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

Description of contents

(1) Box no. 2854

(2) Folder title/number: (18)
Conferences - General

(3) Date: May 1948 - Feb. 1949

(4) Subject:

Classification	Type of record
760, 9760	c, e, g

(5) Item description and comment:
i) Kanto
ii) Includes Contents List

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

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Welfare Conference File

DATE	SUBJECT
4 May 1948	Kanto Welfare Region Conference 8-9-10 Une 1948
21 May 1948	Welfare Conference in Nagano, 8-9-10 June 1948
25 May 1948	Welfare Conference at Nagano, 8-9-10 June 1948
26 May 1948	Welfare Conference, Kanto Region
26 May 1948	Nagano Conference Schedule (Mrs. Baker) - Kanagawa M.G.
26 May 1948	Nagano Conference Schedule, (Mrs. Callow) - Tokyo M.G.
26 May 1948	Nagano Conference Schedule, (Mr. I. H. Markuson) GHQ, SCAP
28 May 1948	Saitama's personnel to Nagano Conference
1 June 1948	Nagano Conference - Chiba's Representalives
8 June 1948	Written summary of Nagano Conference, 8 June
8 June 1948	Summary of Nagano, Conference 8-10 June
28 June 1948	Saitama's Reports of Nagano Conference
29 June 1948	Impressions of Nagano Conference from Tochigi Jap. Welfare
17 June 1948	Report of Nagano Conference from Kanto Region
15 June 1948	Impression of Nagano Conference, from Ibaraki M.G. Team
15 Sept. 1948	IX Corps Conference - 15-17 September 1948 IX Corps Conference 8-10 Feb. 1949

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Welfare

NMB

Welfare Conference

IX Corps Welfare Officers and Chiefs of Japanese Welfare Departments

Number in attendance -

Meeting was conducted 8 to 10 February inclusive, at Nikko, with 119 persons in attendance, including team welfare officers, chiefs of Japanese welfare departments and their assistants, IX Corps, SCAP and Welfare Ministry representatives.

Objective of meeting -

The objective of the meeting was to have a discussion of administrative management problems in the welfare departments and to lay plans by which these questions could be discussed at future meetings or solved by joint consideration of the group. It was considered that such meetings as these have a training purpose for both team welfare officers and Japanese, as well as clarifying the administrative problems that now exist.

Results of meeting -

The results of the meeting are indicated in summary as follows:

1. The two studies of administrative operations in Saitama and Miyagi prefectures indicated the ability of the Japanese to evaluate their own problems and to plan for local administration. This overall administrative evaluation or plan was of particular interest to the Ministry, in that it could serve as one method for their evaluation of prefecture operations and assist the Ministry in establishing standards of administration for supervisory purposes.

2. Centralization of administration was defined as "drawing from local to a higher level of authority the administrative control". It was the sense of the meeting that the major administrative authority is held by the National Welfare Ministry, and that much of the administrative direction could be delegated to the prefectures with the Ministry defining broad policy. The concept of further delegating to cities, towns and villages was questioned on the basis that those units are not competent. However, local operations must be clarified and improved so that acceptance of operational responsibilities can become a grass roots responsibility. The problem of decentralization needs future study from the point of view of welfare law, personnel, and methods of financing.

3. Integration of administration was defined as "bringing together related functions into one organization or section, on one level of government". Coordination was defined as "the joint participation in operation of related functions between agencies or sections at one or more levels of government". In general the welfare chiefs have attempted to coordinate some functions by staff meetings and conferences, but the integration of housekeeping functions such as research and statistics, accounting, information, planning, field

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supervision, personnel has received only slight consideration. The Ministry is making some efforts toward integration of statistics at a national level. The austerity program might result in pulling some of these related functions together for administrative purposes. The question of field supervision received considerable attention, first the need and desirability of ministry field supervision of prefectures was pointed out as being of advantage to both ken and ministry. Second, the prefectures felt they should and could exercise more responsibility in developing local agencies by a more efficient use of field supervision. The problem of lack of control of district welfare staff was indicated. This question of technical and administrative control of field people needs clarification in almost all prefectures. In addition, there is need for clarification of the duties of district staff, and city and town officials. The need for a glossary of technical terms to promote a more uniform understanding was discussed and it was proposed that a committee study this problem. In relation to policy planning there seemed a wide difference in practice with an effort being made to utilize lower echelons, committees and study groups in the formulation of policy for approval by the chief, the governor, and the prefectural assembly. The channels for evaluating policy coming from the ministry and policy in practice in the field need to be considered and improved.

4. Budget planning. The present difficulty of lack of funds and the inconsistency in budget planning periods requires the coordinated planning of all levels of welfare departments. The present practice of each level of government budgeting without specific knowledge of lower echelon's estimate of needs seems entirely inconsistent in terms of desirable budgeting procedure. Local departments feel it unwise and a waste of effort to budget until they know the exact amount coming from the ministry and ken. The necessity of working out a twofold procedure (1) determining the estimate of actual needs and (2) the method of disbursement or appropriation of funds is fundamental in sound administration. The ministry welfare budget presented to the diet should reflect the accumulation of all town, village and city budgets into a prefecutral estimate of needs and the combined prefectures' needs into a national estimate of needs. Local budget planning should be timed to meet prefecture dates, and prefecture to meet ministry and diet dates, and of consequence the needs should be planned for a long enough time to eliminate the flighty and short period budgeting now in vogue. Prefectures can start this budget planning by requesting budget estimates of requirements and clearly informing local units that it is an estimate of needs and not a record of appropriation of available funds. The ministry could well assist by the development of uniform budget estimate procedure for suggested use in all prefectures.

5. Personnel. The lack of trained personnel, lack of control of those appointed by national ministry, by district chiefs and cities, towns and villages, and the low status of local welfare workers seem to be the hub of the personnel problem. The control of the number of prefectural officials by the Prime Minister's office by quota, plus the additional budget quota, causes difficulty in prefectural administration. The governor or a section under his direction controls the welfare prefectural appointments and the welfare departments have little or no responsibility for number, quality and method of selec-

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tion of welfare personnel. The need for further thinking on the question of qualifications for welfare personnel plus a merit system for selection is obvious. Prefectural chiefs can assist materially in local supervision by influencing the governors and district chiefs in the selection and use of district welfare personnel. The same influence can be exerted on mayors of local units. The question of minsei-iin efficiency was presented by a suggestion that the ministry finance the employment of full time social workers. Personnel program needs integration and long time planning if the welfare program is to be put on a professional basis. Persons who enter welfare work should do so from desire, and they should have the opportunity to advance from lower echelons to higher level with years of training and experience.

6. Staff development was outlined as necessary and could be facilitated as follows:

a. Development of a sound personnel merit system.
b. Scholarship program.
c. Welfare libraries at prefectural levels.
d. Welfare publications at regular intervals at prefectural level, or better distribution of national organs.
e. Appointment of full time staff development personnel in each prefecture with adequate national leadership.

7. The lack of time eliminated the consideration of other questions in the field of administration, organization, planning and direction.

8. In closing the meeting an effort was made to gain an evaluation of meeting results and to answer the question "Where do we go from here". The differences between American and Japanese approaches to planning and conducting meetings were pointed out. There was practical agreement that additional meetings should be held based on more specific information which could be considered beforehand by all participants. It was proposed that a committee of Japanese and Military Government personnel be appointed to arrange for future meetings and carry-thru on the problems as outlined in this meeting. (This committee has been appointed and will have its first meeting on 24 February at Sendai.)

9. Last day meeting. Military Government and Japanese personnel met separately on the last day of the meeting.

a. Team welfare officers were required to discuss the meeting and forward evaluation to Region Headquarters.

b. Mr. Neff of SCAP discussed population problems as they affect welfare planning in Japan.

c. Mr. Rohrlich presented an appraisal of the effect of the 9-point program on welfare activities - with the general conclusion that present relief levels may be doubled and an overall saving to government of about 15%.

d. Mr. Anton, SCAP, discussed social insurance, the technical bulleting, form, etc.

e. Mr. Markuson, SCAP, made a general report on the status of program planning at SCAP level, regarding interpretation of welfare workshops, cooperatives, relative to directives issued by the ministry, child welfare center functions, minimum standards of childrens institutions and assistance, elimination of Hogo Dantai by 1 April and the juvenile law.

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IX CORPS WELFARE CONFERENCE
15-17 September 1948

1. Welcome address by Major MacDermott, CO, Fukushima MGT.

2. Welcome address by Col. Merkle, CO, IX Corps MG.

3. Welcome address by Gov. Ishahara, Fukushima Prefecture.

4. Nelson Neff, Chief, Welfare Division, SCAP - Immediate Objectives and General Evaluation of the Welfare Program.

   a. Initial Objectives of the Welfare Program in Japan.

      (1) Emphasis on relief to insure minimum health and prevent unrest - 100,000 tons of foodstuff readied--never released

      (2) 1946 - SCAPIN 775 - relief to be administered by the Japanese government without preferential treatment.

      (3) One of first problems - repatriation of 7 million people.

      (4) Problem of foreign nationals - repatriation and rations

      (5) In the Fall of 1946 the basic principles of the relief program were pulled together into DLSL.

      (6) Captured army food and medical supplies were turned back to the government for release through regular channels.

      (7) Population movements - movement discouraged and restrictions established to prevent people coming back to cities and devastated areas. Tokyo was 7 million before war, 1 million at end of war, now back to 4½ million. This problem can be dropped. Cities seem to be able to handle slight influx now.

      (8) 7 million repatriated - 500,000 still left in Russian-controlled areas.

   b. Development of Agencies.

      (1) LARA

         (a) Gifts exceed five million dollars and 5000 tons. Approximately 1½ million persons have benefitted.

(b) Program in Germany only 40% greater than program in Japan.

(c) Only foreign agency authorized to import relief supplies for indigenous needs. Functions through a national committee. Distribution is impartial and does not discriminate against or in favor of any group.

(d) Program may continue past this year when it was supposed to end.

(2) Red Cross

(a) 2½ year fight under SCAP and A.R.C. leadership beginning to bear fruit.

(b) Danger that the program may be pushed too fast - especially Jr. Red Cross - danger of adults taking leadership out of children's hands.

(c) 46 Red Cross hospitals in operation.

(3) Daily Life Security Program developed as SCAP became more familiar with problems and needs. A one category program - probably the only country in the world with such a program.

(4) Child Welfare - In 1947 after six month study SCAP decided Child Welfare Bureau should be established without the necessity of a SCAPIN - Law effective 15 March, 1947 established Children's Bureau - new section established last month for foster home placement.

(a) Child Welfare Law - 1 Jan '48 - people as a whole responsible for welfare of all children.

1. Provides for Boards, Jido-iin, Child Welfare Centers, Maternal and Child Health Program, and 621 full-time child welfare workers. Foster home standards coming out.

2. First time in Japanese law that provision made to punish individuals who reveal confidential information.

(5) School Lunch Program.

(a) Spring of 1946 Herbert Hoover on round-the-world tour visited Japan - encouraged school lunch program.

(b) Program developed in Decem , 1946.

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1. In 1946 program fed ½ million chidren in Tokyo and Yokohama.

2. Program now reaches 5 million - in areas of greatest need - not always urban.

(c) 200 calories per meal. We dipped into our reserve food supply and U.S. Army surplus supplies. Powdered milk was imported as were some vegetables. LARA put 1500 tons into the program. This year's program will be limited to powdered whey.

(d) Hope to get program complete this year for all 12 million of compulsory school age up through the sixth grade. Hope to reach entire 16 million school children eventually. Aim is 500 calories 5 days a week instead of 200 calories.

(6) Disaster Relief.

(a) December, 1946, disaster in Shikoku pointed need for the program and plan for disaster relief on a national basis.

(b) Law #118, effective October, 1947, became effective 20 December. First national disaster law passed by any country placing responsibility on national government with R.C. having a secondary responsibility.

(c) Regional boards have been organized. The Governor of the senior prefecture in the region acts as head of the regional board.

(7) Social Security Program began developing in 1875.

(8) How much of a public welfare program can Japan afford? Trained personnel? How many? What training? Must have a nucleus of trained and experienced people. Japan School of Social Work provides training facilities for formal education. Standards can slowly rise. Status of welfare can be raised slowly. Qualified people will be demanded as rapidly as qualified people are turned out.

(9) Future Programs.

(a) Solidification of Community Ch - Analysis of 1948 Campaign Experience.

(b) Minimum standards for institutions.

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(c) Foster home program

(d) Program for physically handicapped

(e) Pawnshops and cooperatives

(10) Surveillance vs. consultation and advice - In developing a program of public assistance which will stand up after we leave consultation and advice is much more difficult but much more important part of the job. Tremendous job of interpretation and understanding. Should be fed to the Japanese slowly. At least the minimum programs they can afford and understand should become so much a part of their economy that they will not lose them after the occupation ends.

5. Capt. Jacobsen, Chief, Welfare Section, Eighth Army - <u>Review of Progress and Activities</u>.

a. Surveillance was initial emphasis of welfare officers - followed OD's rigidly.

(1) Japanese brought institutions to attention of welfare officers - inspected at a great rate - mostly for sanitary conditions.

(2) Army and Navy relief supplies

(3) Welfare officers carried "personal case load"

(4) Reporting was on a weekly basis requiring considerable time - then semi-monthly, and later and now, monthly.

(5) Many welfare officers had to check food distribution - part economic officers.

(6) Responsibility for repatriates and foreign nationals

b. Military welfare officers had too many additional duties, seemed to be welfare just an additional duty, not the primary duty. Welfare officers were troop officers and not interested in welfare. Now officers have only welfare duties and are thus able to devote their full efforts to job. First civilian welfare officer hired in September, 1946. In May, 1947, program of recruiting qualified civilians picked up. At present there are 31.

c. Present Emphasis.

(1) Administrative reviews and inspections. Periodic conferences with Japanese officials - means of surveillance, and provisions of consultation and advice.

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(a) Administrative reviews made a first priority on 1 July 1947. Not too much explanation of what administrative review was. In December 1947, at a conference, a review form was suggested and recommended.

(b) Findings of administrative reviews turned over to SCAP.

1. Lack of workable system of handling complaints and appeals. The right to appeal and to fair hearing not recognized in DLSL. May be some revision in law necessary.

2. Not generally recognized that people do have the actual right to apply for assistance. Inherent in the nature of DLSL and the new constitution. The application procedure is not satisfactory from that point of view.

3. Confidential nature of records. Lists of recipients used for purposes contrary to right of individual to be protected from exploitation.

4. Question of local office's ability tomeet their portion of authorized payments. More basic question of whole system of financing Public Assistance.

5. Lack of supervision of local units by the prefecture. Lack of supervision by Ministry of Welfare of prefectural operations. Ministry of Welfare has seven field workers. They are doing something similar to administrative reviews - mainly concerned with finance and administrative matters.

6. In-service training program - Dissemination of information from Ministry of Welfare on down to the local level is inadequate. Local offices do not get uniform picture of how they should operate in the field. We are now taking a more direct and positive interest in the content of their training programs.

7. One of biggest problems is equity of assistance - like assistance - to like cases.

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(2) Child Welfare - Slow development due to lack of qualified personnel. Better to develop small program with more qualified staff.

(3) Disaster Relief.

(a) Findings fairly satisfactory - Fukui plan worked out all right.

(b) Many prefecture plans too sk[illegible] to be practical in operation - people who ar[illegible] responsible are not fully informed.

(c) Many prefectures still do not have plans on file with National Dis. Rel. Planning Bd.

(d) Regional organization only now coming into force.

(e) "Dry Runs" have proven helpful in showing up weaknesses in disaster organization.

(4) Social Insurance.

(a) O.D. in draft form.

(b) Observation of social insurance not new to us - will now go back into report outline as mandatory.

(5) Community organization.

(a) Public and private agencies - planning
Private agencies - fund raising

(b) Need for information to general public - this year a comprehensive information program.

(c) Community organization shou[illegible] used for the purpose of studying the needs [illegible] the community. Some agencies should be eliminated and others stimulated.

(6) Transient and homeless problem.

(a) This should be considered a national problem - "Move-on" policy not good - some kind of national action needed. However, need to know more about problems of transiency and mobility of populatio

(b) Not much attention has been given to location of children's parents and guardians and returning them to their own homes.

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6. LARA and Red Cross

a. No specific directive from SCAP giving welfare officers responsibility for these programs, but this responsibility has been taken by welfare officers.

b. Red Cross officials same as those who ru.. overnment. The same problem that occurred with Dobo Engo Kai.

c. Future Activities.

(1) C.D. on Social Insurance.

(2) New instructions on administrative review.

(3) Institutional inspections.

(4) Normal monthly stint of surveillance suggested (Welfare surveillance cut to a minimum to introduce social insurance surveillance.)

(a) Two social insurance inspections, two institution inspections, and two comprehensive administrative reviews.

(b) Surveillance cannot be delegated entirely to Japanese national or enlisted men. Procedures developed for surveillance also excellent means of giving guidance. Should be teaching device as well as surveillance tools.

Questions from Participants:

1. Wolf - Is anything being done in re popula'i control?
Ans: Neff - Mission here now to study population situation. Japan is moving to industrialization. No more premium on large families. Birth control not new to Japan. Population control will come about gradually. Gen. Sams predicts population will drop to 80 million after twenty years. Immigration is not possible now as no one wants the Japanese.

2. Kent - Will school lunch program be extended to children in day nurseries?
Ans: Neff - We hope so. There are ¼ million children in that group.

3. Artigues - Is it not dangerously restrictive to think in terms of what welfare programs Japan can afford?
Ans: Neff - The national budget allows not more than 10% for health and welfare - 12 billion this year. However, if Japan could put 40% of its budget into the Army and Navy, they should be able to afford an adequate welfare program. (pt. raised by Artigues and agreed upon by Neff).

4. Potts - Is not the terrifically centralized program of national programs in welfare too much like their old system?
Ans: Neff - Decentralization has to come gradually.
Potts - You have to educate prefectures to develop laws. There should be national programs implemented by prefecture laws. Autonomy will have to go back to the prefectures. There should be no case situations going up to the national level. Hatsu Sha 94 will have to be tried out for 90 days. On appeal procedure the Prefectural Social Security appeal board could be coordinated with it. As long as a program with 80% of its funds come from the national level the national agency has responsibility for good standards of administration and in-service training.

5. McKnight - Is anything being done about the unduly large demobilization sections?
Ans: Neff - There is a 5% decrease per month. The section should be out by the end of that year. The inclusion of a demobilization section was pushed down the throat of the Welfare Section by G-2. Demobilization funds are paid on a national level, but salaries of staff are paid by the prefectures. This burden could be taken off prefecture shoulders and the money used more profitably elsewhere. Program will have to continue until a half-million more are repatriated from Manchuria. Be careful that demobilization personnel do not filter into other bureaus. G-2 wanted a demobilization bureau so that they could keep track of former military men. Mrs. Merkle wondered if they could not be given positive jobs to Mrs. Kent stated that there was no one in the Saitama demobilization section except the chief who could be used for a welfare job. There is danger in ex-military men coming into government for fear that they will carry on in the same way they did before.

6. Community Organization and Private Agencies - Thomas L. Metsker Kanto M. G. Region.

a. Social work in Japan circumscribed by war after 1935.

(1) R.C. program virtually taken over by Sanitary Corps of Army.

(2) In 1945 R.C. was agency with great potential resources vast physical facilities - but just a shell.

(3) From 1935-45 government took over whole private welfare field - Dobo Engo Kai grew up during war and took over most of activities that would be responsibility of private welfare.

b. Community Chest.

(1) Premature start last year while Evans at a conference - planning has been much better this year.

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(2) Chest is a money raising organization and does not function as a relief agency. Should not publicize the public assistance program.

(3) Dobo Engo Kai if under the Chest should be listed as each separate agency - (Neff). Dissenting opinions that all should be listed under Dobo Engo Kai.

(4) O.D. #48, 17 August 1948, surveillance of Japanese tax collection - provides for rebate provisions on the sales tax. Can be source of additional funds for the chest.

c. Japanese Red Cross.

(1) In last 2½ years increased interest in developing national programs to be carried out by chapters.

(2) Does not follow American program. Follows European plan of organization and services. Primarily medical. Hospitals not closely tied in with chapters.

(3) Welfare officershave no direct responsibility, but have been encouraged to observe, advise, and counsel.

(4) At present governors are honorary chairmen of prefecture chapters and mayors are honorary chairmen locally. Problem of whether SCAP should act to get public officials out of R.C. R.C. has advantage over other private agencies.

d. Dobo Engo Kai

(1) We need to know far more about it. Neff - Is it just a go-between? Artigues - Is it a control association?

(2) Chiba - Prefecture Welfare Department turned over management of two welfare dorms to Dobo Engo Kai. Is this legal? Jacobsen - No objection to government turning over institution to private going agency if done on a business basis. Real question because SCAPIN 775 states that support and operation responsibility for public assistance program not to be delegated to private organizations.

(3) Report on Chiba Dobo Engo Kai program.

(a) They operate a nursery, a [illegible] a transient hotel. several Jusanjos, a distribution station for goods which they sell at low cost and purchase from citizens or buy from jusanjos, over 600 houses for which they charge low rents from 35 to 80 ¥ and distribute on lottery basis to DLSL clients, other needy people, and repatriates.

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(b) ...y operate 328 branch offi... sub-branches, and sub-sub branches. These o... ces have office space in welfare offices in each local community.

(c) They supplement the public assistance program, give vocational and cash grants pending approval of DISL.

(d) They gave 160 services to 140 individuals in one month.

(4) We are not clear on what is being done in Dobo Engo Kai, how it is administered, and how financed. We should find this out for each prefecture and arrive at their general plan of operation.

(a) In March of 1947 a study of Dobo Engo Kai was made in Eighth Army with the recommendation that it should be discontinued, but the whole report was tabled and nothing has been done about it.

(5) Dobo Engo Kai has done a good job of reuniting parents and children.

(6) Potts - Dobo Engo Kai should be able to be made into a positive organization. They have tremendous public interest, and a positive interest that can be used. The program would not ha... to be the same in all prefectures. There is a lot o... ontrol from the national board. The main problem use... to be preferential treatment of certain groups, because the government was using the agency in that way. The request for a Dobo Engo Kai survey will come. It should be either built up positively or eliminated.

e. Japan Social Work Association.

(1) One of primary tools for formal and informal educatior in the field of public and private welfare.

(2) There are representatives in each prefecture, with a close liaison with Welfare Ministry and with the Minsei-iin Federation. There is some problem of financing the prefecture program. Need some paid staff. There is a tremendous amount of stimulation from the national organization.

(3) Potts - Their function should be clarified. They should be able possibly to coordinate private agencies toward a community council set-up. At present their program is weak.

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(4) Kent - Just a handfull of people Saitama. All association does there in Saitama to disseminate information. The Chief of the Prefectural Wel. Dept. is Head of the Assoc., also Head of the Saitama Social Work Association.

(5) Includes both agency and individual memberships. Sponsored by six major agencies.

(6) In Kinki Region the association sponsors Kansai and Osaka Social Work Education Committees and Kyoto Social work Institute, which organizes seminars for training public welfare staffs. All these groups are concerned with training.

(7) Assoc. has tremendous prestige with the Diet. Most logical organization to develop in-service training.

(8) Potts - Could not Japan Social Work Association be encouraged to send field staff out to their local branches to review their programs?

7. <u>In-Service Training</u> - Arthur W. Potts, IX Corps.

a. New technical bulletin on in-service training emphasizes:

(1) In-service training on the job.

(2) Conferences and institutes.

(3) Formal training at schools of social work.

b. In IX Corps 80,000 - 90,000 people doing some kind of social work. Future recruiting should emphasize:

(1) People with as high an academic background as possible.

(2) People as trainable as possible.

c. Schools of social work in U.S. cannot supply the demand for social workers there - how much less do the schools in Japan with only a handfull of students. That is why in-service training is so terribly important.

d. Definition - Any kind of training that person receives on job or related to his job which gives him a better understanding of his own job.

e. Methods -

(1) One of primary in-service training methods is <u>day-by-day supervision</u> from skilled workers. Supervisory devices not set

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up administratively here. Japanese officials are not skilled enough to supervise technically.

(2) Group meetings -- In-service training is for everyone not just for people on the bottom rung. Most Japanese meetings so far have been just handing out information from the Ministry - no philosophical discussions.

(3) Written word - Japanese do not have much literature available. An important training device is a periodical with contributions from people on all levels - an exchange of information on a written basis. Important to get libraries started.

(4) Scholarship funds should be set up by prefecture agencies, private and public. If of limited funds put them into people on the supervisory level.

f. Director of In-Service Training on the prefecture level (set up in Fukushima and Miyagi)

(1) Meeting in Tokyo to suggest people for these jobs.

(2) Group at meeting felt these directors would need some official letter from the governor so that they would be recognized. Otherwise they might have trouble with public agencies.

(3) Potts - This person should develop the concept of in-service training in all agencies. This system does not relieve any agency of its own training responsibility. This person would be concerned with inter-agency training.

g. Question raised in re scholarships.

(1) Complete social work education takes 30,000 ¥. Should not give complete scholarships. Three years experience in field will let people qualify for the one year course.

(2) Overseas scholarships - Mostly a question of financing trip over and back and personal expenses. Should be able to interest groups in this. Be sure person will be real leader in the field and will continue in the field before investing that much money in him.

h. Metsker - Great value in technical institutes - Neff - Should develop a Chautauqua faculty to go around to them.

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c. [illegible]ization and Operation - Roland Artigues.
I Corps.

a. Authority of SCAP includes remodeling welfare set-up. Laws supplemented by directives become legal basis for public welfare organization.

b. Welfare Ministry composed of six sections in welfare. Social Affairs Section has four subdivisions.

(1) Prefecture follows Ministry organization pretty much with the exception that it can have four sections instead of five.

(2) Concept of administrative supervision of prefectural operations lacking.

c. Welfare programs are national in coverage, largely financed nationally, but local as far as administration is concerned. Three levels are involved in total administration of welfare operations. The essence of the relationship should be administrative supervision There is a lack of field service from the national to prefecture.

d. District Office.

(1) Operations carried on by local towns and village offices - dependent almost entirely on supervision from the districts.

(2) Reasons for lack of supervision from districts.

(a) Incompetent personnel.

(b) Changing personnel.

(c) So much of what has been injected into Japanese welfare set-up are "strange welfare concepts" to the Japanese.

(d) Hesitant authority - refusing to take action. Our presence adds to that.

e. Minsei-iin - where does he fit in?

(1) Minsei-iin usually people of property with great status in their community - compared to welfare officials who are insignificant minor clerks burdened with many other duties. Sometimes welfare officials afraid to give them directions. Minsei-iin could destroy welfare officials.

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( ) Question raised - Should governor appoint welfare official member of minsei-iin kai. Not necessary - he is actually responsible for the local administration and this should be recognized.

(c) Question raised as to whether welfare official might make spot checks of families. Consensus of opinion was that it would do more harm than good.

(2) Application process.

(a) Should have applicant come to welfare office to make application. Cases would move from public official to minsei-iin. This is contrary to Japanese philosophy that minsei-iin has responsibility for the welfare of all the people in his part of the community. That is why minsei-iin are unreachable and uncontrollable. The more the prerogatives are removed from minsei-iin the less desirable the job will be.

(b) Even if applicants do not come to office to apply a written application form should be used. Control over minsei-iin. Dr. [illegible] intends that there should be more control of minsei-iin by public officials.

f. District Organization:

(1) Is not involved in local autonomy law, because it is a field office of the prefecture. It is a branch of the prefecture general affairs section.

(a) There are a variety of patterns as to relationship between district offices and the prefecture.

(2) Artigues - District office should be directly under the prefecture with field staff from the prefecture.

(3) Potts - You have a coordinated government in each district. Step 1 is to try to define clearly the job of the district welfare official. Would it not be preferable to technically supervise him from the prefecture office but not take him out at the side?

(4) Nagher - District office set up around reporting. Chief of district offices so saddled that he cannot even conduct individual conferences with welfare chief. District officials do not know what their job is and are saddled with clerical jobs. Also there is a problem in some districts of welfare officials having specialized their functio

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(5) Ma[illegible] types of district offices.

(a) Rural areas - administrative

(b) Urban areas - operational - mayors have more clearly-defined supervision.

(6) Two possibilities -

(a) Leave district office clerical. Use field staff from prefecture.

(b) Make the district office the field staff. Technically supervised by p[illegible]cture, but under the direct supervision admin[illegible]tively of the chief of the district office.

1. Metsker - See district office as having primary responsibility for supervision of local offices.

2. Role of Welfare Officer - Prefectures need more help from the Ministry. Prefecture needs to give more supervision to the district.

9. Public Welfare Organization and Operation - Marshall Truax, Eighth Army.

a. DLSL in effect since September, 1946. Cash assistance provisions have been changed five times.

b. Sha Hatsu #94, 14 August, 1948, effective 1 September rescinds Sha Hatsu #7 and 57, which were temporary measures,

(1) Purpose to meet cost of living increases.

(2) Education expenses, expenses for school lunches, and artificial infant feeding supplemental to tables of grants.

(3) Change in funeral expense. No appreciable change in occupation aid.

(4) Standard schedules -

(a) Presumed that there will be very few cases in excess of standard tables.

(b) Tables as given to be used without variation. Any special requests should be made through Japanese channels to the Welfare Ministry. It is the intent of Eighth Army to clarify the procedure on families without income.

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J. Social I[illegible] Mr. Anton, SCAP

a. Comprehensive social security system i[illegible]e of occupation objectives and a major undertaking. SCAP has se[illegible] directive to Eighth Army to provide for review and guidance of prefecture set-ups, insure democratic operation, and effective and economical operation.

b. Eighth Army now drafting O.D. to send out to field. Should be welfare function, but may not be.

c. Social Security Division, a misnomer because social security as we know it includes not only social insurance but welfare programs, public works programs, etc. This program really just social insurance.

(1) Unemployment not a problem in Japan. Unemployment compensation has been on the books for a year, but only around 300 cases. Public works program not a relief program, but a government construction program. Have difficulty finding enough workers.

(2) Social insurance is self-financing

d. Mission over here to study set-up felt social insurance system should be modeled to fit Japanese social system, not Beveridge plan or any other.

(1) This report going to be published and sold at low cost to extend general public knowledge.

(2) SCAP has sent out bulletins and c[illegible]s to the field. Hope to get out revised copies of ch[illegible]s, basic organization had not changed. Some changes in appeals and benefits. Hope to get out English translations of laws, cabinet orders, and ministerial ordinances.

(3) SCAP has five people on social insurance staff - experts in different phases.

e. Surveillance of program.

(1) Initial contact should be with social insurance director in prefecture.

(a) Tax collection

(b) Cash benefits

(c) Medical services. We will get into medical care probably much more than under DLSL. Medical fees - payment of doctor bills. Pay on a point basis for every individual service.

(2) Three areas: democratic procedures.

(a) Appeals procedures

(b) Advisory councils

(c) Information programs

(3) Japanese have been operating social insurance for a long time. They have more experience in this field than they do in welfare services. Social insurance basically a clerical and administrative job with very little subjective conclusions to be drawn except in:

(a) Unemployment compensation.

1. Determination of availability to work, ability to work, whether employee quit for a good cause, whether labor dispute involved, etc.

2. These problems do not have to be faced often because there is little unemployment in Japan at this time.

(4) Monthly surveillance should include two or three spot checks of social insurance activities and regular conferences with social insurance officials also including people outside of the government in the conferences

(5) We will probably have surveillance of unemployment compensation under the Labor Ministry although the decision is up to Eighth Army. The areas are not easily divisible. Various sections of MG, especially labor and health, will have to be drawn in.

f. Further discussion of social insurance program.

(1) Social insurance aims to protect from loss of income from:

(a) Ill health, accident, unemployment, and old age.

(b) Also gives medical care.

(2) Every one of Ministries involved.

(a) Ministry of Labor.

1. Workmen's Compensation - Covers every business involving five or more workers, or one or more in hazardous occupations. Do have single law unlike U. S. Labor Standards office by-passes completely the prefecture level. Employer with good accident record allowed to reduce taxes. Only program where employer pays total bill

2. Employment Security - Administers employment compensation. Have by-passed prefecture - maybe will not in future. Duplicates in tax collection, record keeping, etc., work that is already being done by other offices. Lot of duplication as in U.S. Can Japan afford such duplication?

(b) Appropriate bureaus of all ministries.

1. Mutual Aid - Earliest and most highly developed social insurances are for government workers.

a. Provides health insurance, maternity benefits, old age, disability, sickness, and survivors' insurance.

b. Officials taken care of completely; workers for government monopolies taken care of completely; the rest of the government workers just get health protection.

c. Whole series of Mutual Aid Associations have to meet certain minimums.

d. Disabled veterans get pensions under government pension bureau - cannot exceed pensions paid to civilians - very small amount.

(c) Ministry of Welfare

1. Health Insurance.

a. Compulsory for employers in plants employing five or more - may have association of own if plant large enough. May have dispensary in own plant. If employing 300 or more must have own association. Financed one-half by employer, one-half by workers.

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2. Welfare Pension Insurance - like U.. old age and survivors'

3. National Health Insurance.

   a. Only operation of social insurance on local level (All insurances involving workers are handled by prefecture or branch of prefecture)

   b. Locally autonomous - may be part of government or an association which must report to government.

   c. Every head of a household pays into the association. The Association pays all the medical bills. Either Association clinic or doctor under contract of Association. Free choice of physician. Formerly e... doctor had to be an insurance doc

   d. If 50% of people in community in favor of national health insurance - Everyone has to belong.

   e. National health insurance has own prefecture organization. Government does subsidize part of this program.

   f. No contribution except individuals' with some subsidies.

   g. Each association keeps own records. Reports required for subsidy support. District is report forwarding agency.

g. Surveillance of Social Insurance by Welfare Officer.

   (1) Appeals system - Referee is second class official under Social Insurance. His decision not reversibl by Head of Soc. Ins. Section. Try to get across concept of appeal and fair hearing.

   (2) Advisory Councils - Not more than three persons for each interested party. National Health Insurance requires local advisory councils. There are separate councils at prefectu... level for each program. They may be combine... ere is a nationa. council. Push the idea of prote... n between groups served and the program.

(3) Information Program - There is a national information office under the Ministry of Welfare. We could push a general information office for the Welfare Section of the prefecture. This office would push the total welfare program. Branch office chairmen should get out into plants and push information programs. Unions could be brought into project by interesting workers in the program.

11. Child Welfare - Mrs. Kent - Saitama MG Team.

a. Child Welfare Centers.

(1) Program of staff training

(2) Centralized recording

(3) Opinion that main Center should [illegible] more than a Child Welfare Center. Suggested possibility that Center have responsibility for institution inspections. Consensus of opinion that this would be dangerous. Prefecture Child Welfare Section should assume this responsibility. Danger in a local agency such as Child Welfare Center in inspection role - would harm their relationship with the institutions.

b. Functions of prefecture Child Welfare Boards and their relationship to prefecture Child Welfare Sections should be evaluated in each prefecture.

12. Repatriation - Arthur Potts, IX C orps.

a. Problem in volume of people coming back after a long time without too much consideration of where they are going. Large scale operation - almost impossible not to hurt people.

b. Families by and large have taken over responsibility for these people who have been gone so long. How long will this social institution hold up?

c. Most repatriates have found jobs but from a housing point of view are still doubled up.

d. Repatriates by and large not being benefitted by Reclamation Division. Not sufficient pressur[illegible]om Welfare Depts. to help people get back to land.

(1) Land Utilization Division - function is to help determine the use of land.

(2) Land Reclamation Division - function is to help reclaim the land.

e. Hokkaido - Program of Coordination.

(1) Colonization

(2) Land reclamation

(3) Land utilization

(4) Welfare section

f. Potts - Opinion that repatriates had not received enough attention - that prefecture welfare offices should take more responsibility for them. Other participants felt repatriates well organized and had received too much preferential treatment perhaps. Consensus of opinion seemed to be that total needs of repatriates should be considered and total resources should be made available to them just as they should be to all people in need.

13. Field Reports - Simmons.

a. It is the responsibility of welfare officers to convince their team commanders of the necessity of full and significant reporting of welfare activities, both in monthly reports and special reports.

b. Monthly reports should include most significant material so that special reports especially informational special reports will not be as necessary.

c. Special reports, both informational and requests for action, should be used as deemed necessary by welfare officers in concurrence with team commanders.

DECLASSIFIED - Authority NND 760033

29 June 48

Telegraphic report
of Niagara Conf.,
of 8-9-10 June '48

N

Kanto Mil Govt Region

Date _____ 1948

FOR	ACTION	INF	INITIAL
Comd'g Officer			
Executive			
Investigating			
Economics			
Welfare			
Adjutant			
Legal-Gov't			
Procurement			
Labor			
Dep. Housing			
Supply			
Motor			
Medical			
Personnel			
CI & E			
Sgt Major			
1st Sgt			
File			
Msg. Center			

REMARKS

DECLASSIFIED E.O. 12065 SECTION 3 (E), NARS DATE

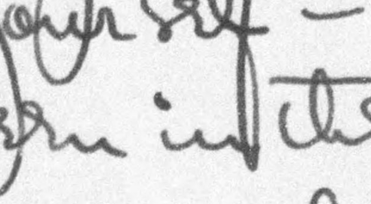
UNITED STATES ARMY
CAVALRY

Major Sam —

Enclosed is, I believe, the information you requested the other day by telephone with regard as to how the repatriates who returned this prefecture are at present handled. If this is not exactly what you wish, please let me know and I shall endeavor to obtain the correct information.

So far as the Regional Welfare Committee of Nagasaki City is concerned — I firmly believe that of the several conferences that I've attended in this theater — this particular one was by far the best in every respect. The information received there was very good and shall be of untold benefit to me and the work I am attempting to accomplish in this prefecture. I have absolutely no criticism of the conference what so ever, either constructive or otherwise. After having talked with the Japanese Prefectural welfare officials — I find that they are of the same opinion. In all, I think to say the least, that it was most successful and quite an accomplishment on your part and those who so ably assisted you.

DECLASSIFIED - EO 12958 - DEPT. OF STATE



at this time I also wish to thank you for your much needed help and constructive criticism — the Good Lord only knows that I've needed it and can always use plenty more. But in your help — you certainly could've been by yourself — Young Simmons-San has certainly been in there pitching.

Well, think that's about it for now —

Best wishes always —

Tapper

[redacted]

xClubs - handed in questions in advance
no hour often - 4 times a yr -
at least 3 times a yr.

Gumma - conf - fine
would have liked to have had
a longer conf -

DECLASSIFIED E.O. 12065 SECTION 3 102, NARS DATE

Kanto Mil Govt Region
Date 18 June 1948

FOR	ACTION	INFO	UNIT	DATE
Comd'g Officer				
Executive Officer				
Administrative Off.				
Adjutant				
Economics				
Labor Health				
Education				
Information				
Legal				
Welfare	✓			
Procurement				
Sanitary Engr				
Det. Comd'r				
Motor Officer				
1st Sgt				
Pers Sgt				
Supply				
Safety Off.				

REMARKS:

DECLASSIFIED E.O. 12065 SECTION 3 (E)(1) AND (3)

HEADQUARTERS
IBARAKI MILITARY GOVERNMENT TEAM
APO 181

kw/cm
15 June 1948

AG 353.81

SUBJECT: Reactions to the Conference, 8th to 10th June 1948

TO : Commanding Officer
Kanto M.G. Region
APO 201
ATTN: Regional Welfare Officer

1. This conference proved to be very helpful to both the Prefectural Officials and the members of the Military Government Team attending. It set forth methods of procedure more clearly than any written instrument could, because it afforded the opportunity to compare notes with the experienced Welfare workers of other Regional teams, under the guidance of officials from higher headquarters.

2. Japanese Welfare Officials of this prefecture got the general impression that the allotment to Ibaraki Welfare Department of personnel and money was very low in comparison; and that this accounted for the absence of some desirable activities, i.e., (The monthly news sheet published by the Social Affairs Section of the Nagano Prefecture Team).

3. The specific topics mentioned by the Public Welfare Section Officials (the Social Affairs & Protection Section) as a benefit of their attendance were:

a. Discussion on the operation of Hatsu-sha #146 and #57. Confusion existed in the separate and varied interpretations, not only in the district offices and Welfare workers, but even in the Prefecture office, until it was clarified by these authorities at the conference.

b. Nagano Social Affairs Section has their own monthly publication distributed free to the public, and other Welfare Departments have similar educational activities which should be developed in this prefecture in some improvised form which would keep the public informed on current developments such as the amount of Welfare goods distributed in each locality and the purpose and accomplishments of welfare activities, i.e.: (The Child Welfare Center and Juvenile Court).

c. References and publications of use for their guidance were obtained, or when their need was discovered arrangements were made to get those believed to be essential.

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d. The discussion of Work Shops and similar institutions point out that they were not considered successful and beneficial in most cases by higher Occupational Headquarters; and the fact that they have not succeeded in the United States and Germany formed a new impression on these officials. They are planning for more thorough discussion of this subject.

e. The part the Community Chest Drive performs in the Welfare Program was of special interest as this Prefecture is planning their first drive sometime this summer. The need for an experienced advisor to direct this activity is in evidence.

4. The officials of the Womens and Minor's Section (Children Section) were impressed by the favorable comparison of developments of their activities in this Prefecture and they support the idea of a minimum National standard being set for Child Welfare institutions by the Ministry of Welfare.

5. The officials of the Insurance Section were reluctant to express any benefit as they had recently attended a conference (about a month ago) at Nagano which developed the Insurance subjects much more extensively than they were developed at this conference. They had hoped for some progressive changes which would clarify the opinions and criticisms of the operation of the Insurance plan; but the opinions of Mil. Govt., GHQ or SCAP officials were not mentioned on this subject.

6. The members of the Military Government Team attending were impressed by the conference. We wish more information as to what extent the other Prefectures have completed the organization of the Welfare Dept. to conform to the requirements of names and numbers of Sections as set forth in the recommendations in O.D. #9, dated 9 Feb. 1948.

7. It would also be desirable to have some comparison of the percentage of local budgets allotted to different Prefecture Welfare Departments.

Edwin A. Limbaugh

EDWIN A. LIMBAUGH
Major, Cml C
Commanding

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

Kanto Welfare Section

Title (N)

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO 201

17 June 1948

Subject: Region Welfare Conference at Nagano, 8 - 9 - 10 June 1948

To : Commanding Officer, Kanto M.G. Region, APO 201

1. The combined welfare conference of Kanto M.G. Region and Team Welfare Officers, National Welfare Ministry Personnel, and the prefecture welfare personnal of the seven Kanto M.G. Region prefectures was held at Nagano City, Nagano, and at the Nagano M.G. Team headquarters on 8 - 9 - 10 June 1948.

a. The seven M.G. Teams were represented by their welfare officers. Welfare section enlisted personnel and interpreters of each team were also present. The seven prefectures sent their Welfare Department heads and other representatives from the Social Affairs, Protection, Child Welfare and Insurance sections.

b. The National Welfare Ministry was represented by the head of the Social Bureau, the heads of the Child Welfare, Insurance, Protection, and General Affairs Sections. Eleven other officials of the Welfare Ministry were present as were the president of the Nippon Social Works Association and the president of the All-Japan Welfare Commissioners Federation.

c. Welfare officers from Hq., IX Corps, Tokyo M.G. Team and Kanagawa M.G. Team, and Miss Rhoades of L.A.R.A. were present.

2. Purpose of Convention.

To bring together the welfare personnel of the Kanto Region M.G. Teams and the Japanese prefectures to listen to talks on, and to discuss Japanese public welfare projects and problems with the welfare personnel of SCAP, 8th Army M.G. and the Japanese National Welfare Ministry in order to:

a. Stimulate the further progress of Public Welfare in Kanto M.G. Region.

b. Inculcate in both M.G. and Japanese welfare personnel uniform interpretation and understanding of M.G. and Japanese directives pertaining to welfare in Japan.

c. To improve the reporting of team welfare activities so that constructive work and welfare progress made will be properly reflected in these reports.

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3. General

Mr. I. H. Markuson, SCAP PH and W. Section and Mr. H. Truax, 8th Army M.G. Welfare Section, presented talks on "Child Welfare" and "Japanese Public Assistance" respectively. After each talk the speaker presided over a general discussion period during which questions were directed at both M.G. and the Japanese Welfare Ministry representatives by the prefectural people present.

During the afternoon of 8 June (Tues) the M.G. and Japanese Welfare officials each held separate conferences concerning the subject of the mornings' discussion. Similar separate conferences were scheduled for the afternoon of 9 June (Wed) but because of evident desire by the Japanese to continue the general discussion with the SCAP, 8th Army, and Welfare Ministry officials, the separate conference plan was discarded for that afternoon and a round-table discussion substituted.

On Thursday (10 June) separate conferences were held by the Japanese and by the Military Government personnel.

A summarized record of the three days activities follows:

Tuesday AM - 8 June 1948

1. Child Welfare-discussed by Mr. I. H. Markuson (0830 - 1030)
   a. Objectives as presented by the DLSL.
      1. C.W. a national responsibility.
   b. Reasons for previous failure of Child Welfare in Japan.
      1. Poor administration
      2. Lack of funds
      3. Lack of interest
   c. Children now needing care
      1. 20,000 in institutions
      2. 30,000 delinquent or pre-delinquent
      3. 100,000 living in areas of little opportunity for proper development.
   d. Juvenile Court Law
      1. Co-ordination and co-operation with public safety group necessary
      2. Necessity to prove that welfare can handle delinquents effectively.
   e. Childrens' Program in Japan
      1. Begins practically at conception
      2. Program for the pre-school child
      3. Health program in schools
      4. Use of minsei-iin, C.W. Centers, and C.W. sections of the prefecture.
      5. Good institutions with good standards - properly managed.
      6. Tie-in with public assistance program.
      7. Relationship of C.W. Boards with the C.W. Officials.
      8. Help from higher government authorities.
   f. Civil Service Program for Welfare
      1. Being developed
      2. Will help keep good men in the welfare field.

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j. Foster homes
   1. Buddhist temples not desirable at the moment.
   2. Normal homes preferred.
   3. Go slowly on this problem.
k. Workshops
   1. Problem being studied.
   2. Of questionable good.

Wednesday AM - 9 June 1948

IV Public Assistance-discussed by Mr. Truax (0830 - 1030)
   a. Growth of Welfare Program since passage of the DLSL (1 Oct. 1946)
      1. Childrens' Bureau established.
      2. C.W. Law Passed.
      3. National Disaster Law passed.
      4. First community fund campaign in Japan.
      5. First classes graduated from the Japan Social Work School.
      6. Local Autonomy Law
      7. Increases in amounts of assistance to meet high cost of living.
      8. Development of Japanese Red Cross.
      9. Administrative reviews to bring out public assistance problems.
      10. Re-appointment of Minsei-iin.
         a- Increase in number of women.
         b- Lowered average age.
      11. Inservice training of officials and of Minsei-iin.

V. General Discussion of Public Assistance (1030 - 1200)
   (1300 - 1530)
   a. Minimum standard of living
      1. Desire of prefectures to increase allowed grants.
         a- Problem being studied at national level.
   b. Discussion, demonstration, and clarification of Hatsu-sha #57 (1948) and its relationship to Hatsu-shas #146 (1947) and #7 (1948)
      1. Proper understanding and use of these directives extremely important.
      2. Common correct use of these now understood (thru this discussi0 discussion) by both Japanese and M.G. welfare personnel.
   c. Relief in kind
      1. Free goods
      2. Goods for sale.
      3. Depends on budget.

Thursday AM and PM - 10 June 1948

VI Conference of M.G. Personnel - Capt. Merrie, Kanto Region Welfare Officer - (0830 - 1200) (1300 - 1540)
   a. Foreign Nationals.
      1. Register with consulate or SCAP.
      2. Responsibility of Japanese Government.

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11. General Discussion of Child Welfare (1030-1200)
    a. Juvenile Court Law
        1. Proposed family court - a combination of the domestic court and the former Juvenile court.
    b. School Lunch Program for day nurseries.
        1. Being worked out at national level.
    c. Sample day nursery programs.
        1. Plan available at Education Ministry.
        2. Handbook available to day nursery teachers.
    d. National campaign for the prevention of Juvenile delinquency.
        1. Child Welfare Week (May 1948)
        2. Central C.W. Board working on juvenile delinquency problem.
    e. Child Welfare Officials for "gun" offices.
        1. Not at present - The nation must proceed slowly with the new program of paid social workers.
    f. Minimum standards for C.W. agencies.
        1. First in history of Japan.
        2. Representatives of C.W. agencies included in the planning group.
    g. Prefecture C.W. Board
        1. Composite group of leading citizens needed.
        2. Self-confidence, position and ability tod discuss problems with officials.
    h. Child Welfare Material from U.S.
        1. Orders are already in for printed material.

111. Child Welfare Conference - M.G. personnel 1300 - 1600

    a. Social work administration manual for Japan.
        1. Being written - will provide more uniformity in Japanese social work procedure.
    b. Civil service in Welfare
        1. Improvement seen in specialization.
    c. Tardy directives to M.G. sections
        1. Unavoidable because of necessary conferences, ~~agreements~~ essential agreements between ESS and Welfare Ministry, and then the necessary distribution channels.
    d. Minimum standards for C.W. Institutions.
        1. First draft finished.
        2. Welfare heads must sit in on discussion.
        3. Prefectures will be allowed to set higher standards.
    e. Administrative increase for Kyogo-in and for childrens' homes.
        1. Will tie-in with minimum standards.
    f. New statistical recording system from National Ministry.
        1. Will eliminate present confusion.
    g. Mothers' and Childrens' homes
        1. Standards too high to be met by institutions at present.
        2. Problem being studied.
    h. Day nurseries
        1. Standards too high at present.
        2. Responsibility of local communities.
    i. Child Welfare Officials
        1. High qualifications
        2. Low salaries.

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b. Publicity and Information
   1. A Japanese responsibility guided and encouraged by M.G..
   2. Use reporters carefully - develop team-work.
   3. Safeguard confidential matter.

c. Social Insurance
   1. Waiting for O.D. outlining M.G. responsibility.

d. Organization of prefecture welfare departments
   1. Unbalanced sizes of certain sections.
   2. Problem referred to SCAP attention.

e. Administrative reviews
   1. Are now reflecting trends in the prefectures.
   2. Proper common understanding of directives important.
   3. Guide activities according to those directives as long as they are in force.
   4. Analyze trends as the result of increased training at prefectural level.

f. Disaster Relief.
   1. New O.D. will soon be out - and a new check list.
   2. Basis is the Disaster Relief Law.
   3. Prefecture disaster relief fund
   4. Check disaster plan periodically

g. Welfare B-2 Annex of team Military Government Activities Report
   1. Improvement in Kanto reports.
   2. Analyze months' work carefully.
   3. Have reports reflect that work and any significant developments.
   4. Combine the use of O.D. 71 and the contents of General Beasley's letter in preparing report.

Summary:

The Kanto Region Welfare Conference at Nagano, brought together Welfare representatives from SCAP, the Japanese National Welfare Ministry, the prefectural welfare departments, the Military Government Team Welfare Sections, and from LARA. Careful planning by the Nagano prefecture personnel and by the Nagano M.G. Team coordinated the M.G. and Japanese group successfully and carried the schedule through the three days with no delay or disturbance of any kind.

A summary of things accomplished at the conference follows:

1. For the first time in Japan, at a Welfare Conference, there was total representation from all levels, SCAP and the National Welfare Ministry to the prefecture personnel and the M.G. Team Welfare Sections.

2. Projects and problems were discussed by M.G. and Japanese personnel at a round table session with SCAP and Welfare Ministry representatives present to answer questions.

3. SCAP and the Welfare Ministry received a first hand picture of Kanto Region Welfare directly from those people most concerned.

4. Information obtained during the AM sessions in discussion of local C.W. or welfare problems was applied during the separate P.M. sessions in discussions in local C.W. or welfare problems.

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5. The proper use of Hatsu Sha #57 (1948) was discussed and demonstrated. The present importance for the Japanese and M.G. personnel to properly understand this directive and its relationship to Hatsu Sha 146 (1947) and Hatsu-Sha #7 (1943) cannot be underestimated. The insuring of a correct common understanding of those directives in the minds of Japanese and M.G. Welfare personnel of the Region and their use in determining public assistance grants would alone justify the expense and trouble of holding the conference.

6. The present scale of public assistance grants is too low and an increased scale of allowances is necessary.

7. Showed Welfare Ministry that although public welfare in Japan is improving it is difficult and laborious work in the lower levels and not the smooth undisturbed progress which reports received seem to indicate.

8. That the Child Welfare program is increasingly important but is handicapped by the lack of competent personnel.

9. That the Welfare Ministry and SCAP are energetically trying to solve all problems presented to them by the prefectures.

10. That both the Japanese and the Mil. Govt. Welfare personnel are working seriously on the same team. Both groups are earnestly working for the betterment of the needyy in Japan and for the improvement of Japanese Public Welfare administration at all levels.

The Welfare Section, Hq., Kanto M.G. Region, expects to receive from Mr. Markuson a copy of the activities of the separate Japanese confrences which will then be reproduced and forwarded to the team welfare sections of the region.

A copy of the conference shedule is inclosed and also a list of Japanese Welfare personnel attending the conference.

ROBERT A NERRIE, JR
Capt. CMP
Region Welfare Officer

DECLASSIFIED E.O. 12065 Section 3 (b)

Kanto Mil Govt Region
Date 8 Jan 46

E FOR	ACT	INF	INT	DATE
Comd'g Officer				
Executive Off.				
Administrative				
Adjutant				
Exonomics				
Labor Health				
Education				
Information				
Legal				
Welfare				
Procurement				
Sanitary Engr				
Det. Comd'r				
Motor Officer				
1st Sgt				
Pers Sgt				
Supply				
Safety Off.				
REMARKS				

1st Mtg Conf
Hqrs 4 Jan 46

DECLASSIFIED E.O. 12065 SECTION 3 402/MRS NO:

TOCHIGI MIL GOVT TEAM
APO 201

Date 23 Jun 1948

TO: Welfare Officer
Kanto MGTR

Read and Initial
Necessary Action
Prepare Ind.
Prepare Ltr.
Investigate & Report
File
Draft.

Remarks:

DECLASSIFIED E.O. 12065 SECTION 3 (E), MAR

IMPRESSIONS OF NAGANO WELFARE CONFERENCE

Welfare Department
Tochigi Prefecture

1. We admitted it was very significant that welfare administration policy was clearly pointed out from Headquarters of Military Government. Because how to make planning and organic administration was clearly showed to the first-line local administration officials who are apt to fall in his own way.

2. We reflected on ourself that more thorough preparation was necessary. That is to say, each local official questioned same thing over and over again. So we were apt to waste so long time.

3. Opinion for next meetings:

A. To make more detail on schedule.

B. To make a conclusion of discussion.

Following matters were demanded from above two items.

a. To divide into the problem covering all welfare administration matters and the problems covering each section.

b. About the problem covering all welfare administration matters, Military Government and the Welfare Ministry set the problems to local official before conference, and let them study and discuss thoroughly.

c. About the problems covering each section, there are so many difficult actual problems to solve in each local office. So Military Government and the Welfare Ministry get these problems with concrete example, and put that in order into each section. If so,time for discussion will be saved.

DECLASSIFIED E.O. 12065 SECTION 3 (E)(1)

HEADQUARTERS
SAITAMA MILITARY GOVERNMENT TEAM
APO 201

AHK/to

28 June 1948

SUBJECT: Nagano Regional Welfare Conference

TO : Commanding Officer,
Kanto Military Government Region,
APO 201

Attn: Public Welfare Officer

In accordance with the Kanto Military Government Welfare Officer's verbal request, the following impressions and suggestions are being submitted concerning the Nagano Regional Welfare Conference. Also attached is a copy of the impressions of the Saitama Prefectural Welfare Department's staff who also attended this conference.

(1) As a whole this first combined meeting of Regional Military Government and Prefectural Welfare officials was extremely valuable, not only from the standpoint of receiving valuable information from SCAP, 8th Army representatives and Welfare Ministry officials, but also because it gave all an opportunity to hear what other Prefectures are doing.

(2) Future meetings of this sort should provide more time for questions and answers.

(3) One minor deficiency was noted in that persons attending the conference were not always aware as to exactly when, where and how some of the sessions were to be conducted. Preliminary detailed information in this reguard would be helpful.

(4) All participants should be encouraged to prepare questions in writing prior to the meeting so that the maximum in information can be secured within the limited time.

(5) Instead of a 3 days conference of this type, it seems one of 4 or 5 days would provide more time to cover the desired subjects. Also it is felt advisable that such combined meetings be held at least once in 3 months.

Charles P. Hayward

CHARLES P. HAYWARD
Lt. Col., FA
Commanding

1 Incl
Prefectural Impressions.

DECLASSIFIED E.O. 12065 SECTION 3 (E), and

The Government of Saitama Prefecture

18 June 1948

IMPRESSIONS ON THE WELFARE MEETING AT NAGANO

1. General Impression.

It's one of the best policies for Military Government Personnel and Japanese officials to meet together and have a frank and free discussion. We really feel this meeting is necessary to better the future carrying out of welfare business. It especially useful to know what is going on in other prefectures and how they are being planned. This sure will make it easier for all prefectures in the Region to develop together.

2. Necessity of Opening of Meeting.

I think it is necessary to open such a meeting once a three months for bringing about a cordial understanding between each. And also the date, place and agenda of the next meeting should be notified at each meeting.

3. Proceding of Meeting.

Matters to be discussed must be informed to the persons concerned in advance, and let the persons study it.

4. Questions and Answers must be Brief and Clear.

Lecture be held in the morning and the questions and answers meeting in the afternoon.

Questions be submitted after the lecture (must be written on paper, not oral) and answerers study them and make responsible answers in the afternoon.

Matters already instructed or informed or notified such as the standard amount of assistance should be omitted as far as possible.

Written by Mr. Yoshii, chief of Welfare Department, in coorperation with his section heads.

Encl 1'

DECLASSIFIED E.O. 12065 SECTION 3 (E)(2) MARS DATE

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SAITAMA MILITARY GOVERNMENT TEAM
APO 201

AHK/to

28 June 1948

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TO : Commanding Officer,
Kanto Military Government Region,
APO 201

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DECLASSIFIED E.O. 12065 SECTION 3 (E)(2) AND

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Inc 1[2]

DECLASSIFIED E.O. 12065 SECTION 3 (E), NARS DATE

Suggested to improve Regional Conference.

Each team prior to conference make a list of questions they could not clear and either hand in prior to conference or first day of conference.

More detailed illustrations & specific discussions & explanations when meeting with Japanese officials

NCW

DECLASSIFIED E.O. 12065 SECTION 3 (E), NARS DATE 12-18-75

REGION WELFARE CONFERENCE at NAGANO 8-10 June 1948

8 June 1948-- Combined session Japanese and M.G.

Mr. Markuson, SCAP, spoke on child welfare

1. Objectives of present program of child welfare in Japan
   First two articles of the Child Welfare Law----the nation is responsible for the proper upbringing of the children of Japan

2. Reasons for failure of previous child welfare laws in Japan

   a. Lack of good administration (ex. standing away from instit. heads---no attempt to see that instit. was managed well)

   b. Lack of funds (prefectures are already receiving more funds for child welfare than they ever received before. Central Govt. having difficulty getting funds to meet budget. Recent order increasing amounts of money for institutions and other child care. Money must be expended carefully. Formerly funds were handed out without any control over their expenditure. Ministry of Welfare is charged with the responsibility of seeing that funds are expended properly.

   c. Lack of interest

3. Number of children needing care at present time

   20,000 children in institutions
   30,000 delinquent or pre-delinquent children
   100,000 children living in areas where they have little opportunity to grow up properly

4. Juvenile Court Law (coming out soon)

   a. Public safety group should be worked with closely

   b. Programs for delinquents and pre-delinquents should be developed to a point where we can prove to the courts and police we can handle juvenile delinquents effectively

5. Children's Program in Japan

   a. Starts practically at conception--Mat. and Ch. Health Program

   b. Program to take care of pre-school child

   c. Health program in schools

   d. Advice on childrens' problems through minsei-iin, child welfare officials, child welfare centers, and child welfare sections of the prefectures

   e. Need for good institutions with good standards--properly managed

DECLASSIFIED E.O. 12065 SECTION 3 (E)(1), NARS DATE 12-18-75

f. There must be an interest in the public assistance program--it ties in closely to the child welfare program

g. Prefecture Child Welfare Boards should be a watchdog for the finances. When child welfare officials need help they have the privilege of going to the board for backing.

What Child Welfare Program Needs to be Successful

1. Certain standards of operation (soon standards for instits. will be set--officials need to make plans work out)
2. Provide real consultation service through minsei-iin, child welfare officials and centers. Can help to halt and prevent delinquency.
3. Cooperate with juvenile courts and police
4. Remember the child welfare program is for all children. The program should be developed to include all children.
5. Use all training facilities available to train officials and volunteers. Get training material.
6. Do not hesitate to call on higher government authority for help.
7. Remember the laws. The law gives officials responsibility for everything that happens to children in the prefecture

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Discussion on Child Welfare

1. Nagano asked how the Juvenile Court Law was going to come out. He previously had thought it was on the opposite end from the Child Welfare Law (based on loving care) while the Juv. Ct. Law was authoritative.

Answer---The Attorney General's office has proposed to amend the Juv. Ct. Law and crime prevention law and has proposed to set up a family court combining the domestic court and the former juvenile court. This court will concern itself with 1. delinquent, 2. pre-delinquent, and 3. neglected children. There is an overlapping between the functions of the child welfare center and the juvenile court. Mr. Markuson stated that there is a traditional disagreement between the Attorney General's Office and the Childrens' Bureau. In Japan it is traditional that children under 14 have gone to a child caring agency while children (delinquent) over 14 have gone to court. The family court will not be a court in the old sense of the word. The Central Child Welfare Board has studied the law carefully and made recommendations.

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2. Saitama asked

a. If the children in day nurseries might get the benefit of the school lunch program

Answer---Some nurseries are getting LARA supplies. Day nurseries should get the same help. A plan is now under way to try to get school lunches for day nurseries. Mr. Neff of SCAP was in the U.S. recently talking about the program

b. If the Welfare Ministry could provide some samples of good day nursery programs as it is very difficult to get good programs

Answer---There is material sponsored by the Education Ministry and the Welfare Ministry. A handbook of the day nursery program has been drawn up and was used in a series of training courses for day nursery teachers.

c. If there was a national campaign for the prevention of delinquency and provisions for healthy recreation

delinq. / Juv. Ct - Law-

Answer---The prevention of delinquency was the center of concern of Child Welfare Week. During that week a conference of representatives of all the child welfare agencies in Japan was held. At that meeting delinquency was considered to be the most serious problem demanding attention in Japan. The Central Child Welfare Board is working out 10 rules to be kept in mind by parents. They will be simple and should appeal to the general public. They will be circulated locally. There also may be a delinquency prevention week. The Central Child Welfare Board is also working on the problem of recreation, and they are studying the problem of the pornographic literature so prevalent at present.

3. Ibaraki asked

a. If the number of child welfare officials could be increased to provide for some in each gun office

Answer---the program of having paid social workers is completely new in Japan and will have to proceed very slowly.

b. How the minimum standards for child welfare agencies were being drawn up

minimum standards

Answer---This is the first time minimum standards for institutions have been set in Japan. Representatives of child welfare agencies have been included in the discussion and planning so that the standards may be more realistic and may be better accepted by institutional personnel. Mr. Markuson cautioned the officials to be careful about allowing new institutions to be built. They should be built only if needed, if the sponsor has adequate qualifications, and if the sponsor has enough funds. Motives for establishing institutions should be carefully weighed.

c. What was the delay in getting out the enforeement ordinance to the Child Welfare Law?

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Answer---In the past the date of enforcement was provided in an imperial ordinance, not in the law itself. The Enforcement Ordinance to the Child Welfare Law was held up by unavoidable delays in working it out between SCAP and Welfare Ministry.

4. Nagano asked

a. If the Child Welfare Law is not a negative law emphasizing protection. Should not a more positive program be provided.

Answer---The Child Welfare Law should have the opposite interpretation as it is a positive program of care and love for all children. It is negative in that it refers to rights and obligations but that is all.

b. The prefectural child welfare board seems to be composed of "big shots" and seems to be controlled by the prefecture. (? by N.M.G.T. int. of)

Reprimanded by Capt M. for taking part in discussion

Answer---It is an important function of the Central Child Welfare Board to put across to people the ideas behind the child welfare program. They should be leading citizens of the community, important enough to go to the Governor and demand his respect and attention. Mr. Markuson said that the local boards should report the good as well as the bad programs to the Central Child Welfare Board.

5. Chiba asked

a. If the Ministry of Welfare intended to develop a national movement for the propagation of the spirit of the Child Welfare Law

Answer---C.I. and E. is cooperating with the Welfare Ministry in preparing a national program to publicize welfare problems.

b. Is there any means of stopping undesirable and pornographic publications.

Answer---At the conference during Child Welfare Week the representatives asked that legislative action be taken to stop undesirable literature. There is a plan to sponsor a movement among the public stimulated by Child Welfare Boards. There may have to be legislative action in the future.

c. Would it be possible to get material on child welfare from the U.S. as soon as possible.

Answer---Orders have gone in for printed material to be distributed.

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AFTERNOON SESSION--MILITARY GOVERNMENT PERSONNEL

Mr. Markuson--It is remarkable that as much progress has been made

1. SCAP Welfare Section understaffed--only five men

2. Only 2 or 3 of the officials in Welfare Ministry are trained social workers. Childrens' Bureau consists of four small sections.

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3. SCAP hopes to develop an administrative manual to provide more uniformity in social work procedure throughout Japan.

4. It will be necessary for MG to train field supervisors from the Welfare Ministry in what field supervision is.

5. Civil Service in Japan is being improved by an increase in specialization so that if an official starts out in welfare he will remain in it.

6. Orders frequently come out late, because there is a lot of red tape in the necessary conferences and agreements between SCAP and the Welfare Ministry particularly on contentious points. SCAP does not see every order put out by the Welfare Ministry, however.

7. First draft of minimum standards for institutions has been completed. The institution heads sat in on the discussion. The draft is being studied by SCAP, Welfare Ministry , the medical bureau, etc. Probably standards will be set by the Central Govt, but the prefectures will be allowed to set higher minimum standards if they want to. One of the provisions in the draft of standards is that personnel must not be over 65 yrs. of age, and SCAP is recommending the limit be set at 40 yrs. of age.

8. A recent order from Welfare Ministry provides for an administrative increase for kyogo-in and childrens' homes.

Kyogo-in office expense	34 yen per child per day
care of chdn.	24 yen per child per day
Chdn's Homes office exp.	28 yen per child per day
care of chdn.	24 yen per child per day

These figures were based on a study of costs in institutions. Under the provisions of the Child Welfare Law there will be increased needs for personnel----tied in with mimimum standards.

9. The Welfare Ministry is going to set up a new bookeeping system to be followed all over which will eliminate the former confusing category system.

10. Standards for Mothers' and Childrens' homes being set. Question about advisability of the use of such set-ups. May be all right for Japan. Question of how wise it is to have nursery set-ups with the Mother and Children Homes. Problem will be studied more.

11. Day nurseries will have certain standards. At first standards were set too high. They had to be cut because of a lack of funds. Local communities will have to assume more responsibility for costs. Parents who can pay must do so.

General Discussion

1. Question was asked concerning lists of directives appearing in weekly bulletins---whether SCAP could send them out to the teams when important. Mr. Markvson said this would be impossible, but KMGR assistant stated that copies of what seemed to be pertinent directives were being obtained through the liasion office and that important information from them would be sent out to the teams.

2. The difficulty in securing qualified personnel, especially child welfare officials was discussed. The salary is too low and qualifications too high. Mr. Markvson said that the social work association is trying to set up an exchange employment association which may help the situation. Some prefectures are hiring their own additional staff over and above the child welfare officials that the Ministry is subsidizing.

3. The recent survey on orphans was discussed. It was agreed that studies of that kind have to be followed through to give them any reality. The surveys of orphans and handicapped were the ideas of the Japanese and were not specially prompted by SCAP. There are reported to be 123,000 full orphans in Japan at the present time.

4. Some teams reported that recently there has been offers on the part of Buddhist priests to take several children and raise them. This has come about partially because of publicity on the foster home program. SCAP feels that the foster home program should be undertaken very slowly, and that certainly only normal homes should be used for foster homes.

5. The question of workshops was discussed. No one knows what purpose they are serving, whether they are for training or for job opportunities, and whether or not it is advisable to continue the program. The problem is being studied. The set-ups are indigenous to Japan and may be all right to continue. Another related question is----why public pawnshops and are they necessary.

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9 June 1948--Combined session Japanese and M.G.

Mr. Truax, 8th Army, spoke on public assistance

Public assistance in Japan has been in existence since the DLSL was passed on October 1, 1946. There has been astonishing growth especially since almost entirely new machinery had to be set up. Over two million people are receiving public assistace, over 100,000 are in institutions and the cost is over 400,000,000 yen a month.

11

MILestones in the Public Assistance Program

1. The Childrens' Bureau was established.

2. Child Welfare Law passed and made effective the beginning of this year.

3. National Disaster Relief Law effective the first of this year.

4. First community fund campaign in Japan.

5. Japan Social Work School graduated first class of students after one year of training. (39) Actually 2 have been graduated 1 - (22) 2 - (23)

6. Local autonomy law amended to provide for separate department of welfare in each prefecture.

7. Several changes in amount of assistance under DLSL. The last one Nov. '47 reflects the problem of the increased cost of living and also the understanding of the Welfare Ministry that more adequate assistance must be provided.

8. Development of the Japanese Red Cross Society

9. Emphasis on in-service training officials realizing that is the most important part of the job. Officials must know their own job thoroughly before they can hope to train their staff.

10. Reappointment of minsei-iin (a real problem of securing over 100,000 wkrs.)

Tangible results--- Number of women increased appreciably

Lowering in average age from 50 yrs. to 47 or 48 yrs.

11. Administrative Reviews (purpose has been to give Japanese officials an opportunity to see the problems of public assistance and a chance to do something about the problems)

An encouraging sign has been the development of the administrative review technique on the part of prefecture officials themselves. The Welfare Ministry is interested in the results of the reviews. Some of the most significant problems discovered in administrative reviews are being solved.

a. Action is being taken to distribute subsidies on time.

b. Recording is being emphasized.

c. There is improvement in substantiation of expenditure of funds.

d. Recognition of the problem of appeals from adverse decisions.

e. More need for information out to the general public.

DECLASSIFIED E.O. 12065 SECTION 3 402/MDS NSC

Program for Next Year

1. Child Welfare----Minimum Standards

2. Increasing effectiveness of supervisory program from Welfare Ministry to prefectures

3. Continuing review of public assistance cases to determine eligibility and adequacy of payments.

4. Increasing and continuing in-service training.

It is basic that every person in need has the right to apply for assistance and receive a prompt decision. Payment should be made promptly to eligible applicants.

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General Discussion

L. Gumma asked

a. What is the minimum standard of living? The decision as left to the minsei-iin is too arbitrary. The standard payment and minimum living are now different. They used to be the same. How much will the standard scale of grants be raised.

clarif. of Hatsu Sec 57 Determ. of Pub. assistance grants -

Answer---The Welfare Ministry has been negotiating with the Finance Ministry since March. The national budget was presented to the Diet several days ago. The Welfare Ministry wanted to raise the standard to 3400 yen (for 5 person family in a city) by the end of March. The goal was to get as close to actual living costs as possible. That included necessary purchases on the open market. Now with increased costs the standard would be 4700. It probably will be between 2700 and 4700 yen. The price of staple food will be revised on 1 July 1948. The prospective date of raising the public assistance standard will be 1 July or 1 August, probably 1 August. There is the immediate question of meeting the gaps until the standards are revised. The prefecture officials should not hesitate to provide the necessary amounts when it goes beyond the standard. The encumbrances put on the procedure are to limit people from taking advantage.

will not be published or included in report (M)

Case Illustration family of four in a city
sick mother, grandmother, pre-school child and infant

Living cost as stated by applicant	2,072 yen
Assessed minimum requirement (minsei-iin determination of need)	2,072 yen
Income (grandmo. as janitor in bank)	600 yen
Balance needed	1472 yen
Standard authorized	1192 yen
Payment	1472 yen

Decision made by the prefecture with approval of the Ministry

DECLASSIFIED E.O. 12065 SECTION 3 (E)(1) NARS NO.

Budget---	Food	1263.63 yen
	Rent	24.30
	Clothing	48.62
	Heat & Elec.	97.76
	Health	47.30
	Education	4.68
	Transp. and Comm.	3.70
	Total	1500.yen

The main question in the budget is food. As according to Ingalls theory the poorer the person the more prominent food is in the budget. The basic calory value is 1210 (1400 is about the average in Japan). Calory count is determined by the addition of foods like vegetables and fish. No allowance was made for purchase other than through regular channels. It is the hope of the Welfare Ministry to work out the necessary calory value of 1579 per average Japanese. This was the amount determined as necessary by a study of the Nutrition Institute including staple food and secondary food. The Welfare Ministry will recognize the cost of free purchase.

Determination of Amount of need of a family and Determination of Amount of Public Assistance Payment

1. Determination of amount of need of family

   a. Headmen authorized to determine amount of need of family up to 50% above the standard

   b. From 50% to 100% above standard must go to Governor for approval

   c. From 100% above standard must go to Welfare Ministry for approval

2. Determination of amount of payment

   a. Up to 10% over scale when income is subtracted must be approved by the Governor

   b. Beyond 10% all payments have to be approved by the Welfare Ministry.

If a city, town or village wants to increase its total standards it can do so by approval of the Governor and the Welfare Ministry. (Especially needed by smaller towns on the edge of large cities and having living conditions similar to the cities)

Question---How many cases are referred to Welfare Ministry from prefectures at present?

Answer---Only 4 or 5 cases a month have requested an increase above 10%. There should be more cases. They have practically all been approved.

2. Nagano again raised the question of the use of workshops.

Answer--There are many questions involved,; whether they are not actually sweat shops, whether or not they may not force people to work when unable, whether they should conform to labor standards. Problem is being studied.

DECLASSIFIED E.O. 12065 SECTION 3 (E), NARS DATE

10 June 1948 General Discussion of MG Problems

1. Determination of Public Assistance Grants

Basically you must go back to Hatsu Sha 146. It is a basic reference for the two processes involved. In November, 1947, when the last change came through there was a general recognition that the amounts were too low, but funds were limited. There was a recognized need for some way to handle families with some income. Some prefectures started their own plans. A study was made in Osaka which showed that many ineligible families were receiving public assistance, such as families with an income of over 3000 yen. Consequently it was decided that some controls were needed and Hatsu Sha #7 was put in to effect.

We cannot expect minsei-iin to do a full time job of evaluating public assistance cases or budgeting families on a real budget basis. The procedure cannot be too complicated. It is hoped that then the new schedule comes out that the standard of allowance will equal the standard of need. Then the former simple procedure of deducting all income from the standard of allowance could be used.

There has been a good deal of discussion about the possibility of using full time paid case workers in Japan, but it is recognized to be out of the question at present. As an experiment a few full time ease workers are going to be used in Tokyo and Yokohama. The minimum number of full time case workers needed in Japan would be 10,000.

The question of verification of income was discussed. It was thought that by allowing the standard of need to be higher that partial income would show up and be included more. It is the responsibility of the recipient of public assistance to declare all of his income. This should be publicized. It was thought to be too much to expect of minsei-iin to require them to verify incomes. Mr. Markison stated that around 200 yen income could be overlooked and not deducted. There was no definite answer given as to whether or not to count income of working children or other members of the family, but the total income of the main wage-earner must be counted.

2. Relief in Kind.

The problem has been that relief goods have been so expensive that relief clients have been unable to afford them. There is information in PH&W Weekly Bulletin #73. The distribution of free or cheaper goods will depend on how much the Welfare Ministry is able to get from the Treasury to buy goods outright for distribution.

3. Monthly Annex B-2

Evaluation of Monthly Reports by 8th Army

1. Material of exceptional value---Saitama
2. Material of value---Chiba, Tochigi, Gumma and Nagano
3. Material of no appreciable value--Ibaraki and Yamanashi

Kanto Region monthly reports among the top among the regions. Any new forms developed on the teams for use by the Japanese should be sent to Scap for use of other teams.

DECLASSIFIED E.O. 12065 SECTION 3 102, MAR

4. Administrative Reviews

Administrative reviews were emphasized from November through January. The monthly reports did not begin to really reflect this until January. Then a report giving a good analysis of conditions and problems as found in administrative reviews was unusual. Now there have been so many reports that they are no longer exceptional. There is now a need for an analysis of new trends as a result of increased emphasis on training at the prefecture level, the activities of prefectures in conducting their own administrative reviews, and an evaluation of how much the prefedture welfare department has done and what the results have been.

5. Disaster Relief

A new O.D. has just been written incorporating O.D. 62 slashes 1 and 2. It does not particularly change the outline of O.D. 62, but it brings it up to date with the disaster relief law and enforcement ordinance. A revised check list is included, but the basic reference in checking Japanese disaster plans is still the Disaster Relief Law and enforcement ordinance. Disaster plan should be checked periodically and tested out.

Hatsu Sha #135 (in re rehabilitation under DLSL after a disaster) should be included in the disaster plan. There is a fund of 5 million yen for disasters in each prefecture. The major amount usually goes to supplies. There should be no payment for services as has happened in the past. This fund provides for temporary relief to disaster sufferers (people other than public assistance clients) for certain allowances for medical treatment, funeral expenses, and aid to bereaved families. Where there is no stock pile needed material can be obtained through MG channels.

6. Foreign Nationals

Foreign nationals must be registered with their consulate (if no consulate in Japan with SCAP), must have a passport from their country, and a certificate. It is the responsibility of the Japanese government to see that all foreign nationals are registered. (Checking on foreign nationals could be included in administrative reviews).

7. Publicity and Information

Should be mainly a Japanese responsibility guided and spearheaded by M.G. We should not write publicity for them. We must be careful when and how reporters are used---to safeguard confidential material.

8. Social Insurance

Still waiting for an O.D. to come out outlining M.G. responsibility in surveillance. In the meantime only get into it as it comes up in prefecture.

9. SCAP has received special reports on the unduly large size of demobilization sections in the prefectures, and is trying to do something about it.

DECLASSIFIED E.O. 12065 Section 3 (E), NARS Date

Telewritten report on Nagano Conf. 8-9-10 June 48 (N)

PROCEDES OF THE ROUND TABLE CONFERENCE
ON CHILD WELFARE
Afternoon session. The 8 June 1948

Topics as mentioned below were suggested by the welfare Ministry (In the order as numbered.)

1. Promotion of effective functioning of the child Welfare Boards.

Prefectures agree that the local child welfare boards are shouldering their responsibility with earnestness not often found in other boards and committees. The boards have met from once to 3 or 4 times up to the present.

Mr. Kojima explained the undertakings of the central child welfare Board. Sub-committees have been formed to handle particular problems. On the whole the central Board is functioning very well.

Chiba prefectural official suggested the desirability of liaison conferences between the central and the local child welfare boards, also a national conference of all the boards to foster coopertion and coordination.

2. Leadership over child welfare officials and child welfare workers.

Mr. Hara explained that about half of the reappointed welfare commissioners are new on the job, and they need training and guidance. Responsibility should rest with the prefecures, cities, towns and villages, while the welfare commissioners who are at the same time child welfare workers carry out the fromt-line tasks. Mr. Hara requested the prefectural officials to extend all possible aid to the child welfare workers to facilitate their activities.

After Mr hard's speech, many opinions were expresseed.

Nagano Prefecture wished they could have an additional set of child welfare worders who specialize on child welfare and who will not be the welfare commissioners. the reasons are
(1) Welfare commissioners are too busy without the additional task as child welfare workers.
(2) Welfare commissioners deal with a negative side of welfare work, namely the rehef and protection for the needy, while the child welfare workers are expected to carry outa positive program of child welfare.
(3) There are personnel resowerces which could very wellbe utilized, such as school teachers, doctors, etc. The welfare ministry will take up this moblem for further studies, Mr Kojima Promissed.

Nagano and other prefectures strongly desired that the child welfare officials be placed also in each local administrative office having jurisdiction over 'gun's' although they are now placed in cities. They will be a gap in the administrative set up of each prefecture without the child welfare officials in the local officer, and moreover the lack of these officials will couse difficulty in the field supervision.

Nagano. Gumma and Yamanashi Prefectures desired assistants to child welfare officials, In the same connection, desire was expressed that the welfare ministry will increase the number of staff in the welfare sections of the prefectures with the national fund.

Saitama prefecture wished to have full-time salaried leaders for training of child welfare workers. Mr matsumoto explained about exactly such a plan to place 32 salaried social survey leaders at 4 place in Tokyo and Kanagawa as an experiment.

A gentleman working with the Nagano M.G. Team pointed out the availability of vohenteer services by mobilizing young men and women, saying why crab about lack of fund to hire more officials with the national budget. In answer to this remark, Gumma prefecture pornted out the fact that the child welfare workers, as they are, are overburdened with important tasks as case workers.

Mr. Kojima promised the welfare ministry will take up these suggestions

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for study.

3. "Minimum standards"- how to be written and operated.

Mr Kojima promissed that "minimum standards" will be worked out and copies sent to prefectures in the very near future. He desired in the mean time that the prefectures will strengthen the supervision of institutio not just generally, but providing that certain officeals will be in charge of supervision of such and such institutions-by dividing the responsibility to rest on some particular officials. He though the japanese government has been week in fixing responsibility on the shoulder of individual officials.

Gunma and Chiba prefectures were most afraid that the standards for day nurseries may be found to be to high so that day nruseries might have to be closed down. Would there be a provision for allowing certain period of time to improve the condition to meet the standards?

Mr Kojima explained that the orijimal draft of the "minimum standard" requlations alloned 5 years but that mr markuson thought it was too long. Mr Kojima shared the worries that the minimum standards might put restrictions to or force out of existence certain institutions which are now operating and are required, also that through such circumstances the minimum standards might defeat the purpose of the child welfare Law.

Ibaraki prefecture asked whether the ministry was prepared to assure that the nation will provide enough construction and personnel funds and supplies to enable many of institutions to improve to meet the standards.

Mr Kojima pointed out that the recent increase in the national grant-in-aid on protection expenses and business expenses of institutions should partly meet such needs. Community chests could also assist private agencies He will consider proiding in the cobinet order relating to the minimum standards some such points.

At this point nagano Prefecture moved that a resolution be adopted recommending to the Minister of Welfare the desirability of having included in the provisions of the regulations without fail a clause time for improvement. This motion was seconded and such a resolution was drawn up by a committee and adopted by the congregation this resolution warned the possibility of the minimum standards turning out to be the maximum standards under the difficerlt economic sitnation. It proposes to allow 5 years'time for improvement of equipment, building, etc, and 3 years for the improvement on the treatment accorded inmates.

4. Operation of the child welfare station centers.

Mr Kojima pointed out the reports reaching his office show unfaborable pictures of the way the child welfare centers are being started to operate. Importance must be placed on the acquisition of good pereonnel. Mr Kojima urged the prefectures to get good. qualified and capable personnel to work in the child welfare centers.

Concern was expressed by some prefectures over the possible contradiction between the child welfare Law and the propored juvenile Law . The latter should he such as will help the development in the junctions of the child welfare centers

More number of staff was requested to work in the child welfare centers.

5. Operation of child welfare agencies

6. Adequate use of foster home care program.

7. Propagation of the idea of child welfare

8. Prevention of Juvenile delinquency.

9. Enhancement of culture for children

For lack of time the above listed five topics were taken up to-gether for discussion

One public health nurse from Nagat asked for information on modal lying-in agencies and model infant homes.

Gunma prefecture asked for clarification of relation between the school Education Law and the child welfare Law as it concerns physically weak school children. The former provides for special clarses for such children. However, it is not done in caser where there are only a few such children in a grade from budgetary reasons. These children should be taken care of under either one of the two Laws.

Gunma also requested that one public health nurse will be placed in each city town and village, for guidance in health of infants and pre-school children. One public health nurse in each health center (gun's level) is not enough. Formerly public health nurses were placed in towns and villages in connection with the national health insurance program. However, due to financial difficulty in the national health insurance program carried towns and villages to dismiss these public health nurses coupled with a higher qualification applied to public health nurses, these nurses themselves feel uncertain of their jobs. They tend to leave services with cities, towns and villages. Mr Kojima promissed to study the problem.

Chiba asked for information concerning the report that Boy scouts will be handled by welfare sections.

Both saitama and chiba complained that waifs in Tokyo wander over to there adjoining prefectures .. as a result, institutionsare full no capacity. there will be more foster parents if the government provided them wit many additional rationing plns the regular increment for the foster children. id thef there waifs hate to go to school. Foster parents-to be may be afr labor may be blamed for not sending their foster children to school but exacting from there children, mrs. Yoshime suggested establishing special institutions for foster children for schooling

Saitama reported it found 500 blind, deaf and mute school age children as a result of a survey. However the education ministry is not able to provedi fund to establish schools for there bandicapped. Saitama desired creation of such institutions under the child welfare Law. Mr hara suggested using two names for one such institution "school or Dormitory for Handredpped children" and "child welfare Institution" obtaining fund from the two ministreis.

Tochigi suggested, in connection with the resolution adopted regarding minimum standard; all there problems will be solved is the ministry can provide required fund

DECLASSIFIED E.O. 12065 SECTION 3 402/MDS NO. _____

HEADQUARTERS
CHIBA MILITARY GOVERNMENT TEAM
APO 181

1 June 1948

SUBJECT: Welfare Conference Nagano

TO: Commanding Officer
Kanto Military Government Region
APO 201
ATTN: Capt. Nerri, Welfare Section

1. In reference to your memorandum of the 25th May in regards to conference at Nagano, the following is the information you requested.

Chiba Military Government Representative:
Mary C. Wyckoff, Welfare Officer

Expected time of departure: Ueno Station ~~0800~~ 2200 Sun. 6 June, ~~Monday 7~~ June
arrival : 1520 Nagano Station

Dates of Attendance: 7 June to 11 June 1948

* * * * * * * * * * * * * * * * * * *

Chiba Prefecture Welfare Officials:
Mr. Taga - Prefecture Welfare Dept., Director
Mr. Otsuka - Chief, Child Welfare Section
Mr. Yamakawa - Chief, Insurance Section
Mr. Hara - Chief, Welfare Section (Social Affairs and Protection)

Expected time of departure: Monday 7 June 1948 (train)
arrival : Monday 7 June 1948 (train)

Dates of attendance: 7 June to 10 June 1948

2. Due to the Chiba Military Government Team rail trip of Chiba Prefecture (6 - 13 June) it will be impossible for Welfare Section to have interpreter or Sgt. Olsen (Welfare Assistant) present.

3. Would appreciate receiving a schedule, if available, for the Prefecture Welfare Officials (covering both joint meetings and separate meetings).

Mary C. Wyckoff

MARY C. WYCKOFF
Public Welfare Officer

DECLASSIFIED E.O. 12065 SECTION 3 NND 963027 NARS, Date

SCHEDULE - KANTO REGION WELFARE CONFERENCE

	TUES - 8 JUNE 1948	WED - 9 JUNE 1948	THURS - 10 JUNE 1948
0800	Welcome - Lt. Col. Coulson C.O., Nagano M.G. Team Introductions and Purpose of Conference-Capt. Nerrie	0830 - Public Assistance in Japan P.A. Projects Administration Grants Minsei-iin In-service training Institutions Mr. M. TRUAX	0830 - B-2 Annex- Mr. TRUAX
0900	Discussion of Child Welfare Law and Japanese Child Welfare with joint group of Japanese Welfare Officials and workers and M.G. Welfare personnel-------- Mr. I. M. MARKUSON		0930 - General Discussion of B-2 Annex 1000 - Disaster Plans--------- Mr. TRUAX
1030	Open session for discussion of subject thru Question and Answers.	1030 - Open session for discussion of above	1100 - Social Insurance-------- Mr. TRUAX
1200		1200	
	* See Note 1 (One)		
1300	Child Welfare---------- M.G. Problems and Responsibilities-------- Nat'l and Pref. C.W. Boards Pref. Welfare Dept. C.W. Officials C.W. Center Inst. Minimum Standards Use of Minsei-iin Mr. I. M. MARKUSON	1300 - Fihal Meeting with Japanese Pref. Welfare Officials at Pref. Conference Room 1400 - Public Assistance-------- M.G. Problems and Responsibilities Mr. TRUAX	1300 - General Discussion of Local and Region Welfare Problems
1500	Open Session for discussion		
1600		1600	1600

Note 1 - The afternoon conferences as scheduled are for M.G. personnel only. Except for Wednesday 9 June 1948, between 1300 and 1400 the afternoons are purposely left open for the Japanese to work out a schedule of talks for and by their own personnel, covering the subject of the mornings conference.

Kanto Region Welfare Conference Attendants (Japanese)

Representing Office	Post	Name
Welfare Ministry	Director of Social Bureau	Chujiro Kimura
	" of Child Welfare	Tokuo Kojima
	Chief of General Affairs Sec.	
	Insurance Bureau	Kichiji
		11 others
Nippon Social Works Asson.	President	Nozomu Nakagawa
		one other
All Japan Welfare Commissioners Federation	"	Taiichi Mara
		one other
Gumma Pref. Office	Welfare Dep't., Head	Shinroku Kanda
	Welfare Sect. Chief	Masao Arai
	Child Welfare Chief	Gunroku Kobayashi
	Insurance Sect. Chief	Kiichi Nakasato
		4 others
Tochigi Pref. Office	Welfare Dept. Head	Ichiro Nariyoshi
	Social & child welfare Sect. Chief	Tsuneshigé Hirai
	Insurance Sect. chief	Fuuji Matsusawa
		5 others
Ibaraki Pref. office	Welfare Dep't. Head	Yoshihiko Kumagai
	Welfare Sect. chief	Teru Hayashi
	Woman & Child Welfare Sect. chief	Hiroshi Yoshise
	Insurance Sect. chief	Akira Ishioka
		one other
Chiba Pref. Office	Welfare Dep't. Head	Yoshio Taga
	Welfare Sect. chief	Seishi Hara
	Child Welfare Sect. chief	Noboru Otsuka
	Insurance Sect. chief	Tsunesaburo
		3 others
Saitama Pref. Office	Welfare Dep't. Head	Nerikiyo Yoshii
	Child Welfare Sect. chief	Takeo Orihara
	Releif Sect. Chief	Misao Osawa
	Social Sect. chief	Chikao Toneki
	Insurance Sect. chief	Takeji Teriyama
		2 others

Representing office	Post	Name
Yamanashi Pref. Office	Welfare Sect. chief	Yoshimoto Osada
	Child Welfare Sect. Chief	Yoshio Kyojima
	Insurance Sect. Chief	Zentaro Nishimura
Nagano Pref. Office	Governor	Torao Hayashi
	Vice-Governor	Katsuji Nakamura
	Welfare Dep't. Head	Mineo Kobayashi
	Welfare Sect. chief	Tadashi Akimoto
	Child Welfare Sect. Chief	Masuji Muramatsu
	Insurance Sect. Chief	Tsuneyoshi Hakouchi
	Pref. Assembly Social Works Committee	Koji Adachi 8 others
	Child Welfare Committee	Jyoon Yokota 14 others
	Mayor	Kyuzaemon Matsuhashi 5 others
	City Welfare Sect. chief	Hisao Miki 5 others
	Local Office chief	Takeo Akae 15 others
	Local Office Welfare Sect. chief	Toshiki Nakazawa 15 others

DECLASSIFIED E.O. 12356 SECTION 3.3

SAITAMA MILITARY GOVERNMENT TEAM
APO 201

AHK/to
28 May 1948

SUBJECT: Welfare Conference at Nagano, 8-9-10 June 1948

TO : Commanding Officer,
Kanto Military Government Region,
APO 201

Attn: Region Welfare Section

The following personnel from the Saitama Military Government Team will attend the Regional Welfare Conference at Nagano:

Annabelle H. Kent - Public Welfare Officer, DAC, P4

Corporal Edward William Brack - RA 18251491

Japanese Nationals

Mr. Yoshio Ezoe - Welfare Inspector

Miss Tatsuko Chara - Interpreter

Mr. Toshio Matsushima - Interpreter

Mrs. Kent and Corporal Brack prefer to leave from Ueno Station 0800 on 7 June.

Charles P. Hayward

CHARLES P. HAYWARD
Lt. Col., FA
Commanding

DECLASSIFIED E.O. 12065 SECTION 3 402/NARS NO:

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO 201

26 May 1948

Mr. I. H. Markuson
Public Assistance Branch
G.H.Q. Public Health and Welfare Section
APO 500

Mr. Markuson:

Am enclosing a copy of the schedule for the Kanto Region Welfare Conference planned for 8-9-10 June 1948 at Nagano city.

This office is deeply appreciative of your willingness to assist us in making it useful to both the Kanto M.G. Region welfare personnel and the Japanese prefectural welfare officials.

Yours truly

ROBERT A. NERRIE JR
Capt. CMP
Welfare Officer

DECLASSIFIED E.O. 12065 SECTION 3 402/NARS NLT

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO 201

26 May 1948

Mrs E.K. Callow
Public Welfare Section
Tokyo M.G. Team
APO 500

Dear Mrs. Callow

Am enclosing for your information a copy of the letter sent to the Kanto Region team welfare officers regarding the June conference in Nagano.

Also, enclosed are three copies of the schedule for yourself, Miss Fuller and Mrs Rhoades.

Am looking forward to seeing you at Nagano.

ROBERT A. NERRIE JR
Capt. CMP
Welfare Officer

DECLASSIFIED E.O. 12065 SECTION 3 (b)(1) NND 760050

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO 201

26 May 1948

Mrs. C.L. Baker
Public Welfare Section
Kanagawa M.G. Team
APO 343

Dear Mrs. Baker

Am enclosing for your information a copy of the letter sent to the Kanto Region Team Welfare Officers.

Also, enclosed are two copies of the conference schedule.

Am looking forward to seeing to at Nagano.

ROBERT A. NERRIE JR
Capt. CMP
Welfare Officer

DECLASSIFIED E.O. 12065 SECTION 3 102, NARS DATE

Welfare Section

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO201

26 May 1948

SUBJECT: Welfare Conference, Kanto Region.

TO : Commanding General, IX Corps, APO 309.
ATTN: Military Govrenment Welfare Section

Inclosed, for the information of welfare section, is the proposed schedule of the June Kanto Region welfare conference and a copy of the letter sent to each of the Kanto Region M.G. teams.

FOR THE COMMANDING OFFICER

KENNETH G. [redacted]
1st Lt., QMC
Adjutant.

2 Incls.
1- Conference Schedule
2- Letter to M.G. teams

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

Welfare Section
File

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO 201

25 May 1948

SUBJECT: Welfare Conference at Nagano, 8-9-10 June 1948

TO : Commanding Officer, all Teams Military Government Team, ,
APO

A three day conference of the team welfare officers and the enlisted personnel of the team welfare sections will be held at the headquarters of the Nagano Military Government Team in Nagano city on 8-9-10 June 1948, beginning at 0800 on the 8th.

It is desired that the Region welfare section be notified not later than 2 June 1948 of the number and names of the personnel of your unit who will attend and the expected date and time of their arrival at Nagano.

If travel thru Tokyo is necessary the best connections will be made on the train leaving Ueno Station at 0800 Monday, 7 June 1948. Another train leaves same station at 2200, arriving at Nagano at 0530. The morning (0800) train from Ueno on 7 June is recommended.

Interpreters, (Japanese nationals) if attending, will be the problem of their respective teams as to transportation and meals, but while at Nagano, quarters will be made available by the Nagano prefecture.

Inclosed is the proposed schedule of the conference.

BY ORDER OF COLONEL MERKLE

KENNETH G. SEE
1st Lt. QMC
Adjutant

1 Incl.
Schedule of Conference (dupl.)

~~Hankuan~~ / Calloway (3) / Fuller Rhoades
Tanaka / Baluk (2) ?
Rourke /

DECLASSIFIED E.O. 11652 SECTION 3 (E)

Welfare File (N)

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO 201

21 May 1948

Subject: Welfare Conference in Nagano, 8-9-10 June 1948

To : Commanding Officer, Nagano Military Government Team, APO 181

Inclosed is the schedule of the Region Welfare Conference planned for 8-9-10 June 1948 at Nagano city.

The afternoons leave the Japanese personnel free to schedule discussions on the subject of the mornings talk.

It is desired that each M.G. Team send its welfare officer and enlisted personnel of the Welfare Section.

It is requested that the head of the Nagano prefecture welfare department be asked to invite the heads of the Welfare Departments of the Tochigi, Ibaraki, Chiba, Saitama, Yamanashi and Gunma prefectures to be present with the heads of their five sections.

It is preferred that the A.M. conferences with Japanese will be held in a Nagano city theatre or auditorium. Mr. Kobayashi could arrange for that.

The M.G. personnel conferences (P.M.) will bring together approximately thirty people including representatives from SCAP, 8th Army, IX Corps, region teams, Tokyo team, Kanagawa team and L.A.R.A.

Miss Simmons, Region Welfare Section, will arrive in Nagano on 2 May 1948 to work with Capt. Marcinkowski and to assist in any way possible in preparing for the conference.

BY ORDER OF COLONEL MERKLE

KENNETH G. SEE
1st Lt., QMC
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3 (E)(1)

Welfare Section

HEADQUARTERS
KANTO MILITARY GOVERNMENT REGION
APO 201

4 May 1948

Subject: Scheduled Kanto Region Welfare Conference,
8-9-10 June 1948

To : Commanding General, 8th Army, APO 343
Attn: Military Government Section

Inclosed is the schedule of a Kanto Region Conference of military government team welfare officers and Japanese welfare personnel.

It's purpose is to bring about a better and more complete understanding of public welfare projects, directives, methods of instruction, and the preparation of reports.

In addition to SCAP, 8th Army, IX Corps, and Kanto Region and team personnel, representatives of LARA, and of the Tokyo and Kanagawa M.G. Team welfare sections have been invited to attend the conference.

Subject to approval by their immediate superiors, Mr. I. H. Markuson of SCAP Public Health and Welfare, and Mr. M. Truax of 8th Army M.G. Welfare Section, have indicated that they will take part as shwon in the schedule.

FOR THE COMMANDING OFFICER

KENNETH G. SEE
1st Lt. QMC
Adjutant

1 Incl.
Conference Schedule.