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HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RWS/mm/os

10 October 1950

KPW 319.2

SUBJECT: Administrative Review of Shizuoka City Welfare Department

TO: Chief
Civil Affairs Section
GHQ, SCAP
APO 500

In accordance with paragraph 9b, Operational Directive Number 7, Headquarters Civil Affairs Section, GHQ, SCAP, dated 3 April 1950, administrative review of Shizuoka City Welfare Department made on 22 September 1950 is submitted.

FOR THE CHIEF:

1 Incl
As indicated above
(in trip)

GEO. B. NIBLOCK, Jr.
Major, Infantry
Deputy Chief

CENTRAL FILE COPY

C O P Y

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

RWS/ml

KPW AR Shizuoka PA (22 Sept 50)

28 September 1950

MEMO FOR: Record

SUBJECT: Administrative Review of Shizuoka City Welfare Department

1. On 22 September 1950 the undersigned met in conference at the Shizuoka City Hall with the following persons: Messrs. Takahashi, assistant mayor; Harada, welfare department chief; Nagashima, welfare section chief; Nagahashi, welfare section, general affairs division chief; Fukami, welfare section, protection division chief; Koyama, welfare section, social affairs division chief; Yagi, district office, welfare section; Sugimoto, prefectural welfare section, protection division chief; and Endo, prefectural welfare section, protection division.

2. The purpose of the conference was to review the progress made in Shizuoka City welfare department in relation to the reorganization of the city welfare department. In conjunction with this general purpose, discussion would be devoted to determining what action had been taken in regard to recommendations and findings which were presented in a previous administrative review of Shizuoka City welfare department. The review referred to was submitted to higher headquarters on 14 July 1950. A third general purpose of the review was to discuss the coming conference of the 17 medium-sized cities in Kanto Region. The purpose of the conference would be to discuss principles and standards of public welfare administration which might be applicable to the 17 cities concerned.

3. The present organizational structure of the Shizuoka City welfare department is considerably changed from that of several months ago. The attached chart presents the present structure. It would be of interest to compare this chart of the present organizational structure to the old one which is discussed in the administrative review referred to above. It will be noted that the welfare department is one of four departments in the Shizuoka City scheme of governmental organization. There is a chief of the welfare department. At the present time, the chief of the welfare department is also the chief of the general affairs department. The welfare department is then broken down into the welfare section which actually consists of the chiefof the section. The section is broken down into three divisions which are the social affairs division, the general affairs division and the protection division. The protection division is referred to as being divided into two parts. It is difficult to determine why this separation in the protection division was made. In actual practice at this time the division is not noticeable. In examining the organization of the protection division, it was found that separation as indicated on the chart came about as a result of planning which would provide for one case work supervisor for each seven case workers. Inasmuch as there are fourteen case workers, two case work supervisors would be required. Therefore, the breakdown

Incl 14

in the protection division is merely a means of distinguishing between case workers supervised by their separate case work supervisors. The protection division is not yet functioning as it should. The primary problem at this moment is in relation to personnel. Although plans call for having two case work supervisors, there is only one case work supervisor, who is also acting as chief of the protection division. It is obvious that supervision of fourteen case workers and the duties and responsibilities of the protection division chief cannot be carried out properly by one person. In discussing this matter with the chief of the welfare section, it was learned that the section chief is aware of the problem; however, he is not yet convinced that a case work supervisor could not also handle duties of the protection division chief. One part of the review which concerned the acceptance of applications and the assignment of applications to case workers for investigation revealed that the intake worker referred applications directly to the various case workers. The assignment of these applications to the individual case workers is determined by geographic areas. The chief of the protection division is also serving as case work supervisor, does not know how many applications have been received at any given time, and does not know to what individual case workers the applications have been assigned for investigation. This was brought to the attention of the section chief, and it was pointed out, too, that the assignment of applications for investigation is a matter which should be of concern to a case work supervisor. It was also stated that the case work supervisor should be aware of the number of applications referred to each individual case worker in order that work loads might be controlled. If these controls are not set up, an unequal distribution of work will result. The section chief stated that case loads were usually equalized at the end of the month. The CA welfare officer indicated that if controls were established, the problem of equalizing case loads would not occur. It is believed that with a little more experience under the new organizational structure, section chief will become aware of the many problems that will result from the assignment of two separate and distinct functions to one person.

4. Strictly speaking, the intake worker is not restricted to taking applications. He also serves as an interviewer, a consultant, and in some respects, as a receptionist. This practice is not too bad. The intake worker's desk is so located that persons coming to the desk must walk through half of the entire welfare section before reaching the intake worker. There are no provisions for privacy in interviewing. The space available for the welfare section is so limited that setting up a private interviewing booth is impossible. This matter was brought to the attention of the vice mayor of Shizuoka who said that there is a small room adjacent to the welfare section which they may be able to give the welfare section for the purpose of setting up a separate office for the intake worker.

5. The functions of the protection division as stated by the welfare section chief are:

a. The administration of the Daily Life Security Law, the Child Welfare Law and the Law for the Welfare of Disabled Persons.

b. Receive applictions and keep case records concerning the various assistance families.

c. Disaster relief and the investigations concerning loans from the rehabilitation fund.

d. Investigations to determine eligibility of those persons who are to receive relief goods. In relation to this function, lists of eligible persons are prepared and turned over to the general affairs division of the welfare section.

e. Maintenance and compilationsof statistics concerning public assistance programs handled. These reports and statistics are turned over to general affairs division.

f. Investigations concerning the National Wayfarer's Law.

6. Functions of the general affairs section are:

a. Welfare budgets and accounts.

b. Statistics and reports.

c. The final compilation of statistics to be forwarded to the next higher headquarters. Reports of expenditures of public assistance funds are prepared and forwarded to higher headquarters. The preparation of estimates of expenses and costs.

d. Entering on individual case records the amount of money received monthly by the individual public assistance recipients.

e. Reporting and accounting in relation to disaster relief.

f. The business concerning the selection of Minsei-iin as provided in the Minsei-iin Law.

g. The distribution of relief goods to individuals and institutions.

h. The promotion of social work in the city. This involves coordination with private agencies.

i. Relief for the demobilized persons and repatriates consisting of consultation and assistance in job-finding and housing.

7. Functions of the social affairs division are:

a. Business concerning the discontinuance and establishment of city-operated social welfare institutions, such as day nurseries, homes for dependent, neglected and abused children, and mothers and children's homes.

b. The inspection and guidance of five day nurseries. This activity involves cooperation with child welfare officials.

c. The inspection and guidance of activities in mothers' and children's homes. This activity also involves child welfare officials, as well as case workers.

d. The public pawnshops.

e. The inspection, guidance and management of a city-operated relief center. This is an institution providing temporary shelter for homeless and needy persons. At the present time, 29 people are being cared for and are under the Daily Life Security Law. Actually, these persons should be cared for under the provisions of the National Wayfarer's Law. Chief of the welfare section made it quite clear that these 29 persons are being cared for under the provisions of the DLSL because they were so instructed by the prefectural welfare department.

f. The establishment and supervision of seasonal day nurseries.

g. The activities concerned with the supervision and guidance of work shops. All work shops in Shizuoka City are private.

h. Investigation of requests concerning the establishment of new social welfare institutions and organizations. The city does not approve the licensing of new institutions, but reports with recommendations to the prefecture.

i. The investigation and supervision of private social welfare institutions. In relation to this function, it was learned that case workers do not go into public or private child welfare institutions for the purpose of working with the children or with the staff members of the institutions. Case worker responsibility ends when the child is placed in the institution and decisions have been made concerning the method of financing the child's care.

j. Consumers' cooperatives.

8. The application procedure has been centralized. This is an outstanding development inasmuch as the five district offices have been eliminated insofar as welfare activities are concerned. All city welfare personnel are located in the city office. All applicants must come to the city office. The first step involves the filling in of an application blank at the desk of the intake worker. The intake worker then assigns the case to the appropriate worker for investigation. Case worker then conducts the investigation, completes the necessary forms and makes a recommendation in regard to eligibility. Case is then sent to the intake worker who reviews the investigation and sends the case on to the protection division chief who reviews the case.

not only as the division chief, but also as the case work supervisor. The case is then passed on to the welfare section chief who reviews the case and sends it on to the chief of the welfare department (who also serves as chief of the general affairs department) whose review is a formality. His review is not concerned with the technical phases of the application, investigation and approval procedures. The stamp of the mayor and vice mayor is not required.

9. Another outstanding development is in relation to the elimination of the nine Minsei-iin local councils. Previously, these councils reviewed and passed on the eligibility of applications for assistance, and also reviewed the active case loads in the area covered by the particular local Minsei-iin council. Under the present system, there is one centralized Minsei-iin council which meets monthly. Individual Minsei-iin in the nine area are notified as to decisions made through a written notice which is a copy of the notice sent to the individual assistance recipient.

10. In discussing the proposed conference of medium-sized cities, the chiefof the welfare section agreed to the following principles:

a. City welfare progrms should be under a single administration, and responsibility for and control over program and staff must be under the chief of the city welfare section or department. In dependent branch offices are not advisable.

b. The organizational structure of a city welfare department should be a functional one, comparable to that currently being used by Shizuoka City. It is not positive that the section chief thinks that case workers should be responsible for handling cases of persons living in various types of public and private welfare institutions. As previously indicated, case workers in Shizuoka City do not visit or work with families or individuals living in the various institutions.

c. Classification of jobs is necessary. In this respect, some additional work and thought is necessary in Shizuoka because of the fact that the protection division chief is serving as the case work supervisor. It is felt that this condition exists because of lack of personnel, rather than not recognizing the necessity for, and advantages of, classification of personnel and definition of job functions.

d. It was agreed that some method of determining the number of persons needed for the various jobs is necessry. On this point, Shizuoka City is presently experiencing difficulty because of lack of personnel. The case loads are averaging well over 100 per worker, not including consultation cases. It is felt that the case load of not more than 90 would be reasonable in those areas where transportation is not a serious problem. The present plans call for one supervisor for each seven case workers. The function of intake, interviewing and consultation is presently carried by one person. Chief of the section is not convinced that there is more than one job in these three functions.

It is believed that after more experience, it will be realized that the three functions mentioned above cannot be properly handled by one person.

e. The establishment of procedures for handling applications, making investigations and approvals are fairly well defined at present. The welfare section in Shizuoka City will undoubtedly be of assistance in indicating to other cities the necessity for establishment of procedures.

f. Forms have been developed in public assistance work in Shizuoka City. They were not reviewed at this time.

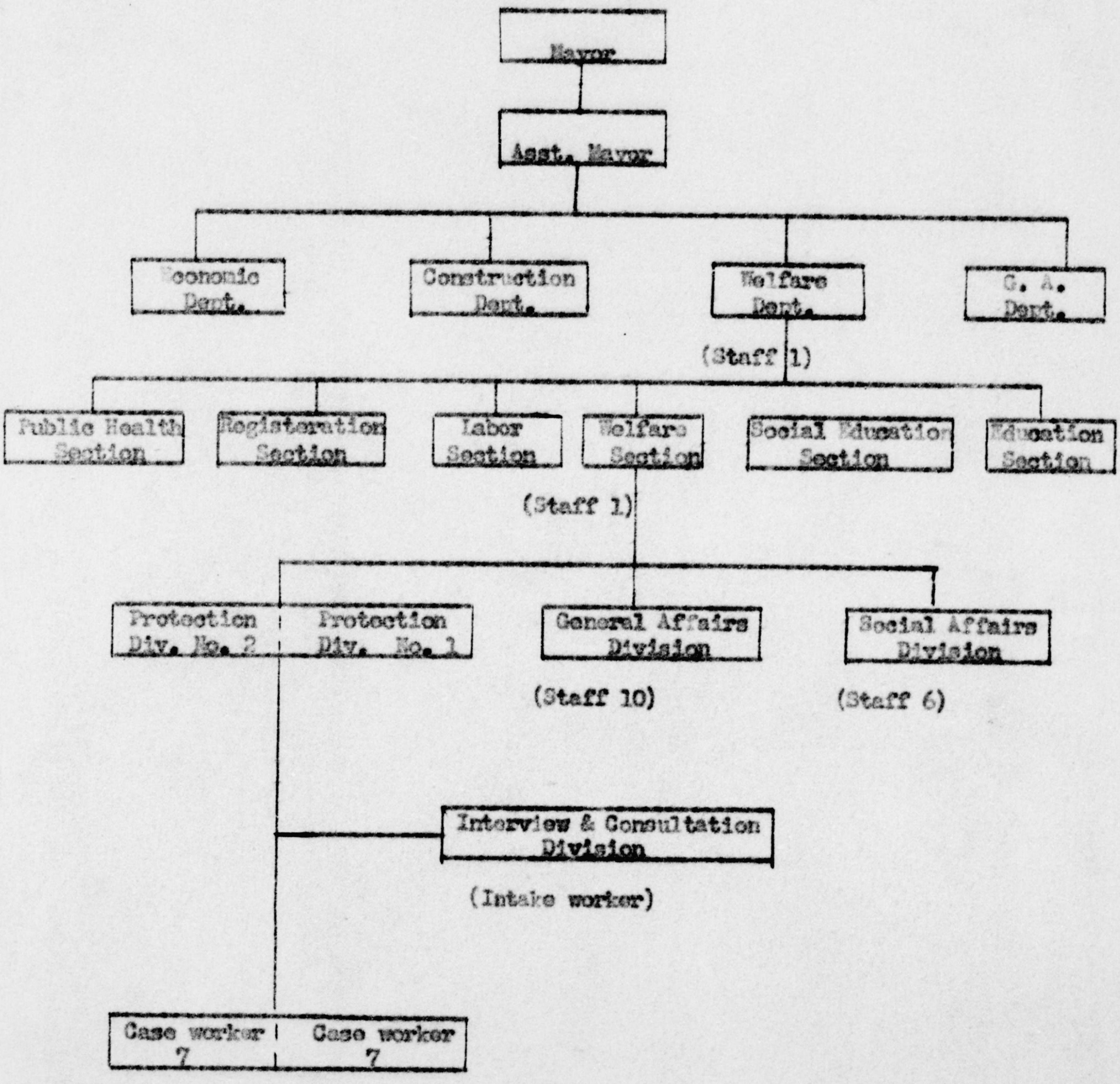
g. Office layout was considered and has been mentioned previously. Shizuoka City welfare department is definitely handicapped by the lack of space. This problem will be eventually solved as new buildings are constructed by the city.

11. At the time of a recent administrative review, 13 specific recommendations and suggestions were discussed with Shizuoka City welfare officials. Specific action has been taken concerning most of the recommendations. As indicated previously in this report, two outstanding developments have been made. It is interesting to note that those suggestions which involve city and prefectural coordination are those in which the least activity has been taken. In regard to the suggestion that prefecture plan to provide funds for the National Wayfarer's Law so that these cases are not handled through Daily Life Security Law funds, nothing has been done.

1 Annex
Org of Shiz City
(in trip)

ROBERT W. STEMPLE
Chief
Public Welfare Section

Organization of Shizuoka City



Annex A* to Incl 1*

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RJA/ml

KPW 319.2

14 July 1950

SUBJECT: Administrative Review of Shizuoka City Public Welfare Office

TO: Chief
Civil Affairs Section
GHQ, SCAP
APO 500

1. The attached administrative review is submitted separately as directed (paragraph 9b, Operational Directive Number 7, Headquarters, Civil Affairs Section, GHQ, SCAP, 3 April 1950).

2. Specific attention is invited to the many violations of existing laws and regulations. These violations have been found rather consistently in every local welfare office studied, and change and improvement have resulted only after discovery and analysis by Civil Affairs personnel. There is an urgent need for a sound program of surveillance and leadership by the Welfare Ministry, as it is not sufficient to continue to depend only on the impact Civil Affairs can make on Japanese welfare programs for improvement.

FOR THE CHIEF:

1 Incl
Sum of the Adm Rev
of the Shizuoka City
Pub Wel Off (in trip)

GEO. B. NIBLOCK, Jr.
Major, Infantry
Deputy Chief

Central file

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/jo
Rec'd: 26 June 1950
Typed: 10 July 1950

APW 091.6

26 June 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Summary of the Administrative Review of the Shizuoka City Public Welfare Office.

1. Review made by: Annabelle H. Kent, Public Welfare Advisor, Interpreter, Tatsuko Ohara and Noboru Koyama.

2. Participants:

a. Prefectural Welfare and Child Welfare Section chiefs, assistants, District Welfare Section chief, who completed their own administrative review concurrently with that of KeCAR.

b. All staff in the Shizuoka City Welfare Section, Vice-mayor and Mayor.

3. Period of Review: 24 April 1950, 22-23 May 1950, and 13 June 1950.

4. General Data:

a. Population: 234,103

b. Public assistance recipients: 4,976 persons (1,737 families) 2.12 percent of population.

c. For organizational chart of Shizuoka Municipal office (see inclosure 1.)

d. Organizational structure and staffing of Social Section.

(1) The public welfare programs are administrated in the Welfare Department's Social Section. The Welfare Department includes two other sections, one is on education and the other on census registration. Although the Welfare Department chief's position has been vacant for over a month, it appears that the Department chief has little responsibility over the Social Section other then to routinely place his

Encl 1

SUBJECT: Summary of the Adm. Review of Public Welfare Office, Shizuoka City

26 June 1950

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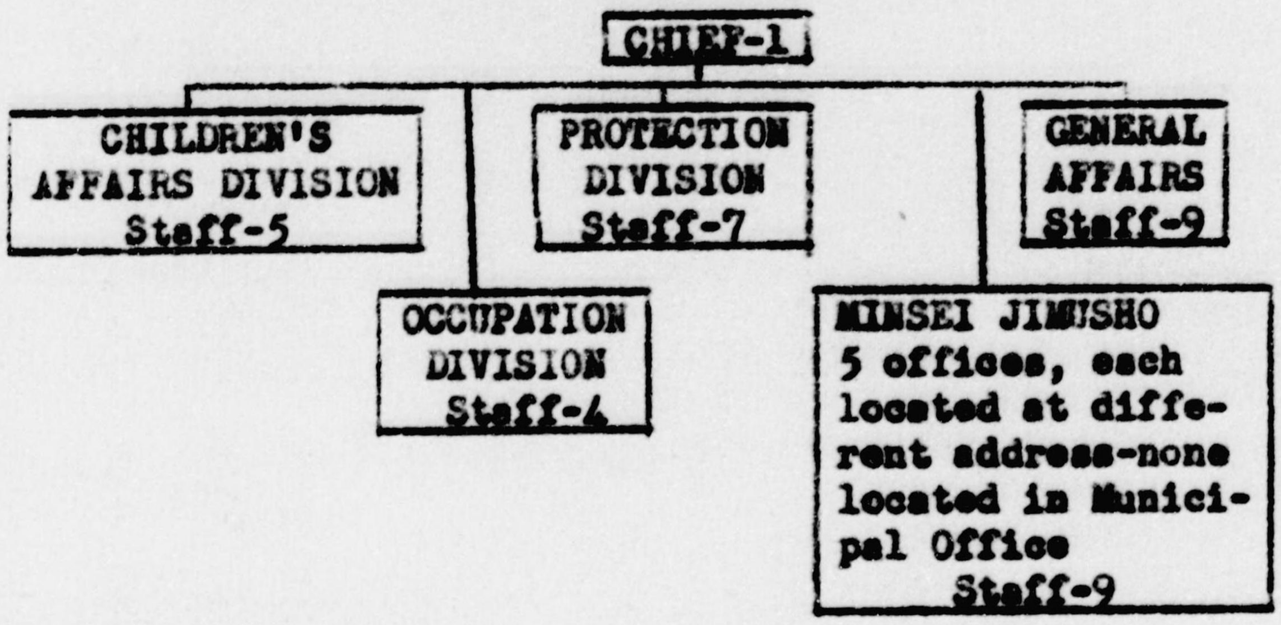
seal on incoming and outgoing documents. For purpose of the budget and settlement of accounts the Social Section chief presents such material to the Assembly Welfare Committee and is expected to answer questions concerning these matters at the Assembly meetings.

(2) Social Section: Total staff - 35



(3) There is no National Health Insurance program in the city. For the past three years the Social Section has "been studying whether the city should or should not have National Health Insurance."

(4) The Social Section has a total staff of 66 persons assigned as follows:

Social Section	-	26
Jimusho's	-	9
Institutions including pawnshop and workshop	-	31
	Total	66

(5) Of the 26 persons in the Social Section, 14 of them make home visit investigations of families requesting services. In addition the nine persons in the five Minsei Jimusho also make home visit investigations of families. Duplicate case records are re-

quired as the city's office maintains a file on each case and each Minsei Jimusho is required to have its own set of case records. Not infrequently a staff person of the city's section accompanies the Minsei Jimusho worker and Minsei-iin during field investigation of cases.

e. Case load under DLSL for March 1950:

	No. of household	No. of persons	Amount	Average per person
Livelihood aid	1,237	4,412	2,241,595	508.06
Medical aid	478	541		
	(262)	(303)	1,261,702.05	2,332.14
Maternity aid	3	3	1,917.50	639.16
	(3)	(3)		
Occupation aid	-	-	-	-
Funeral aid	19	20	25,700.00	2,489.47
	(18)	(19)		
TOTAL	1,737	4,976	3,530,914.55	
	(283)	(325)		

The net DLSL load amounts to 1,454 households (cases)

f. The above net DLSL case load is distributed as follows over the five Minsei Jimusho's in the city:

		Staff in each
1. Tobu (eastern area) -	391	2
2. Seibu (western area) -	317	2
3. Nambu (southern area) -	318	2
4. Hokubu (northern area) -	316	2
5. Oseda (at western tip of city) -	112	1
TOTAL of net case load -	1,454	9

g. The record on the number of applications received and acted upon during March revealed the following:

SUBJECT: Summary of the Adm. Review of Public Welfare Office, Shizuoka City — 26 June 1950

KPW 091.6

	New applications	No. approved	No. rejected	No. pending
Tobu	53	53		
Seibu	55	46	7	2
Nambu	75	55	12	8
Hokubu	27	27		
Osada	7	7		

h. Minsei-iin Council Meetings:

1. The standing Minsei-iin council meets on the first or second day of each month. The Social Section each month calls its chairman and discusses date on which the meeting is to be held. Then the section sends a notification to the standing Minsei-iin as to meeting place and time over the name of the chairman of the Minsei-iin standing committee. These meetings are held either in the city office or at some other place. This meeting is attended by the following city welfare officials:

(a) Chief of General Affairs Division
(b) Chief of Social Section
(c) Chief of Protection Division
(d) Official in charge of Minsei Office - who takes its minutes
(e) All Minsei Jimusho staff members
(f) If necessary, Child Welfare Division Chief

2. The district Minsei-iin council meeting dates are arranged at the time of the standing Minsei-iin council meeting. The worker of the respective Minsei Jimusho's take down these dates and then prepare notices to the respective Minsei-iin under name of Minsei chairman of district (these district councils meet between the 1-10 of the month). The notices are then sent to the city office for the janitor to deliver them. Minsei Jimusho meetings are held either in the Minsei Jimusho offices or at home of standing Minsei-iin. The minutes of these meetings are taken by the Minsei Jimusho staff. Welfare officials who attend these council meetings are:

(a) Chief of Social Section
(b) Chief of Protection Division
(c) Person in charge of Minsei-iin affairs
(d) Chief of Child Welfare Division
(e) Workers of respective Minsei Jimusho

i. Minsei-iin and Assistant Minsei-iin:

1. There are 100 Minsei-iin and 200 assistant Minsei-iin in Shizuoka City. Each assistant Minsei-iin is responsible for one block of the three or four blocks each Minsei-iin has. These assistants were appointed in July 1947, by the mayor because Minsei-iin could not do all the work required. The city budget provides for 250 yen allowances per year for each of the assistant Minsei-iin.

2. City welfare officials could give no clear picture of the assistant Minsei-iin duties but reported that they do not attend Minsei-iin council meetings and since the Minsei Jimusho's were staffed by full-time officials the assistant Minsei-iin were not active.

3. 150,000 yen was approved as of 1 April 1950, for salaries at rate of 3,000 yen per month for a woman guidance worker in each Minsei Jimusho. Four of these were appointed on 1 April and three are women Minsei-iin.

j. Social Work Supporting Association (see inclosure 2):

This association is made up of Minsei-iin, assistant Minsei-iin and others interested in promoting Minsei-iin activities. Some members pay 1,000 yen fees for membership. Others pay 30, 50 or 100 yen. This association handles commendations of Minsei-iin, plans observation trips and helps with relief work, and vagrants' transportation costs and makes loans. It also sells funeral equipment at low rates to relief recipients.

k. All expenses on wayfarers' cases both for funerals and medical care are paid out of DLSL funds. This is in accordance with a verbal agreement (in 1948) with the prefecture. The city prior to 1948 had to pay all of the costs on these cases as the prefecture never appropriated funds for this purpose. As all are non-residents when changed to the DLSL, no funds are put up by the city for this purpose.

Statistics on wayfarers' aid - 1949-50:

14 cases of death cost	-	17,980 yen
67 cases of hospitalization	-	57,693 yen

SUBJECT: Summary of the Adm. Review of Public Welfare Office, Shizuoka City
KPW091.6

26 June 1950

5. Procedures in Case Handling:

a. Each case record is filed between hard folders. This method was established in 1948, on the recommendation of Military Government. The case records are filed in boxes according to Minsei-iin districts. The Minsei-iin districts are numbered chronologically.

b. Master Index File: A list of all cases are kept in a special file boxes recorded according to an alphabetical index. Names are added to each alphabetical division as their applications are approved. As applications are approved the Hogo Daicho is filled out and the number stamped on the Hogo Daicho becomes case number. Each case retains the number assigned.

c. Applicants apply at the home of the Minsei-iin; if the Minsei-iin is out when the applicant calls, the family may send him directly to the Minsei Jimusho. "hen the applicant comes to the home of the Minsei-iin, "he generally knows very well about the family's situation." He listens to the applicant and if he is sure the applicant is eligible he fills out the application form and gets the applicant's seal. If he is sure applicant is not eligible no application form is taken. In cases where he is not certain he may investigate and then have the application completed. The Minsei-iin then gives the client the application form and tells him to take it to the Minsei Jimusho. At the Minsei Jimusho the worker asks the applicant questions and makes arrangements to visit in few days, usually gives applicant exact date for the visit and client goes back home.

d. On the date of home visit investigation, the worker either calls the Minsei-iin by phone or visits him and asks him to accompany him to the client's home. Sometimes Minsei-iin does or does not "it is up to the Minsei-iin."

e. Then with or without the Minsei-iin, the worker makes the investigation. He takes the application form with him, and the income and expense sheet and while making the investigation fills out the two additional forms, and checks information on application form. As there is not enough space in front of application for additional information he records on its back family situation, relatives, places of employment and in addition keeps notes in his notebook.

f. When finished he asks client to place his seal on income and expense sheet. If Minsei-iin is along, he may ask Minsei-iin to place his seal on these forms, also it is "then up to the Minsei-iin to decide whether he wishes to do so or not."

g. The application form is signed by the Minsei-Jimusho worker after his investigation even when the Minsei-iin previously filled it for the client. The Minsei-iin have not signed these application in order to "conform with Hatsu Sha #72."

h. Then the Minsei-Jimusho worker forwards the above three mentioned forms to the Protection Division of the city, where they are reviewed and the budget is checked and approval sheet is completed and seals are secured of members in the Protection Division, Division Chief, Sections Chief and Department Chief. After these approvals, the city prepares a notice to the applicant that his case was approved, and a copy which goes to the Minsei-iin. These are delivered by the prefecture Minsei-Jimusho workers.

i. After this, city prepares the payment list on basis of Hogo Daicho and routes the list for the following seals (16 seals in all):

(1) Staff members in Protection Division
(2) Two division chiefs - Protection and General Affairs
(3) Section Chief
(4) Department Chief
(5) Accounts Section Chief
(6) General Affairs Department Chief
(7) Finance Section Chief
(8) Vice-mayor and Mayor

j. The Accounts Section on receiving the payment order prepares notification cards to recipients. Then all of these are delivered by the janitor to Minsei-iin. The Minsei-iin then delivers the notification to the client.

k. The recipient brings the notification cards to Accounts Section, where he gets a payment order and takes it to the city bank for the cash. The city office issues the grants generally around the fifth of each month. The grants to recipients in Ooada area are issued at the Ooada Jimusho by a member of the Protection Division. The officials take client's seals to stamp the records.

l. Since 1 January 1950, at Minsei-iin council meetings all decisions and actions taken on cases are reported. Cases are not held up for these meetings. The seals of chairman of Minsei-iin and vice-chairman are secured on approval forms at these meetings.

SUBJECT: Summary of the Adm. Review of the Public Welfare Office, Shizuoka City

26 June 1950

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a. Follow-up on active case load: This is the responsibility of the Minsei-iin. But workers of Minsei Jimusho do this as well as members of Protection Division. The Protection Division staff only visits on these cases when asked to by the Minsei Jimusho staff or Minsei-iin and generally concern cases on which there is difficulty in determining eligibility.

n. There has been no record kept on the number of office interviews or field visits that have been made at either the Minsei Jimusho or city level of operation.

o. The Minsei Jimusho workers visit all types of DLSL cases and child welfare cases. Eugenics cases approved by the eugenics committee and in need of medical aid are included here.

p. Occupational loan investigations are made by the Minsei-iin and it is claimed that these are not reinvestigated by city officials.

q. There is no planned method on follow-up investigations by paid staff as this is the Minsei-iin's responsibility.

r. As of 1 April, the woman guidance workers added to four of the Minsei Jimusho's and are expected to visit all recipients for guidance purposes.

s. Of the 13 day nurseries in the city, five are operated by the city and the remaining eight are privately operated. There are, on the average of, 570 children being cared for each month in nurseries. In order for a parent to enter a child in one of these nurseries or mothers' homes, she must first go to the institution and find out whether accommodations are available. Second she must go to the Minsei-iin for application and Minsei-iin's seal. The Minsei-iin investigates case, checks application and sends it to city office. The city then goes out and he investigates, and after approval the application goes to the mayor, who makes the final decision. The same procedure is followed on either city or privately owned institutions.

t. All medical aid bills are sent by the doctors to the city Physicians' Association, who review the bills and makes any corrections. The Association then forwards them to the city office, where they check the bills again and if any error if found the staff contacts the physician concerned.

6. Spot Check Home Visit Findings:

a. In one case Minsei-iin had never visited because his concubine lived next door to the recipient. So he sent some other person to do the visiting.

b. In another case, some months ago the family brought their child's chool certificate to the Minsei-iin for school aid and was told by the Minsei-iin he never heard of this aid and would later contact the family. No school aid had as yet been authorized although case is eligible to receive it.

c. In another case the family applied at the home of the Minsei-iin in August and was not visited until three months later.

d. All cases had to wait for one month or more from date of application until case was approved for aid.

7. Students who have completed the ninth grade are expected to go to work. The city does not provide aid to any family with children going to school above ninth grade. This is done on basis of prefectural instructions of 1946. The Social Section chief does not feel it is fair to accept such cases now for aid because other families in the past have been denied help on this basis. If this type of case were accepted he feels the case load would increase by twenty percent.

8. Violations Revealed During Administrative Review of the Shizuoka City

a. The appointment by the mayor of assistant Minsei-iin of which there are 200 in Shizuoka City is deemed a violation of Article 15 of the Minsei-iin Law (Law No. 198 - effective 29 July 1948), as the appointment of these additional persons makes it virtually impossible to maintain confidentiality of information on applicants for DLSL aid or for clients receiving DLSL aid. Furthermore the Minsei-iin Law Article 5 stipulates that Minsei-iin are to be appointed by the Welfare Minister and the assistant Minsei-iin in Shizuoka City are appointed by the mayor.

✓ b. Violation of Sha Otsu Hatsu #39, dated 27 February 1948: Public officials during Community Chest drive are responsible for clerical work and accounting of funds of Community Chest.

c. Violation of Ministry of Welfare Ordinance No. 17, dated 25 April 1949: Kosei Sho Rei No. 17 (a part of enforcement regulations of DLSL) Article 8 (2) stipulates that decisions on applications for DLSL

must be taken within 14 days and only extended to 30 days under special circumstances. In Shizuoka City applications generally taken by Minsei-iin and then referred to Minsei Jimusho, as such, it is impossible to determine the exact time a person makes a request for aid as date indicated is generally date on which Minsei Jimusho worker signs the form.

d. Violation of Article 212 of the Local Autonomy Law and Article 89 of the Constitution: In Shizuoka City, over 100,000 yen is subsidies from the city treasury has been given per year to the Social Work Supporting Association, a private agency. In addition subsidies of 3,000 and 5,000 yen are being given to the private institutions.

e. Violation of Hatsu Sha No. 106, dated 16 September 1946, enforcement of DLSL No. 4, Item 5, stipulates that cases coming under existing legislation such as the Wayfarers' Law are eligible for care under these laws.

(1) In Shizuoka City all costs on wayfarers' cases (funeral and medical expenses) are paid under the DLSL. The prefecture is obviously the one who violated this requirement as they have informed the city to place these cases under the DLSL, thereby the prefecture secured 80 percent of the cost from the nation. Under the Wayfarers' Law, the prefecture must pay 100 percent of the cost.

f. Shizuoka's procedure of having medical bills reviewed by the Physicians' Association appears contrary to the intent of Sha Otsu Hatsu No. 92, dated 1 April 1949, on handling of medical aid under DLSL, Item No. 5 (4) indicates that a special organ such as National Health Insurance Medical Inspection Committee should be used for this purpose. Furthermore the inspection of medical bills from a sound administrative standpoint should not be delegated to a private association.

g. The appointment of these Minsei-iin as official part time guidance workers with official status is considered a violation of Sha Otsu Hatsu No. 135, dated 21 August 1948, on Minsei-iin holding official position.

9. This administrative review was completed on 13 June 1950, when prefectural officials presented their findings and recommendations (see inclosure 3). Public Welfare Advisor's major comments and suggestions which followed the above reports are summarized as follows:

SUBJECT: Summary of the Adm. Review of the Public Welfare Office, Shizuoka City

26 June 1950

KPW 091.6

✓ a. Effect reorganization so that Minsei Jimusho's are combined into one Protection Section with two case work units of approximately seven workers each and with each unit having a supervisor.

✓ b. Prefecture develop in cooperation with city officials an office manual on procedures and in addition prepare written job descriptions.

✓ c. All application forms to be issued only at the city office and each applicant to be given application form for completion prior to intake interview.

✓ d. Use of master card index file instead of the listing of such in a book as is current practice.

✓ e. Discontinue requiring Minsei-iin's seal on application forms and other required case forms.

✓ f. Develop case worker's control cards.

✓ g. Combine Minsei-iin councils into one monthly Minsei-iin council where decisions made on cases can be reported.

✓ h. Dissolve assistant Minsei-iin system as paid staff will only need assistance of Minsei-iin.

✓ i. Accept applications in which children are attending school beyond compulsory schooling and if needy refer such to prefecture and Welfare Ministry for approval.

✓ j. Discontinue requiring Physicians' Association to inspect all medical bills for city office. The revised law requires the governor to do this and to use National Health Insurance Inspection Committee for this purpose.

✓ k. Discontinue monthly notification cards on active case load by providing client with identification card, and by setting the same date each month for issuance of grants.

✓ l. Prefectural and city officials to study and plan for the separation of private agency activities such as Community Chest from responsibilities of city officials.

✓ m. Discontinuance of subsidies to private welfare agencies and institutions.

SUBJECT: Summary of the Adm Review of Public Welfare Office, Shizuoka City
KPW091.6

26 June 50

n. Prefecture to plan to provide funds for Wayfarers' Law so that DLSL funds are not used for these cases.

10. As a result of this review:

a. The city office and Minsei-iin voiced approval on the plan for reorganization as the only way in which the public welfare programs could be operated on a "scientific and modern basis" and staff could be best utilized.

b. The vice-mayor and Welfare Section Chief agreed to have their plan for reorganization ready for our review by 18 July, when Welfare Advisor will again meet with them. The prefecture also will have their tentative draft on a local office manual on procedure ready for our review and comments at that time.

3 Incls
1. Shizuoka CO org chart
2. Pvt Agencies and Assns
3. Summary of Pref Rpt

ANNABELLE H. KENT

TABLE SHOWING ORGANIZATION OF SHIZUOKA MUNICIPAL OFFICE

- **Secretariate**
  Secretarial work and affairs concerning documents.
- **Personnel Section**
  Personnel affairs, wages, and culture.
- **Accounts Section**
  Affairs concerning accounts
- **Treasurer**
- **General Affairs Dept.**
  - **General Affairs Section**
    Affairs concerning city Assembly, administration, and budget.
  - **Tax Section**
    Affairs concerning taxes.
  - **Investigation Section**
    Investigation & statistics
- **Public Welfare Dept.**
  - **School Affairs Section**
    School affairs and educational institutes
  - **Social Education Section**
    Social education
  - **Census Register Section**
    Census registering
  - **Social Section**
    Social & children's welfare
- **Mayor**
- **Asst Mayor**
- **Public Health Section**
  Affairs concerning health and hygiene
- **Economics Dept.**
  - **Commerce & Industry Section**
    Affairs concerning commerce and industry
  - **Trade Promotion Section**
    Affairs concerning promotion of international trade
  - **Agricultural & Marine Products Section**
    Affairs concerning agricultural and marine production
  - **Distribution Section**
    Affairs concerning distribution of goods
  - **Transportation Section**
    Affairs concerning transportation of goods and wheels

- Construction Dept.
  - General Affairs Section
    General affairs and management of department, and also affairs concerning materials
  - City Planning Section
    Affairs concerning city planning
  - City Land Sectioning Section
    Affairs concerning sectioning, adjustment of lands
  - Housing Section
    Affairs concerning housing
  - Public Works & Sewerage Section
    Affairs concerning public works and sewerage
  - Construction Section
    Construction of municipal buildings and their maintenance
  - City Water Section
    Affairs concerning city water

Annex A to Encl 1

A. PRIVATE AGENCIES AND ASSOCIATION (Shizuoka City)

1. The personnel of the City Social Section, its chief and a Division Head and a General Affairs Sub-division Head, handle all the business operations and accounts of the Social Work Supporting Association. Although this is a private agency, it is referred to as quasi-public because the mayor is its chief.

a. The relief work with which this association is concerned with, includes granting temporary financial aid and transportation expenses to needy persons or families, and loans to DLSL recipients. During March 1950, four cases were granted temporary aid, a total of 3,000 yen; 43 cases were given transportation expenses, total of 1,695 yen and 22,660 yen was loaned to 26 cases.

b. The records on the four cases given temporary aid in March revealed the following:

(1) Mrs. Sadako Sugiwara (age 38) and two children, daughter (age 13) and son (age 6), recipients of livelihood aid under DLSL requested on 13 March 1950, supplementary aid for the purchase of items necessary to prepare for the son's entrance to school this term. The application form bore the seal of the Minsei-iin and Mr. Nagabashi, chief of General Affairs Sub-division and was addressed to the chief of the Social Work Supporting Association.

(2) Mrs. S. Sugishima (age 39) and three children (ages 2-6-14 years), with an income of 2,860 yen (1,840 yen from livelihood aid under DLSL) requested supplementary help for the six year old child in order to prepare him for entrence to school this year. 500 yen was granted on 16 March 1950.

(3) Mrs. Shizu Fujinaga applied for temporary aid on 20 March 1950 (family of three including two grown children), because only income was 400 yen per un-demobilized allowance per month being received by her daughter, whose husband has not yet been repatriated and because Mrs. Fujinaga and her son's employment at a clog manufacturing company was interrupted due to the temporary closure of the factory. The family needed 3,200 yen per month for food. They were not able to purchase their rationed food. The Minsei-iin approved a temporary grant as "family had no income." 500 yen was granted on 22 March 1950.

Annex B4 to Encl 1f

(4) The Minsei-iin on another case approved the issue of 500 yen temporary grant to the Ishigami family in order for them to purchase school needs for a six year old nephew. Two children, brothers, Atsuo Kikuto (age 8) and Yoshi Taiko (age 6), whose mother is dead and whose father is in a mental hospital are living with Mr. Ishigami, a maternal uncle. The Ishigami family is poor. 500 yen was granted on 27 March 1950.

c. The police or Minsei-iin refer cases for temporary relief. If such persons go to the Minsei Jimusho first they are then referred to the city welfare office, where the application form is filled out. The city secures the seal of the Minsei-iin on these forms when any of Minsei-iin drops into the office. The seal of the Minsei-iin on these applications may or may not be the Minsei-iin of the applicant's district.

d. The city officials admit using these funds for families prior to having them apply for DLSL aid in order to determine whether they are really in need. Yet they claim they are not keeping such persons from applying for aid under DLSL.

e. In case a recipient loses his grant he is given temporary aid from this fund rather than from DLSL.

2. During 1949-50, the Social Work Supporting Association budget estimated the following as income:

a.	Membership fees	49,500 yen
b.	Assisting fund from city	108,000
c.	Income from enterprise rent for house	74,320
d.	Income from sale of coffins, etc	178,470
e.	Donations	4,000
f.	Allocation from Community Chest	14,950
g.	Carried forward from 1948-50	21,248
h.	Miscellaneous income	24,657
i.	Subsidy from city treasury	108,000
j.	TOTAL INCOME	475,190

3. During 1950-51, the city again approved a 108,000 yen subsidy for the association. However, during this year an income of 654,590 yen is expected because of an anticipated increase from the operation of their ceremony business.

4. The actual income and expenditures for 1949-50, will not be determined until end of June when settlement of accounts are made.

5. The types of cases aided with transportation expenses are those in which persons are traveling through the city and have lost their money or had it stolen by a pickpocket. The amount given for such covers the costs until the person reaches the next city. An agreement between the cities provides for each city, to aid such persons until they reach their destination. Transportation aid expense is not expected to be repaid.

6. On the loan cases, all of whom are recipients, no losses are incurred because the recipients after receiving their monthly grant from the Accounts Section come to the Social Section to repay the loan. The Minsei-iin who approves the loan acts as a surety on each such case. The maximum loan ever made was 2,000 yen. The loans are generally made so that recipients can purchase their rations.

7. This association also rents one building which accommodate up to ten persons as a temporary lodging house for repatriates.

B. DOBO ENGO KAI

1. The city reports that there has been no branch office of Dobo Engo Kai in the city since the end of the war. The prefectural office of Dobo Engo Kai operates a Boshi Ryo, day nursery and workshop in the city.

2. Two private institutions, Shinsei-In (home for vagrants) and Shizuoka Old People's Home are receiving subsidies from the city. Sinsei-In received 3,000 yen during 1949-50, and will receive the same 1950-51, while the other is receiving 5,000 yen this year. These are direct subsidies that are not related to administrative costs or cost of care and may be used by the institutions in any way they see fit.

SUMMARY OF REPORTS PRESENTED BY PREFECTURAL OFFICIALS ON THE BASIS OF THEIR ADMINISTRATIVE REVIEW OF SHIZUOKA CITY

1. Mr. Toyama, Chief of Prefectural Welfare Section

a. Wished to see Social Welfare secretaries installed and structure of Social Section reorganized in accordance with suggestion Civil Affairs presented to city and prefectural officials on 25 April 1950.

b. Concerning handling of Regulations or Instructions

(1) Present status: Regulations and instructions are being filed, after they are circulated among the officials and reviewed by the superior officials.

(2) Direction to be given concerning this status: Regulations and instructions are not only to be circulated or reviewed. Concrete measures should accompany. For instance, if inquiry is received from the authorities concerned concerning some points in administration, reference should be made to Minsei-iin for information. It is doubtful whether these measures used to be taken.
The measures and practices taken or done in accordance with program above-mentioned should be recorded and reported to the superior officials, and the documents should be kept as a reference for future.

Classification of Files: There should be three kinds of files: File of Regulations, File of Instructions, and File of Miscellaneous Matters, such as references, inquiries. Up to now, there have been only two kinds of files; one for Regulations and Instructions, and the other for Miscellaneous Matters.

c. Concerning Rejection of Application for Relief

(1) Present Status: Application for relief are being rejected when it is concluded that it should be rejected, through Minsei-iin office, the reason thereof being stated after investigation which are usually made by clerk or clerks of Minsei-iin office, together with official or officials of Social Section of Municipal Office, who visit the home of applicant, and reexamination of "Questionaire", a form made by this Municipal Office.

Annex C to Encl 2

(2) Direction to be given concerning the above status: In the "Questionaire", particulars about domestic economic status are to be entered. This is very good, but the following things are noticed:

(a) There are many items with no entries
(b) If there are difficulties in the investigation
(b or doubts in the complaints of the applications, this should be so stated, but so fer this has not been done.
(c) It is not stated in the "Questionaire" from what sources the informations were received.
When application is rejected, it should be informed at the same time to the applicant per revised DISL that there is still a way open for filing complaints again if he thinks that he cannot live without relief, or that the amount of relief is too small. This should not apply to the case when, as seen in the case of Koreans, it is clear that the applicant is not giving truth, or when the applicant refuses investigation. In June, last year, Koreans in group applied for relief. The measures taken at that time were appropriate.

d. <u>Measures taken for Complaints</u>

(1) The present status: Altogether, there have been two complaints, from Koreans. They were rejected. Reasons thereof are recorded. They are appropriate.

(2) Directions to be given concerning the above status: It is not easy to handle Koreans applications for relief. By now there have been altogether 16 applications from Koreans, and they were all rejected. Two filed complaints against the rejection. The complaints were again rejected. Deliberate consideration and minute investigation were seen in this matter. This kind of problem involving Koreans may increase. Deliberate consideration and minute investigation in these case are desirable.

e. In accordance with the Welfare Ministry's instruction of 26 May 1950 (see attachment A), the appointment of the Special Guidance Workers is not considered desirable, ~~workers~~; they are regular city officials.

f. Training of the Minsei-iin Office Workers: The regular Minsei-iin office workers are not experienced, because it is not long since they were installed in the position. Plan should be made for their training.

g. Guidance for groups of people should be given such as direction program and guidance on nutrition: In this city, this has not been practised. In giving the guidance for groups of people, their convenience with respect to time and location should be considered. Besides the municipal officials, appropriate lecturers should sometimes be invited.

h. In giving Relief Aid:

(1) Concerning the procedures till the relief is given: The applications for aids are usually reviewed en masse at the end of one month's period, so usually more than one month elapses before the aid come to be given to the applicants. In this state, aid cannot be given in time. More speedy transaction of the affairs is desirable.

EXAMPLE: On 22 March, one application was received. By 25 April, it had not yet been so arranged as to receive approval or disapproval of Assistant Mayor. Such being the case, it would have taken ten or fifteen more days till the aid was given. So altogether a month and a half would have elapsed by the time the aid was given, since one applied for aid.

(2) As to Entries of an Application Form.

(a) The applicant's relation to the head of his family is often wrongly or not adequately written into the form.

EXAMPLE:

Real Relation	Wrongly Entered
The wife of the eldest son	The wife
The father of the head of his family	Grandfather
The grandson of the head of his family	The eldest son

(b) Investigation into the applicant's source of income, i.e. employer of workplace, is often enough. In case of a peddler, an investigation report into where he purchases his goods to sell from is often not attached to the form.

(c) As to the family benefit of the chief income earner, investigation into their monthly income should be made at lesst once a month so that the allowance to the faily can be changed according to every month's real amount of money earned by them. Hitherto, the amount of allowance fixed at the first investigation has been inclined to mechanically continue to the last.

(d) As to the payment of compulsory education allowance, it may be right for the authorities to send for a schooling certificate of the child, but other papers for reference than the certificate, detailing the child's daily life at school, would be far more contributing to the investigation into the payment of the schooling expenses.

In case the certificate of the child's schooling is not presented, the payment of his schooling allowance is not to be made. But for the convenience of the child, temporary payment of the allowance can be started at the same time with the decision on amount of aid to be given.

(e) Investigation into the applicant's financial standing and his legal supporter status is not far-reaching. Detailed investigation and records are necessary.

(f) Above-mentioned points are considered to be attributable to the negligence or carelessness on the part of employees for a social welfare office. It is encouraged that in-service training for the employees specialized in this work be carried out in future.

i. <u>Application of the Provisions for Livelihood Aid</u>:

Decision whether livelihood aid should be made or not to a person in particular is to be made adequately in view of his real financial

standing. But the fact is, there are seen many regrettable points in authorizing the payment of aid allowance. The following matters must be examined carefully.

(1) The estimation of his minimum life income is to be made on the basis of his statement and according to the officially set minimum life expenses computation principle, and only the amount of aid in reality necessary to the support of his family is to be authorized. The fact is, on the contrary, the amount computed by the above minimum life expenses computation table is often authorized at once as aid amount, or is continued unchanged for several months or a year.

(2) To keep from mere mechanical estimation, they have to make on-the-spot investigations into the applicant's monthly financial standing in recognizing his income from side-jobs. Hitherto, his side-job income originally uncertain and very small has been estimated as unchanged continually for several months.

(3) In view of the fact that the standard amount set in the current table showing minimum life expenses is officially computed in a scientific and rational way, they (welfare workers) should pay special attention to the revision to be made sometimes of the amount on the table and ensure adequacy in determining the aid amount. Therefore, constant attention is necessary to conform to the currently set standard figures.

(4) In officially estimating the applicant's income from disposition of his property, constant and careful attention is needed so that the amount of his income estimated at the certain time may not be continued in assessing his real financial standing.

(5) As for individual instances (16 were cited in their report) (very few are included here).

(a) TERADA Cinjiro, #47, 3-chome, Takajo-machi
No notice was sent to him though livelihood aid was already started on him.

(b) SATO Shun, at Joto-cho
The real amount of aid should be 1,320 yen in accordance with the 11th revised table instead of 1,135 yen based on the 9th revised one, as she has a boy to

support. Her income of 688 yen every month sent from the boy's parent was estimated in April last year, and so far left unchanged in amount in estimating her income.

(c) KOBAYASHI Hiko
He has four members to support. His minimum life expenses were estimated at 4,106.97 yen and his income at 2,954 yen on 1 April last year. So the balance is 1,152.97 yen. But the current aid has been 500 yen, and left unchanged since then. His income from the side-job as peddler, estimated more than a year ago, though very uncertain and small, has been left unchanged in estimating his income. This is not adequate.

(d) KONO Shizuko, at Joto-cho
The amount of minimum life maintenance expenses for her family and the amount of her income were estimated at 3,525 yen and 2,755 yen, respectively, in accordance with the 9th revision of the computation table last year, and were not subjected to re-estimation in observance to the 10th and 11th revisions. Based on the current table, she is to receive 2,065 yen every month, but really she is receiving only 1,295 yen a month. Adequate re-estimation is urgently needed, based upon investigation into the real situation.

(e) OKAMOTO Masu, living at Tomoe-cho
The date of estimation is 1 April 1949. This is a mistake. Correct is 1 April 1950. The date of application is missing. In view of the compleint system being enforced now, correct entries of dates are needed in filling in an application card.

(f) SUGIMOTO Yoshi, at Otowa-cho
To this family, 310 yen has been granted from April last year, under the former standards. If the calculation be made by the existing standards, there will be an increased sum, 880 yen, (though the income is fixed). After the survey of actual status, an adequate protection is to be made.

(g) NAKANO Shunichi (Family members -8), at Kita Ando-cho
Monthly allowance 6,505 yen has been granted up to May this year, and from June the said sum is reduced to 5,500 yen, the details of which are not attached. There are five children in this family, the eldest being 11 years old, and the income depends on the side-work of their mother alone. For such a family as this, special survey of incomes and outgoings must be made not to overlook proper protection.

j. Application of Medical Treatment:

(1) The following notification should be made clear for persons who apply medical protection: In case medical protection is needed, the cause, the name of diseases and petient should be detailed in the application.

(2) As to the decision of partly expense for medical treatment fee, the said decision should be made after the confirmation of income or the lowest livelihood allowance, and estimated total sum of medical treatment fee by issuing the first medical examination card.

k. Allowance for Education: The existing standards of the allowance for education are said to be too low to keep up with the times. Seeing the present status of granting education allowances in this city, there are many cases of lower grants than the standards. Judging from the principle of this regulation, a necessary sum should be granted by keeping close and proper connection with schools. In case of grant is lower than standard, clearly indicate the reason.

EXAMPLE: Tetsu and Nobuichi (pupil of the first grade in a primary school), at Kita Ando-cho

Granted sum	634 yen
Standard sum	750 yen
116 yen less than the standards	

l. On Lying-In Aid: A revised form needs to be used for the ticket of lying-in aid.

m. The Granting Status of Livelihood Allowance: Livelihood allowance is always granted by the date fixed by the instruction of prefectural government. (by the 6th day, every month). The allowance for January is usually granted on December 25th of previous year. The actual status is found good. On the part of prefectural government, it was a matter of regret that the sum appropriating for the deficit of this year in this city could not be covered up, though depended on the state grant.

After April 1942

Month	Date to have been granted	Month	Date to have been granted
April	8 April	May	2 May
June	3 June	July	4 July
August	5 August	Sept	2 Sept

October	3 October	November	2 November
December	1 December	January	25 December (previous year)
February	2 February	March	6 March

n. On Accounting:

(1) There are some points in which the result of the survey for the enforcement status of protection does not coincide with the granting status of allowance (monthly report). Such must not be remained and repeated. Thorough examination must be made each time before a report be submitted, and the efforts not to repeat such a mistake are requested. (See the separate paragraph)

As to various survey results and statistics, their correct and accurate reports are requested as they are very important in the exercise of welfare administration.

(2) The estimated grant allotted by the State for Livelihood Protection is received in due order. (See No. 2 separate paragraph)

o. On Welfare Committee Relations:

(1) Arrangement of documents: The arrangement of documents treating regulations is not in good order, rather in confusion.

EXAMPLE: The Social Welfare Commissioner Law is not found in the file concerned.

The information treating the reduction of actual strength is found in the file of minutes on recommended assembly meetings. The documents of commission or discharge relations are filed in the operative relations.

(2) On the relations of recommended assembly meetings: No minute-book, no examined records and main points should be recorded.

(3) Standing Committees' Council: Any main point is not recorded in the minute-book.
Too many bills as against time.

Full discussion is impossible.
Simple or short ones are to be informed.

(4) List book of Social Welfare Commissioners: The things transferred from former district welfare workers remain as ever, and there is no record on the date of commission, date of assignment for the re-elected.

(5) On Standing Commissioners: The document regarding the survey, made in March 1950, on the collection and distribution status of staple-food distribution center, is good, though outlined.

Thorough understanding is to be requested.

2. Mr. Matsunaga Chief of Prefectural Child Welfare Sections

Summary:

a. Result of Audit: General condition is good. But by making further devices and greater efforts on the following matters, the authorities concerned of the local autonomy body, must make child welfare works improve.

(1) The habitual arrangement of the basic data is necessary for the child welfare works. On this matter, it is necessary to have constant connection with the other agencies concerned.

(2) The child welfare council as the organ operating all the survey concerned should be established with the aims to improve the child welfare works.

(3) Much more connection must be kept with the child welfare supervisors and the child welfare centers. The lack of the synthetic policy cooperating with municipal education agencies and police is seen.

(4) The welfare register-book and the record of childrens in need of protection are no good. They must be filed in good order.

(5) Specified chief official must be designated in view of the utmost importance of the child welfare works.

SHA HATSU No. 683, dated 26 May 1950

FROM: Social Affairs Bureau Director

TO : Governor of Shizuoka Prefecture

SUBJECT: On the Questionaire Concerning the Establishment of Mother's and Children's Consultant.

For your inquiry by Ko 352, dated 1 May 1950, we interpret at the following way and please dispose according to the herein mentioned.

1. In order to expect the proper operation of public assistance program the sustability for the establishment of Mother's and Children's Consultant to cooperate with the paid worker and investigate the actual situation of mother's and children's families and give various guidance, if the Consultant is the city official, we think it will be alright to establish. But since the present Consultant is assigned among Minsei-iin and there is a Specialist Minsei-iin system so we do not think it is preferable to give public expense for the Minsei-iin to ask their special guidance as Consultant.

2. Judging from the above purport as to the women Minsei-iin who are assigned to be consultant, we desire you will take the proper disposition in this matter.

Appendix 14 to Annex C

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/mm/rn

Typed: 21 June 1950

20 June 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Field Trip to Shizuoka Prefecture on 13 June 1950
1300-1700 Final Joint Prefectural and KaCAR Region Conference on Administrative Review of Shizuoka City

1. The undersigned Public Welfare Advisor, Annabelle H. Kent, and Noboru Koyama (JN), Advisor, met in the Shizuoka City Office with the following persons:

a. Prefectural Welfare Department:

(1) Ryozo Toyama, chief of Welfare Section

(2) Kazuo Matsumoto, chief of Child Welfare Section

(3) I. Miyagishima, clerk

(4) Kamiyama, clerk

(5) Endo, clerk

(6) Iizuka, clerk

(7) Suzuki, clerk

b. City Office:

(1) Takasaki, Vice Mayor

(2) Ichiro Harada, chief of Welfare Department

(3) Nagashima, chief of Social Affairs Section (Welfare)

(4) Nagahashi, clerk, Social Affairs Section

(5) Fukami, clerk, Social Affairs Section

(6) Koyama, clerk, Social Affairs Section

(7) Suenaga, clerk, Social Affairs Section

SUBJECT: Field Trip to Shizuoka Prefecture 13 June 1950

(8) Tsukamoto, clerk, Social Affairs Section

(9) Fuka, clerk, Social Affairs Section

(10) Kainuma, clerk, Social Affairs Section

(11) Kakichi Ida, chief Minsei-iin

2. Mr. Toyama and Mr. Matsunaga at first presented their reports on their administrative review of the city office, which was done concurrently with that of KaCAR. Translated copies of this material was made available to KaCAR (see Inclosure 1).

3. Public Welfare Advisor's major comments and suggestions which followed the above reports are summarized as follows:

a. Effect reorganization so that Minsei Jimusho's are combined into one Protection Section with two case work units of approximately seven workers each and with each unit having a supervisor.

b. Prefecture develop in cooperation with city officials an office manual on procedures and in addition prepare written job descriptions.

c. All application forms to be issued only at the city office and each applicant to be given application form for completion prior to intake interview.

d. Use of master card index file instead of the listing of such in a book as is current practice.

e. Discontinue requiring Minsei-iin's seal on application forms and other required case forms.

f. Develop case worker's control cards.

g. Combine Minsei-iin councils into one monthly Minsei-iin council where decisions made on cases can be reported.

h. Dissolve assistant Minsei-iin system.

i. Accept applications in which children are attending school beyond compulsory schooling and if needy refer such to prefecture and Welfare Ministry for approval.

j. Discontinue requiring physicians' association to inspect all medical bills for city office. The revised law requires the governor to do this and to use N.H.I. Inspection Committee for this purpose.

k. Discontinue monthly notification cards on active case load by providing client with identification card, and by setting the same date each month for issuance of grants.

SUBJECT: Field Trip to Shizuoka Prefecture 13 June 1950

1. Prefectural and city officials to study and plan for the separation of private agency activities such as Community Chest from responsibilities of city officials.

m. Discontinuance of subsidies to private welfare agencies and institutions.

n. Prefecture to plan to provide funds for Wayfarers' Law so that DLSL funds are not used for these cases.

4. The discussion which followed revealed:

a. The chief Minsei-iin voiced complete approval on the plan for reorganization as the only way in which the public welfare programs will be operated on a "scientific and modern basis."

b. The vice mayor and welfare section chief agreed to have their plan for reorganization ready for our review by 18 July, when Welfare Advisor will again meet with them.

c. The prefecture also will have their tentative draft on a local office manual on procedure ready for our review and comments on 18 July.

ANNABELLE H. KENT

REPORT ON INSPECTION OF PUBLIC WELFARE AFFAIRS

OF

SHIZUOKA MUNICIPAL OFFICE

Public Welfare Section
Welfare Department,
Shizuoka Prefectural Gov't.

1. Structure of Public Welfare Department and Social Section in the Department:

   (1) Structure of Public Welfare Department)
   (2) Structure and organization of Social Section)) As per attached sheets.

   (3) Duties and responsibilities of Social Section.

   We wish to see some parts of the Daily Life Protection Law revised, and Social Welfare Official(s) installed, and also the structure of the Social Section be reorganized, as advised by Mrs. A. H. Kent. Since five Minsei Jimusho have only nine staff member, will have to increase number of case workers on basis of 75 to 125 cases per case worker.

2. Status of administration of public welfare affairs:

   On Feb. 22, Letter (KO-58) was sent to every Local Branch Office of Prefectural Government, instructing principles of adjustment or coordination of public welfare administration. The principles have been put into practice, but there are yet many points left desired.

   (1) Concerning handling of Regulations or Instructions:

      A. Present status:

         Regulations and Instructions are being filed, after they are circulated among the officials and reviewed by the superior officials.

      B. Direction to be given concerning this status:

a. Regulations and Instructions are not only to be circulated or reviewed. Concrete measures should accompany.

For instance, if enquiry is received from the authorities concerned concerning some points in administration, reference should be made to MINSEI-IIN for information. It is doubtful whether these measures used to be taken.

b. The measures and practices taken or done in accordance with program above-mentioned should be recorded and reported to the superior officials, and the documents should be kept as a reference for future.

c. Classification of files:

There should be three kinds of files:

File of Regulations, File of Instructions, and File of Miscellaneous Matters, such as references, enquiries. Up to now, there have been only two kinds of files: one for Regulations and Instructions, and the other for Miscellaneous Matters.

(2) Concerning rejection of application for relief:

A. Present status:

Application for relief are being rejected, when it is concluded that it should be rejected, through MINSEI-IIN Office, the reason thereof being stated, after investigation which are usually made by clerk or clerks of MINSEI-IIN Office, together with official or officials of Social Section of Municipal Office, who visit the home of applicant, and reexamination of "Questionaire", a form made by this Municipal Office.

B. Direction to be given concerning the above status:

a. In the "Questionaire", particulars about domestic economic status are to be entered. This is very good, but the following things are noticed:

(a) There are many items with no entries.

(b) If there are difficulties in the investigation

or doubts in the complaints of the applicants, this should be so stated, but so far this has not been done.

(c) It is not stated in the "Questionaire" from what sources the informations were received.

b. When application is rejected, it should be informed at the same time to the applicant per revised DLSL. That there is still a way open for filing complaints again if he thinks that he cannot live without relief, or that the amount of relief is too small. This should not apply to the case when, as seen in the case of Koreans, it is clear that the applicant is not giving truth, or when the applicant refuses investigation. In June, last year, Koreans in group applied for relief. The measures taken at that time were appropriate.

(3) Measures taken for complaints:

A. The present status:

Altogether, there have been two complaints, from Koreans. They were rejected. Reasons thereof are recorded. They are appropriate.

B. Directions to be given concerning the above status:

It is not easy to handle Koreans' applications for relief. By now there have been altogether 16 applications from Koreans, and they were all rejected. Two filed complaints against the rejection, The complaints were again rejected.
Deliberate consideration and minute investigation were seen in this matter. This kind of problem involving Koreans may increase. Deliberate consideration and minute investigation in these case are desirable.

(4) Guidance for the people receiving relief:

A. Present status:

For the guidance of widow's family, and other people receiving relief, Mother and Child Relief Consultants (three out of four of them are MINSEI-IIN) have been installed. It is planned that there be two consultants per one MINSEI-IIN Office. Every Consultant will be appointed by Mayor and given allowance of ¥3,000. But they are not to be treated as municipal

officials. Their action will focus on widows' daily life problem. Also, hereafter, guidance for groups of people will be considered.

B. Directions concerning the above status:

a. It is better to guide the needy persons so that they become capable of independent life, than to give only relief aid. Actions for this purpose should be taken.

Concerning the problem whether the Female MINSEI-IIN can be appointed concurrently as Mother and Child Relief Consultants, enquiry has been made to the Public Welfare Ministry. Who reported that as City Officials it is all right but not as volunteer, that is Minsei-iin (see attachment A).

b. Training of the MINSEI-IIN office workers:

The regular MINSEI-IIN office workers are not experienced, because it is not long since they were installed in the position. Plan should be made for their training.

c. Guidance for groups of people should be given such as aducation program and guidance on nutrition:

In this city, this has not been practised. In giving the guidance for groups of people, their convenience with respect to time and location should be considered. Besides the municipal officials, appropriate lecturers should sometimes be invited.

(5) In giving relief aid:

A. Concerning the procedures till the relief is given:

The applications for aids are usually reviewed on masse at the end of one month's period, so usually more than one month elapses before the aid come to be given to in time. More speedy transaction of the affairs is desirable.

Example: On March 22, one application was received. By April 25, it had not yet been so arranged as to receive approval or disapproval of

Assistant Mayor. Such being the case, it would have taken ten or fifteen more days till the aid was given. So altogether a month and a half would have elapsed by the time the aid was given, since one applied for aid.

B. As to entries of an application form:

a. The applicant's relation to the head of his family is often wrongly or not adequately written into the form.

Examples:	Real relation	Wrongly entered
	The wife of the eldest son	The wife
	The father of the head of his family.	Grandfather
	The grandson of the head of his family.	The eldest son

b. Investigation into the applicant's source of income, i.e. employer of workplace, is often enough. In case of a peddler, an investigation report into where he purchases his goods to sell from is often not attached to the form.

c. As to the family bereft of the chief income-earner, investigation into their monthly income should be made at least once a month so that the allowance to the family can be changed according to every month's real amount of money earned by them. Hitherto, the amount of allowance fixed at the first investigation has been inclined to mechanically continue to the last.

d. As to the payment of compulsory education allowance, it may be right for the authorities to send for a schooling certificate of the child, but other papers for reference than the certificate, detailing the child's daily life at school, would be far more contributing to the investigation into the payment of the schooling expenses.

In case the certificate of the child's schooling is not presented, the payment of his schooling allowance is not to be made. But for the conveni-

ence of the child, temporary payment of the allowance can be started at the same time with the decision on aid the amount.

e. Investigation into the applicant's financial standing and his legal supporter status is not far-reaching. Detailed investigation and records are necessary.

f. Above-mentioned points are considered to be attributable to the negligence or carelessness on the part of employees for a social welfare office. It is encouraged that in-service training for the employees specialized in this work be carried out in future.

(6) Application of the provisions for livelihood aid.

Decision whther livelihood aid should be made or not to a person in particular is to be made adequately in view of his real financial standing. But the fact is, there are seen many regrettable points in authorizing the payment of aid allowance. The following matters must be examined carefully.

a. The estimation of his minimum life income is to be made on the basis of his statement and according to the officially set minimum life expenses computation principle, and only the amount of aid in reality necessary to the support of his family is to be authorized. The fact is, on the contrary, the amount computed by the above minimum life expenses computation table is often authorized at once as aid amount, or is continued unchanged for several months or a year.

b. To keep from mere mechanical estimation, they have to make on-the-spot investigations into the applicant's monthly financial standing in recognizing his income from side-jobs. Hitherto, his side-job income originally uncertain and very small has been estimated as unchanged continually for several months.

c. In view of the fact that the standard amount set in the current table showing minimum life expenses is officially computed in a scientific and rational way, they (welfare workers) should pay special attention to the revision to be made sometimes of the amount on the table and ensure adequacy in determining the aid amount. Therefore, content attention is necessary to conform to the currently set standard figures.

d. In officially estimating the applicant's income from disposition of his property, constant and careful attention is needed so that the amount of his income estimated at the certain time may not be continued in assessing his real financial standing.

e. As for individual instances.

(a) FUKAGAWA Yoshi, #98, Zenza-machi.

Her income due to the sale of goods, amounting to 500 yen, has been continued for more than a year since March of last year in estimating her income and minimum life maintenance expenses.

(b) FUSHIMIEn, at Magarikane.

In determining the aid amount to be paid, the amount necessary for maintenance of minimum life and the estimated amount of the applicant's income are not computed according to the legally set form, but in accordance with the investigation card of livelihood aid set informally.

(c) TERADA Ginjiro, #47, 3-chome, Takajomachi.

No notice was sent to him though livelihood aid was already started on him.

(d) SATO Shun, at Jotocho.

The real amount of aid should be ¥1,320 in accordance with the 11th revised table instead of ¥1,135 based on the 9th revised one, as she has a boy to support. Her income of 688 yen every month sent from the boy's parent was estimated in April last year, and so far left unchanged in amount in estimating her income.

(e) KOBAYASHI Hiko

He has four members to support. His minimum life expenses were estimated at 4,106.97 yen and his income at 2,954 yen on 1 April last year. So the balance is 1,152.97 yen. But the current aid has been 500 yen, and left unchanged since then. His income from the sice-job as peddler, estimated more than a year ago, though very uncertain and small, has been left unchanged in estimating his income. This is not adequate.

(f) KONO Shizuko, at Joto-cho.

The amount of minimum life maintenance expenses for her family and the amount of her income were estimated at 3,525 yen and 2,755 yen, respectively, in accordance with the 9th revision of the computation table last year, and were not subjected to re-estimation in observance to the 10th and 11th revisions. Based on the current table, she is to receive 2,065 yen every month, but really she is receiving only 1,295 yen a month. Adequate re-estimation is urgently needed, based upon investigation into the real situation.

(g) Hanamura Teruko, having two dependents, consisting of 1/ and 10 year-old boys, living at Joto-cho.

The amount of minimum life expenses and the income for this family were estimated at 3,725 yen and 2,925 yen, respectively, last November in accordance with the 10th revised table, but how her income was computed out is not clear and convincing. According to her own statement, her income was 1,200 yen a month, but it has been estimated at 2,925 yen. Concrete reasons for the estimation are not given.

(h) OKAMOTO Masu, living at Tomoe-cho.

The date of estimation is April 1, 1949. This is a mistake. Correct is April 1, 1950. The date of application is missing. In view of the complaint system being enforced now, correct entries of dates are needed in filling in an application card.

(i) MIZUNO Kimi, at Joto-cho.

From March, last year, upto this May, ¥580 was granted to her family, but the base of calculation is not clear for the increased sum, ¥1,350 from June.

(j) OGAWA Tokuko (36 aged) at Joto-cho.

¥490 has been granted to this family from March last year, upto May this year, and the 10th and 11th revisions were made. Though the income is deemed to be fixed, if the existing standards be

applied, there will be a deficit of ¥1,035. Thereupon, an immediate survey of the household is to be enforced and an adequate protection is needed.

(k) SUGIMOTO Yoshi, at Otowa-cho.

To this family, ¥310 has been granted from April last year under the former standards. If the calculation be made by the existing standards, there will be an increased sum, ¥880, (though the income is fixed). After the survey of actual status, an adequate protection is to be made.

(l) SUGIYAMA Hide, at Yokouchi-cho.

¥750 under the base of standards calculated has been authorized since April last year, but the income comes from her side-work. In April last year, the income was estimated ¥2,156, but the same continuous estimation is not deemed good. For such an unsettled income as this, much consideration must be taken by constant survey of actual status. As to side-work, the details need to be recorded instead of recording as mere side-work income.

(m) NAKANO Shunichi (Family members: 8) at Kita-ando-cho.

Monthly allowance ¥6,505 has been granted upto May this year, and from June the said sum is reduced to ¥5,500, the details of which are not attached. There are five children in this family, the eldest being 11 years old, and the income depends on the side-work of their mother alone. For such a family as this, special survey of incomes and outgoings must be made not to overlook proper protection.

(n) GOTO Yasu (Aged 79) at Ando-cho.

Monthly allowance ¥810 has been granted since April last year to this old woman who is living alone. If the existing standards be applied, the sum ¥1,190 is to be authorized; and ¥1,200 monthly will be granted by city office when she is protected in a certain old people's home. The same treatment is deemed proper for protection at her own house.

(o) In case some one died in a family granted a livelihood allowance, it is regulated to reduce the sum

granted previously from the following month. When on the phase of protection it is found necessary that the said reduction is not to be made under various circumstances, the details concerned need to be recorded by a mayor in the list-book of protected families.

For example:

KOBAYASHI Yoshi (Family members: 2) at Ando-cho.

Her husband died on Dec. 4, 1948; on the previous day, Dec. 3, 1948, livelihood allowance of ¥1,550 for the month of December was granted for the two in the family. The above sum was granted for the month of January on Dec. 5, 1948. It was regulated that the sum calculated by the day from the date followed by death must be reduced from the allowance for January. But in reality, no reduction was made.

(p) TSURUMI Sato, (mother & 13 year old boy) at Ando-cho.

The said mother, being a consumptive patient and further suffering from uterus cancer, is too feeble to work: and has no income thereby. The boy being growing up and nutrition for the mother being necessary, extra allowance is deemed urgent necessity. Such being the situation, they are protected under former standards. For such a family as this, adequate protection and constant survey are needed. No record regarding livelihood was found in the list-book of families protected.

(7) Application of Medical-treatment:

a. The following notification should be made clear for persons who apply medical protection:- In case medical protection is needed, the cause, the name of diseases and patient should be detailed in the application.

b. As to the decision of partly personal expense for medical treatment fee, the said decision should be made after the confirmation of income or the lowest livelihood allowance, and estimated total sum of medical treatment fee by issuing the first medical examination card.

(8) Allowance for Education:

The existing standards of the allowance for education are said tc be too low to keep up with the times. Seeing the present status of granting education allowances in this city, there are many cases of lower grants than the standards. Judging from the principle of this regulation, a necessary sum should be granted by keeping close and proper connection with schools. In case of grant is lower than standerd, clearly indecate the reason.

Example:

MORI Tetsu and Nobuichi (pupil of the first grade in a primary school), at Kita-Ando-cho.

Granted sum..... ¥634.
Standard sum..... ¥750.

¥116 less than the standards.

(9) On Lying-in Aid:

A revised form needs to be used for the ticket of lying-in aid.

(10) The granting status of livelihood allowance:
Livelihood allowance is always granted by the date fixed by the instruction of prefectural government. (By the 6th day, every month). The allowance for January is usually granted on Dec. 25 of previous year. The actual status is found good. On the part of prefectural government, it was a matter of regret that the sum appropriating for the deficit of this year in this city could not be covered up, though depended on the state grant.

After April 1949

Month	Date to have been granted	Month	Date to have been granted
April	April 8	May	May 2
June	June 3	July	July 4
August	August 5	Sept.	Sept. 2
October	Oct. 3	Nov.	Nov. 2
December	Dec. 1	January	Dec. 25 (previous year)
February	Feb. 2	March	March 6

Account of Livelihood Allowance for 1949:

State Defrayment

Shizuoka City (From April, 1949 to March, 1950)

Disbursed	Allotted 9/10	Granted	Balance
32,623,100.00	26,098,480.00	22,232,695.16	3,865,784.84 (deficit)

Prefectural Government Defrayment

From April, 1949 to March 1950

Disbursed	Allotted 1/10	Granted	Balance
32,623,100.00	3,262,310.00	1,377,977.00	1,884,333,00 (deficit)

On Accounting:

A. There are some points in which the result of the survey for the enforcement status of protection does not coincide with the granting status of allowance (monthly report). Such must not be remained and repeated. Thorough examination must be made each time before a report be submitted, and the efforts not to repeat such a mistake are requested. (See the separate paragraph)

As to various survey results and statistics, their correct and accurate reports are requested as they are very important in the exercise of welfare administration.

B. The estimated grant allotted by the State for Livelihood Protection is received in due order. (See No. 2 separate paragraph)

(11) On Welfare Committee Relations:

A. Arrangement of documents:

The arrangement of documents treating regulations is not in good order, rather in confusion.

Example: The Social Welfare Commissioner Law is not found in the file concerned.

The information treating the reduction of actual strength is found in the file of

minutes on recommended assembly meetings.

The documents of commission or discharge relations are filed in the operative relations.

B. On the relations of recommended assembly meetings:

No minute-book.
No examined records.
Main points should be recorded.

C. Standing Committees' Council:

Any main point is not recorded in the minute-book.
Too many bills as against time.
Full discussion is impossible.
Simple or short ones are to be informed.

D. List-book of Social Welfare Commissioners:

The then things transferred from former district welfare workers remain as ever, and there is no record on the date of commission date of assignment for the re-elected.

E. On Standing Commissioners:

The document regarding the surveys made in March 1950, on the collection and distribution status of staple-food distribution centers, is good, though out-lined.

Thorough understanding is to be requested.

3. General Comment: 10% of population in prefecture is in Shizuoka City. On the whole, they may be considered as model for other committees.

Hamamatsu	4.5	% of P A total population
Numazu	2.1	
Shimizu	2.1	
Shizuoka	2.6	
Average of City	2.9	
Average of Gun	2.7	

He doesn't necessarily think Shizuoka City is neglecting actual needy person but still minute study on % shall be necessary.

AHK/mm

SHA HATSU NO. 683 - dated 26 May 1950

FROM: Social Affairs Bureau Director

TO: Governor of Shizuoka Prefecture

TITLE: On the Questionaire Concerning the Establishment of Mothers' and Children's Consultant

For your inquiry by Ko 352 dated 1 May 1950, we interpret it the following way and please dispose according to the way herein mentioned.

1. In order to expect the proper operation of public assistance program the suitability for the establishment of Mothers and Children Consultant to cooperate with the paid worker and investigate the actual situation of Mothers and Children's families and give various guidance, if the consultant is the city official we think it will be all right to establish. But since the present consultant is assigned among Minsei-iin and t ere is a specialist Minsei-iin system so we don't think it is preferable to give public expense for the Minsei-iin to ask their special guidance as consultant.

2. Judging from the above purport as to the women Minsei-iin, who are assigned to be consultant, we desire you will take the proper disposition as this matter.

GUIDANCE AND INSPECTION

OF

JUVENILE WELFARE WORKS

Child Welfare Section,
Welfare Department,
Shizuoka Pref. Gov't.

Guidance and inspection of Juvenile Welfare Works

GENERAL: The Child Welfare Program was administered by Social Education Section from August 1948 and transferred to Social Affairs Section in May 1949.

1. Juveniles and pregnant women falling under Chied Welfare Law.

(1) No. of the children: (As of Aug. 1, 1949)

Suckling:	7,960,	Against the total number of the children:	9.2%
Infant:	17,582	"	20.3%
Juvenile:	60,701	"	70.3%
Total	86,241,	Against the total population:	36.7%

(2) No. of pregnant women:

8,417	(During 1949)
2,113	(Jan. - Apr. 1950)

No. of households and population in Shizuoka City.
(As of Aug. 1, 1949)

No. of households:	45,730
Population :	234,103

2. Source of referral on case should be made clear, that is, from the Child Welfare Center, Domestic Court, etc.

3. Arrangement of the welfare ledger and other documents concerned:

(1) No. of those registered:

a. Those falling under Clause 1 , Article 19 of the Law: 0

b. " Article 22 of the Law: 0

c. " Article 23 of the Law: 49

d. " Article 24 of the Law: 1,049

(Those excepted from paying full amount of expenses: 261)
(Those who pay some of the expenses: 788)

e. Children affected by unfabourable environment (Ill-treated children):

Action taken:

Officials concerned met their protectors and gave them warning, and appropriate action was taken.

f. No. of physically handicapped children: 267

g. No. of unsound minded children: 25

h. No. of depraved children: 197 (1949)
59 (Jan.-Mar., 1950)

i. No. of delinquent children: 333 (1949)
76 (Jan.-Mar., 1950)

(2) Recording:

The records to be filled in the itemof "progress" are not good.

4. Liaison status with Children's Welfare Station.

(1) No. of children reported to the stations and the results:

a. Children reported: 37

b. Action taken:

Those entered home for dependent: 2
Those entered reformatory ↓ 9
Those entered feeble minded home: 1
Those returned to their homes ↓ 2
Those given guidance and warning: 23

(2) The status of children transferred by child welfare stations to Child Welfare Committeemen.

a. No. of the children:
b. Status of the children.
The committeemen, NAGAHARA Chiyoko, TSUJIMURA Isamu, ITO Fukumatsu, TSUKIJI Yoshi, UCHIYAMA Hirokichi, are taking charge of guidance of those children.

5. Foster Parent.

(1) Foster Parent and Similiar Persons.

(a) Foster Parent: 12
Persons falling under the 1st Clause of Article 30 of the Law: 92 (Nursing 41, employing 51)

(2) Children under the care of Foster Parent.

(a) Children: 6 (more interest is desired liaison with persons concerned)

(b) Status: Growing healthly under the Foster Parent.

6. The arrangement status of regulated books.

(1) The Welfare Original book:

The records to be filled in the item of "progress"History sheet are no good.

(2) The original book of Children's Welfare facilities: Good.

(3) The original book on the issue of maternity passbooks: Good.

(4) The account-book on disposition expenses: Good.

7. Liaison status with other organs concerned:

(1) Children's Welfare worker: 1

(2) Schools: 15 middle schools, 30 primary schools, 2 schools for the blind and dumb.

(3) P.T.A.: 41

(4) Police Station: 2 (N.R.P. 1 A.P. 1)

(5) Shizuoka Protection and Inspection Center: 1

(6) Domestic Relations Court: 1

(7) Shizuoka Labor Standards Board: 1

(8) Youngmen's association: 21

(9) Women's association: 4

Joint councils with the above organs are constantly held, and protection as well as the bringing-up of children is being boosted by keeping close connection with the above.

8. Status of Juvenile Cultural Activities.

(1) Children's Party: 137

(2) Mothers' club: None.

(3) Children Guidance Squad: None.

(4) Moving picture, play and drama for children.

a. Moving pictures were screened once at each child welfare institution.

b. Moving pictures were screened for 6 times for children's association.

c. Pa per picture shows were made for 2 times for primary school children of farming villages.

d. Summer Cultural Lecture Meeting was held.

(5) Season nursely.

1949 13 places (spring)
(Asabata 4 places 7 days)
(Ando 9 " -15 "

1948 1 place

(6) Children's recreation ground.

There is no recreation ground reported as a child welfare facility. But adjusting the green areas made on the occasionof carrying out of city pla nning, the authorities are expecting to make 5 child welfare facilities.

(7) Children's Library. 118 books

When cities apply the borrowing and keeping of books, sercuit lending will be permitted.

9. Child Welfare Council.

Not yet established. (Desired to be established)
long-period absent

10. Budget.

(1) Total amount of expenditure for 1949 fiscal year:
¥641,279,280

Amount of expenditure for Child Welfare Works:

¥7,194,220 (0.11%)

(2) Total amount of expenditure for 1948 fiscal year:
¥689,593,843

Amount of expenditure for Child Welfare Works:
¥12,811,661 (0.18%)

Expense:

(1) Expense, relating to Art 23 and 24 of the Law.

Classification	Amount for 1949 fiscal Year.	Amount received, relating to Art 56 of the Law	Basic grant	Remarks
Mothers' Home.	¥71,189.86	-	¥71,189.86	Mothers' Home: 2
Day Nursery.	3,524,507.36	1,974,643.91	1,549,863.45	Day nursery: 13
Total	3,595,697.22	1,974,643.91	1,621.053.31	

Remarks: The expense for facilities as the settled account is ususally paid in the middle of each month.

(2) Receipt of allotment of prefectural expenditure for the 1949 fiscalyear.

Classification	Allotment of National Treasury: Amount	Allotment of National Treasury: Date received	Allotment of pref. expenditure: Amount	Allotment of pref. expenditure: Date received	Remarks
1st quarter	¥363,046	Aug.11, 1949	¥45,380	July 9, 1949	¥167,782 allotment of national treasury was returned.
2nd quarter	590,448	Oct.24 1949	73,805	Oct.15, 1949	¥116,210 allotment of prefectural expenditure was returned.
3rd quarter	589,303	Mar. 20, 1949	73,665	Dec.22 1949.	
4th quarter	-		73,665	Mar. 6. 1950	
Total	1,542,797		266,515		

12. Result of audit.

General condition is good. But by making further devices and greater efforts on the following matters, the authorities concerned of the local autonomy body, must make child welfare works improve.

(1) The habitual arrangement of the basic data is necessary for the child welfare works. On this matter, it is necessary to have constant connection with the other agencies concerned.

(2) The child welfare council as the organ operating all the survey concerned should be established with the aims to improve the child welfare works.

(3) Much more connection must be kept with the child welfare supervisors andthe child welfare centers. The lack of the synthetic policy cooperating with municipal education agencies and police is seen.

(4) The welfare register-book and the record of childrens in need of protection are no good. They must be filed in good order.

(5) Specified chief official must be designated in view of the utmost importance of the child welfare works.

13. Name of inspectors.

Chief of Child Welfare Section,

MATSUNAGA Kazuo

Secretary (Shuji),

MIYAGISHIMA Inokichi

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/mm/rn

23 May 1950

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Continuation of the Administrative Review of Shizuoka City's Public Welfare Office - 22-23 May 1950

1. The undersigned Welfare Officer, Annabelle H. Kent, Mary E. Foster, DAC, Noboru Koyama (JN) and Teruyo Nakayama (JN) read welfare records and interviewed the following Shizuoka City welfare officials in order to complete the inspection part of this administrative review. (See inclosure 1 for cases translated) A joint prefectural and KaCAR conference on the combined findings and recommendations is to be held with the city officials on 13 June.

2. Findings revealed on 22 May (1115 - 1315) during interviews by the undersigned Welfare Officer Annabelle H. Kent with Mr. Nagashima, Mr. Nagahashi, Mr. Unno, Mr. Kikuchi, Mr. Takeda, Mr. Tsukamoto and Mr. Kainuma, all from the City Social Section:

a. Private agencies and association:

(1) The personnel of the City Social Section, Mr. Nagahashi and Mr. Fukai, General Affairs Subdivision, handle all the business operations and accounts of the Social Work Supporting Association. Although this is a private agency, it is referred to as quasi-public because the mayor is its chief.

(a) The relief work with which this association is concerned includes granting temporary financial aid and transportation expenses to needy persons or families, and loans to DLSL recipients. During March 1950 four cases were granted temporary aid, a total of 3,000 yen; 43 cases were given transportation expenses, a total of 1,695 yen, and 22,660 yen was loaned to 26 cases.

(b) The records on the four cases given temporary aid in March revealed the following:

1. Mr. Sadako Sugiwara (age 38) and two children, daughter (age 13) and son (age 6), recipients of livelihood aid under DLSL requested on 13 March 1950 supplementary aid for the purchase of items necessary to prepare for the son's entrance to school this term. The application form bore the seal of the Minsei-iin and Mr. Nagahashi, chief of General Affairs Subdivision and was addressed to the chief of the Social Work Supporting Association.

2. Mrs. S. Sugishima (age 39) and three children (ages 2 - 14 years) with an income of 2,860 yen (1,840 yen from livelihood aid under DLSL) requested supplementary help for the six years old child in order to prepare him for entrance to school this year. 500 yen was granted on 16 March 1950.

2. Mrs. Shizu Fujinaga applied for temporary aid on 20 March 1950 (family of three including two grown children) because only income was 400 yen per undemobilized allowance per month being received by her daughter, whose husband has not yet been repatriated and because Mrs. F and her son's employment at a clog manufacturing company was interrupted due to the temprary closure of the factory. The family needed 3,200 yen per month for food. They were not able to purchase their rationed food. The Minsei-iin approved a temporary grant as "family had no income." 500 yen was granted on 22 March 1950.

4. The Minsei-iin on another case approved the issue of a 500 yen temporary grant to the Ishigami family in order for them to purchase school needs for a six-years-old nephew. Two children, brothers, Atsuo Kikuto (age 8) and Yoshi Taiko, age 6, whose mother is dead and whose father is in a mental hospital are living with Mr. Ishigami, a maternal uncle. The Ishigami family is poor. 500 yen was granted on 27 March 50.

(c) The police or Minsei-iin refer cases for temporary relief. If such persons go to the Minsei Jimusho first they are then referred to the city welfare office, where the application form is filled out. The city secures the seal of the Minsei-iin on these forms when any of Minsei-iin drops into the office. The seal of the Minsei-iin on these applications may or may not be the Minsei-iin of the applicant's district.

(d) The city officials admit using these funds for families prior to having them apply for DLSL aid in order to determine whether they are really in need. Yet they claim they are not keeping such persons from applying for aid under DLSL.

(e) In case a recipient loses his grant he is given temporary aid from this fund rather than from DLSL.

(2) During 1949-50 the Social Work Supporting Association budget estimated the following as in come:

(a)	Membership fees -	49,500 yen
(b)	Assisting fund from city -	108,000 "
(e)	Income from enterprise rent for house -	74,320

(d)	Income from sale of coffins, etc.	178,470 yen
(e)	Donations -	4,000 "
(f)	Allocation from Community Chest -	14,950 "
(g)	Carried forward from 1948-9 -	21,248 "
(h)	Miscellaneous income -	24,657 "
(i)	Subsidy from city treasury -	108,000 "
(j)	TOTAL INCOME	475,190 "

(3) During 1950-51, the city again approved a 108,000 yen subsidy for the association. However, during this year an income of 654,590 yen is expected because of an anticipated increase from the operation of their ceremoney business.

(4) The actual income and expenditures for 1949-50 will not be determined until end of June when settlement of accounts are made.

(5) The types of cases aided with transportation expenses are those in which persons are traveling through the city and have lost their money or had it stolen by a pickpocket. The amount given for such covers the costs between the cities provides for each city to aid such person until they reach their destination. Transportation aid expense is not expected to be repaid.

(6) On the loan cases, all of whom are recipients, no losses are incurred because the recipients after receiving their monthly grant from the Accounts Section come to the Social Section to repay the loan. The Minsei-iin who approves the loan acts as a surety on each such case. The maximum loan ever made was 2,000 yen. The loans are generally made so that recipients can purchase their rations.

(7) This association also rents one building which accommodate up to ten persons, as a temporary lodging house for repatriates.

b. Dobo Engo Kai - The city reports that there has been no branch office of Dobo Engo Kai in the city since the end of the war. The prefectural office of Dobo Engo Kai operates a Boshi Ryo, day nursery and workshop in the city.

c. Two private institutions, Shinsei-In (home for vagrants) and Shizuoka Old People's Home are receiving subsidies from the city. Shinsei-In received 3,000 yen during 1949-50 and will receive the same 1950-51 while the other is receiving 5,000 yen this year. These are direct subsidies that are not related to administrative costs or cost of care and may be used by the institutions in any way they see fit.

d. Mr. Nagahashi's (chief of General Affairs Division) responsibilities:

(1) Matters concerning Minsei-iin.

(2) Consumers' coops.

(3) Demobilization matters.

(4) Occupational loans.

(5) Liaison with Minsei-iin Federation and standing Minsei-iin.

(6) Budgetary matters for whole sections.

(7) Matters on travel and overtime for staff (regular payroll handled by Personnel Section).

(8) Indirectly responsible for institutional management as he gives help to Protection Division staff members who handle institutional matters.

(9) Supervision of two public pawnshops.

(10) Welfare of the disabled.

(11) Disaster relief.

(12) Although the office chart of organization listed him in charge of the Children's Division, he is not. Mr. Toyama in the Children's Division is in charge.

e. Mr. Kikuchi of the Protection Division acts as an assistant to Mr. Takada of this division on matters concerning city lodging house and the Wayfarers Law. If Mr. Takada is out or busy he will handle police referrals omsick or dead wayfarers. The lodging house matters concern their reports which are forwarded to the prefecture.

f. Mr. Takada's duties:

(1) Handles wayfarers' cases.

(2) Handles vagrants.

(3) Handles business concerning the relief center (Kyugojo).

(4) When there is a wayfarer, the police telephones him. He then goes out to witness and examine the body. In case of death and when there is no one to claim the body he and the police take the body to the crematory and bury the ashes in a public cemetery. Prior to this the police takes a picture of the body and holds some of the deceased's belongings. If a relative later claims the body he is shown the photo-

graph and belongings for identification. If identified the ashes are exhurned and turned over to the relatives.

(5) In case of an ill wayfarer, he arranges for their hospital admission.

(6) All expenses on wayfarers' cases both for funerals and medical cares are paid out of DLSL funds. This is in accordance with a verbal agreement (in 1948) with the prefecture. The city used to have to pay all of the costs on these cases as the prefecture never appropriated funds for this purpose. Since 1948 when all of these were charged to DLSL, the city puts up no funds as 20% come from prefecture and 80% from nation (these are considered same the as non-resident cases).

(7) Statistics on wayfarers' aid - 1949-50:

(a) 14 cases of death cost - 17,980 yen

(b) 67 cases of hospitalization - 57,693 yen

(8) Vagrant cases are handled much the same as wayfarers' cases as police refer them and then he goes out to take care of their admission to institutions.

(9) He checks the records of the Relief Center (vagrants home) in order to determine administrative cost and costs of care on vagrants placed there.

g. Mr. Tsukamoto of the Protection Division is concerned mainly with statistics under DLSL and other statistics of Protection Division.

(1) Handles all reports on payment of expense to institutions on cases admitted there by city office. He visits these institutions once in two or three months. The prefecture secures direct reports from the institutions on their total number of inmates each month.

(2) Occasionally he investigates cases for livelihood aid; says does about three a year.

(3) Compiles DLSL statistics on basis of cases handled by Mr. Suenaga, Mr. Kainuma, Mr. Takada and Mr. Kikuchi.

h. Mr. Okazaki, who was recently transferred to Mr. Fukai's position, is in charge of medical aid under DLSL.

i. Mr. Kainuma handles all matters on maternity and funeral aid, artificial nutrition, and adjustment of records. He investigates about three or four DLSL cases a month.

3. Findings revealed during 22 - 23 May during interviews completed by Miss Foster (DAC) and Miss Nakayama (JN):

a. Interview with Mr. Nagahashi, Chief of General Affairs and Child Welfare Divisions on his duties and responsibilities in child welfare:

(1) Oversees all work done in section by other employees.

(2) Attends meetings in city and prefecture on child welfare.

(3) Instructs subordinates on changes, new programs or subsidies.

(4) Sees to proper dissemination of child welfare thought among citizens of city by means of guidance by posters, pamphlets, meetings, slide pictures, meetings with Jido-iin, etc.

(5) In general oversees proper operation of nurseries and mothers' homes in city and works with prefectural officials on establishment of new nurseries and homes.

(6) Also has supervisor over private institutions within requirements of the law.

(7) Sees all correspondence, papers, and applications in reference to entry into institutions and establishment of same - reports on grants and amounts paid out.

(8) Mr. Nagashima submitted a copy of the report on children not attending school and reported that educational affairs is taking over the correction of most of these, however, in cases where they play a part in getting the child into school, it is done through Jido-iin and Minsei-iin, as outlined in some of the interviews that follow:

b. Interview with Mr. Shinjiro Koyama, staff member of Child Welfare Division:

(1) Mr. Koyama is in charge of the establishment of mothers' and children's homes, day nurseries and dissemination of child welfare information among people. There are two mothers' homes, one private, Midori-Ryo, and one operated by the city, Shizuoka-Shi, mothers' home. A total of 49 children are being cared for with 24 of 49 being cared for by the city home. Under the Child Welfare Law, each child is entitled to a grant if he comes under child welfare supervision. The cost per person for accommodations per month is approximately ¥441.90 For miscellaneous items such as sanitary supplies, i.e., tooth powder, school expenses, cooking equipment, etc., varies. The present nurse in the city home is paid ¥5,000 per month.

(2) Of the 13 day nurseries in the city, five are operated by the city and the remaining eight a re privately operated. There are, on the average of, 570 children being cared for each month in nurseries. The grant given to each of these nurseries is handled in the same way as for mothers' home. In order for a parent to enter a child in one of these nurseries or mothers' homes, she must first go to the institution and find out whether accommodations are available. Second she must go to the Minsei-iin with application and Minsei-iin investigates case and checks application and brings to Mr. Koyama. He goes out and investigates and after approval the application goes to the mayor, who makes the final decision. The same procedure is followed for either city or privately controlled institutions.

(3) A grant is never made until the nurse has submitted a request. City workers make purchases after approval of grant, i.e., Shintomi-cho (largest day nursery in Shizuoka) was granted ¥50,519.55 for the month of February. Number of children accommodated in each of the five nurseries for the month of February is as follows:

Nursery	No. of children being taken care of in nursery	Capacity of nursery	Grant
1. Shintomicho	170	150	¥50,519.55
2. Yawata	110	100	¥30,592.80
3. Tomoe-cho	120	100	¥35,360.00
4. Naganuma	60	70	¥18,428.35
5. Agetsuchi	70	60	¥19,262.10

Before these grants are approved the child welfare workers make investigations. Mr. Koyama does the greater part of this individually, but occasionally is assisted by other members. If parents can afford to pay full cost of nursery care, the charge is ¥300 per month, plus ¥4 per day for food. If only part can be paid, say ¥200 per month, the balance left is paid by city that is:

(a) 80% by national subsidy grant.

(b) 10% by prefectural expense.

(c) 10% by city expense.

24% of the children in nurseries are receiving free core:

(4) In addition, Mr. Koyama:

(a) Considers qualifications of nurse to be employed.

(b) Considers number of nurses needed per nursery.

(c) Proper living conditions for children.

(d) Dispensary needs (medical).

(f) Dining room facilities.

Usually these matters are attended to by investigations after request is received and then reports are made for approval or disapproval whichever the case may be. The chief of the section Mr. Nagashima frequently accompanies Mr. Koyama on these investigations.

(5) Plans recreation program for children's week. Libraries for children have been set up. There are three boxes, and each has 40 books. These books are in the Social Section in the City Office Welfare Department. When children want to borrow them they must come to the city office.

(6) Records kept:

(a) File on Child Welfare Law and Regulations:

1. Accommodation standards.

2. Entrance requirements.

(b) Enterprises being carried out in city (not requirements by law but programs for city):

1. Libraries.

2. Cultural gatherings.

3. Medical aid, etc.

(7) File on juvenile program:

(a) Protection against juvenile delinquency.

(b) Education in nurseries and homes to prevent delinquency. (Mr. Koyama is occa sionally asked by police to check on certain children. This is done through Minsei-iin.)

(8) Files on approved institutions:

(a) Changes of names.

(b) Changes of employees (nurses)

(c) Addresses

(d) Changes in locations of nurseries.

(9) File of petitions for new institutions:

(a) Petition is made first to the city after Mr. Koyama receives it. He must make an investigation approval of place, find out if people are qualified for operating such an institution.

(b) A meeting is then held with the mayor and 40 members of the city council.

(c) He then goes to prefecture where the final decision is made.

(10) File on blue prints, budget and construction regulations for establishment of new day nurseries and mothers' homes.

(11) It was apparent that Mr. Koyama actually runs this division and that Mr. Nagashima has only limited knowledge of its operation.

c. Interview with Mr. Sano member of child welfare staff: Under Article 25 of Child Welfare Law, which has to do with orphans and vagrants:

(1) At the request of or report of such from police or Minsei-iin or Jido-iin:

(a) Children are turned over to the Child Welfare Center. In case of vagrants the police also turns in a statement of conditions.

(b) The child is then questioned by the child welfare center, to compare notes.

(c) Parents, if any, are notified. The child welfare Division has nothing more to do with the case after it has been turned over to the parents and consultation and suggestions have been made.

(d) In case of orphans they are placed in homes of relatives or institutions.

(2) Under article 30 of the Child Welfare Law, reports are received concerning children who are servants in homes or live in homes other than parents' home. If a child lives in another's home for a period of two months or more it must be reported through the prefectural chief. Investigations are made at city level through Jido-iin as to what the child is doing in relatives' home or just foster home (not legal supporter's home), i.e., working or attending school.

(a) This also involves the protection of buying and selling of children to pay debts. Jido-iin makes these investigations.

(3) In addition handles applications from parents, who wish to place a child in an institution - feeble-minded, or corrective institution. This must be investigated thoroughly.

(a) Mr. Sano goes with Minsei-iin or Jido-iin to carry out investigations and determine eligibility as to amount of money individual can afford to give toward payment of expenses for institutional care.

(b) After the investigation he and the Minsei Jimusho set up the approval papers.

(c) The Child Welfare Center then gets the a pplication.

(d) The final approval is made by a member of the Child Welfare Center. The Center also makes the decision as to what kind of an instituion the child shall placed in. (There does not seem to be a physician or capable individual in this setup to determine feeble-mindedness, etc. It just seems to be done on basis of reports and their investigations.) As for reformatory cases, police records, etc., are available to consult.

(4) Desk Work:

(a) Mr. Sano is taking charge of collecting money for disposition expenses in mothers' and children's homes. The prefecture gives the city their subsidy grant quarterly after the city has made application for the subsidy. The nurses of the homes must make application to the city for subsidy grants. It varies from month to month. Mr. Sano with Mr. Koyama makes investigations as to actual need after receiving the request application. The procedure mentioned above is then followed to receive subsidy grants.

(b) In connection with truants - teachers notify dity office when children are absent from school over long periods of time. Mr. Sano with Mr. Koyama hold a meeting with the Jido-iin. The Jido-iin report the absenteeism to the parents or find out from the parents, the reason for not attending school. A report is made to city office and the case is closed. In this connection meetings are held about five times a month, including Jido-iin. The number of meetings held depends upon the need.

(c) Mr. Sano seemed very much confused about what he was responsible for. Mr. Koyama stayed right with him during the interview and made many corrections in what he said. Mr. Koyama evidently supervises all his work very closely.

d. Interview with Mr. Tanaka, member of child welfare staff - Duties and Responsibilities:

(1) After Mr. Koyama and Mr. Sano have gotten approvals for buying of needs for nurseries Mr. Tanaka does the buying and supervises the buying of the material needs. He is accompa nied by the nurse of the nursery: Requests for grants needed in nurseries are sent to him. After his investigation his seal is placed on the application. It then goes to Mr. Koyama, Mr. Nagahashi, the mayor and then to the prefecture for seals of approval.

(2) From these Mr. Ta naka is in charge of setting up the budget for the nurseries. He must keep within this budget. A report is made after each purchasing tour and records are kept and reports of expenditures from grants, sent to same individuals as named above.

(3) A meeting is held monthly (to discuss management of school meals). Approximately ten members are present. Among those attending are Jido-iin, representing parents of children, chief of the Social Section, chief of the Child Welfare Section and Mr. Koyama (again) Topics of discussion may include:

(a) Management.

(b) Issuing and distribution of UNICEF foods.

(c) Cost.

(d) Relief or aid in payment for meals.

(4) The grant from the city for the year 1950 for operation of nurseries is ¥7,225,864. Out of this amount the cost for establishing (a plan) three additional city nurseries is to be taken.

(5) Mr. Tanaka seems enthusiastic, capable and knows what he does and where the papers go and why. Again - seems to be under close supervision of Mr. Koyama.

e. Interview with Mr. Ryuzaki, member of Child Welfare Division:

(1) Mr. Ryuzaki is a new employee since the latter part of March this year. He is in a trainee status to date.

(2) 80% of his time is utilized buying supplies for the Boshiryo (mothers' and children's homes). Items purchased:

(a) Furniture.

(b) Medicine (santonin, penicillin, etc.)

(c) Toys.

The same procedure is used here in buying supplies as mentioned in Mr. Tanaka's position. The request is submitted and approved or given seals of all officials before he ma kes purchases. One in charge of mothers' and children's home goes along when buying is done. Mr. Koyama has been going with him also. Report on the purchases is made in same wa y as told before.

(3) He is assiting Mr. Koyama with monthly reports on number of children in institutions. Much of this data is received mostly from Jido-iin and mothers' of homes and records on hand. After reports are made, they are circulated to chief of Welfare, chief of Social Affairs, mayor, prefectural and national offices. This is done by mimeographing the copies, which he does.

(4) Also assists in setting up programs for child welfare programs. These are also mimeographed and go to Jido-iin, police and domestic Courts.

(5) Mr. Ryuzaki is a young man. Mr. Koyama was afraid for us to interview him because he is so new in the job, however, Mr. Ryuzaki knew what he was doing and what he was assisting with, where his work began and stopped. Did much better than Mr. Sano, Mr. Koyama thinks Mr. Ryuzaki is going to be a very capable employee.

f. Interview with Mr. Yamazaki, member of Child Welfare Division:

(1) Mr. Yamazaki's desk work involves: Notifying general affairs in case of changes in salaries of nurses of janitors in mothers' homes and nurseries. Once a month attendance reports are called in to her and forwarded to the Personnel Office. The janitors and nurses are paid a flat salary. No deduction of salary is made in case of absence. The records of absence are kept by personnel of the city office just for future reference, recommendation or replacing personnel not efficient or attending to duties.

(2) Requests for increases in salaries of both nurses and janitors come to her. She forwards to Mr. Koyama, he to the chief,

Mr. Nagahashi then to General Affairs. If General Affairs approves they notify Mr. Yamazaki, General Affairs notifies Accounting Section and Accounting Section turns funds for increased payment over to her. Nurses and janitors come to her for payment of salary. She puts money in pay envelopes and receives their stamp or seal for payment. She keeps a monthly record of this.

(3) Mr. Yamazaki also notifies the nurses on what day Mr. Koyama and Mr. Tanaka will make purchases for nurseries, and what day Mr. Ryusaki will make purchases of supplies, furniture, medical supplies, etc.

(4) During the spring andautumn months extra nurseries are set up for children of farmers who will be busy in the fields and need nurseries for their children. When these are set up and approved by the prefecture, she notifies Farm Association that an okay has been received on setting up the nursery, whether their selection of a nurse and janitor is satisfactory and whether the location, etc., is within the requirements of the law. The prefectural grant for this is only seasonal and averages only 1,500 yen grant per nursery for season because parents are usually able to pay full amount of lodging, food, etc. The city <u>does not</u> give a grant to this seasonal operation. In the spring of 1949 there were 13 such nurseries established for the season. In the autumn there were not any established. It takes about two weeks for approval from the date the application is received. It comes to Mr. Yamazaki from the Farm Association goes to Mr. Koyama, Mr. Nagahashi, the mayor, then to the prefecture and on back down the line.

(5) A meeting is supposed to be held each month with the nurses, Jido-iin and PTA members for guidance lectures and investigation of institutions. However, last year only three were held and this fiscial year not any have been initiated so far. When Mr. Yamazaki and Mr. Koyama go to these meetings, Mr. Koyama gives a lecture to the nurses, PTA, and Jido-iin on proper guidance. Mr. Yamazaki gives a lecture on sanitation, culture, etc. This is all done after a town inspection by the nurseries of other nurseries. After the lectures a discussion is held on their findings of this meeting. It is submitted to Mr. Nagahashi, mayor, district and prefectural authorities for information and suggestion. If any additional funds are needed and requested at time of report - this is taken care of at the same time.

g. <u>Occupation Section</u>:

(1) Katsumi Kato is no longer chief. He has been transferred to Agricultural and Mining Industry Section and replaced by Shoji Uchida, present chief.

(2) Keitaro Uchino has been transferred to Secretary Section of the City Office. This position has not been filled and they do not contemplate hiring another individual to take his place because their only workshop has closed and they see no prospect of its reopening soon because the supply of getas (business of shop) is already greater than the demand. Mr. Keitaro Uchino was in full charge of the workshop.

(3) Katsuji Okano has been transferred to the Construction Section and is replaced by Hikaoo Suzuki.

(4) Mr. Kuwabara and Miss Ota are the only two present who were in the original organizational setup as we have it outlines.

h. Interview with Shoji Uchida, chief of Occupation Section:

(1) In charge of countermeasures for unemployment and supervision and guidence.

(2) On 31 March 1950 their only workshop was closed out of necessity, so now they are concentrating on a plan or plans to beat unemployment. The number of day laborers registered as unemployed at the PESO is 704 and an additional 8,800 are unemployed. The latter had been employed in laquering, wood-work, making of geta, etc. Shoji Uchida does not know how many, if any, are receiving DLSL. He said PESO might have this information.

(3) At present the unemployment situation is becoming more critical each day, and as a result the communists, he says, has stepped in and is making a tremendous drive for demonstrations at the PESO and the city office. The city is holding on the average of five meetings a month to find ways in which they can employ people. He says he, personally, has with the assistance of several members of his section and the PESO made investigations into private business urging them to take employees if they possibly can, but their efforts have been fruitless there are no jobs and more and more are losing jobs day by day and joining these periodic demonstration groups, instigated by the Communists,

(4) Usually meetings are held only when needed, but lately the need has been so great that their efforts are all concentrated on plans to rid themselves of unemployment.

(5) Through conferences and meetings with prefectural and national officials they have been authorized to employ 243 laborers for public enterprise, i.e., parks, roads, electrical work, street cleaners, janitors, etc. One hundred and thirty of these jobs were authorized by the National Treasury, and the remaining 113 by Public Municipal Enterprize. The 130 were employed 4 April 1950 and the 113, 2 May 1950.

(6) The other three employees are engaged in keeping records and paying laborers. The daily wage for a male worker is ¥190 minus ¥3 for insurance; daily wage for female worker is ¥150 per day minus ¥2 for insurance. These wages are paid under national and municipal funds. Present outlook for further national, prefectural or city subsidy is black.

i. Interview with Mr. Kuwabara, member of Occupation Division:

(1) Each laborer carries or possesses a "handbook" for payment of wages and record of days worked. Each day the laborer gives his book to an official of the place where he is working. It is brought to the city office. Then Mr. Kuwabara places a stamp in the block provided for that day. During the rest of the day he prepares the pay, places in envelopes and makes certificates for laborers to sign. When they pick up their pay at the end of the day.

(2) On the record for payment each laborer must put his seal as receipt of payment.

(3) Also keeps record on total payments made according to type of work.

(4) Keeps files on regulations and documents from the Labor Ministry up to date. These he must keep abreast as they tell them what they can or cannot do in regard to countermeasures for unemployment.

j. Interview with Mr. Suzuki, member of Occupation Division:

(1) Primarily engaged in paying the laborers, Placing the correct type of stamp in his handbook. For a new laborer, the PESO gives the laborer a referral slip and handbook. Laborer goes to working place. An official there takes it to the city office and PESO to check. Mr. Suzuki then enters name of new laborer and prepares the pay for him for that day. Mr. Suzuki assists Mr. Kuwabara in all his work as mentioned before.

(2) There are two kinds of stamps used in the "handbook for laborers":

(a) Red - means he will earn ¥160 or more for the day.

(b) Blue - means he earns under ¥160 for the day.

(3) If a man does not appear for work when he is employed he looses his job and the PESO sends out another laborer with "handbook for laborer" and a referral slip and procedure mentioned above is followed. The laborer who has lost his job because of one day's absence may apply for insurance:

(a) If he has 32 red stamps he receives ¥140 per day.

(b) If he has 32 blue stamps he receives ¥90 per day.

(4) From 32 to 35 stamps - receives 13 days insurance.

" 36 to 39 " - " 14 " "

" 40 to 43 " - " 15 " "

" 44 to 47 " - " 16 " "

Over 48 " - " 17 " "

(See attached handbook, inclosure 2)

(5) The maximum number of days insurance the laborer can collect is 17.

k. Interview with Miss Ota, member of Occupation Section:

(1) Mimeographs charts for records and spends 70% of her time at this.

(2) Acts as receptionist for section, serves tea and when she has time will assist placing money in envelopes for laborers.

4. Violations Revealed During Administrative Review of the Shizuoka City Welfare Office

a. The appointment by the mayor of assistant Minsei-iin of which there are 200 in Shizuoka City is deemed a violation of Article 15 of the Minsei-iin Law (Law No. 198 - effective 29 July 1948) as the appointment of these additional persons makes it virtually impossible to maintain confidentiality of information on applicants for DLSL aid or for clients receiving DLSL aid. Furthermore the Minsei-iin Law Article 5 stipulates that Minsei-iin are to be appointed by the Welfare Minister and the assistant Minsei-iin in Shizuoka City are appointed by the mayor.

b. Violation of Sha Otsu Hatsu 39 - dated 27 February 1948: Public officials during Community Chest drive are responsible for clerical work and accounting of funds of Community Chest.

c. Violation of Ministry of Welfare Ordinance No. 17, dated 25 April 1949: Kosei Sho Rei No. 17 (a part of enforcement regulations of DLSL) Article 8 (2) stipulates that decisions on applications for DLSL must be taken within 14 days and only extended to 30 days under special circumstances. In Shizuoka City applications are only taken on cases which are apparently eligible; therefore it is impossible to determine the exact time a person makes a request for aid.

d. Violation of Article 212 of the Local Autonomy Law and Article 89 of the Constitution: In Shizuoka City, over 100,000 yen in subsidies from the city treasury has been given per year to the Social Work Supporting Association, a private agency. In addition subsidies of 3,000 and 5,000 yen are being given to two private institutions.

e. Violation of Hatsu Sha No. 106, dated 16 September 1946, Enforcement of DLSL No. 4 Item 5, stipulates that cases coming under existing legislation such as the Wayfarers' Law are eligible for care under these laws.

(1) In Shizuoka City all costs on wayfarers' cases (funeral and medical expenses) are paid under the DLSL. The prefecture is obviously the one who violated this requirement as they have informed the city to place these cases under the DLSL thereby the prefecture secured 80% of the cost from the nation. Under the Wayfarers' Law, the prefecture must pay 100% of the cost.

f. Shizuoka's procedure of having medical bills reviewed by the physicians' Association appears contrary to the intent of Sha Otsu Hatsu No. 92 - dated 1 April 1949 - on handling of medical aid under DLSL, Item No. 5 (4) indicates that a special organ such as NHI Medical Inspection Committee should be used for this purpose. Furthermore the inspection of medical bills from a sound administrative standpoint should not be delegated to the Physicians' Association, whose primary interest is in regard to their own members.

ANNABELLE H. KENT

1 Incl
Cases A & B

NK/mm

Shizuoka City - 22 May 1950

(1) OCCUPATIONAL AID

Face Sheet

Mie Koizumi — 84, Wakamatsu-cho, Shizuoka City
Medical aid, TB - died 11 May 1948 (reported on 14May)

Masashige, husband	37 - homework
Mitsuko, 1st daughter	11 - primary school
Kazumori, 1st son	9

Application for L.A. - 10 December 1947
Income: 415 yen - home work
Expenses:

Food	662
Clothing	50
Fuel & light	100
Culture	50
Other	144
TOTAL	1,006

Funeral expense: ¥750 - 14 May 1948.

- -

(2) Application for DLSL 29 September 1949

Applicant: Mie Koizumi
Address: 84, Wakamatsu-cho, Shizuoka City

TO: Mayor of Shizuoka City

1. Name of person who shall get aid: Shown separately.
2. Address: 84, Wakamatsu-cho, Shizuoka City.
3. Date of residing in Shizuoka: Since 30 August 1938.
4. Type of aid: Occupational aid.

Reasons for application: After my husband died of TB, we have been getting L.A. under DLSL. I want to start business which is indicated in the attached planning sheet, but I have no fund to start. So I should like to apply for Occupational Aid attaching my estimate on business.

Mie Koizumi - Healthy
Mitsuko, 1st daughter
Kazumori, 1st son

Opinion of Minsei-iin: Expected moothly income by the business is ¥4,000 and I think the plan is adequate.

Asset and Debt: None. Taxation: None.
Legal supporter: None. Type of aid: Occupational Aid

I submit my opinion as the above. 29 September 1949
Minsei-iin: Koichi Ishigaki (seal)
93, Wakamatsu-cho, Shizuoka City

Incl 1'A

(3) **Minimum Need Budget**

	Standard	Statement	Approved by MI
Food	2,755	2,755	2,755
Clothing	89	89	89
Sanitation	166	166	166
Housing	120	120	120
Fuel & light	245	245	245
Miscellaneous	40	40	40
School expense	166	166	166
School meal	60	60	60
TOTAL	3,641	3,641	3,641

Income Sheet

Income by working (homework - making envelop) - ¥2,705

29 September 1949
Signed by Mie with seal.
Approved by Minsei-iin and
Minsei-iin Council.

- -

(4) **Planning Sheet**

* Type of business: Manufacturing of roast potato
* Place of business: 84, Wakamatsu-cho, Shizuoka City
* Equipment: Kettle, oven, chimney.
* Expense: ¥3,576

Estimated income:

Amount manufactured a day	- 12 Kan
Amount manufactured a month	- 360 Kan
Gross monthly income	- ¥7,200
Necessary expense (firewood, etc.)	- ¥3,200
Net Income:	- ¥4,000

I planned the above.

Mie Koizumi (seal)

Estimate of Expense for Equipment:

Kettle	¥650
Kettle-cover	¥800
Chimney	¥480

Soil	¥200
Plaster	¥190
Ash	¥20
Chimney cover	¥400
?	¥150
Wage	¥750
TOTAL	¥3,570

20 September 1949

Chojiro Watanabe (seal)
20, Wakamatsu-cho, Shizuoka City

- - - -

NK/mm

(1) Face Sheet

Kiyo Ikegaya - 23
Present address: c/o Shizuoka Relief Center
Permanent domicile: 137 Minami-Abe-machi, Shizuoka City

Applied for L.A. - 7 June 1949.
Grant: ¥850. L.A. indoor.

Income - none
Expense:

Food	675
Housing	13
Clothing	18
Fuel & light	81
Medicine	28
Other	35
Total	850.

Referred from Child Welfare Center as vagrants. Placed in Relief Center as the first aid. Negotiating Tadao Haibara, her common-law husband, to take care of her. She is in seven months' pregnancy.

I. O. U. ¥10,000 for Shoichi Unno.

I submit my opinion as the above.

7 June 1949.

Minsei-iin: Yumi Mita (seal)
22, 2 Tamachi, Shizuoka City

- -

(2) Referral Sheet 5 June 1949

Present address: Uncertain
Permanent domicile: 137 Minami-abe-machi, Shizuoka City
Name: Kiyo Ikegaya - age 23
Guardian: Chutaro Haibara, 67, 3 Tamachi, Shizuoka City

Consultation: Protection.

In seven months' pregnancy.
4 April issued Mothers & Children Handbook.

Disposition: Informed Minsei-iin, Social Affairs Section

- -

(3) Minimum Need Budget

	Standard	Statement	Approved by M.I.
Food	674.76	850.00	674.76
Clothing	18.17	50.00	18.17
Sanitation	27.95	50.00	27.95
Housing	13.00	20.00	13.00

Incl 1'B

Fuel & light	80.94	200.00	80.94
Miscellaneous	35.18	200.00	35.18
TOTAL	850.00	1,370.00	850.00

- -

(4) Income Sheet

Income: None.
Debt: ¥10,000

Signed by person with seal.
Approved by M.I. and M.I. Council
7 June 1949

- -

(5) Determination of Grant

Approved minimum need - 850.
Income - 0.
Grant - 850.

- -

(6) Application for Aid under DLSL 16 June 1949

Name: Kiyo Ikegaya
Address: c/o Tetsu Shimoda, #6, 4 Tamachi.

1. Name of person who shall get aid is indicated separately.
2. Address: #6, 4 Tamachi, Shizuoka City
3. Date of residence in Shizuoka: Since birth.
4. Type of aid: Occupational aid.

Reason of application: I have been institutionalized in Relief Center. I am in seven months' pregnancy but I think I am healthy enough to work until the childbirth. Fortunately, I could get lent room in the above address and as I have experience in lacquering clog (geta), I should like to start that work. For the purchase of material, please give Occupational Aid.

Kiyo Ikegami - 23 - clog lacquering - 7 months' pregnancy.

Opinion of Minsei-iin: I approve the applicant's statement as true. At present, she has no income.

Asset and debt: None. Taxation: None.
Legal supporter: None.
Type of aid: Occupational aid - ¥1,000.

16 June 1949 I submit my opinion as the above.

Minsei-iin: Yumi Mita (seal)
2-chome, Tamachi
Shizuoka City

(7) Estimation Sheet

1. Type of business: lacquering clog
2. Place of business: c/o Shimoda, #6, 4 Tamachi, Shizuoka City
3. Person who will work: Kinjo Ikegaya - 23 yrs - 6 yrs experience.
4. Necessary expense: ¥1,020.

- -

(8) Estimated Expense

Wood board	15		¥105
Spatula	3		45
Pot	3		600
Plaster	500	momme	50
Glue	"		90
Grindstone	2		80
Sandpaper	10		50
TOTAL			¥1,020

- -

(9) Payment Record

29 June 1949 - ¥1,000 - Occupational Aid

- -

(10) Notification for Closure of Aid

Sha #1,742

Name: Kiyo Ikegaya
Address: c/o Relief Center.

We hereby close the indoor L.A. approved on 7 June by Sha #1,742 on 23 June 1949.

Mayor: Shigeru Masuda

- -

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

AHK/rn

28 April 1950

SUBJECT: Field Trip to Shizuoka Prefecture
Administrative Review of Shizuoka City Welfare Program
24 - 25 April 1950

TO: William H. James, Chief
Public Welfare Section, KaCAR

1. The undersigned Welfare Officer Annabelle H. Kent, Tatsuko Ohara (JN) and Noboru Koyama (JN), advisors, began an administrative review of the Shizuoka City welfare program on 24 - 25 Arpil by interviewing the various city welfare officials indicated below, reading case records, making spot check home visits and delivering a lecture to both prefectural and municipal welfare officials on principles and methods of appropriate welfare organization and administrative practices. This review will be completed during May.

2. This administrative review is being done concurrently with that of the prefectural officials from both the Welfare and Child Welfare Sections.

3. Japanese officials participating on the review:

a. Prefecture:

(1) Mr. Igarashi - chief of Welfare Department - present on 24 April.

(2) Mr. Toyama -chief of Welfare Section.

(3) Mr. Matsunaga - chief of Child Welfare Section.

(4) Mr. Sugimoto, chief of Protection Division

(5) Mr. Miyagishima - Child Welfare Section

(6) Mr. Matsumoto - Welfare Section.

(7) Mr. Ishiba - Welfare Section.

(8) Mr. Endo - Welfare Section

(9) Mr. Suzuki - Welfare Section

(10) Mr. Mori - District Office Welfare Section Chief.

b. City welfare officials interviewed by Welfare Officer:

(1) Mr. Nagashima - chief of Social Affairs Section

(2) Mr. Fukami - chief of Protection Division

(3) Mr. Suenaga - in Protection Division

(4) Mr. Uchino - in charge of affairs concerning unemployment relief works.

4. During Welfare Officer's lecture on 25 April all the above prefectural Japanese welfare officials were present except the Department Chief, The Mayor and Vice Mayor of Shizuoka City, the City Social Affairs Section Chief and his division chiefs and all the staff members of the five Minsei Jimusho's attended.

5. Case Load under DLSL for March 1950:

	No. of households	No. of persons	Amount	Average Per Person
Livelihood aid	1,237	4,412	2,241,595	508.06
Medical aid	478 (262)	541 (303)	1,261,702.05	2,332.14
Maternity aid	3 (3)	3 (3)	1,917.50	639.16
Occupation aid	-	-	-	-
Funeral aid	19(18)	20(19)	25,700.00	2,489.47
TOTAL	1,737 (283)	4,976 (325)	3,530,914.55	-

B

The net DLSL load amounts to 1,454 households (cases).

6. The above net DLSL case load is distributed as follows over the five Minsei Jimusho's in the city:

		staff in each
a. Tobu (eastern area) -	391	2
b. Seibu (western area) -	317	2
c. Nambu (southern area) -	318	2
d. Hokubu (northern area) -	316	2
e. Osada (at western tip of city) -	112	1
TOTAL of net case load -	1,454	9

7. The record on the number of applications received and acted upon during March revealed the following:

	New applications	No. approved	No. rejected	No. pending
Tobu	53	53		
Seibu	55	46	7	2
Nambu	75	55	12	8
Hokubu	27	27		
Osada	7	7		

8. Orgenizational structure and staffing of Public Welfare set-up:

a. The public welfare programs are administrated in the Welfare Department's Social Sections. The Welfare Department includes three sections; two on education and one on census registration. Although the Welfare Department Chief's position has been vacant for over a month, it appears that the Department Chief has little responsibility over the Social Section other than to routinely place his seal on incoming and outgoing documents. For purpose of the budget and settlement of accounts the Social Section Chief presents such material to the Assembly Welfare Committee and is expected to answer questions concerning these matters at the Assembly meetings.

b. The Social Section (see Inclosures 1 and 2) has a total staff of 66 persons assigned as follows:

(1) Social Section - 26

(2) Jimusho's - 9

(3) Institutions including pawnshop and workshop -31

Total 66

c. Of the 26 persons in the Social Section, 14 of them make home visit investigations of families requesting services. In addition the nine persons in the Minsei Jimusho also make home visit investigations of families. The 14 persons in the city office are;

(1) All personnel of Protection Division -

(2) Of General Affairs Division -

(a) Mr. Yamazaki

(b) Mr. Inouye

(c) Mr. Tsukamoto

(d) Mr. Sugiyama

(e) Mr. Nagakishi

(3) Of Child Welfare Division

(a) Mr. Tanaka

(4) Of the Occupation Division

(a) Mr. Uchino.

9. Minsei-iin Council Meetings:

a. The standing Minsei-iin council meets on the first or second day of each month. The Social Section calls its chairman and discusses date on which meeting is to be held. Then the section sends notifications to the standing Minsei-iin as to meeting place and time over the name of the chairman of the Minsei-iin standing committee. These meetings are held either in the city office or at some other place. This meeting is attended by the following city welfare officials;

(1) Chief of General Affairs Division

(2) Chief of Social Section

(3) Chief of Protection Division

(4) Official in charge of Minsei Office - who takes its minutes.

(5) All Minsei Jimusho staff members.

(6) If necessary, Child Welfare Division Chief.

b. The district Minsei-iin council meeting dates are arranged at the time of the standing Minsei-iin council meeting. The worker of the respective Minsei Jimusho's take down these dates and then prepare notices to the respective Minsei-iin under name of chairman of district (these district councils meet between the 1 - 10 of the month). The notices are then sent to the city office for the janitor to deliver them. Minsei Jimusho meetings are held either in the Minsei Jimusho offices or at home of standing Minsei-iin. The minutes of these meetings are taken by the Minsei Jimusho staff. Welfare officials who attend these council meetings are;

(1) Chief of Social Section

(2) Chief of Protection Division

(3) Person in charge of Minsei-iin affairs.

(4) Chief of Child Welfare Division

(5) Workers of respective Minsei Jimusho.

10. Minsei-iin and Assistant Minsei-iin:

a. There are 100 Minsei-iin and 200 assistant Minsei-iin in Shizuoka City. Each assistant Minsei-iin is responsible for one block of the three or four blocks each Minsei-iin has. These assistants were appointed in July 1947 by the mayor because Minsei-iin could not do all the work required. The city budget provides for 250 yen allowances per year for each of the assistant Minsei-iin.

b. City welfare officials could give no clear picture of the assistant Minsei-iin duties but reported that they do not attend Minsei-iin council meetings and since the Minsei Jimusho's were staffed by full-time officials the assistant Minsei-iin were not active.

c. City budget for Minsei-iin for 1949-50 and 1950-51 is included in Inclosure 3.

d. In addition to the foregoing a budget of 150,000 yen was approved as of 1 April 1950 for salaries at rate of 3,000 yen per month for a woman guidance worker in each Minsei Jimusho. Four of these were appointed on 1 April and three are women Minsei-iin. The legality of these positions being held by Minsei-iin was questioned and turned over to the prefecture for their decision.

11. Social Work Supporting Association:

a. This association is made up of Minsei-iin, assistant Minsei-iin and others interested in promoting Minsei-iin activities. Some members pay 1,000 yen fees for membership. Others pay 30, 50 or 100 yen. This association handles commendations of Minsei-iin, plans observation trips and helps with relief work, and vagrants' transportation costs and makes loans. It also sells funeral equipment at low rates to relief recipients.

12. Procedures In Case Handling: (also see Inclosure 6)

a. Each case record is filed between hard folders. This method was established in 1948 on the recommendation of Military Government. The case records are filed in boxes according to Minsei-iin districts. The Minsei-iin districts are numbered chronologically.

b. Master Index File; A list of all cases are kept in a special file boxes recorded according to an alphabetical index. Names are added to each alphabetical division as their applications are approved. As applications are approved the Hogo Daicho is filled out and the number stamped on the Hogo Daicho becomes case number. Each case retains the number assigned.

c. Applicants apply at the home of the Minsei-iin; if the Minsei-iin is out when the applicant calls, the family may send him directly to the Minsei Jimusho. When the applicant comes to the home of the Minsei-iin, he generally knows very well about the family's situation. He listens to the applicant and if he is sure the applicant is eligible he fills out the application form ~~is taken~~. In cases where he is not certain he may investigate and then have the application completed . On questionable cases he also secures the application. The Minsei-iin then gives the client the application form and tells him to take it to the Minsei Jimusho. At the Minsei Jimusho the worker asks the applicant questions and makes arrangements to visit in few days - usually give applicant exact date for the visit and client goes back home.

d. On the date of home visit investigation, the worker either calls the Minsei-iin by phone or visits him and asks him to accompany him to the client's home. Sometimes Minsei-iin does or does not - "it is up to the Minsei-iin".

e. Then with or without the Minsei-iin, the worker makes the investigation. He takes the application form with him, and the income and expense sheet and while making the investigation fills out the two additional forms, and checks information on application form. As there is not enough space in front of application for additional information he records on its back - family situation, relatives, places of employment - and in addition keeps notes in his notebook.

f. When finished he asks client to place his seal on income and expense sheet. If Minsei-iin is along, he may ask Minsei-iin to place his seal on these forms also - it is then up to the Minsei-iin to decide whether he wishes to do so or not.

g. The application form is signed by the Minsei Jimusho worker after his investigation even when the Minsei-iin previously secured it from the client. The Minsei-iin have not signed these in order to "conform with Hatsu Sha #72."

h. Then the worker forwards the above three mentioned forms to Mr. Suenaga of the Protection Division, who is responsible for reviewing these forms, checking the budget and then for making out the form "Living aid grant decision sheet" with his seal and routing it with the other papers for following seals;

(1) Staff member - Mr. Tsukamoto

- Mr. Fukami

- Mr. Takada

(2) Division Chief's seal

(3) Section Chief's seal

(4) Department Chief's seal

i. The papers are then routed back to Mr. Suenaga - at this point Mr. Suenaga fills out the Hogo Daicho and notifies the family on case approval (special forms) and Minsei-iin on another special form that the case was approved. The forms on approval to Minsei-iin and client are delivered by city janitor to the Minsei Jimusho. The worker of the Minsei Jimusho then completes his records - and delivers the notices separately to the Minsei-iin and client.

j. After Mr. Suenaga has sent out above two forms he prepares the payment list on basis of Hogo Daicho and with cover letter routes the list for the following seals (16 seals in all);

(1) Same staff members as secured on shout decision sheet

(2) Two division chiefs - Protection and General Affairs.

(3) Section Chief

(4) Department Chief

(5) Accounts Section Chief

(6) General Affairs Department Chief

(7) Finance Section Chief

(8) Vice Mayor and Mayor

k. The accounts Section on receiving the payment order prepares notification cards to recipients. Then all of these are routed to Suenaga, who then has them delivered by the janitor to Minsei-iin. The Minsei-iin then delivers the notification to the client.

l. The recipient brings the notification cards to Accounts Section, where he gets a payment order and takes it to the city bank for the cash. The city office ~~he~~ issues the grants generally around the

fifth of each month. The grants to recipients in Osada area are issued at the Osada Jimisho by Mr. Suenaga of the Protection Division. The Officials take client's seal to stamp the records.

m. Since 1 January 1950 at Minsei-iin council meetings all decisions and actions taken on cases are reported. Cases are not held up for these meetings. The seals of chairman of Minsei-iin and vice chairman are secured on approval forms at these meetings.

n. Follow-up on active case load: This is the responsibility of the Minsei-iin. But workers of Minsei Jimusho do this as well as members of Protection Division. The Protection Division staff only visits on these cases when asked to by the Minsei Jimusho staff or Minsei - iin and generally concern cases on which there is difficulty in determining eligiblity

o. There has been no record kept on the number of office interviews or field visits that have been made at either the Minsei Jimusho or city level of operation.

p. The Minsei Jimusho workers visit all types of DISL cases and child welfare cases. Eugenics cases approved by the eugenics committee and in need of medical aid are included here.

q. Occupational loan investigations are made by the Minsei-iin and it is claimed that these are not reinvestigated by city officials.

r. There is no planned method on follow-up investigations by paid staff as this is the Minsei-iin's responsibility.

s. As of 1 April a woman guidance worker was added to four of the Minsei Jimusho's and one more is to be secured for the fifth Minsei Jimusho. These women are expected to visit all recipients for guidance purposes.

13. <u>Unemployment</u>:

a. Welfare Officials differed in their opinion as to the number of unemployed. There are about 5,000 registered day laborers in the city; 130 are working every day as day laborers. The figure of 5,000 registered workers does not mean that all are unemployed. Many it was reported registered when their income was reduced. Another welfare official reported that the PESO estimates 35,000 unemployed in the city. Of the 230,000 population, 120,000 persons are considered working people because that is the number of registered voters.

b. Prior to 1 April 1950 the city submitted a plan for 80,000 day labor working days for a public works project to the Labor Ministry asking for approval of a 20 million yen budget. Two-thirds of this would have to subsidized by the nation. The Labor Ministry approved a plan for the employment of 130 day laborers a day .

(1) 50 persons a day making public parks.

(2) 50 persons on fixing roads.

(3) 30 persons repairing public buildings and grounds.

c. The city Construction Section is responsible for the day laborers' projects.

d. The Social Section has the working office of the unemployment countermeasure committee. Their staff does inspections, collects data, keeps meeting minutes, sends information to Construction and other sections and arranges for meetings of the committee.

e. There are about ten cases now on the relief rolls which include able-bodied unemplyoed persons other than mothers of small children.

f. The PESO never refers applicants to welfare for public aid.

g. The city has had no difficulty in securing certification of PESO registration by applicants or clients. The welfare office refers to the PESO all persons who apply for public aid on the basis of unemployment, and all other persons excepting those who have work at home, or have to stay at home because of illness, or disablement or because of having infants under three or four years of age.

h. Students who have completed the ninth grade are expected to go to work. The city does not provide aid to any family with children going to school above ninth grade. This is done on basis of prefectural instructions of 1946. The Social Section Chief does not feel it is fair to accept such cases now for aid because other families in the past have been denied help on this basis. If this type of case were accepted he feels the case load would increase by twenty per cent.

14. <u>General Matters</u>:

a. The cities as well as towns and villages are under the district (Gun office) supervision. This has been in effect for some seventeen years.

b. The Minsei Jimushos were established in December 1949. Before December these Jimushos had part-time workers from the city located in homes of Minsei-iin or public buildings. Previously there were Homen-iin offices established in the same areas.

c. One child welfare official is stationed in each of the prefecture's 11 district offices. They function under the chiefs of these district offices.

d. There are three Child Welfare Centers in Shizuoka - located as follows;

(1) Shizuoka City,

(2) Hamamatsu City,

(3) Numazu City,

e. The child welfare officials handle cases referred by Jido-iin and refer cases to Center.

f. The Centers secure referrals directly from Jido-iin and child welfare officials and in turn the Center refers cases to Jido-iin via the city office. The city has no record on cases carried by Jido-iin.

g. There is no NHI program in the city. For the past three years the Social Section "has been studying" whether the city should or should not have NHI.

h. All medical aid bills are sent by the doctors to the city Physicians' Association, who review the bills and makes any corrections. The Association then forwards them to the city office, where Mr. Fukai checks the bills again and if any error is found he gets in touch with the doctors.

15. Spot Check Home Visit Findings (see Inclosure 4).

a. In one case Minsei-iin had never visited because his concubine lived next door to the recipient. So he sent some other person to do the visiting.

b. In another case, some months ago the family brought their child's school certificate to the Minsei-iin for school aid and was told by the Minsei-iin he never heard of this aid and would later contact the family. No school aid had as yet been authorized although case is eligible to receive it .

c. In another case the family applied at the home of the Minsei-iin in August and was not visited until three months later.

d. All cases had to wait for one month more from date of application until case was approved for aid.

16. Welfare Officer's Lecture to the prefectural and city officials included the following matters for their study and consideration;

a. Reorganization of Social Section and Minsei Jimusho's so that staff of both are located in one place (see recommended chart of organization Inclosure 5). This would facilitate handling of case matters, provide for

supervision of staff and do away with duplicate case records.

b. Assignment of case load to about 15 or 16 workers on basis of integrated case loads along geographical boundaries. Inclusion of one or two intake workers in an Intake Subdevision.

c. Holding each case workers responsible for investigation of new applications and active case load.

d. Drafting of spot map of all cases so that appropriate case work districts could be established.

e. Development of job descriptions and office manual.

f. Inclusion of history sheet in case records.

g. Development of case workers control cards.

h. Use of visiting schedule for staff.

i. Statistics on field visits, and office interviews.

j. Discontinuation of more than one worker visiting families at the same time.

ANNABELLE H. KENT

10 Incls
1. Soc Sec TO
2. Soc Sec Staff
3. Budget
4. Case records - LA
5. Suggested TO
6. Duties of chiefs.
7. MeA case
8. MetA case
9. Complainit case
10. Rejected case

TABLE OF ORGANIZATION OF SOCIAL SECTION - SHIZUCKA CITY

Total Staff - 36

CHIEF
Nagashima

5 Minsei Jimusho's Staff - 9	Chief of Children's Affairs Div. Staff 6	Chief of Occupation Div. Staff - 5	Chief of Protection Div. Staff - 7	Chief of General Affairs Div. Staff - 9
	Affairs concerning: (1) Jido-in committee. (2) Child welfare institution. (3) Other matters on child welfare.	Affairs concerning: (1) Unemployment relief countermeasure committee. (2) Workshop.	Affairs concerning: (1) DLSL. (2) Wayfarer.	Affairs concerning: (1) Management Section. (2) Consumer's coops. (3) Minsei-iin. (4) Disaster relief. (5) Demobilization. (6) Private social institution. (7) Public assistance. (8) Public pawnshops. (9) Other matters not under other sections.

Each Jimusho is located in one of the 5 geographical areas of city:

(1) Tobu area - affairs concerning Minsei-iin District Councils - Staff - 2
(2) Seibu " " " " " " " 2
(3) Nanbu " " " " " " " 2
(4) Hokubu " " " " " " " 2
(5) Osada " " " " " " " 1

Encl 31

PAYMENT AND ALLOWANCE
FOR STAFF OF SOCIAL AFFAIRS SECTION

Shizuoka City

	Base pay	Dependent allow.	Aerial allow.	Overtime allow.	Traveling expense	Total
1949	¥3,081,613	570,800	365,868	217,611	89,534	4,325,426
1950 (estimation)	3,146,628	595,200	374,492	250,000	112,000	4,478,320

LIQUIDATION SHEET FOR EXPENSE OF MINSEI IIN IN 1949

Shizuoka City

Item	Liquidation	Content		
		National subsidy	Prefectural fund	Municipal fund
Allowance for Minsei-iin	¥240,000	25,000	12,500	202,500
Retirement allowance for Minsei-iin	10,300	0	0	10,300
Allowance for assistant Minsei-iin	38,800	0	0	38,800
Expenses for conference	15,236	0	0	15,236
Demand	20,000	0	0	20,000
Minsei-iin nomination conference	2,085	0	200	1,885
Subsidy for Minsei-iin conference	28,172	0	12,372	15,800
Subsidy for standing Minsei-iin conference	8,538	0	2,495	6,043
Subsidy for Minsei-iin federation	29,000	0	0	29,000
Total	392,131	25,000	27,567	339,564

BUDGET FOR EXPENSE OF MINSEI IIN IN 1950

Shizuoka City

Item	Budget	Content		
		National subsidy	Prefectural fund	Municipal fund
Allowance for Minsei-iin	240,000	25,000	12,500	202,500
Retirement allowance for Minsei-iin	10,000	0	0	10,000
Allowance for assistant Minsei-iin	40,000	0	0	40,000
Expenses for conference	12,000	0	0	12,000
Demand	20,000	0	0	20,000
Minsei-iin nomimation conference	1,400	0	200	1,200
Subsidy for Minsei-iin conference	33,000	0	13,000	20,000
Subsidy for standing Minsei-iin conference	8,500	0	2,500	6,000
Subsidy for Minsei-iin federation	29,000	0	0	29,000
Total	393,900	25,000	28,200	340,700

WOMEN GUIDANCE WORKERS

Name	Title	Salary	Education	Experience
KIKU, SHIRATORI	Woman Guidance Worker	3,000	Girls' High School	Minsei-iin 10 months
YUMI, MITA	"	"	Higer Primary School	Minsei-iin 3 years, 4 months
MITUKO, UEDA	"	"	High School	None
CHIYOKO, NAGAHARA	"	."	High School	Minsei-iin 3 year, 4 months