

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

Description of contents

- (1) Box no. 2809
- (2) Folder title/number: (36)
Monthly Summaries - Child Welfare

(3) Date: Dec. 1949 - Oct. 1950

(4) Subject:

Classification	Type of record
9733, 9760	d

(5) Item description and comment:
Kanto

(6) Reproduction: Yes No

(7) Film no.

Sheet no.

(Compiled by *National Diet Library*)

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

EKC/mm
Rec'd: 6 July 1950
Typed: 7 July 1950

6 July 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Monthly Report Summary - Child Welfare

1. The program for registration of children living with persons beyond the fourth degree of relationship as required under Article 30, Child Welfare Law, was reviewed in six prefectures where circumstances proved to be quite similar. It is obvious that the placement of children for purposes of employment and upbringing still continues on rather a larger scale. Most of the children are transferred from poor families in country areas just at a time when the children might be able to contribute something in the way of assistance with labor or finances if they were permitted to continue to be members of their parents' households. The largest number of children fall between the ages of 12 and 18. Very few of the children were found to have completed compulsory schooling and many never attended school at all. The officials claim that these statistics do not give an adequate picture of this employment situation because there are many children living with persons within the third degree of relationship. The Child Welfare Officials feel that these children are not being exploited and that the system is firmly embedded in Japanese custom. They feel that in some cases, amounts of money have been paid to the parents in advance and in some instances the families have been previously indebted to the employers. No information is available as to commissions paid to go-betweens in most cases at present as arrangements are said to be made through relatives or friends. Various arrangements are made for support of the children. Usually the employer bears all expenses and pays some allowance to the child as well. However, if it is considered that the child is being given some special care the parents share his expenses. In Chiba, one of the functions of the Child Welfare Center is to recommend and keep a list of such children for placement. In Tochigi, a large number of these placements have been approved as foster-care cases. These placements are not investigated nor followed up by the Child Welfare Section. They simply comply with the law in accepting registrations. The registrations are forwarded through the local offices, are incomplete and often very late in being filed. It is felt that too much interest in this program is being shown whereas more emphasis should be placed on the proper assistance to the family group under the Daily Life Security Law.

2. a. A public orphanage was inspected in Chiba which appeared

SUBJECT: Monthly Rpt Summary - CW

6 July 50

to be very well operated except for the fact that the children are not attending public school. Classes are being held by the staff of the institution which are said to be superior to the public school classes. Approval has been requested from the School Committee and Welfare Officer requested that same be followed up immediately or that some arrangements be made to send the children to a public school. Land and buildings for this institution was purchased from the Red Cross for ¥7,495,654 by the prefecture in 1949.

b. A public institution for blind children was inspected in Tochigi Prefecture. Actually it is a dormitory connected with the School for the Blind. It was established by the prefecture and entrusted to the Child Welfare Section for operation. It was considered to be excellent in all respects and one of the best of its type seen by the Welfare Officer.

c. The supervisory activities of the Child Welfare Section of Saitama Prefecture in connection with an entrusted institution were reviewed. It was found that there was a great lack of knowledge on the part of the Child Welfare Section as to the actual functions of the institution. The most recent information was a year old and at that time inspection showed institution to be poorly operated. No follow-up had been made. This method of review is being used to stimulate interest on the part of the Child Welfare Officials.

d. One example of the advantages of placing a child in an institution is the fact that all children in institutions together with the staff members are allowed extra staple food rations as determined by the Welfare Ministry.

EDNA K. GILLOW

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APC 500*File
CW file*
EKC/mm

KPW MS CW

2 October 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Child Welfare Summary (September 1950)

1. Child Welfare:

a. A reflective study of child welfare activities leaves one with the feeling that the aims of the organized program are still not focused on the best interests of children. It appears that the guidance of normal children and their parents or persons in loco parentis so that they may become and remain approved members of the cultural system which clearly follows pre-occupation policies is the primary aim. It is quite obvious that all children from an early age are taught to conform to a general pattern, to participate in controlled and directed activities and to accept such control and authority without question. Those children who do not conform to the general pattern are given little, if any, consideration, and their problems are permitted to continue unsolved or untreated in many instances. This attitude is not new in Japanese welfare work and it can be directly ^{attributed} to the system of meeting the ~~attributed~~ needs of the people not so much for their own rehabilitation as individuals, but for their resultant contribution to the group.

b. Institution care continues to appear desirable in the eyes of welfare officials and new institutions are being constructed and entrusted to individuals continually. Institutions continue in most instances to be poorly operated and there is a definite inadequacy of supervision from officials who should be concerned.

c. The foster-care program is failing to provide the desired results and is being distorted in many instances to cover employment of minors without adequate remuneration. It appears that the majority of the 1,100 foster-children in Kanto Region are of ages which enable them to be of assistance to the foster-households.

d. The Child Welfare Centers are not functioning efficiently and the temporary shelters are certainly not

KPW MS CW
SUBJ: CW Summary (Sept 50)

2 Oct 50

utilized to render the services for which they were intended and in most places too few cases are handled to justify their existence.

e. It is recommended that a careful re-evaluation of the basic elements of the child welfare program be made with the Japanese officials at all levels and that definite goals be established which are understood and similarly accepted by all concerned. It is quite obvious that all phases of the welfare program are not being utilized to best advantage, thus creating unnecessary children's problems. Proper application of the Daily Life Security Law should remove more than half the present number of children from institutions. It is felt that greater emphasis should be placed on the rehabilitation of handicapped children, the early discovery, treatment and prevention of glaucoma and other diseases, and institutional care only for cases in which application of all other resources have failed.

2. Institutions:

a. An operational review was made of the functions of Nasu Gakuen, Nozaki-mura, Nasu-gun, Tochigi Prefecture, which is a prefecture reformatory operated by the Women's and Children's Section. The location has been utilized by the prefecture for the past 45 years as an agricultural school and experimental station, but was converted to the present type of institution in February 1949. The chief is Mr. Noboru Matsuoka who was employed for 12 years at Hagiya Gakuen (reformatory) in Tokyo-To until his assignment here on the above date.

b. The capacity of the institution is said to be 60 and the present population is 61, of whom 51 are boys and ten girls. The age range is from ten to 18 years. Of the 61 inmates, 19 have both parents living, six-fathers only, nine-mothers only, three mother and step-father, nine-father and step-mother. The others came from homes of more distant relatives.

c. The staff consists of one chief, four teachers (two graduates from Kumamoto Normal School and two graduates from college), four nursery teachers (qualified by prefecture), two farmers and one cook. All have dependents, except one farmer, bringing the total number of persons deriving support from the institution to 21. It is planned to increase the staff by one clerk, one public health nurse and one janitor.

KPW MS CW
SUBJ: CW Summary (Sept 50)

2 Oct 50

d. Children are referred by the Child Welfare Center as a result of delinquent acts for an undetermined period. Inadequate records are maintained consisting for the most part of daily notes made by the nursery teachers.

e. The children attend morning classes daily and work on the farm or workshops afternoons. It was said that teaching methods similar to those used in the public school system are used but no approval has been applied for or granted by the Education Section. The boys are being taught to make woven bamboo articles. It is claimed that this workshop project has only been in operation since April of this year and no goods have been sold as yet. The future plan is to sell the bamboo products to the merchants in the next town. Although there are 22,761 tsubo of land, only two chobu are under cultivation. Crops are used by the institution. The farm appears to be rather run down and certainly is not producing the possible maximum.

f. The yearly budget is ¥2,000,000, exclusive of salaries. Of this amount it is estimated that 20% can be collected from parents and about 10% from cities, towns and villages. The remainder is appropriated by the prefecture.

g. Not too much consideration is given to health matters apparently. In reading a case record it was discovered that a girl 16 years old was diagnosed as suffering from congenital syphilis. After having tried many treatments, the chief stated the girl was now being treated with moxabustion at her request. It was said that there were no other known cases of venereal disease in the institution. All had been examined by the Red Cross last year.

h. During the last fiscal year three children were returned to their homes, four were placed in foster-homes, three transferred to other institutions and ten ran away.

i. Physical inspection of the institution revealed carelessness and disinterest. The food was inadequately stored and protected. About 30 pounds of sugar was filled and covered with ants. The entire institution gave the appearance of simply existing from day to day.

i/EDNA K. CALLOW

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

Fate
EKC/es
Rec'd: 5 September 1950
Typed: 7 September 1950

KPW CW Summary
Aug 50

5 September 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Summary for Monthly Report - Child Welfare

The top level attitude that the child welfare program should provide cultural activities for all children continues to filter down through to the local levels. Much more emphasis is placed on cultural activities than on determining the need for and extending remedial treatment to the usual child welfare problems. It is quite obvious, and in some cases admitted by local officials, that the general feeling at the present time is that the greatest need to be met by the child welfare program is the establishment of day nurseries and placement of children in same. An excessive amount of time is spent by local employees and Minsei-in in the complicated process of approval of day nursery applicants. The children admitted to day nurseries are usually not from homes supported by public assistance. Many of the institutions have been in existence for many years and have been operated by private groups, usually religious, without government subsidy. However, at present almost 50% of the enrollees are paid for either partially or totally by public funds. It is also felt that these so-called day nurseries are actually kindergartens and should be the responsibility of the Education Sections rather than Welfare.

An inspection and review of a typical day nursery in Atami revealed it to be operated by the Yuoji (Buddhist) temple and located within the Temple Compound. The day nursery has a 20-years history; was operated continuously during the war, was never registered at the city office nor received any government subsidy until about one year ago. Although the capacity is 150 there are only 105 enrolled at present. The age range is from 3 to 6 years and the children are from homes which derive income as follows:

Parents' own business	- 55
Tradesman (carpenters, etc.)	- 5
Blackmarket operators	- 5
Public officials	- 10
Salaried men (banks, etc.)	- 21
Laborers	- 9

KPW CW Summary Aug 50
 SUBJECT: Summary for Monthly Report - Child Welfare

Of the total number, 24 pay the full amount to the day nursery, 28 pay partial amounts to the nursery, 43 pay directly to the City Office and 10 have contacts with the nursery, were not admitted through the City Office, and pay the full amount.

The income is derived as follows:

Nursery Fee	- ¥350 mo. per child
Meals	- ¥6.36 per day per child
Public Contributions	- ¥11,400 (parents and others) - 1949-50
Community Chest	- ¥70,000 - 1949-50

The last fiscal year ended with a deficit of ¥44,723.93, according to the chief. The Jido-iin visits the home of applicants and determines the amount of money to be paid. The chief of the Day Nursery, who is also the head priest of the Temple, visits the home of each child in April of each year. The day nursery has a planned daily program which consists mostly of Buddhist activities. In the classroom there are many Buddhist pictures and other religious articles on display and the entire area has a definite religious atmosphere. There are three other Buddhist day nurseries operating in Atami City at present.

An administrative review of child welfare activities in Atami City revealed the fact that the functions of the section in order of importance are guidance and supervision of Day Nurseries; Foster Home placements; Consideration of vagrants and the prevention of Juvenile Delinquency. A total budget of ¥1,154,504 has been set up for the year 1950-51 as follows:

¥943,978	- Advance payments to Day Nurseries
28,000	- Child Welfare Deliberative Council (not yet organized)
43,000	- Honoraria to child welfare Lecturers (Considered In-Service Training for Jido-iin)
22,676	- Expenses for Jido-iin Association
44,850	- Stationery & wear and tear connected with Jido-iin meetings
100,000	- Subsidy to other Child Welfare Agencies - Kodomo Kai, Child Welfare weeks celebration, etc.

The city officials feel there are no child welfare problems that are not being properly handled by the Jido-iin, except the need for day nurseries. At present there are four Buddhist, one Shinto and three Block Association day nurseries in the city. There are no other children's institutions.

KPW CW Summary Aug 50

SUBJECT: Summary for Monthly Report - Child Welfare

Only six foster care applications have been received to date. Four were approved and the ~~two~~ children were placed but one ran away and one was returned to his real parents, leaving only one child under foster care at the present time. A survey of the out going correspondence log of the welfare section showed that only 16 items out of 39 were actually those which might be considered entirely pertaining to welfare matters and four of those pertained to Day Nurseries. The remaining ones referred to construction, applications for loans, procurement of petroleum & necessaries for boats owned by public offices, etc. It was also learned that there is in Atami City a Day Nursery Association (Atami Hoiku Kai). The membership is composed of all day nursery employees. Dues are ¥1,000 per month per institution plus ¥30 per month from each staff member. The committee (chiefs of day nurseries) meet monthly and a general meeting is held annually with an occasional additional "research meeting." The aim of the Association is said to be the "development of growth of day nurseries." Special programs are to be planned by the Association for Child Welfare Week and "other times" and it is expected that government subsidy may be forthcoming. The head office of the association is in the City Welfare Office. It is claimed that one clerk employed full-time by the association does the clerical work in the City Office.

EDNA R. CALLOW

KPW 091.6 PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

HGG/tu
Rec'd: 3 July 1950
Typed: 5 July 1950

1 July 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Summary Report on Social Insurances for the Month
of June 1950
Submitted by Hugh G. Gaffney, DAC

1. For purposes of surveillance of Social Insurance program developments this section made visits during the course of the month to Gumma, Kanagawa and Tochigi prefectures and to Tokyo-To. In each of the prefectures mentioned conferences were held with the welfare Department chiefs and Insurance Section officials on recent developments in NHI, HI and SI programs, with special emphasis on NHI information program developments. In addition, reviews were made of NHI operations in four towns and one village and of HI programs of two associations; inspections were made of one social insurance general hospital and one NHI clinic. Copies of the seven reviews have been submitted in triplicate and under separate cover to higher headquarters.

2. At the conferences held in Gumma, Kanagawa and Tochigi prefectures the following new developments in the social insurance programs were reported:

a. In accord with the recommendations made by the representative of this section in March at a conference in Gumma, to the effect that the prefectural branch of the Medical Fee payment Fund discontinue the payment of doctor's bills on a program-category basis, which tends to jeopardize all insurance programs, the Insurance Section chief, who is at present the temporary head of the Fund, has changed the method of payment to conform to the regulations. All bills are now being paid according to the total of bills owed each doctor, regardless of the insurance programs under which they fall, on a district-rotation basis. This is being done with the support of the doctors. The favorable result is that all doctors' bills up to 31 March have already been paid, to the satisfaction of all concerned. At the time of the March conference the payment of doctors' bills was six months in arrears.

SUBJECT: Summary Report on Social Insurances
KPW 091.6 (June 1950)

1 July '50

b. The three prefectures have been carrying out intensive and sound NHI information programs in cities, towns and villages during the last quarter with very good results. In Tochigi the program includes the showing of a NHI film, "Haha Sannin" ("Three Mothers"), and a NHI health-promotion news reel on a circuit basis in towns and villages; extensive use of a prefectural news car, equipped with loudspeakers, on circuit runs through cities, towns and villages for NHI information and promotion talks and the distribution of informative NHI leaflets and pamphlets; use of a prefectural 'wall newspaper' (8000 copies monthly) to feature very prominently the latest news and information on the operation of NHI; wide distribution of NHI posters of various types; follow-up visits by prefectural Insurance Section officials to many localities in order to help local officials and citizens with surveys of local potentialities and preliminary planning for the operation of NHI on a municipal basis; follow-up visits by gun chiefs and gun office NHI employees to towns and villages for the same purpose. These activities have been carried out on a prefectural budget of 261,000 yen and a gun travel expense budget of 450,000 yen, both of which are to be applied to the NHI information program during the present fiscal year. In Gumma and Kanagawa the NHI information program has been conducted along somewhat similar, though not as diversified lines. In the latter prefecture the Insurance Section has concentrated its program on the seven cities. It has helped them in the setting up of NHI planning committees and special local budgets for further dissemination of information, study of local conditions and potentialities and necessary planning prior to operation of NHI on a municipal basis. The information program is to be intensified during July and August on the basis of suggestions made to the Insurance Section officials at the recent conference by the representative of this section. The NHI information budget for this fiscal year in Gumma is rather limited - 30,000 yen for the prefecture and small budgets for the guns; in Kanagawa the prefectural budget is 700,000 yen, to which may be added a NHI Federation budget of 1,500,000 yen for the same purpose.

c. The results obtained from the above information program activities have been very favorable in the three prefectures. In Gumma fifteen towns and villages have already drawn up their regulations and received the governor's approval to start operations on a municipal basis. In Tochigi twenty new municipalities have already indicated that they expect to begin operations by the end of September; one of

SUBJECT: Summary Report on Social Insurances
KPW 091.6 (June 1950)

1 July '50

these is Utsonomiya city. In Kanagawa, where the program has been focused on the cities, Fujisawa city has decided on the municipal operation of NHI by September of this year; Yokohama has planned it for June 1950, at the latest, and the other five cities have indicated their desires to follow suit, without stipulating a date for the beginning of operations.

d. As further evidence of the effectiveness of the information program in Gumma, the Insurance Section chief cited interesting happenings at Kawada-mura, Tone gun, where the NHI program had been operating municipally. He said that in this village the poorly informed and uninterested public officials operating the program had prevailed upon the assembly recently to discontinue it. Their efforts met with success; the program was dropped. The local citizens, however, who had been well informed during the recent campaign of the benefits to be derived from it, marched in a body to the village office to demand that the NHI program be re-instated. The assembly reversed its stand and voted it in again, so that the village is preparing to operate it once more after a lapse of one month.

3. In the prefectures visited during the month the HI and WPI programs are definitely on the upward trend. This is accounted for chiefly because of improved markets for industrial products. In Kanagawa only three HI associations have had to be dissolved since October 1949, most of the large HI associations of the prefecture, which were greatly in arrears in premium collections last year, are now showing very good returns. In the other prefectures of Kanto region the same upward trend has been noticed in these two social insurance programs.

4. a. In par. 2. c. of the "Review of the Seamen's Insurance Program in Shimizu City", submitted to higher headquarters 17 June 1950, it was indicated that the representative of this section, on finding large discrepancies between the figures for covered seamen on the books of the Insurance Section and those given at the time of the review, notified the Insurance Section officials of Shizuoka prefecture of this fact and advised that a thorough survey be made of the fishing and transport companies and associations of the Shimizu area. The officials, after a survey which lasted ten days, compiled and submitted a report of their findings which is quite revealing. Whereas the total number of covered seamen listed at the prefecture was 200, the survey revealed that 120 transport seamen and 879 seamen on fishing craft have been listed with the companies and associations as covered by SI, and that

SUBJECT: Summary Report on Social Insurances
KPW 091.6 (June 1950)

1 July '50

400 seamen on boats over 30 tons of the Shimizu City Fishing Co-operative Association have not been insured to date. These latter, the report indicated, will be covered by SI in the near future. Hence, 1399 seamen should have been covered by SI and listed with the prefecture instead of 200. Such irregularities, which would tend to retard, if not defeat, the SI program in Shizuoka prefecture, it is felt by this section, exist to a certain degree in other coastline prefectures of Kanto region and perhaps of the whole country. This survey will serve as a guide for the future in the development of the SI program in other prefectures of the region.

b. At the conference held this month with the Insurance Section officials of Kanagawa it was found that the number of insured seamen listed on prefectural records was 5205. When asked about the accuracy of this figure the Insurance Section chief admitted that it was not exact, and for two reasons: first, that it is virtually impossible to get absolutely accurate data on transient seamen; secondly, that the majority of boat-owners, whose offices are in Tokyo, submit inadequate reports. Accordingly, he expressed the belief that the above figure should be increased by about 200.

c. In Kanagawa a small number of seamen on fishing boats of less than 30 tons are covered by SI on a voluntary basis. They are included in the above figure. As their SI coverage does not include unemployment benefits the premium is relatively high. This policy of permitting SI coverage of seamen on small fishing craft on a voluntary basis has been followed by the prefecture for the past 12 years. As it was mentioned by the representative of this section that such a policy would be welcome among seamen of the same category in other prefectures the chief suggested that he would make a further survey of the matter and submit a report on the findings.

d. In Kanagawa seamen's unemployment benefits are paid at the PESO office of Yokohama city and its outlying branches by an official assigned to the handling of SPESA matters. Settlements are made immediately upon application from funds which have been advanced to PESO and its branch offices by the Insurance Section. The daily average of seamen claiming unemployment benefits is 40.

e. It is felt that the SI program in the prefectures of Kanto region where it applies is definitely on the upward trend. It is believed that the gradual elimination of the irregular practices in reporting the number of seamen insured,

SUBJECT: Summary Report on Social Insurances
KPW 091.6 (June 1950)

1 July '50

the current increase of business in the marine transport industries and the recent favorable fish catch of the fishing industries are factors which will tend to insure the further development of the SI program.

5. During the month inspections were made of Gumma Social Insurance Central Hospital, Maebashi city, and of the municipal NHI clinic of Soja-machi, Gumma prefecture. The hospital, formerly owned and operated by the Gumma Farmers' Association, was purchased, remodeled and greatly enlarged by the national government at a cost of 14,000,000 yen. Of this sum the national government paid 9,700,000 yen, the prefecture 4,300,000 yen. The hospital, after remodeling, was formally opened 25 April 1950. The property consists of a 1000 tsubo building on 4000 tsubo of land. Its operation has been entrusted by the Welfare Ministry to the prefectural Shakai Hoken Kyokai. The institution is operated as a general hospital with all departments, including a dental section. The out-patient clinic section has been suitably remodeled. The in-patient wards, accomodating 40 patients daily at present, have a bed capacity of 118, but need additional construction work, which is to be completed within the year, before they may be used satisfactorily. The average daily load of out-patients is 140; of dental cases 15. The medical fee point is valued at ten yen for all patients. A central kitchen, now in the process of being equipped, will begin to furnish all meals for patients in the month of July. The hospital staff of 52 includes 11 doctors and 18 nurses. Even as it is today the institution serves a great need to insurants throughout Gumma prefecture, and is considered by the Insurance Section chief to be a good selling point for the development of NHI in areas where the program has not as yet been considered. The Soja-machi NHI clinic was constructed in August 1949 at a cost of 650,000 yen. It has no facilities for in-patients, but is well equipped to serve out-patients' needs, including minor surgery, with its three departments: surgery, pediatrics and internal medicine. The staff consists of one doctor, one clinical nurse, one PH nurse and two clerks. The medical fee point is valued at ten yen. The daily patient load at present is 16. Both these institutions appeared to be in very good condition from the standpoint of management, operation and cleanliness.

Hugh G. Gaffney
HUGH G. GAFFNEY

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500EKG/mm
Rec'd: 6 July 1950
Typed: 7 July 1950

6 July 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Monthly Report Summary - Child Welfare

June 1950

1. The program for registration of children living with persons beyond the fourth degree of relationship as required under Article 30, Child Welfare Law, was reviewed in six prefectures where circumstances proved to be quite similar. It is obvious that the placement of children for purposes of employment and upbringing still continues on rather a larger scale. Most of the children are transferred from poor families in country areas just at a time when the children might be able to contribute something in the way of assistance with labor or finances if they were permitted to continue to be members of their parents' households. The largest number of children fall between the ages of 12 and 18. Very few of the children were found to have completed compulsory schooling and many never attended school at all. The officials claim that these statistics do not give an adequate picture of this employment situation because there are many children living with persons within the third degree of relationship. The Child Welfare Officials feel that these children are not being exploited and that the system is firmly embedded in Japanese custom. They feel that in some cases, amounts of money have been paid to the parents in advance and in some instances the families have been previously indebted to the employers. No information is available as to commissions paid to go-betweens in most cases at present as arrangements are said to be made through relatives or friends. Various arrangements are made for support of the children. Usually the employer bears all expenses and pays some allowance to the child as well. However, if it is considered that the child is being given some special care the parents share his expenses. In Chiba, one of the functions of the Child Welfare Center is to recommend and keep a list of such children for placement. In Tochigi, a large number of these placements have been approved as foster-care cases. These placements are not investigated nor followed up by the Child Welfare Section. They simply comply with the law in accepting registrations. The registrations are forwarded through the local offices, are incomplete and often very late in being filed. It is felt that too much interest in this program is being shown whereas more emphasis should be placed on the proper assistance to the family group under the Daily Life Security Law.

2. a. A public orphanage was inspected in Chiba which appeared

SUBJECT: Monthly Rpt Summary - CW

6 July 50

to be very well operated except for the fact that the children are not attending public school. Classes are being held by the staff of the institution which are said to be superior to the public school classes. Approval has been requested from the School Committee and Welfare Officer requested that same be followed up immediately or that some arrangements be made to send the children to a public school. Land and buildings for this institution was purchased from the Red Cross for ¥7,495,654 by the prefecture in 1949.

b. A public institution for blind children was inspected in Tochigi Prefecture. Actually it is a dormitory connected with the School for the Blind. It was established by the prefecture and entrusted to the Child Welfare Section for operation. It was considered to be excellent in all respects and one of the best of its type seen by the Welfare Officer.

c. The supervisory activities of the Child Welfare Section of Saitama Prefecture in connection with an entrusted institution were reviewed. It was found that there was a great lack of knowledge on the part of the Child Welfare Section as to the actual functions of the institution. The most recent information was a year old and at that time inspection showed institution to be poorly operated. No follow-up had been made. This method of review is being used to stimulate interest on the part of the Child Welfare Officials.

d. One example of the advantages of placing a child in an institution is the fact that all children in institutions together with the staff members are allowed extra staple food rations as determined by the Welfare Ministry.

EDNA K. CALLOW

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

mf
Rec'd: 3 July 1950
Typed: 6 July 1950

3 July 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Report for the Month of June 1950

1. Purpose of Reviews: Commencing in June, the undersigned Welfare Officer began administrative review in Tokyo-To and Saitama Prefecture. Purpose of the following reviews was to determine their administrative practices and procedures, adherence to laws and directives, case work practices, and to make corrections where necessary in the foregoing matters, also suggestions as to improvements in office procedures.

2. Administrative Reviews:

a. The Kanda Minsei Kan, Chiyoda Ward, Tokyo-To, and Kawagoe City, Saitama, welfare offices were visited. The following is a summary of outstanding matters noted as a result of administrative reviews.

b. Staff: In Chiyoda Ward it was found that a newly hired case worker has also been assigned the responsibility of compiling all statistics. Two other case workers also have additional duties besides their case load, that of accounts and distribution and accounts of LARA clothing. Welfare officials stated it was necessary to give the case workers' additional duties as they did not have sufficient staff. In Welfare Officer's opinion staff assignments could be reallocated, thus relieving the case workers of handling other jobs not related to case work. In Kawagoe, case workers are held only responsible for matters relating to their case loads.

In Kawagoe it was found that a staff member in the Social Work Section is responsible for all clerical work and accounts of the Kawagoe Chapter of the Japanese Red Cross. There is no local chapter office in Kawagoe. Welfare Officer pointed out that this was a violation of a Ministry directive (reference PW&W 59, 107, 117 and Hatsu Sha #197 February 1948), which states that all private agencies be removed from public offices. Officials stated that they were aware of this directive, but due to lack of funds to hire a staff to take care of the clerical work, the Welfare Office has assumed the work. Plans are being made to remove this work to the main chapter in Saitama which is located in Urawa City. No date has been set.

c. Maternity Aid: As reported in the field trip report of 19 June 1950 of Chiyoda Ward, it was found that all maternity aid cases are handled under article 35 of the Child Welfare Law. None are card for under maternity aid of the DLSL. Reasons given by the officials were:

(1) Majority of cases needing maternity aid - homes are not suitable for delivery and thus institution placement is necessary.

(2) Maternity aid under DLSL does not permit institution placement - but is only permissible under Child Welfare Law.

(3) The grant allowable under maternity aid of the DLSL is not sufficient to cover expenses involved.

(4) By placing all maternity aid cases under Child Welfare Law rather than DLSL, it avoids giving two types of aid, i.e., maternity and medical (if institution placement necessary). The question arises whether their interpretation and application of the law is correct and whether it is permissible for them to place all maternity cases under Child Welfare Law, also there appears to be some contradiction within the Law.

The foregoing case cited above does not exist in Kawagoe, for all their maternity aid cases have been placed under DLSL, in both offices it was found that they are following the definitions of the revised DLSL as interpreted by Mr. C. Kimura, chief of the Social Bureau of the Welfare Ministry as outlined in his publication titled "Explanation of the Revised DLSL" published 30 May 1950. Officials are using this interpretation more or less as their "bible" for operating practices and interpretation of the law. A copy of this publication is on file.

d. Occupation aid: In both Kawagoe and Chiyoda Ward it was found that no aid under this category had been given for several months. The reason given was that maximum funds allowable were not sufficient to assist the applicant in starting a business even with additional funds from the Citizen's Bank occupational loans.

e. Statistics: Both Kawagoe and Chiyoda Ward offices had current statistical information available. Both had statistics showing the duplications of aids in cases receiving living aid. However, duplications of aids in other types of aid were not available. No graphs or charts are being maintained. Welfare Officer reviewed the process of compiling statistics and as a result it was found that the method used was unnecessarily complicated. In both offices in order to obtain the summary of statistical information, it was necessary for the officials to add up the various types of aid, (cases and individuals) which were recorded in several books. No summary or accumulative monthly record is maintained. Case workers are not responsible for submitting monthly statistics on their own case load. Welfare Officer

suggested that each case worker be held responsible for submitting a monthly summary of statistical information regarding their case load, and that a form be made for this purpose. Also that both offices make a summary form for each month's statistics, sample given of the foregoing forms. It was also suggested that case worker submit a monthly record, showing total case load and number of home calls made and office interviews.

f. Funeral aid and medical aid: Process of giving the foregoing types of aid was reviewed and the method of payment in the Chiyoda Ward Office. Procedures were satisfactory and payments made for funeral aid are completed in one weeks time after application. For medical aid, final payment was a little longer due to the review of medical aid statement by a reviewing board, however seldom is the payment made later than three weeks after presentation of the statement.

g. Laws and directives: In both Kawagoe and Chiyoda Ward laws and directives are on file in a central location and are available to case workers. Case workers have personal copies of most of the laws. Also on file are related laws, such as child labor, education, etc. A person in each office has been designated to make any necessary revisions and amendments to the laws and directives.

h. Central file index: Neither of the offices visited have such a system in effect. The make-up of a central file index card system and cross index file was explained to the officials and purpose and usage of same explained in detail.

i. Filing of case records: At the present time, case records are all filed together by the individual case workers' area - separate folders for each case are not used. Welfare Officer suggested that individual case file folders be put into effect at the earliest possible date.

j. Forms: In both Kawagoe and Chiyoda Ward, generally the case record forms being used are satisfactory. The narrative report form being used for office and home call interviews in Chiyoda Ward was good - the system being used in Kawagoe was fair but contained repetitious material and not in exactly a narrative form. Kawagoe has put into operation three forms which are filled out by each case worker and forwarded to statistician which are used for the following:

- (1) Change in number in family and/or amount of income.
- (2) Commencement and amount and type of aid.
- (3) Discontinuance of aid.

This system keeps the statistician currently informed of the status of each case. On the face sheet form being used by the Chiyoda Ward

Office are columns for insurance, opposite each persons name. This information could well be used on all face sheets and adopted by all welfare offices. At the present time the Chiyoda Ward Office does not give as send to the clients any written notice as to their rights and responsibilities. A form is now being printed by the Tokyo-To Office which will have on the reverse side of the commencement of aid form, extracts from the DSL as to the client's rights and responsibilities. A copy of this form was perused and it was felt that one paragraph was far too technical, as it referred to other articles and paragraphs of the law. It was suggested the explanation be made simpler. In Kawagoe on the reverse side of their notification of commencement of aid form is the date of relief payment, as well as matters relating to medical aid, maternity aid, changes in family, consultation with worker, etc. No statement regarding appeals and penalties. It was suggested that same be added.

It was found that in the Chiyoda Ward Office clients are notified regarding their rights and responsibilities by attendance at monthly meeting held for relief recipients by the ward office. Welfare Officer suggested that such client meetings be discontinued and reasons given for same.

Expense form being used by the Kawagoe Office complies with the Ministry's suggested form, which shows the client's stated expenses, case worker's estimated family expense; and allowable amount by welfare budget. The Chiyoda Office discontinued using this form as of July 1949. Only expenses of the family recorded in case records reviewed was the house rent and earnings. Apparently the abolishment of the use of the expense form is a local Tokyo-To practice only.

Chiyoda Ward Office is using two forms for verification of full-time and part-time earnings, which are filled out by employer and filled with record. This form is good and also could be adopted by all offices.

k. Disabled Persons' Welfare Law: This program is not actually in effect in Tokyo-To. To date the only matter that is being done regarding this law is the distribution of reduced transportation tickets to the disabled. Handbooks have not been distributed by the ward, nor have they been requested to do so.

l. Appeals: No appeals have been received in either office since January 1950; only requests for increases in aid due to lower income. Only one refused as present grant was sufficient.

m. Able-bodied unemployed: A review of those on public assistance receiving living aid was made in both offices. It was found that many receiving living aid are classed in this category and the majority have part-time employment as day laborers.

n. Welfare budgets: A detailed check was made in Kawagoe as to accounting methods of the welfare budgets. The city accounts section handles all such matters as does the Kanda Ward Office. In Kawagoe, Ministry and prefecture budgets were received on time, and according to officials there has never been a time that funds have not been available to pay clients on time. The accounts section also uses a system by which the total of actual funds on hand are currently recorded.

o. Case records: In the case records reviewed it was found that discrepancies appeared throughout the case record recorded materials as to earnings. No statement appeared in the record as to the correct figure.

The narrative report form and style used by the Chiyoda Office was quite satisfactory. On the form used for this purpose were notations of further details in relation to face sheet information at the time of intake interview, as well as pertinent information secured at the time of home calls. In Kawagoe the record of home calls was not filed with the case record. Each case worker maintains a separate folder for home calls. Welfare Officer requested that home call information be recorded with all other case record forms and material.

Previous occupation was not asked for, or recorded in the case record. Matters relating to health only indicated, "good", or "fair", recorded material definitely inadequate. In reference to relatives no statement was made that the relatives listed were the only living relatives. Relative contact was made in a few cases; however, generally it was found that the case worker took the "word" of the client that relatives were unable to give financial assistance.

In computing the relief grant to the recipients in accordance to the minimum table of allowances it was found in Kawagoe that the office omitted any sum amounts, thus the family received less than was allowable by the budget.

Generally the case recorded material in Kawagoe and Chiyoda Ward was for better than in most offices reviewed, with the exception of the above-noted items.

In the cases where the head or employable members of the family's earnings were insufficient, there was no effort made on the part of the case worker to refer the clients to PESO to seek employment with better wages.

In Kawagoe it was suggested that a private interviewing room be arranged for, for at the present time no privacy is possible and clients and workers' conversations may be easily overheard.

It was also suggested to the Tokyo-To representative and Saitama Prefectural Welfare Department representatives that were present at the respective welfare office reviews, that a manual of operating procedure be issued and to particularly included standard forms, that would be used throughout the To and prefecture, all such forms being numbered and that a standard system for filing each form in case records be set and explained.

A follow-up will be made on the suggestions made for corrections in the offices reviewed.

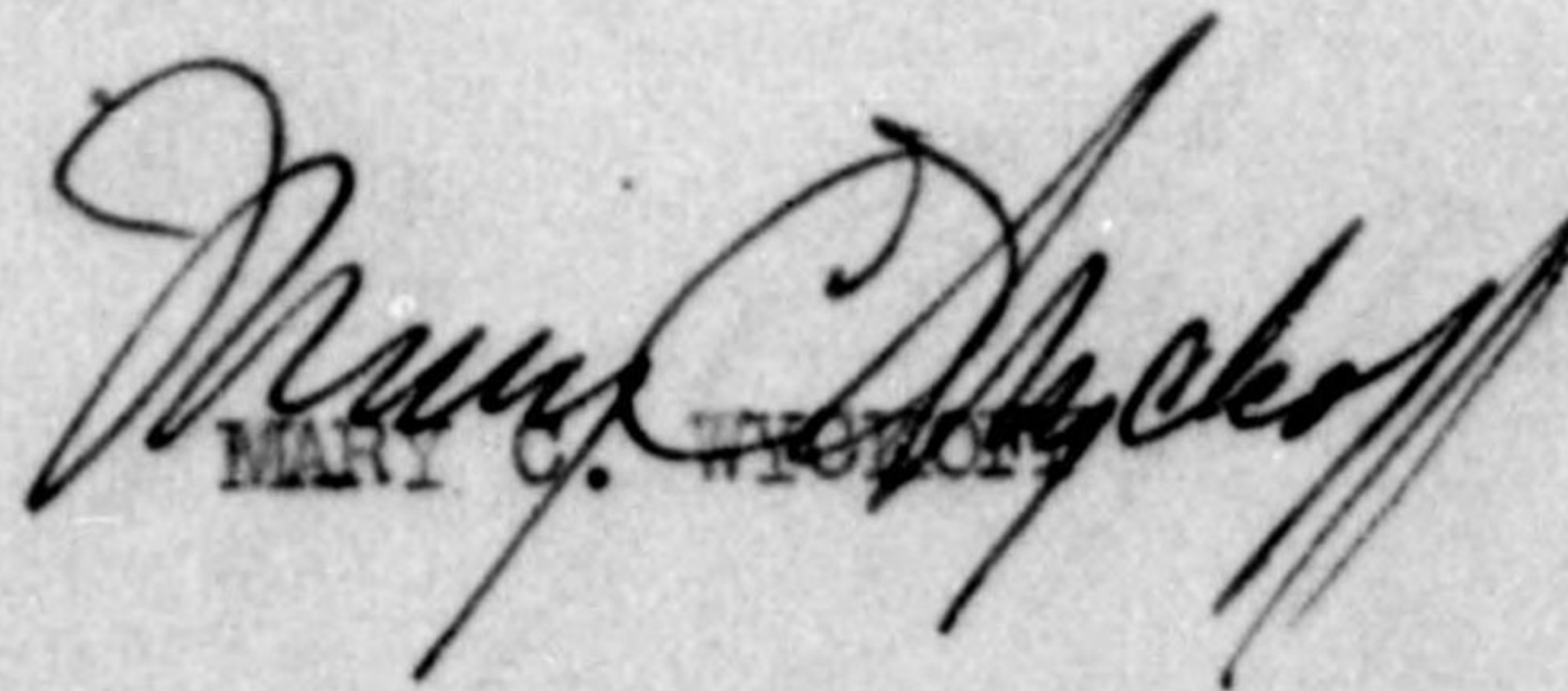
3. Spot checks: Welfare Officer made spot checks on families in Kawagoe and Chiyoda Ward. It was found that case record material was accurate, approval of case was justified and assistance was given promptly. A few items noted above, that were not recorded in the case records was easily obtained. Families interviewed did not express any additional major problems or complaints, and apparently were satisfied with assistance being given to them. In Kawagoe one client did state that her husband was suffering from a nasal catarrh condition. There was no indication in the recorded material regarding this matter; however, client stated that the condition had not been mentioned to the case worker.

The most outstanding matters derived as a result of the spot checks were the following:

a. Clients were not sure whether the person that interviewed them in their home was a Minsei-iin or case worker.

b. Lack of Knowledge as to the types of aid available to citizens in need, under the DLSL.

The foregoing matters were called to the attention of the concerned welfare offices for correction.


MARY C. WICKOFF

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/mm

2 June 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Summary of Monthly Welfare Activities - May 1950

5. *Administrative Organization*6. ~~Public Assistance~~

a. Emphasis during May was directed towards the reorganization of Shizuoka City's and Yokohama City's welfare offices. In Yokohama City, as a result of the administrative review (completed 18 May 1950) of its Naka Ward's welfare office and conferences with the City Welfare Bureau chiefs and prefectural officials the following recommendations were accepted for study and application in so far as is possible:

- Admin. Sub.*
- (1) The establishment of five welfare district offices (Minsei Anteisho) with each covering an area including about 1,600 cases. This would consolidate the ten welfare offices now in the ten wards and the 17 Minsei Jimusho's into five offices.
 - (2) The City Welfare Bureau to be responsible for the direct supervision of the district welfare offices. This would require the removal of authority over welfare operations from the ten ward chiefs.
 - (3) In the meantime, that is during the prefectural and city study on the above, immediate steps should be taken to establish the Naka Ward Welfare Office as an experimental project in which:
 - (a) Its two Minsei Jimusho's would be consolidated into a Case Work Section. In this section there would be five case workers carrying indifferently case loads averaging about 90 cases per worker and one intake interviewer. (See attached Naka Ward summary for submission to higher headquarters.)
 - (b) Various forms, revised office procedures and an office manual could be worked out for application throughout the city.

SUBJECT: Summary of Monthly Welfare Activities - May 50 2 June 1950

b. In Shizuoka City, the recommendation that its five outlying Minsei Jimusho's be incorporated into the City Welfare Section's Protection Division is also under study, by both the prefectural and city welfare officials. (The administrative review of this city is scheduled for completion in June.)

c. In Tochigi Prefecture, Utsunomiya City and Oyama Town re-organized on 1 April 1950 in order to implement Hatsu Sha #72. The remaining four cities designated by the prefecture as areas to conform with Hatsu Sha #72 are now completing their plans accordingly.

d. As part of the Saitama Prefecture's inservice training of the paid case work staff from the 17 of its major communities where Hatsu Sha #72 is enforced, KaCAR participated in their training on 19 May 1950 when a lecture on basic principles in case work was given. Questions and discussions which followed revealed considerable growth and progress on the part of these local welfare officials.

1. b. (2.) Pressure on local offices by day laborers' groups continued in May. In those areas where the Unemployment Countermeasure Committee's working offices are located in welfare sections, such as in Shizuoka City, almost daily, groups instigated by Communist elements press for the employment of all day laborers. Shizuoka welfare officials reported that there are in its city 704 registered day laborers in addition to 8,800 other unemployed persons such as clerical and home-workers. 85% of the 8,800 had been employed in lacquering, woodwork, making geta, etc. At present only 243 laborers are employed on public relief projects.

3. Private Agencies:

a. Spot checks on the progress of the Red Cross drive for funds revealed that less than 30% of the goal had been achieved by the third week in May. There is considerable fear that the need for continuing this drive beyond May will result in it interfering with the success of the Community Chest Campaign in October.

b. There is no planned activity on the part of the prefectural authorities to remove Community Chest and Red Cross clerical duties from the paid staff of local welfare offices. In areas where Hatsu Sha #72 is in effect, the case work staff recognize the immediate need for removing these private operations from the public programs and are requesting the prefectural authorities to take action on this matter.

c. In Shizuoka City, city subsidies are being made available to private social work agencies, such as the Minsei-iin Supporting Association and to private institutions. The city officials do not feel that this is a violation of the Constitution or Local Autonomy Law.

g. Other Important Welfare Matters: ^{a.} Public Welfare Advisor on 16

SUBJECT: Summary of Monthly Welfare Activities - May 50 2 June 1950

May delivered an in-service training lecture on various aspects of the model local welfare office to approximately 70 Japanese welfare officials from Kanto and Tokai-Hokuriku Regions.

ANNABELLE H. KENT

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

EKC/mm

EF
7 June 1950

MEMORANDUM FOR: Chief of Public Welfare Section
SUBJECT: Monthly Summary of Child Welfare Activities

May 50

1. From over-all surveys made in seven of the prefectures in the region it is quite obvious that most of the effort expended is in the direction of organizational activities and the promotion and guidance of widows' activities. The name of the Tochigi Child Welfare Section was changed to the Women's and Children's Section in June 1949 due primarily to the increase in the activities on behalf of widows. The child welfare sections appear to be following a standard pattern in carrying out directives from the Welfare Ministry.

2. The Child Welfare Deliberative Councils appear to have practically ceased functioning except in the matter of foster home approval. Meetings are held irregularly and infrequently and there are no definite future plans. In Ibaraki, a committee of seven members have been designated to meet on the 15th of each month for the specific purpose of considering foster care applications. The entire council is scheduled to meet only four times during the coming year.

3. The Child Welfare Centers were found to be over-staffed. Considerable time and effort is still being spent on consultations with normal children. In Gumma Prefecture, testing teams from the Child Welfare Center visited schools and examined approximately 5,000 children, 90% of whom were determined to be of normal intelligence and without any problems which could be considered as requiring consultation.

4. The Temporary Protection Homes are functioning very inefficiently. The largest number of disposed of cases in most places continues to be the run-aways. It is felt that the expenditure for these institutions is far greater than necessary, inasmuch as they are rarely filled to capacity.

5. The Child Welfare Workers (Jido-Fukushi-Shi) are functioning in rather an undetached manner. All are said to be directly responsible to the Child Welfare Section but receive their instructions and make their reports to the Child Welfare Center officials or the Branch Office (Chiho Jimusho) officials. From observation it is felt that these workers do a great deal of straight family case work which should have been in the past the responsibility of the Minsei-in or at present the welfare worker assigned to the local office.

SUBJECT: Monthly Summary of CW Activities

7 June 50

6. The Foster Care Program cannot be considered very effective. Children have been placed in approximately two-thirds of the approved homes. Spot checks divulged information to the effect that children are being exploited as workers, that welfare officials, Jido-iin and others are taking advantage of the program to obtain domestic help and children are being supported who do not appear to be the responsibility of a public program.

7. Institutions are increasing in number, particularly day nurseries, and new public institutions are being constructed with subsidy from the Ministry of Welfare. In one instance, a public day nursery was constructed by the prefecture with Ministry subsidy and within a few months was entrusted to a private individual for operation.

8. Jido-iin are co-operating in special programs such as surveys of widows' homes and job-finding for lower secondary school graduates. In Kanagawa Prefecture at the conclusion of the last school term (31 March 1950) 42,000 children completed the compulsory (lower secondary) schooling. Of this number, 12,000 (average age 16) were seeking employment and only 2,000 placements were available. As a counter-measure, the Welfare Ministry "enlisted" the services of 2,700 Jido-iin to co-ordinate with the local deliberative councils, PESO, neighborhood employers and relatives from 1 April to 30 June. Approximately 26% of the 10,000 secured employment. It was claimed that many of these children are unable to continue their schooling inasmuch as school allowance under the DSL does not extend beyond this level.

9. The In-service Training Program appears to show a definite trend in the direction of day nursery activities.

10. In two prefectures, a Widows' Rehabilitation Loan Program has been approved. This program will permit widows to borrow money or equipment (sewing machines, bicycles, etc.) for rehabilitation purposes.

EDNA K. CALLOW

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

af AHK/mm

1 May 1950

SUBJECT: Monthly Report for April 1950

1. Public Assistance:

a. The total number of persons in the Region, ^{reported as} receiving public aid during March increased over February by 22,268 persons, as follows;

- (1) Increase of non-institutional aid - 19,060 (persons)
- (2) Increase of institutional aid - 3,208 (persons)

22,268

b. The cost of aid to persons in communities (non-institutional) showed an increase over February of approximately 51,000,000 yen.

c. Increases were reported in regard to non-institutional cases in all prefectures but on institutional cases three prefectures reported either less cases or costs as follows;

- (1) Gumma reported 167 less persons aid in institutions and 71,843 yen less for institutional costs.
- (2) Ibaraki reported 10 less institutional cases but costs for these types of cases were 932,865 yen more.
- (3) Saitama reported 2,708 yen less in cost for institutional care but 15 less persons in institutions.

d. Reasons for the increases are attributed mainly to the fiscal year end reconciliations and settlement of accounts. To a minor extent some of the increases appear due to an increased case load because of unemployment and decreased earnings and illness.

2. The degree to which Hatsu Sha #72 is being applied and implemented varies from prefecture to prefecture. Although Welfare Department officials from Shizuoka and Kanagawa, wherein the Welfare Ministry has appointed the cities coming under this instruction, reports conformance with it, administrative reviews begun in Yokohama City and Shizuoka City reveal little change in method of welfare operation. Since no basic changes were made in organizational structure and in procedures "investigators" assigned to Minsei Jimusho's now function as full-time

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

af AHK/mm

1 May 1950

SUBJECT: Monthly Report for April 1950

1. Public Assistance:

a. The total number of persons in the Region ^{reported as} receiving public aid during March increased over February by 22,268 persons, as follows;

- (1) Increase of non-institutional aid - 19,060 (persons)
- (2) Increase of institutional aid - 3,208 (persons)

22,268

b. The cost of aid to persons in communities (non-institutional) showed an increase over February of approximately 51,000,000 yen.

c. Increases were reported in regard to non-institutional cases in all prefectures but on institutional cases three prefectures reported either less cases or costs as follows;

- (1) Gumma reported 167 less persons aid in institutions and 71,843 yen less for institutional costs.
- (2) Ibaraki reported 10 less institutional cases but costs for these types of cases were 932,865 yen more.
- (3) Saitama reported 2,708 yen less in cost for institutional care but 15 less persons in institutions.

d. Reasons for the increases are attributed mainly to the fiscal year end reconciliations and settlement of accounts. To a minor extent some of the increases appear due to an increased case load because of unemployment and decreased earnings and illness.

2. The degree to which Hatsu Sha #72 is being applied and implemented varies from prefecture to prefecture. Although Welfare Department officials from Shizuoka and Kanagawa, wherein the Welfare Ministry has appointed the cities coming under this instruction, reports conformance with it, administrative reviews begun in Yokohama City and Shizuoka City reveal little change in method of welfare operation. Since no basic changes were made in organizational structure and in procedures "investigators" assigned to Minsei Jimusho's now function as full-time

persons in these places instead of part-time. Study for complete re-organization of the Shizuoka City Welfare Office and Jimusho's was recommended in order that the five Minsei Jimusho's now staffed with one to two persons be incorporated into the City Welfare Section's Protection Division; and that ~~divisions~~ be composed of two case work units each with eight case workers and a case work supervisor. In addition this division should have an intake unit. The other two divisions of the section to be concerned with Social Affairs and General Affairs. The present staff of 36 including the nine in the Minsei Jimusho should be adequate in number to carry out all the programs.

b. In the prefectures ~~other than Kanagawa and Shizuoka~~, Welfare Departments report the following cities are either operating or planning to operate under Hatsu Sha #72:

- (1) Gumma - Five cities and communities with more than 2,000 population are going to have paid full-time case workers; but desire the Welfare Ministry to provide subsidies for these staff members.
- (2) Tochigi - As of 1 April, Utsunomiya started under the #72 - the other cities and major towns are preparing to do likewise without any increase in staff.
- (3) Saitama has seven cities and ten towns functioning under Hatsu Sha #72.
- (4) Kanagawa has Kawasaki City (staff 18) and Yokohama City (staff 73 - to be increased to 77) under Hatsu Sha #72. The other six cities are making preparations.
- (5) Chiba - Seven cities are making preparations to start under Hatsu Sha #72 in May 1950.^{?)}
- (6) Tokyo-To - #72 effective as of 1 January 1950.
- (7) Shizuoka - #72 effective in Shizuoka City as of 1 January 1950. Hamamatsu City also began under the #72 on 1 April 1950. Numazu City and Shimizu City are preparing.
- (8) Yamanashi - Kofu City is preparing plans to begin shortly.
- (9) Ibaraki - Mito City began on 1 April 1950 and two other cities and major towns are making preparations.
- (10) Nagano - Nagano City and Matsumoto City are functioning under the #72.

3. The findings and recommendations related to the administrative reviews of Kawaguchi City welfare office completed in April are attached for forwarding to higher headquarters.

4. Reviews of the amount of funds being allocated at prefectural level for Minsei-iin activities show increases over last year. In Shizuoka City the budget for Minsei-iin and Jido-iin in 1949 come to 353,331 yen and for 1950-51 amounts to 353,900 yen. An average of 3,539 yen per Minsei-iin. Of the 353,900 yen, 300,700 yen comes out of municipal funds. In addition this program provided for 200 yen to each of its 200 assistant Minsei-iin, 38,800 yen 1949-50 and 40,000 yen for 1950-51, and 150,000 yen for five woman guidance workers (three of whom are Minsei-iin) at the rate of 3,000 yen per month. The legality of these workers being allowed to retain their Minsei-iin title has been brought to prefectural attention for their interpretation.

5. Spot check home visits to recipients of public aid in Shizuoka City revealed;

a. Clients waited from one to three months for case approvals after date of application to the Minsei-iin.

b. In one case the Minsei-iin never visited because his concubine lived next door and instead sent a friend or relative.

c. In another case a recipient family on bringing his child's school certificate to the Minsei-iin for school aid was told by Minsei-iin he never heard of this aid and no school aid as yet is in the family's budget.

6. In addition to the Minsei-iin and workers of the Minsei Jimusho's visiting cases in both Yokohama and Shizuoka cities from six to eight other staff members in the ward or city welfare offices also investigate cases.

7. The Kanto Welfare Department Chiefs' Meeting held on from 12 to 13 April in Odawara City revealed the following major points;

a. The Law for the Welfare of Disabled - Shizuoka, Kanagawa and Ibaraki recommended that the Minsei-iin be given some legal responsibility under this law as the law placed complete responsibility on paid staff. All prefectures wished clarification as to sources of funds. Saitama had the largest prefectural budget - 4,500,000 yen, Nagano had appropriated approximately 2,000,000 yen, Ibaraki 1,262,000 yen, Yamanashi, Gumma and Kanagawa had no funds, and Chiba, 90,000 yen. As a result of the discussion on this point the association agreed to send a written request to the Welfare Ministry asking for specific instructions and clarification on the budget and to take up all points for discussion again at the national welfare department chiefs' meeting.

b. On district office welfare sections, the association agreed to send a written request to the Welfare Ministry requesting instructions which would keep the welfare sections in Gun offices independent of other sections and that each should have ten staff members. In Chiba the district welfare sections are under General Affairs Sections and in Ibaraki the same is under consideration.

c. The association requested that;

- (1) The Welfare Ministry grant the governor complete authority for the approval of case grants over the minimum standards.
- (2) That special funds be made available to establish housing for needy persons.
- (3) More subsidies be made available to establish needed welfare institutions.
- (4) Increased subsidies be forthcoming to raise the level of operation of child welfare institutions.
- (5) The transportation fees for disabled children be reduced as reductions are to be made for the adult disabled per the Law for the Welfare of Disabled.
- (6) The cost of care for daytime foster parents should be raised so that more of such homes would be available.
- (7) Welfare Ministry should publish appropriate pamphlets on child welfare for publicity and educational purposes.

8. Field trips were made to five prefectures during April as follows:

- a. Kanto Welfare Department Chiefs' Conference in Odawara City, Kanagawa Prefecture.
- b. Shizuoka Prefecture.
- c. Shizuoka City Welfare Office
- d. Kanagawa Prefecture.
- e. Naka-Ku Welfare Office, Yokohama City, Kanagawa Prefecture.
- f. Kawaguchi City Welfare Office, Saitama Prefecture.
- g. Medical Social Division of Suginami Health Center, Tokyo-To.

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/hs

3 April 1950

The above Review for higher headquarters should be given to you as soon as typed.

SUBJECT: Summary of Welfare Activities for the Month of March

TO: William H. James, Chief
Public Welfare Section

1. Public Assistance.

a. Summary table on number of recipients and costs of public aid in Ibaraki, Kanagawa, Saitama, Shizuoka and Tochigi:

Prefecture	Total persons receiving P.A.	Amount in yen	Amount of increase over January 1950	
			persons	yen
Ibaraki	37,431	22,012,158	871	1,349,554
Kanagawa	50,474	59,923,519	785	7,444,317
Saitama	42,534	28,106,857	127	1,882,199
Shizuoka	47,535	34,449,671	3,683	4,787,156
Tochigi	26,192	16,620,804	1,085	927,773

6,551 + 2,131 = 8,682

b. Summary table on comparison of number of persons and costs for outdoor relief in February 1950:

Prefecture	Persons	Yen	Decrease or increase over Jan. 50	
			persons	yen
Ibaraki	36,060	17,795,538	+ 795	+1,366,734
Kanagawa	45,623	37,562,898	+ 1,167	+5,135,860
Saitama	40,781	22,055,430	- 241	+1,875,129
Shizuoka	45,097	28,400,507	+ 3,885	+4,987,600
Tochigi	25,103	12,756,135	+ 1,023	+ 685,826

all items except Tokyo to

c. Saitama was the only prefecture reporting a decrease in the number of persons receiving outdoor relief. However, their total public aid load increased because of 232 more persons were reported as receiving hospital care.

d. The marked increases both in persons aided and in costs may be due to a number of factors, such as;

- (1) The near end of the fiscal year attempts to reconcile accounts on the part of local offices so that no deficit will occur.
- (2) Actual increase in number of persons in need because of unemployment.
- (3) Revision of L.A. grants in accordance with eleventh revision.

e. As for causes of dependency of persons receiving outdoor relief no significant increases were reported under the unemployment cause ~~except in Kanagawa~~. The following table lists the ~~increases~~ *changes* over January 1950:

Prefecture	Number listed under the cause "unemployment"		Increase or decrease over Jan.
	Feb. 50	Jan. 50	
Kanagawa	5,224	3,870	+ 1,354
Saitama	2,236	2,110	+ 126
Shizuoka	1,732	1,742	- 10
Tochigi	689	572	+ 117
Ibaraki	1,535	1,449	+ 86

f. The foregoing is significant particularly with regard to Shizuoka who reported an increase in the total load of 3,683 and at the same time reports ~~only~~ ^{ten} more person in need because of unemployment.

2. During March two public welfare office administrative reviews were completed, one in Oyama Town, Tochigi Prefecture, and the other in ~~the~~ Tsuchiura City, Ibaraki Prefecture. Summaries of these are attached for submission to higher headquarters. Another administrative review that ~~the~~ welfare office in ~~Kanagawa~~ ^{Kawaguchi} City, Saitama, which was started

Kawaguchi
2

in March, is to be completed in April.

(1) Continued progress is being made in Tochigi, Ibaraki and Saitama in regard to their implementation of Hatsu Sha #72 and the extension of this instruction to an increasing numbers of communities.

(2) a. In Ibaraki, all the communities (three cities and six towns) with populations over 20,000 were asked to submit plans in January 50 for their reorganization to take effect as of 1 April 1950. The three cities have done so with no increase of staff in Mito City and with one additional person in Tsuchiura City.

(3) b. In Tochigi, Utsunomiya City's reorganization also took effect as of 1 April 1950. The remaining four cities' welfare offices in Tochigi have also been designated by the prefecture for reorganization and are meeting with the prefecture in April to discuss the steps involved.

(4) c. By 1 January 1950 the six cities in Saitama were all functioning with a case work staff assigned geographical areas; Urawa City since March 1949 and Kawaguchi City since June 1949. In addition seven of the 11 designated major towns have also reorganized.

4. PESO personnel have not deemed it their responsibility to refer the needy unemployed to the welfare office for help and at times refused to issue a statement to those referred by welfare personnel to the effect that no job was available ~~claiming~~ when there no reported openings. The reasons given for few cases of the able-bodied unemployed or partially employed being on the relief rolls was that such persons in nearly all instances come from families in which there are other members employed.

a. Although local welfare offices claim that that the able-bodied unemployed person is accepted for livelihood aid under the DSL when their income and resources are less than the minimum standards, the actual number of such cases found on the rolls is negligible. In Kawaguchi City the following was revealed;

- (1) The total number of unemployed was not known by either the welfare office or PESO personnel.
- (2) Only 20 day labor's case have received supplementary relief under DSL in past six months, although some 1400 are registered and each only earns approximately 800 yen per week.

5. Although welfare offices report that the minimum standards are too low, actual reviews of cases revealed:

end

a. The majority are receiving less than the minimum standard,

b. No effort is made to submit exceptional situations to the prefecture or welfare ministry for approval over the minimum standard.

Child Welfare;

a. Child Welfare activities in March were concerned with the operation of these programs in the municipal offices reviewed. (See summaries of attached administrative reviews.)

(1) The size of the DSL case loads in reorganized offices is of concern as case workers find little time left for child welfare. It has been increasingly evident that the total load has to be about 80 cases in order to expect work to be done on child welfare.

(2) The problem of children not attending school because of the family's economic situation is as pressing as ever. In Tsuchiura City 231 or 18% of the 1,287 children of compulsory school-age are out of school.

7. Other important welfare matters.

a. The major findings and recommendations which resulted from the initial part of the Suginami Health Center's Medical Social administration review are attached for submission to higher headquarters. This review is to be continued in April.

b. A review of the approved Saitama Prefectural Welfare Department's budget for 1950-1951 revealed;

(1) The General Affairs Department of the prefecture insisted that the budget of 591,000 yen for the in-service training of paid welfare official of municipal offices be in the local affairs section's budget. Their reasons for this are

(a) They must co-ordinate in-service training plans of all departments so that two or more departments are not holding in-service training at the same time. (All plans for in-service training out of these funds must be approved by the general affairs department's local affairs section.)

(b) The local affairs section is responsible for prefectural supervision of municipal offices and therefore should be responsible for approving any plans concerning the training of such staff.

c. The budget for in-service training in the local affairs section is as follows;

Total in-service training expenses	1,804,000 yen
(1) Welfare Department	591,000
(a) Social Affairs Section (funds used for all sections)	421,000
(b) Protection Section (special for DLSL matters)	72,000
(c) Child Welfare Section (special for C.W. matters)	67,400
(d) In-service Section	30,600
(2) Health Department	15,600
(3) Local Affairs Section of General Affairs Department (includes traveling expensed and meetings called by this section and supervision of municipal offices.)	1,197,400

d. In addition to the above 591,000 yen for in-service training of full-time welfare officials, the Welfare Department in its own budget has secured assembly approved on 148,000 yen for the in-service training of institutional welfare organization personnel.

e. The approved Minsei-iin and Jido-iin budget for 1950-51, listed below shows considerable increase over that of 1949-50.

	1950	1949-1950	Increase over 1949-50
Minsei-iin	6,141,740	3,995,740	2,146,000
Jido-iin	1,043,400	953,350	90,050
Total	7,185,140	4,949,090	2,236,050

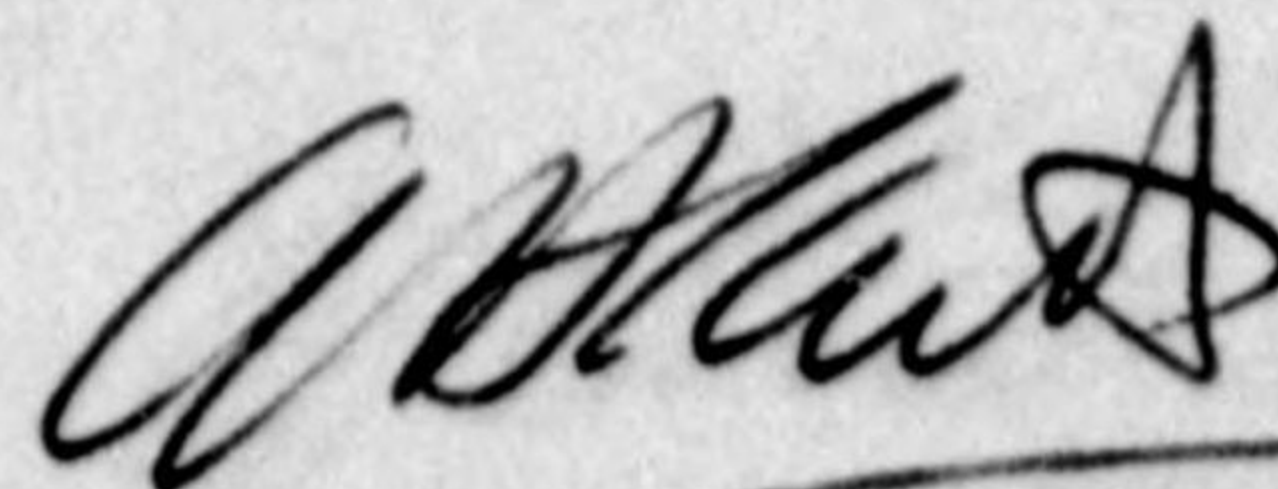
The above increase is reported due to increased cost and not to increased activities.

f. Prefectures are preparing for the implementation of the "Law for the Welfare of the Disabled". Each are allocated from four to six full-time rehabilitation workers who will work directly under prefectural supervision.

(1) ~~Saitama is to have six rehabilitation workers appointed under this program. Two will start on or about 1 April and the remainder will probably be secured by end of August.~~

- (2) One of these workers will be stationed in the rehabilitation center to be established in Omiya City and the rest will either be stationed in city or district offices.
- (3) Case finding is to be the responsibility of local offices and the rehabilitation workers.
- (4) The tentative plan for the rehabilitation center in Omiya City calls for;
- (a) Two full-time officials plus one rehabilitation worker.
 - (b) Services to be given here are;
 - (a) Livelihood guidance.
 - (b) Medical guidance.
 - (c) Vocational aptitude determination.
 - (d) Part-time doctor for physical examinations
 - (e) Repairing of artificial limbs.
 - (f) Vocational training such as watch repairing, dressmaking, office work, embroidering, and home work. Courses are to last for six months.
- Saitama reports that*
- (5) ^The local offices will be expected to maintain records on all the disabled referred for the rehabilitation worker's services. As such the case workers in local offices reorganized along Hatsu Sha 72 are the logical persons to handle the referral of these cases and to do investigations as may be required.

g. The traditional Japanese pattern of transferring prefectural officials is again noted in Saitama. Although only five persons were promoted in this shift, some 57 section chiefs of Prefectural Departments and district offices were affected. The Welfare Department Chief succeeded in keeping one (the Protection Section Chief) of two of its section chiefs who were to be transferred. The two involved were the Social affairs Section Chief and the Protection Section Chief. Another shift in personnel is expected shortly when several of the Welfare Department's division chiefs may have to be transferred.



ANNABELLE H. KENT

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

my
MCW/rn

6 April 1950

SUBJECT: Reports for Gumma, Nagano and Chiba for the month of March 1950

1. Public Assistance: The following are the prefectural statistics for the month of February 1950:

<u>Nagano</u>	Outside (±)	Inside (±)	Total (±)
Jan.	42,980 -1	4,208 -326	47,188 - 327
Feb.	44,542 +1562	3,990 +218	48,532 +1,334 ✓

The largest increase was due to those receiving public assistance outside institutions. Largest classifications being orphans, sick deformed, birth and death. In keeping with the increase in assistance the total cash grants in yen also increased by ¥2,469,650.37. Total for February being ¥30,578,674.29.

<u>Gumma</u>	Outside (±)	Inside (±)	Total (±)
Jan.	33,723 -581	2,780 -433	36,503 ±1,016
Feb.	34,460 +737	2,769 -11	37,229 +726 ✓

The increase of 726 was due mainly to those receiving aid outside institutions; highest classifications being in orphans, unemployed and old age. The total cash grants in yen also increased to ¥19,028,864 or ¥1,795,230 higher than January.

<u>Chiba</u>	Outside (±)	Inside (±)	Total (±)
Jan.	32,067 -16	1,973 -21	34,040 -37
Feb.	32,106 +39	2,005 +32	34,111 +71 ✓

Only increase occurred in Chiba in both inside and outside institutions. Outside assistance increased 39 in the classification of sick, crippled, death and birth. Increase in institutions were in orphanages, reformers and home for the feeble-minded, totaling 32. Total cash grants in yen increased ¥20,930 from January totaling ¥12,545,253 for February.

2. Summary of Field Inspections:

~~E.g.~~ ~~Nagano~~ During March a review was made of the Nagano City welfare office's plans in reference to operating under Hatsu Sha #72. It is the officials' plan to commence operation by 1 April 1950. As has been previously stated Nagano City in November of 1949 appointed eight case workers. These case workers will continue being case workers after 1 April 1950 and will be paid 100% by city funds. Upon reviewing the assignments of staff members it was found that the case workers will not handle matters relating to the Wayfarers Law - but one staff member who has been handling it in the past, and who is located at the wayfarers dormitory. This individual will also conduct the investigations.

(1) Method of relief payments to clients will remain the same, i.e., clients will be paid through the nine district offices. The now nine existing district Minsei-iin councils will continue to meet monthly as well as the one Minsei-iin "cho" council - however, the Minsei-iin "cho" council will not meet to review or be informed of the case decisions, but will meet to discuss the broad aspects of welfare matters. The area councils will meet to receive the case decisions, with area case worker, head of area office and Minsei-iin in attendance.

(2) All present matters now in operation which are contradictory to Hatsu Sha #72 are to be revised according to the officials. A ^{P.4} suggested reorganizational chart was explained in detail - which complies with the directive, also the system of case recording, case identification and filing as well as the central file index was explained. It is felt that the Prefecture as well as the city officials are making an earnest effort to have the cities operation fully comply with the directive and are interested in the development of the case worker system, not only in Nagano City, but throughout the Prefecture.

~~E.g.~~ ~~Chiba~~ In March a review was made of the second draft of Chiba City's reorganizational plan. The following information was obtained;

- (1) Here again it is the city officials' plan to continue holding the 11 area Minsei-iin councils; however after an explanation by Welfare Officer in reference to the advisability of holding only one council, officials agreed that only one was necessary. Time will tell whether they actually carry out such a plan.
- (2) In their reorganizational plan the delivery of medical tickets are to be handled by staff, other than the case workers. It was explained that this type of aid falls in the same classification as the four other types of aid, which the case workers are to handle; and therefore medical aid should also be administered by them. The officials upon completion of this explanation agreed to have the case workers also administer medical aid.
- (3) Another separate staff assignment of "need", which would

not be handled by case workers, was in relation to "old people's affairs." Again it was explained "need" of this group was the case workers' responsibility.

87 (4) Their latest plan calls for assigning four of the present staff as case workers and hiring five new case workers. One of the case workers who will handle an area will act as the case supervisor. Officials did not believe it would be necessary to appoint a separate person as case work supervisor or intake worker. Budget has been approved for new case workers.

88 (5) Lend and house rent control, which was formerly a function of the Welfare Section, was transferred to Commerce and Industry Section of the city office, at Welfare Officer's suggestion.

~~Welfare Officer Presented her second suggested reorganizational plan for the welfare office. It was explained that all staff assignments relating to campaigns had been eliminated and reasons were given. Prefecture and city officials stated that plans are now under way to completely withdraw public officials from responsibility of private welfare agency work before the next campaigns commence. This is doubtful, especially in view of the forthcoming Japanese Red Cross Campaign. However, time will tell. As previously stated the plan for a separate person as intake worker and/or case work supervisor was not necessary. Thought is also being given by the prefecture of relieving the local offices the responsibility for surveys and other programs relating to the demobilized, undemobilized and repatriates. Present thought is to appoint a separate staff to handle such surveys who would work directly from the Prefectural Welfare Department, as it is uncertain as to the length of time that the Demobilization Section will remain in existence.~~

89 (6) Through the media of so-called in-service training meetings, which have included city welfare and district officials as well as Minsei-in, the prefectural officials have endeavored to disseminate information regarding Hatsu Sha #72 and to obtain the co-operation of all groups concerned. There have been small groups of Minsei-in who have not been in accord with the directive, in relation to withdrawing responsibility away from them - and these groups have spread their

discontent amongst other groups. In spite of this the officials feel that in the most part, the Minsei-in are willing to co-operate - and as a countermeasure in addition to the meetings mentioned previously the officials are informing the Minsei-in of other types of activities that they may engage in, and be of assistance as volunteer workers. The officials stated that the Minsei-in Remmei have given their complete cooperation in reference to the change under Hatsu Sha #72.

(8) It was also suggested by Welfare Officer that the prefectural officials in co-operation with the Chiba City officials write a detailed job description for each staff assignment based on their reorganizational plan, which could be used as a basic job description for each local welfare office that will operate under Hatsu Sha #72.

(9) Disabled Person's Welfare Law: Although the foregoing law is to go into effect 1 April 1950, the prefectural officials stated that they will not be in operation until 1 May 1950. The council has not been selected as yet. A list of doctors on hand, but final selection has not been made. Also five officials are to be appointed, who will compose the staff for the consultation center. The Red Cross in Chiba will be the organization that will manufacture the artificial limbs, etc. The "handbooks" which are to be distributed, will be distributed through the local welfare offices. This will not be completed before May the first. The prefectural officials claimed that the local welfare offices will have little work in relation to this program. Their work will mainly involve paper work in reference to referrals to the consultation center.

c. Gumma:

(1) Prefectural officials informed Welfare Officer that each of the five cities have appointed case workers. At the present time the case workers training has amounted to the workers accompanying the Minsei-in in the various districts in order to familiarize themselves with the area and clients. Formal training will commence in April for a ten-day period, with lecturers from the Tokyo School of Social Work.

(2) In reviewing the reorganizational plan of the Maebashi City Welfare Office it was found that although a few changes have been made, their reorganizational plan has not been too

well thought out, nor does it comply with Hatsu Sha #72, for first of all only three case workers have been appointed who are carrying a 270 case load average, and it was found that it is their plan to have the Minsei-iin continue to make "home calls". Minsei-iin are also to make the first investigation on medical aid. Consultation and guidance to repatriates to be handled by a staff member who is not a case worker.

Welfare Officer presented and explained in detail a suggested reorganizational chart "geared" to Hatsu Sha #72 as well as explaining case recording, identification and system of central files. Upon completion of this explanation, Welfare Officer suggested that an entirely new organizational plan be drawn up and at the same time again thoroughly study Hatsu Sha #72 - for their present plan is not in compliance with the directive, and their case worker system is one in name only.

Here again in Gumma it is evident, as mentioned in previous reports, that the prefectural officials have not given close surveillance or guidance to the local welfare offices in relation to their reorganizational planning.

d. Prefectural officials were again urged to give close supervision, guidance and assistance, for this reorganizational plan not only affects the local offices but also the entire welfare program of the Prefecture. Also the prefectural officials having a broader aspect of the welfare program in administrative practices and organization, their assistance would be invaluable.

e. In Welfare Officer's opinion, the sentence in Hatsu Sha #72 under "Procedure (2) Application for Assistance", which reads "Initial medical consultation tickets will be available from these offices as well as from Minsei-iin", has in the foregoing prefectures led the officials to understand that the Minsei-iin shall issue the medical consultation ticket. This may be the correct interpretation - however, prior to the issuance of this ticket, one portion of the form must be filled out - before presentation to the doctor. From forms reviewed, the portion of the form referred to, necessitates the person issuing the form, to obtain from the applicant a brief case history which is similar to the information required when an application is filed for other types of aid. Then too, medical aid is a type of "need" and in the majority of welfare offices in the "states", it is the practice of the case worker to handle all types of "need" or at least to take the applications for same. If it is meant that the Minsei-iin are to issue the medical consultation ticket, thereby requiring a brief investigation - it means that the

Minsei-iiin are being kept in the picture as an active investigator, which is in complete contradiction to the rest of Hatsu Sha #72 which places the Minsei-iiin only as an interested neighbor and volunteer worker whose assistance is given only upon request.

MARY C. WYCKOFF

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/an

2 March 1950

SUBJECT: Summary of February 1950 Welfare Activities in Ibaraki, Tochigi and Saitama

1. Public Assistance

a. Summary Table of recipients and costs of public aid in Ibaraki, Tochigi and Saitama.

Prefecture	Percentage of persons to popula- tion	Total Persons	Amount in Yen	Amount of increase or decrease over December 1949	
				Persons	Amount
Saitama	1.9%	42,407	26,224,658	+ 696	- 223,850
Tochigi	1.6%	25,107	15,693,631	+ 167	- 506,811
Ibaraki	1.3%	36,560	20,662,604	+ 537	+ 1,585,582

In Saitama

b. It is reported that public assistance costs in December 1949 were greater than in January because of special expenditures to purchase relief in kind which was to be distributed free of charge to recipients of public aid. However the case load ~~should~~ increased in all prefectures and is attributed to the

(1) Inability of of widows and part-time workers to continue deriving an income from blackmarketing, and

(2) To an increase in the number of unemployed. Whereas in Tochigi 286 were reported as receiving assistance because of unemployment in December, this number increased to 572 in January. In Saitama this number increased from 1,854 in December to 2,110 in January 1950. *In Ibaraki this number*

increased from 1,298 to 1,449

(3) *The increased cost in Ibaraki occurred under the NSL grants. Reasons after the increase may be due to relief in kind purchase and increases under the 11th Revision*

2. Developments of public welfare programs in accordance with Hatsu Sha #72 in Ibaraki, Saitama and Tochigi prefectures.

a. All three prefectural Welfare Departments have forwarded Hatsu Sha #72 either as a prefectural instruction or as information to the Mayors of cities, towns and villages in their prefectures as follows:

- (1) In Saitama Hatsu Sha #72 was revised and incorporated into a prefectural instruction dated 30 November 1949. The major revisions concerned the requirement that all applications for public aid be issued only at the local welfare offices which were asked to conform to Hatsu Sha #72.
- (2) The issuance of grants by "paid officials" refers to the Revenue Officer and accounts section personnel and not to the welfare officials.
- (3) The suggestion of Hatsu Sha #72 that the staff be increased where necessary was omitted and only the strengthening of staff by transfer, realignment of function and inservice training was emphasized.
- (4) 17 specific communities were designated as areas in which "model welfare programs" were recommended for establishment by 1 January 1950. These included all of the prefectures' 6 cities and in addition 11 communities with a population of over 20,000 except for the Guns which had no community of 20,000 or more wherein the largest town was designated as one of the group of 11 towns.
- (5) In Saitama, the Department Chief called a meeting on 2 December 1949 of the Minsei-iin Standing Committee-men, Mayor, Vice Mayor and Welfare Chiefs from the 17 designated communities. The Prefectural Minsei-iin Federation Chairman was also present at the time. Subsequent to this conference, Prefectural Protection and Child Welfare Section personnel visited each of the designated areas. As of now the following has been accomplished:
 - (a) All the six cities in Saitama by 1 January 1950 had a Protection Sub-Section in their Welfare Sections with case workers assigned integrated case loads in specific geographical areas of the cities.

- (b) By the end of February, seven (7) of the 11 designated towns had forwarded their plans for reorganization and the remaining 4 were in the process of completing their plans for reorganization.
- (6) Because of the Urawa City Office experiment Saitama found it easier to proceed with the reorganization of their five other cities than the other 2 prefectures. Other factors related into the rapidity with which the cities reorganized were
- (a) The administrative reviews which civil affairs completed in all these cities subsequent to the Urawa reorganization in April 1949 and
 - (b) The lectures on administrative organization of welfare offices which civil affairs gave to the Minsei-iin and paid staff of District and City Offices during 1949, and
 - (c) The acceptance on the part of the Minsei-iin Federation Chairman of Saitama as to the advisability for the paid staff to carry case loads and responsibility for investigation and case work services under the various public welfare programs, and
 - (d) Prefectural Inservice Training Courses during 1949 which were held for the full-time paid welfare officials in District Offices and local welfare offices.

START
7 copy
To here

b. In Tochigi, ^{where} the Welfare Department issued Hatsu Sha #72 mainly as information to all mayors on 2 December 1949. The attitude of the Tochigi Welfare Department revealed a positive desire to put this instruction into practice throughout the prefecture. But they lacked understanding in regard to its implementation. All they felt necessary was that more staff was needed. After the administrative review of the capital city Utsunomiya which was completed in January 1950 prefectural officials were made aware as to the pre-planning that was necessary in order to implement Hatsu Sha #72. At present the prefecture and Utsunomiya City officials are preparing plans for reorganization of this local welfare office. They hope to have the plan in effect by 1 April 1950. After this is accomplished steps will be taken to extend the reorganization to the other cities and major towns.

c. In Ibaraki, the Welfare Department Officials, in December, were definitely opposed to Hatsu Sha #72. However, after KaCAR completed in cooperation with Prefectural Officials the administrative

review of the Welfare Program in Mito City (Capital City) in January, the prefectural officials had a better understanding of Hatsu Sha #72 and how it could be implemented. As a result of this review and subsequent conferences, the Prefectural Welfare Department on 15 January 1950 forwarded Hatsu Sha #72 as a prefectural instruction in which the prefecture's 3 cities and 6 towns with a population of 20,000 or more were recommended as areas in which welfare programs should be reorganized so that the full-time paid staff is actually responsible for the administration of its public welfare programs. Each of these communities were requested to submit plans for their reorganization which is to go into effect 1 April 1950. Accordingly Prefectural Welfare Department officials were urged to plan for intensive inservice training of the personnel in these offices.

d. The development of the "Model Welfare" programs in Ibaraki and Tochigi prefectures is at a lower level than in Saitama. Whereas Saitama, it is felt, could proceed with success in its designated areas, the other two prefectures need considerable help. However all should be guided to prepare.

- (1) Model job descriptions.
- (2) Model forms and their use including various card file systems.
- (3) Manual on local office procedures and statistical reports.
- (4) Manual on essentials in investigation and case work practice which could be used not only for reference purposes but also inservice training.
- (5) Translations of books and pamphlets on Social Work and Social Case Work into Japanese is one of the most needed tools so that local officials could have available sufficient modern material for study purposes.

e. The most desirable approach to the successful implementation of Hatsu Sha #72 in these prefectures from the standpoint of civil affairs appears to be intensive administrative reviews of city welfare programs in cooperation with prefectural public assistance and child welfare officials and then following this with guidance on how the local welfare program can be reorganized in light of its staff and how its procedures and practice can be changed to conform with modern case work methods and good business administration.

f. Another aspect which is of extreme importance is the inservice training help which civil affairs should be giving the prefectures in the development of their inservice training programs for

the full-time paid staff at all levels of operation.

3. Child Welfare:

a. Major findings revealed and recommendations made as a result of the administrative reviews of local office child welfare programs and Child Welfare Centers:

- (1) The need for rationalizing staff time by readjustment of staff function and duties, as the guidance personnel have too many varied functions which limit their adequate exploration and study of child welfare cases. For example, statistical reports which each guidance worker is required to keep should be related to his own case load and not to numerous types of overall data. The guidance worker's reports should be consolidated by one person in charge of statistics for the whole office.
- (2) Guidance workers should function as Center Social Workers and be responsible for cases they receive until they are closed and only one guidance worker should carry a case instead of 2 or more being involved on each case.
- (3) Psychological testing should be done as a major function of one or 2 of the staff and not by all the guidance workers.
- (4) The psychiatrist should primarily do psychiatric examinations and if equipped some psychiatric treatment cases. He should include in his psychiatric examinations a summary of his conclusions and recommendations.
- (5) A master alphabetical index file should be established and this file should be kept by the receptionist.
- (6) The intake worker system found in centers was questioned because of the small numbers of cases. As the receptionist receives applicants the case can be assigned via the supervisor directly to the guidance worker who is to handle the case.
- (7) Each child welfare record should be kept between separate hard folders and fastened so that sheets are not lost.
- (8) The monthly statistics should include the case load of each guidance worker, number of new cases, active and pending and number carried forward to next month.

- (9) Study on when cases should be closed was recommended as institutional cases are being held active in the Center when many could be closed. Likewise cases referred to the Child Welfare Official and Local Offices could be closed in the Center at the appropriate time.
- (10) Written reports should be required from Child Welfare Officials or Jido-iin on cases the Center is following for definite study and treatment purposes. In the case of Jido-iin the local office should be responsible for submitting such reports. All cases referred to local offices (including those for Jido-iin) should be sent via the Child Welfare Official or a copy of the referral be sent the Child Welfare Official.
- (11) An effort should be made to study the child in his own home instead of placing him in the shelter just for the convenience of the staff.
- (12) Local offices should complete financial investigations on possible institutional cases prior to making final placement decisions.
- (13) Cases referred from local offices with full-time case workers should have the case worker from the area present at the time their case is discussed at the Center Case Conference. The child welfare official for the area should also be present at such times.
- (14) The master card alphabetic file should be used only as an index and identifying file and not for statistics or miniature case purposes as one Center was planning. If a card system is desired for other purposes separate cards other than those in the index file should be so used.
- (15) The Prefecture should provide case work supervision to child welfare officials on a regular individual conference basis so that their "slight cases" can be reviewed as well as the difficult cases and appropriate guidance can be given to child welfare officials.

b. Admission on the part of Prefectural Officials that the Chief of the Child Welfare Center has been supervising the Child Welfare Officials work with cases resulted in agreement that the Prefectural Child Welfare Section must begin to assume this responsibility and that a cooperative and referral relationship should exist between the Child Welfare Official and Center.

Likewise the Child Welfare Official should have delegated to him prefectural authority to refer cases to local offices. As the practice now is the Center has administrative authority in Child Welfare and has been the only one who could decide where cases should be carried.

c. As the practice now exists, Child Welfare Cases are kept active at several levels of operation, and all or none are actually following the case once the center has completed its study and decided to return the child to the community.

d. The use of the Temporary Shelter for the purpose of studying children who have homes in the community has raised serious implications from the standpoint of a scientific analysis of the child's actual behavior apart from the adverse emotional experience the child may have. The shelter has become a place for the convenience of the Center and Child Welfare Official instead of a resource necessary for children who have no homes and need temporary placement only.

4. Institutions:

a. An inspection of the Tochigi Women's Prison (Tochigi Keimusho) in Tochigi Ken pointed up the Welfare Department's problem in regard to its request of February 1949 for subsidies to establish an infant home in Tochigi Ken. The Welfare Ministry has ~~as yet~~ given no definite promise that financial help will be forthcoming and the prefecture is again submitting its request to the Welfare Ministry for subsidies during the coming fiscal year.

b. According to the Prison Law, mothers are allowed to keep their infants with them in prison until 1 year of age. There are 3 infants over 1 year of age in the prison at present because of the lack of an infant home in the community.

c. Another interesting finding aside from the above is the practice of the prison to use only goods secured on consignment from private companies in the workshops of the prison. During the period 1 April 1949 - 31 January 1950, 34,000 yen was turned over to prisoners for the work done on this material and the income derived from the produced goods amounted to 2,080,000 yen.

d. Although the prison has a hospital ward, prisoners with active VD are kept in the same ward with infants with VD. The entrance *and* periodic physical examination to prisoners does not include routine chest X-rays. The medical findings have been referred to the KaCAR Medical Officer for corrective action.

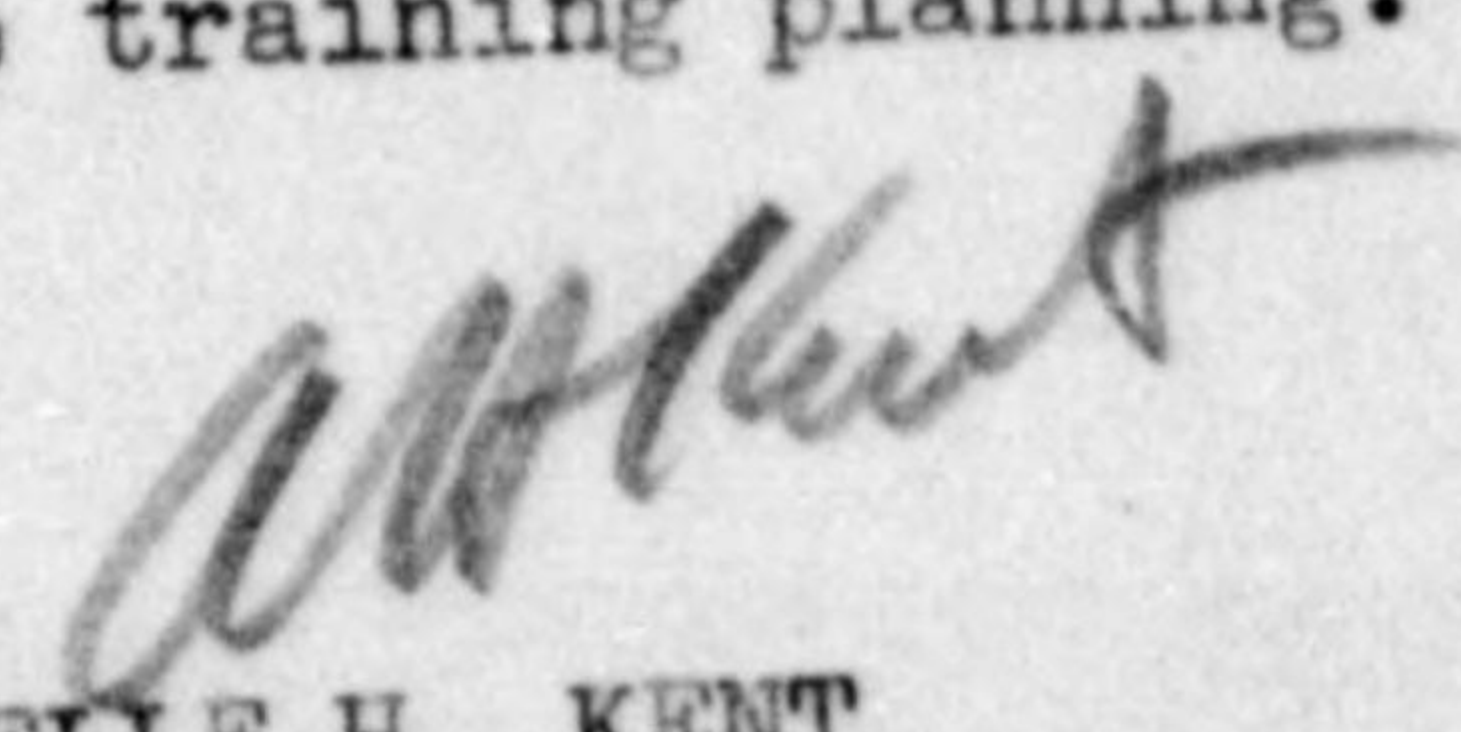
5. Other Important Welfare Matters:

a. The administrative readjustment has resulted in more personnel

being added to the welfare sections of District Offices to offset reductions at the prefectural level, as District Office Staff it was reported was not affected by the nation wide personnel cuts. However, this adding of additional staff at the district level was not accompanied by any real study or analysis of the proper function of the District Welfare Section personnel.

b. Inservice Training

- (1) In contrast to Saitama where a full-time an inservice training director was appointed Ibaraki and Tochigi have placed the responsibility on a sub-section official. This latter situation has resulted in
 - (a) A diversification of the Inservice Training responsibility. For example, each section has one of its subordinate members, also in charge of inservice training. In addition subordinate persons have been placed in charge of inservice training at the district level, etc.
 - (b) In addition such subordinate personnel have as a responsibility the delivery of lectures instead of overall inservice training planning.


ANNABELLE H. KENT

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

my
MCW/rk

7 March 1950

TO: Mr. William H. James

SUBJECT: Summary Report for February 1950 of Nagano, Gumma and Chiba Prefectures

1. Public Assistance Statistics:

<u>Nagano</u>	<u>Outside</u>	(-) ⁺	<u>Inside</u>	(-) ⁺	<u>Total</u>	(-) ⁺
December	42,981	+1,493	4,534	+109	47,515	+1,602
January	42,980	-1	4,208	-326	47,188	-327

The main reasons for decreases and increases outside institutions were classed as follows:

137 increase "unemployment"
49 increases "damaged property"
16 increase "blind"
196 decrease "children without support"

The largest decreases and increases inside institutions were listed as follows:

196 decrease "industrial school and reformatories"
167 decrease "hospitals"
16 increase "old peoples homes"
12 increase "mother and children homes"

<u>Gumma</u>	<u>Outside</u>	(-) ⁺	<u>Inside</u>	(-) ⁺	<u>Total</u>	(-) ⁺
December	34,304	+1,060	3,215	-137	37,519	+923
January	33,723	-581	2,780	-433	36,503	-1,016

The main reason for decreases outside institutions were due to the following classifications:

815 "damaged property"
196 "old age"
122 "children without support"

Largest increases were classed as "unemployed and sickness."

The main reason for decreases inside institutions were as follows:

393 "hospitals"
41 "repatriates institutions"
15 "reformatories"

The increases were negligible.

Chiba Prefecture:

	<u>Outside</u>	(-)	<u>Inside</u>	(-)	<u>Total</u>	(-)
December	32,083	+24	1,994	+30	34,077	+54
January	32,067	-16	1,972	-22	34,039	-38

Decreases outside institutions were in the classification of sickness, crippled, deaths and birth. No increases occurred. Decreases inside institutions were in orphanages (19) and 2 in industrial schools and reformatories. There were no increases in institution.

Nagano Prefecture:

A detailed review was made of the Nagano Prefecture Central Child Welfare Center, in order to determine its present organizational structure, assignments of each staff member and the process of handling child welfare cases at the center. Also to review the process of handling cases in order to determine changes that will have to be made to comply with Hatsu Sha #72.

Upon the completion of the review it was found that although Nagano city welfare office has been operating under a case worker system since November 1949 (which they devised) - there has been no relation between the center and the case workers in reference to child welfare cases. Center cases have been handled by the Jido-iin and child welfare official. Of course as may be seen by the January report, regarding the review of the Nagano city welfare office and its case worker set-up, many changes will have to be made in order to have it comply with Hatsu Sha #72. It was found that the Director of the center, nor the staff had any detailed information regarding the directive; therefore, welfare officer explained step by step the directive, and particularly in relation to handling of child welfare cases.

It was suggested that a detailed study be made of the directive in order that the necessary changes can be made in the center function to handle child welfare cases as outlined in the directive. It was called to their attention, that probably for sometime they would have to have

two types of functional set-ups; for all local offices, will not be operating under Hatsu Sha #72, but that it would be necessary for them to "gear" their operation to the areas operating under the directive, and still continue with their present set-up for areas not operating under Hatsu Sha #72.

In this center medical examinations are not given at the Health Center but by two Doctors who are part of the center staff.

All case record forms on each individual case are filed together in separate folders. Each folder is classified by name and number. Generally, the case record forms, and recorded information was better than the average. A few suggestions were made for additions to the forms, such as - information regarding marital status of parents, if the child is known to any other agency, if the child has a court record.

The relationship between the center and the Family Affairs Court was also reviewed. It was found that there is very little connection between the two agencies. The only time that the Center handles any cases from the court, is when it has been the decision of the court to place the child in an institution. In this case, the entire matter is referred to the center for review and placement. If it is the decision of the court to return the child to the home - there is no official connection between the Probation officer and the Jido-iin or child welfare official, unless the Probation officer solicits their aid, which seldom occurs.

The knowledge of the Family Affairs Court personnel, regarding Hatsu Sha #72, was not obtained by Welfare officer during this visit to Nagano.

A discussion was held with the Chief of the Prefectural Child Welfare section, Director of the Center and Prefecture Welfare Department Director, regarding the authority of the Governor and the Mayor in relation to the Jido-iin. The following information was obtained. The Mayor has no authority for dismissal or hiring Jido-iin, however he may give them instruction, which they are obliged to follow. He may make recommendations as to their qualifications. In relation to the child welfare program, the responsibilities of the Governor and the Mayor are divided. Under articles 22 and 24 of the Child Welfare Law - it is up to the disposition of the Mayor to approve placement in Nurseries, Boshiryos and Maternity Homes. The Governor is responsible for dispositions in relation to placement in child welfare institutions and Foster Homes.

In relation to welfare directives that contradict various articles of welfare laws. The officials stated that even though the directives and the laws may be contrary to one another, it is their understanding that the matters outlined in the directives are demandatory and must be followed regardless.

Chiba Prefecture:

E A conference was held with the Prefecture Chief of the child welfare section, and Center Director, and also representatives from the Family Affairs Court. It was found that the Center Director nor his staff, or the Family Affairs Court personnel had any knowledge of Hatsu Sha #72. The directive was explained in detail. In Chiba as in other Prefectures it has been found that the Director of the Welfare Department, Chiefs of the Welfare and child welfare sections have made very little effort, if any, to acquaint affiliated groups regarding Hatsu Sha #72. The groups or individuals that have been notified have been the Mayors and in some cases city assemblies, District officials, Child welfare officials - and very brief and general explanations to the Minsei-iin - Jido-iin. The center staffs have not been informed, nor the child welfare school counsellors, or Family Affairs Court, Probation officers, or Legal Protection committee, all of whom should be acquainted with the directive in relation to their own work and possible referrals and inter-change of information on cases.

A detailed review was made of the Chiba Prefecture central Child Welfare Center for the same purpose as in Nagano. The staff, in relation to the child welfare case work was conscientious, but not as thorough as in Nagano, nor were their records or recorded material satisfactory. Several suggestions were made by Welfare officer as to additional information that should be obtained for the case records - and also that the present system in relation to medical examination (recorded material), be revised. At the present time original records are forwarded to institutions, if the child is placed in an institution. Then too the center only receives a summary report of the child's physical condition from the Health Center (where medical examinations are given). As a result, the center is unable to complete the case history form regarding the child's health.

It was also found that certain members of the center staff are charged with responsibilities that appear to be responsibilities of the Prefectural Child Welfare Section. Such as monthly child welfare publicity, for the Prefecture "wall" newspaper, and planning and conducting child welfare meetings throughout the Prefecture.

It was also suggested to the Center Director and staff, to thoroughly study Hatsu Sha #72 in order to "gear" their operation to the city welfare offices that would be operating under the directive.

In a conference held with the Prefecture Child Welfare section Chief, regarding general child welfare matters, the following information was obtained:

The Chiefs plan, to request of the Prefecture Assembly, additional funds to establish three more child welfare centers, was abolished, due

to the pressing need for the promotion of other child welfare programs. The child welfare section has participated in, in-service training programs for welfare institution staff members and Minsei-iin, during the month of February. The topics discussed were on general programs relating to child welfare nothing too specific, and accounting matters in the institutions.

At the conference held with the Chiba city welfare office section heads, and representatives of the Prefecture Welfare Department, Welfare officer presented a suggested organizational structure for the welfare section, showing individual staff assignments. This reorganized chart was made in relation to Chiba city office operating under Hatsu Sha #72. Upon the request of Welfare officer, the Chief of the Chiba welfare section presented a similar plan - however his plan did not indicate specific staff assignments, nor did it make use of any of the present staff as case workers; their plan being to hire all new cases workers. It was suggested at the time of Welfare officers next visit that a chart showing staff assignment be prepared and that consideration be given to the possible use of a few of the present staff as case workers. It was also suggested that consideration be given to the elimination of some of the additional Jido-iin and Minsei-iin committees. Welfare officer was informed that as a result of an instruction received from the Minsei-iin Renmei that they are obligated to hold separate meetings for women Minsei-iin and Minsei-iin Cho's. This matter is one that appears, would have to be clarified by the headquarters of the Minsei-iin Renmei for apparently it is nationwide. In welfare officers opinion such meetings are not essential and especially so under Hatsu Sha #72. (See field trip report to Chiba Prefecture on March 24, 1950 regarding organizational graphs of welfare section.)

Gumma Prefecture:

As a result of conference held with Prefecture officials regarding Hatsu Sha #72, it was found that, it is the Prefecture's plan to have all the city welfare offices operating under Hatsu Sha #72 by 1 March 1950. Welfare officer definitely advised against such a plan, stating, that to date, not enough prior planning had been done in preparation to putting the directive into effect. Welfare officer outlined the necessary steps that should be taken prior to the operation of the case worker system, and advised that the first operation should be in the capitol city welfare office, and then others following gradually. It is felt that the officials have left entirely too much of the planning to the staff of the city offices and have given very little assistance, i.e., in an advisory capacity. The Prefecture however has published a pamphlet which outlines the duties of the child welfare officials, Jido-iin and Minsei-iin and case worker under Hatsu Sha #72. Welfare officer is having this pamphlet translated.

A detailed review was made of the Takasaki city welfare office to determine not only their present organizational structure and staff assignments but also what changes will be necessary in order to operate under Hatsu Sha #72.

Private agencies.

In reviewing the present staff assignments it was found that one person is charged with the responsibility of keeping all the financial accounts for the Red Cross chapter in the city. The reason given was that as the Mayor and Vice Mayor are automatically the heads of the JRC chapter and that the Red Cross is a welfare program, the accounting matters have been assigned to the welfare section. The work being done by the welfare section on accounts. ~~in Welfare officers opinion is an assignment that should be removed from the welfare section.~~ Another assignment in the welfare section is the matter of one staff member screening all applicants for private Day Nurseries and admittance to same, as well as calculating the amount of tuition to be paid. The reason for this function being in the welfare section, according to the officials, is that under the Child Welfare Law the Mayor is the responsible person, for all admittances to Day Nurseries, and in view of the fact that Day Nurseries, public or private are a welfare program the entire matter has been assigned to the welfare section. This is the first Prefecture, and city office reviewed, that applications for admittance to private Day Nurseries and costs of tuition are handled by the Welfare office, generally in other Prefectures, applications are made directly to the Day Nursey, especially in the case of private Day Nurseries.

Consumer Livelihood Cooperatives are handled by the Economics Department in Takasaki city office.

A great deal of time is spent by one staff member on surveys and some field work in relation to the demobilized. From the explanation received of the work involved it appears to be work that should be done mainly by the Prefecture demobilization section staff.

A detailed explanation was given of Hatsu Sha #72 and request made that an organizationed chart be outlined to "gear" the welfare section for operation under Hatsu Sha #72. To date no such plan has been outlined. It is the cities plan to hire all new personnel for case workers. Recruiting for case workers has been amongst the Minsei-iin. To date 8 applications have been received.

Upon reviewing the case records, it was found that the recorded material was inadequate, and suggestions for additions and changes were outlined by Welfare officer.

The Mayor upon the completion of the explanation of Hatsu Sha #72 made the statement that he could not see the need for the continuation of the Minsei-iin system. Welfare officer explained the reasons for the continuation of the Minsei-iin at the present time.

As a result of a conference with the Prefecture officials, Welfare officer was informed that due to word received from the Ministry they are delaying any further plans for "in-service training" as the Ministry stated that they were reviewing the qualifications for instructors, as well as those who should attend, and the topics to be discussed.

A In each Prefecture as a result of administrative reviews made at local welfare offices, reviews of child welfare centers, and conferences with representatives of the Family Affairs Court; and the realization of the existence of several sets of child welfare case records, by various groups, a central file depot was discussed.

B. At the present time there are seven sets of child welfare case records, which may or may not be on the same case. These seven records are kept by the following groups.

- Jido-iin (cases handled locally)
- Case worker (cases handled locally)
- Child Welfare Center
- Probation Officer (of the Family Affairs Court)
- Legal Protection Committee
- School Counsellors (not regularly)

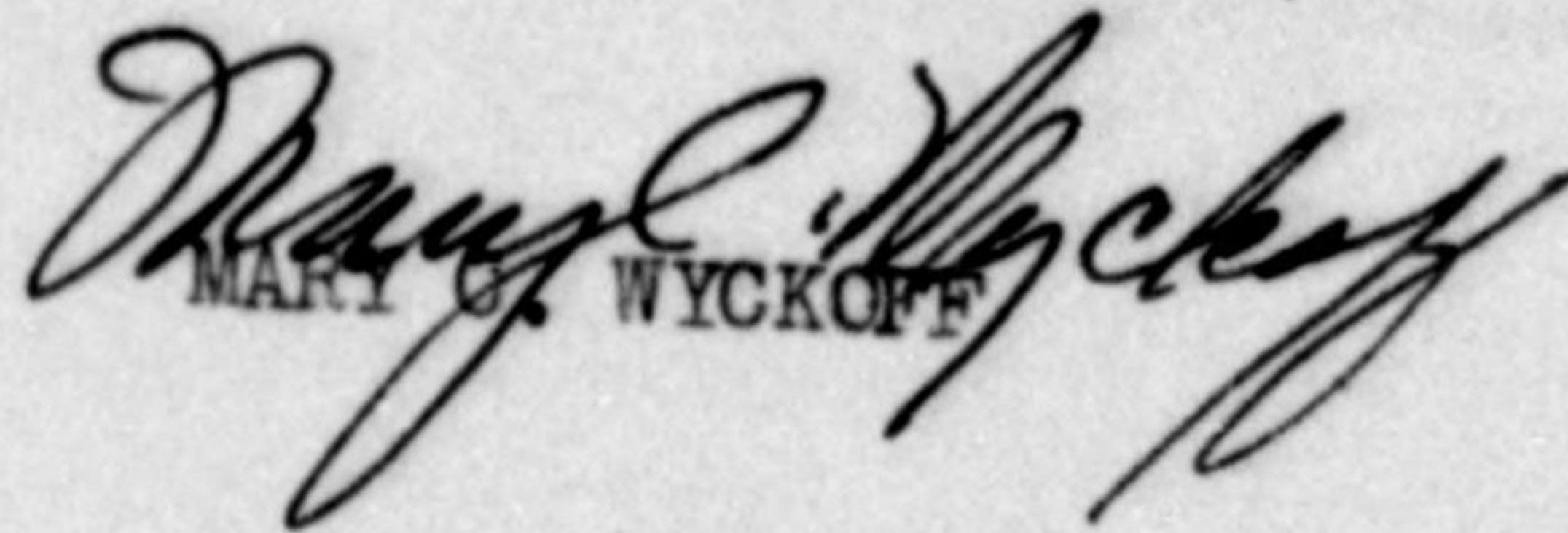
C. In view of the foregoing sets of records it was suggested to the Directors of the Welfare Department, Chiefs of the Welfare and Child Welfare Sections, Directors of the Child Welfare Center, and in Chiba the representatives from the Family Affairs Court, the possibility of setting up a central file. This file to be established first of all on an experimental basis in the capitol city welfare office, other local offices following later. Each of the foregoing groups sending a notification on child welfare cases:

- Name and address of case
- Date case opened
- Disposition of case (if returned home, committed to a foster home, or institution).
- Date case closed
- Agency or group handling case.

This information regarding cases to be sent only to the city office, wherein the child resides. The city welfare office would be responsible for maintaining this file.

D As a result of the reviews made of the process of handling cases at the child welfare center, has raised a question; i.e., in relation to the line of administrative authority regarding the supervision of the child welfare officials. The reviews have brought out the fact that the center, rather than the Prefecture child welfare section, are supervising the child welfare official. Yet according to the Law the Prefecture is directly responsible for the child welfare officials. In Chiba and Nagano child welfare centers, it is the center who appoints the child welfare official to be in charge of the case, and gives advise to the official as to guidance of the case. From information previously obtained, the meetings of the child welfare officials with the Prefectural child welfare section mainly deals with directives, reports and general

instructions on child welfare. Therefore the actual administrative lines of supervision and direction of the child welfare official is not being followed as stated in the Law, and leaves some doubt as to whether it is the centers right to give such direction, or is it solely the Prefectures responsibility.


MARY G. WYCKOFF

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

EKC/mm

16 February 1950

SUBJECT: Summary of Activities,
Kanagawa, Shizuoka and Yamanashi,
January 1950

1. Public Assistance: The public assistance program continues to function without any major deviations. No special problems, other than those already reported, presented themselves.
2. Administrative Reviews
 - a. Naka Gun Chiho Jimusho, Kanagawa Ken, activities were reviewed. The functions were found to be those of a liaison nature only. The office is simply a branch of the Prefecture office from which information is forwarded to the various towns and villages and vice versa. The building appeared to be dingy and did not show evidence of much activity. The only records kept are statistics collected from the subordinate offices. There are 86 employees including the Chief. Five of these are assigned to welfare activities with two specifically doing D.L.S. business. It was felt that this office could contribute much more to the program, particularly in the matter of in-service training and counseling.
 - b. Hadano Machi, Naka Gun, Kanagawa Ken: This is typical of the town set-up in Kanagawa Ken. It is located in the center of a farming area, and derives approximately 2/3 of its livelihood from retail sales. Applications are taken and approved by the M.I. before submission to the town office. No rejections have ever been made by the town office. A representative from the Welfare Section contacts recipients 2 or 3 times a year, usually to "make connection for home work". All income is estimated and practically every case shows some income. It was said that income certificates are collected every 3 months but none appeared in the records. M.I. are said to visit cases once or twice a month but no records are kept. When notified by the Ministry that a general inspection is required a representative from the Ken and one from the Gun usually assist. Ten cases were reviewed in the office and found to be very poorly recorded. Ten home visits were made which gave the impression that income was estimated at too high a figure. It was very difficult to obtain information as the recipients in many cases were not even aware of the amount of assistance they had received the preceding month.
 - c. Nishihadano Mura, Naka Gun, Kanagawa Ken is a typical small farming village. It is quite obvious that the people look to the M.I.

and the village office for livelihood guidance. Widows are considered the only unemployment problem. Recipients have been asked to turn in monthly household accounts, but the system is not satisfactory due to the illiterary of the people. 11 cases were reviewed in the office. Only one of these appeared to have no income. Income is estimated by the M.I. and was felt by the Inspector who made 10 home visits to be slightly high. Records were poorly kept in many books. The only accurate or complete records appeared to be those on commodity distribution.

d. Osada Minsei-iin Jimusho, Shizuoka City, activities were reviewed in an effort to determine what was being accomplished in the enforcement of Sha Hatsu #72 since Shizuoka City has been designated by the Ministry as a test area. This Minsei-iin Jimusho is apparently used as a liaison office between the M.I. and the city office. There are no records kept at the M.I.J. at present. All information regarding the new applications is recorded in the memory of the clerk. All papers are forwarded to the city office where case records are kept. The chief function of the clerk appeared to be the management of a Boshi-Ryo located within the compound. Although it was claimed that about one week is necessary for the approval of an application, clerk revealed it takes over 1 month. There was not even a complete list of cases covered in that area in the M.I.J.

e. Isogo Minsei-iin Jimusho, Yokohama City, Kanagawa Ku: As Yokohama City has also been designated as a test area for the enforcement of Sha Hatsu #72, a review was made of this office. It would appear that this office, located in the Ku office, is just a section set aside for the handling of clerical work for the M.I. Applicants are referred to this office by M.I. - Home Visit Clerk investigates the need and consults with the M.I. before referring applications to the Ku for approval. Much of the time of one person is spent delivering and picking up home work and make payments for home work. Records appeared to be poorly kept and provided only meager information relative to the actual situation of the families.

f. Minami Ku Welfare Office activities were reviewed. This office has two Minsei-iin Jimusho, "Kotobuki" M.I.J. and "Ooka" M.I.J.. The former is located in the Ward Office. The activities of the Welfare Office are considered to be generally confused with those of the M.I.J. and, in fact, the employees are considered employees of both offices. The M.I.J. apparently does all the clerical work for the M.I., keeps the records and the recipients must call at the Ku Office for payments. In Ku Offices where there is also a M.I.J. it seems like simple duplication but is thought to be set up in that manner to obtain the subsidy from the national government. Applicants are notified of approval in written form through the M.I. who affixes his seal to the approval. There are 2 Jusanjo in operation in this Ku and 4 Minsei-iin operate a private day nursery.

Mr. Artigues:

Since my activities were interfered with due to illness during the month of January, my entire efforts were devoted to P.A..

E. K. CALLOW

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

MCW/rk
MCW/rk

6 February 1950

SUBJECT: Summary report for the month of January 1950 for Nagano,
Gumma and Chiba Prefectures

TO: Mr. Roland J. Artigues

1. Public Assistance.

Chiba Prefecture:

	Outside	(\pm)	Inside	(\pm)	Total	(\pm)
November	32,059	+29	1,964	-344	34,023	-315
December	32,083	+24	1,994	+30	34,077	+54

The increases in the institutions were due to an increases of 19 in orphanages, 10 in reformatories and 1 in juvenile homes.

Gumma Prefecture:

	Outside	(\pm)	Inside	(\pm)	Total	(\pm)
November	33,234	+788	3,352	-245	36,586	+543
December	34,304	+1,060	3,215	-137	37,519	+923

The large increase in public assistance outside institutions was due to applications classified as "damaged property", unemployment, sickness, birth, death and injury.

Nagano Prefecture:

	Outside	(\pm)	Inside	(\pm)	Total	(\pm)
November	41,488	-6,896	4,425	+115	45,913	-6,781
December	42,981	+1,493	4,534	+109	47,515	+1,602

Increases in institutions were due mainly to clients committed to the following institutions. 38 homes for aged, 81 reformatories, 31 refugee's homes, orphanage 8.

The large increase in outdoor assistance was mainly due to; first, aid to orphans; secondly, persons sick and crippled and births and deaths; and next ~~to these these~~ property ~~was~~ damaged.

Chiba Prefecture:

Child Welfare. In December's report reference was made to the problem of children who have been absent from school. In January a further discussion was held on this matter and welfare officer was informed that a continuous survey is being made by child welfare officials regarding this matter. To date statistics have not been compiled - however it has been found that it involves not only the absence of children from school - but a parental or guardian problem - i.e. the parents themselves have kept the children out of school in order to supplement the families' income, even though the child earns a sufficient amount to meet the school expenses. Welfare officer stated it was then a duty of the officials involved to educate the parents, as to their responsibility towards the child's education. It was also stated by the officials that school expenses amounted to approximately 300 yen per month - and under DLSL the allowable amount is approximately 300 yen per year. The officials stated that they feel that the one solution was to raise the amount for assistance under DLSL. PTAs in a few areas are supplying needed school supplies - however a problem still exists as to the families' income - in order to permit the child to go to school - thus the statement to raise the amount of assistance in order that these families not quite eligible for public assistance might become eligible.

Demobilization Section. A review was made of the current status of this section and the number of staff. No change has occurred since welfare officer's departure from Chiba in September 1949. To date 167,048 have been repatriated. Majority have returned to their own homes and have resumed their former jobs in farming and fishing. Of the number repatriated in 1949 - 1,596 are employed and 224 unemployed - the majority of the unemployed are employable.

Director of the Welfare Department. There has been no action taken to correct the situation of the Director holding the Directorship of the Economics and Welfare Department.

Hatsu Sha #72: Meetings were held with city and District welfare official explaining to them the purpose and meaning of the directive. The prefecture officials stated that the reaction of the foregoing officials was favorable toward the plan as outlined in the directive - however they are hesitant in commencing this program - which would involve hiring additional staff until tax funds are collected. The officials expressed concern as to the outcome of tax collections under the new system as proposed by the "Shoup" mission. The Prefecture officials are however studying proposed plans to put the directive in operation and particularly concentrating on Chiba City - where they propose to have the first case worker system in operation.

Welfare officer reviewed the organizational set-up and assignments of each staff member in the Chiba City Welfare Office. In order to put the case worker system into operation in Chiba City - some changes are indicated in the organizational structure of the welfare section. In discussing the present personnel who might be considered and selected as the "paid officials" it was the opinion of the prefecture that the present staff was not sufficiently trained to become the case workers - and therefore they are in favor of hiring an entirely new group as the case workers. However, the Welfare Chief of Chiba City was not fully in accord with this idea - and felt that a few of the present staff members could be selected as the "case workers". Both the prefecture and the officials of the Chiba City Welfare office agreed that a case load of approximately 150 cases per individual was too high as they did not feel that the case workers could do an efficient or thorough job of case work with each case if they carried such a large case load. Continued discussion are to be held regarding the organizational structure and plans for the operation of the case worker system in Chiba during the month of February. At the request of the welfare officials the entire matter regarding Hatsu Sha #72 was discussed with the Vice Mayor of Chiba City.

In-Service Training Program. The meeting that was reported as being held in December for the women Minsei-iin was not held. Instead a leadership meeting was held on December 23 and 24 for District Welfare heads, city welfare heads and sub-division heads. Total attendance being 45. Purpose to train leaders to conduct in-service training courses, in local offices. Again a change has been made in the overall tentative plans for the in-service training courses. It has now been decided to hold courses in each of the Gons for the welfare officials or the local offices in these Gons. Courses will be jointly sponsored by the prefecture and the district welfare officials who were trained as leaders.

One of their tentative plans regarding in service training courses, welfare officer stated that she did not feel was sound or advisable. This was in relation to this plan to have the Minsei-iin Chos conduct the "in-service" training courses for the Minsei-iin in the areas of each Minsei-iin Cho. The reason given for this plan was the difficulty in gathering large numbers of Minsei-iin together. Welfare Officer stated that she did not believe that the Minsei-iin Chos were sufficiently qualified to conduct such courses.

Chiba District Welfare Office:

As previously reported all the district welfare offices were reorganized in 1949. The welfare section is now combined with the General Affairs Section and the head of the General Affairs - Welfare Section, with the exception of 3 district offices, is the former head of the General Affairs, or former taxation head. In this reorganization none of the welfare staff were reduced.

A review was made of the district office with particular interest regarding the field supervision by the staff of the welfare section of the local offices in the district. There are only 13 local offices in Chiba District. There are 5 staff members in the welfare section. The Prefecture has not set any regulations as to the number or frequency of reviews that are to be made of each local office by the district staff - however it was found that the prefecture in 1948 had sent a directive to all district offices outlining specific topics to be checked at the time of reviews of local offices - but both the Prefecture officials and District officials admitted they had forgotten about this directive and the district office has not been following the topics as suggested. Each local offices is contacted from 8 - 10 days per month. These contacts however are brief and are usually held at the time meetings are held in the area. The persons who contact the local offices, is any staff member of the welfare section, and at the request of the welfare section, the staff of the General Affairs Section when they are in the area, also contact the local welfare offices.

Welfare officer stated that if 3 of the 5 staff were selected to do the field work and local offices were divided amongst the staff - each person would have 4 offices to review monthly. The district officials stated this would be impossible due to budgetary reason as the majority of the staff are 3rd class officials and receive an average of 360 yen per month for travel expenses. Each trip averages approximately 100 yen, therefore according to the budget they could only make from 3 - 4 field visits per month, and if the one visit per month to each office was spent on an administrative review - there would be no funds left for meetings and other field trips that they are required to make. Welfare officer stated that it was the responsibility of the prefecture officials to endeavor to raise the amount received per person for travelling expenses, in order that the staff of the district offices, as the field representatives for the Prefecture, would have sufficient funds, and scheduled contact with the local offices - for the present method of contact is of little value to the Prefecture.

Gumma Prefecture:

Demobilization Section: With a review of this section welfare officer completed the review of each section of the Prefecture Welfare Department in Gumma Prefecture. It was found that the "T.C." of the section was lowered to 45 from 58. The present number of staff now being 44. The total number of repatriates to Gumma Prefecture as of 1 January 1950 was 73,311. The majority have returned to their homes and have secured employment. Of those repatriated in 1949 - 347 resumed their former jobs as office workers, 184 secured new employment in private industry and 695 employed as farmers on their own land, 245 are unemployed. The prefecture issues to each returning repatriate a booklet regarding democratic Japan which also includes the "constitution". Copies of this material was received.

In-Service Training. In December meetings were held with Welfare heads and Minsei-iin Chos. The purpose of this meeting was to acquaint them with the general purpose of the in-service training courses to be held. It has been decided that the first course which will be held the latter part of January will be for the "case workers". (As of the date of welfare officer's visit the case workers had not been selected.) The course will be held for 20 days or 180 hours. Following courses will be held for separate groups as follows: Kencho Welfare Department personnel, District Welfare Officials, City Welfare Officials, staff of social welfare institutions and agencies, Minsei-iin, child welfare officials. Some of the broader aspects and related fields that might be included in the training courses was discussed by welfare officer.

Maebashi City Welfare Office:

A review was made of this office. In reviewing the present organizational structure of the welfare section and staff assignments - it was found that in the welfare section as in Chiba City welfare section that a person is assigned to Land and House Rent Control. The work involved in this program has little to do with welfare and is the concern of the Commerce and Industry Section of the Economics Section. In the Prefectural Government, it is handled by the Economics Section. The organizational structure and staff assignments otherwise, is fairly well organized; when however the case worker system is established in this office, minor changes are indicated.

Here as in Chiba Prefecture it is difficult to distinguish between a Day Nursery or Kindergarten. According to the officials present there are no written regulations outlining the requirement of a Kindergarten. Welfare Officer reminded the officials the definition of a Day Nursery as outlined in the "Minimum Standards" of the Child Welfare Law. The city operates 5 Day Nurseries - which are actually Kindergartens.

Upon checking the budget and budgetary accounts - it was found that the welfare section had no knowledge as to the dates of receipt of the various budgets received. All such records are maintained by the accounts section. The welfare section was unable to give any information as to the amount of cash on hand of welfare funds. Only expenditure are recorded in the welfare section. A "Master Account" system of bookkeeping was explained by Welfare Officer. The case load in the past three months has gradually increased. The increase has mainly been in living aid. Applicants are mainly those who are operating a "silk-worm" industry in their own homes and have in the past months been unable to earn sufficient money due to lack of cocoon stocks. This is not a yearly occurrence - the present situation will last to approximately May or June. Reasons for increases and decreases in public assistance are only submitted to the prefecture when there has been a noticeable change.

Upon reviewing case record forms and recorded material it was found that no recorded information was available on matters relating to "health" or "relatives". Welfare Officer suggested that this information be added to the forms and the importance of having such material was explained. Also there is no monthly record recorded in the welfare office of the clients income - the only time income is recorded is at the time of the first interview or at the time of a re-certification program. Nor was there any record in the office of the "home calls" made by the Minsei-in or the date of contact. Welfare Officer requested that the foregoing matters be adjusted. A conference was held with the prefecture officials regarding the review of the Maebashi City Office and it was suggested that correction be made regarding the omissions found in the case record material and that the prefecture standerize the forms for case records throughout the prefecture. Upon the request of the prefecture officials, Welfare Officer outlined the information that should be included on all face sheet information and obtained in detail at the time of the first interview.

Case Workers: The most significant matter that occurred regarding the plans of the prefecture for the establishment of "case workers" was their decision to change the number of case workers on the cities and one town that will have the paid officials. The change has been made in accordance to population rather than only case load. The number will be as follows: Maebashi City 10, Tadasaki 9, Kiryu 10, Iseseki 5, Ohta 5, and Tatebayashi town 2.

Due to the better financial condition of the budget of Tatebayashi town - the case worker system was established on 1 January 1950. They have 3 case workers.

Nagano Prefecture: Two and a half days were devoted to a review of the Nagano City welfare office. The organizational structure and staff assignments were reviewed in detail. Particular attention was made of the case workers system operating in Nagano since November 1, 1949. At the present time in Nagano City there are 8 case workers. The city is divided into 9 districts, one case worker operating in each of the district with the exception of one case worker who covers 2 districts:

The case load of each worker is as follows:

	<u>Cases</u>	<u>Individuals</u>
1st District	109	337
2nd District	82	246
3rd District	100	252
4th District	51	146
5th District	59	154
Serita District	77	225
Komaki	46	117
Miwa	30	100
Moshihide	36	113
		----- 66 (213)

Some thought has been given to changing the geographical boundaries of the district in order to more evenly balance the case load - however after viewing the pros and cons it has been decided at the present time to leave the districts as they are.

Upon checking the source of the salaries of the case workers it was found that a very complicated system was devised to pay their salaries. In view of the fact that the Mayor of the city felt that if the case workers were paid as regular city employees, that the city assembly might object, as all are not completely in accord with the case worker system - therefore the case workers are paid by a juridical organization known as the "Society Hall" - which is supported by the city - therefore it actually amounts to, that the city is paying the case workers. The directors of this "society hall" have no supervision or direction over the case workers. The Vice-Mayor stated he felt that this was a "stupid" system - but it is a Japanese method of administration which has been in practice for years.

Upon reviewing the present status of the Minsei-iin and the case workers it was found that the Minsei-iin are actually on the same level as the case workers, and the Minsei-iin are not under the case workers, however it is understood that the case workers would assume the main responsibility for the case work and recording of case record material. It is still the responsibility of the case workers to discover those in need, and report form is submitted to the head of the district (the head being a representative of the Mayor in each of the 9 districts of the city) the head then forwards the applicant's name to welfare office and case worker makes the first "home call" investigation. The original application is made to the Minsei-iin and the application form is made out by the Minsei-iin at their own home. Client obtains the application form from the district office. After the "homecall" by the case worker - a calculation is made by the case worker of the amount of assistance for family. At the next regular Minsei-iin meeting in the area (one council in each of the 9 areas) the case is reviewed for decision. The case workers is present as well as the Minsei-iin and the head of the district office. All affix their "hans" to the application and investigation form, which is forwarded to the welfare office for filing in individual case folders. Case is forwarded to the protection affairs chief, assistant chief and chief of the welfare section, all of whom affix their "hans" on the documents. It is then forwarded to the General Affairs Section chief, who affixes his "han" then to the Vice-Mayor and Mayor - who place their "hans". Total time involved 1 to 2 days from the time it leaves the Minsei-iin meeting. Papers are then returned to the welfare section for filing. A notice is then sent to the head of the district office stating if case approved. Head notifies Minsei-iin who in turn notifies client of the amount and type of assistance to be given and date it will be received. A duplicate copy of the home investigation record made by the case worker is delivered to the Minsei-iin at the

time the notification is sent to the client through the head of the district office and Minsei-iin. The head of the district office submits a request through the welfare section for funds. The request for funds goes through the same procedure as does the application form. When funds are approved by the accounts section - the welfare section notifies the head of the district office when funds are available and may be obtained at the accounts section by the head. Clients are notified of receipt of funds through the head via the Minsei-iin. The clients are paid by the head at the district offices.

Welfare officer stated that it appeared that the system for approval and channelling of application sheet was unnecessarily complicated as was the system for requesting of funds. It was suggested that a review be made of this entire procedure for simplification. The records of "home call" made by the Minsei-iin are available to the case workers - but are seldom seen by them. No copy of the information obtained by the Minsei-iin is recorded in the city office.

In relation to the child welfare work as carried out by the case workers and Jido-iin, it was found that both the Jido-iin and case workers are handling child welfare cases. Mainly it results in either the case worker or Jido-iin discovering the child welfare case and then referring to the child welfare center. (As the Child Welfare Center is located in Nagano City it has been their practice to refer the cases directly to the Center rather than to the child Welfare official.) The center then refers the case to the child welfare official for a detailed investigation. The Jido-iin and the case worker confer with one another so as there will not be a duplication on cases. A further detailed check is to be made in February as to the procedure and case work regarding child welfare cases.

The prefecture anticipates ^{Putting} ~~to put~~ Hatsu Sha #72 into full effect ~~by~~ ^{on} 1 April 1949. As is evident by the foregoing report - when the directive is put into operation, ~~that~~ definite changes are indicated as their present system of case worker does not comply with Hatsu Sha #72.

Mary C. Wyckoff
MARY C. WYCKOFF

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

MCW/an

6 January 1950

SUBJECT: Public Welfare Activities Monthly Report for December 1949

The following is a summary for the month of December 1949 regarding public welfare activities in Nagano, Gumma and Chiba Prefectures.

1. Public Assistance:

a. For the months of October and November 1949 the total number of persons receiving public assistance are as follows:

	October	November
Nagano	52,694	45,913
Gumma	36,033	36,586
Chiba	34,338	34,023

There was a marked decrease in the total public assistance figures in Nagano, with a decrease of 6,781. The largest portion of the decrease was in those recipients outside institutions (6,896), and an increase of 115 inside institutions. The explanation for the large decrease outside institutions was due to the discontinuance of DISL as a result of recovery from the flood disaster. In Gumma Prefecture, there was an increase of 553 recipients on public assistance, with an increase of 798 outside institutions and a decrease of 245 inside institutions. In Chiba Prefecture a total decrease of 315 recipients on public assistance, 29 being outside institutions and 344 inside institutions.

b. In reference to the total cash grants in yen. Even though Chiba Prefecture showed a total decrease in the number receiving public assistance, cash grants in yen increased from ¥12,506,062 for October to ¥12,520,782 for November (increase ¥14,720) largest increase being to families. In keeping with the increase in public assistance recipients in Gumma Prefecture - the total cash grants in yen also increased, October ¥16,363,895 and November ¥17,463,305 (increase of 1,099,410) mainly to families. In Nagano Prefecture a decrease occurred in cash grants in yen - with the decrease in the total of recipients. October ¥26,755,588.24, and November ¥25,233,270.50 (decrease of ¥1,522,317.74).

2. Organization Welfare Department: During December, field visits made to Nagano, Gumma and Chiba - a greater portion of the time

was spent on securing up-to-date information on the organizational structure of each of the sections in the welfare department, personnel in each section and individual staff assignments. Also to secure any changes in staff personnel as a result of the Ministry and Prefecture personnel "cuts" and changes in the table of organization, and any anticipated changes in the sections. Also problems of each section.

a. In Chiba Prefecture a review of the foregoing matters revealed the following:

	<u>New "T.O."</u>	<u>Present Staff</u>
Welfare Section	22	24
Child Welfare Section	35	34

Although the welfare section is 2 over the table of organization - the two individuals who are actually working in the welfare section are being carried on the "T.O." of the Demobilization Section. The chief of the section does not anticipate any immediate changes in the number of personnel - however he does anticipate changes in personnel assignment in view of the forthcoming "Disabled Person Welfare Law". One change which the section chief may put into effect shortly is placing the General Affairs sub-section under the Public Assistance sub-section, therefore having only three sub-sections, rather than the present four in the Welfare Section.

Problems and comments regarding the section:

- (1) Concern over lack of staff and budget to handle the forthcoming "Disabled Persons Welfare Law".
- (2) Payment of approximately 3 million yen - for rent due on 23 dormitories being used by repatriates and war-refugees in Chiba Prefecture. Notice of rent due was received by the Finance Ministry and is retroactive to 1946. Upon the advice of the Governor no action is being taken on the matter.

Although one vacancy occurs in the Child Welfare Section - the vacancy is being held open for a Director who will supervise the the "Seaside School" - which will be a Prefecture institution. There are two more individuals who are actually included in the "T.O." of the child welfare section but are not being counted as part of the staff - as early in 1950 the institution that they are now supervising will be managed by the Ministry and they will be totally paid by the Ministry.

Problems and Comments of the section:

- (1) Need of additional staff for "in-service" training

of staff in Day Nurseries.

- (2) Lack of funds in private welfare institutions to hire additional staff and obtain sufficient equipment. Due to lack of funds, only 20 - 30% of these institutions have met the minimum standards. These private child welfare institutions are badly needed as the Prefecture does not have a sufficient number of their own to accommodate all in need of placement. The Chief is in hopes that the Ministry will give consideration to this problem.
- (3) The Chief is desirous of establishing two additional child welfare centers - due to the increasing load. The present two centers are in the northern section of the Prefecture and in the largest populated areas. A request is being submitted for additional funds at the Prefecture Assembly meeting in February - to establish the two centers, one at Choshi and one at Tateyama - opposite ends of the Prefecture.
- (4) At the present time a survey is being made on the increasing problem of school age children who are absent from school due to family circumstances. Mainly the children are from families in the low income brackets. When data has been compiled a study will be made in cooperation with the Board of Education in order to work out a plan to meet this situation.

b. In Gumma Prefecture the table of organization is as follows:

	Old T.O.	New T.O.	Present Staff
Welfare	26	24	24
Child Welfare	16	16	16
Child Welfare Center	20	19	19

Two individuals in the welfare section were dismissed as they were over the "T.O." - the two individuals were transferred to another section in the Kancho. No other personnel changes occurred in this section.

Problems and Comments regarding the welfare section:

- (1) The present number of staff in this section will be unable to efficiently handle the additional program under the forthcoming "Disabled Persons Welfare Law", thus additional staff and budget will

be needed, in addition, with the over-all increase in the various programs of this section, the chief is in need of at least 5 additional in staff.

The child welfare section "T.O." also includes the 6 child welfare officials in Gumma Prefecture.

Problems and Comments regarding the section:

- (1) Need for the establishment of 8 hour Day Nurseries in the rural farming areas, and additional child welfare institutions. Present institutions are over-crowded and thus they are not meeting the minimum standards. Plans are to enlarge the present institutions when funds are made available. Also need for a small institution for "street-girls". Although the percentage of these girls is not high, it was felt that the present system of referral to other Prefectures, who have such institutions, has not been satisfactory.

c. In Nagano Prefecture the table of organization is as follows:

	<u>Old "T.O."</u>	<u>New "T.O."</u>	<u>Present Staff</u>
Welfare	39	35	39
Child Welfare	9	8	12 (8)
Child Welfare Officials	10	8	10
Child Welfare Center, Nagano City	11	10	10 (7)
Demobilization	118	91	83

Although the welfare section is 4 over the "T.O." - they have been permitted to retain the 4 additional in staff in preparation for the forthcoming "Disabled Persons Welfare Law".

In Nagano Prefecture they were affected by the current Ministry 30% "cut" as earlier in the year. The Prefecture had a 15% "cut" in personnel.

Included under the supervision of the welfare section and staffed by personnel of this section are two Jusan-Jo's.

The child welfare section staff in the Kencho totals 8 - however there are actually 12 assigned individuals. Two are assigned to the child welfare center in Nagano and 2 to the Temporary Shelter attached to the Center, these 4 individuals maintain offices in the Kencho. The 2 child welfare officials over the "T.O." are being maintained, as the chief of the section is in hopes of having the "T.O." raised to 10, or if this is not possible he will endeavor to put them on

the Prefecture Payroll - thus their salary being paid 100% by the Prefecture. The Central Child Welfare Center actually only has 7 individuals working in the center. Of their "T.O." - one is assigned to the Matsumoto Child Welfare Center (which does not have a separate "T.O." or budget) and 2 to the Temporary Shelter. The Shelter does not either have a separate "T.O." or budget. Under the direct supervision of the child welfare section is also of Prefecture Home for delinquents. Total staff being 19.

Problems and Comments regarding the section.

- (1) Also in Nagano as in most Prefectures there is need for additional child welfare institutions. Present institutions are filled to capacity. An appeal was made to Buddhist organizations for help in establishing "Foster Homes" in various temples. The Buddhist organizations have agreed to do so. Detailed plans as yet have not been set. When plans have been completed Welfare Officer will check whether children are being placed under foster home procedure or whether actually they are being placed under institutional placement.

The Demobilization Section has actually only 83 individuals in the section. When Welfare Officer asked if there were any plans to fill the existing 8 vacancies, bringing the number of individuals up to the T.O. of 91, the section chief frankly stated as did the Department Director, that no such plan was being considered, for at the present time - although there are only 83 employees in the section, they are receiving salaries for 91 persons. The salaries received for the supposedly 8 people they do not have is distributed amongst the entire staff. Welfare Officer questioned the validity of this practice. Again the Chief and Department Director stated that this system had been fully approved by the Central Government. The reason given for such a method was that the salary of the Government paid officials is considerably lower than that of the Prefectural paid officials - consequently in order to raise their salaries the foregoing method was inaugurated and approved.

3. "In-Service Training" Courses: A review was made of the current plans regarding the "in-service training" courses in Nagano, Gumma and Chiba. In all three prefectures the directors of the Welfare Department and one person selected from each of the social affairs section attended the course. The latter persons attended the full course in Tokyo. In each of the prefectures the person who attended the full course is the person mainly in charge of organizing the courses, however committees have been set-up to discuss the general plans for the course - composed of the Director of the Welfare Department and the chiefs of each section. All prefectures have plans to include in the training course lectures on various subjects related

to each of the sections, i.e., social affairs and protection, social insurance, child welfare and demobilization. Gumma and Nagano have not advanced as far in their planning as Chiba - although Chiba plans as of the date of the last visit were not firm. Chiba plans to hold a series of 3 day courses. The prefecture will be divided into 4 zones - all the Minsei-iin from the zone will attend. A separate series of courses will be held for welfare officials. It is planned to hold "in-service" training courses monthly. In December a two day "in-service" training course was held for only women Minsei-iin. Representatives from each city and Gun attended. This course will commence more or less of a duplication of the regular courses that will commence in January 1950. It was the opinion of the Prefecture welfare official that the women Minsei-iin are in need of additional training, as they are not as well versed in social work, nor are they as well educated as the men Minsei-iin. Welfare Officer requested that copies of the detailed plans be forwarded to KCAR when completed and approved by the Ministry.

4. Hatsu Sha #72: A discussion was held in each prefecture regarding the progress of conformity with this directive. Neither Chiba, Gumma or Nagano are immediately affected by this directive - however each prefecture is making plans to organize the "case worker" system. Chiba plans to commence their operation early in 1950. Present plan is to include 7 - 8 case workers in Chiba City and one town (unselected). The problem Chiba is facing at the present time in relation to this program - is finding qualified individuals, and budget to finance the program. If an additional subsidy is not received - to hire "case workers" the alternate plan is to select individuals from the present welfare officials. This latter plan - Welfare Officer stated would undoubtedly defer the work of the city welfare office, (as Welfare Officer was informed if 7 - 8 were removed from the city office - they would not be immediately replaced).

In Gumma Prefecture during December a training course was held for welfare officials regarding Hatsu Sha #72. Early in January 1950 they anticipate that they will have selected said case workers. Their plan at the present time is to have case workers in 5 cities, with 5 - 9 in Maebashi, 6 in Takasaki, 6 in Kiryu, 3 in Iseaki, 3 in Ota and 2 in Tatebayashi Town. The foregoing case workers (as in Chiba's alternate plan) are being selected from present welfare officials due to lack of budget. The number of case workers for each area was determined by population. They expect to have the program in operation during February 1950. Both Chiba and Nagano are making every effort to follow the highest qualifications as listed under the Social Bureau directive #77 for November 26, 1949. Nagano has progressed much further in relation to the case worker system than Chiba or Gumma. Nagano welfare officials, realizing the value of such a system - early in September, meetings were held regarding the program. In October examination were given to 33 applicants and

in November, 8 case workers were selected. Following, a training course was held for 7 days. In addition to the 8 case workers 2 individuals from the Welfare Department were appointed. Since the selection of the original group additional case workers have been selected and have completed the training course. At the present time there are 7 case workers in Nagano City and in Matsumoto City 7. Welfare Officer requested that the names, ages, educational back ground and previous work experience of the case workers be forwarded to KCAR - for Nagano as well as Chiba and Gumma, when selected. Nagano Prefecture set up their own qualifications - which included that individual be a resident of the area (in which he or she will work) for three years, and every effort is being made to select college graduates.

5. Prefecture Field Supervisors: Nagano Prefecture in May 1949 selected 3 individuals whose primary assignment is that of field supervisors. Regulations have been set by the welfare section chief, that these individuals spend 20 days in the field per month. Mainly field visits have been made to District welfare offices. When inspections or reviews are made of local welfare offices, District welfare officials accompany the Field Supervisor. In December Supervisors concentrated on local town and village welfare offices. Of the 376 towns and villages, 6 cities and 16 district offices - 70% were reviewed by December 1, 1949. A special check form is used when making the reviews. Welfare Officer requested that a copy of this form be forwarded to KCAR. Neither Gumma or Chiba has such a system. They do have individuals from the social affairs - protection section who make occasional field inspections in addition to their other duties - however no particular individual has been assigned this specific duty as a full-time job.

6. Community Chest Campaign 1949: The following are the latest reports received from Nagano, Gumma and Chiba.

	<u>Report date</u>	<u>Goal</u>	<u>Total collection</u>	<u>Percentage</u>
Nagano	26 Dec.	¥35,000,000	¥34,015,423.41	97.18%
Gumma	26 Dec.	¥23,000,000	¥23,173,657.16	100.7 %
Chiba	26 Dec.	¥25,000,000	¥23,843,223.83	95.3 %

Chiba's goal for 1948 was the same as for 1949 - however, this year the total collections exceeded collections of 1948. In 1948 only 72.4% was collected, while in 1949, 95.3% was the final collection. In Gumma for the 1948 campaign, total collections were 90.7% of the goal. In 1949 even though the goal was almost doubled, they exceeded their goal. In Nagano for the 1948 campaign total collections were 95.3% of the goal of ¥30,000,000. The goal for 1949 was raised ¥5,000,000 however they did not meet their goal.

Other Welfare Matters: The following requests were made of Nagano,

Gumma and Chiba Welfare Department to forward to KCAR the following information.

- a. Monthly reports on the total number of unemployed in each prefecture. That is, not only those claimed as "unemployed" on DISL - but all unemployed in the prefectures.
- b. The name and title of the Director and Chiefs of each section in the Welfare Department, length of time in office, previous job and if transferred, date of transfer and title and description of new position. This information to cover the period from the date of the formation of the Welfare Department as a separate Department, to date.

Mary C. Wyckoff

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

ERC/mm

16 February 1950

SUBJECT: Summary of Activities,
Kanagawa, Shizuoka and Yamanashi,
January 1950

1. Public Assistance: The public assistance program continues to function without any major deviations. No special problems, other than those already reported, presented themselves.

2. Administrative Reviews

a. Naka Gun Chiho Jimusho, Kanagawa Ken, activities were reviewed. The functions were found to be those of a liaison nature only. The office is simply a branch of the Prefecture office from which information is forwarded to the various towns and villages and vice versa. The building appeared to be dingy and did not show evidence of much activity. The only records kept are statistics collected from the subordinate offices. There are 86 employees including the Chief. Five of these are assigned to welfare activities with two specifically doing D.L.S. business. It was felt that this office could contribute much more to the program, particularly in the matter of in-service training and counseling.

b. Hadano Machi, Naka Gun, Kanagawa Ken: This is typical of the town set-up in Kanagawa Ken. It is located in the center of a farming area, and derives approximately 2/3 of its livelihood from retail sales. Applications are taken and approved by the M.I. before submission to the town office. No rejections have ever been made by the town office. A representative from the Welfare Section contacts recipients 2 or 3 times a year, usually to "make connection for home work". All income is estimated and practically every case shows some income. It was said that income certificates are collected every 3 months but none appeared in the records. M.I. are said to visit cases once or twice a month but no records are kept. When notified by the Ministry that a general inspection is required a representative from the Ken and one from the Gun usually assist. Ten cases were reviewed in the office and found to be very poorly recorded. Ten home visits were made which gave the impression that income was estimated at too high a figure. It was very difficult to obtain information as the recipients in many cases were not even aware of the amount of assistance they had received the preceding month.

c. Nishihadano Mura, Naka Gun, Kanagawa Ken is a typical small farming village. It is quite obvious that the people look to the M.I.

and the village office for livelihood guidance. Widows are considered the only unemployment problem. Recipients have been asked to turn in monthly household accounts, but the system is not satisfactory due to the illiterary of the people. 11 cases were reviewed in the office. Only one of these appeared to have no income. Income is estimated by the M.I. and was felt by the Inspector who made 10 home visits to be slightly high. Records were poorly kept in many books. The only accurate or complete records appeared to be those on commodity distribution.

d. Osada Minsei-iin Jimusho, Shizuoka City, activities were reviewed in an effort to determine what was being accomplished in the enforcement of Sha Hatsu #72 since Shizuoka City has been designated by the Ministry as a test area. This Minsei-iin Jimusho is apparently used as a liaison office between the M.I. and the city office. There are no records kept at the M.I.J. at present. All information regarding the new applications is recorded in the memory of the clerk. All papers are forwarded to the city office where case records are kept. The chief function of the clerk appeared to be the management of a Boshi-Ryo located within the compound. Although it was claimed that about one week is necessary for the approval of an application, clerk revealed it takes over 1 month. There was not even a complete list of cases covered in that area in the M.I.J.

e. Isogo Minsei-iin Jimusho, Yokohama City, Kanagawa Ku: As Yokohama City has also been designated as a test area for the enforcement of Sha Hatsu #72, a review was made of this office. It would appear that this office, located in the Ku office, is just a section set aside for the handling of clerical work for the M.I. Applicants are referred to this office by M.I. - Home Visit Clerk investigates the need and consults with the M.I. before referring applications to the Ku for approval. Much of the time of one person is spent delivering and picking up home work, and make payments for home work. Records appeared to be poorly kept and provided only meager information relative to the actual situation of the families.

f. Minami Ku Welfare Office activities were reviewed. This office has two Minsei-iin Jimusho, "Kotobuki" M.I.J. and "Ooka" M.I.J.. The former is located in the Ward Office. The activities of the Welfare Office are considered to be generally confused with those of the M.I.J. and, in fact, the employees are considered employees of both offices. The M.I.J. apparently does all the clerical work for the M.I., keeps the records and the recipients must call at the Ku Office for payments. In Ku Offices where there is also a M.I.J. it seems like simple duplication but is thought to be set up in that manner to obtain the subsidy from the national government. Applicants are notified of approval in written form through the M.I. who affixes his seal to the approval. There are 2 Jusanjo in operation in this Ku and 4 Minsei-iin operate a private day nursery.

Mr. Artigues:

Since my activities were interfered with due to illness during the month of January, my entire efforts were devoted to P.A..

E. K. CALLOW

Summary of Activities
Kanagawa - Shizuoka & Yamanashi

By [Signature]
January 1950

1. Public Assistance

The public assistance program continues to function without any major deviations. No special problems, other than those already reported, presented themselves.

2. Administrative Reviews

a. Naka Gun-Chiho Jimusho, ^{Kanagawa Ken} activities were reviewed. The functions were found to be those of a liaison nature only. The office is simply a branch of the Prefecture office from which information is forwarded to the various towns and villages and vice versa. The building appeared to be dingy and did not show evidence of much activity. The only records kept are statistics collected from the subordinate offices. There are 86 employees including the chief. Five of these are assigned to welfare activities with two specifically doing D. L. S. business. It was felt that this office could contribute much more to the program, particularly in the matter of in-service training and counseling.

b. Hadano Machi Naka Gun, Kanagawa Ken. This is typical of the town set-up in Kanagawa Ken. It is located in the center of a farming area and derives approximately 2/3 of its livelihood from retail sales. Applications are taken and approved by the M.I. before submission to the Town office. No rejections have ever been made by the " ". A representative from the Welfare Section contacts recipients 2 or 3 times a year, usually to

4

considered to be generally confused with those of the M.I.J. and, in fact, the employees are considered employees of both offices. The M.I.J. apparently does all the Clerical work for the M.I., keeps the records and the recipients must call at the Kuo office for payments. In Kuo office where there is also a M.I.J., it seems like simple duplication but is thought to be set up in that manner to obtain the subsidy from the national government. Applicants are notified of approval in written form through the M.I. who affixes his seal to the approval. There are 2 Jusanjo in operation in this Kuo and 4 Muisi-jin operate a private day nursery.

Mr. Antiquier:

Since my activities were interfered with due to illness during the month of January, my entire efforts were devoted to P.A.

Summary of Activities
Kanagawa - Shizuoka & Yamanashi

By [Signature]
January 1950

1. Public Assistance

The public assistance program continues to function without any major deviations. No special problems, other than those already reported, presented themselves.

2. Administrative Reviews

a. Naka Gun-Chiho Jimusho, ^{Kanagawa Ken} activities were reviewed. The functions were found to be those of a liaison nature only. The office is simply a branch of the Prefecture office from which information is forwarded to the various towns and villages and vice versa. The building appeared to be dingy and did not show evidence of much activity. The only records kept are statistics collected from the subordinate offices. There are 86 employees including the chief. Five of these are assigned to welfare activities with two specifically doing D. L. S. business. It was felt that this office could contribute much more to the program, particularly in the matter of in-service training and counseling.

b. Hadano Machi Naka Gu, Kanagawa Ken. This is typical of the towns set-up in Kanagawa Ken. It is located in the center of a farming area and derives approximately 2/3 of its livelihood from retail sales. Applications are taken and approved by the M.I. before submission to the Town office. No rejections have ever been made by the " ". A representative from the Welfare Section contacts recipients 2 or 3 times a year, usually to

"make connection for home work". All income is estimated and practically every case shows some income. It was said that income certificates are collected every 3 months but none appeared in the records. M. I. are said to visit cases once or twice a month but no records are kept. When notified by the Ministry that a general inspection is required a representative from the Ken and one from the Gun usually assist. Ten cases were reviewed in the office and found to be very poorly recorded. Ten home visits were made which gave the impression that income was estimated at too high a figure. It was very difficult to obtain information as the recipients in many cases were not even aware of the amount of assistance they had received the preceding month.

c. Nishihadano Mura, Nasa Gun, Kanagawa Ken, is a typical small farming village. It is quite obvious that the people look to the M. I. and the village office for livelihood guidance. Widows are considered the only unemployment problem. Recipients have been asked to turn in monthly household accounts but the system is not satisfactory due to the illiteracy of the people. 11 cases were reviewed in the office. Only one of these appeared to have no income. Income is estimated by the M. I. and was felt by the Inspector who made 10 home visits to be slightly high. Records were poorly kept in many books. The only accurate ^{complete} records appeared to be those on commodity distribution.

d. Osada Minsei-jin Jimusho, Shizuoka City activities were reviewed in an effort to determine what was being accomplished in the enforcement of Sha Hatsu #72 since Shizuoka City has been designated by the Ministry

3

as a test area. This *Mensei-in Jemusho* is apparently used as a liaison office between the M.I. and the city office. There are no records kept at the M.I. at present. All information regarding the new applications is recorded in the memory of the clerk. All papers are forwarded to the city office where case records are kept. The chief function of the clerk appeared to be the management of a *Boshi-Ryo* located within the compound. Although it was claimed that about one week is necessary for the approval of an application, check revealed it takes over 1 mo. There was not even a complete list of cases covered in that area in the M.I.

e. *Sojo Mensei-in Jemusho, Yokohama City, Kanagawa Ku*
As Yokohama City has also been designated as a test area for the enforcement of the Water #42, a review was made of this office. It would appear that this office, located in the Ku office is just a section set aside for the handling of clerical work for the M.I. Applicants are referred to this office by M.I. - Home Visit Clerk investigates the need and consults with the M.I. before referring applications to the Ku for approval. Much of the time of one person is spent delivering and picking up home work and make payments for home work. Records appeared to be poorly kept and provided only meager information relative to the actual situation of the families.

f. *Minami Ku Welfare Office* activities were reviewed. This office has two *Mensei-in Jemusho*, "Kotobutsu" M.I. and "Soka" M.I. The former is located in the Ward Office. The activities of the Welfare office are

4

considered to be generally confused with those of the M.I.J. and, in fact, the employees are considered employees of both offices. The M.I.J. apparently does all the Clerical work for the M.I., keeps the records and the recipients must call at the Kuo office for payments. In Ku office where there is also a M.I.J., it seems like simple duplication but is thought to be set up in that manner to obtain the subsidy from the national government. Applicants are notified of approval in written form through the M.I. who affixes his seal to the approval. There are 2 Jusanjo in operation in this Ku and 4 Masei-jin operate a private day nursery.

Mr. Antiquier:

Since my activities were interfered with due to illness during the month of January, my entire efforts were devoted to P.A.

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

EKC/an

4 January 1950

Summary of Monthly Activities
Kanagawa - Shizuoka - Yamanashi

The surveillance of public welfare programs for the month of December 1949 consisted of the following: 6 conferences with prefectural welfare officials; 2 conferences with city welfare officials, 6 institution inspections and participation in one In-Service Training Course.

The public assistance programs appear to be somewhat consistently operated in all three prefectures. Attempts have been made to carry out the intents of the Daily Life Security Law. Officials in all of the offices visited seem to be well aware of their duties and responsibilities. As considerable amount of stress is being placed on the matter of selection and in-service training of personnel.

While all officials agree that unemployment may present an increasing problem, it is generally felt that it presents no immediate problem which cannot be met. Special municipal and prefectural work projects are in operation to help in alleviating the situation. In all instances where inquiries have been made, statements have been made by the officials to the effect that no persons are receiving public assistance due to unemployment alone. There are many instances of insufficient wages or unpaid wages. The matter of unpaid wages seems to be a matter of considerable concern. It is understood that this problem is being given special consideration by labor officials in an endeavor to rectify the many situations which now exist. The only unemployment statistics available are those compiled by the PESO. These figures show the number of people, both men and women, who consider themselves employable and desire to have employment.

The only group pressure that has been exerted during the month has been from Koreans as a result of the abolition of the Korean League. Most of the attacks have been handled satisfactorily, although it is felt that in some instances Minsei-iiin were coerced into affixing their seals to approvals for public assistance or rations.

In Kanagawa, there is some discussion regarding the operational set-up of the branch offices. There has been a recommendation by the Governor and the Kanagawa Prefecture Administration Reformation Council to the effect that the welfare and social works sections' activities would be taken over by the General Affairs Sections. The problem still remains unsettled, as it is understood that the

branch offices may continue their separate sections if they so desire.

The Child Welfare Program follows a general pattern. The attention is focused to a great extent toward the welfare of the normal children while those who have become problem children are somewhat neglected even though they are accepted for custody by the officials. The largest single means of disposing of inmates from the C.C. continues to be through run-aways.

The institutions visited presented the usual picture. A vagrants' dormitory located near one of the railway stations offers exceptionally good lodging for the vagrants that appear on the streets at all hours, but offers nothing in the way of rehabilitation. A children's center located directly across the street from a central railroad station permits the children to come and go at will and these children may be found among the beggars in the station. A home for the rehabilitation of prostitutes was found to be primarily a work-shop. It must be said, however, that general appearance of institutions and sanitary conditions have been greatly improved. In each of the institutions visited the general health of the inmates was considered to be good and none appeared to be suffering from malnutrition.

The plans for the coming year in all three prefectures include establishment of new and expansion of existing institutions. Particular emphasis seems to be directed toward the establishment of new day nurseries and workshops.

E. K. CALLOW

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

EKC/an

4 January 1950

Summary of Monthly Activities
Kanagawa - Shizuoka - Yamanashi

The surveillance of public welfare programs for the month of December 1949 consisted of the followings: 6 conferences with prefectural welfare officials; 2 conferences with city welfare officials, 6 institution inspections and participation in one In-Service Training Course.

The public assistance programs appears to be somewhat consistently operated in all three prefectures. Attempts have been made to carry out the intents of the Daily Life Security Law. Officials in all of the offices visited seem to be well aware of their duties and responsibilities. As considerable amount of stress is being placed on the matter of selection and in-service training of personnel.

While all officials agree that unemployment may present an increasing problem, it is generally felt that it presents no immediate problem which cannot be met. Special municipal and prefectural work projects are in operation to help in alleviating the situation. In all instances where inquiries have been made, statements have been made by the officials to the effect that no persons are receiving public assistance due to unemployment alone. There are many instances of insufficient wages or unpaid wages. The matter of unpaid wages seems to be a matter of considerable concern. It is understood that this problem is being given special consideration by labor officials in an endeavor to rectify the many situations which now exist. The only unemployment statistics available are those compiled by the PESO. These figures show the number of people, both men and women, who consider themselves employable and desire to have employment.

The only group pressure that has been exerted during the month has been from Koreans as a result of the abolition of the Korean League. Most of the attacks have been handled satisfactorily, although it is felt that in some instances Minsei-iin were coerced into affixing their seals to approvals for public assistance or rations.

In Kanagawa, there is some discussion regarding the operational set-up of the branch offices. There has been a recommendation by the Governor and the Kanagawa Prefecture Administration Reformation Council to the effect that the welfare and social works section activities would be taken over by the General Affairs Section's. The problem still remains unsettled, as it is understood that the

branch offices may continue their separate sections if they so desire.

The Child Welfare Program follows a general pattern. The attention is focused to a great extent toward the welfare of the normal children while those who have become problem children are somewhat neglected even though they are accepted for custody by the officials. The largest single means of disposing of inmates from the C.G. continues to be through run-aways.

The institutions visited presented the usual picture. A vagrants' dormitory located near one of the railway stations offers exceptionally good lodging for the vagrants that appear on the streets at all hours but offers nothing in the way of rehabilitation. A children's center located directly across the street from a central railroad station permits the children to come and go at will and these children may be found among the beggars in the station. A home for the rehabilitation of prostitutes was found to be primarily a work-shop. It must be said, however, that general appearance of institutions and sanitary conditions have been greatly improved. In each of the institutions visited the general health of the inmates was considered to be good and none appeared to be suffering from malnutrition.

The plans for the coming year in all three prefectures include establishment of new and expansion of existing institutions. Particular emphasis seems to be directed toward the establishment of new day nurseries and workshops.

E. K. CALLOW

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AJK
AHK/mm

31 December 1949

SUBJECT: Summary of December 1949 Public Welfare Activities

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

1. The following is submitted in accordance with your memorandum for DAC Staff, Subject: SOP No. 1, dated 29 December 1949, paragraph 6.

2. Public Assistance:

a. The number of persons receiving public aid in Ibaraki and Tochigi decreased in November over October by 869 persons and 90 persons respectively. However the total costs of care increased in both prefectures by 651,800 yen and 388,482 yen respectively. In Saitama the number of persons receiving public aid increased by 320 persons and the total costs increased by 612,701 yen.

b. The decreased number receiving public aid in Ibaraki occurred under laws other than the DLSL and is apparently due to the discontinuance of aid which had been given because of the disaster in Sept. 1949 caused by Typhoon Kitty. However in Tochigi the decreases occurred in the group which received aid under the DLSL, and may have been due to the nation-wide reinvestigation of recipients of DLSL aid.

c. The increased public aid load in Saitama was due to a greater number of cases being accepted for livelihood aid and at same time less cases were closed. Whereas 36 cases were accepted in October because of either death of the employed person or decreased family income, in November 388 such cases were opened with the largest number falling in the group whose working members had died.

d. Summary of Total Persons Receiving Public Aid

Pref.	Percentage of person to population	Total Persons	Amount in yen	Amount of increase or decrease over Oct.	
				persons	amount
Ibaraki	1.2%	35,518	18,471,007	-869	+651,800
Saitama	1.9%	41,337	24,618,158	+398	+612,701
Tochigi	1.5%	23,601	15,625,463	- 90	+388,482

e. The Average Grant per Persons (outdoor assistance) under the DSL:

Prefecture	November	October	Amount of decrease or increase in yen.
Ibaraki	425 yen	400 yen	+ 25
Saitama	507 "	494 "	+ 13
Tochigi	489 "	490 "	- 1

f. Tochigi Prefecture reported a consistent drop in the number of unemployed since April/49. Whereas 57,551 persons were unemployed in April/49, the number in Nov/49 was 30,639. However the number of day laborers increased from a low of 7,238 persons in May to 7,533 in Nov. The highest number, 8,824, occurred in July/49. Saitama's Report failed to include the number of unemployed in the pref. However, its report revealed a steady increase from April/49 through Nov/49 of the number receiving unemployment insurance. Whereas 1,481 received this insurance in April, 8,559 received unemployment insurance in Nov/49.

3. Administrative Reviews

a. Administrative reviews of local welfare offices were begun during December in the three capital cities, namely, Mito in Ibaraki, Urawa in Saitama and Utsunomiya in Tochigi. These reviews are to be completed during Jan. and Feb. Findings thus far revealed considerable variation among the three in regards to organization, structure, office procedures and case work practice. Urawa City stands out in regard to all its operations, while Mito City is far behind Utsunomiya in every aspect. Major findings thus far revealed during the public assistance reviews:

(1) Mito City Welfare Office

- (a) Has a case load of 500 families and a staff of 12 persons; has 51 Minsei-iin and 325 Assistant Minsei-iin. Welfare Ministry Instructions excluding Assistant Minsei-iin from the Public Program has been disregarded.
- (b) The 51 Minsei-iin are also "Living Consultants" appointed by the Governor and carry on various activities outside their legal duties; this too is in contradiction to Welfare Ministry Instructions.
- (c) Case records data on each case is filed separately in numerous different sets of folders. Thereby making it practically impossible for city Welfare Officials to work with the family as an entity.

- (d) Grants are paid at the end of the month in which due or later and are issued by the Public Welfare Officials instead of the Accounts Section Officials.
- (e) Medical Cards are being issued to pay for abortions under the Eugenics Law on cases which are not medically in need of abortions and in addition the medical cards are issued prior to the time the case is approved by the Health Centers' Eugenics Committee.
- (2) In Utsunomiya City the Welfare Section has a staff of 18 persons and a case load of approximately 750 families. Two full-time investigators in the City Welfare Section and several other city welfare officials reinvestigate all Minsei-iin investigations. However, this city office is efficiently operated from the Japanese standpoint and maintains considerable data on all cases investigated. Budgets are accurately calculated. This city office has been carrying on Dobo Engo activities despite the removal of its office from the Welfare Section. In accordance with the request made by the chief of the Pref. Welfare Dep't Chief, KCAR plans to advise the Pref. and City Welfare authorities on how this city welfare program can be set up as a model welfare office.
- (3) In Urawa City, the experimental welfare office was found to be progressing in an outstanding manner. The full-time staff is responsible for all public welfare programs on the basis of integrated case loads along geographical areas. The Minsei-iin are cooperating as requested by the city office and are serving primarily in an advisory capacity.
- (4) In Utsunomiya, it was found that employable persons unable to secure employment and after being cleared by the PESO's are accepted if otherwise eligible for public aid.

b. Administrative reviews of pref. Welfare Dep't organization and structure was also begun during December in all these prefectures, and will be completed about March 1949. In Saitama a beginning toward the development of job descriptions for each of its welfare staff members was begun by the chief of the Dep't by requiring each person to write up his own responsibilities and duties and indicating thereon the percentage of time spent on each duty. The need for definite lines of responsibility and supervision within the section was recognized by prefectural Welfare Officials. As a result pref. officials held several conferences

on this matter preparatory to establishing methods of deligating responsibility and of carrying through modern concepts of supervision.

4. Child Welfare

a. Administrative reviews begun in the Tochigi Child Welfare Center and Central Child Welfare Center in Saitama revealed considerable variation with regard to the extent to which the centers cooperate with the Child Welfare Officials. In Tochigi, the center calls upon the Child Welfare Officials to carry through some of the investigation but then do not involve them at the time plans and decision are made in individual cases. In Saitama the Child Welfare Officials are often involved on individual case conference plans and decisions are consulted on all cases. Thus for major findings and recommendations in Saitama included:

- (1) That all center requests for investigations be made of the Child Welfare Official responsible for the geographical area in which the child lives. The Child Welfare Officials in turn notify the local welfare office of the case and request where indicated that the local office to make the investigation. In those instances where the case is in one of the model areas that the paid staff of the local office make and report on the investigation to the Child Welfare Official. The Child Welfare Official then in turn will so notify the center. In other areas, the local welfare office should in cooperation with the Child Welfare Official decide whether the Child Welfare Official, paid staff of Jido-iin are to make the investigation and later follow the case. In other words, all referrals in and out of the center should be cleared through the Child Welfare Official and registered in the local welfare office.
- (2) That an attempt be made to review as many Child Welfare cases studied in the center as is possible with the staff psychiatrist and to also involve the psychiatrist as well as Child Welfare Officials in staff case conferences.
- (3) That the center, particularly the center chief and pref. study the possibility of having the guidance workers utilized as center social workers who would be responsible for following through on specific cases assigned them from the time the referral is received and until the case is closed. Further to let the psychologist free to do psychological testing and to function as a psychologist instead of involving him as a social worker on cases. In this type of organi-

zation, the ass't chief could be left free to supervise the staff work and could be given greater responsibility. The conferences held prior to case assignments on new referrals was questioned as it seemed the ass't chief should be able to assign cases without having to hold a conference and then having to secure the chief's approval, etc. All of this is to be discussed further when Welfare Officer revisits the center in January.

b. Foster Home Program

- (1) The Child Welfare Centers are engaged in the investigation of all foster home applications and in the preparation of material on such matters for the pref. Child Welfare Councils. The Centers maintain registers on approved foster homes and determine which children are to be placed in certain of the foster homes.
- (2) In Tochigi, the potential foster home parent first applies at the home of the Minsei-iin who completes an initial investigation form. The local offices reinvestigate after receiving the Minsei-iin's result of investigation. Then the local office forwards all findings in writing to the Child Welfare Center who does another investigation prior to submitting the material to the Pref. Advisory Council.

c. The Child Welfare Council in Tochigi is meeting every 6 weeks and its function is mainly that of "making decisions" on foster homes to be approved or rejected. In Seitama the council meets once even 3 months and it too is primarily concerned with the review of foster home applications. Both councils have been consulted as to the regulations for licensing paperplayers and juvenile delinquency matters.

++

5. Private Agencies

a. Dobo Engo Kai and other private Associations:

- (1) In Tochigi the pref. Welfare Dep't has promoted the formation of a prefecture-wide organization called the Tochigi Social Welfare Association, formally established on 17 Dec/49. This association is made up of three pref. associations, namely the Tochigi Social Works Assn., Child Welfare Assn. and Tochigi Dobo Engo Kai. All three associations are formally dissolving but will actually maintain their individual identity by becoming separate sections in the new association. Tochigi reports they are the second prefecture to do

this as it has already been done in Oita Pref. in Kyushu. The prefectural reason for backing this new association is to do away with too many different agencies all doing the same thing and in danger of quarrelling with one another. Actually it appears that this new association is being formed to save all Dobo Engo Kai assets under the essentially the same leadership and to further tighten prefectural control over these private agencies. In Urawa City, the former City Engo Kai (charged with Dobo Engo Kai responsibilities) was dissolved and in its place a City Social Work Assn. was established. A clerk paid by this new association is stationed in the city office and where she does work for the new association and also acts as a receptionist for the city welfare sect.

b. Community Chest

(1) Amounts collected as reported in Dec.

Prefecture	Goal	Amount collected	Percentage of goal
Ibaraki	30,000,000	26,794,338 (as of 26 Dec)	89.3%
Saitama	26,300,000	27,640,283 (as of 12 Dec)	105.1%
Tochigi	19,500,000	19,990,471 (as of 26 Dec)	102.5%

- (2) Ibaraki reports it purposely set its goal by 5 million more than it expected to reach as it feared that if the goal was set at 25 million yen they would only collect 20 million yen.
- (3) In Tochigi, local chest committees were not planning to turn over to the prefecture the funds collected until the final date 31 Dec/49. In addition only the goal of each community will be turned over to the prefectural committee. Any funds over the goal is kept by the local committee for use as they see fit. In Utsunomiya City 328,943 the amount over their goal was being returned for year-end gifts and other social work activities. In this city, despite Welfare Ministry instructions to the contrary year-end gifts at the rate of 50 yen per person per recipient family (89,900 yen) was made available for distribution out of community chest funds.

ANNABELLE A. KENT
Public Welfare Officer

9
③

WJ
B. Woodrow

Monthly Summary
January 1950

Institutions:

1. Management of Mojin Kai Kan school for blind will be turned over to Higashi Nihon Helen Keller foundation from Zaidan Hojin juridical foundation in February 1950. Present program will continue with additional programs for deaf and dumb and handicapped persons who are near or on public assistance. New features will include dormitory and workshop on same level as Ohara Ryo. Details of program were not available at time of inspection. Estimate of fiscal expenditures are ¥952,500.

2. Due to recent report of typhus cases in Kosei Kai Kan lead to another inspection of this vagrant dormitory by KaCAR. Conditions were found to be extremely poor. This institution has been repeatedly discussed with Welfare Bureau Officials in effort to close down or improve conditions. At the present time institution is under police restriction.

Ryukyuan Repatriation:

Begin. of mo.	Received	Approved	Ended	Pending
4	48	45	14	3

Other Programs:

1. Ailing fund
2. Public restaurants

Restri

HEADQUARTERS
TOKYO CIVIL AFFAIRS TEAM
APO 500

Rest

Annex B-2
Monthly Civil Affairs
Activities Report

Period 1 November 1949
thru 30 November 1949

Public Welfare Activities QPH-01
(Roland J. Artigues)

1. Public Assistance (Tokyo-To).

a. Administrative Review.

(1) Hongo Minsei Jimusho activities was reviewed. The general functions of the office appeared to be well organized and effective. The chief, however, knew relatively little about operational matters. The assistant chief is obviously the person who is responsible for all operational affairs. Very little guidance or supervision has been received from either the ward or the prefecture offices and the visit of Kanto Civil Affairs Region Welfare Officer was said to be a welcome event. The caseload is made up as follows: Old age - 40%, Widows - 30%, Medical Aid and Others - 30%. Home visits are made at least once a month by the three office workers and the Minsei-iin. Recordings of the visits made by office workers are contained in the case files but this is not the case with Minsei-iin visits. All records appeared to be current. Income is estimated rather than actual. All files contain original applications. Applications are accepted through the Minsei-iin and there is seldom a rejection. Recipients have been informally instructed to pay respect visits to the Minsei-iin in acknowledgement of Public Assistance grants. This procedure is not a policy of the Jimusho, but is said to be more of an adherence to traditional rules on etiquette, mainly to meet with community approval. The chief difficulties of the office at present are the inability to admit homeless aged persons into institutions. This office does not feel that widows with small children are employable outside of their homes and whenever possible arrangements have been made for them to do some sort of home work which usually nets them an average of about ¥1,000 per month.

b. Omori Minsei Jimusho was reviewed. The caseload consists of 344 Living Aid cases and 155 Medical Aid Cases, plus 53 institutionalized cases. Over 50 per cent of the recipients are widows with children, the other