b. Submit detailed plans of organization for the Welfare Sub-section and in cooperation with other staff sections recommend the establishment, re-organization or elimination of such public or private welfare and social insurance agencies or their programs as are necessary to meet the welfare objectives.

c. Establish and submit policy standards for welfare personnel administration, where necessary, for the guidance of lower military echelons and compliance by public and private welfare and social insurance agencies; encourage in cooperation with other staff sections the development and strengthening of professional social welfare education and training program.

d. Prepare and submit such directives, orders, and administrative memoranda as are necessary for effective control of welfare and social insurance programs.

e. Maintain liaison with all agencies and sections of this headquarters in order to coordinate all welfare and social insurance programs with the total program of occupation; provide for technical guidance and assistance to technical welfare personnel on lower military echellons and, where necessary, to public and private welfare agencies. This will include liaison with such headquarters or other military staff sections and public, semi-public or private welfare and social insurance agencies as are concerned with welfare programs, operations and activities; including:

(1) Headquarters: G-1, G-4, Economic and Scientific Sub-sections on Natural Resources, Finance, Labor, and similar sections.

(2) Other Military: Welfare and Health technical personnel on lower echelons.

(3) Japanese Agencies: Ministry of Health and Social Affairs (Welfare), Japanese Red Cross, War Ministry (Veterans' Pensions) and related agencies.

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(4) Other Civil Agencies: International Red Cross, United Nations Relief and Rehabilitation Administration, American Red Cross, and similar agencies.

f. Compile reports, records, surveys and similar materials from lower echelons and from public and private welfare and social insurance agencies; analysis and prepare summaries of such reports; and submit regular and special welfare reports as required; make regular and special field investigations.

g. Review and submit recommendations relating to proposed welfare and social insurance legislation, administration, standards of care, service policies and procedures and fiscal budgets for public and private welfare agencies.

II

POSITION SPECIFICATIONS OF WELFARE SUB-SECTION

The following positions are established in the Welfare Sub-Section.

1. Chief Welfare Sub-Section.

Under the administrative direction of the Chief of the Public Health and Welfare Section, the Chief Welfare Sub-Section will:

a. Supervise and direct the preparation of welfare plans and programs involving public or private relief and public assistance, social insurance, family and child welfare and related social services;

b. Organize the Welfare sub-section and after review, study, and analysis of welfare agency and social insurances organizations and programs, recommend such continuation, revision or elimination of them as is deemed necessary; review and recommend personnel policies and procedure standards for the guidance of lower echelons and for compliance by public and private welfare agencies;

c. Supervise preparation of and recommend such orders, directives or administrative memoranda for dissemination to lower echelons and to public and private agencies as are necessary to maintain minimum welfare standard and effective control of relief, welfare and social insurance programs;

d. Maintain, with the assistance of his staff, liaison with other Headquarters' sections and the welfare agencies which are concerned with welfare and social insurance operations;

e. Require detailed, summary and regular reports from his section personnel and from welfare agencies under the technical supervision of the Sub-Section, as may be required to submit to, and keep the Chief of Health and Welfare Section informed of current welfare and social insurance problems, programs and operations.

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2. Assistant Chief of Welfare.

Under the administrative direction of the Chief of Welfare Sub-section the Assistant will:

a. Act, in the absence of the Chief, as the Chief of the Sub-section.

b. Coordinate, for the Chief, the activities and operations of the Sub-section, assuming technical responsibility, where necessary, for the direct supervision of surveys, field studies, conferences and related operations, to provide continuous and current information on relief, welfare and social insurance operations.

c. Act for the Chief, Welfare Sub-section, in a liaison capacity as directed.

d. Devise and establish with the assistance of the Sub-section's personnel, policies and procedures for the effective operation of the Sub-section; compile and prepare summary statistical data and reports; maintain files of current materials and reports.

e. Develop and supervise the maintainenance of a comprehensive record and central reporting system, for public assistance relief and welfare services, with the assistance of the Welfare Services Officer, and for social insurance with the assistance of the Social Insurance Officer.

3. Welfare Services Officer.

Under the administrative direction of the Chief, Welfare Section, to:

a. Maintain continuous administrative review of the relief public assistance and welfare service programs, of the Japanese Ministry of Health and Social Affairs (Welfare), Japanese Red Cross and of any other public or private relief or welfare agencies operating within the jurisdiction of the Command;

b. Recommend relief and welfare service plans, programs, policies and procedures, where necessary, to result in; (1) integration of related public and private welfare agencies on each level of government and in all areas, (2) coordination of related welfare programs, (3) effective control of local relief operations by higher echelons of government, and (4) regular supervision of private relief and welfare programs by public welfare agencies on each level of government;

c. Maintain liaison for the Chief of Welfare Section, with staff sections of the military and with such public or private agencies as are concerned with relief and welfare services and supplies. This will include the Japanese Health and Social Affairs (Welfare) Ministry, the Japanese Red Cross and similar agencies;

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d. Receive regular statistical and descriptive materials and reports from welfare agencies concerned and prepare analysis and summary reports on such materials for the Welfare Sub-section.

e. Make regular or periodic field inspections and provide technical assistance and guidance to welfare personnel where required, on lower military echelons, and make regular inspections and administrative audit of welfare programs and operations of agencies which are the concenr of the Welfare Sub-section.

f. Make recommendations for emergency of temporary relief care and welfare services for special groups such as displaced persons, homeless refugees, and similar persons or families in need of emergency programs, provide for the integration into, or supervision of such programs by, existing welfare agencies.

4. Social Insurance Officer

Under the administrative direction of the Chief, Welfare Subsection, the Social Insurance Officer will:

a. Maintain continuous administrative review of the operations of the Japanese Government agencies dealing with social insurance, with particular emphasis upon the nature and extent of benefits paid to the several insured groups, and the relationship of such insurance programs to other relief and welfare service programs;

b. Recommend after consultation with other staff sections concerned (i.e., Finance, Economics and Scientific and related sections), plans, programs, policies and procedures where necessary to result in (1) coordination or consolidation of current social insurance systems (2) centralized and or integrated control of social insurance and revision or elimination of such social insurance programs as may be prejudicial to the occupation;

c. Maintain liaison with other staff sections and with social insurance agencies of the Japanese government in order to insure the soundness of existing social insurance systems and to assure the effective continuous operation of these insurance programs designated to relieve unnecessary dependency to protect persons from hazards such as age, illness, unemployment, accident or other conditions over which individuals have no control and which might result in social unrest prejudicial to the occupation;

d. Receive regular statistical reports and descriptive materials from social insurance agencies concerned and prepare analysis and summary reports on such materials for the Welfare Sub-section.

e. Make regular or periodic field inspections and provide technical assistance and guidance to welfare personnel or lower echelons and make regular inspections and administrative audits of social insurance operations in the agencies concerned.

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III

GENERAL WELFARE POLICIES OF WELFARE SUB-SECTION

The following statements of policy are set forth as a guide to the personnel of the Welfare Sub-section and to other associated military and professional personnel, public welfare, medical nursing, dental, legal, and others concerned with welfare programs. These statements will serve as a frame of reference rather than as inflexible rules which might circumberscribe necessary action.

These policies are tentatively prescribed as a basis of approach to current welfare problems in this area and are subject to such modification and elaboration as future experience indicates.

These welfare policies, described as a basis for proper procedure and method, are based on the general principles of the Occupation as set forth in the Directives of the Supreme Commander for the Allied Powers. Only those welfare policies of primary importance and fundamental to rational planning, effective control and economy of administration of minimum welfare standards, have been set forth.

In the selection of these policies no attempt is made to reform Japanese or Korean welfare administration. But an effort is made to strengthen sound policies of the existing administration. They will also accelerate the development or expansion of those current practices which experience here or elsewhere, indicates will result in economical and offective controls. In addition, there will be found those policies of sound military and public administration essential tc the occupation but not necessarily a part of either public welfare principles or administrative practices in the Far East. They are included as an additional control or check and serve as a guarantee that the welfare program will operates as an integral part of the total occupational economy and government. Thus policy and procedure conflicts will be avoided and welfare agencies, in their programs will not operate counter to basic economic principles, nor duplicate already existing services of the government.

A. Welfare Organization.

1. Public welfare administration has been traditionally, and will continue to be, an integral part of government on all levels of government.

a. Public welfare departments or bureaus will continue to operate as units of the government and will use the existing specialized services of other governmental units on the same level (i.e., finance, accounting, supply, transport, personnel etc). Insofar as is practicable, welfare agencies will avoid duplicating such services and will modify them only temporarily to facilitate coordinated action during an emergency.

b. Related public welfare programs will be administered by a single agency to achieve the integration necessary for effective coordination of services to persons or families in need. Such integration conserves administration costs, strengthens controls, and simplifies public understanding and use of welfare services.

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c. Where integration of agencies with related programs is impracticable, joint committees or councils will be continued or established under public control to coordinate such services.

2. The public welfare agency of the Central Government will exercise technical or professional supervisory control over the public welfare functions of subordinate units of government.

a. Such supervisory control by the central agency will involve some combination of the following devices:

(1) Administrative review of operations.

(2) Requirement of certain minimum standards of administration, care or service.

(3) Budgetary review.

(4) Regular detailed professional and technical inspections, and field study.

(5) Regular detailed reporting of statistics and program operations.

(6) Review of plans for future operations.

(7) Adherence to established organization and procedure.

b. Supervisory control will be exercised over all public welfare agencies on lower echelons which expend funds collected in whole, or in part, by the central government.

c. Local public welfare agencies which expend only local funds will be required to submit regular statistical reports showing: the number of cases under care, expenditure, and other related data, as specified by the central public welfare agency.

3. The central public welfare agency of the central government shall exercise supervisory cognizance over all programs of a public welfare nature, which are not already lodged in an established department of bureau of the central government.

a. Such supervisory cognizance will involve one or more of the following methods:

(1) Actual administrative supervision.

(2) Administrative review of operations.

(3) Budgetary control.

(4) Regular detailed reporting of statistics and program operations.

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(5) Professional or technical inspections.

(6) Review of plans of future operations, and

(7) Adherence to established organization and procedure.

b. All private welfare agencies will be licensed (or issued a charter) by some agency of the government and all applications and renewal of such applications will be reviewed and approved by competent technicians of the central welfare agency before issue of license or charter.

4. Emergency, temporary, and disaster relief or welfare service programs, when required will be established in already existing public welfare agencies whereever possible.

a. Where large amounts of public funds for public welfare purposes, from whatever agency of government, are required to meet a national or widespread welfare emergency, public agencies will be used.

b. Where small amounts of public funds are involved or where the welfare emergency of a strictly local character or limited in time, private welfare agencies may be used for limited periods and under supervisory controls prescribed in Policy A-3, as the central welfare agency may require.

c. Supervisory controls over such emergency or temporary welfare programs may be exercised by the central welfare agency direct or indirectly through local public welfare agencies over which the central agency already exercises adequate supervisory control.

B. Welfare Administration

1. The public welfare agencies will exercise complete administrative control over the operations of all its subordinate bureaus, departments, divisions or units. Such administrative control will involve:

a. Receiving welfare plans and budgets for future operations, in advance, for specified periods.

b. Prescribing specified organization structure and standards of personnel administration.

c. Prescribing certain minimum standards of care and service and requiring regular reports of program operations.

2. In the administration of relief or public assistance all public welfare agencies and their subordinate units will make relief grants and maintain continuing records of such grants on a basis of properly recorded need as determined by established standards of eligibility.

a. Relief grants will insofar as possible be on the basis of total family budget deficiency but uniform grant allowances will be permitted, provided standards of care and eligibility are approved by the

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central welfare agency.

b. Established standards of care will: (1) be a matter of public record, (2) provide, insofar as budgets permit, a minimum standards of health and decency for families, (3) take into a consideration the resources of the family as a whole (4) be paid periodically and in cash wherever possible to avoid the higher cost of commodity relief.

c. Eligibility requirements will not discriminate against applicants because of race, creed or political convictions. Any restrictive or limitation factors of eligibility other than need must be approved by the central welfare agency.

d. Individual relief and eligibility records for families or persons receiving relief grants or care in institutions: Such records will include (1) name, age and sex of members of the family, (2) addresses, (3) description of basis for relief eligibility (4) amount and dates of each relief grant and (5) such other pertinent social data as may be required to show eligibility or continued eligibility for relief.

e. Relief, will, wherever possible, be issued on a family basis, in the family's place of usual residence in order to (1) exploit the lower costs of relief care made possible by family housekeeping, (2) encourage and facilitate assistance from relatives and friends and (3) preserve normal family relationships, continuing parental controls and function of the family unit in usual community inter-relationships. Camp facilities, institutional care, mass feeding or housing will be operated only in extreme emergency for limited periods or where normal family living arrangements are not available or do not provide required specialized care, such as medical treatment or confinement available in the home.

3. The public welfare agency of the central government will exercise supervisory control over, or review, the personnel administrative standards of public and private welfare agencies receiving and expending funds of the central or prefectural governments.

a. Such supervision or review will include official emphasis on:

(1) Minimum professional or technical education and experience requirements for employment in professional and technical positions;

(2) Selections of qualified candidates for employment by established official examination or interview procedure;

(3) Promotion, transfer, demotion, salary adjustment, separation and other personnel transactions on the basis of established official procedures which are a matter of public record:

(4) In-service training and educational leave programs for professional and technical personnel:

DECLASSIFIED E.O. 12065 SECTION 3 402/MNDS NO.

(5) Maintenance of a system of position classification and related pay plans for all employees.

(6) Encouragement, through official recognition of publications, cooperation with educational institution's training programs and by other approved educational means, the promotion and development of professional and technical education and preparation for public welfare services.

4. The social insurance programs of government will, insofar as financial resources, insurance methods and insurance administrative organization permit, be designated and operated to prevent unnecessary dependency, ill health and economic distress among individuals.

a. Social insurance programs of the government will be concerned with the protection of its citizens from those hazards of life, such as illness, old age, and unemployment, over which the individual has limited or no control.

b. The social insurance agencies of the central government will, in their programs, develop policies and procedures to result in: (1) intergration or the necessary coordination of related social insurance programs at all levels of government to avoid duplication of benefits and to conserve administrative costs, and (2) centralization of administrative, statistical, and financial controls to provide both the central government and its subordinate units with the information necessary to provide a sound basis of programs planning, in the related fields of public health, welfare and relief, public works employment.

c. Each of the several social insurance plans and programs will maintain an adequate record system including:

(1) Reports of past and current expenditures.

(2) Roster of all beneficiaries and of all contributors to the system showing amounts accrued and paid in benefits.

(3) Estimates of future receipts and liabilities.

(4) Administrative cost data.

C. <u>Welfare Finance</u>.

1. Public funds, appropriate for welfare purposes will be administered by public agencies.

a. Subsidy grants (other than Imperial Household gifts) from the central government or from any other government level to private agencies may be continued on the previous level of expenditures under the conditions set forth in Policy A-3.

b. New subsidy grants to private agencies agencies not previously receiving such grants, will not be made.

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c. Subsidy grants to private agencies, whose programs duplicate an already existing and adequate public welfare service maintaining prescribed standards of care and service, will be discontinued, when the date for renewal falls due.

d. Subsidy grants to private welfare agencies for experimental purposes will be approved only after review by the public welfare agency of the central government.

e. Private agencies for which subsidy grants are continued or renewed, will submit adequate reports of program operations and expenditures as prescribed by the public welfare agency of the central government.

C O P Y

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71803

091.4 1st Ind RJA/may

Wakayama Civil Affairs Team, APO 25
SUBJECT: "Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture" (16 Sept 49)

Hq Kinki Civil Affairs Region, APO 25, 14 October 1949

TO: Commanding General, I Corps, APO 301
ATTN: Civil Affairs Section

1. For your information.

2. The process of effecting a radical change in the Japanese system of local public welfare office operation is outlined in full detail in the study enclosed in basic letter. Experience in other prefectures has revealed the same confused and ineffectual methods of work described in paragraphs 3a (1) and (3). Repeated efforts over the last few years to improve the level of competence have been unavailing, primarily because the Japanese officials have been unrealistically oriented to the basic functions and activities which the implementation of the law and regulations necessitates.

3. It is the opinion of this headquarters that only after the reorganization described in the inclosure to the basic letter is achieved in all local offices will there be fertile ground for the absorption of in-service training and supervisory techniques (which are now being planned by higher headquarters).

4. This headquarters has urged, through other Civil Affairs Teams, that the other prefectural welfare chiefs visit Wakayama and study the modifications described. This was done, and there has been both an exposure to the principles and practices employed in Wakayama and a subsequent adoption of some of the changes in varying degrees for use in the other prefectures. This aspect of surveillance will receive prime consideration in this region on a continuing basis.

5. Previous monthly activities reports and special reports from Wakayama and from this headquarters have made a number of recommendations and suggestions. They are summarized as follows:

a. It is imperative that the organization of the local public welfare offices be related to the case entity, or the family, rather than to the traditional division of activities on a paper, clerical basis. It will only be after an official has been given full and complete responsibility for all welfare matters in a designated area that he will be forced, of necessity, to learn the laws, program and regulations, and to acquaint himself with the factual data necessary to discharge his responsibilities.

b. Concurrent with "a" above is the inevitable conclusion and recommendation that the unpaid, volunteer Minsei-iin be removed from the administrative process in public welfare programs. As long as the Minsei-iin share, to any degree, responsibility in this area, the public officials will manage to evade responsibility.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 1750918

Ltr, Wakayama Civil Affairs Team, APO 25. Subj: "Reorganization of public Assistance Administration in Cities of Wakayama Prefecture", dtd 16 Sept 1949. 1st Ind (cont'd).

c. A great deal of the disorganization existing in Japanese local public welfare operations is due to not clearly defining those activities which are necesary to the accomplishment of the intent of the law and the accompanying forms, procedures, control and reporting devices. Some work has been done on this in this region, but it is necessary that the Ministry take leadership in reducing to routine all activities that logically are amenable to such treatment.

d. Paragraph 3a (2) of the study enclosed in basic letter indicates that those local public welfare offices with caseloads of less than 25 cases have not responded to attempts to improve them. As pointed out in a previous special report from this headquarters, the large number of such smaller offices militates against the adoption of modern, adequate practices in public welfare administration. It is recommended that the Ministry study this problem and indicate to the prefectures its desire that the problem also be studied at those levels. As long as the local public welfare caseload is too small to require and justify a competent full-time welfare officer, there will be no progress made in these smaller places.

e. There is considerable evidence to indicate that the removal of the Minsei-iin from the administrative process will not necessarily result in the need for a greatly expanded paid staff. Until such time as local office operations are functionally divided, as indicated in the Wakayama pattern, and routinization and rationalization of forms and procedures are achieved, a valid estimate cannot be made of the number of public officials that will be needed; and it is urged that the Ministry undertake the study of this question.

f. As a natural consequence of the functional division of activities being discussed, there inevitably arises the question of job description and responsibilities. This in turn impinges upon administrative supervision, and both can exist only in a personnel system which is geared to "merit principle". It is therefore recommended that the Ministry, as early as possible, clearly indicate to the prefectures that it is the Ministry's intention to work towards a merit system in public welfare administration, and that the Ministry encourage prefectures in any movement these lines.

1 Incl:
n/c

/s/ Wiley H. O'Mohundro
/t/ WILEY H. O'MOHUNDRO
Colonel Infantry
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 1 7 8 0 1 8

BASIC: Ltr, Hq Wakayama CA Team, file 091.4, dtd 16 Sep 49,
Subj: "Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture".

AG 091.4 - BA 2nd Ind WHB/tf

Hq, I Corps, APO 301

TO: CG, Eighth Army, APO 343
ATTn: Civil Affairs Section

The inclosed "Study of Reorganization of Public Assistance Administration in Cities in Wakayama Prefecture", dated 16 September 1949 is forwarded for your information. Copies of this study are being forwarded to the Chugoku, Kyushu, Shikoku and Tokai-Hokuriku Regions in order that the public welfare officers in those regions will be informed of this reorganization study.

FOR THE COMMANDING GENERAL:

1 Incl:
n/c

/s/ P.L. Nash
/t/ P.L. NASH
Lt. Col. AGD
Asst Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 770518

AGMGFW 091 (Japan) 3rd Ind
SUBJECT: Study of Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture. (16 Sep 49)

Headquarters Eighth Army, APO 343

TO: Supreme Commander for the Allied Powers, APO 500
(ATTN: Public Health & Welfare Section)

1. Forwarded for your information.

2. Inclosure to basic communication serves as a summary of experimentation in Wakayama which had previously been reported as it developed in Annex B-2s to Monthly Civil Affairs Activities Reports.

3. Although the summary discusses the Wakayama operations in terms of experimentation, they have also served as demonstrations that local units are prepared to rationalize their operations, given adequate guidance and support. Thus, it appears that the field, in this respect, is ahead of the Welfare Ministry offerings to date. In this connection, reference is made to letter, Headquarters, Kanto Civil Affairs Region, file 353.81, dated 20 September 1949 subject: "Special Report: Policy Regarding Demonstration of Improved Practices in Welfare Administration." This report, in effect, is a recommendation that prefectures be permitted to proceed with local project demonstrating administrative principles beyond those directed by the Welfare Ministry.

FOR THE COMMANDING GENERAL

1 Incl:
n/c

/s/ J.A.O'Brien
/t/ J.A. O'BRIEN
CWO USA
Asst Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71803

Ltr, Hqs. Wakayama Civil Affairs Team, subj:
Reorganization of public Assistance Administration in cities of Wakayama Prefecture, 16 Sept 49.

AG 091.4 (16 Sep 49) PH 4th Ind

GENERAL HEADQUARTERS, SUPREME COMMANDER FOR THE ALLIED POWERS, APO 500
8 Dec 49

TO: Commanding General, Eighth Army, APO 343

1. Subject study is an excellent documentation of the process and development of the use of full-time paid workers by city welfare department made possible through the guidance and assistance of the Team Welfare Officer.

2. SCAP has informed the Ministry of Welfare that it will immediately develop detailed plans by which the following steps with respect to the reorganization of the administration welfare services by all city governments (down to and including all cities 35,000 and over in population) will be realized by not later than 1 April 1951:

a. Development of uniform standards and procedures by which city welfare departments will be responsible for the administration of the national welfare programs within city areas.

b. Designation of the prefecture as the responsible supervisory agency over city welfare administration and clear delineation of prefectural authority to exercise and enforce supervisory controls.

c. Require that all investigations and case work services in connection with programs for which the city departments are responsible be performed by city welfare employees selected and appointed in accordance with approved personnel standards.

d. Provide for the elimination of the volunteer welfare commissioner (Minsei-iin) from any official responsibility in connection with the Daily Life Security and Child Welfare programs and other programs for which the city welfare departments have responsibility under law.

e. Provide for the establishment of city welfare councils to serve in an advisory relationship to the administration of welfare within city areas.

f. Provide a degree of "local authority" to the cities in the administration of welfare services consistent with sound principles of administration and the intent of the Local Autonomy Law.

g. Devise means by which the national government will subsidize the expenses of administration in connection with those programs in which services are now subsidized from national sources.

3. In addition the Ministry has been asked to establish a time schedule by which the prefectures and cities can be guided in effectuating reorganiza-

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AG 091.4 (16 Sep 49) PH 4th Ind
Subj: Reorganization of Public Assistance Administration in Cities of Wakayama Prefecture

tion by the 1 April 1951 target date. In this connection it has been recommended to the Ministry that each prefecture be asked to immediately establish a "demonstration" city to be used as a control or demonstration center in which innovations in welfare administration can be tested and demonstrated before general adoption in other cities in the prefecture.

4. The experience in Wakayama, Saitama and other prefectures will be of great assistance in developing plans for city welfare reorganization during the coming year.

BY COMMAND OF GENERAL MacARTHUR:

1 Incl
w/d

/s/ C. D. Conley
/t/ C. D. CONLEY
Major, AGD
Asst Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71803

AGMGFW 091 (Japan) 5th Ind

Headquarters Eighth Army, APO 343

TO: Chief, Kinki Civil Affairs Region, APO 25
(ATTN: Public Welfare Officer)

/s/ J. A. O'B
/t/ J. A. O'B

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO. [illegible]

Talks

In-Service Training in Wakayama Prefecture

George Hoshino, Wakayama Military Government Team
I Corps Welfare Conference, 27-29 October 1948

Mr. Artigues has asked me to speak on the in-service training carried on in Wakayama Prefecture to give the prefecture viewpoint. The program of Wakayama is based entirely on what our administrative reviews have indicated to be weak and needed stregthening. It is not a program based upon experience in the United States. I am not familiar with programs in other prefectures but I understand that all are somewhat similiar. I will trace the development of the program from its beginning and the reasons for the content of training. Training plans have been affected by changes in functions of minseiin councils and officials and the administrative structure but we have attempted to keep the program one with some degree of continuity.

Our difficulties have been the weakness of the administrative structure of welfare which did not give the paid welfare officials sufficient status, a lack of understanding of the importance of welfare which resulted in the assignment of incompetent personnel to welfare, and the lack of competent instructors to plan and handle the training. However, I believe that we have gone a long way in developing a better qualified group of welfare workers and the caliber of personnel should continue to improve.

The program has been carried out at all levels, from the ken officials on down through the district officials, the city, town, and village officials to the minseiin. The ken officials have received guidance through their close cooperation and contact with MG welfare, and through their own study. Always they have been encouraged to do their own analysing of information and planning. These programs, while suggested and guided by MG, have been developed and conducted entirely by the Japanese officials. MG has at no time entered into the training itself. On all inspections and reviews prefectural and district officials accompany the MG officer as part of their training. Ken officials have become fairly competent, particularly in conducting reviews and recommending corrective measures. In the prefectural welfare department a refence library of social service books is being established which will assist prefectural and district officials in planning the training program. Two students, one from the Welfare Section and one from the Children's Section are now in the Osaka School of Social Work and upon their return, should be able to give valuable advice in the training.

Send list of available books in SSW Osaka

Wakayama is a rural prefecture of slightly under a million population. There are approximately 30,000 relief persons. We have about 1,800 minseiin. There are four cities and seven guns, and total of some two hundred, city, town, and village offices. Our largest city is Wakayama of some 170,000 and the other three are from 35,000 to 45,000. There is a separate Welfare Department in the prefectural office divided into Welfare, Children's, Demobilization, and Insurance Sections. In the district offices separate welfare

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departments were established in April of this year and we have attempted to strengthen these office to form them into field supervisory units. For the most part, depending upon the individual welfare chief, they are at present, the weak link, due to their status, and the incompetency of their personnel. In the cities, towns, and villages, welfare sections are established, though in many of the smaller villages the welfare official supervises other sections. The Kosei Ka, however, is now recognized as a distinct section. This information is given as applicable to Wakayama. The same administrative structure or program may not be practicable in another prefecture.

To describe the program, you must go back to the spring and summer of 1947 when the MG welfare section was established. A study was made of the entire scope of the public welfare program and the organization necessary to administer it. A series of administrative reviews were made to determine the facilities and personnel available at all levels and the functioning of the program. At that time, it was found that welfare offices as such did not even exist in many town and village offices. Records of payments were not even kept, or at best merely a list of names of the relief families and the payments made. What records that did exist were often kept at the home of the minseiin chairman. The welfare official, if there was one, was nothing more than a clerk for the minseiin committee. Few officials understood the Daily Life Security or other laws and instructions. There were no definite administrative procedures or even a vague understanding of budgeting. The minseiin would visit a family, decide that the family should get ¥ 500, report this to the town office. The town office would often give the money to the minseiin to pass on to the family. There were a few scattered meetings among the officials and minseiin but little direction or purpose. All these deficiencies were studied and the information gathered on these reviews analyzed and it was decided that the first step must be a program to train the paid welfare official or the official in charge of welfare in the proper administration of welfare, and in the provisions of the Daily Life Security Law which would go hand in hand with the establishment of the organization to administer the public welfare program. Plans for this official training program were mapped. However during October of 1947, instructions were received from I Corps to initiate a training program for minseiin. The training programs for minseiin and officials consequently were combined. Officials attend all minseiin conferences in addition to these of their own. Instruction courses were prepared by ken from outlines suggested by MG and covered chiefly the Daily Life Security Law and its ordinances, record keeping, handling applications, budgeting, appeals, and preparation of the case record form called the shotai hyo. Teams of instructors from among the ken personnel were organized and dispatched to lecture to the minseiin and officials in e each gun and city. Administrative reviews showed that little was accomplished on this initial step other than to plant a few ideas and to start some of the officials and minseiin thinking. Some minseiin and the officials began to fill out the case record form called the shotai hyo but entries as a rule were incomplete, inaccurate, and unreliable. Eligibility for assistance was still haphazardly guessed at by the minseiin. Officials seldom if ever visited families.

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These courses of instruction were given to district welfare offices with instructions to continue the training, but due to their incompetency a and lack of supervision from ken, little was accomplished by district offices.

An analysis of the results of this training through administrative reviews showed clearly that it was pratically useless to attempt to train minseiin in case work, and particularly in record keeping, and adminstration. They did not have time, were not qualified, many had little interest in their work being appointed merely to fill a quota, were voluntary and consequently couldnot be held responsible. There were too many, they served for short two year terms, and furthermore, in accordance with the newly enacted Child Welfare Law, minseiin would be reselected in April. It was further decided that administration was the job of the paid official who was hired to administer the law. Consequently, it was concluded that in the future, the training should be directed toward the paid welfare officials, rather than the minseiin, and that the training should stress the relationship between the minseiin and the mayor and his welfare official. The training should emphasize that the mayor was responsible for the proper administration of welfare and the welfare laws and the duty of the minseiin was not to administer but to assist the mayor and welfare office. Officials were to be trained in administrative matters until eventually they could take over the complete administrative affairs, all record keeping, and to supervise the activities of the minseiin closely. All supervision was to be centralized in the welfare office, all operations, all records, payment of grants, distribution of supplies, notification of families, applications, and officials were to visit each new application and to make periodic home visits on old cases, with the eventual goal of having the case study being made jointly by the official and minseiin. This program was outlined to the prefectural officials who studied the plan and agreed and began to map a training program to accomplish these goals. The chairman of the prefectural minseiin federation was won over to this idea and has cooperated in gaining the support of all minseiin. We had to go slow with the program at first for fear of alienating some of the minseiin who might feel that this was encroaching upon their responsibilities and duties and interfering in the affairs of the minseiin councils. The program however was accomplished without any difficulty whatever and without any resentment from minseiin. ~~In fact,~~ It is believed that minseiin favor the program.

Check Hara

The next step in the training was during the Welfare Ministry recertification program from December 47 to February 48 during which each relief family was to be recertified on a detailed form by minseiin, and the local officials were to accompany minseiin to the home to conduct the investigation thereby giving local officials and minseiin a type of instruction on case work. The recertification however was so poorly done that for the most part, little was accomplished other than to discontinue a number of grants due to discovery of incomes minseiin were not reporting. It did demonstrate however, that it was absolutely impossible to depend entirely upon minseiin for accurate and complete information on a family and that close supervision

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was necessary. This was repeatedly pointed out to officials by ken. Welfare officials were encouraged to visit families. Wakayama City hired two full time case workers to check relief families, and the other cities followed suit. In the towns and villages, officials began to make routine visits to families.

With the reselection of minseiin in April due to the Child Welfare Law, plans were laid down to launch a series of training courses immediately following the completion of the reselection. These meetings were also to be a combined minseiin and official training program. A series of one day meetings were held throughout the ken. It was felt at this time that officials, as well as minseiin, should be given, in addition to administrative matters of record keeping and case handling, some idea of what welfare was and the organization designed to handle it. Accordingly, the morning was devoted to a definition of what welfare was and its purpose, a history of welfare in Japan, a general discussion of the various laws relating to welfare, and a description of the administrative structure of the Japanese welfare organization from the Welfare Ministry, through the ken government, to the district offices, the welfare offices, and down to the minseiin. Again the relationship between the minseiin and the welfare official was stressed, the need for coordination, and the need for supervision. The afternoon was devoted to actual case handling, applications, record keeping, accounting, determining eligibility for assistance, appeals, etc. Enlarged charts and forms were used to illustrate to the audience the channels of procedures and record keeping. Minseiin were advised that the welfare officials would probably visit families periodically. The child welfare program was not sufficiently developed at this time to give much instruction other than a discussion of the provisions of the Child Welfare Law.

The next series of training meetings was conducted by the Children's Section on the law and the facilities for implementing the law. The Law itself was thoroughly discussed. The organization of the ken children's section, the duties of the child welfare officials or jido fukushi shi, and the responsibilities of the jidoiin under the law. It was pointed out to the officials and minseiin that the jido fukushi shi were professional workers. The emphasis again was not on the training of jidoiin in case work but in the relationship between the jidoiin, the welfare office, and the fukushi shi and the child welfare center. In other words, to utilize the center and the specialized facilities and personnel as much as possible. The process of referral, from jidoiin, welfare offices, police, schools, parents, and other to the center, the process of interviewing, examination, classification and commitment and placement was thoroughly outlined, all illistrated by charts. Jidoiin were instructed to make referrals through the local welfare office to the center. Here again is the attempt to pin upon the welfare official specific responsibilities, and to utilize the minseiin is an advisory rather than administrative capacity.

Now that the minseiin and officials both had a general idea of what welfare was, the administrative structure for implementing the program, the history, and acknowledged the need of supervision of minseiin from the paid

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official and all understood somewhat the administrative procedure in a local welfare office, it was felt that the time had come for placing the entire burden and responsibility of administration upon the paid official. The general outline for a training course for officials only was laid down in June and July of 48 but the series of two day conference could not be begun until August due to a delay in printing of a "Handbook of Public Welfare Administration" compiled by the welfare section and containing specific administrative procedures for handling a welfare office. It was felt that the laws and ordinances had been rather fully covered in the past and this training course should be devoted chiefly to specific administrative procedures. The morning of the first day was given to a review of the Daily Life Security Law, the Child Welfare, and other laws and ordinances. The afternoon and the following day however was devoted entirely to instruction on actual handling of a welfare office: Filing, recordkeeping, reporting, accounting for funds and supplies, handling of applicants, case studies, budgeting, appeals, and supervision of minseiin and personnel. Officials were instructed to take over administration completely from the minseiin. Applications were to be made only at the welfare office before referral to minseiin, a paid welfare official must make a home visit and investigation before an application could be approved, minseiin were not to receive, or approve or reject applications but only to give opinions and recommendations. The final decision must be made by the welfare office. New case record and other forms were introduced and thoroughlyy explained. These forms were designed to pin upon the paid official the final responsibility. He must make final decision on the eligibility for and the amount of assistance. A monthly written report is required from each minseiin on the status of the families he is in charge of. If the minseiin fails to submit the report, the welfare official must survey the family and make the report and the report is submitted to the minseiin for signature. Written notification of decision whether approved, rejected, discontinued, increased, or decreased is required and can be made formally only by the welfare official. Reasons for rejection, discontinuance, etc, must be given on the notification. All applications and notifications carry notices of right of appeal and specific appeal procedure and also an explanation of the obligations and rights incurred in granting and receiving assistance. Regular, uniform, standardized office procedures in payment, clerical work, meetings, and visiting were again emphasized to improve efficiency. The final step in the shift of administration from the minseiin to the welfare office has been completed. The welfare official is now no longer merely a clerk for the minseiin council but the chief of the welfare section recognized by mayors as such. Among his responsibilities is the supervision of minseiin. Minseiin however remain highly influential and valuable as sources of information and assistance at the same time keeping close contact with the assisted families. Administrative reviews had shown that some officials and jidoiin had a mistaken idea that child welfare meant only institutional and foster home care, which resulted in the failure to refer to the child welfare center cases where the jidoiin or official felt should be home care. This was clarified and it was pointed out that a

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referral to the center did not mean that the child would necessarily be institionalized or placed in a foster home.

Administrative reviews showed ~~that~~ this program to be very successful. Though many offices are still poorly administered, the progress made has been highly satisfactorily. Offices are becoming much more efficient, orderly, and better organized.

It will be noted that most of the training has been done by the prefectural officials. This has been necessary because of the incompetency of the district welfare official and their weak status. Though regular meetings are held district officials with the town and village officials usually nothing is accomplished other than vague discussion of the latest ken instruction. A decision has been made that district offices be made the field supervisory staffs of the ken office and that these offices must be strengthened and among their duties shall be the in-service training of minseiin and officials within their respective guns.

Therefore in our latest phase, this program has been decided upon. With the change in function of the minseiin council from an administrative to an advisory body, it should be possible to change the type of training for minseinn from case work procedures and administrative matters to the broader community aspects of social welfare and to intensify the training of paid officials, in case work, and administration in addition to the same training given to the minseiin. Minseiin hold regular monthly meetings at the city, town, or village office chiefly to discuss the new applications and to review the current cases. It is felt that at this meeting, one hour can be devoted to training of minseiin, either by the welfare official or an instructor secured for that purpose. Regular monthly meetings are also held town and village welfare officials usually at the district offices. It is felt that four hours of this meeting can be devoted to training and instructions of these paid welfare officials by district office officials. Since the program must be uniform and have continuity and since district officials as yet are not competent to plan a continuous course on instruction, it must be planned and outlined by ken. This outline for the coming months containing specific subjects and the time to be spent on each subject for both the minseiin and official training will be dispatched to district officials for them to give. There will be difficulty securing competent instructors and this is under study. However, whether the instructor studies in preparation for a lecture or a qualified instructor is brought in to lecture, the result should be about the same. The object is to give guidance in planning a continuous course of instruction.

This entire program has been discussed with ken officials whoare studying the actual plans and attempting to set up the subject matter of the courses. As yet they have not submitted their plans.

Miss Brugger, PH&W, SCAP, visited Wakayama to discuss in-service training. The programs described and the proposed training program were discussed with her. She made many valuable suggestions and suggested a possible

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course of instruction for minseiin and for the officials. Her recommendations: For officials; four hours a month on the following successive subjects: Organization of the Japanese governmental welfare structure, administrative procedures in the welfare offices, fields of welfare, job descriptions, interviewing, home visits, case recording, case analysis, causes of dependency, causes of delinquency. For both minseiin and officials: one hour a month on the following subjects: delinquency, repatriates, unemployment, widows and orphans, handicapped, recreation and leasure time programs, TB, VD, eta, vagrants, adult criminals, maternity, ~~and~~ the resources in the community to meet these problems. On the welfare official training, we in Wakayama have covered the first two subjects and parts of the third and fourth. Our offices are for the most part, fairly well organized and operating. The next step must be to teach the officials how to actually handle the cases. While one might say that they are not qualified to do case work, the cases are here now and the officials are handling them now. What we must do is give them the best guidance we possibly can. Practice must come before theory. For example, the need for case work training may well be illustrated by an administrative review conducted jointly by ken and MG of a typical town office. Ken had evaluated the office excellent, and in a way it was. The office itself was well organized. The official, while far from a professional worker was well acquainted with the laws, instructions, and administrative procedures. Accounting for supplies and funds was accurate. Records were up to date, complete and accurate. Examination of the records revealed the case of a head of a household who was a janitor in the primary school and earning an income of ¥ 800. The records so indicated and inquiry at the school bore this out. The minseiin and welfare official had determined the needs of the family at ¥ 1,800, which also appeared reasonable. Accordingly, the minseiin and official arrived at a grant of ¥ 1,000 to give the family a minimum living. While I would hesitate to state what proper case handling should have been, I am certain that this case study and treatment could have been carried much farther and the official been better trained.

In connection with the case work training, Miss Brugger also suggested that perhaps an hour of the four hour official training period be used in discussion of actual cases brough in for discussion by the officials. To guide this discussion, an outline of the procedure in handling a case would have to be set up: referral, the interview, the home visit, the gathering of information concerning the case, the analysis of this information and the causes surrounding the case, and applan of treatment. Then at the meeting, each of these steps could be discussed and a plan of treatment arrived at that would be the consensus of opinion, and which would probably carry the handling farther than an individual official might.

This program will depend to some extent upon the Japanese civil service itself which permits the frequent personnel rotations by which an official who has undergone such an intensive training course is suddenly transferred to an entirely different section. However welfare work has develpped more along a professional line and the welfare section has achieved enough importance so that mayors and personnel officials are not transferring welfare personnel out of the welfare field as they formerly did.

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PW
FILE Copy

091.4 1st Ind RJA/may
Hq Wakayama Civil Affairs Team, APO 25
SUBJECT: "Personnel Practices in Welfare Institutions" (18 Aug 49)

Hq Kinki Civil Affairs Region, APO 25, 31 August 1949

TO: Chief, Wakayama Civil Affairs Team, APO 25
ATTN: Public Welfare Section

1. Forwarded for your information and consideration.

2. The mismanagement described in Ltr. Hq Wakayama Mil Govt Team, APO 25, dtd 11 March 1949, 091.4 subj: "Inspection of Child Welfare Institution" was not and is not an isolated occurence. The 3 years of inspections of institutions by Civil Affairs Welfare Officers have resulted in but little perceptible improvement in the adoption of personnel and other standards; the majority of the institutions subject to the Minimum Standards Law will fail to come up to the prescribed minimum; not even such as elementary control as fiscal accounting has as yet been standardized. A basic factor contributing to this is the lack of improvement in institution management personnel, and the reluctance of public officials to enforce improvements.

3. A review of data on institutions, compiled about a year ago, reveals that 60 persent of all institutions in Kinki Region are under private operation, and that 50 percent of these are operated by private individuals as their private property. It is this 50 percent (over 200 agencies) that requires more adequate supervision and controls, as those under private organizations, and public operation will be more easily amenable to standards (once standards are enforced with energy). In one of the prefectures of this region a private individual recently completed the construction of a ¥20,000,000.00 plant in a small village in a mountainous region 1½ hours from the capital city. He has no program developed and no plans for the intake, programs and discharge of the children he hopes to place in the institution. The present institutions in this prefecture are far from crowded. It was only after Civil Affairs inspected the plant that questions were raised about the provisions of the Social Work Law, etc. It is now revealed that this individual is the largest tax-delinquent in the prefecture.

4. This headquarters is initiating surveys, to be bases for special reports, on personnel, including the question of family staffs, in institutions; the adequacy of the education facilities available to the children in certain types of institutions - those whose children are not allowed to attend the neighboring public schools; and the incidence of trachoma, with a treatment program.

5. The recommendations in par 3 of basic letter are concurred in. It is further recommended that the Social Work Law be reviewed as to basic policy, with the view to requiring prior approval, after survey of needs, before new institutions can be started. The practice of allowing private individuals to engage in social institution operation as a private venture needs careful study - if the attendant evils of profit-making out of welfare operations are to be stopped.

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091.4 1st Ind RJA/msy
Hq Wakayama Civil Affairs Team, APO 25
SUBJECT: "Personnel Practices in Welfare Institutions"
(18 Aug 49) (Cont'd)

BY ORDER OF COLONEL O'MOHUNDRO:

GEORGE MINARIK
Captain CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDG NO. [illegible]

HEADQUARTERS
WAKAYAMA CIVIL AFFAIRS TEAM
APO 25

GH/bjd/cs

091.4 18 August 1949

SUBJECT: Personnel Practices in Welfare Institutions.

TO : Chief
Kinki Civil Affairs Region
APO 25

1. Reference: Operational Directive Number 6, Headquarters, Eighth Army, dated 24 January 1949, subject, "Public Welfare", paragraph 7.

2. Problems:

a. The minimum standards establish within welfare institutions, staff positions, i. e., Hobo, Kyogo, Kyobo, etc. However, reviews of welfare institutions and personnel practices within these institutions reveal that no clear descriptions of what these jobs entail exist. These jobs, performed under the same position title, vary with each institution. The fact that no clear duty descriptions have accompanied the establishment of staff positions negates the value of the designation of specific jobs. Together with vague qualification requirements, the absence of duty descriptions permits the constant practice by institutions of merely relabeling old staff members. While no change is made in the old institution program, this fosters the attitude that conformance with required and acceptable standards in this instance is thereby attained.

b. A second unsound personnel practice is noted in the accepted procedure of permitting relatives to hold staff positions within the same institution. This condition exists in every children's institution in Wakayama Prefecture, except one recently established. The most recent application for the establishment of an orphanage proposed a staff consisting of the mother, son, son's wife, son's brother and sister. There is a tendency for families to establish institutions, not as welfare projects, but as business enterprices, with the resultant abuses and scandals. This has been borne out consistently by institution inspections. The director, usually the family head is not in a position to be objective in his management of the staff and the care of the children. All the family members invariably never meet the qualification requirements for the varied jobs. This situation is overlooked because of the fact that they are

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family members. It is often argued that the practice is a desirable one because of the low salaries the institution program affords. However, this seems obviously a false solution to the problem.

3. Recommendations:

a. That the Welfare Ministry establish clear duty descriptions, which spell out in detail, the duties and responsibilities for each job outlined in the institution program. This will afford not only a clarification of personnel functions within an institution but also an additional standard against which to evaluate personnel applications and performance.

b. That clear, concise minimum requirements of education and experience for personnel filling these positions be set down and accompany these duty descriptions.

c. That the Welfare Ministry place restrictions upon members of the same family working in the same institution, with the possible exception of a man and wife in an institution operated on the cottage plan.

d. That the Welfare Ministry intensify its field supervision and objectively evaluate the actual qualifications of the staff against the requirements of the standards.

/s/ Harold G. Doty
/t/ HAROLD G. DOTY
Lt Col, Inf
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. [illegible]

BASIC: Ltr, Hq, Kinki Civil Affairs Region, Subj: "Public Welfare Local Administration", dtd 26 July, 1949.

AG 080 - BA 1st Ind WHB/mn

Hq I Corps, APO 301

TO: CG, Eighth Army, APO 343 Aug 2 1949

"Special Report on Public Welfare Local Administration" within the Kinki Civil Affairs Region is forwarded for your consideration of suggestions and recommendations made.

FOR THE COMMANDING GENERAL:

1 Incl:
n/c

/s/ Charlie Ramsey
/t/ CHARLIE RAMSEY
Asst. Adj Gen.

AGMGPW 091 (Japan) 2nd Ind

SUBJECT: Public Welfare Local Administration (26 Jul 49)

Headquarters Eighth Army, APO 343 Aug 6 1949

TO: Supreme Commander for the Allied Powers, APO 500
(ATTN: Public Health & Welfare Section)

1. For your information and consideration.

2. Problems of organization and the need for further integration of operations and services have received increasing attention from the field personnel. American concepts of county-type administration are not applicable because there are no comarable administrative units in Japan. As alternates several suggestions have been made, including:

a. Voluntary consolidations on the basis of the partial affairs provisions of the local autonomy law. This would result in a multitude of patterns (rather than a standard pattern with authorized special situation deviations) but would leave administration at the local level.

b. A shift from locally to prefecturally administered programs through existing district offices (chiho jimusho). Although this is perhaps the more desirable pattern, it would be more drastic and consequently would present a greater number of problems.

c. An evolutionary developmental pattern leaving structural change to be planned and to develop as supervisory and administrative changes are initiated. This would mean, for example, that structural changes would

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necessarily result from elimination of the minsei-in. Procedural changes (and possibly structural as well) would result from requireing disbursements to be made only through the post office money order (Kawase) system.

FOR THE COMMANDING GENERAL:

1 Incl
n/c

/s/ J.A. O'Breien
/t/ J.A. O'BRIEN
CWO USA
Asst Adj Gen

AG 091.4 (26 Jul 49) PH 3rd Ind

GENERAL HEADQ UARTERS, SUPREME COMMANDER FOR THE ALLIED POWERS, APO 500, 16 August 1949

TO: Commanding General, Eighth Army, APO 343

1. Material and suggestions contained in special report and indorsements contain information of importance to the public assistance program.

2. Public Health and Welfare Section is now in the process of working with the Ministry of Welfare on local organization, including use of Minsei-iin.

3. The Japanese Government is also in the process of studying the Daily Security Law to determine whether a complete rewriting will be necessary in order to more clearly define rights and responsibilities of officials and recipients, therefore complete reorganization is deemed unwise untill these decisions are firm.

4. It is anticipated that a Civil Service Law which will effect local governments may be introduced in the Diet this year. It is believed that this program will also effect local organization.

BY COMMAND OF GENERAL MacARTHUR:

1 Incl
n/c

/s/ A J Rehe
/t/ A J REHE
Major, AGD
Asst Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDG NO: [illegible]

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

RJA/msy

26 July 1949

SUBJECT: Public Welfare Local Administration

TO : Commanding General
I Corps, APO 301
ATTN: Civil Affairs Section

1. Attached is a special report on local public welfare administration.

2. The purpose of this special report is to explore the impact of the large number of local administrative units on the adequacy of the operations.

3. Several Civil Affairs Team Welfare Officers are prepared to work with prefectural welfare officials in further exploring this funcamental problem. As the prefectural officials have always been reluctant to exhibit much initiative, it is felt that it would be helpful in this instance if higher headquarters wouldbring this matter to the attention of the Welfare Ministry, with the suggestion that the Ministry indicate to the prefectures that it would be interested in local experimentation in this area, so that experience could be accumulated for future modification of local administration.

1 Incl:
1. Special Report
with 6 annexes

/s/ Wiley H. O'Mohundro
/t/ WILEY H. O'MOHUNDRO
Colonel Infantry
Commanding

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO. [illegible]

SPECIAL REPORT ON PUBLIC WELFARE
LOCAL ADMINISTRATION

1. PURPOSE:

At the close of its third year of operation the public welfare program in Japan has made considerable progress, which this study takes full cognizance of. There does appear, however, to be a serious lag in the program, which if uncorrected, will doom to futility the sound, progressive legislation and development already achieved. Teh full implementation of the laws and the stabilization of the public welfare program, not only in operations, but also in the confidence of the citizenry, can be realized only on the foundation of sound local operations - the point at which the private citizen comes into intimate contact with the program. Because of the lack of coherence, sense of direction, and potential for sound development in the local administrative structure and procedures, this study has been made to attempt to identify some of the factors involved.

2. DISCUSSION:

Attached is a series of charts based on data collected from each city, town, and village in the 6 prefectures of Kinki Region, showing population, number of local administrative units, size of caseloads, number of paid public employees, and number of Minsei-iin. The data do not include public employees in the District (Gun) and Prefectural welfare offices, in the Demobilization and Repatriation sections, in public institutions or the Child Welfare Consultation Centers; and in the case of those employees who carry duties in addition to welfare, the estimated time spent in such duties (rationing, markets, etc) have been excluded also. All data are as of 31 March 1949.

The report is submitted with some reservations about the accuracy of the data due to the pervading confusion in Japanese statistics, and the extreme difficulty in ascertaining with exactitude the distribution of time spent by employees in samll offices, as between welfare and non-welfare activities. While only public assistance data are presented as the measure of the volume of work, it is with awareness of the fact that it is not the total job; but it is felt that the data do represent an accurate estimate of the situation. It is suggested that this study be considered as indicative rather than definitive, with acceptance of the fact, however, that whatever error is present is not large enough to invalidate the conclusions.

POPULATION:

The distribution of population (Annex "A") in Kinki Region is such that 3 types of prefecture are pivtured: the small rural, the large city, and the evenly divided city-rural; so that Kinki Region can be considered as representing a cross section of the prevailing conditions in any part of Japan. Even though the regional ratio is 52% urban-48% rural, the prefectural range extends from Osaka with 76% urban-24% rural, to Nara with 14% urban-86% rural, with Hyogo representing the regional ratio with roughly 50% rural and

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urban. 3 large cities are represented, as are 5 cities over 100,000 with 2 of the latter over 200,000.

NUMBER OF LOCAL ADMINISTRATIVE UNITS

Annex "B" shows the extremely large number of separate administrative units, 1230 in total, comprising 36 cities and 1194 towns and villages, of which 1000 are villages. These 1194 towns and villages are distributed among 57 District (Gun) offices for supervision by the prefectures. The cities, however, are not under the supervision of the District (Gun) officers, but are related directly to the prefectures.

DISTRIBUTION OF CASELOADS AND PAID STAFF

The distribution of families receiving relief follows rather closely the distribution of the total population as between urban and rural areas, with differences ranging from 13% of Kyoto to 1% of Wakayama. Likewise the distribution of paid staff follows the distribution of caseloads within the prefectures, with variations ranging between 11% in Kyoto and 1% in Wakayama. Such evenness of distribution of need and allocation of staff to volume of work would in a more highly organized and stabilized setting be presumed to be evidence of consistency of administration. It is presumed in this situation, however, to be a matter of chance, as no evidence has come to light to justify any other causation. The variations in understanding of policy and program and procedures as between prefectures, and within prefectures, as between local units, coupled with constantly changing officials preclude any factor other than chance. It is difficult to accept as valid that highly industrialized and urbanised prefecture like Osaka should have the same distribution of need for public assistance as between rural-urban areas as a thoroughly rural prefecture like Nara.

DISBRIBUTION OF MINSEI-IIN

This aspect of the situation was analyzed in special report, submitted with letter this headquarters dated 30 June 1949, subject "Minsei-iin in the Administration of Public Welfare". Subject report and this study together represent a singly approach to the problem of local administration.

DISTRIBUTION OF TOWNS AND VILLAGES BY SIZE OF CASELOADS

Annex "E" shows in clear light that while woughly one-half of the caseload in Kinki Region is being handled by 36 administrative units - the cities, the other half is spread across 1194 local administrative units - the towns and villages. Only 45 of these towns and villages (4%) have caseloads of 100 or over. 19% of the towns and villages (238) have caseloads of 50 to 100 families, while 81% (956) of the towns and villages have caseloads of less than 50, of which 495 (41%) have caseloads of less than 25 families.

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AVERAGE CASELOADS PER PAID EMPLOYEE IN CITIES, TOWNS, AND VILLAGES

Annex "E" relates the caseloads of towns and villages with the number of paid staff. The average caseload is the same for both cities, towns and villages. Towns and villages with caseloads of 100 and over, however, have much higher average caseloads per paid employee, while those with caseloads of 25 and less have correspondingly smaller average caseloads.

The data outlined above present a detailed picture of the physical aspects of local administration in terms of numbers and distribution. These local offices are the core of the program, as it is through the operations of these offices that the legislative intent of the Diet received its expression, and these local offices are the points of liaison with those individuals who are in need of the social services and with the people at large. Their importance cannot be overestimated, and conorsely their mis- of mal-functioning strikes at the very heart of the program. The public welfare programs touch directly or indirectly over 75% of the population, and consequently, from that fact alone, have an importance second to none. Incompetence, indifference, petty domination, and disrespect for rights cannot and must not be allowed to become the keynote of welfare administration.

Unfortunately there has not yet developed in the Japanese welfare administrative structure a mechanism for assuring those qualities and administrative controls that will democratically transform the will of the Diet into the services and benefits to those individuals for whom they were intended. Local units are not alone in this limitation, and discussion of only the local problem does not negate the fact that improvement in clarification of objective and method is needed at all levels of government even up to the Ministry.

In public administration one fact is clear, and unremitting in its necessity for justification of the discharge of public trust - and that is that each echelon of government from the Diet on down to the local unit must at all times be aware of the job being performed at lower levels and be in a position to control and improve such performance. Without this mechanism each succeeding higher level is incapable of accounting for its stewardship -both in terms of money and of program. That this is lacking in the Japanese welfare administration at the present time has been amply documented by Team reports, and its absence is a serious breakdown in democratic government; which until remedied can only serve to encourage continued incompetence in the administration of public welfare, and consequent disrespect for government.

There are many factors that militate against competent administration- poor work havits, archaic concepts of management, time consuming paper handling, obscure instructions from higher levels; but one that cuts across all other factors is the excess number of local administration units. Another serious handicap has been the presence, in the administrative process, of the

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unpaid volunteer part-time Minsei-iin. The special report referred to above analyzed this factor and made recommendations for their eliminations. Even if the Minsei-iin are not removed from the public welfare administrative process, it would still be necessary to deal with the problem of the multitude of local operating units.

The process of social welfare administration is essentially one of dealing with people who are under stress of one sort or another. The determination of eligibility is a complicated one, based as it is on legal definitions and official regulations. In essence the public welfare worker is not only a public administrator, but also a sort of consultant to those who apply to the social services. He stands between the applicant and the laws and regulations, with responsibilities to both. Involved are such activities as getting, varifying, and evaluating facts, answering questions, giving information, recording and certifying, handling complaints and protestes, and counselling, none of which can be adequately performed without full knowledge of not only the laws and regulations of his own office, but also a working knowledge of related programs and community resources. Modern public welfare is not a job for a volunteer or for a part-time worker, particularly a part-time worker who considers his non-welfare job to be more important.

The large percentage of paid staff in the towns and villages with less than 50 cases are part-time workers. These local offices are too small, and will always probably be too small to justify an adequate full time worker. An inevitable result is that the welfare job will never assume the necessary status in keeping with its importance. In addition it will never be possible to maintain a supervisory process that will be effective in a situation so diffused. The cost of maintaining so many local operating units is not of keeping with the demands of the job, and the ability of the nation to support. In no other modern nation are there so many local units for welfare administration. It is a complete waste of money and personnel in additions to perpetuating an uncontrollable, incompetent operation.

The small units referred to have, by and large, been staffed with the most imcompetent of the local employees or with the newest. As new employees show promise they have been promoted, out of the welfare section, to what is considered more important operations. A natural result of this is that the perpetual weakness in welfare personnel makes the program at the local level subservient to local bosses, prejudice and bias, all of which can and have thwarted the expressed intention of the Diet, the Welfare Ministry, and the Prefectural Government.

In-service training programs have no permanent effect in such situations, as would neither a merit system. The size of the present caseloads would not allow for a high enough degree of responsibility of justify a good person. In those towns and villages with caseloads of 5 or 10 families welfare programs will always be relegated to the same level as making tea and cleaning the office. The very essence of the situation spells this out.

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO.

Almost 3 years have been spent in operating the new public welfare programs, without an improvement commensurate with the time and money already expended. The blocking has been fundamental one, rooted primarily in the situation discussed above. A continuation without fundamental change will afford no more advance in the future than has been experienced in the past. All of the other improvements that are being worked on will depend on an improvement in this situation - otherwise they will have no effect. As the Ministry refines and develops the welfare programs the implementation at the local level will require a steadily higher types of performance of a kind that the present structure will never be able to produce.

CONCLUSIONS

The solution submitted is an obvious one and within the experience and capacity of both the Japanese tradition and the Local Autonomy Law. The principle will be an easy one to adopt, but it will be difficult to put into effect because of the many implications and relationship that will have to be worked through. It is proposed that whatever it is geographically possible that present local offices enter into combinations whereby one local office will serve the areas formerly served by the many. This is possible under Art. 284 of the Local Autonomy Law. Combinations of local public functions into "Partial Affairs Associations" have been effected in the National Health Insurance program, in consolidated high schools, in the establishment of public institutions for the care of the aged, and even in combining the total village administration of two villages into one office.

There are not data on hand to discuss details of combinations, as this can be done only with an intimate knowledge of the geography of the areas. Many possibilities, however, suggest themselves - market areas, police districts, consolidated school districts, accessibility of transportation, etc., all of which are within the spirit and letter of the Local Autonomy Law.

With the above suggested rationalization of local administration there will then be a foundation which can support the improvements that are imminent, from the Ministry down. The program can then acquire stabilization, will be staffed with competent personnel, standardization of procedure will be facilitated by having fewer, but larger, local units, supervision will be possible and effective, and in service training programs can be made productive.

RECOMMENDATIONS

The data presented above present clear evidence to justify the following recommendations:

(a) The volunteer, part-time Minsei-iin should be removed from the public welfare administrative process. There are enough paid employees to carry on the program, and the several millions of yen of public money now being spent on Minsei-iin activities could be served.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71803

(b) The present organizational structure of multitudinous local administrative offices must be changed for the sake of effectiveness and economy of operation.

(c) That higher headquarters and the Welfare Ministry indicate through their respective channels their interest in experimentation, where such can be carried out.

TABLE I

DISTRIBUTION OF POPULATION OF TOWNS AND VILLAGES
AND CITIES BY NUMBER AND PREFECTURE

Prefecture	Total in Prefecture	Number in Cities	% of Total	Number in Towns & Villages	% of Total
T O T A L	11,088,304	5,858,902	53	5,229,402	47
OSAKA	3,515,229	2,671,247	76	843,982	24
KYOTO	1,784,753	1,186,854	66	597,899	34
HYOGO	3,156,888	1,428,190	45	1,728,698	55
WAKAYAMA	979,982	284,762	29	695,220	71
SHIGA	872,775	177,822	20	694,953	80
NARA	778,677	110,027	14	668,650	86

Annex "A"

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

TABLE II

NUMBER OF ADMINISTRATIVE AND SUPERVISORY OFFICES

Prefecture	Total Local Offices	Number of Local Offices		Number of District Offices	Aver. No. of T & V per District Office
		Cities	T & V		
T O T A L	1,230	36	1,194	57	21
OSAKA	153	15	138	7	18
KYOTO	201	3	198	11	18
HYOGO	363	9	354	16	22
WAKAYAMA	204	4	200	7	29
SHIGA	168	3	165	8	21
NARA	141	2	139	8	17

Annex "B"

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

TABLE III

DISTRIBUTION OF CASELOADS AND PAID STAFF OF TOWNS AND VILLAGES
CITIES BY NUMBER AND PERCENTAGE

Prefecture	TOTAL		CITIES				TOWNS & VILLAGES			
			Cases		Paid Staff		Cases		Paid Staff	
	Cases Number	Paid Staff Number	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
TOTAL	86,326	2,637	42,283	49	1,264	48	44,043	51	1,373	52
OSAKA	20,298	748	14,785	70	493	66	5,513	30	255	34
KYOTO	18,033	693	12,594	73	428	62	5,439	27	265	38
HYOGO	23,896	694	10,292	43	240	35	13,604	57	454	65
WAKAYAMA	8,785	161	2,637	30	50	31	6,148	70	111	69
SHIGA	8,495	179	674	10	36	20	7,621	90	143	80
NARA	6,819	162	1,101	16	17	10	5,718	84	145	90

Annex "C"

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

TABLE IV

DISTRIBUTION OF MINSEI-IIN IN TOWNS AND VILLAGES, AND CITIES
BY NUMBER AND AVERAGE CASELOAD

Prefecture	TOTAL		CITIES		TOWNS & VILLAGES	
	Number of Minsei-iin	Average Caseload per Minsei-iin	Number of Minsei-iin	Average Caseload per Minsei-iin	Number of Minsei-iin	Average Caseload per Minsei-iin
T O T A L	18,256	4.7	7,224	5.8	11,032	4.0
OSAKA	4,651	4.3	3,043	4.8	1,608	3.4
KYOTO	3,283	5.5	1,900	6.6	1,383	4.0
HYOGO	4,883	4.9	1,627	6.3	3,256	4.0
WAKAYAMA	1,848	4.7	254	10.0	1,594	4.0
SHIGA	2,013	4.2	271	3.2	1,742	4.3
NARA	1,578	4.3	129	9.0	1,449	4.0

Annex "D"

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 1

TABLE V

DISTRIBUTION OF TOWNS AND VILLAGES (BY SIZE OF CASELOADS)
BY NUMBER AND PERCENTAGE

Prefecture	Total T&V	CASELOADS OVER 50							
		Total Over 50		100 Over		51-100		Total 50 & Les	
		# of T&V	% of Total	# of T&V	% of Total	# of T&V	% of Total	#of T&V	% of
T O T A L	1,194	238	19	45	4	193	16	956	81
OSAKA	138	39	29	7	5	32	24	99	71
KYOTO	198	19	10	4	2	15	8	179	9
HYOGO	354	69	19	12	3	57	16	285	8
WAKAYAMA	200	18	9	4	2	14	7	182	9
SHIGA	165	61	37	6	4	55	33	104	6
NARA	139	32	23	12	9	20	14	107	7

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

TABLE V

ISTRIBUTION OF TOWNS AND VILLAGES (BY SIZE OF CASELOADS)
BY NUMBER AND PERCENTAGE

DS OVER 50									
0 Over		51-100		Total 50 & Less		CASELOADS 50 AND 26-50		LESS 25 & Less	
V	% of Total	# of T&V	% of Total	#of T&V	% of Total	# of T&V	% of Total	of T&V	% of Total
	4	193	16	956	81	461	39	495	41
5	32	24	99	71	43	31	56	40	
2	15	8	179	90	53	27	126	63	
3	57	16	285	81	162	46	123	35	
2	14	7	182	91	88	44	94	47	
4	55	33	104	63	69	42	35	21	
9	20	14	107	77	46	33	61	44	

Annex "E"

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG No. 1

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 1780178

CORRECTION

THIS DOCUMENT

HAS BEEN REPHOTOGRAPHED

TO ASSURE LEGIBILITY

TABLE V

DISTRIBUTION OF TOWNS AND VILLAGES (BY SIZE OF CASELOADS)
BY NUMBER AND PERCENTAGE

Prefecture	Total T&V	CASELOADS OVER 50							
		Total Over 50		100 Over		51-100		Total 50 & Le	
		# of T&V	% of Total	# of T&V	% of Total	# of T&V	% of Total	#of T&V	% o
T O T A L	1,194	238	19	45	4	193	16	956	8
OSAKA	138	39	29	7	5	32	24	99	7
KYOTO	198	19	10	4	2	15	8	179	9
HYOGO	354	69	19	12	3	57	16	285	8
WAKAYAMA	200	18	9	4	2	14	7	182	9
SHIGA	165	61	37	6	4	55	33	104	6
NARA	139	32	23	12	9	20	14	107	7

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

TABLE V

DISTRIBUTION OF TOWNS AND VILLAGES (BY SIZE OF CASELOADS)
BY NUMBER AND PERCENTAGE

ADS OVER 50						CASELOADS 50 AND LESS	
00 Over		51-100		Total 50 & Less		26-50	25 & Less
&V	% of Total	# of T&V	% of Total	#of T&V	% of Total	# of T&V	% of Total	of T&V	% of Total
	4	193	16	956	81	461	39	495	41
5		32	24	99	71	43	31	56	40
2		15	8	179	90	53	27	126	63
3		57	16	285	81	162	46	123	35
2		14	7	182	91	88	44	94	47
4		55	33	104	63	69	42	35	21
9		20	14	107	77	46	33	61	44

Annex "E"

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

TABLE VI

DISTRIBUTION OF NUMBER OF CASELOADS AND PAID STAFF AND AVERAG
TOWNS AND VILLAGES (BY SIZE BY CASELOADS) AND

Prefecture	TOTAL CITIES			TOTAL TOWNS & VILLAGES									TOWN
	Cases Number	Paid Staff Number	Aver.	Cases Number	Paid Staff Number	Aver.	100 & Over			51-100			
							Cases	Staff	Aver.	Cases	Staff	Aver	
T O T A L	42,283	1,264	33	44,043	1,373	32	6,631	124	53	12,666	287	44	
OSAKA	14,785	493	30	5,513	255	21	1,052	28	38	2,047	65	31	
KYOTO	12,594	428	29	5,439	265	25	540	18	30	985	33	30	
HYOGO	10,292	240	42	13,604	454	30	1,844	34	54	3,879	97	40	
WAKAYAMA	2,637	50	52	6,148	111	55	568	8	71	848	10	85	
SHIGA	874	36	21	7,621	143	53	962	11	87	3,579	57	49	
NARA	1,101	17	65	5,718	145	39	1,665	25	66	1,328	25	53	

TABLE VI

UMBER OF CASELOADS AND PAID STAFF AND AVERAGE CASELOADS OF
NS AND VILLAGES (BY SIZE BY CASELOADS) AND OF CITIES

S	TOWNS & VILLAGES											
	100 & Over			51-100			26-50			1-25		
	Cases	Staff	Aver.	Cases	Staff	Aver	Cases	Staff	Aver.	Cases	Staff	Aver.
	6,631	124	53	12,666	287	44	16,407	499	33	8,339	463	18
	1,052	28	38	2,047	65	31	1,578	79	20	836	83	10
	540	18	30	985	33	30	1,866	81	23	2,048	133	15
	1,844	34	54	3,879	97	40	5,765	195	30	2,116	128	17
	568	8	71	848	10	85	3,086	47	65	1,646	46	36
	962	11	87	3,579	57	49	2,503	51	49	577	24	24
	1,665	25	66	1,328	25	53	1,609	46	36	1,116	49	22

Annex "F"

DECLASSIFIED E.O. 12065 SECTION 3 4027 NWDC NO.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. [illegible]

BASIC: Ltr, Hq, Kinki Civl Affairs Region, Subj: "Public Welfare Local Administration", dtd 26 July 1949.

AG 080 - BA 1st Ind. WHB/mn

Hq I Corps, APO 301

TO: CG, Eighth Army, APO 343

"Special Report on Public Welfare Local Administration" within the Kinki Civil Affairs Region is forwarded for your consideration of suggestions and recommendations made.

FOR THE COMMANDING GENERAL:

/s/ Charlie Ramsey
/t/ Charlie Ramsey
C.W.S. U.S.A.
Asst Adj Gen

1 Incl:
n/c

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDG NO. [illegible]

AGMGFW 091 (Japan) 2nd Ind
SUBJECT: Public Welfare Local Administration (26 Jul 49)

Headquarters Eighth Army, APO 343

TO: Supreme Commander for the Allied Powers, APO 500
(ATTN: Public Health & Welfare Section)

1. For your information and consideration.

2. Problems of organization and the need for further integration of operations and services have received increasing attention from the field personnel. American concepts of county-tupe administration are not applicable because there are no comparable administrative units in Japan. As alternates several suggestions have been made, including:

a. Voluntary consolidations on the basis of the partial affairs provisions of the local autonomy law. This would result in a multitude of patterns (rather than a standard pattern with authorized special situation deviations) but would leave administration at the local level.

b. A shift from locally to prefecturally administered programs through existing district offices (chiho jimusho). Although this is perhaps the more desirable pattern, it would be more drastic and consequently would present a greater number of problems.

c. An evolutionary developmental pattern leaving structural change to be planned and to develop as supervisory and administrative changes are initiated. This would mean, for example, that structural changes would necessarily result from elimination of the minsei-iin. Procedural changes (and possibly structural as well) would result from requiring disbursements to be made only through the post office money order (kawase) system.

FOR THE COMMANDING GENERAL:

/s/ J. A. O'Brien
/t/ J. A. O'BRIEN
CWO USA
Asst Adj Gen

1 Incl
n/c

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO.

Ltr, Kinki Civil Affairs Region, subject: Public Welfare Local Administration, 26 Jul 49

AG 091.4 (26 Jul 49) PH

GENERAL HEADQUARTERS, SUPEREME COMMANDER FOR THE ALLIED POWERS, APO 500, 16 August 19 9

TO: Commanding General, Eighth Army, APO 343

1. Material and suggestions contained in special report and indorsements contain information of importance to the public assistance program.

2. Public Health and Welfare Section is now in the process of working with the Ministry of Welfare on local organization, including use of Minsei-iin.

3. The Japanese Government is also in the process of studying the Daily Life Security Law to determine whether a complete rewriting will be necessary in order to more clearly define rights and responsibilities of officials and recipients, therefore complete reorganization is deemed unwise until these decisions are firm.

4. It is anticipated that a Civil Service Law which will effect local governments may be introduced in the Diet this year. It is believed that this program will also effect local organization.

BY COMMAND OF GENERAL MacARTHUR:

/s/ A J Rehe
/t/ A J REHE
Asst Adj Gen

1 Incl
w/d

AGMGIW 091 (Japan) 4th Ind

Heqdquarters Eighth Army, APO 343

TO: Commanding General, I Corps, APO 301
(ATTN: CA Welfare Officer)

J. A. O'B

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 770515

BASIC: Ltr, Hq, Kinki Civil Affairs Region, Sub: "Public Welfare Local Administration", dtd 26 July 1949.

AG 080 - BA 5th Ind. WHB/mn

Hq I Corps, APO 301

TO: Chief, Kinki Civil Affairs Region, APO 25

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71805

File

091.4 1st Ind RJA/may
Hq Wakayama Civil Affairs Team, APO 25
SUBJECT: "Personnel Practices in Welfare Institutions" (18 Aug 49)

Hq Kinki Civil Affairs Region, APO 25, 31 August 1949

TO: Chief, Wakayama Civil Affairs Team, APO 25
ATTN: Public Welfare Section

1. Forwarded for your information and consideration.

2. The mismanagement described in Ltr, Hq Wakayama Mil Govt Team, APO 25, dtd 11 March 1949, 091.4 subj: "Inspection of Child Welfare Institution" was not and is not an isolated occurence. The 3 years of inspections of institutions by Civil Affairs Welfare Officers have resulted in but little perceptible improvement in the adoption of personnel and other standards; the majority of the institutions subject to the Minimum Standards Law will fail to come up to the prescribed minimum; not even such as elementary control as fiscal accounting has as yet been standardized. A basic factor contributing to this is the lack of improvement in institution management personnel, and the reluctance of public officials to enforce improvements.

3. A review of data on institutions, compiled about a year ago, reveals that 60 percent of all institutions in Kinki Region are under private operation, and that 50 percent of these are operated by private individuals as their private property. It is this 50 percent (over 200 agencies) that requires more adequate supervision and controls, as those under private organizations, and public operation will be more easily amenable to standards (once standards are enforced with energy). In one of the prefectures of this region a private individual recently completed the construction of a ¥20,000,000.00 plant in a small village in a mountainous region 1½ hours from the capital city. He has no program developed and no plans for the intake, programs and discharge of the children he hopes to place in the institution. The present institutions in this prefecture are far from crowded. It was only after Civil Affairs inspected the plant that questions were raised about the provisions of the Social Work Law, etc. It is now revealed that this individual is the largest tax-delinquent in the prefecture.

4. This headquarters is initiating surveys, to be bases for special reports, on personnel, including the question of family staffs, in institutions; the adequacy of the education facilities available to the children in certain types of institutions - those whose children are not allowed to attend the neighboring public schools; and the incidence of trachoma, with a treatment program.

5. The recommendations in par 3 of basic letter are concurred in. It is further recommended that the Social Work Law be reviewed as to basic policy, with the view to requiring prior approval, after survey of needs, before new institutions can be started. The practice of allowing private individuals to engage in social institution operation as a private venture needs careful study - if the attendant evils of profit-making out of welfare operations are to be stopped.

P.W. Files

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 770018

091.4 1st End RJA/mzy

Hq Wakayama Civil Affairs Team, APO 25
SUBJECT: "Personnel Practices in Welfare Institutions" (18 Aug 49) (Cont'd)

BY ORDER OF COLONEL O'MCHUNDRO:

GEORGE MIHARIK
Captain CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 770318

HEADQUARTERS
WAKAYAMA CIVIL AFFAIRS TEAM
APO 25

GH/bjd/cs

091.4

18 August 1949

SUBJECT: Personnel Practices in Welfare Institutions.

TO : Chief
Kinki Civil Affairs Region
APO 25

1. Reference: Operational Directive Number 6, Headquarters, Eighth Army, dated 24 January 1949, subject, "Public Welfare", paragraph 7.

2. Problems:

a. The minimum standards establish within welfare institutions, staff positions, i. e., Hobe, Kyogo, Kyobo, etc. However, reviews of welfare institutions and personnel practices within these institutions reveal that no clear descriptions of what these jobs entail exist. These jobs, performed under the same position title, vary with each institution. The fact that no clear duty descriptions have accompanied the establishment of staff positions negates the value of the designation of specific jobs. Together with vague qualification requirements, the absence of duty descriptions permits the constant practice by institutions of merely relabeling old staff members. While no change is made in the old institution program, this fosters the attitude that conformance with required and acceptable standards in this instance is thereby attained.

b. A second unsound personnel practice is noted in the accepted procedure of permitting relatives to hold staff positions within the same institution. This condition exists in every children's institution in Wakayama Prefecture, except one recently established. The most recent application for the establishment of an orphanage proposed a staff consisting of the mother, son, son's wife, son's brother and sister. There is a tendency for families to establish institutions, not as welfare projects, but as business enterprises, with the resultant abuses and scandals. This has been borne out consistently by institution inspections. The director, usually the family head, is not in a position to be objective in his management of the staff and the care of the children. All the family members invariably never meet the qualification requirements for the varied jobs. This situation is overlooked because of the fact that they are

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71-0018

family members. It is often argued that the practice is a desirable one because of the low salaries the institution program affords. However, this seems obviously a false solution to the problem.

3. Recommendations:

a. That the Welfare Ministry establish clear duty descriptions, which spell out in detail, the duties and responsibilities for each job outlined in the institution program. This will afford not only a clarification of personnel functions within an institution but also an additional standard against which to evaluate personnel applications and performance.

b. That clear, concise minimum requirements of education and experience for personnel filling these positions be set down and accompany these duty descriptions.

c. That the Welfare Ministry place restrictions upon members of the same family working in the same institution, with the possible exception of a man and wife in an institution operated on the cottage plan.

d. That the Welfare Ministry intensify its field supervision and objectively evaluate the actual qualifications of the staff against the requirements of the standards.

/s/ Harold G. Doty
HAROLD G. DOTY
Lt Col, Inf
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 770618

HEADQUARTERS
KINKI CIVIL AFFARIS REGION
APO 25 (Osaka, Honshu)

9 July 1949

SUBJECT: Participation of Public Officials in the 1949 - 1950 Community Chest Campaign

TO: Commanding General
I Corps, APO 301
ATTN: Civil Affairs Section

1.. References:

(a) Welfare Ministry Sha-Hatsu No. 1701, dated 12 December 1947
(b) Welfare Ministry Sha-Hatsu Otsu No. 89, dated 7 April 1949
(c) PH&W Technical Bulletin, TB-PH-WEI No. 4 dated September 1947
(d) PH&W Weekly Bulletins, Nos. 50 and 77.

2. References 1 (a, c, and d) clearly set forth the principle that public officials are not to be active in the management of Community Chest Affairs; that the Community Chest is a private enterprise, and must develop as such under the private initiative.

3. Reference 1, b requests prefectural governors "to give guidance for the execution of the 1949 - 1950 fund raising campaign .....in order to cause them to display their true effect."

4. This apparent reversal of previously announced policy needs clarification. The Civil Affairs Welfare Officers have consistently urged the principles contained in references 1 (a, c, and d); and without clarification, a continuation of this interpretation by Civil Affairs Welfare Officers, in the face of Sha-Hatsu Otsu No. 89, will place them in an unrealistic and untenable position with the Japanese involved in this program.

5. It is requested that higher headquarters evaluate this apparent contradiction and advise this headquarters of future policy.

FOR THE COMMANDING OFFICER:

GEORGE MINARIK
Captain, CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 1780[illegible]

BASIC: Ltr, Hq Kinki Civil Affairs Region, subj: "Participation of Public Officials in the 1949 - 1950 Community Chest Campaign", dtd 9 July 1949.

AG 005 - BA 1st Ind. WHB/mn

Hq I Corps, APO 301

TO: CO, Kinki Civil Affairs Region, APO 25

1. Reference paragraph 5 of basic communication, the policy to be followed is that prefectural governors and public officials should encourage and and guide the Community Chest in the implementation of its campaigns in ord order that the campaigns may be as successful as possible, but that administrative, managerial and operational functions of the Community Chest must not be subject to any management or active participation by prefectural governors or public officials.

2. It is not believed that there has been any reversal of policy. Welfare Ministry Sha-Hatsu No. 1701, dated 12 December 1947 (believed to be the same document as your reference 1 (a)) sets forth the same precepts as stated in paragraph 1 above; as does also PH&W Bulletin No. 77.

3. The question raised is appreciated, however, and any information received, which will further serve to clarify this problem, will be immediately forwarded to your headquarters.

BY COMMAND OF MAJOR GENERAL COULTER:

Charles Ramsey
C.W.O. U.S.A,
Asst Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO. [illegible]

BASIC: Ltr, Hq Kinki Civil Affairs Region, subj: "Participation of Public Officials in the 1949 - 1950 Community Chest Campaign", dtd 9 July 1949.

AG 005 - BA 1st Ind. WHB/mn

Hq I Corps, APO 301

TO: CO, Kinki Civil Affairs Region, APO 25

1. Reference paragraph 5 of basic communication, the policy to be followed is that prefectural governors and public officials should encourage and guide the Community Chest in the implementation of its campaigns in order that the campaigns may be as successful as possible, but that administrative, managerial and operational functions of the Community Chest must not be subject to any management or active participation by prefectural governors or public officials.

2. It is not believed that there has been any reversal of policy. Welfare Ministry Sha-Hatsu No. 1701, dated 12 December 1947 (believed to be the same document as your reference 1 (a)) sets forth the same precepts as stated in paragraph 1 above; as does also PH&W Bulletin No. 77.

3. The question raised is appreciated, however, and any information received, which will further serve to clarify this problem, will be immediately forwarded to your headquarters.

BY COMMAND OF MAJOR GENERAL COULTER:

/s/ Charles Ramsey
/t/ C.W.O. U.S.A.
Asst. Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO: [illegible]

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

9 July 1949

SUBJECT: Participation of Public Officials in the 1949 - 1950 Community Chest Campaign

TO: Commanding General
I Corps, APO 301
ATTN: Civil Affairs Section

1. References:
   (a) Welfare Ministry Sha-Hatsu No. 1701, dated 12 December 1947
   (b) Welfare Ministry Sha-Hatsu Otsu No. 89, dated 7 April 1949
   (c) PH&W Technical Bulletin, TB-PH-WEI No. 4 dated September 1947
   (d) PH&W Weekly Bulletins, Nos. 50 and 77.

2. References 1 (a, c, and d) clearly setforth the principle that public officials are not to be active in the management of Community Chest Affairs; that the Community Chest is a private enterprise, and must develop as such under the private initiative.

3. Reference 1, b requests prefectural governors "to give guidance for the execution of the 1949 - 1950 fund raising campaign.....in order to cause them to display their true effect."

4. This apparent reversal of previously announced policy needs clarification. The Civil Affairs Welfare Officers have consistently urged the principles contained in references 1 (a, c, and d); and without clarification, a continuation of this interpretation by Civil Affairs Welfare Officers, in the face of Sha-Hatsu Otsu No. 89, will place them in an unrealistic and untenable position with the Japanese involved in this program.

5. It is requested that higher headquarters evaluate this apparent contradiction and advise this headquarters of future policy.

FOR THE COMMANDING OFFICER:

GEORGE MINARIK
Captain, CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. [illegible]

BASIC: Ltr, Hq Kinki Civil Affairs Region, subj: "Participation of Public officials in the 1949 - 1950 Community Chest Campaign", dtd 9 July 1949.

AG 005 - BA 1st Ind. WEB/mm

Hq I Corps, APO 301

TO: CO, Kinki Civil Affairs Region, APO 25

1. Reference paragraph 5 of basic communication, the policy to be followed is that prefectural governors and public officials should encourage and guide the Community Chest in the implementation of its campaigns in order that the campaigns may be as successful as possible, but that administrative, managerial and operational functions of the Community Chest must not be subject to any management or active participation by prefectural governors or public officials.

2. It is not believed that there has been any reversal of policy. Welfare Ministry Sha-Hatsu No. 1701, dated 12 December 1947 (believed to be the same document as your reference 1 (a)) sets forth the same precepts as stated in paragraph 1 above; as does also PHW Bulletin No. 77.

3. The question raised is appreciated, however, and any information received, which will further serve to clarify this problem, will be immediately forwarded to your headquarters.

BY COMMAND OF MAJOR GENERAL COULTER:

/s/ Charles Ramsey
/t/ C.W.O. U.S.A.
Asst. Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDG NO. [illegible]

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

9 July 1949

SUBJECT: Participation of Public Officials in the 1949 - 1950 Community Chest Campaign

TO: Commanding General
I Corps, APO 301
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FOR THE COMMANDING OFFICER:

GEORGE MINARIK
Captain, CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO. [illegible]

BASIC: Ltr, HQ Kinki Civil Affairs Region, subj: "Participation of Public Officials in the 1949 - 1950 Community Chest Campaign", dtd 9 July 1949.

AG 005 - BA 1st Ind. WEH/nm

HQ I Corps, APO 301

TO: CO, Kinki Civil Affairs Region, APO 25

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BY COMMAND OF MAJOR GENERAL COULTER:

/s/ Charles Ramsey
/t/ C.W.O. U.S.A.
Asst. Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDG NO. [illegible]

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

9 July 1949

SUBJECT: Participation of Public Officials in the 1949 - 1950 Community Chest Campaign

TO: Commanding General
I Corps, APO 301
ATTN: Civil Affairs Section

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FOR THE COMMANDING OFFICER:

GEORGE MINARIK
Captain, CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71803 18

BASIC: Ltr, Hq Kinki Civil Affairs Region, subj: "Participation of Public Officials in the 1949 - 1950 Community Chest Campaign", dtd 9 July 1949.

AG 005 - BA 1st Ind. WHR/mn

Hq I Corps, APO 301

TO: CO, Kinki Civil Affairs Region, APO 25

1. Reference paragraph 5 of basic communication, the policy to be followed is that prefectural governors and public officials should encourage and guide the Community Chest in the implementation of its campaigns in order that the campaigns may be as successful as possible, but that administrative, managerial and operational functions of the Community Chest must not be subject to any management or active participation by prefectural governors or public officials.

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BY COMMAND OF MAJOR GENERAL COULTER:

/s/ Charles Ramsey
/t/ C.W.O. U.S.A.
Asst. Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 1 1 2 0 1 8

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

9 July 1949

SUBJECT: Participation of Public Officials in the 1949 - 1950 Community Chest Campaign

TO: Commanding General
I Corps, APO 301
ATTN: Civil Affairs Section

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GEORGE MINARIK
Captain, CE
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DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71803

BASIC: Ltr, Hq Kinki Civil Affairs Region, subj: "Participation of Public Officials in the 1949 - 1950 Community Chest Campaign", dtd 9 July 1949.

AG 005 - BA (1st Ind. WHB/mn

Hq I Corps, APO 301

TO: CO, Kinki Civil Affairs Region, APO 25

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BY COMMAND OF MAJOR GENERAL COULTER:

/s/ Charles Ramsey
/t/ A.W.O. U.S.A,
Asst. Adj Gen

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 1780[illegible]

HEADQUARTERS
KINKI CIVIL AFFAIRS REGION
APO 25 (Osaka, Honshu)

9 July 1949

SUBJECT: Participation of Public Officials in the 1949 - 1950 Community Chest Campaign

TO: Commanding General
I Corps, APO 301
ATTN: Civil Affairs Section

1. References:
   (a) Welfare Ministry Sha-Hatsu No. 1701, dated 12 December 1947
   (b) Welfare Ministry Sha-Hatsu Otsu No. 89, dated 7 April 1949
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FOR THE COMMANDING OFFICER:

GEORGE MINARIK
Captain, CE
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 17803

Welfare Ministry Sha Otsu Hatsu No. 167

21 June 1949

TO: Governor of Prefecture

SUBJECT: Execution of the Community Chest Campaign

FROM: Director of Social Affairs, Welfare Ministry

The Community C hest campaign which after two years' experience is believed to have produced conspicuous effects in attaining the ultimate purpose such as dissemination and propagandism of the relief ideas among the general public and fund raising for the private social works, and at the beginning of its third year when the campaign is getting constant, it is believed necessary to make our special efforts for attaining the ultimate purpose by reflecting our past experiences, by developing the strong points and by correcting weak ones. As instructed already, if any error is made in the execution of this campaign and it comes to be not trusted by the people, there will be a great difficulty in recovery its trust, therefore, it is repeatedly requested that you will give adequate guidance and supervision to the parties concerned for the complete development of the campaign of this kind, taking the following items into consideration:

1. Since the fund raising by means of this campaign should be carried on based on the idea of mutual-aid of the people and by the voluntary and free will of the people, efforts should be made so that his purport be further disseminated.

2. As the result of the execution of this campaign, the interest of the people concerning the social work institutions and other social works in general has been greatly elevated, and efforts must be made for enforcing supervision over social work carried on under the Social Work Law in order not to be betray the trust of the people.

3. Since, originally speaking, this is a purely national campaign, it would be needless to say that the government and public officials should give general and complete guidance so that this campaign may develop to its original direction and lest it should derail from its original purpose, and further, as already instructed by 2 of our instruction Sha Hatsu No. 1701, dated 10 Dec. 1947, the government and public official should not as such interfere with the distribution of the funds collected.

4. The prefectural Community Chest committees are responsible organizations for the execution of the campaign in question concerning the distribution of the funds collected, therefore, the committees should refrain from directly managing the institutions beyond the scope of the business and their

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO.

purposes, from executing the business or from giving supervision and instruction over all business of the social work organizations, lest these committees become the subjects of the social works or be mistaken as such.

5. With regard to the distribution of the Community Chest funds, care must be taken concerning the following items:

a. It seems that, at the beginning, pretty large amount of the funds collected was appropriated for the supplementary of red figures, in spite of the fact that this, in accordance with the provisions of 1 of the notification Sha Otsu Hatsu No. 96 dated 23 June 1948, should as a general principle, be based on the budget principle; therefore, it is requested that guidance should be given lest, from this year on, such appropriation should be made.

b. Since the Community Chest funds should be distributed only within the limits decided at the time of the determination of the goal for the fiscal year in question, it would be desirable that in case the Community Chest funds are distributed beyond such decision, such distribution should be made within the surplus of the amount to be distributed by the decision of the committee.

Moreover in consideration of the fact that the expenses for major repair of the institutions, improvement and new establishment thereof occupy the greater amount of the funds distributed, this campaign should aim at supplementary the scarcity of the expenses of the private social work institutions.

c. Since it is the violation of the purport of the Community Chest campaign to distribute the funds for supplementary the scarcity of commitment expenses to the public social works institutions for to the private social work institutions commissioned by the government or public bodies under the Daily Life Security Law or the Child Welfare Law, efforts must be made so that the fundamental principle mentioned in 2 of the notification Sha Otsu Hatsu No. 39 dated 27 Feb. 1948 may strictly be observed.

d. For beneficiary agencies which want to receive Community Chest funds for supplementing the scarcity of expenses required for the relief funds for the relief persons in their homes or required for the enterprises for the protection of the relief persons without accommodating them in the institutions, such as the Social Work Association or Minseiin Federation, the amount distributed should be expanded only for the enterprises decided in advance such as relief for relief persons, and ease must be taken lest the majority of the funds be expended for personnel or office-work expenses.

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO.

7

Instructions
Self explanatory

Welfare Ministry Sha Otsu Hatsu No. 167

21 June 1949.

TO: Governor of Prefecture.

SUBJECT: Execution of the Community Chest Campaign.

FROM: Director of Social Affairs, Welfare Ministry.

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. Since the fund raising by means of this campaign should be carried on based on the idea of mutual-aid of the people and by the voluntary and free will of the people, efforts should be made so that this purport be further disseminated.

2. As the result of the execution of this campaign, the interest of the people concerning the social work institutions and other social works in general has been greatly elevated, and efforts must be made for enforcing supervision over social work carried on under the Social Work Law in order not to be betray the trust of the people. X

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DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. [illegible]

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DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO: [illegible]

NARA CIVIL AFFAIRS TEAM
APO 25, Unit 4

WFG/md

005

25 August 1949

SUBJECT: 1949 Community Chest Plans

TO : Chief
Kinki Civil Affairs Region
APO 25

1. In compliance with request, your headquarters, the following report is submitted:

2. While talking to the Community Chest secretary, the following interpretation of B. Prefectural Program, II, paragraph 7, in the pamphlet entitled "The People's Helping & Neighborliness 1949 Community Chest Campaign Policy" was presented. (Inclosure 1)

3. Any sum collected, which is over the expected goal, may be given to the Minsei-iin Committees in isolated districts. These committees may then distribute the amount to either relief or non-relief families, who they feel are in need.

4. The reason being given for the above is that these districts, without institutions or agencies, receive no material benefit from the amount they collected during the Community Chest Campaign. Therefore, this is their way of receiving compensation for the part they played in attaining the proposed goal.

5. For several reasons, the allocation of funds to isolated districts does not appear sound.

a. This is in opposition to the basic principles surrounding the Community Chest.

b. Any individual(s) unable to maintain a decent standard of living may receive help under the provisions of the DLSL, therefore you have a duplication of the public services.

c. The distribution of funds to individuals is confusing to the committee members, for in 1948 they were advised against giving lump sum grants to recipients.

d. The method in which the money is to be distributed could very well be mishandled.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDS NO. [illegible]

Ltr, Nara Civil Affairs Team, APO 25, Unit 4, "Subj: "1949 Community Chest Plans" dtd 25 August 1949

6. Another discrepancy noted in the 1949 campaign plans is the list of social organizations that are to receive funds. A thorough examination of the structure, purpose, and need of the same organizations was made at the end of the 1948 campaign. It was discovered then, that the majority receiving Community Chest money were without plans, officers, committees and had no active program whatsoever. This section had hoped that this investigation would prove to the committee members the futility of giving to unworthy agencies. It was also emphasized at this time, the damage this can do to the idea and purpose of the Community Chest.

1 Incl

EARL L. DOWNING
Lt Col Inf
Chief

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11803 18

THE PEOPLE'S HELPING & NEIGHBORLINESS
1949 COMMUNITY CHEST CAMPAIGN POLICY

7. Allocations for Branches: Allocations for local PCCC branches and/or sub-branches shall be made through the Prefectural headquarters office, since the headquarters office is the only one to receive PCCC funds collected. Therefore all funds collected by branches and/or sub-branches must be promptly transmitted to PCCC Hqt.

When additional funds are required, besides the quota assessed by PCCC, for exclusively local purposes, the following conditions shall be observed:-

a. The PCCC shall make the final decision on the amount to be raised for such purposes, if approved, on the basis of local needs

b. Publicize the amount required and the purpose for which they are intended

c. PCCC officials shall take special precaution so that the attainment of Prefectural goal will not suffer by recognizing additional special funds to be raised for special local purposes

Inclosure 1

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 71803

C. Chest

Wakayama Nichi Nichi Newspaper, 23 June 1949.

Report on the distribution of the Community Chest Funds and Red Cross Funds for 1948.

The Community Chest Funds and the Red Cross Funds which you, the prefectural people with the fratenal love have donated have reached 9,380,000 yen (98% of the goal, 9,500,000 yen). In order to distribute the amount of precious funds of fratenal love by the priciple of the Community Chest "To help unfortunate fellow men and to build up bright community", deliberation was made at the Distribution Council composed of the standing commissioners, your representatives and as the result of the above deliberation, it was decided that the amount will be distributed as follows:

With sincere gratitude for the cooperation you have given to the campaign, we hereby report you the outline, and we swear that the detailed explanation will be given to you at anytime at the office.

Chairman of the Wakayama Prefectural Community Chest Committee....
Yasukichi Uchita

Standing Commissioners: Eiichi Ehara, Teikan Miyazaki, Masayuki Obata
Motoichi Nishikawa, Tatsujiro Fukuda, Toshio Nakamura
Tetsuro Shimamoto, Masachika Ishii, Yoshio Tada
Kanekichi Kameda, Jiro Ichikawa, Kazuo Hara.
Kiichi Miyai, Teizo Shimazaki, Sanemon Yamada
Hisagoro Saka.

Income and disbursement of the Community Chest Funds and the distribution thereof.

Income.

Total amount of funds collected	9,384,928.70
Income acquired after the close of the campaign for last year	270,000.00
Total	9,654,928.70

Took us weeks of research to get the allocations published in such a manner as to show how much each agency got. Not too complete yet. Fuchu Kosei Kai got nothing. Distribution is very irregular as officials of Doho Corp. Kai did a lot of it.

DECLASSIFIED E.O. 12065 SECTION 3 402/NNDS NO. [illegible]

Disbursement

1. Community Chest Committee.

a.	Expenses for fund collection	¥ 940,000.00
b.	Amount to be paid back to the Central Committee	60,000.00
c.	Expenses for the dispositions of bills of the fund collection for 1947	79,672.00
d.	Amount brought into the expenses of Committee office	59,099.63
e.	Amount reserved as fund for important relief	200,000.00
Total.....		1,338,772.50

2. Wakayama Branch of the Japan Red Cross Society 2,466,156.20

3. National Relief Association, General relief works (Dobo Eiyo Kai)

a.	Wakayama Branch of the National Relief Association (Wakayama City)	480,500.00
b.	Wakayama Mother's Home (Wakayama City)	259,400.00
Total.....		739,900.00

4. Minseiin Kai Liaison for Welfare Works

a.	Wakayama Prefectural Minseiin Federation (WakayamaCity)		
	General expenses		593,800.00
	Scholarships		400,000.00
b.	Wakayama City Minseiin Rengo-kai	(WakayamaCity)	307,850.00
c.	Kainan City " "	(Kainan City)	87,500.00
d.	Tanabe City " "	(Tanabe City)	57,200.00
e.	Shingu City " "	(Shingu City)	50,900.00
f.	Kaiso Gun " "	(Wakayama City)	162,100.00
g.	Naga Gun " "	(Iwade Town)	137,800.00
h.	Ito Gun " "	(Hashimoto Town)	153,600.00
i.	Arita Gun " "	(Yuasa Town)	195,700.00
j.	Hidaka Gun " "	(Gobo Town)	212,200.00
k.	Nishimuro Gun " "	(Tanabe City)	179,600.00
l.	Higashimuro Gun " "	(Shingu City)	105,600.00
m.	Kushimoto Welfare Dormitory	(Kushimoto Town)	130,000.00
n.	Ikeda Industrial Training Institution	(Ikeda Village)	50,000.00
p.	Wakayama Infants preschool children day Nursery	(Wakayama City)	31,000.00
q.	Gobo Day Nursery		25,800.00
Total.....			2,880,700.00