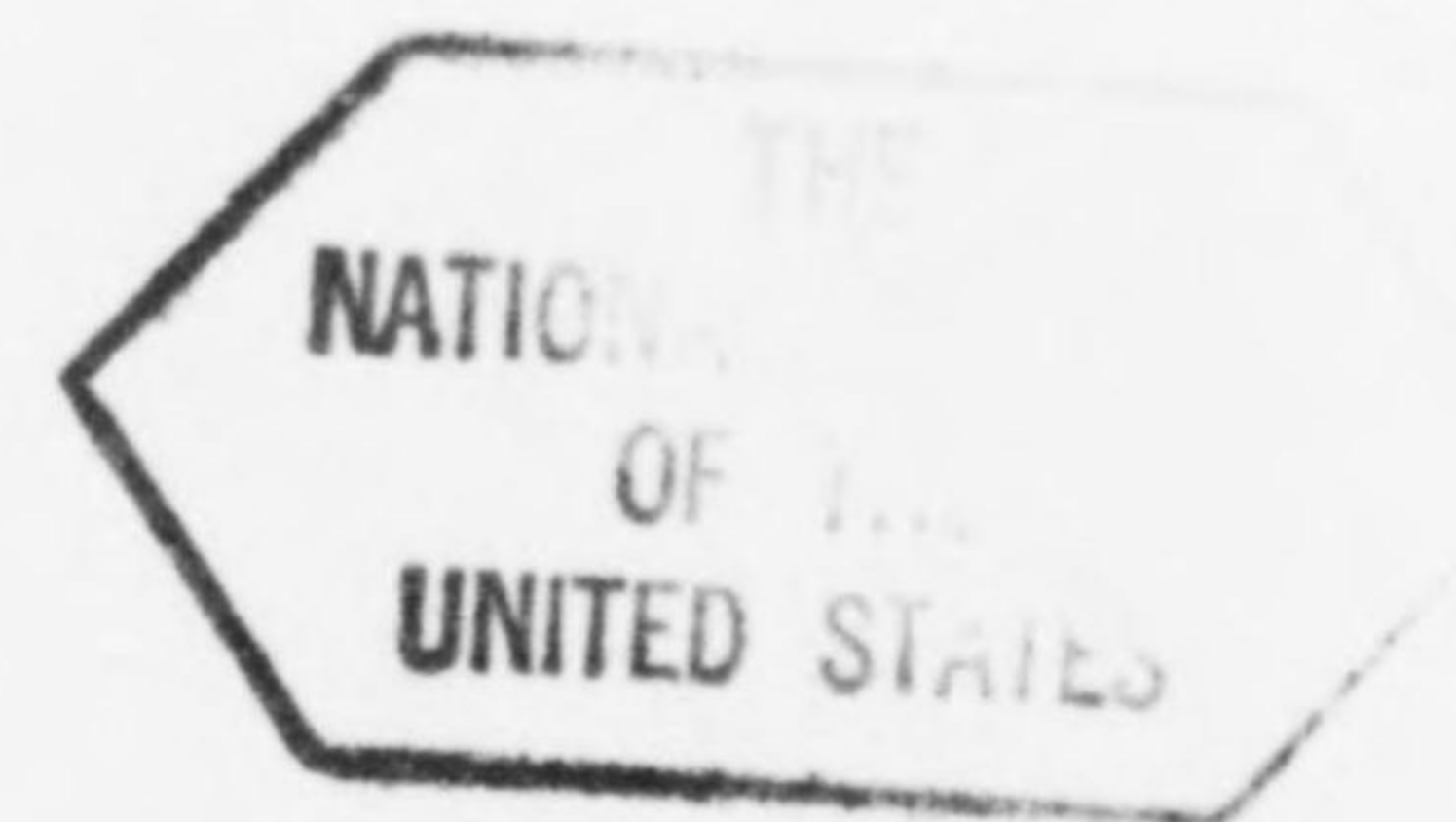


GHQ/SCAP Records(RG 331)
Description of contents



- (1) Box no. 2581
- (2) Folder title/number: (29)
Public Welfare
- (3) Date: Dec. 1950
- (4) Subject:
- (5) Item description and comment:

Classification	Type of record
760	e

- (6) Reproduction: Yes No
- (7) Film no.

Sheet no.

file

pc

Tokopu

Recommendation for the Welfare Programs
as submitted by Regions



December 1950

Hokkaido

1. Japanese Law

a. Abolition of the 7 categories of Public Assistance under the DSL. Assistance should be given on a basis of need and not on a basis of 7 different kinds of need. This would eliminate the use of numerous applications and the unrealistic budgeting required by the present categories.

b. The DSL, or the Law for Social Welfare Secretaries, should include provision for establishing and training medical social workers in the Public Assistance Program in view of the more than 50% medical costs of the total expenditures on Public Assistance.

c. Provision should be made for clothing and rent in the DSL. A minimum of clothes should be listed and a minimum of rental should be stipulated. In neither case should the minimum become the maximum. The present allowances are utterly absurd.

d. A minimum standard for decent housing should be stipulated as well as a minimum of bedding.

e. Deductible income from the assistance budget should be specifically described and verified for those under the DSL. Arbitrary sums without evidence of the specific source should be eliminated as deductible.

f. Under the Child Welfare Law child prostitution (geisha) should be clearly defined and abolished. Provisions for punishment for those dealing in this traffic should be clear and effective.

g. The NHI Law should clearly state which benefits, if any, are allowable when premiums cease to be paid by the indigent. If NHI is term insurance, it should be specifically designated as such.

h. A recommendation should be made to the central government for a uniform and simplified statistical reporting system in Public Assistance.

i. A simplified mandatory information service on community welfare resources should be established. A mandatory publicity program to teach the general public that applications for public assistance should, and can be, made in city, town, and village offices, rather than through minsei iin. This will help to weaken the minsei iin system preliminary to its abolition. The promulgation of a law should be considered just as important as the law itself.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Hokkaido (Cont'd)

2. Civil Affairs

a. Recognition of basic cultural and traditional practices in making recommendations for changes in laws. Unless there is harmony between these factors and the laws, there will continue to be evasion and subterfuge. The laws will not be enforced. There will continue to be change in form, but not in substance.

b. Greater emphasis on administrative application on the administration-client level. The present emphasis on administrative organization tends to neglect the very people for whom the welfare program is set up. There should be a greater balance between time devoted to administrative organization and time devoted to spot checking on actual welfare cases and situations. The latter alone is the testing ground of the efficacy of the administrative organization, staff and functions.

c. Recommendation 3b is for both the Japanese and Civil Affairs.

Tohoku

1. Daily Life Security Law:

a. Article 1. - "-- provide necessary assistance to all of the citizens in need --."

Should the word "citizens" be deleted and "residents" be substituted? This also applies to Article 2.

b. Article 22. Delete.

c. Article 31. Delete the words "the head of institution." para. 4 Although found to be a convenient method of making payment to residents of an institution, it offers the danger of presenting to the superintendent too great authority and opportunity for graft.

d. Article 34. Complaints have been received about the failure to include acupuncture and moxa cautery. Medical opinions have varied as to the efficacy of these treatments but have agreed on their psychological value. Can facilities or payment for psychiatric care to take the place of acupuncture and moxa cautery be encouraged?

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

- e. Article 44.
para. 2 states "The provision of Article 28 paragraph 2 and 3 shall apply mutatis mutandis to the spot-check in accordance with the provision of the preceding paragraph." The preceding paragraph refers to prefectural officials while Article 28 paragraph 2 refers to local offices. Clarification is desirable.
- f. Article 62. To the words -- "or a private home in accordance with the provision of the proviso to Article 30 paragraph 1" -- should be added "and paragraph 2" in order to reiterate the importance of not forcing a recipient to enter an institution against his will.
- g. Article 64. Perhaps through an error in translation, some words appear to have been omitted. It should read "In case any recipient --- is dissatisfied with a disposition taken by the mayor of city, town, or village an appeal shall be made through the mayor of city, town, or village concerned to the governor of To, Do, Fu, or Prefecture ---."
- h. Article 65. To the words "--- he shall make a necessary review of it ---" should be added "through study of the documents and such other investigation as required in order to obtain a full and unbiased understanding of the situation." At present prefectural officials sometimes find it difficult to clarify their position in the investigation of appeals.
- i. Article 70.
para. 2 Delete - On the basis of 132,000 minsei-iin in Japan, a figure given at the Minsei-iin National Federation Meeting in April 1950, each of whom, not including special grants, receives in round figures, an annual sum of 1,000 yen, the minsei-iin receive 132,000,000 yen, annually. This would employ approximately 1,320 social welfare secretaries.
- j. Article 73.
para. 1. Delete.
- k. Article 75.
para. 1. Delete.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

1. Article 83. What body or person is responsible for taking action against a recipient or his accomplice in receiving funds illegally?
 - m. Question: Is it now possible to remove private institutions from subsidies granted under this law? Community Chest allocations are being made more and more to agencies and federations. If they were made to private institutions, delineation of what is public and what is private could be made more easily, and the funds would serve a better purpose.

2. Regulations of the Daily Life Security Law:
 - a. Housing aid should be granted in accordance with actual rental or taxes paid.
 - b. Utilities should be granted in accordance with actual bills.
 - c. Complaints about allowances for fuel indicate that in many instances they are insufficient.
 - d. Cities, Towns, and Villages should maintain an emergency fund from which emergency payments may be made quickly, such as at the beginning of assistance or in cases of funeral aid.
 - e. Provisions should allow the purchase of sufficient warm clothing, bedding, and necessities when assistance is begun or in the event of illness or hospitalization.
 - f. In the regulations should be a definition of the relationship of the social welfare secretary to the district chief, mayor, section chief, child welfare officials, and workers for the welfare of disabled persons, perhaps in accordance with 5c of Annex B-2 of the Tohoku Region Monthly Activities Report for September 1950.

3. Child Welfare Law:
 - a. Article 12. Some child welfare workers, jido-iin, as in Aomori City, are complaining that child welfare work is too technical for them. With the appointment of social welfare secretaries at the local levels, it is questionable that jido-iin will be necessary for other than purely voluntary activities, such as cooperating in supervised recreation programs, teaching specific skills to children in institutions, accompanying children to clinics, organizing

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

and conducting children's clubs, and, under the leadership of qualified day nursery teachers, conducting seasonal and movable day nurseries.

- b. Article 13. In spite of Article 81 the Daily Life Security Law, the present Article 13, and Article 2 of the Local Autonomy Law which gives the mayor jurisdiction over the welfare of all persons residing in his area, the duties of the mayor with respect to child welfare are not clear. Many places complain that his authority is limited to reporting, placing expectant mothers in lying-in agencies when necessary, (Art. 22) placing mothers and children in mother and child homes (Art. 23), and children in day nurseries (Art. 24). His responsibility toward pre-delinquent and problem children, i.e., for the child welfare program including referral to child welfare officials or the governor in cases where placement away from their own homes or families is involved, should be outlined.
- c. Article 15 & Art. 27. The governor is given the authority with parental consent or upon court order, for placement of children away from their own homes. This power is customarily delegated to the prefectural child welfare section, the child welfare official, or the child consultation center. According to Article 15 the child consultation center shall aim at promoting the welfare of children through consultation and making discrimination of the child's capacities. Therefore Article 27 should state that the governor may delegate his authority for placement to the prefectural child welfare section. Where authority is mentioned it should be defined as written authority granted by parents or Family Court!
- d. Article 29. Delete the words "child welfare workers" and substitute "child welfare officials" so that, in part, this article would read -- "May order the child welfare official or public personnel concerned with child welfare work to step in the place --."
- e. Article 30. The sentence "The guardian who is not able to bring up his child under his care with an

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

economic reason etc., shall consult with the child welfare center, child welfare official or child welfare worker" should be changed to read: "The guardian who is not able to bring up his child under his care with an economic reason etc. shall consult with the child welfare center, child welfare official, social welfare secretary, or mayor of the city, town, or village."

- f. Article 32. Delete. Admonitions and written oaths accomplish no real purpose.
- g. Article 39. Some provision should be included to prevent kindergartens from being designated as day nurseries in order to receive the subsidies. Perhaps this might be accomplished by establishing the required percentage of children needing protection while their parents are unable to care for them for reasons of employment or illness.
- h. Article 44. Should pre-delinquents be placed with delinquents? So the word "pre-delinquents" should be deleted.
- i. Article 47. This article should read "The superintendents of the child welfare agencies may assume the parental right over the daily lives of the children in their charge when it is necessary. They shall not, however, exercise it over determination of placement of the child which in Article 27 has been vested in the governor, nor over the supervision of the properties which belong to the children ---."
- j. Article 50. (2) Delete the words "child welfare workers."
- k. Who shall inspect or supervise institutions? Child consultation centers? or is this included in the work of the child welfare officials?
- l. Article 56. para. 2 Delete the words "child welfare workers."
- m. Article 57. To prevent buildings or sites from being designated for the use of child welfare in order to avoid payment of taxes, should this provision include some safeguards?

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

n. Article 64. Delete?

o. Question. Is it now possible to remove private institutions from receiving subsidies under this law?

4. Regulations on the Child Welfare Law:

a. The job of the child welfare official and its relationship to that of the social welfare secretary should be carefully defined, perhaps in accordance with our discussion in paragraph 2a of Annex B-2 of the Tohoku Region Monthly Activities Report for September 1950.

5. Minimum Standard Law for Child Welfare Agencies:

a. Article 5. The word "officer" which may be vague due to translation should be changed to "official." He should not only inspect for minimum standards but encourage the institution to exceed them.

b. Article 8. The personnel responsible for child welfare agencies are required to have certain personal qualifications. To these should be added some standard of educational qualification.

c. Article 14. For contacting a worker when a child is being discharged from an institution, the worker should be designated as child welfare official rather than child welfare worker.

d. Article 61. Delete point one.

e. Article 65. Since the method of counting age has been changed, the age for separation of the sexes should now be stated as six years.

f. Article 71. The limit on hours of work which may be performed by children should be reduced in number.

g. Article 106. Should the period at which tests are repeated be stated in the regulations more definitely?

6. Foster Home Law:

a. Without going into this law in detail, it is suggested that it be reviewed with an eye to removing some of the difficulties such as that of requiring foster mothers to be able to supply breast milk to infants, and the possession of a certain number of diapers which are not customarily used for Japanese infants.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

7. Juvenile Law:

a. The Juvenile Law makes no provision for children between the ages of 14 and 18 years. Protection provisions for this group should be included.

8. The Reformatory Law:

a. Article 4. This article states that children should be prepared for life in society with self-consciousness and in a disciplined manner. This smacks of institutionalism. Could it be worded differently to emphasize the treatment rather than the punitive aspects?

9. The Welfare Commissioner Law:

a. Article 6. Change the words "and who are also suitable to be the child workers under the Child Welfare Law" to read "and who are also suitable to carry out volunteer programs in connection with recreation, clubs, and institutions to provide wholesome recreation, prevent delinquency, and contribute to the healthy growth of children."

b. Article 14. "The duties of the welfare commissioners shall be as follows:" Delete the rest of the article and substitute: To conduct:

- (1) activities directed toward the personality development of children in communities and institutions.
- (2) activities directed toward the better adjustment and happiness of the aged.
- (3) activities directed toward the improvement and comfort of the ill.
- (4) specialized activities for which individuals are especially suited by nature or profession.
- (5) liaison and publicity for welfare programs.

Under regulations these may be more specifically stated as:

- (1) Child Welfare

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

- (a) teaching skills to children, especially those in institutions,
 - (b) accompanying children to clinics,
 - (c) carrying out programs of supervised recreation,
 - (d) organizing and supervising children's clubs,
 - (e) operating, under supervision, seasonal and movable day nurseries,
 - (f) perform other duties helpful to children's institutions.
- (2) Aged
- (a) visiting the aged in institutions,
 - (b) organizing clubs for the aged.
- (3) Ill
- (a) coordinate activities with Red Cross volunteer groups,
 - (b) visit the ill in homes and hospitals,
 - (c) assist in home management during the illness of the mother.
- (4) Special
- (a) lawyers might act as legal consultants to persons referred by social welfare secretaries,
 - (b) doctors might act as consultants on welfare problems to social welfare secretaries,
 - (c) report to welfare office employment not referred to the Public Employment Security Office,
 - (d) instruct individual women in home management.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

(5) Liaison and Publicity

- (a) speak for the inarticulate,
 - (b) promote and spread information about welfare programs,
 - (c) advise welfare officials about the needs of individuals and communities.
- c. Article 17. Delete paragraph 2.
 - d. Article 19. Delete.
 - e. Article 20. Delete. Substitute: The welfare commissioners shall participate in Community Councils, Child Welfare Councils, and other councils as their work necessitates.
 - f. Article 21. Delete
 - g. Article 22. Delete
 - h. Article 23. Delete
 - i. Article 24. Delete
 - j. Article 25. Delete
 - k. Article 26. Delete
 - l. Article 27. Delete
 - m. Article 28. Delete
 - n. Article 29. Delete
 - o. By removing funds, participation in programs involving the granting of funds, and federations, the power of the minsei-in may be broken while preserving a Japanese custom and contributing to the fulfilment of many needs of a total welfare program.

10. Welfare Pension Insurance Law:

- a. Article 4. The ten classes of standard remuneration under the Welfare Pension Insurance Law should be increased to the nineteen provided under the Health Insurance Law with the result that an insured person with a monthly standard remuneration of more than 8,000 yen would pay higher premiums and receive increased benefit.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

- b. Article 48. Paragraph 1 should be amended to read "six months or more but less than twenty years" instead of the present "five years or more but less than twenty years."

This is to allow an insured who is covered for a period of less than five years to receive a portion of the amount of premiums invested as retirement allowance. Under the present provision, an insured who is covered for a period less than five years does not receive any allowance.

11. Health Insurance Law:

a. Article 6 of the Health Insurance Law (Japanese edition) states that the health facilities of the health insurance societies shall be exempted from local taxes. This provision has been completely omitted from the English translation. In contradiction to this Article 6 of the Local Tax Law states, "In cases where it is deemed improper to impose a tax by reason of public interest, etc., local bodies may not impose it;" and in paragraph 2 of the same article is the statement: "In cases where it is deemed necessary by reason of the public interest, etc., local bodies may impose a tax at unequal rates." The questions are: which law takes precedence? Can health facilities of the health insurance societies be taxed? Clarification in the law is needed.

12. National Health Insurance Law:

Inclusion: A provision that will authorize the governor of each prefecture to review all medical bills under the National Health Insurance, thus, standardizing the reviewing system by establishing one National Health Insurance reviewing committee in each prefecture to review all medical bills under National Health Insurance.

13. Medical Fee Payment Fund Law:

Inclusion: A provision that will require the branch associations to pay directly to the Medical Fee Payment Fund office of the prefecture concerned and the mailing of receipts by the branch association to their main office. At the present time the Medical Fee Payment Fund office must request payment to the main office which is usually located in other prefectures and consumes as much as four or five months before payment is received by the Medical Fee Payment Fund.

14. Standard of Establishing Social Welfare Secretaries:

a. Article 3. (2) "Social Welfare secretaries to be stationed at local offices" should read "Social Welfare secretaries, under the direct supervision of the Prefectural Welfare Department, to be assigned office space at the local district offices"---.

15. Renovation of Workshop Enterprises:

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

- a. Regulations for private workshops should be issued promptly to cease the confusion existing as to regulations pertaining to them.
- b. Workshops should not be permitted to pay less than standard wages.
- c. Prefectures should be reminded that:
 - (1) Workshop employees must be registered at the Public Employment Security Office.
 - (2) Budgets prepared by the welfare office indicating eligibility for the assignments must be completed.
- d. Workshops which no longer come under the Daily Life Security Law or the Social Work Law continue to operate under the label of home-industries. Since home-industries come under no regulations, the workshop evils continue.
- e. Workshops under the Social Work Law should be consolidated into Protectional Workshop programs and only one operational system of the two type should exist or the former should be liquidated and the Social Work Law Articles regarding work centers be revised.
- f. Reasons:
 - (1) Proper supervision and guidance are actually not carried by the local government body, due to:
 - (a) Worker qualification is not restricted as for the protectional workshop.
 - (b) As National Government subsidy is not given at all, the local official considers it is a freely operated enterprise based on the initiative of the operating body, therefore, he has no concern with it.
 - (c) Minimum Standards have not been set up.
 - (2) It is clearly stated that workshop enterprises should not compete with private industry and yet must be self supporting on purchasing raw materials and finding markets for their products; it seems that the National Government is avoiding its responsibility for guidance and assistance.
 - (3) Exemption from taxes on the ground and building for approved workshops under the Social Work Law, Article 10, is a good loophole but is not valid unless sturdy, routine inspections are made.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tohoku (Cont'd)

16. Suggested Programs for Emphasis:

a. The Child Welfare Law includes provisions for reformatories. Article 3 of the Reformatory Law, number 169, effective 1 January 1949, placed reformatories under the jurisdiction of the attorney general, thus causing confusion as to their responsibility among both Japanese and Civil Affairs personnel. In formulation of program or by changes in the laws, could the responsibilities of child welfare officials be clarified? Child Welfare officials are better suited by training and experience for this work.

b. More emphasis should be placed upon children's recreational agencies for personality development.

c. With only an occasional program giving thought to rehabilitation, transient programs throughout Japan vary greatly. It is suggested that a transient program, aimed at rehabilitation of the individual, be formulated and emphasized.

d. Although differentiation between public and private agencies and institutions requires emphasis, this topic is not included here because the provisions of the draft of the social work law are unknown.

e. Under the screen of forming councils of social agencies, the trend toward consolidation of Dobo Engo Kai, the minsei-iin Renmei, and the Social Work Federation into one powerful organization requires immediate attention.

Kanto

1. Policies:

a. Emphasis upon the development of a strong public welfare program in which there is a clear and definite separation of private welfare organizations and programs from the public agencies and programs. This is opposed to recent movements and planning in relation to the integration of public welfare programs with those of private agencies and organizations through the medium of social work councils. Private welfare agencies and organizations should be left free to develop on their own initiative. Past experience has clearly shown that when public agencies and organizations become involved with the private agencies that confusion results and private efforts fail to materialize. Public welfare administrators could organize and utilize those methods of community organization which they saw necessary to interpret public programs to the community.

b. The removal of volunteer workers from all national public welfare programs and the assumption of complete responsibility for administration and operation by paid welfare workers.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kanto (Cont'd)

c. The establishment of improved personnel practices in the paid worker system that would provide for better selection, development and training, and advancement for career welfare workers at all levels of government. Improvement in personnel practices should provide opportunity for progressively higher welfare positions at the city, prefectural and Ministry levels.

d. It is recommended that there be closer cooperation, coordination and discussion between city welfare officials, prefectural welfare officials and the Ministry welfare officials in planning national legislation and the establishment of national policies. The fact that city welfare officials are those who actually carry out national programs should be recognized, and prefectural and national officials should realize that the experience of the city officials would be invaluable in national planning and policy making. In this respect, it is suggested that as city officials are brought closer to developments at the prefectural and national levels, that Civil Affairs welfare personnel also be given an opportunity to be informed and advised through appropriate channels as to developments at the national level.

e. It is recommended that a policy be established which recognizes that the providing of national social services involves responsibility on the part of the recipient of those services, as well as on the government agencies providing the services. Comparatively speaking, there is too much emphasis upon defining and determining activity of administrative and operational welfare agencies. One of the objectives of public welfare programs, rehabilitating and returning indigent persons to useful places in the community, will be realized only when the indigent persons have been made aware of their own personal responsibilities.

2. Legislation:

a. Rescission of the Minsei-iin Law.

b. Revision of the Child Welfare Law to provide a clear definition of parental authority and the provision that parental authority not be delegated by the governor to any level lower than the prefectural welfare department. Particularly, parental authority should not be delegated to institutional managers except through court procedures.

c. Repeal of the Social Welfare Secretaries Law and its integration into future legislation (the Social Work Basic Law) and provisions for the establishment of a merit system of personnel practices in national, prefectural and local welfare programs. Personnel standards should not be included in the law itself, but should be set by regulations.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kanto (Cont'd)

d. The clarification and rewriting of Hatsu-Sha #49, Sha-Otsu-Hatsu #118 and Sha-Otsu-Hatsu #119. These three directives are concerned with the establishment of social welfare secretaries and are conflicting, contradictory and confusing.

e. It is recommended that the function of the child welfare official as set forth in the Child Welfare Law be rewritten taking into consideration changes in child welfare programs, as well as the establishment of social welfare secretaries and the proposed establishment of welfare districts. It is also recommended that a more realistic consideration be given in regard to what child welfare officials can do. It is a known fact that child welfare officials quotas in all prefectures are extremely small; yet, the duties and responsibilities of the child welfare officials are so broad and numerous that it is obviously impossible for the child welfare officials to carry out their activities.

f. Child Welfare Law should be revised to provide that children placed in institutions may be speedily removed from such institutions when their rehabilitation has been completed. It is further recommended that the institutional manager or director not be permitted to retain children in institutions for excessive and unnecessary periods of time. Carrying out this recommendation will require closer supervision and guidance of children in institutions by prefectural and/or local public welfare officials.

g. It is recommended that Article 9 of the Disaster Relief Law be clarified, in order that Regional Disaster Relief Planning Boards may have a better understanding of what can be expected in the way of assistance from the Central Disaster Relief Planning Board.

h. It is requested that the intent, meaning and interpretation of Article 20 of the Daily Life Security Law be made clear in regard to the definition of an "administrative agency." It is also requested that the word "part" be explained where it is used in connection with the delegation of the governor's authority.

i. It is recommended that paragraph 4, Article 24, of the Daily Life Security Law be amended to provide that the responsible authority issue a notice of disposition on application for public assistance, regardless of the period of time transpiring between date of application and the decision of eligibility or ineligibility.

j. It is recommended that Articles 9, 10 and 11 of the Law for the Welfare of Disabled Persons be clarified in relation to Article 1 of the Social Welfare Secretaries Law which was passed after the Law for the Welfare of Disabled Persons.

k. It is recommended that legislation be enacted to provide for the reorganization of prefectural welfare departments to include the following:

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kanto (Cont'd)

- (1) Integration of the Children's Section into the Welfare Section.
- (2) Establishment of a single field supervisory agency to be responsible for field services, training and supervision.
- (3) Removal of all possible administrative functions from program sections and centralization into a single administrative General Affairs Section for the entire department.
- (4) Removal of the Services Section (Sewa Ka) from the Welfare Department as a separate section, or the integration of its personnel and functions to the Welfare Section.

1. It is recommended that legislation be enacted to provide for the establishment of a single administrative welfare organization within the prefectural government and that it provide a direct line of authority from the chief of the Prefectural Welfare Department to any and all persons employed therein. Such legislation should provide that the Prefectural Welfare Department chief have eventual responsibility for supervision of all personnel and all programs. The establishment of this principle of a single administrative organization should be applied to various governmental bodies, as follows:

- (1) Prefectures - Removal of responsibility for welfare functions from district office chiefs and the vesting of that function in welfare district offices which would be a part of the Prefectural Welfare Department and which would be responsible directly to the Welfare Department chief.
- (2) Tokyo-To - Removal of the welfare functions from the wards and vesting of responsibility with the To Welfare Bureau which would discharge all functions through the Minsei Anteisho system. The Anteishos would be a part of the To Welfare Bureau and under the direction of the bureau chief who would be responsible for all personnel and all programs.
- (3) Yokohama and similar cities - Removal of welfare functions from the wards and establishment of an Anteisho system, with the Anteishos being a part of the City Welfare Bureau and responsible to the Welfare Bureau chief.
- (4) Medium- and small-sized cities - Removal of all welfare functions from city branch offices and their centralization into a single administrative organization completely within the Welfare Section of the cities.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kanto (Cont'd)

m. It is recommended that legislation be passed based upon certain basic principles and standards for the establishment of defined patterns of local welfare administration which would include:

- (1) Organizational structure and division of responsibilities.
- (2) Personnel classifications and job descriptions.
- (3) Standards for determining the number of persons needed for each job classification.
- (4) The establishment of a general procedural outline.
- (5) Development of suitable forms designed to meet the requirements of established procedures.

n. It is recommended that legislation be enacted to provide for the removal of the responsibility for public welfare services from towns and villages and the placing of that responsibility in welfare district offices which, as previously indicated, should be a part of the Prefectural Welfare Department and directly responsible to the chief of that department.

o. With the establishment of the above recommendation, it would naturally follow that a single supervisory agency within the Prefectural Welfare Department be established to supervise the operations of the welfare district offices and to offer through this single supervisory agency, similar services to other cities in the prefecture, as well as to the welfare district offices.

p. Sha-Otsu-Hatsu #190 provides for certain money payments to foreign nationals with such payments being over and above the standards fixed by the Ministry of Welfare for Japanese Nationals. It is recommended that this practice be considered as a possibly discriminatory one. Civil Affairs welfare officers who have examined numerous public assistance cases have long felt that many indigent Japanese Nationals receiving public assistance are in greater need than the foreign national group to whom special care and services are made available through increased monetary allowances.

3. Operations and services within the Welfare Department and to lower echelons:

a. The institution of better supervisory services through all levels of administration by the establishment of supervisory agencies charged with the specific functions of supervision, training and staff development. See 3.o. above.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kanto (Cont'd)

- b. The development of training courses for supervisors and case workers along lines other than those utilized at present. The theoretical and inapplicable type of training now being provided does not lend itself to the actual needs of supervisors and case workers.
- c. The development of manuals of procedures and forms for all major public welfare programs, in order to clarify and standardize present procedures and operations.
- d. The compilation of a body of accumulated social work knowledge developed on the local operating level and based upon practical experiences and study at the local level. This would be far superior to the impractical and confusing material coming from the Ministry and from the prefectures.
- e. The development of a social work vocabulary which would include a definition of terms, in order that all Japanese welfare officials have the same understanding of the same terms.
- f. The need for complete revision of the reporting system as required and initiated by the Ministry of Welfare has long been recognized. It is recommended that the reporting system be revised and that provisions be made whereby some use is made of reports, and that local administrative agencies be instructed concerning the analysis of reports and the importance thereof.
- g. It is recommended that provisions be made for the simplification of procedures, especially the routing of papers for the signatures of officials who are required to sign the particular document.
- h. The possibility of utilizing a check system or money order system in paying assistance grants should be considered by the proper authorities.
- i. It is recommended that the practice of trying to visit all assistance cases once each month be abandoned and that a more practical system of visits be established with visiting determined by the needs of the particular case.
- j. It is requested that the Ministry of Welfare be held directly responsible for providing complete information to prefectural welfare departments in the establishment of welfare districts. This is a matter of grave importance. Prefectural welfare departments at this time are unable to plan welfare district offices because of lack of information, guidance and supervision from the Ministry level. Some prefectural welfare departments visualize the administration and operation of the Daily Life Security Law, Child Welfare Law and the Law for the Welfare of Disabled Persons in the welfare district office. Other public welfare matters apparently would continue to remain in the existing

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kanto (Cont'd)

chiho jimusho. If the above statement proves to be correct, it will result in an unsatisfactory situation because there would be two welfare offices operating at the district level, the chiho jimusho and the welfare district office.

4. Financing of welfare programs: It is recommended that the method of financing certain public welfare programs be reconsidered and revised. There is sufficient evidence to prove the fact that local governments are unable to carry out the provisions of national legislation because of their inability to secure the necessary funds from the equalization grants received by the prefectures.

5. It is requested that the recommendations listed above be given priority as indicated below:

<u>Priority No.</u>	<u>Recommendation Reference No.</u>
1	Para. 3. l. (1), (2), (3), (4)
2	Para. 3.m. (1), (2), (3), (4), (5), (6)
3	Para. 3. n.
4	Para. 4. a., b., c.
5	Para. 4. j.
6	Para. 2. a., b., c., d., e.
7	Para. 3. c., e.

Tokai-Hokuriku

1. Public Assistance:

a. Revision of the Minsei-iin Law and article 22 of DSL to bring them into conformity with Hatsu-Sha #72.

It is felt that it would not be practical at the present time to attempt to do away with minsei-iin altogether. Minsei-iin, are doing a large part of the work in the field of public assistance in towns and villages, and public agencies must continue to depend on their cooperation until such a time as they have adequately trained staff (Social Welfare Secretaries), and administrative organization to shoulder complete responsibility. However, most of the cities are now in a position to carry out all provisions of the eight basic public welfare laws, and in these areas the minsei-iin are a handicap rather than an asset. This will become true of rural areas as well, particularly if reorganization of district offices takes place and rural public welfare is placed on a sound basis. Therefore it is recommended that the minsei-iin law be re-written and the duties of minsei-iin be specifically defined to insure that they withdraw from public welfare activities as rapidly as possible, and devote their attention to such activities as are properly volunteer in nature. Specific time limits for such

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tokai-Hokuriku (Cont'd)

withdrawal from all public welfare activities could be set; all cities as of the time the new law becomes effective, rural areas within six months or a year from the date the law becomes effective. This would provide a deadline for completion of redistricting as well as a deadline for complete minsei-iin withdrawal from public welfare activities.

b. Standards of eligibility for public aid.

Chapter 1, article 4 of the DSL requires that persons applying for assistance "make full use of all resources available to him." There should be written into the DSL (and amplified by ministerial instruction), some definite standards governing eligibility. Reference to the amount of real property and assets that an applicant could retain and still be eligible for assistance should be included in the law as protection to those in need, and spelled out in detail in ministerial instructions. City welfare section chiefs have met, and discussed and adopted standards of case eligibility and case handling on a local level, but such standards are not binding. Towns and villages have only their limited contact with prefecture and gun officials to help them in case handling and eligibility problems, and prefecture and gun supervision is inadequate. The more definite laws and instructions from higher levels can be, the better administration at local levels will result.

c. Occupational aid.

Little use is made of occupational aid as the grant is too low to be of any real value to the client. Persons interested in re-establishing their business or setting up an enterprise, must resort to obtaining personal loans from other sources at a terrific rate of interest which delays their realizing any profit from their business for some time. If occupation aid is to continue to be a part of the DSL program, it should be increased so it has real value to ambitious persons in need.

2. Child Welfare:

a. The relationship between Jido-iin, Jido-fukushishi and S.W.S. should be clarified in the light of developments in child welfare during the past year. It is unreasonable to believe that S.W.S. will be able to assume the full responsibility of child welfare work for some time to come. It is unfair to retire the jido-fukushishi to merely consultant capacity until such time as there are enough S.W.S. employed and they are able to do the work. If the jido-iin are to remain in the picture, their status should be more clearly defined.

b. Municipal child welfare councils feel they are handicapped by being denied the authority given prefectural and national councils in Sec. 2, Art. 8, Par. 6. Since this does have a direct bearing on control of environment, favorable or unfavorable, in the local communities, it would be to the advantage of the local council to make recommendations on such matters.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tokai-Hokuriku (Cont'd)

c. The question of guardianship has never been adequately stated in the Child Welfare Law. As a consequence, institutional managers may retain children under their care indefinitely (or until of age) by stating they are not ready for discharge, or no suitable home can be found. This is often motivated by pure avarice on the part of the management. If the guardianship could remain or be placed in the hands of an official more control could be maintained on disposition of cases in institutions. Also acceptable placement program outside of institutions could be maintained by some one (probably Supt. Child Welfare Center) with an over-all picture of the needs and facilities available for child welfare.

d. The need for institutions for mentally retarded children appears to be on the increase. Editorials in metropolitan papers indicate the need is nation-wide. It is not reasonable to expect each prefecture to set up such an institution as the expense would be too great and adequate staff for such specialized work is not available in Japan. If such institutions could be authorized on a regional or block basis, or if national homes could be established specializing in various phases of mental deficiency it would be more practical. Training of staff to provide professional care should also be on a national basis to assure uniform care for the inmates. There might even be buildings available for such a purpose already owned by the national government. For example, the national reformatories in this region are only 56% filled. This is a tremendous expense considering maintenance of buildings and staff for such a low percentage of inmates.

3. Social Welfare Secretaries:

a. Article 2, Paragraph 1 to 3 describes briefly certain rules of eligibility for appointment as social welfare secretary. It fails to include any standards for ministry approved training courses that qualify persons for appointment, and leaves the ministry complete latitude to designate any sort of "institute" or "training organs" as a qualifying instrument.

b. Article 3 allows the governor or mayor to appoint as S.W.S. anyone he choose from among those who happen to be employed on the welfare staff at the time the law became effective. This article is being used so freely that in many places it simply means the present staff has a change of titles and continue to function as before, leaving outsiders, who might have far better qualifications, with no chance to compete for appointments.

c. It is recommended that these two articles be materially tightened, and standards for training courses, and competitive examinations for appointment as S.W.S. be written into law.

4. Social Insurance:

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Tokai-Hokuriku (Cont'd)

a. Inadequate Supervision of National Health Insurance by the prefectural insurance section is a growing problem. The prefectural staff assigned to work exclusively with National Health Insurance is woefully inadequate, consisting of only 7 persons in Aichi, 2 in Gifu, 2 in Mie, 5 in Fukui, 6 in Ishikawa and 4 in Toyama. Pressure is applied on the cities, towns and villages to activate National Health Insurance, but little follow up help can be given. Nagoya city is planning on activating National Health Insurance by October 1951. It is going to be difficult for the seven National Health Insurance officials, only three of whom are qualified to give field supervision, to offer supervisions to Nagoya city and also carry out their field work responsibilities to other communities in the prefecture. It is recommended that the ministry:

- (1) Define responsibility for National Health Insurance, making it either a prefectural or welfare ministry responsibility and,
- (2) take steps to insure adequate supervisory staff to give necessary help to communities undertaking a National Health Insurance program.

5. Disabled Persons:

This law in Chapter 1 defines clearly the purpose and endeavor of the law. However, the amount of space devoted to the distribution of the handbook has been misleading to most of the officers attempting to enforce the law. The true spirit of rehabilitation of handicapped has been completely lost. If the disabled person could be assisted with vocational training and occupational aid, it would in time reflect in less public assistance cases due to this cause. It has been surprising the large percentage of handicapped who are self-supporting. However, it is possible that many will have to apply for aid later on when their degree of disability is intensified by age. Lack of emphasis on rehabilitation and vocational measures has noticeably retarded the program.

Kinki

1. Criticism of the Daily Life Security Law

a. The way Chapter 3 "Kinds and Scope of Assistance" is written, has a bad effect on the workers so that they think of their cases in categories. In addition, when a locality is asked for its caseload, the figure usually given is the number of livelihood cases. Further questioning brings out the number of medical or maintenance cases or any of the other 4 categories listed under Article 11. This means that localities are not thinking of their total caseload, and that they give

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kinki (Cont'd)

more importance to their livelihood cases than their medical. As a result, investigation on livelihood cases is more thorough than on those in other categories. Furthermore, because of these categories, the Japanese have a complicated form of reporting what they call single relief cases and combined relief cases, i. e., a family getting medical and maintenance relief is a combined case whereas, a family getting only maintenance or only medical, is a single relief case. It is suggested that it would be more sound if the law read in such a way that there was only one category --the family on relief, and that relief to that family could be given for any or all of the 7 categories listed.

b. The Minsei-iin law has never been repealed. Sha Hatsu #72 conflicts with the Minsei-iin Law. Article 22, Chapter 4 of Daily Life Security Law states that: "Minsei-iin shall - - - cooperate with the - - - social welfare secretaries". Some Japanese say that the word "cooperate" is too loose, and that it means different things to different people. It has been suggested that the Minsei-iin Law should be repealed or Sha Hatsu #72 made a Law (and thus be given added strength and authority) and that the word "cooperate" in Article 22 be clearly defined.

c. Article 24, Paragraph 3 states that the applicant must be notified as to relief decision within 14 days after application has been submitted but, that on special cases, this period may be extended up to 30 days. Often, it is true, decision can be made within 14 days. However, in general, if adequate investigation is to be made, 14 is too short a period. In many cases, verifications are needed from other cities or other prefectures, and communications take a long time. Therefore, it is recommended that consideration be given to change the law to read that decision must be made within 30 days and, in special cases, within 60 days.

d. Article 25, Chapter 4 states that: "When the person requiring assistance is under pressing circumstances, the mayor - - - shall, without delay, start the assistance." However, most localities do not have an emergency fund and, therefore, to give emergency relief either, (1) workers advance needed money from their own pockets or, (2) borrow from Community Chest funds. It is suggested that consideration be given to the possibility of putting a statement in the law to the effect that the city, town or village must set up such a fund, using its own money, and that private funds such as Community Chest cannot be used for this purpose.

e. Article 29, Chapter 4 states that the public agency, in determining eligibility may "Request a report from a bank or trust company." However, according to the Japanese, many banks and trust companies refuse to give this information. Question is raised as to whether there is any way the law could be written so that it would be mandatory for the banks and trust companies to give this information?

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kinki (Cont'd)

2. Criticism of the Child Welfare Law

a. It is hoped that revision of the Child Welfare Law will clarify the following points very much in dispute at the present time:

- (1) Rivalry between prefecture and city as to control and supervision of the Jido Fukushishi.
- (2) Lack of clearly defined statement of function of Jido Fukushishi and, therefore, no clear relationship between child welfare and public assistance agencies and personnel.

Revised law clearly state relationship, delegation of authority, and give job description for each of the following:

<u>AGENCY</u>	<u>Workers</u>
Prefecture Child Welfare Section	Welfare secretaries
Shakai Fukushi Jimusho	Jido Fukushishi Shuji (Welfare secretaries or caseworkers)
Child Consultation Centers	Jido Fukushishi Shuji (Welfare secretaries or caseworkers)
Big cities, children's bureau	Welfare secretaries
Minsei Anteisho	Welfare secretaries (caseworkers)
Small cities, children's section	Welfare secretaries (caseworkers)
Town and village, welfare section	Caseworkers
Shonen Mogoshi (Juvenile Probation --- Officer)	

Full-time officials belonging to the Juvenile Probation Office--one in each prefecture--under the Attorney General's Office (Kona-fu)

b. Discharge from child welfare institutions

Under Article 31, Child Welfare Law, Child Welfare Centers have the responsibility of intake for institution, but there is no

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kinki (Cont'd)

provision in the law for responsibility for discharge from them, and preparation of families for the return of the child to the home. (Statement of child welfare institutions' minimum standards, dated December 1948, is unsatisfactory.)

c. Foster care

Child Welfare Law does not set up any system of licensing foster homes. At the present time, after a superficial investigation made by a Jido Fukushishi or other official, the Child Welfare Board approves or disapproves a foster home. It is suggested that the law should include some appropriate provision.

d. Guardianship

Article 47 regarding guardianship is vague and unsatisfactory. It is hoped that, in the revision of the law, there will be a clear, definite statement as to who holds guardianship of the child under care of an institution.

e. Institutions for handicapped children

There is great complaint that institutions for deaf and blind children get the same subsidies as institutions for normal children, but that they have special expenses because the children are handicapped and need special equipment. Question is raised as to whether law should have any provision giving subsidy to meet this need.

3. Criticism of the Wayfarers' Law

a. The present method of helping travelers seems unsound. For example, a person in Fukuoka decides he wants to go to Osaka to work. No investigation is made by Fukuoka Welfare to determine validity of plan. Man is given ¥100 or ¥200 in Fukuoka, and sent to the next city where a small amount is doled out to him to get to the next point, and so on. The man must make innumerable stops between the 2 cities, and at each, go through the procedure of applying for relief to get to the next.

b. Suggestion is made that the law be revised so that, (1) The locality from which the man wants to travel must verify that there is such a position, or such a relative to whom the traveler is going or, at least, that the welfare office of that locality will accept him for temporary care, if necessary, and that until this is done, the locality cannot send the man; (2) That after verification is made, and it is determined that the person should make the trip, the total amount needed for food and transportation for the entire trip be given to the man, or some method comparable to American "Charity train tickets" be worked out.

Subj: Recommendation for the Welfare Program, dtd Dec 50

Kinki (Cont'd)

4. Discussion of Special Insurance

a. One of the most difficult problems faced by the insurance carriers is premium collection. Largest single cause of such delinquency is failure to have comprehensive I & B, and failure to have any form of I & B prior to operation of National Health Insurance. With this thought in mind, the following recommendation is made:

It is recommended that necessary legislation if needed, be enacted to allow 50% total insurance premiums, to be collected through local objective tax, with the approval of the prefecture governor. The most difficult period of insurance operation is in the first year, or two, when an unusually high rate of utilization is encountered, and when majority of insured are still ignorant of the benefits of the program and are reluctant to pay insurance premiums. It is also during this period that premium collection must be maintained at a high level, as it is desirable to encourage the insured to utilize the program fully, and to offer prompt payment to doctors for services rendered. By authorizing the insurance carrier to collect premiums to the extent of 50% by objective tax, the carrier would be able to guarantee the NHI special account of 50% revenue through the general account and, at the same time, lower obvious premium assessment making collections easier. It could also allow the operators to revise premium assessment to a flat rate per person, per year, eliminating arguments against present assessment. For example, assuming that present average premium assessment per family of five persons is ¥1,800, the following breakdown can be made: ¥900 collected by taxes. Remaining ¥900 divided by five person equals ¥180, and divided by twelve months equals ¥15 per person per month. As the program is operated through the years, emphasis can be shifted from cure to prevention, bringing about a decrease in expenditure. This decrease can be balanced with tax reduction. This is particularly recommended for city managed NHI where large masses of people are involved, and comprehensive I & B difficult to attain.

b. With recent conversions in financing from special subsidy to equalization grant, it has become impossible to increase prefectural personnel without Ministry assurance that increased expense will be included in equalization grant. The need for increased personnel in the prefectural NHI subsection has been discussed time and time again, but without a definite step by the Welfare Ministry, any hopes of improving prefectural guidance and supervision is impractical and impossible. A Ministry move similar to creation of welfare secretaries is desirable. An alternative would be to include NHI as a job responsibility

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kinki (Cont'd)

of present secretaries at prefecture and district level. This is believed to be the only method to improvement outside of reorganization of district offices to come under direct supervision of prefecture Welfare Departments.

5. Suggested Priorities

- a. Casework fundamental training with emphasis on supervision and recording.
- b. Public assistance structure, administration and operation.
- c. Child welfare, with emphasis on help to the child in his own home.
- d. Social insurances.
- e. Institutions--with emphasis on use of funds and method of accounting.
- f. Programs for the handicapped.
- g. Statistics--their purpose, form and use.
- h. Community organization.
- i. Private agencies.

(1) Discussion of priority 1: The framework for public relief has been more or less set up. There is general acceptance that child welfare is a necessity; in almost every locality, assembly members and government officials are recognizing the need for more welfare secretaries and Jido Fukushishi, and are sanctioning the increase. But, there are no competent supervisors, and very little understanding of the concept of supervision. Officials are appointed as supervisors, but they, themselves, have no training and no preparation for the job. As a result, a tremendous amount of money, steadily increasing, is being spent, and a large proportion of it, ineffectually. It would seem that first priority should be given to In-Service-Training in fundamental casework thinking and recording, and that this program should be aimed at the supervisory staff.

(2) Discussion of priority 5:

- (a) Study of relief trends raises questions in regard to the large amounts of relief expenditure for institutional care, as this seems out of proportion to that spent for outdoor relief. This is

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kinki (Cont'd)

partly because of lack of control of medical relief and partly because the prefectures do not take responsibility for all institutional expenses. For instance, Osaka reported the following: That institutional expenses for June, July and August were: ¥21,352,452; ¥22,728,226 and ¥24,259,344, respectively, but that, actually, the prefecture could take responsibility only for ¥14,234,499.12 for June, ¥14,402,380.67 for July and ¥14,600,746.56 for August--that the difference between these amounts represents expenditures made by the institutions, but not reported back to the prefecture.

- (b) Systems of handling funds and of accounting are so complicated and obscure that even many of the Japanese officials do not seem to know the full cost of the institutions for which they have responsibility. Therefore, it would seem important to spend time and effort on trying to get the Japanese to clarify their thinking and practices in regard to these matters.

Chugoku

1. The administration of the Daily Life Security Law presents some of the principal problems in the current welfare picture of this region.

a. Many operational inconsistencies and irregularities are noted at each inspection. Particularly in local offices are dissimilarities in treatment standards noted. These dissimilarities exist between cases in the same office. They are likewise apparent among different operating units, all operating under the same basic law.

b. These faults in administration persist in spite of the essential soundness of the law which provides an objective basis for measuring and meeting need. One of the primary factors seems to be that the responsibility which is needed for effective, uniform administration is diffused among elective and appointive officials of many various levels of government. The government bearing 80% of the total program costs exercises the least positive supervision, and has no direct control over the operating personnel.

c. The personnel doing the job is still largely untrained. It is inadequately supervised. Adequate personnel will be hard to secure or retain in the face of existing low salaries and personnel practices. Adequate, professional, on-the-job supervision will remain non-existent if it must be provided by one level of government while the employees to be supervised are the political appointees of an official from another governmental area.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Chugoku (Cont'd)

d. The responsibility for providing services to people in need, including the application of assistance standards in determining eligibility and granting assistance, is still in the hands of some *Minsei-in*, an untrained group of laymen who are in no way subject to professional direction or supervision.

e. Comprehensive operating policies and procedures which are necessary for equitable, uniform administration have not yet been formulated and issued for the direction and guidance of supervising and operating staffs.

2. To the extent that factors noted are common to the experiences of the other regions, it is believed that their listing will suggest a course in formulating future changes. The following recommendations are also submitted for consideration:

a. The enactment of a provision is recommended which would require all personnel employed in the administration of funds received under the Daily Life Security Law to be selected on a basis of merit. Selection should be through competitive examinations, and provide for the orderly promotion, transfer, retention and retirement of qualified personnel.

b. The adoption of a schedule of salaries is recommended which would be adequate to attract and retain qualified public welfare personnel.

c. The enactment of necessary provisions is recommended to remove the administration of the Daily Life Security Law and related public welfare measures from the hands of the mayors of villages and towns. Operating units should be established under the direct supervision of the prefectural welfare section. These should be of sufficient size to merit the employment of qualified supervisory and casework personnel.

d. The enactment of necessary provisions is recommended to completely eliminate the services of unpaid, non-professional personnel in the casework processes of interviewing and counselling families in connection with the administration of the Daily Life Security Law and related public welfare programs.

e. The adoption of comprehensive written operating policies and procedures is recommended. These should be adequate to insure a uniform standard for the guidance of supervisory and operating staffs in the administration of the Daily Life Security Law and related programs.

f. The adoption of some feature, such as an approved-plan-basis for financial participation, extended field supervision, or some combination national and prefectural control is recommended to enforce conformity to basic program objectives.

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Chugoku (Cont'd)

g. The adoption of some standard "certificate of award and change," as a basic document for initiating all payments of assistance, financial records and caseload statistics is recommended to replace the myriad documents now ineffectually used in paying and reporting.

h. The adoption of some method of paying grants, by money order, check, or some medium is recommended to replace the present system of disbursements in cash.

i. The inauguration of a standardized system of statistical reporting is recommended which will make available for purposes of current supervision and control up-to-date, comparative data on such important operational aspects as applications received, numbers of approvals and rejections, closures, etc., and the causal factors related thereto.

j. The development and use of informational handbooks is recommended to inform applicants and recipients of their rights under the Daily Life Security Law, the conditions of eligibility and general procedures whereby eligibility is established and the amount of the assistance grant is established.

3. It is recommended that Article 66, paragraph 2, of the Enforcement Regulation of the Welfare Pension Insurance Law be amended so that the document required for establishing the fact that the woman had terminated her employment due to her marriage be uniform throughout Japan. Some Prefectural Insurance Sections require a certificate to the effect that the woman had terminated her employment for the purpose of getting married, from the employer or municipal mayors while other Insurance Section require certificate from the person acting as a go-between. Since there is no time limit within which a woman covered by Welfare Pension Insurance has to be married after terminating her employment, a woman who has terminated her employment after six months employment would be eligible for retirement allowance if she got married five years later. One Prefectural Insurance Section is of the opinion that a woman who terminated her employment after six months employment for the purpose of getting married would be eligible even if she does not get married. They stated that whether the woman actually got married or not is not the basic question. The basic question is whether the woman had terminated her employment for purpose of marriage. The English translation of Article 46, paragraph 2 of the Welfare Pension Insurance Law made by Ministry of Welfare appears to be wrong. The fourth line of the above paragraph should be: "is disqualified as insured for purpose of marriage," instead of "is disqualified as insured due to her marriage."

4. The Community Chest throughout this region lacks a sense of either purpose or direction. It is falling into disfavor as is evident from its abject failure in reaching only a small fraction of its goal. Rather than passing upon the qualifications and budgets of local private

Subj: Recommendation for the Welfare Program, dtd Dec 50

Chugoku (Cont'd)

organizations it is an operating agency. Chest operations themselves consume excessive amounts. Instead of setting a goal to meet existing needs, Community Chests at prefectural levels look for new projects to undertake. These turn out to be new institutions or new subsidies to quasi-public or quasi-private institutions. With the expenditure of contributions removed from the city to the prefectural level there is no close interest in expenditures. One city will tolerate a less worthwhile project when the alternative means that the Community Chest funds will be spent elsewhere in the prefecture. Community Chest collections are not always voluntary contributions. They are not collected alone by volunteers but make excessive demands upon the time of salaried public employees - as high as ten or even twenty full days of welfare official's time is quite usual. The Community Chest needs a real purpose if it is to continue to exist. It needs real leadership and a complete reorganization if it is to find that purpose.

Shikoku

1. The Welfare Ministry should publish a uniform plan for administrative structure of Prefecture Welfare Departments and lower echelons, as well as to release manuals of operation and procedure.
2. Further controls to prevent the constant transfer of personnel should be established and a system established to provide for promotion and recognition within the welfare field.
3. Liaison between prefecture personnel offices and colleges should be established. The prefectures should be encouraged to employ college trained men and women and the school administrators should be encouraged to acquaint the students with the possible government job openings so they may be able to choose and prepare for the position in which they have the most interest.
4. The inservice training program should be sponsored and conducted on a prefecture and district level instead of from ministry level. To make this possible the ministry should encourage each prefecture to employ an inservice training director. A standard of qualification should be defined by the ministry for this employee and the position clarified in the prefecture organization structure and in function. These directors should receive a short concentrated course from the Welfare Ministry regarding the ways and means of organizing and conducting inservice training programs.
5. The position of the Welfare Secretary should be clearly defined so as to clarify his or her position as it relates to prefecture, district, city, town and village staff as well as to Child Welfare Center and public institution staff.

SUBJ: RECOMMENDATION FOR THE WELFARE PROGRAM

Shikoku (Cont'd)

6. There should be a review of the function of the Child Welfare Officials to date and a new job description set up to clarify his or her position as it relates to prefecture, district, city, town and village welfare staff as well as to Child Welfare Center and institution staff.

7. Many of the city welfare offices are now asking for help in establishing case records therefore the time seems right for direct and specific suggestions and help from the welfare ministry level in setting up a uniform case record and file system.

8. With the establishment of the equalization grant system the importance of factual statistical count for use in administrative planning will become more important. It is recommended that concrete and detailed instructions regarding ways and means of collecting and using statistics be released to the prefectures. This subject should be stressed as in-service training institutes.

9. Each prefecture community chest organization should employ one full time administrator and one full time professional worker for community planning who would establish a representative advisory board to review and approve all applicants for community chest on the basis of what their program offers to the community. More direct supervision from the National Community Chest officials is needed to enforce the separation of community chest fund collections and distributions from the government.

10. The prefectures should be encouraged to set up definite controls to prohibit the numerous fund drives that are increasing throughout Japan.

Kyushu

1. There should be established a strong system of field supervision by the Welfare Ministry over the prefectures and by the prefectures over the cities, towns and villages. Such supervision should be directed at, not only cursory examination of financial matters and budgetary allowances as is now being done, but should also be concerned with case work aspects of the program. And the program should not be handicapped by lack of travel funds.

a. Such supervisory system would make possible more close relationship between the Ministry and the prefectures, which would be most helpful to the Ministry in considering new plans.

b. It should be made clear who is responsible for supervision and reviewing of each welfare activity. At the present, for instance, there is confusion about who is responsible for child welfare - the welfare secretary or the child welfare officials

Subj: Recommendation for the Welfare Program, dtd Dec 50

Summary (Cont'd)

2. It would seem that the Welfare Ministry should make some suggestions (or issue directives) regarding basic requirements for administrative organization, including the problem of districting. Independent welfare departments on par with other governmental departments should be insisted upon.

3. A merit system should be established which makes possible promotions within a persons own field. Credit should be given for training received in in-service training courses. In-service training programs should be strengthened and should contain courses of practical value to the student.

4. Institutions:

a. A stronger program for vocational training of children in institutions is sorely needed.

b. In the case of institutionalized adults the cost of care grant might be given to the client who in turn would pay the manager. An exception would be made in the care of incompetent persons, in which case cost of care would be given to the manager on a contract basis.

c. Some method should be evolved to maintain cooperative relationship between institutions, child welfare centers, and welfare authorities to insure follow-up of plans for individuals placed in institutions.

d. Two years have elapsed since the Minimum Standards for Institutions were established and still many do not meet them. This would seem to indicate that the Standards set are not realistic and should be revised, or the law is not being adequately enforced.

5. A uniform statistical system should be devised. The present statistical information is not only incorrect, but is definitely misleading.

6. There is great need for a standardization of the bookkeeping system. The system used at the present time makes accounting of expenditures difficult and in some cases impossible.

7. Public and private agencies:

a. It should not be possible to shift the management of public institutions to private bodies.

b. Responsibility for supervision of the institutional program should be definitely located. This supervision should include careful examination of the use of funds allotted to the institution.

c. The Community Chest should be requested to follow more business like methods, especially with regard to allocation of funds. There should be more strict supervision of agencies receiving funds; and

Subj: Recommendation for the Welfare Programs, dtd Dec 50

Kyushu (Cont'd)

careful survey of need should be made before new institutions are established and considered for support from the chest; also careful investigation should be made of the integrity and character of the sponsors of the institution.

d. Complete compliance with the nine principles laid down by GHQ should be requested.

e. Clear policy as to what should be the sphere of private social work is needed.

8. More prompt payment of National and Ken grants to cities, towns, and villages is indicated. Delay in receipt of grants has made it impossible to handle advance payment of emergency grants to needy and public welfare departments are borrowing money from private organizations (Dobo Engo Kai and Kinsei-in Association) for this purpose.

9. Some programs now in welfare do not seem to belong in the welfare field and consideration might be given to the idea of transferring them to more closely related activities, for instance (1) The pawn-shops might better be placed under the Finance Ministry, and (2) consumers cooperatives perhaps could be placed under the Department of Commerce.

10. Basic instructions from the Ministry should be issued more promptly following new laws and should be sufficiently clear and elementary so as to leave no room for differences in interpretation.

11. Daily Life Security Law:

a. Explanation of DSL should include emphasis on rehabilitation plans and stress that an eligible case load can be maintained only by frequent re-determination of income and need.

b. More specific explanation of what constitutes eligibility for medical aid.

c. Investigation of legally responsible relatives should be made compulsory and inter-prefectural cooperation should be requested.

d. The various programs aimed at giving special consideration to certain groups of needy (especially widows) requires careful study and surveillance.

12. It would seem desirable that all welfare programs be permitted to operate under the subsidy system as before, rather than under the Equalization Grants. The reason being that the welfare program in Japan is not yet very well accepted, therefore, it will only be given minor consideration under the Equalization Grant System. For instance, there seems to be a tendency to limit the child welfare services because of inadequate budget. Furthermore, the establishment of welfare secretaries at city level is handicapped by lack of funds from the Equalization Fund.

file re

WORK SHOP ENTERPRISE READJUSTING STATUS

Classification	Name of Institution	Location	Operated By	Name of Superintendent	Approved Under	Type of Work	Capacity	No.	
								M.	F.

Agency Through With Readjustment (7)

Public	Odate Town Work Shop	Odate Town, Kitaakita Gun	Odate Town	B. Sakurazawa	DLSL	sewing	30		26
"	Inaniwa Town Welfare W. S.	Inaniwa Town, OKatsu Gun	Inaniwa Town	I. Sato	"	straw work rope making	35	15	15
Private	Noshiro City Work Shop	Hatake-machi, Nooshiro City	Foundation Nooshiro-Kanonko	T. Izumi	SWL	sewing	50		24
"	Kaikojuku Work Shop	Yokokori Town, OKatsu Gun	Foundation Kaikojuku	K. Kanazawa	"	agricultural processing	30	11	16
"	AKita Work Shop	Nishinegoya-machi, AKita City	AKita Ken Social Work Federation	K. Honma	DLSL	sewing cleaning	40		26
"	Rail Workers Mutual Aid Association Work Shop	AKita station	Rail Workers H. A. Assoc.	S. Yoshitomi	SWL	sewing	50		22
"	Rokugo Seishin Work Shop	Rokugo Town Senppoku Gun	Rokugo Seishin W. S.	S. AKASAKA	"	chopsticks envelope, fan red feather	30		25

Agency Temporarily Suspended But Preparing For Reactivation

Public	Jingoji Town Technol. W. S.	Jingoji Town Senppoku Gun	Jingoji Town	H. Fujii	DLSL	sewing knitting	44	2	25
"	Funakawa Work Shop	Funakawa Town Hinamiakita Gun	Funakawa Town	K. Sato	"	sewing	30	1	24
"	Kanaura Town Work Shop	Kanaura Town Utsu Gun	Kanaura Town	K. Hiura	"	marine processing basket making	50	4	10
Private	Masuda Welfare wood work W. S.	Masuda Town, Hiratsuka Gun	Applied for incorporation	K. Ishida	SWL	sawing wood work	30	28	4
"	Kosaikei Work Shop	Yuzawa Town, OKatsu Gun	"	B. Kishi	"	sewing embroidery	25		25
"	Yuzawa Technol. Work Shop	"	"	H. Sato	DLSL	bamboo work slippers mop paper sack	30	3	27
"	AKita City Work Shop	Nagano-machi, AKita City	"	C. Kawada	SWL	sewing	30		22

Agency Closed Currently (3)

Public	Public Kitaakita Gun Central Work Shop	Takanosu Town, Kitaakita Gun	Takanosu Town	K. Narita	DLSL	spinning dyeing cleaning	30		
"	Futatsui Work Shop	Futatsui Town, Yamamoto Gun	Futatsui Town	K. Narita	"	wooden fixture chopsticks	30		
"	Kariwano Town Technol. W. S.	Kariwano Town, Senppoku Gun	Kariwano Town	G. Hoyi	"	sewing straw work	30		

Agency Inactivated (13)

ADJUSTING STATUS, AKITA PREFECTURE (as of 30 Sep. 1950)

Type of Work	Capacity	No. of Workers						Staff	Average Income of Employees			Remarks
		M.	F.	Total	of which, recipients				M.	F.	M. F. Average	
Readjustment (7)												
sewing	30		26	26		20	20	4		¥ 2,950	2,950	Efforts being made to fill the capacity.
raw work paper making	35	15	15	30	5	16	21	3	3,000	1,550	2,275	"
sewing	50		24	24		10	10	2		1,550	1,550	"
agricultural processing	30	11	16	27	5	10	15	6	3,050	2,034	2,542	"
sewing cleaning	40		26	26		17	17	5		2,000	2,000	"
sewing	50		22	22		10	10	5		2,978	2,978	"
spools envelope, fan feather	30		25	25		18	18	2		1,800	1,800	"
Preparing For Reactivation (7)												
sewing knitting	44	2	25	27	2	20	22	2	3,000	1,500	2,250	Expected to be completed sometime in December
sewing	30	1	24	25	1	20	21	3	2,750	2,000	2,375	"
marine processing basket making	50	4	10	14	4	8	12	7	3,200	1,800	2,500	"
sewing and work	30	28	4	32	10	4	14	5	4,680	2,470	3,575	"
sewing embroidery	25		25	25		16	16	6		1,800	1,800	"
bamboo work shoes, mop beer sack	30	3	27	30	1	20	21	5	2,700	1,950	2,325	"
sewing	30		22	22		14	14	3		1,975	1,975	"
Currently (3)												
knitting cleaning	30											considering conversion into other social work, etc.
wooden fixture spools	30											"
sewing raw work	30											"
Suspended (13)												

Agency Closed Currently (3)

Public	Public Kitaakita Gun Central Work Shop	Takanosu Town Kitaakita Gun	Takanosu Town	K. Narita	DLSL	spinning dyeing cleaning	30		
"	Futatsui Work Shop	Futatsui Town Yamamoto Gun	Futatsui Town	K. Narita	"	wooden fixture chopsticks	30		
"	Kariwano Town Technol. W. S.	Kariwano Town Senppoku Gun	Kariwano Town	G. Mori	"	sewing straw work	30		

Agency Inactivated (13)

Public	Honjo Town Work Shop	Honjo Town Yuri Gun	Honjo Town	Y. Taguchi		sewing			
Private	Aya Aya Kosei Kai Work Shop	Aya Aya-machi, AKITA CITY	Foundation Aya Kosei Kai	S. Oshima		"			
"	Dagaki Tsuchizaki Work Shop	Dagaki Tsuchizaki, AKITA CITY	Repatriates' mutual aid club			"			
"	Kemana Work Shop	Kemana Town Kazuno Gun	Kemana Women's Club			sewing paper sack			
"	AKITA Paper Work Shop	Ushijima-machi AKITA CITY	individual	G. Soba		paper box paper products			
"	Hanawa Work Shop	Hanawa Town Kazuno Gun	"	S. Osawa		sewing birch wood work			
"	Jimba Work Shop	Yadate-mura Kitaakita Gun	"	Y. Watanabe		skingle			
"	Futaida Work Shop	Futaida-mura Kitaakita Gun	"	S. Saito		"			
"	Tazawa Rural Technol. W. S.	Tazawa-mura Senppoku Gun	"	K. Shimofusa		sewing spinning wool			
"	AKITA Kawaguchi Work Shop	Kawaguchi, AKITA CITY	"	S. Nanppa		sewing			
"	Senda Work Shop	Senda Town Kitaakita Gun	"			"			
"	Hie-mura Work Shop	Hie-mura, NAKASHIKI-GUN	"	E. Nomiya		"			
"	Yokote Welfare Work Shop	Yokote Town Hirashika Gun	"	C. Ebata		match box red feather			

Note

1. Listed as "Temporarily suspended but Preparing the readjustment of enterprises involved and go
2. Listed as "closed currently" are those forced to and trying, for instance, to convert themselves
3. Listed as "Inactivated" are those work shops we whatever for their remaining as such, have be

Presently (3)

knitting	30										considering conversion into other social work, etc.
knitting fixture	30										"
knitting work	30										"

closed (13)

knitting											converted to nurture trainees
"											merged into Akita City Social Welfare Work Association
"											converted into enterprising body
knitting sack											"
knitting box products											"
knitting wood work											"
knitting angle											"
"											"
knitting wool											"
knitting											merged into Akita City Social Welfare Work Association
"											converted into enterprising body
"											"
knitting box feather											"

closed but Preparing for Reactivation" are those through with involved and going through administrative procedure.

are those forced to be closed due to various financial factors convert themselves into some other social work institutions work shops which, on the ground that there are no prospects such, have been inactivated.