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KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

RWS/ml

KFW FR Saitama PA (30 Mar 51)

2 April 1951

MEMORANDUM FOR: Record

SUBJECT: Public Assistance Conference - Saitama Prefecture

1. On 30 March 1951, the undersigned conducted a conference attended by the following welfare officials: Mr. Mizuno, Welfare Department chief; Mr. Osawa, Protection Section chief; Mr. Takeda, Social Affairs Section chief; Mr. Orihara, Children's Section chief; Mr. Koyama, Protection Section, Adjustment Division; Mr. Okubo, Protection Section, DSL Division; Mr. Ebihara, Protection Section, assistant chief; Mr. Miyajima, Protection Section staff member in charge of statistics; Mr. Shindo, Children's Section, assistant chief; and Mr. Yazawa, Social Affairs Section, assistant chief.

2. Public Assistance Statistical Reports:

a. Persons responsible for statistical reports, like those in other prefectures, were in agreement that Ministry of Welfare instructions concerning the new report forms were inadequate.

b. Ken Action on Instructions - Prefectural Welfare Department, upon receipt of Ministry of Welfare instructions and forms, dispatched them to district offices and through the district offices to towns and villages, and direct to city welfare sections. The instructions were not implemented, except by the means of calling in district welfare chiefs and city welfare chiefs for the purpose of explaining the instructions and forms. District officials in turn were made responsible for explaining forms to town and village welfare officials.

c. Channels of Reports and Statistics - Town and village statistical reports prepared at local levels are sent to the district office where the reports for each district are compiled and sent on to the Prefectural Welfare Department. Copies of town and village reports accompany the district report. City welfare departments send statistical reports direct to the prefecture. Prefecture then compiles reports of the districts and of the cities for forwarding to the Ministry of Welfare.

d. Accuracy of Reports - According to those persons responsible for compilation of reports, the accuracy of reports received from districts and from cities is questionable. In the Prefectural Welfare Department, reports are compiled in three different sections; namely, the Protection Section, Child Welfare Section, and Social Affairs Section.

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There is no interchange or exchange of information between the several sections. Each section acts independently. The Protection Section is responsible for the compilation of reports, report forms #55 - 62, 67, 68, 69, and 70. The Children's Section is responsible for forms #76 - 89. The Social Affairs Section is responsible for forms #63 - 66 and 71 - 75. In reviewing the sources of information utilized by the several sections, it was learned that there are numerous different sources of information. This is particularly true of those reports which are compiled in the Children's Section which depends upon the following sources of information for all or part of the data submitted by the section to the Ministry:

- (1) Public welfare institutions operated by prefecture.
- (2) Public welfare institutions (such as day nurseries and mothers' and children's homes) operated by cities, towns, and villages.
- (3) Private welfare institutions.
- (4) Private welfare agencies and organizations.
- (5) Mayors of cities, towns, and villages.
- (6) Child welfare centers.
- (7) Jido-iin.

In examining some of the forms in detail, it was learned that certain information which should be available in the Children's Section is not, and Children's Section is dependent upon other sources for information which should be available from their own files.

e. Comparative Statistics - In December 44,679 persons received ¥26,958,450. In January 43,866 persons received ¥25,078,563. The reason for the decrease in expenditures was attributed to the fact that institutions and medical facilities tried to submit all outstanding bills to the prefectural government prior to the conclusion of the calendar year. The reason for the disparity between the number of persons receiving assistance and the amount granted to them was brought about by a statistical procedure which involved counting those persons who received medical aid at the time medical aid ticket is issued, rather than at the time the medical aid bill is paid.

f. Use of Statistics - Saitama Prefectural Welfare Department seemed to be one of the few departments in the Region which is actually making use of statistics. Even though the use is limited, it is noteworthy. For example, certain statistical information available at the Welfare Department indicated extreme fluctuation in the average cash

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grant per person within towns and villages in the same district. Average grants range from 200-odd yen to 800-odd yen. On the basis of this information, prefectural welfare department determined that comprehensive reviews of the administration at the town and village level was indicated. They have undertaken to review all towns and villages in the prefecture. 55 have been completed. There are several reasons for the extreme differences; however, the primary factor is that local politicians are influencing not only the amount of the grant, but the determination of eligibility. It has also been concluded that, partly because of political influences, investigations of applications and reinvestigations of recipients of public assistance are inadequate and in many instances are not completed in accordance with the provisions of the law and Ministry of Welfare instructions.

g. Recommendations - Possibility of establishing a statistics and reports division to handle all reports for the department, rather than spreading this activity among the several sections, was discussed. The suggestion was favorably received and led to a consideration of possibility of the Prefectural Welfare Department establishing a General Affairs Section which would handle statistics and reports, among several other functions which would be taken out of program sections. The governor of Saitama Prefecture is now in the United States, and it is believed that upon his return, certain changes in the prefectural government administration may be brought about. Chief of the Prefectural Welfare Department believed that a General Affairs Section for the department is advisable and can be worked out. He intends to present the idea to the governor.

3. The Social Work Law - Welfare Districts - Chief of the Prefectural Welfare Department and his section chiefs seem to be genuinely concerned and interested in the establishment of welfare districts. The department chief reported that the Social Work Law has been passed just recently, and various sections of that law will be effective at different dates. That section concerning welfare districts will become effective 1 October 1951. The department chief believed that conclusive planning of welfare districts is not advisable until the Daily Life Security Law is revised in relation to financing public welfare (DLSL) at the town and village levels. He also believed that any reorganization of the Prefectural Welfare Department would necessarily be delayed until the department is completely aware of its relationship to welfare districts and to the administration of welfare programs in the cities. The question of supervision by the Prefectural Welfare Department of districts, as well as cities, was raised. The department chief asked whether or not the Prefectural Welfare Department could supervise city welfare operations. In using the term "supervision," auditing, inspecting, and training are excluded. The CA welfare officer asked the chief whether or not his question could not be answered by the DLSL or the new Social Work Law. Chief is of the opinion that there

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is no question about the Prefectural Welfare Department providing supervisory services to the districts; however, he is doubtful concerning supervision of the cities. He has undoubtedly given a great deal of thought to this question which must be answered before the department can plan to operate under the new Social Work Law. If it is determined that supervision of city welfare departments is permissible or required under the Law, other questions must also be answered. Who will be supervised at the city level? The city welfare department chief? The chiefs of sections or divisions within the city department? The supervisor of case workers? The case workers in the city welfare office? The department chief has had an opportunity to study one of the articles of the new Social Work Law concerning this matter, and it is his opinion that an interpretation of one article which concerns supervision and of another article which concerns training must be made. He indicated that Article 23 of the Daily Life Security Law contains a reference to Prefectural Welfare Department supervision of cities, towns, and villages; however, it is the chief's opinion that supervision may be given to cities according to an interpretation of that article. The interpretation appears in a so-called manual which was written by a representative of the Ministry of Welfare, published and distributed by private organizations. Question as to whether or not this manual is an official document must be taken into consideration in determining whether or not the interpretation is actually official.

*R. W. S.*ROBERT W. STEMPLE
Chief
Public Welfare Section

KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

RWS/ml

17 January 1951

MEMO FOR: Record

SUBJECT : Public Welfare Administration Conference at Saitama
Prefecture on 16 January 1951

1. Persons attending: Mr. R. W. Stemple, welfare adviser, Kanto Civil Affairs Region, Mrs. Obana, JN adviser, Kanto Civil Affairs Region, and the following Japanese officials: Messrs. Mizuno, welfare department chief; Osawa, protection section chief; Ebihara, assistant chief, protection section; Okubo, protection section, DLSL division; Koyama, protection section; Miyajima, statistics division of the protection section; Orihara, children's section chief; Takeda, social affairs section chief; Yazawa, social affairs section; Matsunaga, NHI section chief; and Saeki, NHI section.
2. The following subjects were discussed at the conference:
 - a. The protection section of the prefectural welfare department has written a manual. The manual is designed to assist cities, towns, and villages in the application, administration, and operation of the DLSL. The manual has been developed primarily by welfare department officials. It was stated that other sources of material were similar manuals from the United States, and some ideas from the cities of Saitama Prefecture. It is feared that welfare department officials view the present manual as a completed project. However, they did apologize for the brevity of the manual and stated that it would be revised and enlarged upon at a later date. The manual is in book form. There are no provisions for revisions, additions, or deletions. It was suggested that inasmuch as the manual has as yet not been distributed to cities, towns, and villages, ~~that~~ the prefectural welfare department attempt to set it up in a loose-leaf folder. This will be difficult inasmuch as various sections of the manual run together and do not lend themselves to separation. General contents of the manual are as follows:
 - (1) Organization of offices and functions of offices.
 - (2) Reception and interviews.
 - (3) Applications.
 - (4) Investigations.
 - (5) Confirmation of income and expenditures.
 - (6) Approval or decision of eligibility.
 - (7) Enforcement and determination of kind of protection.

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(8) Clerical work - that performed by case workers, as well as office workers.

(9) Handling appeals.

(10) The collection of funds from relatives legally responsible and able to contribute toward the support of assistance recipients, and also the collection of funds from assistance recipients who are later determined able to reimburse the government for funds received.

The general contents of the manual were discussed, and the Civil Affairs welfare officer brought to the attention of the officials the following items which seemed to be lacking in the manual:

- (1) It is essential that prefectural officials keep in mind that the manual is supposed to be a practical and usable reference. It should also be mandatory to all levels of operation coming under the prefectural welfare department. It was pointed out that, in general, the manual seems usable by cities; however, it is highly questionable that towns and villages with their untrained staff would be able to understand and use this document. The office organization and functions are not applicable to village operations.
- (2) It was also indicated that the manual does not contain a section devoted to personnel classification, job titles, determination of number of persons needed in each job classification, and job descriptions or functions.
- (3) It seems that the investigation procedure (item (4) above) conflicts with item (10). It was pointed out that the process of investigation must include a consideration of the ability of legally responsible relatives to contribute toward the support of assistance recipients. The process of collecting funds from legally responsible relatives would be a separate matter, probably not handled by case workers.
- (4) It was also indicated that it is not advisable for the prefectural welfare department to direct a manual to city case workers unless the problem of the relationship of the case worker to the child welfare official is considered, and at least discussed, and with local policies determined, since there is no information from the Ministry on this particular subject. The fact that the problem exists is reason enough for the prefectural welfare department to attempt to clarify this matter in a manual. This cannot be done unless

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city welfare departments are brought into conferences on this subject. Even though the manual is supposed to be concerned only with DLSL, the relationship of DLSL to child welfare must not be overlooked.

- (5) The manual does not contain a statement on procedures of assignment of cases to case workers for investigation. Neither are recommendations or directions given concerning the control of case loads as a supervisory responsibility.
- (6) In spite of the fact that there are several negative aspects to the manual, it is gratifying that such a manual has been prepared. If the prefectural welfare department will set the manual up in a loose-leaf form, it is felt that necessary changes can be made as the manual is used.

b. The equalization fund - The prefectural welfare department chief indicated that they are having relatively few problems in relation to financing public welfare programs under the equalization grants. Personnel such as social welfare secretaries, disabled persons officials, and child welfare officials are adequately provided for in the equalization fund, and the prefectural assembly has allocated necessary funds. 81 social welfare secretaries have been provided for. This will bring about an increase of 39 persons in the prefectural staff, 34 of whom will be assigned to districts, with an additional 5 persons operating at the prefectural level. Expenses for child welfare officials and jido-iin are provided for. Funds for the payment to institutions providing care for children is considered to be reasonable. It was indicated that some towns and villages are exercising discriminatory practices in the admission of children to day nurseries and of mothers and children to boshi-ryo. Town and village officials are controlling admissions to the above-mentioned types of institutions and are thereby able to save money allocated to the local level for this purpose. When it is considered that Ministry of Welfare is subsidizing large-scale expansion and construction of day nurseries and boshi-ryo, it is assumed that there is a need for these types of institutions. However, town and village officials will be inclined to not place children in these institutions.

c. Welfare districts - The Saitama plan for the establishment of welfare districts has been formalized, and material describing the plan has been mimeographed. The Saitama plan differs substantially from that of several other prefectures in Kanto Region. Saitama visualizes the establishment of a welfare district office which would be primarily responsible for case work services under the DLSL, Child Welfare Law, and Disabled Persons Law. Other welfare functions, such as disaster relief, national health insurance, consumers' cooperatives, social work associations, pawn shops, work shops, and private agency activity, would remain in the present chiho jimusho. In Saitama the chiho jimusho contains a separate welfare section with a section chief who is responsible to the chiho jimusho chief. Apparently, general affairs is out as far as public welfare is concerned in the Saitama chiho jimusho organizational structure.

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The Saitama chief reported that he is confident that sufficient funds can be secured to set up a chief in each of the proposed welfare district offices, and that the present chiho jimusho chief would not have anything to do with the case work functions referred to above. It was further indicated that there was a possibility that a separate building could be established for each welfare district office. In view of the fact that it is doubtful that the necessary legislation providing for welfare districts will be passed, the CA welfare officer did not go into the details of actual operations in the proposed welfare district. The problem of local autonomy and the question of whether or not town and village governments would agree to the consolidation of welfare administration and operation at the district level were discussed. In the event that welfare districts are not provided for, Saitama intends to reorganize the welfare section of the chiho jimusho and set it up as a supervisory and training unit over town and village operations.

d. Budget - 6% of prefectural expenditures during the current fiscal year were allocated for welfare purposes. The proposed tentative budget for the 1951-52 fiscal year calls for approximately 10% of all prefectural expenditures to be used for public welfare purposes. The department chief was unable to provide details as to the reasons for the increase. This material will be submitted to Civil Affairs at a later date.

ROBERT W. STEMPLE
Chief
Public Welfare Section

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

[Handwritten initials]
AHK/mm
Rec'd: 11 July 1950
Typed: 12 July 1950

11 July 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Field Trip to Saitama on 8 July 1950

Conferred with chief of Prefectural Welfare Department, chiefs of sections and representatives from Urawa City Welfare Office on the preparation of the office manual on procedures which can serve as a model to all local welfare offices.

a. The initial draft of the manual has been completed and copies are being prepared for submission to KaCAR for review. These should be received in about a week. The Protection Section's and Social Affairs Section's will be sent in Japanese for translation by KaCAR and the Child Welfare Section's will be translated by the prefecture prior to submission.

b. The Demobilization and Insurance sections are also working on an office manual on procedures per the Welfare Department Chief's request.

c. After the material is translated, a conference is to be held with the officials regarding any indicated revision.

[Handwritten signature]
ANNABELLE H. KENT

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

RJA/ml

22 June 1950

MEMO FOR: Record

SUBJECT : Field Visit to Saitama Prefectural Welfare Department

1. At 1000 hours on 20 June the undersigned welfare officer and Mrs. T. Obana (JN), advisor, met with the following welfare officials of Saitama Prefecture: Messrs. Mizuno, Welfare Department Chief; Osawa, Welfare Department, Protection Section Chief; Takeda, Welfare Department, Social Affairs Section Chief; Orihara, Welfare Department, Children's Section Chief; Ishizeki, Welfare Department, Insurance Section Chief; Igarashi, Welfare Department, Demobilization Section Chief; Ebihara, Protection Section, GA Division Chief; Okubo, Protection Section, Protection Division Chief; Nakamura, Protection Section, Relief Division Chief; Koyama, Protection Section, Adjustment Division Chief; Shindo, Children's Section, GA Division Chief; Kanamori, Children's Section, Planning Division Chief; Yazawa, Social Affairs Section, GA Division Chief; Takahashi, Social Affairs Section, Clerical Work Division Chief; Muramatsu, Social Affairs Section, In-Service Training Instructor; Yashida, Insurance Section, Assistant Section Chief; Taki, Insurance Section; Iizuka, Demobilization Section, GA Division Chief; and Tsutsui, General Affairs Department, Liaison Section.
2. Welfare officer advised that he would schedule a meeting each month with the chief of the department and his section chiefs to discuss over-all programs, situations, or problems that are the immediate concern of the Kanto assistant welfare officers, situations within the programs of the assistant welfare officers, but complicated and involved, and in general, any matters which the officials delay to discuss.
3. In connection with in-service training plans of the prefecture and following previous conferences between Mrs. Kent, assistant welfare officer, and Saitama officials, it was pointed out that it was administratively undesirable to locate the in-service training activity within the Social Affairs Section because the other sections of the department were concerned with operating programs, and in-service training is a service function to the staff and not to be equated with the other programs; and, in addition, the authority for developing and implementing in-service training programs could not come from one section for carrying out in another section, but that the authority would have to come from a level higher than all sections. The officials advised that it was planned to put into the Social Affairs Section only the clerical and detailed aspects of in-service training, but that policy would be set and programs decided upon by a prefectural planning and promotion in-service training committee which would be responsible to the director of the department. The director of in-service training would be a member of this committee and would receive his authority for carrying out the committee's

SUBJECT: Field Visit to Saitama Prefectural
Welfare Department

22 June 1950

policies directly from the department director. Welfare officer emphasized that in-service training must be planned for and carried out for all sections in all programs for all personnel, not only for public assistance or child welfare; but that for the present time, the concentration of effort in public assistance and child welfare is indicated. The distinction was also made between daily supervision which was the responsibility of each section and to be carried on throughout each section and in-service training programs which should be complementary to the supervision.

4. In response to question by welfare officer, the director advised that there are no Minsei-iin in Saitama who are holding other public office.

5. Public subsidies in the form of money, office space, or clerical assistance is not being given to the Red Cross, the Community Chest, or Dobo Engo Kai in accordance with Ministry directive Sha Hatsu #19 of 7 February 1948; however, because this directive applied only to these three programs, no action has been taken against the following nine organizations that have been given office facilities in the prefectural building:

1. Juridical Person - Prefecture Chapter of Japan Seaman's Relief Association
2. Juridical Person - Saitama Prefecture Minsei-iin Federation
3. Juridical Person - Saitama Kosei Kai
4. Saitama Chapter of Japan Social Work Association
5. Saitama Work Shop Association
6. Saitama Prefecture Child Welfare Association
7. Federation of National Health Organization
8. Saitama Chapter of Federation of Health Insurance Association
9. Social Insurance Association

Local Offices (Chiho Jimusho) and Cities

1. Social Work Association (of Gun or City)
2. Branch of Federation of National Health Insurance organization

Two of these, also have office facilities in the district offices and in each of the cities of Saitama Prefecture. The prefecture is planning to build in Urawa, near the new prefectural building, an "autonomy hall" in which will be housed all of these private welfare agencies.

6. The child welfare section chief stated emphatically that all children in protection institutions are regularly attending school, and a monthly report of school attendance and progress is submitted to the prefectural children's section. In one juvenile training

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Welfare Department

22 June 1950

institution, Saitama Gakuen, in the inspection made by the prefecture in October 1949, the school being operated by the institution, while having qualified teachers, had never been approved by the education authorities. The children, therefore, could never receive credit for the work that they did in this school. At the insistence of the prefecture, application was made by the institution for inspection and accreditation, and this is expected to take place in the very near future. (Written report on this was requested).


7. Disaster relief planning is in the relief division of the protection section, and the organization includes a prefectural disaster council headed by the governor and a prefectural disaster team made up of prefectural departments. In case of disaster, the director of the welfare department becomes the chief of disaster operations. The current plan is dated 1 April 1948, but is under redrafting at the moment for minor changes. An unsolved problem is the difficulty in securing accurate reports, both after the disaster occurs and prior to the disaster. In the latter case, as for example, rising flood waters, it has been impossible to bring into being a disaster relief team because under the law, it can go into action only with the occurrence of a disaster. It has been felt to be quite important to receive regular reports of approaching disaster in a case of floods, and a special plan has been developed to provide a reporting service. Copy of plan is attached. Welfare officer suggested that the reporting of disaster information be centralized at the local level and up through to the prefecture. In the matter of conflicting data which has been received in Kanto on disaster data, the officials pointed out that the National Rural Police are responsible for reporting directly to Kanto and that they secure their information independent of the prefectural disaster organization. The director was requested an interpretation of "Affecting Fifty Families" which is the basis for reporting by the welfare department to Kanto. Regarding the stockpiling of emergency disaster relief supplies, the officials felt that it would be desirable to continue to stockpile up to 50,000 items, principally clothing and bedding. These supplies are maintained in five separate depots and are inspected semi-annually and materials shifted about. Food can be secured from the food kodan which is able to supply on immediate notice 100,000 meals. The relationship of the prefectural disaster council to the Kanto Region Council is such that matters dealing with only Kanto Region are cleared through the region council, but matters that concern all prefectures come direct from the central government to the prefecture. In case it is necessary to secure supplies or services from other prefectures in time of disaster, this must be cleared through the Kanto Region Council first.

8. Mr. Honda, Chief of the PESO Section of the prefectural Labor Department, estimated that there were about 18,000 persons unemployed, of whom 9,500 are receiving unemployment insurance, 4,000 are engaged

SUBJECT: Field Visit to Saitama Prefectural
Welfare Department

22 June 1950

in public works projects, and 3,000 are employed on day labor unemployment work relief. There are 800 persons receiving public assistance because of unemployment. The balance of 700 are probably living on savings or with relatives or friends. The day laborers, 3,000, rotate through 1,200 jobs available daily and average 20 to 21 days a month. The prefectural welfare director advised that the prefecture had no information about the 800 families receiving public assistance because of unemployment and agreed that it would be desirable to have complete descriptive data and that a study would be made and a report submitted to this office.


ROLAND J. ARTIGUES
Chief
Public Welfare Section

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

Rec'd: 17 June 1950
Typed: 20 June 1950

AHK/mm/hs
17 June 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Field Trip to Saitama Prefecture on 17 June 1950

1. The undersigned Public Welfare Advisor, Annabelle H. Kent, and Teruyo Nakayama, interpreter, met with the following Saitama Welfare Officials at 0900:

- a. Mr. Midzuno, chief of Prefectural Welfare Department.
- b. Mr. Muramatsu, In-Service Training Director (Pref.)
- c. Mr. Osawa, chief of Protection Section.
- d. Mr. Osawa, chief of Urawa City Welfare Office.
- e. Mr. Nakamura, Case Work Supervisor, Urawa City Welfare Office.
- f. Mr. Takeda, chief of Prefectural Social Affairs Section.
- g. Mr. Orihara, chief of Prefectural Child Welfare Section.

2. At present, Mr. Midzuno does not feel it is possible to establish the in-service training function into a section or small unit under the department chief, instead of having it in a division of social affairs, because:

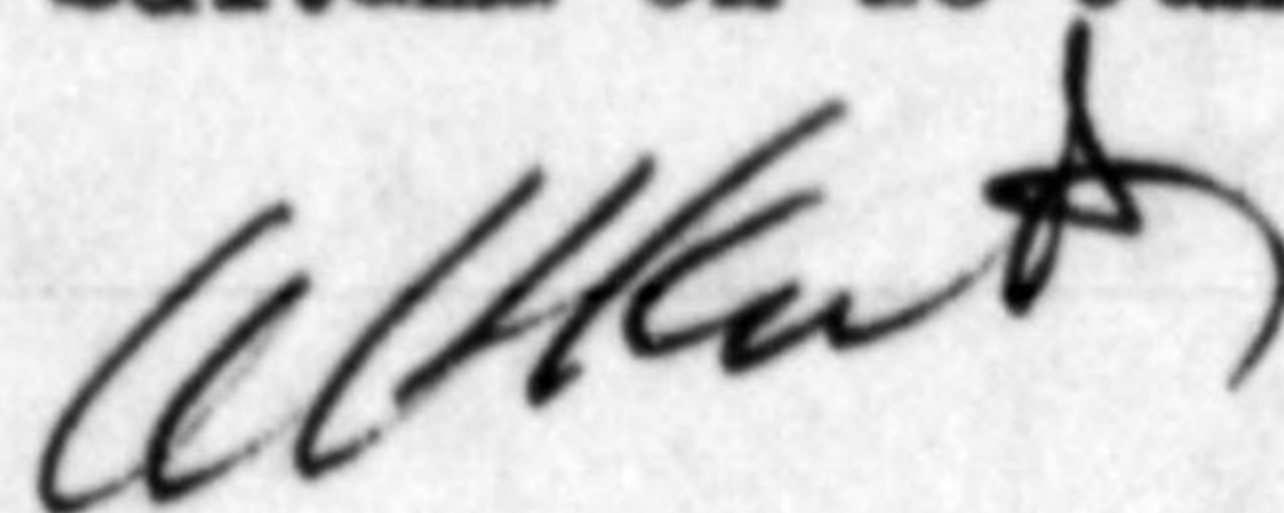
- a. It is not possible to as yet increase staff. (His request for new positions of the General Affairs Department has not been approved.) If some staff is removed from social affairs to an in-service training unit, this would jeopardize the social affairs section's operation.
- b. He is studying the entire reorganization of the Welfare Department to establish a budget and accounts section, public aid section, institution section, and in-service training section.
- c. The Ministry is beginning to discuss the combining of Child Welfare and Protection Sections' functions.

3. The prefectural officials agreed to begin writing an office manual on a local welfare offices' procedure, using Urawa City in the project. They volunteered to complete their first draft by the end of July. This manual is to be divided into various sections, one DLSL, one child welfare, one Law for the Disabled, etc., and isto concern itself only with procedures, except for a brief introductory paragraph

on each section showing the legal basis for the operation.

4. Mr. Midzuno agreed to discuss with the chief of Kitaadachi Gun Office, the projected plan of utilizing the welfare section in this Gun in which to establish a model welfare section and develop therefrom a manual on operations and administrative supervision of towns and villages.

5. Welfare Advisor is to return to Saitama on 28 June in order to follow through on above matters.



ANNABELLE H. KENT

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/ma/es

12 June 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Field Trip to Saitama Prefecture - 10 June 1950;
Conference with Prefectural Welfare In-Service Training
Director and Secretary to Chief of Welfare Department

1. The undersigned Welfare Advisor, Annabelle H. Kent, and Noboru Koyama (JN), advisor, conferred from 0900 to 1045 with Mr. Muramatsu, In-Service Training Director, and Mr. Koyama, secretary to chief of Welfare Department, on the following matters:
2. In-Service Training: About three weeks ago, the Welfare Department Chief and section chiefs and division chiefs decided to place the in-service training function for the Welfare Department in a new division in the Social Affairs Section. This new division is in the process of being set up. This one of the three plans presented by the in-service training director. The proposed plans were:
 - a. The establishment of a division on in-service training under the direct supervision of the chief of the department.
 - b. A negative plan that of establishing a division in the Social Affairs Section.
 - c. The establishment of a Guidance Section with three functions - supervision, adjustment and in-service training. This was based on the Kyoto plan and was considered most desirable by Mr. Muramatsu.
 - d. Welfare Advisor suggested that the first plan listed be adopted and indicated the reasons why the second and third plans were undesirable. This matter will be discussed again on 17 June when Welfare advisor meets with the chief of the department and his section chiefs.
 - e. Since April a series of in-service training courses have been held for paid welfare officials at all levels of operation. Five of courses which total 60 hours of lectures and discussion are being held for 300 welfare officials in six different areas of the prefecture. Each lasts two days and the first and second courses have been completed. This is to be followed by a series of in-service training sessions in each of the major cities. In addition for the past several months, the in-service training director has been holding monthly study meetings with all the child welfare officials. Each

SUBJECT: Field Trip to Saitama Prefecture - 10 June 1950

of the child welfare officials are being required to read a Japanese text on social work theories and discuss it. In addition materials written by Freud and Pavlov are being used for study. Two training courses, one for the chiefs of institutions and another for qualified staff of institutions, is being planned.

4. Arrangements were made to meet with the chief of the Welfare Department, chief of Protection Section, chief of the Urawa City Welfare Office, and the latter's case work supervisor, on 17 June to:

a. Develop an office manual on procedures for a local welfare office, and

b. Develop unified job descriptions for local welfare office personnel.

5. On 17 June, it was also proposed that discussions with prefectural personnel include plans for development of a manual on administrative supervision, involving the Kitsadachi District Office as an experimental unit of operations.

ANNABELLE H. KENT

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/an

2 March 1950

SUBJECT: Field Trip to Saitama Prefecture on 27 February 1950

TO: Mr. W. H. James, Chief
Public Welfare Section

1. The undersigned Welfare Officer, Annabelle H. Kent, and Tatsuko Ohara (JN), Advisor, from 0900 to 1530 on 27 February, met with Prefectural Welfare Department Officials as follows:

2. Conference with Mr. Osawa, Chief of Protection Section, regarding developments under Hatsu Sha #72.

a. As of 1 January 1950, all the cities in Saitama had reorganized so that the paid staff was carrying integrated case loads along geographical lines. The pattern of welfare organization in the five cities, Kawaguchi, Omiya, Kawagoe, Kumagaya, and Gyoda was established along the same lines as in Urawa City.

b. In addition to the above the 11 towns selected for reorganization as model welfare offices have completed or are in the process of completing their plans to function according to the above.

c. All the concerned local offices have complained that more staff is necessary. Despite this they have proceeded to reorganize and in the following communities' staff was increased:

- (1) Kawagoe City added 1 person.
- (2) Hanyu Town added 1 person.
- (3) Satte Town will increase by 1 from April.
- (4) Matsuyama Town will increase by 1 from April.
- (5) Hanno Town with a caseload of 209 under DSL increased its staff of 4 by 3 persons.

d. The Prefecture has not encouraged other than the 17 model communities to reorganize along the line of Urawa City as yet, as they prefer to place their emphasis on helping the 17 selected communities to function successfully before applying the reorganization elsewhere.

e. The Prefecture is of the opinion that civil affairs can

be most helpful in regard to the application of Hatsu Sha #72 by

- (1) Continuing administrative reviews of the reorganized welfare offices, and
- (2) By participating in the inservice training courses given to the paid officials from these offices.

f. In addition ~~the~~ prefecture feels a major responsibility of their's is the education of Mayors so that they will agree with the plans for reorganization.

3. Conference with prefectural Protection Section personnel, Mr. Osawa and Mr. Okubo, Chief of Department, Mr. Mizuno, and Insurance Section personnel, Mr. Arai of NHI and Mr. Yoshida of HI on their joint study recommended by KaCAR Insurance Officer on the costs of medical cases under DSL and insurance programs. The following figures were presented and revealed that the initial figures given to KaCAR on the average costs of care under HI had only included 50% of the costs of medical care provided dependents.

a. Average costs of medical aid under DSL as of December 1949 for the prefecture -

Hospital cases	- 7,778 yen per person
Out patient	<u> 949</u> yen per person
Average	- 4,363 yen

The figures on the range of costs under DSL within the prefecture was not available, except that for Urawa City the figures were as follows:

Hospital Cases	4,613 yen per person
Out patient	<u>1,117</u> yen per person
Average	2,865 yen per person

The average in Kawagoe City was 1,750 yen per person.

b. Average costs (December 1949) of medical care under Health Insurance for government managed HI programs (figures were not available for society managed HI programs but will be secured.):

(1) Hospital Cases

Insured	6,185.32 yen	
Dependents	2,489.31	- 50% of actual cost
	<u>4,978.62</u>	- 100% - actual cost
Average	5,581.97 yen	

(2) Out Patient

Insured	677.93	
Dependents	269.34	- 50% of actual costs
	<u>538.68</u>	- 100% - actual costs
Average	608.31	yen per person

(3) Dental Cases

Insured	780.18	
Dependents	367.86	- 50% of actual costs
	<u>735.72</u>	
Average	757.95	yen

(4) Average of Dental and other medical out patients case amounts to 683.13 yen. The average of both in patients and out patient medical care comes to 3,132.55 yen.

c. Average of actual (100%) of NHI Medical Care Costs as per last figures month of October 1949.

Hospital Case	4,420 yen
Out patients	561 yen
Dental Case	<u>336 yen</u>
Average cost per case	1,772 yen

d. Comparison of average costs:

	DISL	NHI	HI
Hospital Cases	7,778	4,420.7	5,581.97
Out Patients	949	448.5	638.13
Average	4,363	1,772	3,132.55

4. The Protection Section personnel are of the opinion that medical aid under DISL costs more because the cases under this program are more severe and required more medical treatment. They agree that the bills may not be checked as carefully as those under NHI and HI cases generally is given to persons with only slight illnesses, medical aid under DISL is primarily to those with chronic and complicated medical conditions. All medical bills under DISL are either checked by the Local NHI Advisory Councils, Special NHI Inspection Committees or the Prefectural NHI Inspection Committee.

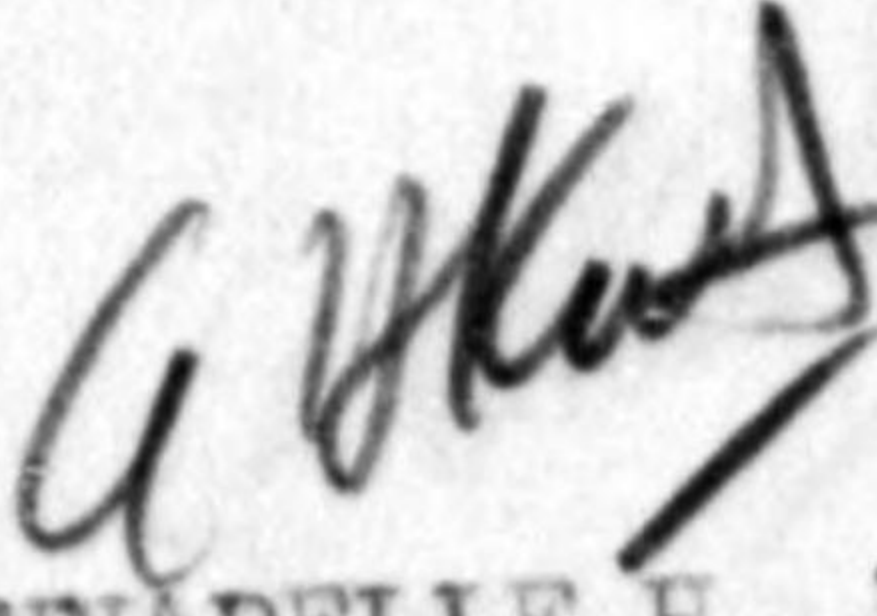
Whereas medical treatment to HI

but discount this as a major factor.

5. A follow-up conference was held with Mr. Orihara, Chief of the Prefectural Child Welfare Section, on the matter of referrals to and from the Child Welfare Center via the Child Welfare Officials. Mr. Orihara contended on 24 February that only the Centers could request local official and Jido-iin to follow child welfare cases and that the Child Welfare Officials had no legal right to do so. Mr. Orihara finally admitted that he had come to this conclusion because the chief of the Centers were responsible for case supervision to the Child Welfare Officials. However, if the prefectural Child Welfare Section assumes responsibility for supervision of the Child Welfare Officials as it is required to do by Welfare Ministry Instruction, the Child Welfare Official then can make direct referrals to local offices. It was agreed that the prefectural Child Welfare Section during March would prepare a written document on

- (1) Procedures of case referral as related to the center, Child Welfare Official and local offices, and
- (2) The points at which cases are to be closed from the standpoint of the Centers and Child Welfare Officials and local offices.

6. During the afternoon, Welfare Officer delivered a two hour lecture at the regular monthly study meeting of Prefectural Welfare Department Officials. Those present included the Chief of the Department, Chief of Social Affairs, Protection and Child Welfare sections and their sub-sections as well as several Child Welfare Officials and staff of the Central Child Welfare Center. Subject matter concerned the field of social work and principles in social case work. An example of questions and discussions which followed the lecture concerned the "living guidance" which Minsei-iin are supposed to be giving recipients of Public Assistance. This "living guidance" per prefectural officials was stated as merely a form of "supervision" of families because they are recipients of Public Assistance. They agreed that the "living guidance" now being given by local office staff should be studied so that it is not "supervision" but the making available of help and services to those families who may need it. This of course would not be to the exclusion of the continuous determination of eligibility for public aid.


ANNABELLE H. KENT

EXTRACT
COPYPUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/an

SUBJECT: Field Trip to Saitama on 24 February 1950

TO: Mr. W. H. James, Chief,
Public Welfare Section

1. The undersigned Welfare Officer, Annabelle H. Kent, and Tatsuko Ohara (JN), Advisor, conferred with Prefectural Welfare Dept. and Child Welfare Center Officials as follows:
 - a. Conferences with Mr. Mizuno, Chief, Welfare Department, Mr. Osawa, Chief of Protection, Mr. Muramatsu, Inservice Training Director, and Mr. Orihara, Chief of Child Welfare Section from 0830 - 0950, and
 - b. Conference with Child Welfare Center and Child Welfare Official Staff from 1000 to 1530.
2. The general plan for inservice training for 1950 - 51 was reviewed and found comprehensive in content and focused on the full-time paid welfare staff at all levels of operation. Detailed plans are now being prepared on the content of the training and study courses.
 - a. The Child Welfare Officials monthly I day meeting with Prefectural Officials which had been concerned only with Prefectural Instructions is now to include following:
 - (1) In AM brief discussion of instruction and operation followed by case presentations of Child Welfare Officials on a rotating basis.
 - (2) In the PM the book "Theories and Case Work Practice" will be used as a text for discussion and study.
3. Mr. Osawa agreed to revise the report required from each local office preparatory to administrative reviews so that it includes data which is focused on the activities of the full-time paid staff. Data concerning each Minsei-iin's case load is to be omitted in the reports from model areas.

↓ Omitted

Find the original in
Saitama CW Report file.
(M.M.)

EXTRACT
COPY

*File*PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/mm

23 February 1950

SUBJECT: Field Trip to Saitama Prefecture on 20 February 1950

1. The undersigned Welfare Officer, Annabelle H. Kent, and Tatsuko Ohara (JN), Advisor, conferred with the following Prefectural Welfare Department officials from 0830 to 1100 on 20 February 1950:

- a. Mr. Midzuno, chief of Welfare Department
- b. Mr. Osawa, chief of Protection Section
- c. Mr. Tonegi, chief of Social Affairs Section
- d. Mr. Orihara, chief of Child Welfare Section
- e. Mr. Kanemori, assistant chief of Child Welfare Section
- f. Mr. Matsumoto, in-service training director.

2. Main purpose of this meeting was to discuss the Joint Prefectural and KeCAR Administrative Review of the Kitadachi District Welfare Office (see reports submitted on field trips of 9, 16 and 23 January 1950).

a. Mr. Osawa's findings and recommendation:

- (1) Chief of the district office has exceptional interest in welfare and frequently attends local welfare conferences (formerly he was chief of Prefectural Protection Section).
- (2) Personnel of Welfare Section is inadequate as to ability and as to number. They have been unable to adequately do administrative reviews of local offices. Chief of Welfare Section wishes to increase the present staff of 6 persons to 10 or 11 so that there will be at least 1 person for each major welfare program and an additional personnel to do administrative reviews.
- (3) Too much time of the staff is spent on mimeographing and doing copy work which keeps them from developing interest in the overall job. Mr. Osawa is recommending that prefectural instructions be sent directly by the prefecture to towns and villages and that copies be sent to the district office so that the copy work and rewriting of prefectural instructions can be eliminated at the district level.
- (4) The staff requires considerable in-service training and education. When interviewed none of the staff except the chief could give clear answers on their duties and responsibilities.

- (5) The administrative reviews of town and village offices were merely financial inspections. There was no evidence of any guidance to local office staff on their operations or practice.
- (6) Obsolete prefectural and Welfare Ministry instructions, ordinance, etc., were filed together. The prefecture plans to help the office organize their files properly.
- (7) Records on record keeping and delivery of subsidies were satisfactory. Subsidies are forwarded rapidly to towns and villages.

b. Mr. Kanemori's comments and findings:

- (1) The district office (Prefectural Child Welfare Section) has not been able to collect child welfare reports required from all towns and villages.
- (2) The inspection of local office child welfare programs revealed that incorrect information had been given on budget preparation because of the staff's failure to understand the prefectural instruction.
- (3) No authority has been delegated to the chiefs of the district office on child welfare except for the following:
 - (a) The prefecture has asked the district offices to carry out child welfare administrative reviews of the town and village programs.
 - (b) The prefecture at times asks the district office to carry out special child welfare assignments such as securing reports and participating in such movements as Prevention of Juvenile Delinquency.

c. ~~(c)~~ In accordance with the previous discussion on the district welfare sections the prefecture is in the process of completing their study to determine whether it would be better to have the personnel in these sections under the direct supervision of the Prefectural Welfare Department.

d. ~~(d)~~ Additional findings and recommendations of Welfare Officer:

1. Operating functions such as issuance of

certificates to repatriates by the district welfare section was questioned.

2. The handling of and making decisions on applications of rent and land increases by welfare personnel was also questioned as this is a function of the Economic Section.
3. The need for job descriptions on welfare section personnel was emphasized.
4. The selection of better personnel for welfare was pointed out as even with intensive training most of the present welfare section staff did not appear to have the ability to develop on the job.
5. The advisability for the Welfare Department's direct supervision over the district welfare staff was discussed.

e. — (D) Mr. Midzuno pointed out that the revised Social Work Law which is to be submitted to the Diet provides for the removal of the welfare sections from the district offices by setting up Welfare Security Stations under the direct supervision of the Governor. The Prefectural Governor can under this law delegate "part of his authority" to the chiefs of these stations.

f. — (D) The prefecture is taking steps immediately to send prefectural instructions directly to town and villages. This will eliminate about 50% of the district staff's work on mimeographing and rewriting prefectural instructions.

Annabelle H. Kent
ANNABELLE H. KENT
Public Welfare Officer

Extract
C O P Y

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/mm

Saitama Kencho file

11 February 1950

SUBJECT: Field Trip to Saitama Prefecture on 10 February 1950

1. The undersigned Welfare Officer, Annabelle H. Kent, conferred with Prefectural Welfare Department officials from 0830 to 1115 on the fire of 23 January 1950 at the Institute for Temporary Shelter in Urawa City, on the preparation of Child Welfare Forms to be used by the case workers in the 17 model areas in Saitama and on the development of model welfare offices.

2. Omitted.

3. Mr. Ohkubo of the Prefectural Protection Section reported that the 16 communities recommended for the establishment of model welfare programs along the lines of the Urawa City Office have all reorganized accordingly. Success is expected in all these communities. The prefecture desires to extend this plan to all the other 302 communities (all are smaller in population) but is having difficulty because many of these have only a part-time official carrying the entire welfare program. However, this situation is being studied by prefectural officials in order to ascertain how changes can be effected in welfare programs of these smaller communities.

Find the original in Saitama CW file.
(m.m.)

Extract
C O P Y

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/an

6 February 1950

SUBJECT: Conference with Saitama Prefectural Welfare Department
Officials during Field Trip to Saitama Prefecture on
6 February 1950

TO: Mr. Roland J. Artigues, Chief
Public Welfare Section

1. The undersigned Welfare Officer, Annabelle H. Kent and Tatsuko Ohara (JN), Advisor, conferred with Saitama Japanese Welfare Official from 0830 to 1130 on 6 February 1950.

2. Conference with Mr. Osawa, Chief of Protection Section

a. Unless the memorandum on "Catalogue" of Recurring Reports required from the Japanese Prefectural officials is revised the Liaison Section will refuse to translate any document without prior approval from the Chief of KaCAR. Although the wording of the "Catalogue" refers to "Recurring Reports" the Prefectural Liaison Section is interpreting it to cover any request of Japanese material.

b. Saitama plans to complete their investigation of all medical aid cases (nation wide investigation) by the end of this month after - which a report will be requested.

c. On the Junior Minsei-iin system in Motoizumi Village, Kodama, the prefecture has decided to issue the following instruction to the local mayor:

- (1) That the name of this children's group be changed.
- (2) That the village office, Minsei-iin and school teacher should not be involved in the group.
- (3) If the children wish to have a social and recreational group it should be decided by them.
- (3) The village office should not have any official contact with the group.
- (4) Welfare officer pointed out that the group's

activities as reported to KaCAR are almost identical with that of the Minsei-in and various recognized welfare agencies' functions. These functions are not properly that of children's groups and should be discouraged. An instruction should be sent to all mayors informing them of the reasons why it is inadvisable to form any Junior Minsei-in groups.

d. A Mr. Okimoto, of the Ryoku Fu Kai (an independent political party member) who is a member of the National Diet and of their "Repatriates Investigating Committee" visited the prefecture last week for figures on

- (1) Employment of Repatriates,
- (2) Housing of Repatriates,
- (3) Educational opportunities for repatriates and their children,
- (4) Occupational Loans for repatriates, and
- (5) Farm land problems of repatriates.

Mr. Okimoto also visited repatriates camps and one workshop in Toyooka Town. He indicated that he hopes to interest the Diet in appropriating more funds for repatriates housing projects and to increase subsidies to the Japan Educational Society. He hopes that the Japan Educational Society can be given sufficient subsidies to give scholarships for higher education to needy repatriates, their children and children of recipients families.

e. Arrangements were made to

- (1) Participate with the Prefectural Welfare Department in their Administrative Review of the Kawaguchi City office. Welfare Officer is to begin this review in March.

3. Conference with Mr. Orihara, Chief of Child Welfare Section, and two other child welfare officials, Mr. Kanemori and Mr. Tomehara.

a. Mr. Orihara submitted the report of the requested investigation on Hozana-en (see inclosure 1), a recently approved orphanage for boys which has a capacity for 20 children over 1 year of age. A complaint had been submitted on this institution to the effect that the children were being exploited and that the manager had TB. Medical report on chest and rays of all the inmates and staff revealed that all 10 inmates - 2 boys of 15, 1 boy of 18, one boy of

17, one boy of 16, one boy of 11, two boys of 13, one boy of 7 and one child of 2 years were negative for TB per the Health Center's report. However the examination of the 6 staff members including the manager revealed that all were negative for TB except that manager Mr. Yokoyama has an arrested case of TB. The Health Center physician's report stated that Mr. Yokoyama's tuberculosis was not active and that he could live and work with children. The manager's three children were also examined and a daughter of 20 has "infiltration of the lung" - active TB. She is residing in the manager's house which is in a separate building from the institution and is reported as being kept in isolation.

b. Also discussed with Mr. Orihara the complaint two nurses of Tamodayen, an infant home located in Kodama Gun, made to KaCAR about the manager's operation of this institution. These two nurses had also registered their complaints with the Prefectural Welfare Department on 1 February 1950. As a result the prefecture merely called Mr. Endo, the manager, into the prefectural office and discussed the complaint with him. Mr. Endo indicated that all the difficulty stemmed from the elder nurse who he complained that she is lazy and feels she should be the head nurse instead of the younger person who is now head nurse. Mr. Endo discharged both the nurses who complained on 2 February 1950. Welfare officer requested the prefecture to investigate the infant home's management with regard to the following:

- (1) Function and duties of each staff person, their actual salaries, hours worked, etc.
- (2) Distribution of medical and food supplies.
- (3) Care given infants.
- (4) Accounts, etc.

A report is to be submitted on their findings to KaCAR.

c. Arrangements were made to complete the child welfare center administrative review on 10 February 1950.

d. The child welfare forms prepared for use by welfare officials in city offices was reviewed and several suggestions were made for revisions of these form before they are adopted. These forms will be discussed again on 10 February 1950.



ANNABELLE H. KENT
Public Welfare Officer

Letter from Yuichi Sasaki, Kashimadai, Urawa City, as of 19
January 1950, to Welfare Section, KaCAR

I am living very near to the Besso Church. And I have some
doubt about this church to ask questions.

They call this church Hozana playground for the war damaged
orphanage. The chief is Mr. Hideo Yokoyama who seems to be TB.
I think he is unsuitable as a chief. Why does the prefectural govern-
ment admit him as a president?

The fact is he abuses the orphans for the collection of
contributions or for the pencil manufacturing. In spite of the ill
treatment for orphans he manages this church under the beautiful name
that is he relieves children as a Christian.

I wonder again why government admitted him in such circumstances.
Sometimes calm, small gentleman who has glasses comes out this church.

For the children's happiness and to solve the neighbors' doubt
please investigate this church.

C O P YPUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/en

Prof.

11 January 1950

SUBJECT: Field Trip to Saitama Prefecture
0815 - 1330, 9 January 1950TO: Mr. Roland J. Artigues
Chief, Public Welfare Section

1. The undersigned Welfare Officer, Annabelle H. Kent and Tatsuko Ohara (JN), Advisor began an administrative review of the Kitaadachi District (un) Welfare Section Office by conferring with
 - a. Mr. Mizuno, Chief of Prefectural Welfare Department
 - b. Mr. Hirooka, Chief of Kitaadachi District Office, and
 - c. Mr. Kurita, Chief of District's Welfare Section.
2. Also on this date conferred with Mr. Osawa, Prefectural Protection Section Chief regarding prefectural matters. (see Inclosure 1)

C O P Y

C O P Y

9 January 1950 - Conference with Mr. Osawa, Chief of Saitama Prefecture Protection Section

1. Mr. Osawa, Prefecture Protection Section Official reported on their investigation of the Jr. Minsei-iin in Kodama Gun's Motoizumi Village. A group of school children and their teachers as a result of the "Preventions for Juvenile Delinquency Movement" in November decided to form a children's social and recreational Association. They then conferred with the Village Welfare Section Chief who gave them the name Jr. Minsei-iin. Although these children are not involved in any of the public welfare programs, the prefecture realizes the implications in this situation and are recommending that the Association change the name and that the Welfare Section of the Village have no relationship to the Association. The prefecture agreed that the name was probably selected as a result of old Minsei-iin Renmei material on Jr. Minsei-iin copies of such references was requested by Welfare Officer.

2. Mr. Osawa also is submitting a copy of the procurator's report on the case of Welfare Embezzlement in Kanaya Village, Kodama Gun. The Welfare Official involved was sentenced to one year's imprisonment on 31 October 1949 but has appealed his case to a higher court in Tokyo. Prior to the Verdict, the Welfare Official repaid 81,515 yen, the total decided upon by the court. (See "Special Report from Saitama Civil Affairs Team to KCAR, dated 1 July 1949, on "Embezzlement of Welfare Funds".)

Inclosure 1

C O P Y

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

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AHK/mm

10 January 1950

C.O.
Ken
SUBJECT: Field Trip to Saitama Prefecture on 6 January 1950

TO: Roland J. Artigues, Chief
Public Welfare Section, KCAR

1. The undersigned Welfare Officer, Annabelle H. Kent, Tatsuko Ohara (JN), advisor, and Keiko Mori (JN), interpreter, arrived at the Urawa City welfare office at 0830 and departed 1600, 6 January 1950.
2. From 0830-1100 - Welfare Officer conferred with the following prefectural welfare dep't officials on matters they wished to discuss prior to continuing the administrative review of welfare officer and Mr. Osawa (Protection Section Chief).
 - a. Mr. Mizuno, chief of the Pref. Welfare Dep't, reported that
 - (1) An In-service Training Director, Mr. Muramatsu (age 46) was appointed today. Mr. Muramatsu is a graduate of the Japan Univ. Social Work Dep't and was in social work in Hiroshima and Ehime Prefectures. His last position was with the Tokyo Agricultural Assn. as chief of their Cultural Dep't. He is being appointed as a Sanji, that is Counselor, and paid by the Japan Social Work Assn. In month or so will be appointed as a semi-official (shokutaku) on the Pref. Welfare Dep't payroll.
 - (2) The Governor has indicated an interest in placing the District Office Welfare Sections under the direct supervision of the Pref. Welfare Dep't providing Mr. Mizuno studies this administrative change carefully and is then convinced that such a change is essential for the development of the public welfare services. In line with this study, Welfare Officer discussed the administrative review of the Kitadachi Gun office which is to be started on 9 Jan. 49 and the desire of KCAR to carefully review the Welfare Dep't's recommendation on district office field staff before the final material is drafted for the Governor.
 - (3) The staff of the district welfare sections will probably be increased by 4 persons and the 1 to 2

persons in these sections who have been working on NHI and paid by the NHI Federation will be soon paid out of prefectural funds.

- (4) There is no evidence of any Minsei-iin Kan being established in Saitama. However, the Minsei-iin Federation in cooperation with Dobo Engo Kai and other interested citizens are planning to raise 6,500,000 yen (800,000 from private social work org. and 5,700,000 yen contributions from selected citizens and Minsei-iin) to build a Minsei-iin Kaiken in Urawa City which can be used as offices for the private social work agencies, and as a meeting hall for conferences and study groups and also as sleeping quarters for persons attending conferences. The Minsei-iin are promoting the need for the building and have the backing of private agencies and the Pref. Welfare Dep't.

b. Mr. Orihara, head of Pref. Child Welfare Section reported that his conference of 29 Dec with the Women's Town Directors resulted in Mr & Mrs Mochida resigning and turning over all the account books to the Pref. As yet the pref. has not been able to obtain any clear understanding of the accounts as they were not kept in any order. Thus far the Police are still investigating the Mochidas who are reported as having stolen lead boards from Women's Town. The Police investigation has not yet been completed. (Note Inclosure 1 -recent newspaper article.)

c. Mr. Orihara also reported that Hozaen, formerly an orphanage which was later changed to a foster home, was approved as a child welfare institution (capacity for 10 children) on 1 Dec 49. Mr. Orihara reported that the owner of this new institution have made several improvements and enlarged the living quarters of the facility. The Welfare Ministry has approved a subsidy for a Juvenile Educational & Training Institution. The funds can be used to enlarge their present pref. institution, Saitama Gakuen or to build another institution of this type for the older boys as Saitama Gakuen has mainly young boys under 14 years.

d. Welfare Officer conferred with Mr. Osawa, Pref. Protection Section Head regarding

- (1) Monthly analysis of Public Assistance figures, and
- (2) Monthly report on number of unemployed, number of unemployment insurance beneficiaries and number of day laborers.

3. From 1100-1600 the administrative review of the Urawa City welfare office was continued by interviewing selected staff members, inspecting case record data and discussing their case work problems. Prefec-

tural officials, Mr. Osawa, Mr. Ohkubo and Mr. Kanemori also continued their inspections on this date. The summary of these findings will be incorporated in the report of 13 Jan 50 field trip as the inspection is to be completed on 13 Jan.

Annabelle H. Kent
Annabelle H. Kent
Public Welfare Officer

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

12 December 1949

SUBJECT: Field Trip to Saitama, 2 Dec. 49 and 5 Dec. 49

TO: Mr. Roland J. Artigues, Chief, Welfare Section, KCAR

1. The undersigned welfare officer accompanied by Tatsuko Ohara (JN) conferred with Prefectural Welfare Dep't Officials and attended two Prefectural Welfare Dep't meetings as follows:

a. 2 Dec. 1949 - 09:00 - 12:00. Meeting of District and City Welfare Section Chiefs (regular monthly meeting called by Pref. Dep't Chief, section heads and assistant section heads, subject matter was primarily concerned ~~with~~ revised new welfare instructions.)

b. 2 Dec. 1949 - 13:00 - 16:00. Meeting (called by Chief of Welfare Dep't) with Mayors or Vice Mayors, Welfare Section Chiefs, chairmen of local assemblies, and Minsei-in Standing Committee chairman of the 17 communities selected by the Prefecture to promote model welfare offices. Pref. Welfare Dep't Section Heads and ass't section heads were also present. (In all approximately 85 persons)

(1) Communities selected:

Cities (all 6)

Kawaguchi
Urawa
Omiya
Kumagaya
Gyoda

All communities over 20,000 pop. (6)

Warabi Town, Kita-Adachi-Gun
Tokorozawa Town, Iruma-Gun
Chichibu Town, Chichibu-Gun
Honjo Town, Kodama-Gun

(2) Main Towns in Districts not included in the above (5) *ditto*

Matsuyama Town, Hiki-Gun
Fukaya Town, Osato-Gun
Hanyu Town, Kita-Seitama-Gun
Kasukabe Town, Minami-Saitama-Gun
Sette Town, Kita-Katsushika-Gun

c. 5 Dec. 1949 - 09:00 - 11:00. Conference with Mr. Osawa, head of Protection Section for purpose of reviewing organization and

structure, function and duties of the personnel in the Protection Section.

d. 5 Dec. 1949 - 11:00 - 13:00. Conference with Mr. Mizuno, chief of Welfare Dep't for purpose of discussing Joint Japanese and American Welfare Conference, Inservice Training Course of Oct. 1949, organizational problems and related matters.

2. Joint Japanese and American Welfare Conference:

a. Mr. Mizuno believes the Kanto and Tohoku Conferences should be continued to complete discussion on the subjects which were started by these conferences. (Example Seitama has been preparing data on supervision). However, subject matter at each conference should be limited to a few items.

b. Regional Joint Conferences with Kanto Personnel only is preferred --- meet at least 3 or 4 times a year. Depending on subject matter, the chiefs as a rule need be the only one attending.

3. October Inservice Training Course:

a. Mr. Mizuno, Welfare Dep't chief states he gained considerable help from Mr. Artigues' lecture on administrative supervision and from Mr. Markuson's lecture on goals and trends in welfare. He would like such courses given at least once a year. However, Mr. Mizuno felt that the only day devoted to the Welfare Ministry official's lectures was not ~~new~~ *valuable as items discussed were not new.*

4. A review ~~was~~ *was* begun of the functions in the 3 Welfare Dep't sections, on Protection, Social Affairs and Child Welfare ^{pointed up the} need for consolidation of functions. ~~As~~ *As* each of the Sections could ~~as a~~ *as a* whole ~~general~~ *general* affairs sub-sections be combined into one sub-section or unit. (This review is to be continued on 7 Dec. 49.)

5. The prefecture is planning a new section on N.H.I. and the Governor is expressing a desire for a Women's Welfare Section. However, the exact purpose of letter has not as yet been formulated clearly by the Governor.

a. The Welfare Sections of each of the district offices (8) are being allowed 3 additional persons each. These persons are to be transferred from other sections.

6. Civil Affairs help was requested with regard to reviewing the Prefecture's Inservice Training Program for 1950 - 51, and giving guidance on the over-all institutional planning needs for 1950 - 51. (Welfare Offices ~~agreed~~ *agreed* to review plans as soon as they are submitted to KCAR.)

*The
General
affairs
Sub
sections in*

7. Prefectural officials consider the third volume on the "100 questions and answers" --- an improvement. This booklet -- "The Fundamental Problems of Public Assistance" dated 5 Dec. 1949, - edited by Mr. Koyama, Protection Section chief, Social Affairs Bureau, and published by the Japan Social Work Assn., is written by five Welfare Ministry officials. The booklet is considered a "kind of instruction" and is actually considered as a part of public assistance procedures.

a. Example of revised thinking: (page 52 of the booklet)---
Refers to a case in which a family applies for aid wherein eldest son is a University student. Family can receive help but student must be omitted from budget as he is expected to get a part of job and pay for his own needs. On basis of this example, prefectural policy requires this practice to be extended to Senior High School students of needy families. Only children attending compulsory levels of education can be included in the grant.

8. Urawa City Welfare Chief complained at the district meeting that reviews of medical bills of under DLSL is delayed. June bills have not yet been returned by the prefectural committee. Physicians are beginning to complain about receiving a rough payment and further more this "rough payment" plan is too heavy a burden on city welfare officials. Mr. Ikeda the Insurance Section, reported that the Inspection Committee has been enlarged and review of all bills should be completed by the end of December.

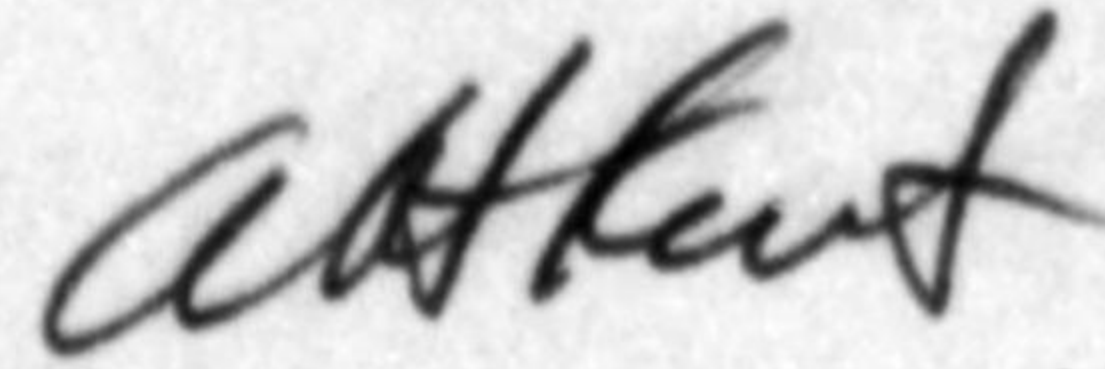
9. The Welfare Ministry recommended at the Protection Section Chiefs' conference (held in Tokyo in Nov.) that "When a man joins a strike of his own will he is to be denied public aid but his family, if eligible can get help". One prefectural official said --- such a man comes under Article two (2) of the DLSL as he is of undesirable character". As a result of the district and city welfare chiefs' discussion the chief of the welfare dep't recommended the following policy. (A verbal policy)

Public assistance to be applied to all members of the family even though the working person joined the strike. However, if the person gets a raise as a result of the strike he is expected to pay back the assistance received during the strike period.

10. Hatsu Sha 72 - Reorganization of local welfare offices and Minsei-in functions. (See inclosure 1 - Prefectural Instruction based on Hatsu Sha 72.)

a. The response of the Minsei-in, and Assembly Chairman present on the 2 Dec. 49 meeting (detailed summary submitted to chief section 9 Dec. 49) was similar to that which occurred in August when the Urawa City experimental welfare project was formally established. The Minsei-in were quite vocal in their opposition to relinquishing their roles as

investigators and case workers to the full time paid officials. The prefectural welfare dep't is now planning individual follow-up conference with ~~each~~ of the designated communities (except Urawa where Hatsu Sha 72 was on effect before it was rec'd.).



ANNABELLE H. KENT
Public Welfare Officer

HEADQUARTERS
Kanto Civil Affairs Region
APO 500

Field Report
Saitama RA

3 December 1949

C. O. my
SUBJECT: Field Trip to Saitama Prefectural Welfare Department

TO: Mr. Roland J. Artigues
Chief of Welfare Section
APO 500

1. The undersigned welfare officer accompanied by Tatsuko Ohara (JN) arrived at Saitama Prefecture Welfare Department 0830 on 28 November 1949, and departed from Saitama 0400 on 28 November 1949.
2. Conferences were held with the following prefectural welfare department officials.
 - a. Mr. Tonegi, In-service Training Director and head of the Social Affairs Section from 0830-1200.
 - b. Mr. Osawa, head of Protection Section from 1230 to 1430.
 - c. Mr. Orihara, head of Child Welfare Section from 1430 to 1600.
3. Purpose of these conferences was to:
 - a. Inspect in-service training and supervision plans and methods.
 - b. Ascertain attitude of prefecture toward continuing regional (Kanto & Tohoku area) joint American and Japanese Welfare Conferences.
 - c. Ascertain plans for carrying through Welfare Ministry instruction outlined in Hatsu Sha 72, 31 October 1949, on reorganization of local welfare staff functions.

d. Advise prefectural officials of inspections to be carried through in December and to inform them of material to be prepared in preparation for the administrative review of the Prefectural Welfare Department's structure and organization and of local welfare programs.

e. Ascertain major problems of the prefecture and areas in which civil affairs help is most desired.

f. Discuss related items of particular concern or interest to the prefectural officials.

4. As a result of the Welfare Ministry's and SCAP's Training Course for In-service Training Directors which was held during October 1949, the Welfare Department developed an organized plan of in-service training and supervision (see attachment No. 1). Recommendations were made by Kanto Welfare Officer to include in their written plan on supervision the utilization of individual conferences by department, section heads, and sub-section heads with their immediate subordinates. Although the plan on supervision included detailed use of group conferences as a supervisory method, the plan omitted the utilization of conferences on an individual basis. Agreement was reached that this method would be included at all levels of operation and would be done on an organized basis.

a. Welfare officer's recommendation that the Monthly Study Course for prefecture welfare members be available to new employees and those with limited experience and education and others in need of the course rather than only those who are under 25 years of age was accepted.

5. Coordinated with the prefectural over-all in-service training is the plan of the Protection Section which calls for:

a. In-service training of town and village welfare officials which is effective 15 December 1949. The course is to be held at five places for 2 days each and will be finished in four times, that is, the

course will be held every other month, December, February, April and June. At the end of this block, the persons attending will receive certificates.

6. Mr. Tonegi, In-service Training Director, is also Social Affairs Section head. Mr. Takahashi, assistant Social Affairs Head assists on drafting in-service training material. Mr. Tonegi learned from the Welfare Ministry and SCAP In-service Training Course that;

a. A formalized in-service training plan was necessary as well as the establishment of a formal statement on methods of supervision.

b. Prior to attending the national course, Mr. Tonegi felt that all that was necessary to do social work was "good sense" as he had no real understanding of social work as a profession. Now he states that he realizes that in addition, a specific field of knowledge and techniques, are essential to do social work. He enjoyed the atmosphere of the courses and of being able to feel free to discuss and ask questions.

7. Welfare workshops were all transferred to the Social Affairs Section (previously in Protection Section) on 24 October 1949. All of the 33 welfare workshops in Saitama were inspected by the Social Affairs Section during the period 7-16 November 1949. As a result 19 workshops were considered adequate, two were given tentative approval and 14 were inadequate. The latter 14 workshops will become private enterprises after 10 December 1949, and as such have no special privileges such as freedom from paying taxes. The reasons for disapproving the 14 workshops were because they failed to meet the following standards:

a. Welfare workshop must have at least 20 inside workers or 10 inside and 30 outside workers, and

b. All the workers must be recipients of public assistance, aged, disabled, or persons who have not been able to secure or accept private jobs because they are:

- (1) Widows, or were,
- (2) Previous recipients of public assistance who could not get private jobs.

8. Areas in which the Welfare Department desires Civil Affairs help.

a. Delivery of in-service training lectures to welfare officials on case work, social work organization and structure, and on functions of welfare personnel, their responsibilities and qualifications.

b. Assistance with regard to the guiding and strengthening of demonstration welfare programs such as in Urawa city.

c. Occasionally meeting with the governor and the vice-governor who ~~is~~ responsible for Welfare Department functions, in order to secure their cooperation in developing welfare programs.

9. Major problems of prefecture are reported as related to the administrative adjustment and lack of funds.

a. The Protection Section has been advised it must cut its capacity of 25 to 19. 12 of the 19 are officials (Shuji) and 7 are employees. The head of the section wishes at least 16 officials (Shuji) and only 3 employees (Yatoi).

b. The Child Welfare Section's capacity of 11 is to be cut to 9. Of the 9 only 6 including the head are Shuji. The head feels that at least 10 more officials (Shuji) are necessary, or there should be at least one official for each of the section's 10 Child Welfare programs.

c. The Child Welfare Section has a waiting list of 40 infants who cannot be placed because of lack of infant homes. These are mainly motherless infants who are being cared for by their fathers. These fathers are not able to work because of the care the infant requires. In some instances the father is working and neighbors are giving improper care to the infants. No national funds have been approved to enlarge the one infant home in Saitama or establish another one.

d. There is also a need for a physically handicapped children's institution to provide physical rehabilitation and educational training. Approximately 1,000 crippled children are in need of such care in Saitama.

e. There is also a waiting list of 50-60 delinquent boys between the ages of 16-18 years who should be admitted to a Juvenile Protection Institution. This age group is being neglected because existing institutions do not have the facilities for their care.

f. Cuts in personnel are also affecting local welfare programs. The staff of Urawa city of 12 has been cut to 10.

10. Joint American and Japanese Welfare Conferences.

a. Prefecture officials desire these conferences continued as it is an opportunity to study broad subjects and explore new ways of doing things.

b. These conferences are desired not more than twice a year and may be on a regional basis or combined with the Tohoku region.

c. The subject matter of previous Joint Conferences was too numerous and no conclusions were ever reached. It is desired that future conferences be limited to practical problems and to only a few subjects.

11. Utilization of instructions in Hatsu Sha 72 of 31 October 1949.

a. The prefecture is planning to put this instruction into effect in all their six cities and in eleven other major communities. A preparatory meeting with the mayors, assembly chairmen, and Welfare Section Chiefs from each of these communities is to be held on this matter on 2 December 1949.

b. The prefecture reports that the Welfare Ministry has authorization to provide subsidies for 3,000 case workers throughout the nation. Saitama is to be authorized 65 such workers. They will be stationed in city welfare offices and some town and village offices and will work under the Prefectural Protection Section head. This information was given the prefecture at a meeting held by the Welfare Ministry on 25-27 November. The date when these new case workers are to be hired has not been set as yet.

12. In Preparation for December Field Visits Welfare Officer Requested:

a. The prefecture to prepare individual organizational charts which include the exact duties and responsibilities of each staff person for the following:

- (1) Protection Section.
- (2) Social Affairs Section.
- (3) Child Welfare Section.
- (4) District Office Set-up (Omit staff functions on this one).
- (5) Welfare Section in each district office.
- (6) Child Welfare Centers.
- (7) Temporary Shelter.

b. The Child Welfare Section is to also prepare a map showing the areas for which the Child Welfare officials are responsible.

b. In preparation for the Urawa Administrative Review a detailed report was requested on the city's organization, structure, personnel, public assistance load, and etc.



ANNABELLE H. KENT
Public Welfare Officer

TRANSLATION OF IN-SERVICE TRAINING PLAN AND SUPERVISION

Saitama Prefecture - Welfare Department

21 November 1949

Kind	Purpose	Persons Concerned	Responsible Persons and Time
1. Meeting of prefecture dept section heads	Smooth cooperation of the business of the sections	Section heads	Dept chief every Monday for 2 hours
2. Meetings of section heads and their sub-section heads	Discussion of programs and plans	Section head and sub-section chiefs	Dept chief first day of every month
3. Meetings of assistant section heads	Smooth cooperation of each section	Assistant section chiefs	Assistant section heads take turns every Saturday for 2 hours
4. Staff meetings by sections	Instructions and discussion of plans	Staff of each section	Each section chief two times a month on the 1st and 3rd Wednesday
5. Study meeting of staff of Welfare Dept	Education of special knowledge	Members of Welfare Dept	Dept Chief lectures will be limited once a month 1st Saturday for 2 hours
6. Meeting of Welfare Section chiefs of city and district (Gun) offices	Instruction and discussion	Section chiefs of cities and district offices	Dept chief 17th day of each month 0900-2500

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|---|--|---|--|
| 7. Study meeting of city and district welfare section staffs by each city and district separately | Study and research | Staff of sections dept chiefs of pref and section heads of welfare dept (Per WO agreed to change so that this section reads a pref welfare dept representative will attend) | Each section chief of individual district or city once a month |
| 8. Staff meetings of city and district welfare office | Discussion and reporting of programs | All section chiefs | Each section chief of city or district office once a week |
| 9. Meetings of officials in charge of child welfare | Development of child welfare techniques, theories and instructions | Dept chief, child welfare section head, child welfare center heads, child welfare officials and others concerned | Pref child welfare section head once a month |
| 10. Meeting of child welfare officials | Development of social work techniques case discussions

(Note: WO recommended that they think about combining this meeting with previous one #9) | Child welfare section head, child welfare center chief, staff of child welfare centers and child welfare officials | Child welfare section head once a month |

Note: Plan for individual conference to be included *per* recommendations of Welfare Officer.