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BASIC: Public Welfare Quadriannual Progress Report, cont'd.

6. Social Insurance:

a. The following are the social insurance programs in Japan:

(1) Health Insurance
(2) National Health Insurance
(3) Welfare Pension
(4) Workmen's Accident Compensation Insurance
(5) Seamen's Insurance
(6) Unemployment Insurance
(7) Government Pension Insurance
(8) Government Personnel Mutual Aid See
(9) Government Enterprise Mutual Aid Societies
(10) Workmen's Accident Compensation for Government Employees.

b. The first administrative offices for social insurance set up outside the central government headquarters were the fifty-five offices created in 1926 for administering the Health Insurance program. With the enactment of the National Health Insurance Law in 1938, responsibility for supervision of the activities of the National Health Insurance Association was assigned to the Social Affairs Section of the Prefectural Education Department. In 1940, responsibility for administration of Seamen's Insurance was given to the Health Insurance Section in the Police Department. In 1941, jurisdiction over Employer's Liability Insurance for Accidents was transferred to the Health Insurance Section from the Labor Administration Section.

c. The name of the Health Insurance Section was changed to Insurance Section in 1942, and it was also assigned responsibilities for Welfare Pension Insurance. Supervision of the National Health Insurance Association was transferred from the Social Affairs Section to the Insurance Section in 1945, and in 1946 the Insurance Section was moved from the Police Department to the Education and Welfare Department.

d. In 1947, Workmen's Accident Compensation Insurance supplanted Employer's Liability Insurance for Accidents and was assigned to the Labor Standards Offices which are not a part of the prefectural government but are direct extensions of the Ministry of Labor.

e. Unemployment Insurance was also enacted 1947 and its administration was assigned to the Employment Security Office (Section) in Labor Department, Prefectural Government. Under the provisions of the Local Autonomy Law, in January 1948, Education and Welfare activities were separated in two Departments in all prefectures. Workmen's Accident Compensation insurance will continue to be administered by the Labor Standards Offices directly under the supervision of the Ministry of Labor.

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BASIC: Public Welfare Quadriennual Progress Report, cont'd.

f. Health Insurance:	in 1928	1945	1949
No. of Associations(Jigyo-sho)	190	959	2,020
No. of the insured	9,400	29,193	56,965
Premiums	¥235,000	¥1,312,560	¥109,885,085
Benefits paid	¥204,000	¥ 823,893	¥112,975,500

g. Welfare Pension:	in 1942	1945	1949
No. of Associations(Jigyo-sho)	430	895	1,961
No. of the insured	84,960	163,104	108,249
Premiums	6,298,332	¥10,771,280	¥184,653,461
Benefits		¥ 2,836,375	¥ 1,425,250

Remarks: By the Atomic Bomb, Widow's Pension benefit receivers - - - 1,100 cases
Lumpsum for bereaved families - - - 2,930 cases

h. Seamen's Insurance:	1941	1945	1949
No. of Jigyo-sho	31	70	128
No. of the insured	975	703	3,433
Premium	¥151,730	¥407,850	¥15,313,190
Benefits	¥ 40,500	29,900	7,480,776

i. National Health Insurance:

By the enforcement of the National Health Insurance in 1938, about 157 associations were compulsorily established, but the activities of these associations was slow and about half of them remained up to the time of World War II and continued inefficient operations during the War.

No. of associations operating as of the end of Aug 49: 95
No. of the insured: 811,929 persons.

7. Disaster Relief:

On 2 December 1947, the first Disaster Relief Team was organized in Nagasaki, and on 15 April 1948, the Prefecture drafted legislation which was passed 10 July 1948. Three typhoons have done considerable damage, those of 5 July 1948, estimated at ¥933,889.90, 11 September 1948, at a cost of ¥11,783,959,35. and 16 August 1949, causing damage totaling ¥491,495.00.

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The Welfare Section was active in each case, setting up emergency shelters, emergency feeding programs, clothing, and other daily necessities.

8. Foreign Nationals:

During the immediate post-war period, a supplementary ration was set aside for purchase by foreign nationals, but many failed to avail themselves of this service, as for a long period the only distribution center was in Nagasaki. The distribution point was full of spider webs, rats were in evidence, and the distribution was of questionable value to those who could manage to buy from overseas stores or order from their home. Not a single protest was lodged when this ration was discontinued.

9. Repatriates:

a. At the close of and settlement of the war, the Prefectural Welfare Section had no concrete measure for the relief of repatriates. The Ministry of Welfare consequently established the Repatriation Centers at Sasebo, Kagoshima, Hakata, and Outake on a minimum standard, and supplied free train service, meal tickets, exchange of foreign currencies, and simple physical examinations.

b. In 1946, relief in kind (clothing, emergency household materials) were distributed, and a plan for the cultivation of the soil and forestry were prepared. The reclamation applications were handled by the Ken reclamation enterprise section, and the farm operation fund was also issued through this section. Some of these were settled on farmer large estates of the nobility which were confiscated under the Land Reform Act.

c. The Welfare Department handled applications for the occupational rehabilitation fund with a grant from the national budget. From time to time the repatriates' barracks were built in Nagasaki Prefecture. Several villages in the Prefecture built their own barracks and solved their problem on their own initiative. In 1947, repatriates' barracks were built at Omura, Shimabara, Isahaya, Iki Island and Egami with an appropriation of ¥11,793,154 and 1,541 people were referred. This period found most of the business circles were prosperous, and the blackmarket was still profitable and many of the repatriates engaged in this operation.

d. In 1948, the repatriates barracks at Shimabara, Nagasaki, Omura, Sasebo, Taira, Fukue, on Goto Island were built at a cost of ¥ 6,992,613. The repatriation from overseas was nearly completed in 1948 except Soviet area or Red China area. The first repatriation from the Soviet area was begun in April 1948. To overcome prejudice against the repatriates, the Prefectural Welfare Section set aside Love Week sponsored on the national level by the YMCA Student League and Women's Association. But there was no special trouble or agitation caused by the repatriates, who faced a depressed economy with patience and fortitude.

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e. In 1949, SCAP announced the second repatriation from the Soviet area, and in April the first steamer arrived at Maizuru, and the Ministry of Welfare and the Prefectural Welfare authorities prepared the reception program, even though they encountered many unexpected reactions on the part of repatriates coached in Russian doctrines and tactics.

f. In September 1949, the first repatriation from the Red China area opened. For the fiscal year 1949, ¥12,170,000 from a national subsidy was alloted for construction or remodeling barracks at Omura, Sasebo, Isahaya, Egami, and Fukue. One hundred and one houses will be built. In August 1949, 6,113 repatriates received public aid totaling ¥3,873,870. 126,856 repatriates have returned to Nagasaki Prefecture as well as 62,379 ex-army and navy service personnel, including civilians.

10. Other Welfare Matters:

a. The Community Chest Council, which includes Prefectural Welfare Officials in their private capacity, really functions as a Council of Social Agencies. The best social thinking is found in this group, and much time and service have been given them.

b. The program of the private agencies as noted during the past year is not realistic, and the title is really the mask for the activities of two or three persons. There is nothing like a board representative of wide community interests, with rotating terms.

END

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KAGOSHIMA

QUADRIANNUAL HISTORICAL PROGRESS REPORT

PUBLIC WELFARE

1. PUBLIC ASSISTANCE:

The Public Assistance Program has been revised ten times since October 1946, each time new methods and practices have been injected into the program. At present the officials, the persons receiving aid and general public are more informed as to the Public Assistance Program throughout the Ken. Starting with 136,500 people in 1946 and todays 45,000 persons on aid, this Branch of Government has spent ¥345,000,000 for the benefit of those in need. The decrease of those receiving aid is mainly due to the proper method of investigation and recertification programs during the past four years.

With the ending of the war over 100 cities, towns and villages that were bombed, 3,300 persons were killed, 3,000 injured, 46,600 home destroyed and 225,250 person suffering from war damages.

Adding to the war damage, the typhoon of September 1945 had destroyed 30,000 homes. At the same time some 245,000 persons returned to Japan to help in the war cause.

All of these things were considered when the Livelihood Protection Law was put into effect.

The necessity of helping the destitute, to create new business, which were bombed and burned out; the readjustment of business and government personnel caused the Welfare Official many worries. In this connections the following points need further study and improvements:

(a) The designation of the protectee.

(b) The amount of aid necessary to the needy.

(c) The type of aid mostly needed.

(d) Full use of public work shops and institutions.

(e) In service training for Welfare Officials; Minseiiin; and other charity type groups.

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(f) Consolidate Branch of Government, and charity group into a few working organizations.

A fault that is hindering the welfare program is that the officials are not allowed to stay in their job assignment long enough to become acquainted with the problems of welfare, at present there is no standard method of bookkeeping or investigations; each village or town uses their own method. It seems that the handling of applications for assistance or services for the needy rest 100% with the Minsei-iin and the Public Welfare official in each town or village had not morality taken this measure as an obligation of his, the officials seems to think that their only duties are bookkeeping. With In-Service training; conferences; schools and a broader information program many of the above faults are being corrected daily.

2. CHILD WELFARE:

Under the Child Welfare Law, institutions for orphans, delinquents; mothers and childrens without homes, were started and the program to correct some of the old abuses such as selling children, forced labor, unfair treatment of girls and young children, the neglect of health to children were stressed, day nurseries helped in this program. At the beginning many sub-branches were forced to carry on this work, in January 1948 these separate units became one section, the child welfare section, from its efforts 2000 children have been processed through the Child Welfare Section.

The ken is divided into four districts, the officials at these offices keep in close contact with the police, schools, domestic courts, Minsei-iin to watch over and care for the children under them. They have courses, conferences, meetings with the parents, Minsei-iin, paid welfare workers, Child Welfare Council, committee members, this is the in-service training program, to make the welfare of children program successful.

Too many social organizations, committee, and child organizations are duplicating the common cause of welfare. To help eliminate some of these faults, surveys of w ar orphans, waifs, and young children wandering around Japan was made, this study helped in the fact that certain needs were required, courses for nursery governess were conducted, children consultation house were set up and started to function, inspections of institutions were made, conferences were held, re-education welfare program were put into effect, Boys and Girls Week were organized, day nurseries were started, school lunch program came into being.

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In Service training for child welfare workers, along with schools and conference were held frequently, many books and pamphlets were given to the Child Welfare Officials by American Organizations. To stimulate community participation, the Information Section of the prefecture carried out a large scale program on all types of welfare.

3. INSTITUTIONS:

The supervision of institution by the Japanese Government agencies has made progress since the starting of the welfare program. Yet today they are still in poor condition, due to budget, and improperly trained officials. They fail to segregate by sex, age group and type, delinquents and others. Care and treatment certainly does not come near democratic standards. Bookkeeping, maintenance of building, sanitary conditions are below par. Of course customs and traditions will always be a factor that needs consideration.

The overlapped of duties and agencies functions, such as the forming of Leper Relief Association, Cripple Association, Widow's Towns, Repatriates Association, Private Workshops that receive Public Funds, Japan Red Cross, Doho Engo Kai, Saisei-Kai, Kosei-Renmei and Kyojo-Kai. Show that better planning is needed because these organization are doing the same work as the Public Welfare Department, which is ordered to do by the Ministry.

Continued investigations are causing many organizations to combine. Branches of Welfare are consolidating and become a better working unit.

4. HOMELESS:

In the early days after the war, some 245,000 persons returned to Japan. With war and typhoon damage to homes and buildings the situation of housing was very acute. All standing buildings were pressed into service for these people. In many cases two to three families used one room. From the year of 1945 through 1948 a total of 4000 homes have been built by Public Funds. A total of 34,500 private homes have been built. 3,000 repatriates are being housed in former Army and Navy buildings.

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The two poor houses are not sufficient to house the growing amount of needy or aged. Food, clothing and medical attention are given through the institution to which the person is sent. PESO has found jobs for 222,600 persons since opening.

5. DISASTER RELIEF:

Disaster relief plans have been used effectively many times. After each exercise or real disaster, plans are changed to meet the demand. All cities, towns and villages have made their plan so as to be of help to each other in case of a disaster. The Japanese have not called on the Occupation Forces for help.

6. REPATRIATES:

Since the end of the war the repatriates have been a serious problems to the Welfare Department. Food, clothing, medical, housing are their needs. They also increased the unemployed rank, and turned to blackmarketing in many cases in order to live. Many associations have been formed for the help of repatriates who total 255,500 in this prefecture.

From October 1945 through March 1949, 260,900 repatriates were brought to Japan from the southern islands. Many stayed here as they had no homes elsewhere.

7. LARA:

In March 1947, LARA first appeared. Goods were distributed to Public and Private Welfare Institutions. 97,000 pounds of foods, 6,600 yards of clothing and 48,500 pieces of clothing have been given through this organization.

8. COMMUNITY CHEST:

November 1947 saw the first drive for funds, being somewhat successful.

August 1948 public officials withdrew from Community Chest Offices and private citizens took over the duties. They joined with the Japan Red Cross for their drive during the month of October in 1948.

October 1949 finds both Community Chest and Japan Red Cross working together again for the purpose of raising funds for the needy.

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9. **FOREIGN NATIONALS:**

From the early days after the war, through present time an average of 1750 Foreign Nationals have lived in this prefecture. Rations distribution points were functioning until the summer of 1949 at which time the ministry closed all ration points.

There has been 14,350 persons in this category who received the special rations which included:

54,104	Kilo of Rice	446	Lbs of Butter
2,450	Kan of Beef	39,591	Go of Food Oil
35,568	Go of Soy Sauce	13,591	Kin of Sugar
46,255	Lbs of Can Goods	4,142	Kan of Flour
6,257	Kan of Sweet Potatoes	4, 715	Kancf Chicken Meat

The records show no Foreign National on relief.

10. ESTABLISHMENT OF NATIONAL HEALTH INSURANCE ASSOCIATIONS:

116 out of 118 cities, towns and villages in this prefecture had their respective national health insurance associations established from December 1948 up to April 1944. Some of them were forcibly set up by the Government during the war. Only Kagoshima City and Jutto-mura have had no associations. Kagoshima City once prepared to set up its association but failed due to the air raid which destroyed the most part of the city area. Jutto-mura has had no doctor in the village, so it is of no use to have such an institution.

Confusion after the End of War -- Immediately after the war, confusion in all phases of the national life affected the health insurance too. Health insurance doctors declined to receive insured patients.

Return to Normalcy -- After one Year's confusion the insurance business turned to the direction of recovery. A half of the association began to function again by the end of 1946, yet with poor showings. To relieve this situation, the prefectural authorities made enthusiastic efforts and succeeded to make 90 out of 116 association to refunction. However, most of the association are still suffering from the bad state of business.

Revision of the Law and the Transfer of the Insurance Business to Local Autonomous Government -- The National Health Insurance Law was revised 1 July 1948 and by June

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1949 eight towns and villages had remodeled their associations in order to be run directly by the towns or villages and 4 towns and villages had their association managed by their respective agricultural cooperatives. The association whose business was transferred to the towns or villages showed favorable result for a time, but it fell back again affected by the soaring inflation which hiked the medical costs and also due to the remarkable increase in the number of the insured patients seeing doctors.

Democratization of the New Insurance Law -- While the director of the association were given the despotic power of management under the old law, the new law ensured the democratic management of the association reflecting the will of the insured. Up to date there has been no case of referring the complaints of the insured person to the National Health Insurance Association Deliberative Council.

State of Business as of April 1949 --

a. Number of the insurance associations.

42 Managed by local autonomous bodies
8 Managed by health insurance associations
4 Managed by agricultural cooperatives association

b. Number of city, town and villages in this prefecture - 122. Population of this prefecture - 1,766,514.

c. Number of clinic run by the insurance associations - 46.

d. Health Nurses: Qualified - 59
Unqualified - 60

e. Rate of medical care given to the insured - 4.7%

f. Medical cost:

10 yen per point - 11 Associations
9 yen per point - 43 Associations

g. Duration of treatment per one case - Average 4.5 days

h. Medical cost per one case - 7.5 points

i. Contribution per one family - ¥1,000.01

j. Medical cost in arrears - 30%

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k. Members contribution in arrears - 14%

l. Insurance doctors, General Doctors - 822
Dentist - 284

Suggestions by Cities, Towns and Villages --

a. The management expenses be born by the state.

b. The administration cost should be subsidized by the state according to the local financial conditions.

c. The medical costs should be kept on the same level with those of the social health insurances, with the approval of the Prefectural Governor.

11. HEALTH INSURANCE AND WELFARE PENSION INSURANCE:

Japanese Health Insurance System was about to fail due to the social disorder and the indifference of the people. The readjustment of the internal business was the first consideration during 1945 and 1946. Many conferences with the enterprisers concerned were held, proper and just reporting was stressed, and the payment of employers' share urged together with the direct guidance given to them.

The spread and publicity drive of this system was the main program in 1947. For this purpose conferences with employers were held in each area while various kinds of publicity organs were utilized to the utmost.

Thus the gradual increase of interest on the part of employers and the long-drawn tight money condition have began accelerating the recovery of health insurance and other social insurances. Especially the insured began feeling the necessity of the complete utilization of this system. It was just at that time that the government carried out the epoch making revision of the health insurance law in August 1948. The following statistics shows how fast the social insurance system has recently called to the attention of the people of Japan (here in Kagoshima).

Number of employers and the insured in Health Insurance --

Year	Number Employers	Number Insured	Average Benefit Cost
1946	931	15,621	¥ 225
1947	1,028	18,902	1,409

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Year	Number Employers	Number Insured	Average Benefit Cost
1948	1,461	31,784	¥ 3,329
1949*	1,633	32,392	¥ 4,479

Welfare Pension Insurance --

1946	1,074	19,630	164
1947	1,247	29,443	539
1948	1,608	29,794	3,467
1949*	1,780	38,089	4,562

Collection of Contributions of Health Insurance --

Year	Estimate in Yen	Collected Sum	Contributions Yet to be Collected
1947	7,136,749	4,184,704	2,952,045
1948	33,737,485	27,270,483	6,467,002
1949*	34,634,731	23,593,436	11,041,295

Collection %

1947 -----	58%
1948 -----	80%
1949 -----	68%

Collection of Contributions In Welfare Pension --

Year	Estimate in Yen	Collected Sum	Contributions Yet to be Collected
1947	14,835,499	9,821,370	4,814,129
1948	32,446,194	27,079,353	5,408,841
1949*	25,957,580	17,674,854	8,282,726

* Till August

Collection %

1947 -----	67%
1948 -----	83%
1949 -----	68%

In view of the fact that most part of burdens in both Health Insurance and Welfare Pension Insurance is collected from employers, the financing condition of them directly affects the collection of contributions.

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The economic disorder and the long-drawn inflation since the war's end have began making a bad effect on the work of health insurance and other social insurances. It became a critical stage in the latter part of 1948. Despite the enforced collection of insurance contributions since then, the statistics above mentioned show clearly that the result of collection is becoming bad. The payment of contributions in amount must be urged this year too.

Seaman's Insurance -- In this prefecture very few enterprises fell under the category of seamen's insurance until in September 1947 the law was revised to a great extent. Now the sphere of the application of this law is enlarged to most ship enterprises, such as transportation, motored wooden vessels, and fishing boats. But there is also found some bottle-necks in this respect, namely, (1) seamen's income or salary is irregular largely due to the adoption of ratio system in wage (2) communication lacks smoothness due to frequent voyages. As to the latter, transportation ship association and motored wooden vessel associations are designated as an intermediate organ. The seamen's insurange management council established April 1948 has done much to the development of this insurance.

Past Business Result of Seamen's Insurance --

Year	Number of Vessel	Number Insured	Average Cost of Benefit
1947	62	558	232
1948	104	922	3,068
1949*	137	2,680	2,822

Health Insurance Appeals Board -- Emphasis has been put on the publicity of Health Insurance Appeals Board since it was put in to force in November 1947. The result of the examination for matters presented to the Board reveals that most cases result from the lack of complete understanding of this law. Further efforts seem necessary in this point.

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Year	Injury and Disease Allowance	Medical Treatment Expense	Treatment Expense for Family Members	Child Birth Expense for Wife	Nursing Expense	Retiring Allowance	Total
1948	0	4	0	1	1	3	9
1949*	2	3	3	1	1	2	12

* Till September

As inflationary trend develops in prices, medical fees in general soared out of balance with the fees paid according to the health insurance. To remedy this defect, the Kagoshima-ken Committee on Calculation of the Medical Care Fee for Social Insurance was established and it revised the unit fee six times up to August 1947. Yet the general medical fees soared always ahead of the fees find for the insurance leaving the insurance on the financially unwholesome basis. In September 1947, the medical fees for the insurance was raised to the level of the general medical fees and the intensive publicity drive was launched to appeal to the understanding practitioners. As the result the operation of the health insurance system turned slightly favorable. With the raise of the unit medical fees to 6 yen in March 1948 the insurance doctors stopped complaining about their fees for insurance medical cares but still expressed dissatisfactions on the troublesome procedures and delay in actual payment. Therefore, efforts were made by the authorities to remove these troubles.

In August 1948 the law was revised to strengthen the health insurance system with the set-up of the Social Insurance Medical Fee Payment Fund. As the result 90% of practitioners became insurance doctors, and people also welcomed the insurance system to lighten the burden of hiked medical fees. At this time, the Social Insurance Appeal Board was established to take care of the complaints on the medical service and the Kagoshima Ken Social Insurance Medical Service Consultative Committee to give guidance and make consultation for both insurance doctors and the authorities.

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ANNEX F: Kumamoto Civil Affairs Team Quadrianmual Historical Progress Report

1. PUBLIC ASSISTANCE

With the advent of the Daily Life Security Law in October 1946, the people on relief numbered approximately 48,104 persons or 14,286 families and the amount disbursed totaled 190,000 yen. At this time there were a number of widows who had been receiving aid through the defunct military relief aid but who were actually ineligible through the Daily Life Security Law. These came to light in due time and in October 1947, there were about 4,800 persons less on the relief program, but due to the increase in livelihood expenses, the actual cost in contrast to the number of persons rose steadily until it amounted to 6,320.00 yen. In January 1948, the first national recertification program was held for the purpose of determining eligibility of the recipients and at the same time for training of welfare official and Minsei-iin. As a result a large reduction in the number of recipients was made as formerly the cost increased with the revision in the pay scale. Those former recipients who were barely able to maintain minimum livelihood are slowly getting back on relief rolls due to the personnel reduction, poor business and bad weather condition. The latest figures, after the 10th revision was 21 million yen which is about 20 times the figure at the beginning, although the number of persons, 35,175, is less than when the Daily Life Security Law first came into effect.

With the economic situation in its present condition, the applicants for relief will increase, therefore, more trained and efficient welfare officials are needed. At present, welfare officials in local offices are undertrained, resulting in an improper discourse of their duties. A well organized training program is strongly recommended for both the Minsei-iin and the local welfare officials.

2. ADMINISTRATIVE REVIEW

This was carried out by personally contacting the local public office in company with the prefectural official not only for the purpose of the review but at the same time acting as a training media for those Minsei-iin member present.

The review sheets were used, but this team went one step further by branching out more to get a true and accurate picture of the situation. Spot checks of the recipients were invariably made in connection with the review. This system proved successful as hitherto these local offices had never received such an investigation and

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it was helpful in handling their various troubles on the spot. It also acted as an impetus for the Minsei-iin as some of them had never realized the wide range of their work and assisted them to acquire a broader and clearer outlook of the situation.

On the whole, great interest was shown by all concerned, but occasionally cases were found, showing only superficial interest. This was revealed by conducting spot checks of the recipients and office books and by making repeated visits.

Lack of funds was the main obstacle for carrying out this program successfully, but in some cases, the heads of the local offices lacked cooperation and interest. Although the prefectural office showed great cooperation by sending their officials with the representative from this team for spot check of various offices, it is quite possible that this work will be dicontinued, not because it is unnecessary, but because of the lack of staff, and it is greatly feared that it will once again revert to its former condition.

3. CHILD WELFARE

With the Child Welfare Law effective in December 1947, the Prefectural Government established the Child Welfare Section in February of the following year. The Child Welfare Committee was established in January 1948, and the members designated by the governor. At the first meeting, the chairman and other officers were elected by the members. Plans for publicizing and carrying out the said law were also discussed. The committee met each month in order to deliberate and evaluate various child welfare problems. In June 1949, new amendments and enforcements to the law marked a great change in the committee. The name was changed to Child Welfare Board, and with a majority vote, of the members dissolved, in favor of more capable personnel who could handle the administration which was in a state of lethargy up to that time.

In compliance with welfare ministrial ordinance, the Child Welfare Center set up its temporary office in Kumamoto City on July 3, 1947 and moved later to the new building in February of the following year. With the object of giving advice and services to child welfare cases, this office played a major part in carrying out the child welfare program of this prefecture. One of the difficulties encountered was determining the eligibility of foster parents adopting orphans.

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Many people had the idea of adopting these children with the object of having them work, consequently destroying the future and the happiness the child deserves. This problem was taken up by the Region Welfare Officer and corrective action was recommended to the proper government officials.

One of the most outstanding actions taken for the benefit of orphans was free movies provided by local theatres. Through the efforts of key child welfare officials, this was made possible and every week approximately one hundred children were able to see movies free of charge.

It was found that the Child Welfare Week held every year, contributed immensely to the establishment and progress of democratic principles. If more interest is shown in programs such as this, Japan can hope for a brighter and happier generation in the years to come.

Constant spot checks of child welfare institutions revealed that although the administration of the institution was fairly well carried out, sanitary conditions were very poor. Continuous checks showed slow progress and the fact that until the personnel of the institutions are more fully aware of the need for sanitary measures, the children's welfare is in danger.

4. INSPECTION OF WELFARE INSTITUTIONS

Public and private welfare institutions were inspected to insure that directives were being followed with respect to standards and adequacy of care. The standard inspection form followed was the "Reports Control Symbol MG-17", entitled, "Inspection of Welfare Institutions". Unfavorable answers to questions were used as a basis for recommendations and suggestions to Japanese officials.

This method was found to be very effective and as a direct result the sanitation, fire protection, recreation, administration, and construction within the institutions was improved.

Japan has always maintained a social welfare program, a part of which was their welfare institutions. With the coming of the occupation and steps taken to improve the welfare system, the Japanese

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were always willing to carry out the suggestions and recommendations made to them. They were found to be very cooperative, and in most cases were eager to obtain information from the occupation which could be used to good advantage.

The main difficulties and obstacles confronting the welfare officials were the lack of funds to advance the program, difficulty of rehabilitating the Japanese to the modern ideas of sanitation, health, diet and family life. In many cases, poor roads and lack of transportation facilities made contact with certain areas impossible. In most of the institutions, the number of inmates far exceeded the capacity.

In making recommendations, it is suggested that a definite plan of procedure be set up for the operation of the different types of institutions and that only personnel qualified to carry out this plan be employed. An established form of accounting should be maintained and carried out, with the proper qualified officials to act in a supervisory capacity.

5. HOMELESS PEOPLE

At the close of the war, the greatest problem confronting the Japanese and occupation forces was what to do with the large number of homeless people. In many cases, their homes had been destroyed, or they had wandered away from their homes, but in either case, some form of shelter had to be provided.

The first step taken by the Japanese government was that of turning into apartments those large buildings that had been used as industrial plants previous to the war.

The second step was the reconversion of military installations into living quarters.

Thirdly, private organizations gave up their buildings to those in need.

The construction of new and rebuilding of old buildings to accommodate the homeless was the fourth step taken in the long drive to care for the homeless.

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ANNEX F: Kumamoto Civil Affairs Team Quadriannual Historical Progress Report

During the past four years, the problem of homeless persons has been handled strictly by the Japanese government with surveillance by the occupation. Construction has been carried to the fullest extent with increases each year. In the future with the economic situation of the country improving, the housing situation should return to normal.

6. SOCIAL INSURANCE

In compliance with Operational Directive #57, dated 1 November 1948, surveillance was exercised through periodic conferences with prefectural officials and spot checks of social insurance agencies throughout the prefecture. Special emphasis were placed on:

a. Functions, organizations and staff
b. Budgets and subsidies
c. Collection of contributions (premiums)
d. Payment of cash benefits
e. Medical care and fees
f. Appeal procedure
g. Advisory boards

Representatives from the Japanese government, Social Insurance Agencies and the insured were invited to conferences to analyze and evaluate the administration of social insurance and received constructive criticism for future reference.

Difficulties which hindered the program were lack of national subsidies and the poor cooperation of doctors. The former is still a problem to this day, but the latter has shown a great progress in the past year. Out of two thousand doctors, dentists and pharmacists in the prefecture, sixteen hundred are now designated insurance doctors at their request.

In a years time, the total number of insured persons of the social insurance program increased by more than two hundred thousand persons. At the present time, approximately 95 percent of the total population in the Ken are insured under one of the seven kinds of insurance.

The Japanese showed great interest in their work and with the high calibre of personnel in Prefecture Insurance Section, the program as a whole, was a success. Top officials of the prefecture

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highly recommend the Social Security Law which is expected to come into effect in the near future.

7. DISASTER RELIEF

Since the promulgation of the Disaster Relief Law in October 1947, many changes were effected for its improvement. This headquarters held conferences frequently with the prefectural officials and also a "Dry Run" was held in November 1948, within Kumamoto City, over a period of two days under the direct surveillance of this team. This proved very beneficial as many discrepancies came to light, and as a result, the disaster plans for the prefecture was altered accordingly. Disaster sign posts were recommended to be posted in convenient spots in towns and villages, with a population of over 5,000 as to the location of assembly areas. The local plans were checked at every opportunity to see whether they confirmed with the directives and if they were practical. Since the innovation of this law, nine disasters were recorded of which six were caused by fire and three by the recent typhoons. On two different occasions, a disaster relief headquarters were established in the prefecture, but was not necessary to take action on a prefectural basis.

Interest and cooperation was shown but in some towns and villages, the plans were not practical, also the greater part of the towns and villages are still depending on the old fire brigade for every disaster.

The lack of interest and publicity has caused this program to be practically unknown by the people of the rural areas. This office recommends that extended effort be given to put this plan and its importance before the people of these localities.

8. REPATRIATION

The matter of dealing with the problem of repatriation and the welfare of the repatriate was taken care of by the Japanese government with surveillance by the Military Government Team.

Over the period of the past four years, 358,799 people have repatriated from other countries to Japan.

During this same period, 238,675 people left Japan to take up residence in other lands.

9. COMMUNITY CHEST

The Community Chest fund drive was initiated in Japan in 1947. This was a new form of means for raising money and the people were very cooperative in making the campaign a success.

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ANNEX F: Kumamoto Civil Affairs Team Quadriannual Historical Progress Report

In the first year's drive, the Community Chest and Red Cross worked as two separate units. The quota for that year was 15 million yen for the Community Chest and 6 million yen for the Red Cross. The Red Cross found difficulty in making their quota, so as a result in the year 1948 and 1949, the two organizations combined their efforts in one large drive. The quota for the two years, 1948 and 1949, was twenty one million yen.

Money raised by the Community Chest is used to aid those private institutions that are in need of funds in order to satisfactorily carry out their work.

To this date, the Community Chest has been a big success in Japan and will continue for many years to come.

** END **

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Inclosure F

PUBLIC WELFARE QUADRENNIAL HISTORICAL PROGRESS REPORT

Prepared by: Harold K. King, 1st Lt, INF

1. Public Assistance

At the beginning of the occupation there were approximately 25,892 persons receiving public assistance at a cost of approximately ¥2,000,000 a month. Assistance in kind was a vital necessity and the average cost per month during the first year of the occupation was about ¥1,200,000. The increase in the cost of living and inflation has changed this situation. An average figure for the past 6 months reveals approximately 21,500 persons requiring public assistance at an average cost of ¥12,400,000 per month. Assistance in kind is no longer a necessity. The figures reveal little decrease in the number of people requiring assistance but an increase of about 620% in the money required to take care of these people.

2. Administrative Reviews

a. The only method for checking the feasibility of the welfare program in Japan was through administrative reviews. These reviews brought to light the shortcomings of the welfare officials and pointed the way for training courses and subjects to be taught to these officials.

b. Spot checks of persons receiving public assistance revealed shortcomings in the welfare laws and payment tables and led the way for the revision of these laws. These checks also helped to point out incompetent welfare officials and were the means of obtaining some good suggestion as to method of improving the welfare program.

3. Child Welfare

In the beginning of the occupation there was little emphasis put on child welfare in Japan. Children were treated like property, they could be bought or sold like any other merchandise. In many cases they were mistreated both by their parents and so-call foster parents. After the occupation started directives were put out forbidding the sale of children. The Child Welfare Law was passed and children began to receive the treatment and consideration that they were entitled to. This law described how children should be treated and set up a Child Welfare Board to handle case of children referred to it. It also prescribed the standards for child welfare institutions. This law has for the past 2 years been the guide and enforcement of child welfare work in Japan. Since this law was passed remarkable progress has been made. Competent officials now staff the child welfare center and childrens institutions. People

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have a better understanding of the welfare center and the center now makes a very thorough check of all cases that come before it. The officials are also beginning to understand the benefits of keeping a child with is parents instead of keeping them in institutions and this is being done wherever possible. Living conditions in children's institutions have also improved greatly since the start of the occupation.

4. Inspection of Welfare Institutions

Welfare institutions in this prefecture during the start of the occupation were in very bad condition. They were overcrowded and sanitary conditions were very poor. Since that time more institutions have been built and old ones improved. The picture today is very different. There are very few institutions that are overcrowded and sanitation is at a high standard. For list of welfare institutions in this prefecture, see special report sent to your headquarters on the 7th October 1949.

5. Homeless Persons

In 1945 there were estimated to be thousands of homeless persons in this prefecture. This was the result of bombings and people returning home from the war. Since that time many new houses have been constructed. Cities in this prefecture have taken responsibility for community housing projects. There have been more institutions built by public and private funds. The Central Government has subsidies many of these projects. And at present the situation is greatly improved. But it will take quite a few years yet before this problem is completely solved.

6. Social Insurance

The existing Japanese social security program is not new, but has been developed over several decades and is applicable to more than two-thirds of the population. Despite this, there is duplication and overlapping of protection among the insurances and many inconsistencies and gaps exist. Many improvements have been made since the occupation the greatest being the right of appeal to higher authority on decisions made. The greatest need in the insurance program is a good educational program.

7. Disaster Relief

The National Disaster Law was put into effect in January 1948. Its purpose is to provide for the Japanese people in the time of

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disaster, immediate and adequate relief. There have been test disasters held in this prefecture and corrections made to the prefecture disaster law. Revisions of the prefecture law are made annually to assure that the law is kept current with improvements that have been made.

8. Foreign Nationals

In the beginning of the occupation it was the responsibility of the Japanese government to supply rations for these people. They were to be treated with respect and their rights upheld. Since that time commodities that were scarce at that time and had to be rationed only to foreign nationals have become available in such quantities that rationing is no longer necessary. Foreign nationals can now purchase the food-stuffs that they need on the open market.

9. Repatriates

After the war the biggest problem concerning repatriates was sending them back to their own countries and taking care of them while they remained here in Japan. This program progressed very well so today this program has been discontinued as far as sending them from Japan is concerned. The ones who remain in Japan did so of their own free will and now is in their responsibility to pay the way home if they want and have a good reason to go home. The problem in Japan today concerning repatriates is getting them home from Russia and is progressing slowly. The Japanese government is doing everything they can to take care of these people as far as housing, jobs and the necessities of living are concerned.

10. Other Important Welfare Matters

a. The 1 October 1949 marked the 3rd anniversary of the Community Chest in Japan. In 1947 the goal was ¥15,000,000. In 1948 it was ¥18,000,000 and this year it is ¥16,000,000. This prefecture has obtained their goal every year. The funds are used to improve and operate private welfare institutions.

b. The first LARA goods were received by this prefecture in June 1947 and have received this goods periodically ever since.

11. Conclusion

In the 4 years of the occupation the welfare program in Japan has improved greatly. People have begun to realize the importance

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of good welfare work. Institutions have improved and welfare officials are much better qualified than they were.

12. Recommendations

a. More welfare schools should be established in Japan.

b. There should be educational programs for the general public explaining all phases of welfare work.

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Outline of Welfare Activities
In the Last Four Years

Along the line of the democratization of Japan, the guiding principle of the welfare administration have undergone a great change. The welfare work was charged with heavily increased responsibilities for the protection of the unemployed, overseas repatriated and other needy person so that the old welfare laws become powerless to meet these burdens and a great reform of the old system was carried out. The protection of these poor persons has, not only social meaning but also, the meaning of the protection of the fundamental human rights and this has been clarified by the new constitution of Japan

Under article 25 of the Constitution providing for the guarantee of the minimum living standards, the Living Protection Law was promulgated and put into operation for the purpose of the relief of thousands upon thousands of needy families requiring assistance. At the time when the Living Protection Law went into effect there were 8,952 families (29,250 persons) on relief. The amount of allowances totaled ¥976,990.00. The average monthly aid to the families ¥52.71 to¥198.28 and an average monthly allowance to each person, ¥18.60 to ¥57.86.

Those receiving living allowances were for the most part the bereaved families of ex-soldiers and ex-army civilian employees. On the other hand, regarding the grant of allowance to the needy by the town or village authorities it was stated that in some towns and villages as high as 10% of the people were on relief and in other towns and villages as low as 1%. As for the security of fundamental human right, such measures have been taken, according to the revision of a part of the regulations for enforcement of the Laws and to express opinions to the authorities for decision of recognition of protection. Those who are responsible for the enforcement of this law, are doing their best for the correct application of the law.

For the welfare of children and women, the Child Welfare Law was promulgated and appropriate measures have been taken and proper protection has been given for them by this law in compliance with each case.

As for the relief of needy people, such measure has been taken as to protect them at their own residences, laying emphasis on each individual and each household, therefore, there have been few establishments constructed for the accommodation and protection of them. Through out the past four years, the adjustment of these establishments have made remarkable progress. At present, as the establishments for the relief works according to the Livelihood Protection Law, there are four homes

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for the old age (capacity: 120), three training institutes for job-hunters (capacity: 170), one medical treatment institute (capacity: 42), and one Blind School (capacity: 200) completed already and the other public-managed small-scale training institutes for job-hunters are established in each city, town and village, which are gaining good results for occupational guidance. It is planned that three establishments for the old age will be newly built and extended to accommodate 87 persons and they are expected to be completed before the end of this year.

There are 1010 old people having no dependents and must be protected under the Livelihood Protection Law. The majority of these people are being cared for in private homes but on the completion of the new Old Aged Homes a part of them will be accommodated in the various institutions. Based on the Children Welfare Law, three homes for mother and child (capacity 120), fourteen nurseries (capacity 1300), four protection homes (capacity 254), one reform school (capacity 35) and a temporary protection house (capacity 30) are established and proper protection for the welfare of women and children is given. These establishments are managed by prefecture town and village either by juridical or private person and it is necessary to strengthen the adjustment and management of the establishments in the near future. By the enforcement of the Relief Law, members of the welfare committee took active parts in the relief work and at the out set ninety-five members were intrusted with the work in the prefecture. After the war development and adjustment of welfare work became an important problem and the members are responsible for the management of welfare work in this prefecture. The child welfare station is functioning as an advisory organ and done satisfactory work. By the enforcement of Welfare Committee Law election of the members of the committee took place reflecting the will of the people. There are 1,804 persons who represent the 100,000 who are on relief. The people of the prefecture are cooperating with the welfare workers and the number of persons on relief are slowly diminishing.

Loans of ¥3,158,000.00 yen were allocated to the prefecture according to the lending system of the rehabilitation funds. These funds are being utilized to rehabilitate the repatriates, demobilized soldiers and all others needy persons. There were 7,189 persons who had borrowed money from these funds however it seems to us that the funds for enterprises are stringent and the works are not managed smoothly under the Nine Point Economic Stabilization Program.

Owing to the termination of the war, in the prefecture the number of the repatriates is 70,676 (23,577 households), and the number of the demobilized soldiers is 49,603 (42,699 households). The percentage of the housing shortage for the demobilized soldiers in lower than that for the air raid suffers and repatriates. (The counter-measures of the housing shortage for the repatriates have been under consideration and operation like that for the air-raid suffers).

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The house construction which has been under operation as the fundamental measure in the last four years has constructed 13 establishments and 2,073 repatriates (517 households) were accommodated. At present 16 houses to accommodate 743 repatriates are under construction and 15 more are expected to be constructed during the year of 1949.

To the present date "LARA" clothings totalled 176,699 pounds and has been distributed to five hundreds and sixty persons of eleven institutions and on twelve occassions was distributed to the poor. There were 80 packages of clothing and utensils distributed to the people in 73 communities who were sufferers of typhoon Della.

There were 58,735 pounds of foodstuff distributed to 14 social works institutions and the food proved to be of great value in the nutrition of those people.

The community chest resulted from the democratization of the social works which have been enforced since 1947 made the good records totaling 6 million yen (100% against target amount) in 1947 and 11,407,084.60 yen (114% against target amount) in 1948.

The civil social works institutions are being afflicted with the financial difficulties but such distributions of community chest have distributed to 14 institutions and in 1948, 8,900,000.00 yen to 3 institutions.

The protection works for the persons who are accommodated will be vigorously enforced with the arrangement of institutions and the rationalization of managements.

What has been done these four years in the way of public welfare works was help peoples in distress of a state of moral postration and a sense of insecurity in living and give them courage to fight their way towards the security of their own living. There are 8,952 households placed under protection according to the law in the course of these four years, of these households, 6,415 were provided homes and 95 were accommodated in the poor-house. Investigations are instituted to take an actual view of the condition of life of the poor and needy in order to given them protection and start them on the road to recovery. The equipment and facilities necessary to the work of public welfare promotion have much improved lately, but there is yet much left to be desired as such, when considered in the light of the provisions of the law. For instance, it is desired that there should be housing especially arranged for women as soon as possible. The interest taken by the public in the work and their understanding of these are to be seen in the results of the last two community chest campaigns, which were rather satisfactory. Yet more effort on the part of the leaders and more cooperation on that of the people are desirable towards the impartial application of the law which provides for the poor and needy.

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What is desired in the conduct of this important work which is in rapid progress towards perfection, is that there should be as few changes as possible in the staffs of city, town, or village offices which serve as terminal organs in direct touch with the people and that experts in this line of business should be adopted for the purpose.

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HEADQUARTERS
SAGA CIVIL AFFAIRS TEAM
APO 24 UNIT 5

MLH/kem

10 October 1949

Quadrennial Historical Progress Report

PUBLIC WELFARE SECTION

(M. L. Hawkins, 1st Lt, CE)

Annex F:

I. Public Assistance:

The number of persons receiving public assistance today is within a few hundred of that of four years ago although it soared considerably during this period. In January 1946 the case load was 16,224 persons, whereas the case load of August 1949 was 17,891. The all time high occurred during December 1946 with a case load of 88,268 and fell to 45,818 in December 1947. The load gradually decreased throughout 1948, showing 18,987 persons receiving public assistance in December of that year, and has varied only two to three hundred persons during 1949.

The number of persons cared for in institutions has shown a marked decrease. The first recorded statistics show 3,624 persons cared for in September 1946, whereas only 1,263 were being cared for in institutions during August 1949.

The all time low of persons being cared for in institutions is recorded as 505 persons during April 1947.

The cost of public assistance increased by leaps and bounds during the four-year period, starting with ¥31,603 in January 1946, ¥260,378 in July 1946, ¥1,216,342 in October 1946, ¥3,902,899 for 16 March to 15 April 1947, ¥4,728,243 in October 1947, ¥5,109,408 in August 1948, ¥6,306,441 in September 1948, ¥7,222,465 in December 1948, ¥9,021,156 in March 1949, ¥12,035,504 in April 1949, dropping back to eleven million during the past few months but up to ¥12,273,827 again in August.

Most of these changes can be attributed to the Daily Life Security Law and its ten revisions, together with the inservice training of minsei-iin which has resulted in a closer study of the requirements of needy families and the issuance of aid based upon a standard of living rather than only sufficient aid to enable the needy to exist.

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The training of minsei-iin and local welfare officials is not by any means completed. The existing laws leave many unanswered problems, and people who have for years followed a set pattern are hesitant to take a forward or progressive step. The law, if not specific in all points, is carried out differently by each person, according to his own desires. One such point is the issuance of educational aid to needy persons with school age children who are not necessarily needy to such a degree as to require the living aid. This type of aid is only one of the items which could be better explained in welfare laws. Prefecture officials are operating under the belief that the educational aid is not lawful unless the family is also receiving the living aid.

II. Administrative Review:

Reviews of welfare offices of the past four years have disclosed about the same problems in all areas. Record keeping leaves much to be desired. Case records in almost all cases fail to be posted up to date. Most of the offices use investigation records, obtained from general surveys or special surveys, as a basis of computing assistance. It is evident from the data given on the investigation forms that in many cases the minsei-iin fail to understand and apply the principles of the standard living table. Many submit family requirements the same as those claimed by the family, regardless of the amounts set forth in the tables, showing lack of interest or study of each case. The fact that the minsei-iin are unpaid welfare workers may have considerable bearing on this, for it appears that they rush through the job with as little effort as possible. It is believed that a paid welfare worker would do a more accurate job and, if placed on the job full time, would be able to carry the case load of a dozen or so unpaid workers. Case visits conducted in connection with reviews disclosed that medical aid cards were being issued to all persons in the majority of the collective housing projects. No investigation was being made to determine whether or not the family was eligible for assistance. This practice was endorsed by the prefectural officials who gave the reason that all persons residing in a housing project were under financial difficulties, otherwise they would not be there. Investigations have disclosed that many are self-supporting at this time, even though they may have been in difficulty when first admitted to the housing area. A program was initiated to correct this practice, and from appearances it is being properly handled now, although it may revert to its former status if the welfare officials do not fully understand and carry out the law.

For the past nine months, members of the Prefecture Welfare Department and County Welfare Offices have been conducting independent reviews of local welfare offices with a view to correcting and improving welfare administration.

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III. Child Welfare:

Welfare of children received very little consideration, if any, before the enactment of the Child Welfare Law which made it a requirement rather than a duty. Since that time prefectural interest and activities have expanded a hundredfold, although in many local areas the problem is lying dormant. The establishment of a Children's Consultation Center and a separate Prefectural Child Welfare Section is considered the most important development along these lines. Through them and the four child welfare officials located throughout the prefecture, most of the changes for the welfare of children have been accomplished. For the children's benefit it is considered necessary that there be six additional child welfare officials -- one for each county and city. The majority of the minsei-iin accept the duties of child welfare commissioner as a necessary evil rather than a privilege, and as a result the welfare of children suffers. Suggestion that monthly minsei-iin meetings devote part of their time to the study and discussion of child welfare has aided somewhat, although in many cases it has been found that this program has been pushed aside in favor of other matters.

Institutional care of children is being carried out satisfactorily as far as it is provided. No provision is established for the care of feeble-minded children, and it causes a hardship when accommodations cannot be secured for them in other prefectures and they are required to be provided for in other institutions which are not equipped for their special care. Very satisfactory facilities are provided for delinquents and juvenile prisoners. Except for crowded conditions, this is also true of the facilities for the blind and deaf children. Orphanages and day nurseries are provided throughout the prefecture and are, as a general rule, satisfactory as to benefits and facilities furnished, although financial management leaves much to be desired.

Field inspections now being carried out by officials of the Prefectural Child Welfare Section are getting some people out of their offices and into the field where they can learn the true conditions.

IV. Welfare Institutions:

Differentiation between privately and publicly owned and managed institutions is a difficult question. Most of the so-called private institutions are in reality public institutions as (except for Community Chest grants) they are fully supported by public grants and subsidies. All matters of policy and operation are established by public officials. The only element of private interest is that of the institution's being located on private property or in a building under private ownership. Officials appear to favor this type of arrangement rather

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than one of a purely public nature. This allows the responsibility to be placed on another person and entitles the establishment to become a member of the Community Chest and receive grants to assist in its financial burden. Throughout the past few years new institutions have been established primarily by the efforts and support of public officials and public financial help. Upon completion these institutions have been categoried as private institutions and placed under sponsorship of one of the many private welfare associations, the majority of which have been controlled by public officials until only recently.

Crowded conditions at the Saga Juvenile Prison have recently been relieved by the establishment of a separate prison for women. Conditions have been crowded for the past four years, sometimes as much as 100% over capacity. In spite of the overcrowding this institution has maintained a very satisfactory standard of living at all times.

V. Homeless Persons:

Need of homes continues to be a pressing problem as much today as it was four years ago. Temporary homes for over a thousand families have been provided in the various collective housing projects throughout the prefecture, but this has only relieved a small part of total requirements. The two largest of these projects are former military installations and account for over 750 of the total provided. If these institutions were required to be released from further welfare duty, it would put an even greater load on the housing requirements. Further, each year a few hundred homes are destroyed by flood waters, and a certain number of these are never rebuilt. Even those that are rebuilt cause a drain on the supply of materials and resources. For example, the September flood of 1948, completely destroyed 464 homes and damaged 309. Again in August 1949 flood waters completely destroyed 342 homes and damaged 624. This makes no small addition to an laready serious problem of insufficient homes.

Lack of accommodations for the care of vagabonds brought about the establishment of a special home in Saga City for this purpose. The idea of providing vagabonds with a separate temporary home while awaiting disposition of their cases is recognized, but the manner in which it is being carried out is not approved. The institution which cares for vagabonds receives public assistance through the Daily Life Security Law. As long as the inmates remain, the public assistance is received; when they depart or find their own means of living, it is discontinued; therefore no rush is made in the disposition of the case or establishing a person elsewhere. Further the private manager has no real authority to order a person to return to his relatives

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(if he has any) or to order his relatives to provide for him. One old age home which formerly accommodated vagabonds was discovered to be giving shelter to a vagabond who had been admitted over a year previously.

VI. Social Insurance:

The most important developments and problems over the past four years in social insurance have centered around the National Health Insurance Program. The other insurance fields have operated with little or no event, other than a continued back-log of payment of premiums and benefits which is common throughout the country. The National Health Law being different from the other insurance laws, in-as-much as it left a great part of the decisions and policy making up to the local officials and people rather than being a clear-cut requirement set forth by law, created many problems and difficulties.

Of the 122 cities, towns and villages in this prefecture, all but eight suspended operation of National Health Insurance as established under the original laws. During the past year 68 new associations have been formed, two of which have again suspended operations. Almost all of the new associations are having financial problems, mainly difficulty in collection of premiums. The most successful association observed by this office is that operated by a non-profit juridical person, one of the few that never suspended operations and is able to balance its budget. The majority of the new associations were faced with large debts carried over from the old suspended associations even before they went into operation. This previous debt and poor economic conditions, especially in areas striken by flood damages year after year, have hindered reestablishment.

Operation of a National Health Insurance dispensary in conjunction with the required town and village isolation ward has been initiated in a few places. This system has not been in practice long enough as yet to determine its advisability or value, but high hopes are placed in it by the local officials. This system combines a requirement by the town or village to have an isolation ward, with the desire of the insurance association to have a dispensary. Both are benefited, as the town is assured of someone to maintain the isolation ward, and the insurance association is assisted in obtaining a dispensary without too large a drain on its limited budget.

The question of an association's obtaining national subsidies for part of its expenses causes it to operate, in many cases, on an unsound budget. The exact amount of a grant is undeterminable, and all associations desire much more than is ever received. If a definite basis was established for the grant,

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or suspension of grants altogether was in practice, many of the associations might be induced to set up and follow a workable budget.

VII. Disaster Relief:

As already stated, this prefecture suffers flood damages of a disastrous nature almost every year, sometimes more than once a year, as was the case in 1948. In spite of this condition, which can be expected to continue, inadequate preventive measures are taken. Adequate plans are established to care for disasters, but the action taken between disasters is so slow and of such minor nature that when another disaster occurs it rapidly exhausts all prepared measures, leaving facilities depleted, and the process has to start over again. Homes destroyed in low areas are rebuilt in the same area, as unsafe as before; washed out roads and bridges are replaced in the same manner as that of those they replace; dikes are rebuilt the same as before but not any stronger. Land slides are cleared away, but further slides occur before the hillside is graded to prevent further damage. All hands turn out, and no amount of expense is spared to relieve the immediate sufferers and to restore facilities to previous conditions, but too little is done to prevent a reoccurence of the same thing. Also, too little is expended to restore depleted stores of emergency relief goods based upon needs of previous disaster requirements. Once the immediate needs have been met, further action is shelved while other matters are being taken care of.

The national disaster relief law requires each prefecture to establish a disaster relief fund of a minimum of five million yen, and further allows a prefecture with less than this amount to deposit a million yen each year until the minimum is obtained. This amount and the time allowed to obtain it are very inadequate for this prefecture. The latest flood disaster cost around thirty million for emergency relief alone, not to mention the aid that will be necessary for weeks, months, and in some cases years, thereafter. Until measures are established which will enable disasters to be taken care of immediately as they occur, the problem will never end.

VIII. Foreign Nationals:

The foreign national problem from a welfare standpoint has caused little if any concern over the past four years. The supplementary ration program, while in practice, was carried out successfully, and its discontinuance has caused no dissatisfaction to be reported to this office. As of 31 August there were 964 foreign national households in this prefecture, consisting of 3,922 persons, none of whom is receiving public assistance.

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IX. Repatriates:

At the present time 5,433 of the 99,304 repatriates in this prefecture are in need of public aid. Three years ago over 18,000 were in need of aid, and the total number of repatriates was not much over one or two thousand more than it is at present, showing that many have been able to reestablish themselves and become self-supporting.

Repatriation and demobilization have progressed slowly but without event. The known number of persons remaining to be repatriated and demobilized is 659 civilians, 1,871 ex-army and 35 ex-navy men.

X. Other Important Welfare Matters:

a. The Community Chest Program is in its third year of operation, this year under much different conditions than the past two. Previously all operations were carried out in the Prefecture Welfare Department by members of the social affairs section. This year the operations are separated at the prefecture level into an independent office, managed by paid clerks of the Community Chest. The Prefectural Committee remains unchanged, the chairman being a mayor of a nearby village who is also chairman of the Social Welfare Works Associations (Shakai Fukushi Jigyo Kyokai) which will be mentioned later in more detail. A goal of 10 million for the Community Chest and 2½ million for the Red Cross has been set for the 1949 drive. This amount is the same as that of the 1948 drive, and, as in 1948, it is not based upon the requirements as submitted by the chest member activities but represents rather a sum which the committee believes can be collected. The allocation of the Chest has not been decided as yet, although demands have been received. Based upon the allocation plans proposed to date, it appears that not too much study or consideration has been given them. Allocations for activities devoted to children have been, for the most part, completely ignored, while others have been given consideration in the proposed plan which show little, if any, welfare worthiness. Although allocations made in the past two years, did include some consideration for the welfare of children, they also gave grants to other agencies and associations which have, to date, shown unsatisfactory welfare results.

Collection from house to house on an alloted quota basis, an old Japanese system, was carried out the past two years and is planned again for this year. This practice defeats the true purpose and meaning of the Community Chest as known in the United States. The same is true of its being controlled by public officials.

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This office has reached the conclusion that the Japanese, not only in this prefecture, but throughout the country, desire the Community Chest only as a fund-raising agency, while the welfare work carried on with those funds is handled by another in-between organization which gains the credit. This in-between agency, in most cases, is controlled by public officials who can divert the money as desired to alleviate the responsibility of the public body. A member of the Central Community Chest when questioned as to why the Community Chest could not operate some welfare activities directly, replied that they were afraid to let the Community Chest become too strong a body and that Chest Committees, whose members are drawn from all walks of life are not necessarily experienced in welfare, and would not be able to make satisfactory decisions regarding welfare work or supervise management of welfare institutions.

Community Chest with Occupation support and endorsement has provided the Japanese with an excellent means of collecting money for private welfare work which was formerly carried on by associations under the name of "Dobo Engo Kai" and others, but continually controlled by the same men.

b. Other Private Welfare Associations. The "Dobo Engo Kai", formerly the strongest so-called private welfare association, has taken a back seat. Its removal from public offices and the resignation of public officials has broken its hold and spirit. In its place the "Shakai Fukushi Jigyo Kyokai" has to take the leading post, and for the most part with the same men in control as formerly controlled the "Dobo Engo Kai". Welfare institutions and activities, one by one, are taking up membership in this renewed organization, which, if it continues to progress as it has since February 1949, (when it was reestablished in this prefecture), will soon be as strong as, if not stronger than, the "Dobo Engo Kai" ever was. Particularly in this prefecture where the chairman of this association is also the Chairman of the Community Chest, it appears to be a paper organization set up to receive, subdivide, and control the larger percentage of money collected by the Community Chest. This same man was also, until recently, chairman of the "Dobo Engo Kai". Other so-called private welfare associations which are mainly controlled by public officials, consist of the Minsei-iin Federation, Saisei-kai, Blind Welfare Society (Moiin-Fukushi-Remmei), Repatriates' Aid Association (Aino-Undo), Mothers' and Children's Protection League (Boshi-Aigo-Remmei), and Child Welfare Association (Jido Fukushi Kyokai). Prefecture welfare officials are, upon suggestion of this office, slowly resigning from the above association; but even though they resign, management will be influenced by public officials' desires for some time to come. At least three of the above private welfare associations maintain their central offices in the Prefecture Welfare Department.

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c. Other Private Agencies:

Two establishments engaged in job training and placement and providing temporary shelter for ex-prisoners are operated in this prefecture. Only one of these establishments is considered a worth-while agency. The other (Kinro Kosha) has not shown enough value to warrant its continued operation or support by Community Chest.

d. LARA:

Articles of clothing and food received by welfare agencies from LARA have greatly aided the welfare program over the past few years, but it also has caused certain dissatisfactory conditions. Children's clothing has for the most part been for girls, which has left the boys neglected in many cases. Distribution of clothing to welfare workers and staff members of welfare institutions has caused unfavorable comments from inmates in those institutions. Also some of the food items have been hard to adapt to the Japanese diet.

e. School Lunch Program:

The basic idea of school lunch is without fault, but in many cases it was applied before the establishments and people were ready to handle it. Three years ago most of the schools kitchens consisted of facilities for tea making only and at the present are still not adequately equipped to prepare a meal. The slow improvement made in kitchen facilities is attributed to shortage of funds and poor understanding which results in not believing in the program and its benefits. Many of the imported food items were not suitable for the Japanese diet until the person preparing them and the children who consumed them had become willing to change their former diet. Menus furnished were inadequate and often times not clear, and this has resulted in strange mixtures, some of which proved unsuccessful and contributed to the poor acceptance of the program and resentment against it. More sensible and tested menus need to be furnished for each and every imported item distributed. More uniform instructions on serving of lunches is desired. Large schools have been found to be dividing classes when unable to prepare enough food for all, so that children receive a lunch only two or three times a week; other schools, better equipped or with a smaller number of pupils, serve lunch each day to all of their pupils.

Eighty-seven primary schools are now engaged in the school lunch program. In addition twenty-nine day nurseries have started the lunch program, seven on LARA distribution.

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HEADQUARTERS
NAGASAKI CIVIL AFFAIRS TEAM
APO 24 UNIT 5

QUADRIANNUAL EDUCATION HISTORICAL PROGRESS REPORT

PREPARED BY: GWLADYS F. HUGHES
DAC, CAF 9

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HEADQUARTERS
NAGASAKI CIVIL AFFAIRS TEAM
APO 24 UNIT 5

QUADRIANNUAL EDUCATION
HISTORICAL PROGRESS
REPORT

Our record for the Occupation in Nagasaki begin in 1946.

The first education officer of Nagasaki prefecture was Mr. Winfield Niblo, who came in 1946, and remained until transferred in December of 1948. Other education officers have had much shorter terms. There were Mr. Alvin Lucchi, Mr. Clinton McClarty, Captain Orville Staggs and Miss Gwladys Hughes.

By the end of 1946, militarism and nationalism had been fairly well removed from schools and community; shintoism and other religious teachings had been deleted from the public education system. Local decentralization and revision were doing well:— preparation was being made at the school level to accept greater responsibility for school administration and programs. There were experimental classes in which modern progressive educational techniques were practised; school faculties were preparing statements of their school objectives, and planning their curricular and extra curricular activities in relation to these objectives; coeducation was being voluntarily adopted; simplification of the Japanese language was being considered, and Romaji was a candidate for use in the schools. In Nagasaki City, there was a revival of interest in concerts, entertainments, athletic contests, adult classes. People attended school meetings well, and seemed eager to learn new ideas. Compliance with SCAP directives was rated by the education officer at 100%.

By May of 1947, there were Junior High Schools in nearly all communities of Nagasaki prefecture where elementary schools existed. These schools were makeshift at first, but conditions improved rapidly. By July, much school furniture and equipment had been built; and many good teachers had been shifted from elementary schools to the new Junior High Schools.

By March in 1948, plans had been made for the establishment of 32 public high schools; these were later reduced through consolidation to 19.

At the end of June in 1948, there were 40 Senior High Schools that had met the minimum standards; and there were 247 Junior High Schools, some of them already with their own buildings. Ninety per cent of both types of schools had PTA organizations.

A program was put on in 1948 to acquaint people with the importance of School Boards, prior to the school board election throughout Japan. The school board established in Nagasaki prefecture is a good one that rates high in efficiency. Its Superintendent, Mr. Tanaka, is progressive and intelligent. Cooperation between prefectural government and Civil Affairs Team has been excellent.

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In April of this year the Ken secretariat was reorganized. It now has two parts, administration and guidance, with separate functions.

A report recently received from the Ken school board gives interesting high lights on the past four years.

A Teachers' Screening Committee was established in August 1946, and 17,198 teachers were screened by the end of September 1949. 30 were eliminated. Number of school teachers in this prefecture is as follows:

	Male	Female
Elementary Schools	2,605 (538)	3,145 (699)
Lower Secondary Schools	2,424 (214)	850 (78)
Upper Secondary Schools	709 (59)	100 (6)

(The numbers in parentheses indicate those who are still unlicensed).

Many training courses for teachers have been held, with invitations to school-inspectors of the Ministry of Education, authorities from Educational National Institute or university professors. Recent training has turned into local research conferences or work shop meetings, that solve real and actual problems with the mutual cooperation of all those present.

By June 1948, each school held its in-service training once a week for 2 hours. Research meetings in special localities, involving several schools, have been held; and teacher-consultants have been present.

Summer courses for elementary and lower secondary school teachers, needed for the enforcement of the new license law, were held in 1947, and in 1948 and 1949. Upper Secondary school teachers will have one next year.

1949 Statistics:

	Elementary School	Lower Secondary School	Upper Secondary School
Compulsory attendants	1,535	1,085	440
Participants	1,527	1,071	425
Per Centage	99.4%	98.7%	96.5%
Free participants	1,838	1,202	121

A long-period training course for teacher-consultants was held for 5 weeks in 2 places at Nagasaki and Sasebo. Fifty excellent teachers of elementary, lower secondary and upper secondary schools were selected to attend. The trainers for this course were those who had finished "IFEL".

After the war, the old type school textbooks were discarded, or used only in part. In 1947, some new books were published; in 1948 and 1949, publication of new texts has increased rapidly, yet only 70% of the demand for them has been supplied.

Teaching methods have slowly turned to the child-centered program that gives guidance according to the mental ability of the student. Discussion and dramatization are commonly used in classroom activities, with emphasis on the active participation of all students.

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Visual education has become popular, and most schools continue to improve in their use of visual materials. Radio equipment exists in 195 elementary schools, in 88 lower secondary schools, and in 16 upper secondary schools.

The broad field curriculum, which fits most needs, is in general use; many faculties are becoming interested in the core curriculum.

Since the latter part of 1948, much attention has been given to curriculum making. Demands of the community are considered in planning a school's educational program.

Prefectural guidance has had a great deal to do with the increase of progressive ideas in the school system. Research and experiments in demonstration schools have also been responsible for progress.

After the war, there was a tendency for pupils to become undisciplined; but as methods of guidance were studied, and the principles of democratic education became more clearly understood, this situation had improved. Many schools now have students' self government, club activities, and home room systems. There is need for many more clubs, to give much more chance for student participation in school activities. The coeducation system in upper secondary schools, adopted in the autumn of 1948, is working well. There are no communist students.

To promote progressive ideas, a number of try-out or experimental schools have been established. The budget for these amounts to about ¥1,000,000.

	Elementary School	Lower Secondary School	Upper Secondary School
Curriculum	Katsuyama (Nagasaki)	Yamada (Minamitakaki)	-
Social Course	Yue (Kitatakaki)	Fuchi (Nagasaki)	Higashi
Science	Emukae (Kitamatsuura)	Hiu (Sasebo)	Isahaya
Roman Letter	Himi (Nishisonogi)	Narao (Minamimatsuura)	
Evaluation	Izuhara (Tsushima)	2nd Shimabara	
Guidance	Isahaya	Oriose (Higashisonogi)	
Community School	Shiomi (Sasebo	Mushozu (Iki)	
Art	-	Fukue (Minamimatsuura)	Sasebo Kita
Domestic Course	-	-	Hirado (Kitamatsuura)

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School Library	-	-	Commercial (Nagasaki)
Home Project	-	-	Shimabara (Domestic Course)
Five Day Plan	Omura District		Isahaya (Agriculture)

There are many part-time upper secondary schools which give night courses for those who have not completed their regular high school training. Most of these schools have branch schools. Nine branch schools were established in 1948; 56 were established in 1949.

Following is the list of the status of 56 branch schools.

Branch Schools	Course	Day	Night	Classes	Students	Full time teachers	Part time teachers
56	Normal 31 Commerce 3 Technical 3 Agriculture 12 Fishery 7	25	32	82	3,257	173	341

The importance of vocational education and guidance is now realized. The Superintendent and the teacher-consultants have been endeavouring to reorganize a Vocational Education Enlightenment Committee. The Governor was the central person in this organization during the war.

Special education for the blind and the deaf has become active this year owing to the compulsory system, and the budget for it has been increased. It is aimed to secure perfect attendance, in the future.

	Blind		Deaf		Total
	Boy	Girl	Boy	Girl	
Students attending	50	15	75	66	206
Non-attending students	28	33	115	102	278

The construction of lower secondary school buildings is a real problem. In 1947 and 1948, it was less difficult. It has come to a crisis in 1949 on account of the cancellation of the national subsidy for it.

Year	No. of School Bldgs constructed		No. of Class Rooms constructed
1947	87		242
1948	97		396
1949	Constructed	34	951
	Under Const'n	13	expected
	Planning (no hope)	132	

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Even if all the expected schools are constructed in 1949, only 75% of the need will be met. This is a very serious problem.

	Classes Under Double Shift	Temporary Class-rooms
Elementary School	262	79
Lower Secondary School	82	306

The rate of prefectural subsidy has increased since the war, as shown in the list given below; but the amount is still not enough to complete the rehabilitation of bombed school buildings and the establishment of the 6:3 school system. It is important that the educational budget be increased, and that it be established as a budget separate from that of the Board of Education.

The educational budget consists of a general account (teachers' salaries, general expenses); and a special account (scholarships, pensions, expenses for Mutual Help Associations).

Year	Kind	Educational Budget Expenses		Pref. Total Budget	%
1945	Gen'l Acct	Gen'l.	21,687,093	168,061,622	14.32%
		Temporary	1,392,648		
	Spec. Acct.	.....	1,324,406	4,024,485	14.18%
		Total	24,404,147	172,086,107	
1946	Gen'l. Acct.	Gen'l.	87,735,543	333,598,866.64	26.54%
		Temporary	807,844		
	Spec. Acct.	.....	1,430,397	8,902,750	26.26%
		Total	89,973,784	342,501,616	
1947	Gen'l Acct	Gen'l.	316,426,559	996,181,463.84	32.59%
		Temporary	8,316,253		
	Spec. Acct.	.....	13,455.421	74,893,598.90	31.57%
		Total	338,198,233	1,071,075,062.74	
1948	Gen'l Acct.	Gen'l.	815,307,234	2,575,405,309	31.65%
	Spec. Acct.		16,180,632	199,736,516	29.96%
		Total	831,487,866	2,775,141,825	
1949	Gen'l Acct.	Gen'l.	1,268,471,042	3,449,643,090	36,77%
	Spec. Acct.		41,283,093	233,342,680	35.56%
		Total	1,309,754,135	3,682,985,770	

There is no school nurses' training school in Nagasaki prefecture, and those applicants from Nurses' Training School or Sanitary Nurses' Training School graduates have become school nurses.

The First Training Course, according to the standards indicated by the Ministry of Education, was held this year for those 100 attendants who had the license for nurses.

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A Nurses' Training School attached to Normal School was abolished in 1948. It was unable to meet the new standards of school nurses needed for a license.

Teacher-consultants who finished "IFEL" in Health and School Education Section form a faculty to train others. Among 12 applicants for the third "IFEL" course, 7 were selected. More than 10 assistant-consultants are already working with the prefectural government.

Teacher-consultants must act according to the original guiding program, which is different from that of former school inspectors. Since April 1949, teacher-consultants visit schools giving help and advice to the teachers. Often they are invited by schools. The prefecture has 13 localities, to which visits are carefully planned.

Nagasaki Civil Affairs Team has given the example of school inspections to examine school equipment, teaching methods, social activities. The guidance department in Secretariat is planning something new based on this procedure.

Educational Research Institute was the nationalistic educational guiding organ before and during the war. With the establishment of the Board of Education Committee, it has been reorganized, it has become democratic, and has been helpful as research consultant to teachers. It has helped in planning training courses, in research and in making of reports.

The Teachers' Union of Nagasaki prefecture has been helpful and co-operative in furthering the general educational program. In July of 1947, this local group disobeyed an order from the national union to boycott a summer school. The local union has been interested in in-service training, has had its own conferences and lecture courses on methods of teaching, administration, and other professional topics. It is definitely a help in the general educational program of the prefecture.

The department of Social Education was created as a separate section of Education, in April of 1947, with its own chief and its own organization. It began at once to cooperate with the Nagasaki Civil Affairs Team authorities in holding conferences in the larger towns of all the guns, and on the islands.

Social Education conferences are sponsored by Monbusho or by the prefectural government in each city, gun, town and village. At the end of the year, the "Social Education Practical Committee" investigates public reactions to the conferences that have been held. The committee has meetings in 16 different places in this prefecture. By this method, analysis is made of just what social education has attempted to do, and just what it has actually accomplished. Future plans for the reconstruction of Japan have been discussed in detail and concrete suggestions have been given for the future development of the country. Through the series of meetings, people all over the prefecture were able to exchange and compare ideas.

In 1948, the department tried to improve its output, giving the people a more varied program, with more detailed suggestions and aid. It emphasized the importance of Citizens' Public Halls as centers for social

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education in each town and village; it helped to organize groups of young people and of women; it opened a course for adult education and other classes. The use of committees in group work of federated associations was encouraged, to give all members a chance for a part in group activities, and to improve methods of working together.

It has been found that one great necessity is the training of all leaders who help with any part of social education, or who manage democratic organizations. First priority has been given to courses in leadership training, held throughout the prefecture. Second in importance is the development and completion of good organization; much more information is being given on methods, techniques, and points of view. The adult education course suggested by Eighth Army, has been found to be epoch-making in results. It is very popular with the people and it does a great deal of good. The program of adult education will be continued and expanded by the Social Education department. A campaign for more Citizens' Public Halls will be carried on, also, during the current year.

Most prefectural youth groups are in an early stage of social development. They are concerned with the practical problems of making a living, and with the future of Japan. They appear to be interested in coming to meetings, and they talk about taking responsibilities, but they have not done much. They are not interested in political affairs, and they do not know how to plan and organize a program. In most cases, they are hampered by problems of finance, by lack of leisure time, and by poor educational backgrounds. In some cases, there is an isolationist spirit of independence; there are often petty jealousies that prevent good cooperation of town and city groups.

The strongest and generally the most active group is that of seinendan. It is usually made up of young men and young women who have not gone beyond the primary schools. In small towns, educated groups tend to clash with those less well educated.

In Nagasaki, the seinendan has many well educated members; its president is a college graduate, and its board of directors have at least a middle school background. It has a large program of many activities.

In October of 1947, the formation of youth groups was begun by Nagasaki Civil Affairs Team on the basis of specific interests. Clubs were organized for music, for discussions, for the study of foreign countries. Two Boy Scout troop patrols were organized.

A program was also prepared to encourage children to learn democratic methods, through the activities of student committees. Four primary schools presented programs carried out under this system, in October.

In January 1948 a Japanese organizer of Boy Scouts held a Scout leaders' conference; and an enlisted man of Nagasaki Civil Affairs Team Cpl Gaylord June was appointed to work with youth groups. In April, the prefectural government had leadership training conferences, with SCAP leaders for Boy Scouts and Girl Scouts. Thirty young women of the prefecture were given training in leadership of Girl Scout troops.

There are at present a man and a woman in the prefectural government offices who are heads of youth activities. Training courses have been

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given regularly for seinendan and for Scout leaders; and more Scout troops have been started. A few 4H clubs were begun also.

A survey of women's organizations in Nagasaki prefecture was begun during September 1947. An interview with the Social Education department of the prefectural government indicated that there are about 15,000 women in Nagasaki prefecture (population 1,416,518) organized into some 200 chartered associations.

A more complete study was made of the organizations in Nagasaki City, where there are five chartered organizations besides the Labor Unions. Three of the five are registered as cultural organizations, one, the Hahano Domei (Mothers' Union) is a charitable organization, and the fifth is a Christian Association. Their membership is comparatively small, totaling only 870 women. While the emphasis in the past has been on culture, it is shifting now to more practical aims.

The principal problems of women seem to be economic. They lack leisure and knowledge. Many do not yet realize that they are free to organize, and others still feel that they will lose caste by taking an active part in public life.

The Ken federation of the Fujinkai has disbanded and by June 1949 an informal liaison council of city representatives has been substituted. A provisional constitution discussed at the June meeting was voted upon at the next meeting and adopted with changes. Meetings are to be held quarterly. The site of such meetings will rotate among the five principal cities of the prefecture. Representatives of rural federations and councils may become members. It has been advised that dues be kept at a minimum since rural members will derive little benefit from such an organization. The chief difficulty of the organization seems to lie in the inability of majority and minority groups to work together and in the mistaken idea that democracy entails lengthy discussions on all minor details.

Present emphasis is on developing programs that have appeal and practical value to the average member. Since none of the leaders has had experience in leadership, details of parliamentary procedure must come later. In the present group work there seems to be evidence of enjoyment and enthusiasm.

Mr. Yokota of Social Education department, now on temporary assignment to Foreign Affairs and Liaison, has recently begun a program among the women of Nagasaki. His plans seem sound and intelligently organized; they should be effective. The prefectural government is planning also to appoint a woman to work with women's affairs. An excellent person has been tentatively selected for the job.

A comprehensive long range program had been made to work with women in remote areas, and a good start had been made in this project. Kitchen improvement, appointment of more home demonstration agents, establishment of more training courses, teen age clubs, all such plans have now been discussed with prefectural government and given over to them for carrying out.

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The Japanese have learned rapidly, they are doing a good job of adapting themselves to new ideas; and of incorporating new methods and programs in their activities. They have not however progressed so far as any favorite statement made about them might indicate. There are confusions and misunderstandings; and many groups are still unable to do anything very constructive or active. In remote areas, especially, where the influences emanating from SCAP and Nagasaki Civil Affairs Team and Monbusho and the prefectural government are less strong, tradition still has a strong hold. There is still much to do to help them. They need to have questions answered; they need much more teaching and guidance; they need continual encouragement and morale building.

Seinendan and women's groups generally do more talking than actual work. There are good and efficient groups who have definite programs, and who carry out plans in a business like way; but the majority of their organizations are loosely organized, groping for ideas, uncertain in planning and in cooperation. They are willing, but need much guidance.

The schools, PTA's, faculties and so on are doing a good job. Their point of view has changed, and there are intelligent educators. Most teachers have heard the words used in discussion of modern classroom techniques, but they are still uncertain as to how to apply their knowledge. They need much more experience in doing their jobs; and they need much more advice and concrete suggestions, as well as training courses.

Change to democratic procedures and ways of thinking may be said to have made a beginning; but the new ideas are by no means assimilated and made a part of the people's reflexes. Compared with their prewar condition, the people have made great progress. Compared with our standards, they have a long way to go.

One socializing influence has been the square dance, a project begun in this prefecture by the first education officer. It was used as a means to get groups together informally, and as an entering wedge in arranging social gatherings for young people of both sexes. The square dance became popular in Nagasaki, and the idea has spread to other parts of Japan. Here in Nagasaki City it is still used as one means of entertainment at group meetings. Many other methods of group entertainment have been tried; but to date, the square dance has been most successful.

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HEADQUARTERS
FUKUOKA CIVIL AFFAIRS TEAM
Fukuoka, Kyushu

ACV/kt

APO 24-5
10 September 1949

OUTLINE FOR CIVIL INFORMATION SECTION PROGRESS REPORT

1. ORGANIZATION

(a) The C.I. section of this team is so organized at the present time as to include two (2) artists who originate posters, etc and handle charts for Team members, a translation pool of four (4) persons who translate pertinent articles from the daily newspapers and special translations for Team members, a female interpreter-typist, and a Japanese male Consultant.

The Consultant maintains close liaison between the C.I. section and the Ken Visual Aids Officer under the supervision of Occupation personnel insofar as routine reports and the transfer of film is concerned. The Visual Aids Officer handles the organization of film showings and the use of other visual aid media with little or no instructions from the Team and is capable and cooperative in translating suggestions into action as well as in using a surprising amount of personal initiative.

As of 30 September 1949, C.I. section personnel will be cut to four Japanese personnel; two (2) translators, a female interpreter, and a male Consultant.

(b) The Prefectural Public Information section is a subsection of the Ken Archives section. The Ken Information officer has a staff of seven (7); the editor of the Ken Bulletin with three (3) assistants, and three liaison workers.

One member of each Ken section is designated to maintain liaison with the Information section to supply his section with informational media for publicity and keep the Information section informed of new programs, etc. Liaison with the Team office is maintained through daily personal visits by the Information officer to this section and through monthly reports of activities.

(c) In each Gun, City, Town and Village there is a Public Information desk whose chief is nominally the General Affairs chief. One or two representatives of the General Affairs sections in the prefecture handle information materials. There are no official information representatives in the districts and villages since the Information budget is not sufficient to cover salaries for such representatives.

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BASIC: Outline for Civil Information Section Progress Report Fukuoka Civil Affairs Team, dated 10 September 1949

2. OPERATIONAL PROCEDURES

(a) Upon receiving Priority Information Programs from higher headquarters, the representative of the Team C.I. section consults first with the interested Team section to obtain local background of the program and to discuss the implementation of local media. On reaching tenative decisions as to the general outline of publicity, the Ken Information officer is called in and consulted about action taken thus far by the Japanese and about the advisability of the tenative plan. The three representatives, Team information, Ken information, and section Chief trade suggestions and ideas until a final plan is constructed. Working with the Japanese representatives of the interested Ken section, the Ken Information officer then handles insofar as is possible all information media and action. The team offices offer advice and suggestions when called upon and maintain surveillance over the plan as it progresses.

(b) Local Information Programs are originated as the need for them arises and is brought to the attention of this section by interested sections or is noted in the this office. They are planned in much the same manner as Information Programs received from higher headquarters in that they are a combined effort of interested section representative, Team Information representative, and Japanese Information and section representatives. The local list of informational media is consulted as the plan takes form and ideas are presented by the four interested parties. They vary in type including "Clean-Up Week" for the Health section and "Dental Health Week", a Book Festival at the Civil Information sponsored Reading Room originating in this section, and an anti-Communistic campaign sponsored by the SCAP CIE Library.

(c) Routine liaison with other sections of the Team can only be maintained through constant checks with these sections to discover their activities. It is to be noted that on a large Team association between sections is not as close as might be desired, and the Civil Information section is not informed of each project voluntarily unless help is needed. Liaison between C.I. and other sections of the Ken government are handled entirely through the Ken Information Officer except in instances of program planning.

(d) The C.I. section attempts in the matter of field trips only to make spot checks of districts in an effort to assure clear channels of distribution for information media and to ascertain the effectiveness of such media. Occasional trips are made to the Reading Room in Kurume City to distribute literature and check progress as well as to those places where the Information section is attempting to start a project such as a reading center.

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BASIC: Outline for Civil Information Section Progress Report Fukuoka Civil Affairs Team, dated 10 September 1949

Infrequent field trips have been made with other sections of Civil Affairs at such times as was felt a clearer insight into the interested section's project could be obtained by the Civil Information representative as in the case of a trip made by the Commanding Officer to the opening of a new Citizens Public Hall.

3. INFORMATIONAL MEDIA

(a) There are six (6) daily newspapers covering Fukuoka prefecture, three of which are evening editions. Their coverage is indicated in the chart below:

	Northern Kyushu	Chikuho	So. Fukuoka	Total
NISHINIPPON	27,816	49,800	176,252	253,868
ASAHI	75,692	51,415	62,416	189,523
MAINICHI	69,807	49,495	55,296	174,598
FUKUNICHI	19,104	21,456	45,504	86,064
KYUSHU TIMES	36,430	9,365	15,400	61,195
SHIN KYUSHU	32,596	11,076	10,666	54,338
				819,586

Wide circulation renders newspapers one of the prime means of information dissemination in Fukuoka. Japanese information personnel consider newspapers their most important outlet of information. The newspapers are valuable not only for their spot releases, but for the feature articles, the slogans, and the editorials they carry concerning vital programs. One instance in particular is that of the Model Citizens' Public Hall which was featured in the publications of January 1949.

(b) There are two (2) local radio stations broadcasting in Fukuoka; however, parts of the prefecture receive from the Saga Radio Station. The stations are located in Fukuoka City (JOSK) and in Kokura City (JOLK) and reach an approximate total of two hundred and sixty two thousand nine hundred (262,900) listeners in Fukuoka prefecture. In the urban areas of course, the radio is a most effective means of information dissemination. In the rural districts listeners are tabulated as follows:

	FARMERS	PART-TIME FARMERS	NON-FARMERS	TOTAL
Radio Owners	39,116	19,556	12,695	71,367
Non-Owners	50,606	23,834	12,166	86,606

Non-owners are not necessarily listeners although it is to be expected that upon occasion they would have access to a radio.

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In addition to spot announcements, the radio stations broadcast "Man On The Street" programs and special skits,etc in connection with information programs. Twice weekly (Tuesdays and Fridays) a program called "Service for Ken People" emanates from Fukuoka (JOLK). These fifteen minute programs are designed to bring to the attention of the public pertinent issues of the day. One program is prepared by the Radio Station for broadcast by Ken officials and the other is prepared and presented by the Ken Information officer.

Although the radio stations serve an important purpose in the information dissemination plan, they are not to be depended upon to reach the rural communities, and consequently are part of every program although not singly. The Fukuoka station has proved most cooperative, particularly with election publicity and in aiding to make recordings of Ken officials' talks. The Kokura station, however, is not very dependable in other than regular releases perhaps due to the fact that they are situated at a distance from the Team.

(c) The Prefectural government has no bulletin boards under their jurisdiction at the present time, however there are many throughout the districts and villages of the prefecture. It is still hoped that a system of registration of boards will be worked out in the near future and thus effect a clean-up. If they are attractive the bulletin boards may be considered as one of the more important disseminating methods; however, at the present time they are not as effective as could be wished.

Simple, well drawn posters come in for a fair share of credit in any publicity campaign conducted in Japan and more attention has been paid to their style of late. Fukuoka abounds with sites for posting where numbers of people are apt to see the material. The inherent curiosity of the Japanese people seems to provide an insatiable taste for reading of any sort that makes the increased use of good posters in any campaign justifiable.

(d) Visual Aid Program

(1) The Film Library, headed by a Visual Aids Officer is responsible to the Fukuoka Ken Board of Education, a separate organ of the Ken government. Also responsible to the Board and acting as an advisory body to the Visual Aids officer is the Visual Aids Committee which coordinates much of the publicity for the film showings. The staff of the Visual Aids Officer includes Film Librarian, two (2) technicians, and one (1) clerk.

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(2) Scattered throughout the prefecture, one to each gun, are twenty seven (27) Visual Aid Teams directly responsible to the Visual Aids Officer. Each team is equipped with one 16 mm projector and is manned by one chief technician and 6 or 7 part time licensed projectionists. There are ten slide projectors issued to ten of the largest of these teams, which are borrowed from time to time by the smaller teams.

(3) Japanese films are being purchased by the Ken at the rate of 6 or 7 per month at the present time. They deal with a variety of subjects including news, sports, nature, and science and are for the most part educational with an occasional cartoon purchased.

(4) Program showings are organized by the Visual Aids officer who in turn instructs the teams in the fields. A program such as the Agriculture show now touring the guns is coordinated with all the teams through a meeting held once a month at the Ken to discuss visual aids and programs. The system acts as a chain of command with the Visual Aid officer at the head of the organization.

(5) Transportation has been the main problem with which the Visual Aid program has been concerned. Three of the Guns now have three wheeled vehicles for transporting equipment and personnel while the rest use bicycles or borrow transportation from the local governments. The members of the local teams are appealing to the District Committees at the present time to ask local Civic organizations to contribute to a fund to buy more three-wheel vehicles.

(6) Films are shown in whatever halls are most well equpped in the districts. These may be Citizens' Public Halls which are being used more and more, City Halls, auditoriums, or schools which are most commonly used at present. In order to secure the type audience desired, publicity is posted inviting members of the interested group and the Visual Aids Committee sends invitations to Agricultural Cooperatives, Womens' Groups, Teachers, or whatever group is likely to be interested. Children are not allowed to attend performances unless accompanied by an adult and this practice is discouraged. Special showings are given for the school age children whenever practicable.

(7) There is no one program more effective or as effective as the Visual Aid Program in reaching the people. Films are more fully absorbed than posters, radio programs, etc. for they employ the use of both visual and auditory senses are more apt to absorb their audiences completely than anything else.

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The discussion periods held after the showings are more lively when the facts are fresh in the minds of the audience and it has been found that women are taking much more part in these discussions than in most in which they are invited to participate. As more and more Japanese films are purchased and the locale becomes more familiar, the interest shown becomes correspondingly greater. However, it is also to be noted that through films depicting foreign countries and other ways of life, the average Japanese is becoming more aware of himself and his life as related to the other peoples of the world as well as to his own country and community, and is therefore becoming a better informed citizen with generally broader outlook.

(e) For the most part, it is the Ken government sections themselves who organize public meetings with the Town or Village office leading them. It is not in the cities, but in the farming villages where most public meetings are held, averageing approximately one per month per village. When sponsored by Ken officials, the meetings are customarily held in a public building such as the Labor Hall, Social Education Hall, etc. however, locally sponsored meetings are held in schools or Citizens' Public Halls. Although admitting the meetings are excellent means of teaching leadership and democracy, the apanese information officials do not feel public meetings are an effective means of information dissemination. It is felt that the reason for this is a lack of qualified personnel to conduct the meetings.

(f) Public Address systems are employed whenever the urban population is appealed to. They are found in railroad stations, department stores, and on streetcorners as well as on moving sound trucks which seem to be their most popular from. The Ken government has not owned a public address system up until the present time, but they will have one by the end of September. Previously the equipment has been rented or borrowed from newspapers, schools, civic organizations, and private persons. A school loudspeaker was borrowed for the Tax Collection campaign recently. The loudspeakers are effective in that they draw the public attention to the matter at hand, but they do not put across the whole point unless it is brief.

(g) Information media in order of importance and effectiveness to Civil Information are listed herewith:

(1) Visual Aid Showings
(2) Newspapers and Radio
(3) Public Address Systems
(4) Public Meetings
(5) Posters, Pamphlets, Leaflets, and Builetin Boards

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4. MISCELLANEOUS

(a) The main problem in connection with C.I. Activities is a shortage of personnel in the Japanese organization. More people are needed out in the field to coordinate activities rather than having to assign the job as an extra chore to an official with a job of his own. In the Team office coordination and cooperation with other sections falls short of the desired intention. An information officer assigned to the Economics Section would seem to be the most likely solution, or a liaison officer from the Civil Information section assigned to Economics.

(b) This office feels that although "free enterprise" is to be desired, some restrictions should be levied on the fantastic amounts of literature plastered on every bulletin board and building in the vicinity, showered upon the people from the air, arriving in their mail with every bill, and shouted at them from every truck proceeding down the Main Street. It would seem that the poster, pamphlet, and leaflet literature is being overdone and its expense could be more profitably channeled into constructive exhibits, film showings, "fairs", and in general more painless methods of indoctrination to democracy and reconstruction. Repetition is indeed the best method of learning but there comes eventually the danger point of saturation.

(c) When the Civil Affairs Teams are withdrawn, it will be necessary for the smooth operation of Japanese information sections to coordinate their activities in the field as best they can with the shortage of funds. A system should be set up within the Ken government whereby the Information section would handle all publicity emanating from the organization. In this way, the other sections would learn to lean more heavily on Information and give their full cooperation to the Information officer. Such a system should substantially reduce some of the section expenditures too since printing houses and Supply shops could submit bids to the Information officer for the work involved. The tremendous volume of material that would go through the Information office would in this case warrant interest in securing contracts. Although originality is to be desired within the Ken information office, personal initiative may come to the fore when the section finds itself without the aid or suggestions of the Civil Affairs Team. Perhaps ineffective in infancy, it is felt that the Information Programs handled by the Japanese will lose little of their effectiveness as far as technique is concerned. The problem to be concerned with is

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applicable to every section of the Team, that is, the loss of the prestige that accompanies any program with which an Occupation organization or any Occupation personnel are concerned. It has been noted over the last few months when Occupation officials have retired from the scene as much as possible that the common people put little faith in their own officials. The problem can only be resolved with time and the devotion of officials to their chosen tasks.

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Civil Information

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HEADQUARTERS
NAGASAKI CIVIL AFFAIRS TEAM
Nagasaki, Kyushu, Japan
APO 24 Unit 5

QUADRIANNUAL CIVIL INFORMATION HISTORICAL-PROGRAM REPORT

Prepared by: Clarence J. Petro
DAC CAF-9

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HEADQUARTERS
NAGASAKI CIVIL AFFAIRS TEAM
Nagasaki, Kyushu, Japan

APO 24-5
10 October 1949

OUTLINE FOR CIVIL INFORMATION SECTION
PROGRESS REPORT

1. ORGANIZATION

a. C.I. Section of Team:

(1) The section is composed of two translators, interpreter, artist for creation of visual aids, group media supervisor, advisor for utilization of films, office manager, administrative assistant (military) and a section chief.

b. C.I. Section of Prefecture:

(1) The Section is within the District Affairs Section. It coordinates with the information officer of each ken section, all of which have personnel to carry on information activities.

c. C.I. Organizations in Guns, Towns and Villages:

(1) Each gun and city with the exception of Nagasaki city has an information chief. The planning section chief in Nagasaki city also heads information activities. In towns and villages the Information chief usually holds another municipal job concurrently.

2. OPERATIONAL PROCEDURES

a. Implementation of Priority Information Programs from higher headquarters:

(1) A plan is drawn up by the Team C.I. Section and submitted to the Ken Information Section which consults with the ken section which is primarily concerned with the particular program. They draw up a detailed plan and submit it to team C.I. section for any suggestions before executing the plan.

b. Origination of Local Information Programs:

(1) All types of programs from time to time are originated by Team

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C.I. Section or by Ken Information Section collaborating with certain other ken sections. For instance, a program on personal cleanliness is originated at the Ken Health Section collaborating with the Ken Information Section.

c. Routine Liaison:

(1) Weekly conferences are held with each section of the team. Discussion meetings are also held to polish program details.

(2) Consultations are held with the Ken Information Section thrice weekly, with other sections of ken government whenever need arises.

d. Inspection Trips in the Field:

(1) Approximately 60% of the time is used in making field trips to towns and villages within prefecture.

(2) About 1/3 of the trips are made with other sections of team to emplement particular programs. Not more than one other section is included in joint field trips.

3. INFORMATIONAL MEDIA

a. Newspapers:

(1) Although there are various and sundry newspapers, effectiveness is concentrated in nine local papers, two national papers and one Kyushu wide paper. Local papers include a children's newspaper with a circulation of 15,000. Local papers give much space to information programs. Because national newspapers have only limited space devoted to news of entire prefecture, information programs are covered less by them. There is one daily newspaper for approximately every 5 persons.

b. Radio:

(1) One local radio station is located in Nagasaki with a relay station in Sasebo. Because of a weak signal and mountains the local station does not reach all parts of prefecture. Kumamoto station covers large parts of prefecture. Korea, Moscow and Hiroshima also are received in northeastern areas.

c. Posters and Bulletin Boards:

(1) Posters and bulletin boards are used extensively in all communities of all towns and villages. This is an especially valuable medium in remote areas which have few newspapers and are a little too isolated to hold frequent meetings.

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d. Visual Aid Program:

(1) Visual Aid Section is a part of the Social Education Section. The section has three persons employed.

(2) Fifteen film teams cover the ken. One team is assigned to a city or part of a gun. Social Education chiefs of guns and cities supervise the projector teams in their respective areas.

(3) Cartoons and entertainment films with an educational theme are being purchased at an average of three a month. The city produces a couple of films each year.

(4) Program showings are organized by the respective teams and are coordinated at gun and ken level.

(5) Where available prefectural vehicles are used to transport equipment, otherwise buses and trains are utilized. Carts are used where other vehicles cannot be used.

(6) Films are shown mainly in schools, Citizen's Public Halls, and theatres, in addition to the CI&E Library, Prior to showings, except those held expressly for school children, advance announcements are directed at adults with invitations to adult organizations.

(7) When there is no electrical failure, the effectiveness of visual education is superior, but frequent power failures plus the lack of electricity in some areas make the program little better than good.

e. Public Meetings:

(1) In all municipalities public meetings are held at least once a month. In some municipalities, town-wide or village-wide meetings are held every week, in others every month. In the communities within towns or villages meetings are often held every week. In the large cities meetings on public health are held approximately three times a week.

(2) Meetings are held in town and village halls, Citizen's Public halls and schools.

(3) Most meetings are organized locally. Large meetings on special subjects are organized by the ken.

(4) Meetings undoubtedly are highly effective but in some towns and villages the citizenry have complained that there are too many meetings.

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f. Public Address systems:

(1) Used in large cities for special events and programs. However, in Nagasaki city, 20 loud speakers set up in busy intersections broadcast daily from 0830 hours to 2030 hours.

(2) Most equipment is owned by ken and city. Stationary speakers are privately owned.

(3) This medium is extremely effective for special concentrated programs.

g. Evaluation of media:

(1) Order of importance and effectiveness.

(a) Newspapers
(b) Radio
(c) Posters and Bulletin Boards
(d) Visual education
(e) Meetings
(f) Public address systems

4. MISCELLANEOUS

a. Outstanding problems:

(1) More newsprint needed.

(2) Stronger radio transmitter required.

(3) Stronger and more continuous electric power necessary.

b. Stronger and more continuous supply of electricity will make film showings more effective, improve and increase use of group media of all kinds.

c. No change in ken C.I. section is desirable. Effectiveness of programs should remain substantially the same except that it may be more difficult to goad the Japanese to take positive action rapidly instead of filly-dallying.

d. The information programs operated by the Japanese have been highly effective with the guidance of team C.I. sections. Because the ken information set-up is well-established, it should continue to produce positive results and improve. Improvement is necessary since the Japanese still haven't been able to completely understand the most effective utilization of various media.

e. Recommendations:

(1) Team personnel should make frequent trips of surveillance and guidance since advice is sought and required in many instances.

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KAGOSHIMA

QUADRIANNUAL HISTORICAL PROGRESS REPORT

CIVIL INFORMATION

1. ORGANIZATION

a. The Civil Information Section of Kagoshima Civil Affairs Team consists of one army officer, a DAC assistant, two Japanese National interpreters and one Japanese National draftsman. The draftsman works for the Team as a whole, under the direct supervision of the CI officer, as well as for the Information Section itself. One of the interpreters accompanies the CI Officer on field trips and inspections and also handles routine office interpretation and translation. The other interpreter is responsible for maintaining liaison between the Section and the Japanese film library and the Ken Visual Aid Section.

b. The prefectural government has an independent Information Section which includes a chief of section, and staff. Each section of the Ken government has an information representative who works with the Ken Information Section to coordinate programs and campaigns, which adds a great deal to the effectiveness of the information program. The Chief of the Ken Information Section keeps in constant touch with the Team CI Section through one of the latter's interpreters.

c. Each of the district offices of the prefecture's eleven guns has a full-time information officer who works under the supervision of the Ken information chief. He directs the activities of the part-time information officers who work in the town offices of the villages and towns.

2. OPERATIONAL PROCEDURE

a. When the list of Priority Information Programs for a three-month period are received from higher headquarters, the CI Section makes out a chart which lists the priorities and suggests ways and means of emphasizing the programs using the various media. The chart also explains new ideas and publicity methods, originated by this section or received through correspondence from higher headquarters. The CI Section constantly consults the other Civil Affairs sections to ascertain which specific programs they want to be publicized or any general trends which should be emphasized. The chart is translated into Japanese and is given to the chief of the Ken Information Section in a personal interview with the CI officer, who explains the chart and gives the chief the opportunity to ask questions concerning it or any information problem. Any additional ideas

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gleaned from other sections and those which come to light during the daily work routine are also sent to the Ken Information chief, who is free to use them as he thinks best.

b. Several information programs have been initiated locally, in in the form of public forums and radio debates. A series of public forums spensored by the Ken Information Section is being conducted, in which the public is invited to attend and ask questions of the government officials who lead the discussions. The forums are recorded and later broadcast over the local radio station to insure wider coverage. The response to these forums has been enthusiastic, and the attendance and participation in the discussions prove the worth of such a program. A series of monthly radio debates on topics concerning civic and governmental affairs is being originated by the city Social Education section in cooperation with the Ken Information section.

c. Members of the Civil Affairs Team sections are periodically asked for their opinions and ideas on various publicity campaigns, for the naming of programs they wish publicized, and for publicity materials. Thus a constant liaison between the sections is maintained, with the CI section as the clearing house. The CI officer correlates the materials and ideas, initiates programs, selects the media to be used and contacts the Japanese officials concerned. Articles and material for articles from other sections are submitted to the CI officer and cleared through his section before they are released for publication, broadcast, or use by the Ken Information section.

In routine publicity matters, the CI section deals with the sections of the Ken government through the Ken Information Section. With its information representatives in each Ken section, the Information Section is often utilized as a coordinator between the Civil Affairs Team and the Ken Government. In some cases, however, the interpreter of the Civil Affairs CI section may go directly to a Ken section to give or receive specific information.

d. Every gun in the prefecture, with the exception of the almost inaccessible island gun, has been visited by CI personnel. The primary purpose of these trips has been to check on the efficacy of the Citizens Public Halls and the work of the gun information officers, and to survey public opinion and reaction to specific programs.

CI personnel have made trips into the field with members of other CA sections on the average of once a month, usually to inspect or investigate a specific problem which concerns both sections. Local inspection trips with members of other sections are made frequently, approximately once a week.

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3. INFORMATION MEDIA

a. Newspapers——In Kagoshima prefecture, there is but one local daily newspaper, which is published in Kagoshima City. Six local weeklies are published in the prefecture, and branch offices of three national papers are located throughout the ken. According to statistics, one person of every 7.58 persons in Kagoshima prefecture reads a newspaper, one of the lowest ratios in Japan. It is believed that the low ratio is a direct result of the lack of newsprint locally. The one daily newspaper devotes approximately 41% of its space to local news, and 43% to national and international events. Although the newspaper isn't as effective a media locally as it could be with the addition of more dailies, still it is one of the most used media and is considered one of the best of the media available.

b. Radio——There is one radio broadcasting station in Kagoshima Ken, located in Kagoshima city. For every 100 families in this prefecture, there are 19.7 radio sets. Although the station broadcasts on an all-day schedule, only approximately 1½ hours a day are devoted to locally-originated programs. Radio is an effective medium in the city, but in the rural areas the coverage is less, and the reception is poor due to unreliable electric power. For publicity campaigns and conducted within the city, radio can be effectively utilized for spot announcements as well as feature programs.

c. Posters and bulletin boards——In an agricultural ken such as Kagoshima, posters and bulletin boards can be a very effective medium if used with care and consistency. The CI section has found that consistency is an important factor; a bulletin board which is in a permanent convenient location and one on which the materials and posters are regularly changed, is very effective, while a haphazard poster program is not. This is the basis for the systematic use of posters on permanent uniform bulletin boards in this Ken. The materials used on the bulletin boards are those received by the CI Section from higher headquarters, and to a greater extent, those which are originated by the Ken Information section, other government agencies and local civic organizations. Although bulletin boards are best utilized in rural areas to inform the people who do not read newspapers and cannot afford radios, they can be used effectively in cities to supplement primary publicity media.

d. Visual Aid Program——The visual aid program on the Ken level is incorporated as part of the Social Education section and the Board of Education. A member of the Social Education section heads the visual aid program and coordinates the work of his office and the film library.

Each town and village has formed a Visual Aid association, com-

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posed of interested leading citizens, and representatives from these associations meet together in a gun Visual Aid federation. These groups promote the CI & E film showings in their own communities, and cooperate with one another to further the program as a whole.

The majority of the Japanese films purchased by the Ken are documentary and newsreel films. Although a few comic and dramatic type films are being purchased, the public usually depends on Japanese movie theaters for amusement, and looks to the Ken and CI & E films for information. Of the 66 films purchased by the Ken to date, 26 are documentary; 23, newsreel; 8, dramatic, and 9 are comedies.

Program showings are arranged initially by the coordinated efforts of the Ken Visual Aid section and the visual aid officials on the gun level. The gun officials contact each town or village prior to film showings to make arrangements for the location and to insure time for publicizing the showings. Before the showing, one of the sponsors of the film or an interested individual, briefly explains the film and its purposes; after the showing, a general discussion is held, with members of the audience urged to participate.

The government rail and bus systems do not make any charge for transportation of projection equipment, but in Kagoshima ken much of the transporting of equipment is accomplished by private bus companies. Previously, the high rate of transportation costs curtailed the film showings in rural areas. Recently, however, an agreement was reached between the Ken Visual Aid section and the local commercial bus companies which provides for a greatly reduced rate for the transporting of projection equipment. In the inaccessible areas, the projection equipment is carried by bicycles and hand-drawn carts.

The majority of CI&E films and those purchased by the Ken are shown in schools and Citizens Public Halls, although some are shown in Japanese theaters and out-of-doors when weather permits. Publicity methods used to secure audiences are rather general, appealing to anyone interested in the topic of the film, rather than intensive audience selection. Posters and signs announcing the film showings are placed in conspicious spots about the village or town, and circulars describing the films are distributed from door to door. Often school children are urged to attend film showings, and are sometimes asked to invite their parents to accompany them.

It has been proved that visual aid is one of the best ways of educating people who are illiterate and for whom visual aid may

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be the only means for obtaining information, and it is also effective in informing the average individual. What he sees in a movie or in a puppet show will linger in his mind long after he has forgotten what he read in the morning paper. The visual aid program in this prefecture seems effective and is favorably regarded by the Japanese people; in most communities, the people are asking for more frequent film showings. Movies are the most effective of the visual aid instruments, and are particularly useful when they supplement a lecture or are part of a discussion meeting. Slide projectors, puppet shows, kamishibai, posters, exhibits and Bellcptican strips are being used as supplementary visual aid materials in this ken.

e. Public Meetings——Approximately 200 public meetings are held every month throughout the Ken. They are most frequently held in the towns and villages, where they are held in school buildings and Citizens Public Halls. The public meetings are often sponsored locally by various government agencies, civic groups, or interested commercial concerns. Although most are initiated locally, many of those are aided and supplemented by guidance and materials from the Ken Information section. Occasionally the Civil Affairs Civil Information section initiates a public meeting, but usually the section will rather refer its ideas and suggestions to the Ken information section.

For topics or programs which need explanation and clarification, a public meeting is an ideal medium of information. The audience is usually composed of only those people who have had some prior interest in the subject, and perhaps some knowledge. Possibly this audience will be in approximately the same age and economic level, and it is therefore not too difficult to catch and hold its interest in the topic. A public meeting audience is apt to be comparatively homogeneous, an advantage over many other types of information media. A public meeting gives the audience opportunities to ask questions and participate in the general discussions. Public meetings can be especially effective when used in rural areas where word-of-mouth is the accepted media of information, or when used to inform those whose economic status prevents access to newspapers and radios.

f. Public address systems——Public address systems are used to some extent in Kagoshima city, and are employed during the business day at the busiest section of the city. The equipment, including microphones and loud speakers, is owned by private commercial concerns; these companies use the equipment almost exclusively, but occasionally the government agencies request a particular announcement, and that service is given. The use of public address systems is fairly effective as a supplement to other stronger methods of publicity. In Kagoshima the use is not widespread enough to be of extensive value. In a city, too, the Public address system has much competition in the form of street noises.

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g. Evaluation of Media---The newspaper must be considered the most important of the media and the most effective because it reaches a large number of people and because of its reliability as a medium of information. It is reliable, for through circulation figures and reader surveys, it is possible to determine in advance approximately how many people will receive the information and the economic status, age group and occupations of the readers.

Of second importance is the radio, which is best utilized in the cities and towns. Many businessmen have radios and play them constantly. The radio has the distinct advantage of being able to combine entertainment and information through drama, and it is also excellent for informing through repetition, by utilizing the spot announcement.

The next most effective medium is the use of bulletin boards and posters. The Japanese people are very receptive to posters and have long had the habit of stopping to read the messages posted on bulletin boards. A good poster can be understood at a glance, and many passersby who may glance at a poster wouldn't take the time to glean information from a more complex medium. Posters are comparatively inexpensive to prepare and distribute and are suitable for use in almost every publicity campaign. The Ken government now publishes and distributes several bulletins concerning government affairs, which are posted on bulletin boards and are becoming a popular means of obtaining information.

Movies are the next media in importance and effectiveness. Through the use of CI & E films, the CI section can emphasize various topics at will. The films are an excellent means of capturing the interest of an audience at the beginning of a meeting and of holding the interest later in the meeting. Children and adults alike are fond of movies and consider them a pleasant way to be informed while they are being entertained.

Pamphlets and leaflets play an important role in many publicity campaigns. They are especially useful in a long range program in which their purpose is to explain in detail a particular subject. When people have become interested in a topic and desire detailed information to read, study and reread, a well-prepared pamphlet is the answer.

Public meetings are also good, particularly for publicizing topics which need explanation and discussion for clarification. In Kagoshima ken, public address systems are not used to any great extent; also the medium is unreliable, depending on chance for reaching the public.

4. MISCELLANEOUS

a. No outstanding problems.

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b. In a city the size of Kagoshima there should be more than one daily newspaper. Another daily, which would increase the number of people reached, would also provide competition for the existing newspapers and incentive for improvement. Interested local leaders are being encouraged to establish another daily paper in this ken. Some of these businessmen have expressed the desire to establish a newspaper, but have been discouraged by lack of newsprint.

c. It is possible that the work of the Ken Information section would be advanced by the employment of several English-speaking Japanese to handle correspondence from higher headquarters now managed by Civil Affairs personnel. Team personnel have been responsible for the reception and returning of CI & E films and for American books and magazines, which responsibility will be turned over to the Japanese when the Team is withdrawn from Kagoshima. The Chief of the Ken Information section is aware of the importance of an effective information program, and seems to be capable of taking charge of the activities without the aid of Civil Affairs.

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ANNEX R: Kumamoto Civil Affairs Team Quadriannual Historical Progress Report

1. ORGANIZATION

The Civil Information Section was organized as an independent section in April 1948 with a full time Information Officer and an assistant. A Translation Pool was also organized and attached to the Section in June 1948. Prior to the organization of the section, Civil Information activities had been under the Civil Information and Education Officer. Chronologically, officers who were in charge of this section are as follows:

1st Lt J. M. Croxton.....April to May 1948
Mr. H. F. Lanham.....June to November 1948
Capt L. W. Greene.....December 1948 to May 1949
Mr. Willy Ando.....June 1949 -

Simultaneously with the establishment of the team Information Section, the Ken-Min-Shitsu (Public Service Office) of the prefectural government was designated to act as its counterpart in April 1948 on a part time basis.

A full time Public Information Section was established in January 1949. Soon after, other sections of the Ken government appointed one official each to maintain liaison with the P.I.O.

2. OPERATIONAL PROCEDURE

Plans for priority information programs from higher headquarters are studied by the Information Officer and carried out after necessary modifications or additions for local application are made in conferences with the Ken Public Information Office.

3. INFORMATION MEDIA

a. Newspapers

Newspapers published in this prefecture having a circulation of over 5,000 are:

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ANNEX H: Kumamoto Civil Affairs Team Quadriannual Historical Progress Report

Name of Paper	Publisher	Circulation	Remarks
Kumamoto Nichi Nichi Shimbun	Shunji Kobori	119,000	Daily
Kyushu Nippo	Seiga Nashiki	5,000	Weekly
Kumamoto Play Guide	Kiyoshi Furusho	5,000	Weekly
Nikuni	Norihide Yoshimi	5,000	Weekly
Higo Nokyo Shimbun	Katsunosuke Kaneko	6,000	Every 10 days

b. Radio

There are approximately 136,419 radio receiving sets in this prefecture which is about one radio set per 2.6 households.

The local broadcasting station (JOGK) has 60 hours per month allocated for local broadcasts.

c. Posters and Bulletin Boards

The limitation placed upon newspaper and radio coverage by the mountainous nature of Kumamoto prefecture brought about the need for developing other information media such as bulletin boards, posters, leaflets and pamphlets.

A recent survey of information media as to the effectiveness of all types of media in local communities, especially outlying districts, has been of great value by bringing to light those parts of the prefecture inadequately covered by newspapers and the radio. In these sectors, an added number of bulletin boards have been set up.

Material for Bulletin Boards originating in the P.I.O. are as follows:

(1) "Kumamoto Kensei" (Prefectural Information Bulletin). The first edition was published on October 1, 1948 with a circulation of 30,000. It is distributed throughout the prefecture on a house-to-house basis at the rate of one copy per 15 household.

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(2) "Hinokuni Calendar", a prefectural government wall-bulletin made its first appearance in July 1949. Published bi-monthly, these colored (2½' x 2') posters are being put out at the rate of 1500 per printing, each poster covering about seven currently important programs.

d. Visual Aid Program

The Preftural Film Library was established in November 1948, under the Ken Social Education Section. Present personnel consists of the Visual Aid Officer, Librarian, Clerk and six technicians whose responsibility is to operate and maintain equipment as well as to guide and assist film showings.

Subsequent to the establishment of the Film Library, the Ken Visual Education Committee was formed composed of representatives from each gun and city for prefectural wide program planning. Visual Education Steering Committees established in gun and cities to formulate the visual aid program within their respective localities has greatly aided program planning.

In this prefecture, projectionists have been trained in each town and village, thus eliminating the cost of transporting qualified technicians to the various towns and villages for showings. Projection equipment likewise is stored in local film libraries.

Schools, CPHs, and temples are generally chosen as sites for conducting film showings. However, due to the fact that only few of them are equipped with black-out curtains, showings in most cases are given at night. To date, 74 Japanese films (Cultural films: 19, Entertainment: 28, and Cartoons: 27) have been purchased by the Ken government.

e. Public Meetings

Public meetings as a media of information are, in general, most effective among the rural population. People less educated and comparatively indifferent towards current events, require much guidance and assistance.

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Registered CPHs number 177 and over a thousand branch CPHs are also in operation. They have been developed to a great extent for information and education purposes and are used for youth programs, lecture meetings, adult education, women's training courses, farmer's education courses, etc.

f. Public Address System

A sound truck is maintained by the Civil Affairs Team and equipped with a public address system. It is loaned out through the Ken Information Section to reach remote parts of the prefecture where neither newspapers or radio coverage is satisfactory.

g. Evaluation of Media

Media listed in order of importance and effectiveness to Civil Information are:

(1) Newspapers
(2) Radio Stations
(3) Kumamoto Kensei (Prefectural Information Bulletin)
(4) Sound Truck
(5) Bulletin Boards
(6) Public Address System
(7) Hinokuni Calendar (Wall Bulletin)
(8) Citizens' Public Hall
(9) Public Meetings
(10) Exhibits
(11) Leaflets
(12) Motion Picture - Non Commercial

** END **

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Inclosure H

CIVIL INFORMATION QUADRENNIAL HISTORICAL PROGRESS REPORT

Report Prepared By: Robert V. Neary, DAC, CAF-11

1. Organization

a. Civil Information Section of Team

When the Civil Information Section was divorced from the Civil Education Section the mission was clearly laid out. The need to improve the understanding of the Japanese people of the vast metamorphoses of their social structure and acquaint them with the broad aims of the occupation was vital. In this prefecture the Civil Information Section was established with a chief and fifteen indigenous employees. Six of these employees comprised the translation section. Although nominally a part of this section, they worked directly with all sections. This was also true of three artists who supplied graphic artwork to all sections and for all programs. Two interpreters, a chief clerk and a projectionist made up the remaining personnel. This table of organization has proved eminently satisfactory and although replacements have been made, there has been no change in the basic organization. (See Annex A). The prefecture-wide visual aid program was organized and conducted at first by this section but later entirely operated through the Prefectural Film Library. The basic mission was greatly implemented by the establishment of the Prefectural Public Information Room and the Public Information Committee.

b. Civil Information Section of Prefecture

In order to gain a full share of prestige for the new Prefectural Information Room it was established as an independent unit directly responsible to the Governor and the Public Information Committee, a panel of eighteen prominent civic leaders and eight advisory members of the press. This committee meets on the twenty-fifth of each month to establish the policy for the ensuing month. Following the meeting the Information Room contacts its representatives in each section of the prefectural government and plans local adaptation of priority programs as well as outlining implementation locally. Weekly liaison conferences are held with the Civil Affairs Information Section. (See Annex A).

c. Organization of Guns, Towns and Villages

Full time Information Representatives in the District and City Offices have been and are the key to a successful information program. With the responsibility for results thus placed it is merely a matter of selecting top quality personnel, training them properly and democractically and allowing them to administer the part-time information representatives in each town, village and buraku. In this prefecture we have 332 officials charged with information responsibility. Only 17 of these are full time, paid representatives but their strategic locations in the guns allow for close supervision and direct responsibility. It is also mandatory

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that they work with the visual aid projectionists, social education directors, CPH chiefs and librarians.

2. Operational Procedures

a. Implementation of Priority Programs from Higher Headquarters

Priority programs when first received are submitted to the members of the Prefectural Information Committee for study. The Information Room makes a plan and checks with Civil Affairs for advice and guidance. All concerned then meet and discuss the plans for the following month and their implementation. This meeting is public and is reported in the press. It is then passed on to the district office information representatives who continue the process for the most practicable local application at the village level. Ken-wide use of radio and press, preparation of posters, etc. is accomplished at the Ken Information Room by qualified specialists.

b. Origination of Local Information Programs

Local programs and programs of a regional type (Health Centers) are planned to use the most accustomed media and are the responsibility of the city, town and village representatives. All civic officials have been apprised of the availability of information facilities and names of personnel. Monthly bulletin to local representatives gives suggested steps.

c. Routine Liaison

(1) Inter-team: Every morning the chief translator carries lead stories and headlines to each section head. Each section chief initials the releases desired and on the same sheet notes subjects to be discussed with Information Section. General liaison is taken up at weekly staff meetings.

(2) With Ken Sections: Information representatives in each governmental section carry problems to Prefectural Information Room and when further advice is necessary the Ken Information Chief takes the matter up with CCAT.

d. Inspection Trips in Field

(1) Originally meetings for indoctrination of all representatives were held in all guns and cities. Routine checks are maintained on all media with a frequency ration that leaves no gun or city office without at least one visit in seven weeks.

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(2) Trips made in conjunction with Ken sections whenever the need is apparent but no on scheduled runs.

3. Informational Media

a. Newspapers

See Annex B, 2. Regular releases from Public Information Room are delivered to all newspapers and radio. Occasionally advertisements are inserted. The Oita Godo has weekly columns entitled "Prefectural Public Information." Influence of newspapers is limited by their circulation. Labor press and children newspapers are used when appropriate. Newspaper ratio is 1 paper to 6 families.

b. Radio

There is one broadcasting station, JOIP, Oita Broadcasting Co. Basic information program is "Prefectural Hour." This program dramatizes the functions and operations of each section of the Ken Government as their priority arises. All regular releases are given to radio. The ratio in this prefecture is one receiver to sixteen families. Terrain and lack of power account for this low percentage.

c. Posters, Bulletin Boards

Basic media is the regular wall newspaper appearing every two weeks. As material is received it is graded for target and placed in the pertinent locations. Of 2,000 bulletin boards only 175 can be graded as class A or registered bulletin boards.

d. Visual Aid Program

See Annex C.

e. Public Meetings (Town Meetings)

Prefectural Information Room holds meetings twice a month in various parts of the prefecture using schools or civic halls as the meeting place. Sponsor may be village officials or some civic group may spontaneously hold the meeting. Effect is varied but has not generally been properly exploited.

f. Public Address Systems

The Prefectural Information Room has a public address system which is used when most effective. In addition material is sent to theatres, RTOs and on official automobiles.

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g. Evaluation of media

(1) Newspapers (2) Radio (3) Visual Education Meetings
(4) Bulletin Boards-Posters (Wall newspaper)
(5) Public Meetings (6) Vehicle broadcasting
(7) Home-Made Films-local subjects
(8) Theatre Announcements (9) Kamishibai

4. Miscellaneous

Outstanding problems: The lack of adequate power for the local broadcasting station makes the acquisition of additional radios void. In some parts of the prefecture the only radio voice heard comes from Korea. This is due to the terrain. Added power would solve this problem. The Ken CI organization is functioning well at present and promises to be better in the future. Surveillance is needed to ascertain that no high official use this organization to further his own ends. If Japanese Information agencies on higher levels in the Central Government were better coordinated it would be easier to carry out their programs. Contradicting orders are often received from the Central Government agencies.

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ANNEX A

ORGANIZATION OF CIVIL INFORMATION SECTION

OITA CIVIL AFFAIRS TEAM

Chief
Mr. Robert V. Neary

Clerk
Mrs. Masako Tsuzuki

Adviser
Mr. Mitsugi Takita

Typist
Miss Kimiyo Matsumoto

Projectionist
Mr. Mitsuru Sasaki

Translators
Mr. Tasuya Ishiguro
Mr. Masaya Kawata
Mr. Shiro Beppu
Mr. Shinzo Shuto
Mr. Morihiro Hirota
Mr. Yukichi Takahashi

Artists
Mr. Kunihiko Hashimoto
Mr. Kazunori Miyamoto
Mr. Hirotaro Fukuda

ORGANIZATION OF PUBLIC INFORMATION ROOM

OITA KEN GOVERNMENT

Chief
Mr. Arata Naito

Public Hearing
Mr. Kiyomaru Ryugenji

Vice Chief
Mr. Yasaka Iwata

Mr. Sustaro Ono

General Affairs
Mr. Moto Mieno

Mr. Masateru Fujisawa

Mr. Toshitaka Hashimoto

Miss Shigeko Seki

Editing Affairs
Mr. Tetsuro Goto

Wallpaper
Mr. Satoru Otsuka

Artist, Projectionist
Mr. Nobuyoshi Ando

Cameraman
Mr. Yoshio Tauchi

Miss Michiko Shuto

Information Affairs
Mr. Jitsuo Mitsui

Newspaper Poster
Mr. Hiroshi Morisue

Broadcasting
Mr. Tsuguncbu Hazama

Projectionist
Mr. Kunihiro Aramaki

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ANNEX B

1. Organization of Public Information Room, Oita Ken

Governor — Public Information Committee

Public Information Room — Technicians — Media

Gun Office
Information Man
City Office
Information Man

Departments and Sections of Ken Government

Town or Village
Information Man

Citizens Miscellaneous Associations

2. Oita Ken Daily Press Media

Newspaper	Circulation	Chief Editor	Assistant Editor	Reporters	Phone No.
Oita Godo	70,000	Mr. Otsu	Mr. Watanabe	Messrs. Mitarai	5
				Watanabe	10
				Korenaga	
				Imamura	
Asahi	48,000	Mr. Ogushi	Mr. Kunishige	Kunishige	662
				Onda	936
				Yamashita	
				Goto	
Nishinippon	30,480	Mr. Ono	Mr. Morita	Ishimaru	454
				Murakami	182
				Kondo	
Mainichi	50,000	Mr. Miyake	Mr. Goto	Yoshio	659
				Kokama	
				Shuto	
				Yoshinaga	

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Annex B, Cont'd

Newspaper	Circulation	Chief Editor	Assistant Editor	Reporters	Phone No.
Kokusai Daily Press	3,000	Mr. Den	Mr. Deito	Messrs. Abe Kono Irita	115

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ANNEX C

1. Visual Education Organization in Ken Government

Chief of Social Education Section
(Masujiro Hironaka)

Chief of Oita Prefectural Library

Chief of Visual Education Unit
(Kuraudo Miyano)

Film Library
(Hiroshi Iwata)
(Matsuo Niu)

Clerical Works
(Hikoichi Tsutsumi)

Technical Works
(Mitsuo Tazaki)
(Karoku Watanabe)

2. Local Visual Education Organization

Chief of Social Education Section

Chief of Various Branch Offices

Chief of Education Section

Visual Education Unit

3. Kinds and Quantities of Japanese Films purchased by Ken or Gun

Drama	10 rolls
Comics	15 "
Cultural Film	7 "

4. Organization formed and coordination planned in relation to the projection of information matters on the screen.

Information Room

(Consultation)

Chief of Visual Education Unit

Film Library

(Consultation)

Technician

Various branch offices and units

The members of Information Room select useful films after consultation with Chief of Visual Education Unit, and notify the name of these selected films to each circulating projection squad for projection of them on the screen.

5. We have been given a certificate for special acknowledgement of transportation by National Railway Corporation until now, but the issuance of this certificate seems to be discontinued in near future. In such a case, we shall be obliged to face great difficulty in the management of projection plan as we have no appropriation from the budget of Oita Ken for this purpose. We can not expect the appropriation from the budget of

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Oita Ken as a solution to this difficulty in view of the existing exhaustion of local finance. As it is, we must do our best to get the approval of National Railway Corporation for the continued issuance of the certificate for special acknowledgement of transportation but we fear that they may act in concernt with National Railway Corporation in the future.

6. The order of projection is as follows:

a. School b. Public Hall c. Outdoors

We utilized all such democratic associations as ladies' associations and youth associations for the purpose of propagating the purport of film and gathering the people together to see the film.

7. Films have been useful for the propagation of news concerning such matters as sanitation, agriculture and forestry, but we believe it is the best result we have ever attained that the people have been enlightened concerning the state of affairs and actual living conditions now existing in America through CIE Educational Picture and they are now showing a sign of fully appreciating so-called "Americanism."

The facts that the time of gathering is strictly observed, recently, the number of those who speak positively in the gathering increased very much, and the active and useful discussions are exchanged in every debating society, may be construed as the evidence of success of propagation by film.

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ANNEX D

PUBLIC INFORMATION PERSONNEL IN OITA KEN

1. Organization of Information Room

a. Public Information Room Personnel

Information Chief
(Arata Naito)

Information Vice-Chief
(Iyasaka Iwata)

General Affairs Unit (H. Mieno, M. Fujisawa, T. Hashimoto, S. Seki)
Information Unit (J. Mitsui, H. Morisue, F. Hazama, K. Aramaki)
Public Meeting Unit (K. Ryugenji, M. Ono)
Editorial Unit (T. Goto, S. Otsuka, N. Ando, Y. Tauchi, M. Shuto)

Allotment of Business:

General Affairs Unit -
(1) General business affairs
(2) Budget and accounting
(3) Matters re Information Committee

Information Unit -
(1) Planning and promotion of information programs
(2) Radio
(3) Press
(4) Liaison with information agencies
(5) Liaison with Civil Affairs Team

Public Meeting Unit -
(1) Matters re public forum meetings
(2) Petitions and grievances from prefectural people
(3) Research
(4) Surveys

Editorial Unit -
(1) Ken magazine
(2) Information programs
(3) Matters re Information Committee
(4) Photographic Section (movies)

Information Committee:

Members -

Kazuo Otsu (Managing editor, Oita Godo Press)
Masataka Okushi (Chief of Oita Chapter, Asahi Press)
Modiri Miyake (Chief of Oita Chapter, Mainichi Press)

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Kesaroku Oishi (Chief of Oita Chapter, Nishinippon Press)
Heitaro Tamai (Chief of Oita Chapter, Kyodo Press)
Tamotsu Okazaki (Chief of Oita Chapter, Jiji Press)
Minoru Nogami (Chief of Oita Broadcasting Station)
Tamotsu Ueda (Mayor, Oita City)
Tetsuichi Waki (Mayor, Beppu City)
Hiroshi Namaji (Director of Town and Village Head)
Taneo Gondo (Chief of Oita Ken Fine Artists Assn.)
Sadamu Shuto (Chief of New Life Campaign Hqs.)
Koto Yamamoto (President of Pref. Women's Federation)
Sontoku Ninomiya (Head of Pref. Youth Federation)
Tadashi Honda (Education Chief, Oita Ken)
Kazuso Takayama (Vice Governor, Oita Ken)
Yoshio Tatsukawa (Chief of General Affairs Dept., Oita Ken)
Arata Naito (Information Chief, Oita Ken)

Information Councillors:

Yoshimatsu Takamori (Reporter, Kyodo)
Nobuo Hirouchi (Announcer, Oita Broadcasting Station)
Sadaki Ikebe (Painter)
Yukihiko Muramatsu (Teacher of Oita 2nd High School)

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HEADQUARTERS
MIYAZAKI CIVIL AFFAIRS TEAM
APO 24, UNIT 2

EIFM/ss

Prepared by:
Mrs. Elisabeth I. F. Murphy
Civil Information Officer

20 September 1949

CIVIL INFORMATION SECTION PROGRESS REPORT

1. ORGANIZATION

a. The Civil Information Section of the Miyazaki Civil Affairs Team consists of the following personnel: One Civil Information Officer; Japanese employees---one interpreter, five translators, two artists, and one technician (clerical). Liaison is maintained with other Sections of Civil Affairs and with Ken Information Section. The Ken Information organizational structure at present is as follows:

Chief	Mr. S. Oshikawa
Vice-Chief	Mr. S. Machida
Chief of Cultural Affairs	Mr. S. Machida
General Planning	"
General Culture	Miss A. Fukuda
Budget	Mr. I. Nakamura
"	Miss R. Takahashi
Chief of Out-going	Mr. N. Hasebe
Newspapers & Photography	"
Radio	Mr. T. Toyokura
Radio Campaign	Mr. S. Nakamura
Posters	Mr. M. Kai
Chief of In-coming	Mr. E. Nakahara
General Publication	"
Investigation and Arrangement of Informational Materials	"
Translations of Reports	Mr. Y. Ura
Investigations	"
Consultation re Ken Policy	"
Correspondence	Miss A. Nakazono
Runner	Miss Y. Saito

b. The Ken Information Section is a separate section, one of eight, under the General Affairs Department. It is divided into three

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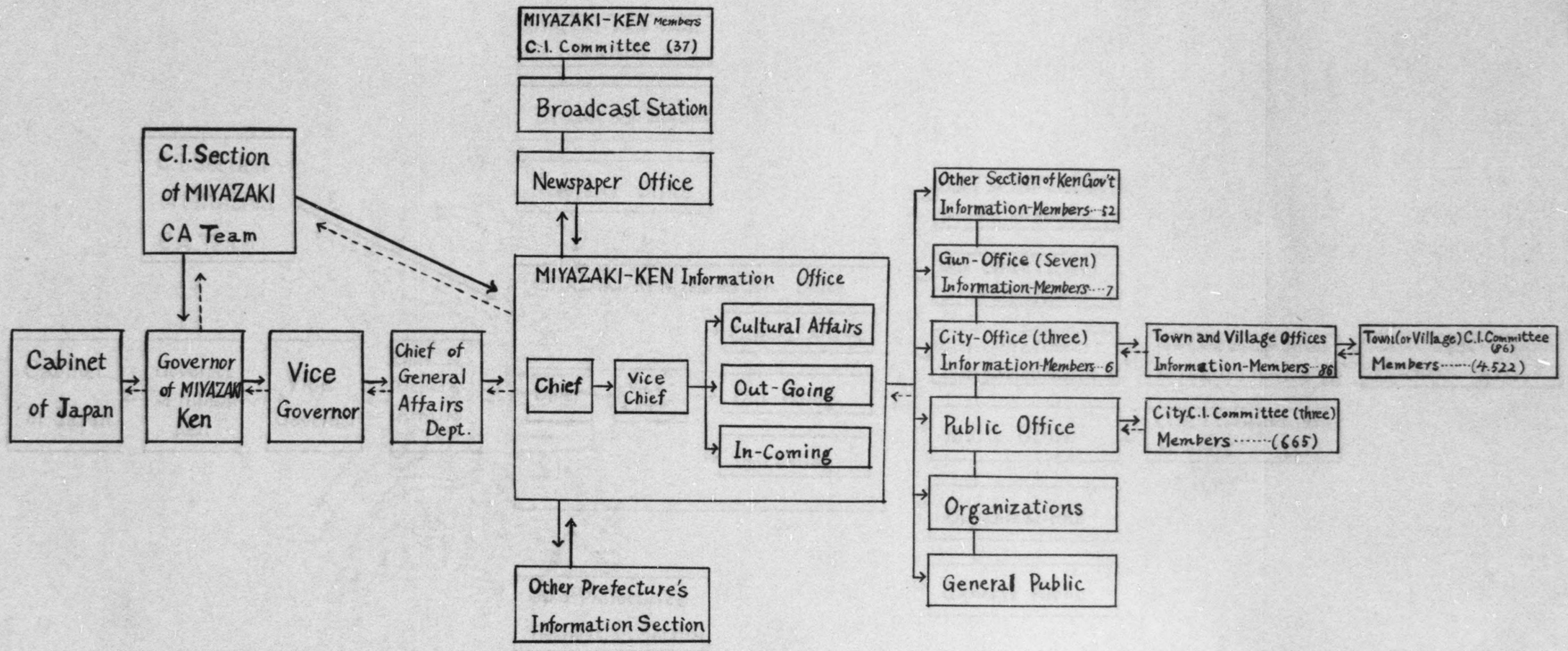

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parts: Cultural Affairs, Out-going, and In-coming. Cultural Affairs covers general planning, public culture, liaison with Civil Affairs Information Section, and with other sections of the Prefectural Government. In-coming has to do with investigation of public opinion, editing of printed matter, receiving complaints from the public, and of acting in an advisory capacity on matters sent in to their Consultation Office, which is a function of this branch.

(1) The Ken Information Section has the following equipment: five loud speaker sets, two electric gramaphones, and five cameras.

(2) Recently it was suggested by Civil Information that a person in charge of information work in each Department and Section of the Ken Government meet weekly with the Ken Information Section to discuss programs to be publicized, to offer suggestions and discuss mutual problems. Civil Information Officer held the initial meeting. Liaison is kept daily with all sections of Prefectural Government by Ken Information Section regarding informational activities.

(3) The Chief or Vice-chief of the Ken Information Section keeps daily liaison with Civil Information Section, supplies daily reports on radio broadcasts, etc., and furnishes monthly and special reports.

c. A person in charge of information work is appointed for each office of guns, cities, towns and villages. Civil Information Committees for cities, towns, and villages are now in the course of formation. Representatives of newspaper, broadcasting station, movie cooperative union and other organizations have been established and serve as the Ken Civil Information Committee, working with the Ken Information Section.

2. OPERATIONAL PROCEDURES

a. Plan program suitable for this prefecture, check with Section involved if not a general program, work some details of it out with Ken Information Section such as preparing pamphlets, communicating with gun offices, etc.; take up matter of program with Commanding Officer for approval; have posters made by artists; call press conference for announcement of program, or inaugurate with press and radio, etc., through offices of Ken Information Section.

b. Both Civil Information Section and Ken Information Section have originated programs, working together closely. During September the local campaign emphasized by Ken Information Section has been the

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Nine-Point Economic Stabilization Program with sixteen different subjects covered via radio and newspapers, posters, pamphlets and leaflets. The "Farmers' Forum" is still carried as a special program on the radio every Monday night in which the Ken Agricultural Improvement Section cooperates by furnishing material. Special broadcasts to the rural districts are now being made daily at 5:40 a.m. During "Food Sanitation Week" a different activity was arranged for each day: a parade of ice candy vendors on bicycles carrying banners concerning their own clean-up program to serve food products free of germs to the public; lectures by doctors; showing of CIE films on sanitation, etc.

(1) Town Meetings on a large scale were inaugurated by CA in July. Ken Information Section cooperated in these by handling arrangements for loud speakers, publicity via press and radio, etc. "The Press Spends a Day with a Civil Affairs Officer" was inaugurated and received much publicity. It aided the press as well as the public to understand democratic cooperation among officials. A plan called "Tell the Press" (a group of local editors of newspapers to meet fortnightly, which may be called Miyazaki City Editorial Advisory Board) has been originated by CI for implementation during the 2nd National Newspaper Week.

c. Routine liaison is carried on daily with Commanding Officer, and with cooperative sections, concerning matters affecting Civil Affairs policy gleaned from newspaper sources, etc.

(1) Not all sections of the Team have been equally enthusiastic about information work either now or in the past, and therefore it has been difficult to push special national programs, such as the "Job Readjustment Program" and others of economic importance.

(2) Civil Information and other sections of Ken government did not have extensive contact with each other, informational matters being handled through Ken Information Section, until early in August when CI suggested a meeting with information personnel from each Ken government department together with Ken Information Section. Since then there have been definite signs of closer cooperation between Ken government departments and sections and the Ken Information Section, and consequently better cooperation with CI by other sections of Ken government.

d. Incumbent has not been able to make frequest field trips to date due to incessant rains for several weeks after arrival in June and to two typhoons which rendered travel impossible in certain directions for from 2 to 3 weeks because of roads and bridges being out.

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(1) It is expected that Town Meeting programs will be carried on throughout the prefecture. "Farmers' Forum" will be maintained on the radio, CI&E Reading Room classes in English will be continued in Miyazaki City, and it is expected that these will be started in the CI&E Reading Rooms at Miyakonojo and Nobeoka if they are kept in present status.

(2) Civil Information has made several inspection trips with Education Officer and Commanding Officer in connection with CI work and in making arrangements for Town Meetings, inspecting schools, and attending Adult Education Courses.

3. INFORMATIONAL MEDIA

a. There are seven (7) main newspapers in this prefecture, as follows: Mainichi, Asahi, Nishi-Nippon, Minami-Nippon, Hyuga Nichinichi, and Higashi Kyushu Press. Total number of copies published is 148,167. The local news of Miyazaki Prefecture appears in the following papers: Hyuga Nichinichi, Miyazaki Press, and Higashi Kyushu Press. The number of families in Miyazaki Ken is approximately 208,391 so that the number of those subscribing to newspaper is about 71%. It is believed that the newspapers are a most effective means of presenting informational material to the public, but is not as prompt a medium as radio broadcasting.

b. There are approximately 54,145 radios in Miyazaki Prefecture, which means that only about 26% of the families in this prefecture own radios. Also, because of distance the people living in Nishiusuki-gun and parts of Higashiusuki-gun cannot hear broadcasts by the Miyazaki Broadcasting Station. However, radio has a point or two in its favor over the newspapers as it is believed that at least five persons listen to a radio and that those who cannot read can assimilate information given out over the radio.

c. During July 13,470 posters, of which 8,500 were printed by Ken Government, were distributed; in August 10,231, of which 8,226 were printed by Ken Government, were distributed in this prefecture. It is the opinion of the writer that posters well planned as to the message to be put over (not too cluttered up with verbiage, objects, etc., but made up in well-defined, vivid colors, and of short statements) are still one of the best media, especially in the rural areas where the intellectual level of women and men is low. Bulletin Boards are still neglected in this area despite continuous prodding of Ken Information Section. Sometime ago CI outlined a specific plan of numbering and

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maintaining the Bulletin Boards in a systematic manner. Ken Information Section now states the plan will be put into effect through Civil Information Committees to be established in each city, town, and village after the first of October when funds are made available for travel throughout the prefecture by Ken Information personnel.

d. Visual Aid Program

(1) Organizational set-up in Ken Government.

(a) Visual Education Section

1. Date of Establishment: 1 July 1948

2. Location: In the Social Education Section, Miyazaki Pref. Education Board of fice.

3. Duties:

a. Responsible for equipment and materials on loan by CI&E, SCAP, for making them avai lable to the public and for making reports on the results of film showings and activities of the staff.

b. Responsible for conducting visual educat ion program through movies, slides, posters, and paper-drama (Kamishibai) shows under the guidance and supervision of Civil inform ation Section of Miyazaki Civil Affairs Team.

c. Responsible for stimulating interest in visual education by contacting other staffs of the Social Education Section, cooperating wi th other Departments and Sections of Ken Gov't.

d. Responsible for seeing that film showings serve the visual education purpose well by choosing the proper material to fit in with the subject matter.

e. Responsible for training "NATCO" operators and issuing licences for those who have taken the training course and passed the examination.

f. Responsible for liaison with Education Ministry and Kyushu Region Visual Education Materials Association.

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g. Responsible for giving guidance to the officials in charge of visual education of each branch of the Prefectural Education Board and to the three City Education Sections.

4. The Staff: The staff is composed of five members in all, and two of the members are given the additional duty of taking care of the Film Library.

Chief	:	Mr. S. Yotsumoto
Operator	:	Mr. H. Yamamoto
"	:	Mr. J. Harada
"	:	Mr. I. Takemoto
"	:	Mr. Y. Shimamoto

(b) Film Library

1. Date of Establishment: 1 September 1948

2. Location: In the Prefectural Capital Building

3. Room: Covers a space of 20 square meters; is used for the showings of films and for the study and repair of visual aid equipment. (Civil Information recommended their attempting to secure larger quarters in Ken-cho when CA Team is disbanded.)

4. Function:

a. The Film Library is under the supervision of the Visual Education Section, and it performs such functions as receiving, forwarding, safekeeping, maintenance, distribution, and exhibition of visual aid equipment.

b. Loans and purchases Japanese-made projectors, slides, films, etc.

c. Two film-projecting groups are organized under the Visual Education Section, and upon application or according to the program, the groups go round towns and villages to show the films.

5. Personnel: Two members of the Visual Education Section are in charge of the Film Library.

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(c) Visual Aid Education Subcommittee of the Social Education Committee:- To obtain the comment of the public on the work and the program of Social Education there are twenty (20) social education committee-men elected under the Social Education Law. Of the committeemen, five (5) members who desire to cooperate with visual aid education are asked to hold meetings regarding visual aid education and answer questions. The Social Education Committee holds regular meetings, also special meetings as the occasion arises. They express their opinions to the officials in charge of visual education for the betterment of the visual aid program.

(2) Organizational set-up in the Field.

(a) Staff in charge of visual education in the branches of the Prefectural Education Board

(b) Date of Establishment: 6 September 1948

(c) Location:

Name of Branch	Location
1. Miyazaki-Higashimorokata-Gun Branch	Miyazaki City
2. Minaminaka-gun Branch	Obi-cho, Minaminaka-gun
3. Kitamorokata-gun Branch	Miyakonojo City
4. Nishimorokata-gun Branch	Kobayashi-cho, Nishimorokata-gun
5. Koyu-gun Branch	Takanabe-cho, Koyu-gun
6. Higashiusuki-gun Branch	Nobeoka City
7. Nishiusuki-gun Branch	Takachiho-cho, Nishiusuki-gun

(d) Duties:- The Staff is responsible for planning the film showings in the city or gun under its jurisdiction. The staff is supervised by the Visual Education Section of the Miyazaki Prefectural Secretariat of School Board, Social Education Section, and submit their reports on activities to the Visual Education Section.

(e) The Staff:- A clerk is in charge of social education in each branch of the Prefectural Board of Education.

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(f) Organization of Promotion Associations for Progress of Visual Education:- To promote greater activi ty of the visual education program in each gun, peo ple in the towns and villages in the gun are contributing towards the expenses of films. Organizations have been established in the following places:

Higashimorokata-Miyazaki Gun
Minaminaka-Gun
Kitamorokata-Gun
Koyu-gun

(3) Type and Quantity of Japanese Films being purchased by the Ken.

(a)	16 mm Sound Film	55
1.	Current topics	1
2.	Government and law	4
3.	Education	5
4.	Science	11
5.	Manufacture	2
6.	Music	1
7.	Sports	3
8.	News	5
9.	Recreation	17
10.	Drama	6

(CI has advised present chief of Visual Education Section that his predecessor purchased too many films of a recreational type and not enough on agricultural topics, modern farming methods, etc. Previous chief did stress the point that it was always necessary to show films of an entertaining type in order to ensure a good attendance.)

(b)	16 mm Silent Film	27
1.	Education	3
2.	Science	6
3.	Manufacture	2
4.	Sanitation	4
5.	Topography	5
6.	News	3
7.	Recreation	1
8.	Sports	1
9.	Drama	2

(c)	35 mm Sound Film	2
1.	Sanitation	2

(d)	35 mm Silent Film	17
1.	Sanitation	16
2.	Recreation	1

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(4) How are program showings organized and coordinated.

(a) Applications for showings received from outside sources, i.e., organizations, women's groups, schools, other government sections, etc.

1. In order to get information over to the general public frequent use is made of visual aid material; for instance, the Taxation Section of the Ken Government is making information available through visual aid regarding the payment of taxes, thereby assisting in the promotion of the tax collection program. Requests are made in advance, giving type of information required on slides and in films, and designating the places and dates of showings.

2. In the case of cultural organizations, etc. which wish to hold film showings for their own groups, they usually come to the Film Library and choose the films applicable (sometimes the selection of film is left to the clerk in charge), voluntarily deciding the dates and places of showings. Also, applications are made direct by schools for material to aid the teachers in certain subjects.

(b) Specific plans for showings are made by the Visual Education Section.

1. When new films are received they are immediately shown to the Sections of Ken Government to which they would be of the greatest interest; they are shown to newspapermen; they are used on special occasions such as national annual festival days, etc.

2. The programs for the rural districts are developed so as to show films in as wide an area as possible because of the few projectors.

3. Cooperation in the showing of films is given to the Adult Education Courses. All programs are coordinated on the following basis:-

When applications are filed for certain types of film, priority is given in the

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order in which the applications are received. Information is made available as to the number and type of film on hand. At the end of each month meetings are held with officials in charge of the Visual Education unit of local offices by officials in charge of Visual Education Section of Ken Government. In order to satisfy as many applicants as possible, the Film Library supervises a travelling showing squad, and they cover as much territory as time permits especially where the branch offices have not covered the area. Some visual aid materials do not require special technique and these are loaned promptly upon receipt of an application.

(5) What, if any, transportation problems are there; how being solved.

(a) Transportation problems are created for the projectionist because of bulky and weighty packages required to transport all of the equipment necessary to the showing of film.

(b) For the convenience of the Miyazaki Ken Educational Moving Picture Squad, the Film Library has made an arrangement with the railway and bus company for the carrying of overlimit articles. The carrier s have issued certificates which certify that the individual is carrying NATCO projector in connection with the Miyazaki Ken Educational program and that he is allowed preferential treatment; the certificates are signed by the Chief of the Miyazaki Railroad Office and by the Governor.

(c) The public carriers are cooperative. Because at some stations the train does not stop very long, the Squad consists of two men for safety's sake in handling equipment.

(d) In places where there is no public transportation, the organization which has requested showing must take care of transporting the equipment. But if the showing is one which has been planned by the Visual Education Section, the Squad must depend on "push-cart," horse and wagon, and on local people to help carry the equipment by hand.

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(e) In most rural communities the transportation problem is very serious due to the very bad roads, great distances, and to lack of physical stamina of projectionists for carrying heavy loads. It means that the greatest possible use of visual aid material cannot be made under present transportation limitations.

(f) The Film Libraries in the three cities manage very well due to owning automobiles and "tricycle aut os."

(g) The Visual Education Section hopes eventually to achieve solution of the transportation problem b y acquiring ownership of automobiles for the film-showing circuit by the organizations concerned through the Visual Education Promotion Association.

(6) In what types of places are films shown and what arrangements are made relative to securing type of audience desired.

(a) 1. C.P.H.
2. Schools
3. Public Hall
4. Theatres
5. Outdoor areas having electrical hookups
6. All other usable halls.

(b) 1. New films received are publicized throughout the Prefecture by the Ken Information Section, using the radio and press.

2. A list of the new films, together with explanations, is distributed to each agency, school, library, Citizens' Public Halls, etc.

3. Films which are to be distributed to Branch Offices are reported to them in advance.

4. The Film Library is equipped with a self-explanatory catalog of films and slides. It is available to the public.

5. A list of all films available is submitted to the Ken Information Section the first of each month.

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6. If special types of audience are desired, such as girl factory workers, farm women, government officials, business men, etc., then contact is made with owner of factory, agricultural groups or organizations in rural area, Governor or Department or Section chiefs, Chamber of Commerce and Industry, etc.

(7) Evaluation as to effectiveness of Visual Aid Program.

(a) In the days before the advent of CIE Films there were thousands of people in Miyazaki Prefecture in farm villages and remote places who had never seen moving pictures. Therefore at the beginning of the travelling film squad many persons attended the film showings out of curiosity and for the entertainment value. Now, due to the visits of the "NATCC Projector Corps" (1,344 showings with an attendance to date of 714,482 since September 1, 1948) many people understand, and are able to judge the contents of the educational films to some extent. The attitude of the attendants at CIE Film showings has changed and they now express their appreciation of the new knowledge acquired through the films and make known their desires to see pictures concerning certain subjects of interest to them.

(b) As a great many people are not accustomed to speaking at meetings, film showings, etc., it has been suggested by C.I. that discussions be held after the film showings, and in this way the knowledge obtained through the films could be estimated. Toward this end the following steps should be taken:

1. Select and help prepare skilful leaders of discussion.

2. Not to show too many films at a time so that there would be at least an hour for the discussion period.

3. Prepare proper topics beforehand from the film content.

4. Give explanation of the outstanding points before film is shown.

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(c) Materials now used for visual education.

1. Projectors.

a. NATCO Projector. It is the best and most widely used. The fourteen (14) NATCO projectors issued for distribution in Miyazaki Prefecture are as follows:

Location	Region No.	Projector No.	Speaker No.
Ken Film Library	102	11580024	12567498
" " "	123	11554674	11155024
" " "	A-16	11554963	11553104
" " "	A-17	11554869	11554817
Miyazaki-Higashimorokata Gun Office	92	11580274	12567737
Minamainaka-gun Office	93	11580057	12567402
Kitamorokata-gun Office	94	11580011	12567477
Nishimorokata-gun Office	95	11580185	12567603
Koyu-gun Office	96	11580162	12567619
Higashiusuki-gun Office	97	11580302	12567739
Nishiusuki-gun Office	98	11580559	12567951
Miyazaki City Office	99	11580579	12568028
Miyakonojo City Office	100	11580684	12568076
Nobeoka City Office	101	11580619	12568054

b. 16 mm Silent Projector. This projector does not measure up to the NATCO projector in performance and is popular only in regions having transportation problems because it is easily carried. The PH-132-C projectors are distributed as follows:

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Location	Region No.	Projector No.
Miyazaki City Office	57	165
Miyakonojo City Office	58	273
Nobeoka City Office	59	312
Minaminaka-gun Office	60	255
Nishimorokata-gun Office	61	117
Koyu-gun Office	62	111
Nishiusuki-gun Office	63	214
Ken Film Library	No Region Number	651

c. Beseler Projector. Despite the convenie nt reflection mirror this projecter cannot be utilized to good advantage in a large hall because the focal distance is limited. It can be used to best advantage in school classrooms.

d. Various kinds of Japanese-made projectors can be conveniently operated in a small hall, because of their portability. They are in greater use now in Miyazaki Prefecture and CI understands that the demand for them is increasing in other prefectures.

e. Picture posters:- Many posters have been used in various types of meetings by the Visual Education Section, but it is believed that displaying them on bulletin boards on the streets, in department stores, post offices and in various other public buildings is the best means of using them.

f. "Kamishibai" or motion paintings:- It is believed that an additional logical educational use for these paintings is to exhibit them to below normal children.

g. CIE Film:- These films showing life in the United States and other countries are enthusiastically received by the Japanese people. The people comment on the brilliance of the characters, the excellent diction, the continuity of the scenario, and the vivid portrayal of the story. The poorly educated

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person in this prefecture, of course, does not understand all of the films and it is for this reason that the suggestion was made to hold the explanatory session prior to film showings to certain groups and having the discussion period after the showings.

(d) NATCO Projector Operators:- At present there are only eighty-two (82) operators in Miyazaki Prefecture who have licences to operate the NATCO Projector. Of this number approximately half know how to operate, handle, and care for the machine properly. CI suggested that Visual Education Chief make plans to train eighty (80) more operators and to retrain those not fully qualified to operate the projectors in a satisfactory manner.

(e) Numbers of persons who have licences to operate NATCO Projectors (as of 1 September 1949):

Location	Educ. Sec.	Town Hall/CPH	School	Others	Total
Miyazaki City	3	1	7	2	13
Miyakonoje City	2	0	2	2	6
Nobeoka City	2	0	2	1	5
Miyazaki-Higashimorokata Branch	3	6	2	0	11
Minaminaka Branch Office	2	2	0	2	6
Kitamorokata " "	2	1	4	0	7
Nishimorokata " "	1	3	1	0	5
Koyu Branch Office	3	1	2	0	6
Higashiusuki Branch "	1	0	3	0	4
Nishiusuki " "	2	1	1	0	4
Ken Gov't Office	15				15
Totals	36	15	24	7	82

(f) Problem of halls for showing films:- There is a scarcity of buildings available for showing films now and CI&E's, schools, and theatres are offering their halls to the Visual Education Section for this purpose. Because the majority of the buildings offered, with the exception of theatres, do not have black curtains for windows, it is necessary in most instances to hold showings in the evening. During the summer showings were held out of doors after dark.

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The Ken Film Library plans to buy black curtain material in the near future, and use it in the Ken Assembly room until such time as a larger room is made available to the Film Library for the film showings.

(Note: The Visual Education Section has been covered somewhat in detail, because not too much data was furnished in June, July, and August Monthly Activities Reports by this writer.)

e. Public Meetings.

(1) The Ken Information Section has held four types of meetings at twenty-eight different places during the past year; other meetings held under the sponsorship of the Ken Government have averaged about three meetings per month. Civil Information Section arranged four Town Meetings with an attendance of approximately eight thousand (8,000) during the past two months. The Adult Education courses sponsored by the Education Section were held one thousand two hundred thirty-one (1,231) times during July and August in communities of every section of the prefecture.

(2) The majority of meetings are held in CPH's and in school buildings. Large scale meetings are usually held in cities or towns.

(3) The Social Education Section of Ken Government, under the direction of Education Section of Miyazaki Civil Affairs Team, has by far organized the greatest number of meetings with the largest attendance. Civil Information sponsored Town Meetings have been heavily attended because the topic or main themes of the discussion were of vital importance to the individuals of the cities and towns.

(4) The effectiveness of the Adult Education course meeti ngs and Town Meetings cannot be overestimated in this writer's opinion. Citizens of localities in which Town Meetin gs have been held all report that they will continue these meetings even after Civil Affairs guidance is removed. Proof of the great good the Adult Education course meetings is doing lies in the fact that in many places the groups are now requesting the third twenty-hour course.