GHQ/SCAP Records(RG 331)
Description of contents

THE
NATIONAL ARCHIVES
OF THE
UNITED STATES

(1) Box no. 2395

(2) Folder title/number: (21)
014.1

(3) Date: Mar. 1951 - May 1951

(4) Subject:

Classification	Type of record
113, 9760	a, d

(5) Item description and comment:

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Affairs Section
APO 500

014.1 (29 May 1951) CAS-PW 29 May 1951

SUBJECT: The Non-Urban District Welfare Office As An Operating Unit

Mr. Borish/bho

WPS

TO: Chief, Hokkaido Civil Affairs Region, APO 309
Chief, Tohoku Civil Affairs Region, APO 547
Chief, Kanto Civil Affairs Region, APO 500
Chief, Tokai-Hokuriku Civil Affairs Region, APO 710
Chief, Kinki Civil Affairs Region, APO 15
Chief, Chugoku Civil Affairs Region, APO 182
Chief, Shikoku Civil Affairs Region, APO 1050
Chief, Kyushu Civil Affairs Region, APO 1105

1. Forwarded herewith for your information is a copy of a special report, subject as above, which is based upon data compiled by the Welfare Section of the Chugoku Civil Affairs Region.

2. The report evaluates the feasibility of a single district welfare office from the standpoint of the geographies, caseloads, caseload distributions, travel conditions, costs and other administrative factors common to the two districts studied.

3. The differences disclosed among the seperate jurisdictions operating one basic national program within the compact and contiguous areas of one district adds strength to the arguments which already prevail in support of adequately proportioned and adequately staffed welfare districts.

4. Findings with respect to the administration of social welfare services at the district level did not disclose any factors which need operate to the detriment of orderly and effective service, either to the beneficiaries of the social welfare programs or their communities. The report uses the information obtained regarding one of the two districts to evaluate the requirements of such a district from the standpoint of staff, travel time and administrative costs. This information should be of considerable interest to the Japanese governmental officials in reorganizing their town and village welfare programs. The methods of

COPY
F-2
31 MAY 1951

014.1 (29 May 1951) CAS-PW, subject: "The Non-Urban District Welfare Office As An Operating Unit,"

evaluation employed and the recommendations contained in this report should also be of assistance to these officials in developing their own approaches to the problems of reorganization.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

J. A. O'BRIEN
CWO USA
Adm Off

1 Incl
a/s

Copies of Jap. Trans. for
Distribution to each
Prefecture Welfare Dept.

THE NON-URBAN DISTRICT WELFARE OFFICE AS AN OPERATING UNIT

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
CIVIL AFFAIRS SECTION
PUBLIC WELFARE DIVISION

By Eugene V. Pugh

1. This study was made prior to the passage of the new Social Welfare Service Law for the purpose of determining whether a district welfare office could be used effectively as the local operating unit to administer the public welfare programs which are now being administered by the towns and villages of Japan. It has also attempted to evaluate certain pertinent aspects of administration which might have a bearing upon the relative suitability of the district offices for this purpose. No attempt has been made, however, to draw comparisons between the district office as an ideal administrative unit and other kinds of arrangements or consolidations which might also function effectively, other than to point up data which could be used for that purpose in connection with decisions which will have to be made by the Japanese themselves in implementing the provisions of the new law.

2. Approximately 10,000 towns and villages of Japan are at present administering some kind of public welfare services. These services include the programs which are made available under the Daily Life Security Law, and generally include the Child Welfare Law and the Law for the Welfare of Disabled Persons. They also include certain demobilization and repatriation services in some of the towns and villages, and the administration of a few workshops, day care nurseries, and institutions maintained for dependent groups.

3. Local organization for the administration of these services takes on a variety of forms. Some local governments have separate welfare sections which are given responsibility for welfare planning and administration. Elsewhere, the mayor of the town and village furnishes whatever direction the programs receive. Some have full-time welfare employees. Others do not. In many towns and villages a public official from some other section of the local government will handle one or more phases of the public welfare program on a part-time basis in connection with his other official and non-official duties.

The type of welfare organization which is found in a given town or village depends, therefore, upon the size of the town or village, the size of its public welfare caseload, the physical and financial resources of its local government and locality, the general attitude of the respective public officials toward welfare services, the amount and quality of outside guidance and supervision which has been made available and can be made available to the local unit, and the general calibre and qualifications of the staff who are employed to administer its welfare programs.

4. Reviews have been made of town and village welfare programs on many occasions. These reviews have been made by Regional Civil Affairs welfare sections and by the national and prefectural welfare sections of the Japanese governments. They have steadily pointed out that the town and village welfare administrations have not been able to attain satisfactory operating standards. None has been able to achieve the degree of progress which has been attainable by the larger welfare offices of certain medium-sized cities. The better of the small town and village administrations, because of a lack of trained personnel, have not been able to furnish the kinds of services which are commonly needed by their communities. Other operational deficiencies, commonly noted, have ranged from a high percentage of faulty determinations of eligibility, and failures in record-keeping and accountability, to instances of actual exploitations of clients and the deliberate misuse of funds. These deficiencies are the end products of two basic weaknesses which are features of a town-village welfare set-up: the great number of these small local units which in and of itself defies adequate supervision, and the smallness of the local unit where under-sized caseloads and limited resources do not permit the kind of a welfare administration which is a prerequisite to satisfactory performance.

5. The Social Welfare Service Law (1951), in providing for the establishment of larger welfare units, is giving recognition to these basic weaknesses of the town and village welfare administrations. This law is going even further in attempting to insure the employment of adequate staff by establishing minimum staff requirements for local administrations. (The Social Welfare Service Law, 1951, Articles 13, 14 and 15, Sections 1-8, 1-6 and 1-3 respectively.) The questions which are the concern of this study are, therefore, questions which become the active concern of the prefectures, towns and villages.

6. The use of a larger operating unit, if otherwise feasible, would appear to offer a remedy to some of the defects characteristic of town and village offices. This would appear to be true whether one central office provided administrative services to all towns and villages within a given district, or whether a larger operating unit was created by means of consolidating the welfare administrations of

groups of villages and towns. It would permit financial support from a larger governmental area in meeting certain fixed costs of a local office. It would centralize certain housekeeping services such as housing, clerical services, reporting and accounting. Economy, in relation to staff time and personnel costs, would result from the elimination of functions now being duplicated in each one of the towns and villages. Uniformity in record-keeping, which would certainly be achieved to that extent by which there was reduction in the overall number of local operating units, would permit greater ease in supervision, and would increase general accountability. Also by increasing the size of the operation and its financial base, and by reducing the number of units, the larger sections could more readily afford full-time home-visiting and supervisory staffs, and could make provisions for better supervision and staff training. Fewer operating units would also enable consultants and supervisors from prefectures to give greater coverage to each operating unit. This should, in turn, have the effect of strengthening and expanding services. Better interpretation to fewer units should also achieve more uniform operating standards throughout each prefecture. Moreover, the nature of the welfare problems of a contiguous area of 1,000 square kilometers would not likely differ substantially from problems encountered in the 100 square kilometer area of one of its towns or villages. The consolidation would not, therefore, be likely to create a barrier between the new office and an understanding of local problems or separate it from close contact with its clientele.

7. In order to evaluate the problems which would confront a district office and determine its suitability as an operating unit, the following factors were considered pertinent:

a. Home visits. How are the caseloads of its towns and villages distributed? Does this distribution lend itself to orderly planning for caseload coverage administered out of a district office? What expense factors would be involved in providing services to the individuals and households who would be clients of the new office?

b. Securing assistance or service. Would the larger office, located farther from the applicants and recipients, operate to the disadvantage of these groups in requesting services and securing payment? Could such disadvantages be minimized, or offset by improvements in the quality of services afforded?

c. Transportation. Are transportation facilities available? Can they be made available? What time factors are involved?

d. Amount of caseload coverage necessary. How frequently are home visits being made? How much service is necessary to adequately care for the caseload? What other factors would be involved?

e. Seasonal fluctuations. How variable is the work-load? Do applications vary from season to season? Will the seasonal demands made upon a central office by a larger area lend themselves to orderly administrative planning?

f. Method of payment. Must clients call at the office for payment? Can a system other than cash payment be devised? What proportion of the clients have postal services? Can a system of payment be employed which will use the mails?

g. Transfer of funds. Do the town and village offices have prefectural and national funds on hand for welfare expenditures? Will they encounter difficulty in effecting the transfer of these funds to a central office? Can this difficulty be surmounted?

h. Transfer of records. Are uniform records maintained? What problems of record-keeping would confront the district office immediately upon its organization?

i. Personnel. What would be the personnel requirements of the reorganized welfare unit? Is existing personnel available for the use of the larger unit?

j. Costs. What would be the cost of the district operation? How will present costs for administration of towns and villages compare with the apparent costs of a consolidated office? Would the improved quality of service appear to justify any foreseeable increase in costs that the new operation would appear to entail?

8. Two districts were selected from the Chugoku Civil Affairs Region for study in connection with these questions: Hiba District in Hiroshima Prefecture, with the district office situated at Shobara, and Kisa District in Yamaguchi Prefecture where the district office is located at Bofu. Table 1, below, presents data pertaining to the characteristics of the two districts selected for this study.

TABLE I

Characteristics of Two Districts Selected for Study

	Hiba District Hiroshima Prefecture	Kisa District Yamaguchi Prefecture
Population	84,663	105,825
Area (square Km)	1,154.3	854
Density of Population (persons per sq. km.)	73.4	124
Number of towns	4	3
Number of villages	16	15
Caseload (DLSL)	741	784
Ratio per 1000 Population receiving DLSL	25.3	20.87
Largest town	Saijo	Ogori
(a) Population	9,356	13,129
(b) Caseload (DLSL) families	89	56
Town farthest removed from District Office	Shimo-Takanoyama	Yuno
Distance Removed(km)	35	28
Number of towns and villages not served by daily train or bus	1	1
Greatest distance to train or bus (km)	10	7
No. of households living at this distance	4	2

9. Hiba and Kisa districts were selected for study because they appeared to present, at least as well as any two districts within Chugoku Region, the extreme and the typical in regard to such factors as size, terrain, caseload distribution, and travel conditions. These are factors which would affect the practicality and effectiveness of using the district office as an operating unit.

a. Hiba district was selected because it is large and [illegible] mountainous. It has a relatively large caseload. The towns and villages are situated at considerable distance from each other, and from the central office. The terrain is more difficult to travel, and travel is more time consuming. Winters are heavier than elsewhere in the Region, and usually last from December into March. Eighty percent of the population derives its income from farming. The caseload is, therefore, less clustered around a few concentrated areas, and this entails greater travel time to and from bus routes and to and from households receiving public welfare services. Small lumber mills also furnish a substantial proportion of its employment. These operate only five or six months out of the year. They provide employment which is not steady, and thus would introduce into the study the actual effects upon the caseload of any fluctuations in employment from season to season.

b. Kisa district was selected because it more closely represented the typical district with respect to geography and size of caseload. It is compact and populous. It is a district where two small guns have already been consolidated into one administrative unit for purposes of general district administration. It has some rural and mountainous areas and several coastal towns and is thus typical of the Region in that respect. Approximately fifty-five percent of the households of this district derives its income from farming. Manufacturing, fishing, lumber and charcoal are other major sources of employment.

10. The information obtained for the stydy was secured, in large part from the officials of the town and village offices through the use of forms designed by the Welfare Section of the Chugoku Civil Affairs Region (See Attachment #3). The information was later evaluated by the district officials who also supplied part of the information used in the report. Spot checks were made to gauge the accuracy of certain portions of the information used. These spot checks included an examination of some local records. Interviews were also held with the officials of some towns and villages in each district. Complete accuracy of all detail was not possible within the time limits allotted to the project. No discrepancies were disclosed, however, which would alter the conclusions reached in this study.

11. The following index is provided regarding the sources of information and methods by which the information used in this report was obtained.

a. Distribution of caseload. (See attachments 1 and 2) Maps were prepared by each town and village staff showing the location of cases receiving assistance under the Daily Life Security Law, the Law for the Welfare of Disabled Persons, individuals receiving institutional care, and persons receiving foster home care and other casework services. The maps which were furnished by the towns and villages consistently indicated the location of the cases with respect to their distance from secondary roads and established routes of public transportation. This information, ascertainable from the original maps which are on file, is not furnished in complete detail on the finished maps which are attached to the report.

b. Frequency of coverage needed. Some factors influencing the need for frequent caseload coverage, such as the kinds of services staff are capable of offering and the amount of services needed to handle special social problems, could not be evaluated fully. Information was obtained, however, classifying each case in Kisa district according to whether or not the individual income of an assistance household varied from month to month. The information was classified according to the major cause of need for assistance or service, i.e., age, loss of principal wage earner, disability, and unemployment. Data was also obtained regarding the total numbers of all case changes, i.e., grant increases, grant decreases and closures occurring each month within the twelve-month period preceding the study. This information is considered in evaluating the effect upon public assistance grants of the present recommendation of the Ministry which calls for monthly home visits to public assistance cases.

c. Seasonal fluctuations. Information regarding seasonal fluctuations in employment was secured by interviews with Japanese officials. Data was also secured by questionnaire regarding the number of applications, by month of application, which each town and village office received during the twelve-month period which preceded the study. The practice of the local offices is to keep no record of applications rejected informally at point of intake. Total applications would be greater, therefore, than the figures which the questionnaires reveal.

d. Method of payment. Data was secured through interviews with Japanese welfare and postal officials.

e. Transportation data. Time schedules and rate schedules were obtained from the bus and railroad transportation companies serving the two districts. Individual transportation problems were evaluated by interviews with local welfare officials acquainted with these cases.

f. Transfer of funds. Information regarding national and prefectural funds retained by the towns and villages was compiled by the district officials of Hiba district and by the towns and villages of Kisa district, then checked by the district officials.

g. Transfer of records. Data regarding problems which would be encountered in transferring records from the towns and villages to a central office was obtained from examination of local records and from interviews with prefectural and district welfare officials.

h. Personnel. Information regarding the qualifications of the present town and village welfare staffs was obtained by questionnaire. The information obtained was later discussed with district and prefectural officials who evaluated the general quality of the work being done by each employee. No attempt was made to concur in their evaluations since actual selections will, in all likelihood, be made by these same officials, on the same basis as the evaluations were made.

i. Costs. Information regarding current administrative costs was obtained by questionnaire. This information covered the major items associated with the administration of public welfare. The records of two villages were cross-checked for purpose of comparison. Some of the information furnished probably does contain charges made to welfare accounts which were properly chargeable to other administrations, and may omit some costs which would be proper charges against the welfare programs.

12. a. Table II, below, sets forth the information which was furnished by the towns and villages of Hiba and Kisa districts regarding their respective populations (February 1950 estimate) and regarding the number of households and persons receiving aid under the Daily Life Security Law in October 1950. The figures for these periods represent the most up-to-date, comparative information which could be obtained at the time the study was made.

b. Table III lists the number of households in each district receiving some type of assistance or service other than aid under the Daily Life Security Law, according to the type of service received. (Note: Comparative data regarding day care nurseries and demobilization and repatriation services were not obtained.)

c. Table IV arranges the towns and villages according to their rank from the standpoint of population and shows the relationship which now exists between the size of the population and the number of households and persons receiving Daily Life Security aid. It furnishes comparative figures for the towns and villages, the respective districts covered by the study, the prefectures in which the districts are located and for Japan as a whole for the month of October, 1950.

TABLE II

Population and Caseloads

HIBA DISTRICT

Name	Population	H.H.	Persons
Shobara	9,352	82	278
Taka	3,201	26	99
Saijo	9,356	89	239
Yahoko	2,542	24	56
Onuka	4,107	30	60
Yahata	3,133	19	50
Tamori	2,574	14	27
Tojo	7,518	31	110
Kushiro	1,508	12	24
Taishaku	2,109	11	41
Honda	4,703	35	100
Shino	3,924	38	120
Yamanouchi Higashi	4,734	62	145
Yamanouchi Nishi	4,142	73	210
Kuchi Minami	3,108	37	116
Kuchi Kita	3,381	23	80
Shimo-takanoyama	2,143	24	65
Kami-takanoyama	3,384	37	115
Hiwa	5,341	47	146
Yamanouchi Kita	4,203	27	69
TOTAL	84,663	741	2,147

KISA DISTRICT

Name	Population	H.H.	Persons
Niho	5,546	30	83
Osaba	3,626	25	70
Ouchi	5,678	27	62
Daido	5,715	23	49
Aio	11.038	143	457
Suzenji	3,232	18	62
Achisu	9.098	66	209
Higashi Kiwa	7,560	28	98
Ogori	13,129	56	126
Tonomi	4,345	43	112
Mirita	8,298	78	228
Ono	4,714	35	121
Izumo	5,868	41	119
Shimaji	2,516	18	49
Wada	3,674	38	83
Kushi	2,201	16	29
Yasaka	5,111	71	183
Yuno	2,867	28	68
TOTAL	105,825	784	2,202

TABLE III

Public Welfare Caseloads

Types of Assistance or Service	Hiba District No. of Households	Hiba District % of Total	Kisa District No. of Households	Kisa District % of Total
All types	922	100	964	100
Daily Life Security Law	741	90.2	784	81.3
Foster Care	11	1.1	3	.3
Welfare of Disabled Persons	65	7.5	139	14.4
Institutional Care	4	.4	20	2.0
CWS and Casework Service only	1	.1	8	.8

TABLE IV

Individuals Receiving DLSL in Relation to Population of Towns and Villages

Towns and Villages by Population	DLSL Recipients per 1000 Population	Rank by No. Fam. Receiving DLSL	Towns and Villages by Population	DLSL Recipients per 1000 Population	Rank by No. Fam. Receiving DLSL
1. Ogori	9.5	9	22. Shino	30.5	13
2. Aio	40.0	1	23. Wada	22.6	13
3. Saijo	25.5	2	24. Osaba	19.3	21
4. Shobara	29.7	3	25. Kami Takanoyama	30.9	14
5. Achisu	22.0	7	26. Kuchikita	23.6	23
6. Migita	27.0	4	27. Suzonji	19.0	26
7. Higashikima	13.0	18	28. Taka	20.9	20
8. Tojo	14.7	16	29. Yahata	15.9	25
9. Izumo	20.3	12	30. Kuchiminami	37.3	14
10. Daido	9.5	23	31. Yuno	23.7	18
11. Ouchi	10.9	19	32. Tamori	10.5	28
12. Niho	14.9	17	33. Yakoko	22.0	22
13. Yasaka	35.8	6	34. Shimaji	11.8	26
14. Hiwa	27.3	11	35. Kushi	13.0	27
15. Yamanouchi Higashi	50.7	8	36. Shimo-takanoyama	30.3	22
16. Ono	25.0	15	37. Taishaku	19.4	30
17. Honda	21.2	15	38. Kushiro	14.5	29
18. Tonomi	25.0	10			
19. Yamanouchi Kita	16.4	19			
20. Yamanouchi Nishi	30.6	5			
21. Onuka	14.6	17			

1. Average for Hiba District 25.3
2. Average for Hiroshima Pref. 24.0
3. Average for Kisa District 20.8
4. Average for Yamaguchi Pref. 32.0
5. Average for Japan 26.0

13. Table II discloses that 16 of the 20 towns and villages in Hiba district and 14 of the 18 towns and villages in Kisa district have caseloads which are smaller than the caseload of 60-80 cases recommended by the Ministry as the ideal caseload for one caseworker. Approximately 80 percent of the 38 towns and villages studied had caseloads of less than 50 cases. This information reveals how extensively towns and villages are handicapped in the matter of employing full-time supervisors and staffs. The small caseloads, which need the same high quality of service needed by the larger ones, create a barrier to good service because of the high per case cost such service would require.

14. Table III, which records the information furnished by the towns and villages regarding their welfare caseloads, discloses that public assistance cases constitute 80 to 90 percent of the total in the two districts studied. While the importance of the other services is not overlooked, the major administrative problems which would shape the operations of a district welfare office are conceived to be those relating to the administration of public assistance. For the sake of dealing with a group having more homogeneous requirements, part of this report deals with this latter group primarily, adapting its findings later to the needs of the other groups.

15. Table IV reveals that wide variations exist among the towns and villages in respect to the proportion of the population which is receiving public assistance. The range is from 40 per 1000 in Aio and 50.7 per 1000 in Yamanouchi Higashi, to 9.5 per 1000 in Ogori. This information is also compared with the average for the two districts, 25.3 for Hiba and 20.8 for Kisa, and with the average for Japan which was 26 for that same month, October 1950. The scope and extent of these variations is set forth in Table V.

TABLE V

Variations in Proportions of Populations Aided

Range per 1000 Population	Number of Towns and Villages
More than 40	2
35 - 39.9	2
30 - 34.9	5
25 - 29.9	5
20 - 24.9	7
15 - 19.9	5
10 - 14.9	9
Less than 10	2

16. Economic conditions and large concentrations of dependent groups within a particular locality are factors which normally result in some variation in respect to the proportion of a population which will require public assistance. Some of the variations which existed in these two districts did not appear to stem from differences in the economic and social settings of the localities concerned, but rather from differences in their welfare administrations and in the attitudes of their public officials toward the assistance programs they were administering. The data in Table IV seem to bear out this fact. They also seem to bear out what other review findings have disclosed: that a lack of uniform practice in granting public assistance is exerting a substantial influence upon the number of eligible and needy persons who are actually being aided under the Daily Life Security Law.

17. Information regarding the number of persons who sought aid in each of the towns and villages would shed more light upon this problem. Even this information would fall short because it would not reveal the effects which prevailing practices and attitudes in a given community have in curbing potential requests for assistance prior to the point of actual application. Denials of public assistance are not made a matter of record, however, and although the practice of denying assistance at the point of intake is acknowledged to be common, information is lacking either as to the actual number of these informal actions, or as to the circumstances upon which the individual actions are based. It can be stated that the prefectural and district officials, who reviewed this information, were

also of the opinion that differences in administrative practices were a factor contributing to proportion of the populations receiving aid in some of the communities studied. Inasmuch as administrative factors do appear to have been operative, and since any changes in the proportion of the population found to be eligible for public assistance will affect the size of the caseload and the costs of providing care, this factor was evaluated to determine the effects of unified administration upon the larger offices' needs for additional budget and staff.

TABLE VI

Average Monthly Payments of Daily Life Security Aid and Average Payments for Livelihood Aid Under Daily Life Security Law, October 1950.

Hiba District	Average DLSL Grant	Average Livelihood Grant	Kisa District	Average DLSL Grant	Average Livelihood Grant
District average	640	417	District average	638	468
Shobara	791	526	Niho	925	378
Taka	415	304	Osaba	1,075	934
Saijo	720	352	Ouchi	644	438
Yahoko	416	267	Daido	720	392
O uka	553	450	Aio	651	487
Yahata	514	514	Suzenji	660	413
Tomari	877	275	Achisu	469	315
Tojo	1,185	592	Higashi Kiwa	694	558
Kushiro	496	459	Ogori	1,148	798
Taishaku	380	380	Tonomi	794	522
Honda	1,207	588	Migita	744	521
Shino	569	364	Ono	379	341
Yamanouchi Higashi	514	355	Izumo	492	267
Yamanouchi Nishi	568	308	Shimaji	672	392
Kuchi Minami	524	488	Wada	551	356
Kuchi Kita	579	579	Kushi	429	438
Shimo-takanoyama	449	238	Yasaka	460	369
Kami-takanoyama	322	274	Yuno	506	454
Hiwa	603	458			
Yamanouchi Kita	407	360			

18. Table VI, lists the average monthly grants for aid under the Daily Life Security Law for the twelve-month period preceding the study. It also tabulates the average grants made for livelihood aid for the month of October 1950. Because irregular payments for medical requirements substantially affect the total amount of Daily Life Security aid which is granted in any one month by any one local welfare unit, livelihood aid provides the better basis for comparisons among the several town and village administrations. Comparisons reveal that the average grants for livelihood aid ranged from ¥238 in Shimotakanoyama (Hiba district) to ¥934 in Osaba (Kisa district). The average grants for the two districts were Hiba ¥417 and Kisa ¥468 respectively. The following tabulation, based upon Table VI, discloses the way in which the average livelihood aid payments of the towns and villages have differed from the averages for the districts.

Average Payments for Livelihood Aid	Number of Towns and Villages Represented	
	Hiba District	Kisa District
1. Payments exceed average for district by ¥150 or more	3	2
2. More than ¥100 but less than ¥150	1	0
3. More than ¥50 but less than ¥100	2	4
4. Within ¥50 average for district	4	4
5. More than ¥50 but less than ¥100 below average for district	4	5
6. More than ¥100 but less than ¥150 below average for district	5	1
7. ¥150 or more below average for district	1	2

19. The variations in average grants for livelihood aid, disclosed to exist in these two districts, merit examination. Among towns and villages having caseloads of only 15 or 20 households, they might signify nothing more than the effects of individual differences in need or differences in the numerical composition of the households. Occurring as they do among larger caseloads such as those found in Saijo, Shobara, Aio and Ogori, they undoubtedly reflect differences in administrations, influenced by the results of the faulty determinations of eligibility and restrictive or over-liberal relief practices which were observed during the course of the study. Individual case records were examined on a sample basis from the caseloads of five towns and villages. They revealed the existence

of substantial differences in relief practices and policies. Some administrations, instead of verifying household income and granting assistance in accordance with established information regarding the needs of a family, employed arbitrary and unrealistic estimates of income, obviously designed to keep the amounts of the assistance grants at a sub-standard level. Other administrations would vary to the opposite extreme. In one town several case records were reviewed where the assistance grants included allowances to employed family members, no longer a part of the household groups, when this information was known to the local welfare department. The welfare official responsible had information that this practice was irregular. His explanation was that he wished to postpone any reduction in the amounts of assistance currently being paid to these families. There is a correlation between these administrative practices and the variations which exist among average assistance grants. Uniformity in administration is, therefore, almost certain to exert some influence upon the overall amount of the public assistance payments in either of the two districts studied.

20. Table VII lists the expenditures for public welfare purposes (exclusive of administration) for the month of October 1950 as these amounts were reported by the towns and villages.

TABLE VII

Expenditures for October

	Towns & Villages Hiba District	Towns & Villages Kisa District
Livelihood aid	¥866,794	994,920
Medical aid	477,961	388,094
Maternity aid (none reported)	-	-
Educational aid	33,049	60,627
Housing aid	3,432	3,068
Funeral aid	-	300
Occupational aid	-	300
Total for welfare costs	¥1,381,236	1,477,309

21. Table VIII tabulates information which was furnished by the two district offices and the towns and villages of Hiba and Kisa districts regarding the average monthly administrative expenditures for public welfare during the twelve-month period prior to 31 October 1950.

TABLE VIII

Average Monthly Expenses for Administration

Item	Hiba District	Kisa District
A. Paid Welfare Employees (Exclusive of Welfare Employees of District Office)		
Number of full and part-time employees October 1950	22	34
Average monthly expenditure-salaries	¥127,715	¥149,450
Travel and Per Diem	10,138	13,387
Paper and printing	-	18,087
Entertainment	-	7,819
Other	4,866	1,820
TOTAL	¥142,719	¥190,563
B. Minsei-iin		
Number employed	222	208
Average monthly cost, honorarium	¥9,253	¥13,880
Travel and Per Diem	-	4,450
Entertainment	-	7,218
Other	31,679	5,223
TOTAL	¥40,932	¥30,771
C. Consolidated findings (Exclusive of Welfare Costs of District Office)		
Total average monthly cost for administration	¥183,651	¥221,424
Monthly cost for public assistance	1,381,236	1,447,309
Relationship (percent) of administrative expense to total spent for public assistance and administration	11.7%	13.2%

The Non-Urban District Welfare Office As An Operating Unit, May 51, continued

D. District Welfare Office		
Number of Welfare employees	2	5
Administrative costs, monthly average	¥29,074	¥39,472
E. Total Average Monthly Cost of Administration	¥212,225	¥260,896

22. Conditions of unemployment did not appear to have varied enough from one month to another throughout the twelve-month period which the study covered, to have exerted much seasonal effect upon the application rate for public assistance and thus upon the needs of the districts for additional staff time. Hiba district reported that 84 unemployed persons were granted assistance during the six-month period of greatest employment. Nine-hundred-ninety normally employed persons in Hiba district were without work during this time. Table IX tabulates the information furnished by the local offices of Kisa district regarding unemployment in its towns and villages.

TABLE IX

Unemployed Households by Town and Village and by Month of Greatest Unemployment.

Town or Village	Number of Unemployed Households: Period of Greatest Unemployment — Month	Number	Period of Lowest Unemployment — Month	Number	On 30 October 1950 (Total 837
Niho	February	30	June	5	10
Osaba	March	1	-	0	1
Ouchi	February	14	June	6	7
Daido	May	70	November	50	67
Aio	November 1949	517	June	513	513
Suzenji	February	24	July	2	12
Achisu	August	52	November	0	2
Higashi Kiwa	April	56	March	41	50
Ogori	October 1950	20	August	8	7
Tonomi	September	36	November	37	37
Migita	February	60	April	14	46
Ono	April	35	November	11	18
Izumo	October	30	November	15	30
Shimaji	August	10	May	3	6
Wada	April	15	October	5	6
Kushi	March	15	June	10	10
Yasaka	February	20	May	5	10
Yuno	February	10	October	5	5

23. Table X shows the distribution of applications handled by Hiba and Kisa districts by month for the twelve-month period ending 31 October 1950. It brings out the information which would be needed in determining whether or not additional staff would be required to handle fluctuations in the volume of intake, if applications in the future were to follow the pattern which is revealed for the year covered by the study.

TABLE X

Distribution of Applications

Month	Hiba District	Kisa District
November 1949	9	32
December	19	30
January 1950	16	38
February	20	35
March	15	58
April	29	57
May	12	40
June	29	32
July	58	38
August	43	56
September	40	29
October	32	34
TOTAL	322	479

NOTE 1. Table X does not include applications for day care nursery care. The exclusion of this information significantly affected only one town, Aio, in Kisa district. The application procedure in that town was for the family seeking nursery care to call at the town office, complete a written form, which the town council processed. This procedure would not exert much influence upon normal work load activities of the regular case work staff.

NOTE 2. Applications rejected at intake could not be tabulated.

24. The number of applications arising in a given town, village or other casework zone is an important factor to be considered in planning for home visits. Information regarding the applications received by each town and village is furnished in Table XI. Table XI also furnishes information regarding increases, decreases and discontinuance of public assistance grants from November 1949 to 31 October 1950. The latter information is of interest in considering the question of how frequently home visits should be made to public assistance cases since it is a measure of one phase of that activity for the twelve-month period it covers.

TABLE XI

Caseload Activity by Town and Village

	Applications	Increases	Decreases	Closures	Total
HIBA	322	323	322	202	1169
(Monthly Average)	26.4	26.9	26.9	16.8	97.0
Shobara	67	20	39	20	146
Taka	32	26	8	7	73
Saijo	34	19	15	15	83
Yahoko	10	32	15	5	62
Onuka	16	10	1	1	28
Yahata	6	7	2	3	18
Tamori	9	8	3	4	24
Tojo	1	15	41	40	96
Kushiro	6	0	7	3	16
Taishaku	3	26	0	4	33
Honda	25	17	51	11	104
Shino	18	25	25	14	82
Yamanouchi Higashi	32	14	15	18	79
Yamanouchi Minami	1	5	47	10	62
Kuchi Minami	1	8	1	1	10
Kuchi Kita	5	2	3	5	15
Shimotakanoyama	5	25	23	6	59
Kamitakanoyama	13	40	26	9	68
Hiwa	12	10	9	5	36
Yamanouchi Kita	26	0	1	2	29
Total of Increases, Decreases and Closures					847

The Non-Urban District Welfare Office As An Operating Unit,
May 51, continued

TABLE XI - Caseload Activity by Town and Village, continued.

	Applications	Increases	Decreases	Closures	Total
KISA	479	663	406	235	1675
(Monthly Average)	39.9	55.0	33.9	19.9	139.5
Niho	27	30	26	40	123
Osaba	23	71	56	11	161
Ouchi	15	36	35	7	93
Daido	11	30	11	8	60
Aio	43	152	125	20	340
Suzonji	10	42	39	5	86
Achisu	17	8	4	15	44
Higashi Kiwa	30	47	44	33	154
Ogori	53	41	7	6	107
Tonomi	28	44	3	10	85
Migita	87	9	12	18	126
Ono	45	5	5	6	61
Izumo	18	21	2	4	45
Shimaji	10	7	7	5	27
Wada	20	15	3	11	49
Kushi	2	10	3	3	18
Yasaka	28	70	12	24	134
Yuno	12	27	12	9	60
Total of Increases, Decreases and Closures					1304
Total of Increases, Decreases and Closures, both districts					2151

25. Several factors, within the defined functions of a local welfare office, combine to determine the normal frequency of its plan for home visits.

a. In the first place, home visits are only one method of casecoverage among several which are commonly used, viz. office interviews, correspondence, telephone communications, and collateral interviews with other individuals and organizations who know the recipient. The needs of the individual for services which the agency is equipped to provide is certainly one factor. Unfortunately, when the term "service" is loosely applied and is not related to specific staff skills it signifies, in practice, nothing but staff attempts to imitate the activities of certain specialized, highly publicized casework agencies, without the experience and know-how these agencies possess. Such service can be over-rated and fraught with expensive, meaningless and often detrimental activity, especially in public assistance programs where the problems of many clients are essentially problems of diminished earnings, and where staffs are inadequately supervised and untrained.

b. Home visits for the purpose of determining continuing eligibility is certainly one of the important reasons for making periodic visits to assistance families, once initial eligibility has been determined. Table XI discloses that 2,151 grant actions were employed in a given 12-month period to keep the public caseloads of the two districts current in this respect. Without inquiring into the quality of the standards achieved, it may be assumed that the major portion of these 2,151 adjustments were made as a result of information secured from visits to the homes of the 1,714 recipients and 437 closed cases which received aid under the Daily Life Security Law.

26. The regulations of the prefectures and Ministry regarding the frequency of home visits is another factor which has to be considered in evaluating case coverage from the standpoint of the workload which would confront a larger operating unit. The existing recommendation is one home visit per case per month. This requirement appears to exceed not only the requirements of the public assistance caseload for service, but also the ability of the staff to meet even the mechanical demands of time and travel involved. Case records which were examined on a random sample basis did not often disclose problems of a nature which would warrant frequent home visits. Interviews conducted with the homevisitors serving recipients whose case records were reviewed disclosed that few services were given even when home visits were frequent. On these more frequent visits, the pressure of the necessity to be doing something appeared to prompt the worker to go even farther than was otherwise normal in issuing instructions and in taking upon his own shoulders the management of the recipient. It was also noticed that the quality of the information obtained where home visits were made frequently was often

less thorough. Composite analysis of the information obtained from such visits would frequently fail to divulge sufficient information about the situations of the families from which determinations of eligibility could be made. This lack of comprehensiveness, while it is not necessarily the product of frequent visits, does reveal that regulations affecting the mere volume of activity do not improve the quality of a staff's performance and may often have the reverse effect.

27. Where the need of the large proportion of a caseload is a need for financial aid, information pertaining to the stability of the financial situations of public assistance households is important, and is a factor in determining how frequently home visits should be made. The town and village welfare sections of Kisa district were, accordingly, requested to classify the households receiving Daily Life Security aid according to whether or not family incomes varied from month to month. The information used was secured from the individual case records and the home-visitor's general knowledge of each case. Households having no income, and households having income which did not change from month to month were classified as cases where the financial situation was stable. Other cases were classified with the variable income groups. The results of this classification are shown in Table XII.

TABLE XII

Classification of Caseload Kisa District

Total Caseload Classified	709
(1) Households with Variable Income	347
(a) Widows	201
(b) Aged	60
(c) Employed (Other Than (a) and (b)) with Limited Incomes	45
(d) Disabled	36
(e) Unemployed	5
(2) Households with Stable Finances	362
(a) Widows	92
(b) Aged	168

The Non-Urban District Welfare Office As An Operating Unit, May 51, continued

(c) Employed (Less (a) and (b)) with Stable Limited Income	21
(d) Disabled	50
(e) Unemployed	31
(3) Cases not Classified	75
TOTAL CASELOAD of Kisa District	784

28. Findings regarding transportation revealed that 35 of the 38 towns and villages in Hiba and Kisa districts are served by daily bus transportation to and from the district office. Rail transportation was noted to supplement this mode of travel in fifteen of the towns and villages, with a minimum of two trains daily. Four round trips are available daily for 26 of the towns and villages. Rail transportation is also available, four times a day, for one village not served by bus transportation. Two villages are not served directly by rail or bus. One of these, Kushiro, in Hiba district, with a caseload of twelve public assistance households lies wholly within a five kilometers range of both rail and bus transportation. Kushi village in Kisa district, with sixteen households receiving public assistance was noted to present the greatest problem from the standpoint of transportation. In this village the center of population can be reached only by bicycle or jeep. Four households in this area were eight to ten kilometers from bus or rail transportation. Five other households were located at a distance of approximately five kilometers.

29. Approximately 80% of the households receiving assistance and service have been reported to live within fifteen to thirty minutes' walking distance of bus stops. Less than one hundred households (84 by count), out of approximately 1,500 which were plotted on the spot maps of the towns and villages, were situated farther than five kilometers away. Most of the client population was found to be clustered in localities where several cases might be visited by a single trip into the area.

30. Fares for bus transportation were tabulated in Table XIII which also presents data pertaining to the time required for bus or train travel. Table XIII also provides information regarding the maximum time which transportation by public conveyance would permit the home-visitor to spend in commuting to a town or village within a single day. This information is presented for Hiba district only since it is the district presenting the greater transportation problem.

TABLE XIII

Transportation Cost and Travel Time Required
Hiba District

Town or Village	DLSL Caseload	Fare Round Trip	Hour 1st Trans. from Shobara	Hour last Trans. to Shobara	Total Travel Time (Hours)
Shobara	83	-	-	-	-
Taka	26	¥20	0703	1731	(24 minutes)
Saijo	93	50	0703	1948	(50 minutes)
Yahoko	32	70	0703	1743	1 1/3
Onuka	30	80	0703	1908	3
Yahata	20	120	0703	1609	3 1/4
Tomari	10	140	0703	1700	6 1/4
Tojo	66	140	0703	1835	3
Kushiro	21	140	0703	1835	3 1/3
Taishaku	11	160	0920	1600	2. 3/4
Honda	36	90	0920	1700	(40 minutes)
Shino	36	20	0800	1755	1
Yamanouchi Higashi	62	30	0800	1730	(40 minutes)
Yamanouchi Nishi	63	50	0629	2140	(40 minutes)
Kuchi Minami	24	80	0930	1430	(45 minutes)
Kuchi Kita	22	110	0930	1400	2 1/4
Shimo-takanoyama	24	110	0800	1600	4 1/3
Kami-takanoyama	38	220	0800	1600	4 1/3
Hiwa	45	150	0800	1650	2. 3/4
Yamanouchi Kita	27	50	0800	1740	1

31. Some of the roads and bus routes in Hiba district become impassable for a few days at a time during the months of January and February because of snow. District welfare officials and postal officials who were consulted have reported, however, that road conditions rarely delay mail service for periods longer than three days. Main routes remain open in Kisa district except for washouts and other unpredictable factors.

32. Prefectural regulations permit overnight travel allowances. Field trips, which would make provisions for spending more than one day in a given area might sometimes be advisable from the standpoint of meeting special administrative dead lines, or otherwise in making effective use of the home visitor's time. Such planning would be readily possible in the towns of Hiba and Kisa districts where inns and hotels are available. It would be more difficult to serve smaller caseloads in this manner, however, since only a few of the villages have inns. Officials who were consulted reported that arrangements for overnight lodging could be made with private families in most towns and villages. Whether or not this would prove to be a satisfactory arrangement is not evaluated, since an adequate work plan can be developed independent of overnight trips.

33. Prefectural personnel regulations were consulted in Hiba district regarding the length of the working day and the number of working days available each year. Office hours were determined to be from 0830 to 1730 Monday through Friday, and from 0830 to 1200 on Saturday. The staffs are given 14 days vacation and 14 holidays each year. Twelve days per year are normally devoted to conferences and staff training. The average sick leave per employee was not ascertained. On the basis of these regulations it would, therefore, appear that each home-visitor would have a maximum of approximately 236 full days and 46 half days in which to do office work and make visits to his caseload. Regulations pertaining to travel and daily allowances were also consulted. The prefectural regulations in Hiroshima prefecture are based upon Imperial Ordinance No. 684, subject: "Summary Regulations for Granting Internal Traveling Expenses," dated 26 August 1943. The Hiroshima regulations contain the following essential provisions:

a. Vehicle travel allowance is ¥3 per kilometer.

b. Actual costs are allowed for public transportation.

c. An employee working in the vicinity of his headquarters is ineligible for vehicle or daily allowance, provided that a daily allowance of ¥53.33 may be granted to an employee who spends five or more consecutive hours in the field.

d. A daily allowance of ¥80 is granted if an employee is working outside the vicinity where the headquarters is located but within 100 kilometers of the local office.

c. An allowance of ¥640 may be granted for overnight lodging, upon approval of an appropriate personnel official when an employee is required to be away from his post overnight.

34. The method of making payments to welfare recipients was examined because even at distances of only 25 and 35 kilometers, public welfare services would be impaired if recipients were required to report to the central welfare office each month in order to receive public assistance payments. Payments are now made in that manner by the local offices, and necessarily so because payments are made in cash. The possibility of making payments through some medium other than cash was considered. Of the proposals advanced one which was favored by the prefectural and district officials appears to merit careful consideration. This is the postal transfer savings account method. Since mail service has been reported to be regular, dependable and available to all clients this system would, if otherwise feasible, enable the welfare office to mail payment notes to the clients receiving assistance.
The Postal Transfer Savings Account System, in order to become operative would require the prefectural or district offices to deposit with the postal system funds sufficient to cover the cost of the payrolls to recipients. The post office, upon receiving deposit could issue payment notes which could be cashed at any town or village post office. The fee for this service would range from ¥10 on ¥100 to ¥25 on ¥5000. On a payroll similar to that carried in Hiba district, where the monthly total was ¥1,370,510 in October, the cost of this service would be approximately ¥13,000 or one percent.

35. On the basis of the information obtained from the study, Table XIV was prepared to evaluate the time and expenses which would be required in making home visits. This evaluation is in terms of the caseload as each case was situated geographically in October, 1950. It also includes an evaluation of the time and travel which would be required in any given year to make one home visit to a number of applicants equal to the number of applications reported by each town and village for the twelve-month period ending in October 1950.

a. This evaluation assumes that applicants would be distributed throughout each town and village in such a manner that the average time and travel factors applicable to the actual recipients would also be typical for the new applicants of each town and village. This would appear to be a reasonably accurate assumption. Many of last year's applicants were recipients in October, 1950, and out of a group of 396 applications it is logical to anticipate that their distribution would follow somewhat similar lines. Recipients whose assistance grants were discontinued were not included inasmuch as any future closures would come from the recipient group and would not, therefore, affect an

evaluation of the time required to make one given home visit.

b. One hour per home visit was taken as the standard in computing average time which would likely be spent interviewing applicants and recipients. This average was based upon the actual estimates of the local staffs. It is the opinion of those officials that interviews with recipients may not often require a full hour, but that interviews with applicants usually exceeded that time.

c. An average walking rate of four kilometers per hour was used as the standard rate in evaluating the time required for traveling to and from public transportation points and in traveling from one household to another.

d. Where a group of recipients lived close together in an area some distance removed from a bus or railroad stops, the evaluation assumed that all these households would be visited on one trip, except on those occasions where the number of households in the area exceeded the number which could actually be visited in the time available for interviewing in one full working day. Adjustments were made for travel and walking time in calculating the amount of interviewing time available each day. This plan would appear to be sound from the standpoint of efficient caseload planning because it is not economical to make brief and frequent trips into remote areas. No difficulty would seem to exist, ordinarily, in planning to visit several cases in the same general area on those occasions when a home-visitor is making a trip of three or four kilometers to a locality where several recipient households reside. Even in the situations where one application requires an immediate home visit, experience in planning for caseload coverage has disclosed that other cases from that same locality can usually be included if visiting schedules are made flexible, and if caseload control indices are maintained which reveal at a glance the requirements of all cases from the standpoint of needed home visits.

36. Existing bus and railroad routes and existing time and rate schedules were used in preparing this evaluation of time and cost factors. More than eight hours was allotted for field trips in those instances where the actual time required for travel indicated that it would be effective to spend more than eight hours in the field. Compensatory time off was computed to reimburse the worker for overtime employment. Overnight visiting plans were used in only one village, Kuchikita, where the time required for visiting cases in isolated areas exceeded the number of hours which would be available in a single day after having deducted the time required for round trip transportation.

Corrections to Table XIV

Column C

Column heading - correct to read "Number of Hours Required to Interview Clients at one Hour per Interview"

Column I

Correct to read "Number of Hours in Field per day Exclusive of Lunch Hour and Travel Time"

Footnote 1/

Cases grouped to visit maximum number after walking time has been deducted.

TABLE XIV

Time and Cost Factors in Home Visiting -- Hiba District
(One Visit Per Applicant and Recipient of DLSL)

	A	B	C	D	E	F	G	H	I	J	K	L
	Actual No. Recipients of DLSL on 30 October 1950	No. Applications handled during Preceding Twelve Months	No. of hours required to interview Applicants at 1-hour day interview (A + B)	No. of hours walking time required to visit Recipients 1/	Average Walking time per Recipients (Minutes (C÷A))	Estimated walking time required to visit Applicants (D×B)	Total walking interviewing time (C+D+F)	Time required for round trip travel to and from Shobara	No. of Hours in Field per day 2/	No. of Hours per day in Excess of 9 hours daily 3/	No. of days required to visit Recipients 4/	Estimated No. of days required to visit Applicants 5/
District	*769	396	1165									
Shobara	83	82 7/	165	8½	5	5	175	-	8	-	11	11
Taka	26	32	58	18	41	22	98	½	8	1½	4½	5
Saijo	93	34	127	16½	11	6¼	149¾	1	8	1¾	17	6
Yahoko	32	10	42	47	68	11⅓	120⅓	1½	8	1¾	11½	4
Onuka	30	16	46	34 3/5	70	18⅔	89 5/12	3	8½	4	8	4
Yahata	20	6	26	21	61	6	53	3	6½	1½	6	2

istr
SL)

F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T
Estimated walking time required to visit Applicants (D × E)	Total walking interviewing time (C + D + F)	Time required for round trip travel to and from Shobara	No. of Hours in Field per day 2/	No. of Hours per day in Excess of 9 hours daily 3/	No. of days required to visit Recipients 4/	Estimated No. of days required to visit Applicants 5/	Total number of days or fractions of days in field	Total No. of hours overtime insured (J × N)	Approximate total No. of days if time is granted for overtime	Cost of daily fare round trip to and from Shobara	Daily Allowance	Total Daily Cost	Total cost for caseload (M × R)	Average cost per case
							267	410	311				42823	36.7
5	175	-	8	-	11	11	22	0	22	10	53 1/3	63 1/3	1393	08.4
22	98	1/2	8	1 1/2	4 1/2	5	10	10	11 1/2	20	80	100	1150	19.9
6 1/4	149 3/4	1	8	1 3/4	17	6	23	41	28	50	80	130	2990	23.5
11 1/3	120 1/3	1 1/2	8	1 3/4	11 1/2	4	16	28	19 1/2	70	80	150	2400	57.1
18 2/3	89 5/12	3	8 1/2	4	8	4	12	48	18	100	80	180	2160	48.6
6	53	3	6 1/2	1 1/2	6	2	8	14	10	120	80	200	1600	61.5

Taka	26	32	58	18	41	22	98	½	8		1½	4½	5
Saijo	93	34	127	16 ½	11	6 ¼	149 ¾	1	8		1¾	17	6
Yahoko	32	10	42	47	68	11 ⅓	120 ⅓	1½	8		1¾	11½	4
Onuka	30	16	46	34 ⅗	70	18 ⅔	89 ⅚	3	8½		4	8	4
Yahata	20	6	26	21	61	6	53	3	6½		1½	6	2
Tamori	10	9	19	7 ½	45	6 ¾	23 ¼	6¼	4 ⅝		5¼	4	4
Tojo	66	28 7/	94	12 ⅓	12	5 ½	11 ⅚	3⅓	8		5¼	14	6
Kushiro	21	6	27	21	60	6	54	3⅓	8		5¼	5½	1½
Taishakaku	11	3	14	6	32	1 ½	21 ½	2⅔	5⅓		0	5	1
Honda	36	25	61	14 ½	25	10 ¼	85 ¾	⅔	7⅓		0	7½	5½
Shino	36	18	54	20 ½	53	10 ⅙	84½	1⅓	6 ¾		0	8	4
Yamanouchi Higashi	62	32	94	18 ½	19	10	122½	⅔	8		1	10	5½
Yamanouchi Nishi	63	27 7/	90	33	31	14 ½	137½	½	7¼		0	12	6
Kuchiminami	24	10 7/	34	9 ½	27	4 ½	48	1½	5½		0	6	2½
Kuchikita	22	5	27	24	53	4 ½	28½	2⅓	8		0	10	2½
Shimotakanoyama	24	5	29	19 ⅔	45	3 ⅔	52⅓	4⅓	5½		2	8	2
Kamitakanoyama	38	13	51	17	27	6	84	4⅓	5½		2	10	4
Hiwa	45	12	57	46	61	12	105	2⅔	7½		1	13	4
Yamanouchi Kita	27	23 7/	50	12 ¾	28	5 ⅔	68⅔	1	8⅛		1	7	6

1/ Based upon total number of hours available to worker on any given day. ~~Also based upon effective grouping of cases at rate of 1 hour available for home visiting each day~~.

2/ Public transportation did not permit departure to and from district office punctually at 0800 and 1700. Plan used upon schedule which would allow full day in field. However, schedule in no case exceeded hours of 0730 departure and 2121 arrival at headquarters.

3/ 9 hours includes 1 hour allowed for lunch.

4/ Actual number of days determined to be necessary if cases are visited in groups as described in 1/ above.

5/ Based upon average time required for visiting recipients.

6 Proximity t
would permi

7/ Number of
district.

8/ Worker woul
portation
cost pro-ra

* Discrepancy
cases on 30
than curre
by the town

22	98	½	8	1½	4½	5	10	10	11½	20	80	100	1150	19.9
6¼	149¾	1	8	1¾	17	6	23	41	28	50	80	130	2990	23.5
11⅓	120⅓	1½	8	1¾	11½	4	16	28	19½	70	80	150	2400	57.1
18⅔	89⅝	3	8½	4	8	4	12	48	18	100	80	180	2160	48.6
6	53	3	6½	1½	6	2	8	14	10	120	80	200	1600	61.5
6¾	23¼	6¼	4⅝	5¼	4	4	8	42	13¼	140	80	220	1760	92.6
5½	11⅚	3⅓	8	5¼	14	6	20	105	33	40	80	220	4400	42.6
6	54	3⅓	8	5¼	5½	1½	7	38½	14¾	140	80	220	1540	57.0
1½	21½	2⅔	5⅓	0	5	1	6	0	6	160	80	240	1440	102.8
10¼	85¾	⅔	7⅓	0	7½	5½	13	0	13	90	80	170	2210	36.2
10½	84½	1⅕	6¾	0	8	4	12	0	12	45	80	125	1500	27.7
10	122½	⅔	8	1	10	5½	16	16	12	30	80	110	1320	15.9
14½	137½	½	7¼	0	12	6	18	0	12	50	80	130	1560	17.3
4½	48	1½	5½	0	6	2½	9	0	6	80	80	160	1280	37.9
4½	28½	2⅕	8	0	10	2½	13	0	13	110	455	565 8/	3390	125.5
3⅔	52⅓	4⅓	5¼	2	8	2	10	20	12½	110	80	190	1900	70.3
6	84	4⅓	5½	2	10	4	14	28	18½	150	80	230	3220	63.1
12	105	2⅔	7½	1	13	4	17	17	19	150	80	230	3910	68.7
5⅔	68⅔	1	8⅙	1	7	6	13	13	15	50	80	130	1690	33.8

o worker on any given
~~cases at rate of~~

re to and from district
ed upon schedule which
edule in no case ex-
val at headquarters.

sary if cases are

g recipients.

6 Proximity to district office and availability of transportation would permit 5 hours per day instead of 9 hours to be spent in field.

7/ Number of applications adjusted on basis of average for district.

8/ Worker would have to remain overnight if public transportation used. Overnight allowance and transportation cost pro-rated over number of days spent in field.

* Discrepancy of 28 cases between this figure and 741 DLSL cases on 30 October due to inclusion of some cases other than current DLSL recipients on local spot maps furnished by the towns and villages.

37. Table XIV discloses that a total of 267 days would need to be spent in the field to make one home visit each to 396 applicants and 769 recipients in Hiba district. It contemplates that the home visits are to be accomplished with the use of public transportation, by a home-visitor operating in and out of the district office headquarters at Shobara.

a. The use of overtime employment would be important in some instances. It would facilitate effective planning for home visits in several of other towns and villages. The evaluation in Table XIV was based upon the use of overtime in thirteen towns and villages. Actual experience might prove that the caseloads of three of these towns, Taka, Yamanouchi Higashi and Yamanouchi Kita, could be visited without the use of overtime. Because of their proximity to the district office, transportation other than public transportation might be employed. According to the proposed home visiting plan a total of 410 hours overtime was incurred on 175 separate days in the field. This is an average of 2.63 hours overtime per day for those days when more than eight hours was spent in the field.

b. The maximum amount of time required away from the office on any one day was 14¼ hours, from 0730 to 2121, in serving the caseloads of Tomari, Tojo, Kushiro villages. These towns are also served by transportation which operates between the hours of 0920 - 1720. Because of the time required for travel, somewhat less than five hours per day would be available for home visiting if this latter schedule were employed. These particular areas could be visited on this basis. The additional days needed to visit the caseload on such a basis would, however, exceed the time required to compensate the staff for overtime employment using longer hours.

c. On the basis of the plan followed in this evaluation approximately 44 days leave from duty would be necessary to compensate for the overtime spent on 267 days in the field.

38. Paragraph 33 gives the daily allowance schedules for compensating employees for time spent in the field. The study used rail and bus fares which were in existence for Hiba district, on the basis of these allowances and rates, Table XIV reveals that the total cost for transportation and daily allowances would be ¥42,823 for visiting 1,165 applicants and recipients: an average cost of ¥36.7 per case, or ¥198 for each day spent in the field. It will be noted that these costs ranged from a low of ¥8.4 yen in the town where the district office was situated to a high of ¥125.5 in Kuchikita.

39. Cases other than those receiving Daily Life Security aid enter into the overall home-visiting plan of the district welfare office. As is revealed in Table III, 81 such cases were reported

for Hiba District. On the basis of the average time required to make a home visit to a public assistance case, the time required to visit these other cases can be estimated. Such an estimate for that large a group would be reliable. The public assistance caseload includes such groups as aged, widows, disabled, employed and unemployed, and may properly be regarded as being representative of a cross section of each community insofar as caseload distribution would be concerned. On this basis, with adjustments for overtime, 338 days would be required to make one home visit each to all of the recipient households in Hiba district.

40. Findings revealed that case records and methods of obtaining records and reports were not uniform among the towns and villages. Sufficient similarity exists among the case records to indicate that they could be used on a temporary basis as basic documents of eligibility for assistance and services until, in the normal course of home visiting, uniform records could be established.

a. The matter of consolidating these case records into a central office file would be seriously complicated by the variety of ledger systems employed at present. It would appear, however, that the individual case record material could be extracted from the several ledgers and could be filed, case by case, in individual case record folders. In order to accomplish this, the central office immediately upon organization would need to set up a system of reporting and accounting to replace the uses these various ledgers now serve for those purposes. Such a system probably would require immediate preparation. This would impose an additional work detail of considerable portion upon the new central office, although prefectural and district officials do state that records which are currently maintained by the district offices already provide a framework around which these central accounting and reporting records could be built.

b. In this connection it is also conceivable that a uniform system for accounting and reporting could be developed before the transfer of records is effected. In that event each local office could get its own records in condition for the pending transfer. This would require advance preparation on the part of the town and village staffs, or prefectural assistance to the local offices. However, changes which are indicated in the maintenance of uniform records would have merit, irrespective of whether or not a consolidation of local offices is effected. The establishment of the central office would only heighten the need. Before a transfer of records is accomplished, it would also be desirable to have the incumbent welfare staffs include in each case record instructions and directions to be followed in locating each recipient of assistance and services.

41. Table XV lists the amounts of prefectural and national funds for welfare purposes which towns and villages had on hand on 31 October 1950 and 17 November 1950. Although it is apparent that considerable amounts of national funds are retained by the local units, the prefectural and district officials in Hiroshima Prefecture have reported that these funds can be transferred to a central office upon a simple letter of direction to the town or village concerned.

TABLE XV

National and Prefectural Monies on Hand
for Welfare Purposes

Town or Village	31 October 1950 National	31 October 1950 Prefectural	17 November 1950 National	17 November 1950 Prefectural
TOTAL	2,839,947.00	-	1,706,031.00	-
Shobara	517,370.80	-	334,705.28	-
Taka	89,174.52	-	59,284.12	-
Saijo	313,480.16	-	171,995.36	-
Yahoko	79,990.40	-	54,940.80	-
Onuka	43,488.00	-	16,400.00	-
Yahata	42,210.40	-	21,636.80	-
Tamori	59,622.00	-	42,565.20	-
Tojo	242,776.32	-	135,369.52	-
Kushiro	25,471.20	-	15,935.20	-
Taishaku	36,265.60	-	23,468.20	-
Honda	194,862.40	-	95,610.40	-
Shino	148,558.40	-	86,397.60	-
Yamanouchi Higashi	182,730.40	-	126,385.60	-
Yamanouchi Nishi	265,063.20	-	168,793.60	-
Kuchiminami	150,885.60	-	105,364.80	-
Kuchikita	120,970.72	-	66,946.72	-
Shimo-takanoyama	31,660.00	-	7,896.00	-
Kami-takanoyama	20,289.00	-	-	-
Hiwa	173,016.00	-	101,024.00	-
Yamanouchi Kita	102,112.00	-	29,657.60	-

42. Table XVI depicts the qualifications of the incumbent town and village welfare staffs and indicates which employees the prefectural and district officials consider sufficiently well qualified and sufficiently competent in performance to continue as caseworkers. It may be noted from this Table that Hiba district officials believe that thirteen local welfare employees would be able to do suitable work. The number in Kisa district is fifteen. No attempt has been made to determine the number of employees who would consent to work in an office away from the present resident of the employee, because of the trial nature of the study.

TABLE XVI

Qualifications of Town and Village Welfare Staff

HIBA DISTRICT:

Town	Employee Age	Education	Welfare Exper. Months	Previous Background	Suitable for retention
1. Shobara	47	2 years middle school	120	*	
"	45	*	6	*	
2. Taka	45	Graduate middle school	96	Policeman	yes
3. Yahoko	33	Grammar school	106	*	yes
4. Onuka	*	*	*	*	
5. Saijo	37	Graduate middle school	36	*	yes
6. Yahata	*	*	*	*	
7. Tamori	47	3 years middle school	36	*	
8. Tojo	25	8 years grammar school	36	*	yes
9. Kushiro	29	8 years grammar school	*	*	yes
10. Taishaku	57	Graduate primary school	120	*	
11. Honda	40	8 years primary school	84	*	yes
12. Shino	30	Graduate middle school	22	*	yes
13. Higashi Yamanouchi	39	middle school	10	*	yes
14. Nishi Yamanouchi	*	*	*	*	
15. Kuchiminami	47	Graduate primary school	36	*	
16. Kuchikita	38	Graduate primary school	108	*	yes
17. Shimo-takanoyama	32	*	12	*	yes
18. Kami-takanoyama	20	middle school	24	*	yes
19. Hiwa	28	Graduate middle school	14	*	yes
20. Kita Yamanouchi	51	Graduate middle school	60	*	yes

* - Information not known to district office.

TABLE XVI - Qualifications of Town and Village Welfare Staff, continued.

KISA DISTRICT:

Town	Employee Age	Education	Welfare Exper. Months	Previous Background	Suitable for retention
1. Niho	29	High primary school	60	District clerk	yes
"	20	Graduate Agricultural school	8	None	
2. Osaba	39	Technical school	36	Farmer	
"	20	Girls high school	8	None	yes
3. Ouchi	51	High primary school	21	Agricultural Tech.	
4. Daido	29	Graduate middle school	6	Clerk	yes
5. Aio	17	Graduate middle school	4	None	
"	29	Graduate middle school	42	Clerk	yes
"	21	Graduate middle school	6	Railway Employee	
"	53	Graduate middle schoold	72	Headman's Assistant	yes
6. Suzenji	27	Graduate middle school	24	*	yes
7. Achisu	50	Graduate higher primary school	36	Supplies, military	
8. Higashi Kiwa	18	Girls' high school	12	None	
"	48	primary school	60	Agriculture	yes
9. Ogori	21	Graduate middle school	43	None	yes
"	35	Graduate high school	13	Teacher	yes
"	25	Graduate Girls' high school	5	Clerk	
"	29	Graduate girls' high school	7	Clerk	
10. Tonomi	26	Graduate technical school	32	None	yes
"	18	Graduate middle school	18	None	
11. Migita	22	Graduate middle chool	36	None	yes
"	20	Graduate middle school	3	None	yes

The Non-Urban District Welfare Office As An Operating Unit, May 51, continued

11. Migita	18	Graduate middle school	6	None	
"	*	Graduate middle school	*	None	
12. Ono	21	Graduate with social training	7	Business admin.	yes
13. Izumo	58	middle school	36	General affairs	*
14. Shimaji	24	Graduate middle school	6	Clerk	
15. Wada	37	High primary school	48	Soldier	
16. Kushi	23	Girls' school	8	None	
"	30	Graduate higher elementary school	11	Farming	yes
17. Yasaka	53	Higher primary school	11	Village clerk	
18. Yuno	46	Higher primary school	24	Captain, army	yes

* - Information not known to district office.

43. Officials of the village, town, district and prefectural welfare sections were in general agreement that one central office could function as an operating unit serving an entire rural district. Problems which they anticipated, other than the ones discussed in the foregoing paragraphs, fall into one of the following groups:

a. Where the client's daily activities are less well known than they are to workers residing in towns and villages where the clients live, would it be possible to develop methods and skills adequate to offset the value of the workers' personalized knowledge of the client?

b. Would town and village officials lose interest in the welfare program and its activities? Would they relax the pressures and restraining influences they now exert upon clients? Would actual competition be likely to develop among localities to secure greater amounts of assistance for residents of their communities?

c. Could emergency needs, especially the need for medical care, be met safely and effectively by a welfare office situated 35 kilometers distant or five hours distant, from a client who was ill or in immediate financial need?

d. Parent to these other questions: would it not be necessary after all to break up the larger welfare offices into smaller sub-units, with workers stationed in outlying villages and larger towns?

e. These are problems which can be evaluated fully only by actual experience. They are problems which have been solved by welfare departments serving much larger areas than a district office in Japan would have to serve. None would appear to be incapable of solution if approached by the same methods and techniques that other large welfare units have used. Some of the appropriate methods, which have been used in other but somewhat similar welfare settings are:

(1) Careful, well-documented determinations of initial eligibility to eliminate repeated trips into the field.

(2) Procedures to insure prompt, regular and comprehensive determinations of continuing eligibility, reducing the number of unsuccessful and piecemeal contacts to a minimum.

(3) Zoning plans to give each homevisitor a caseload of workable proportions, consisting both of readily accessible and less readily accessible

cases, so that an office staff can function effectively every month during the year.

(4) Staff training, and continuous, planned, on-the-job supervision to improve these methods, and to reduce the learning time required by new home visitors.

(5) Clearly delineated areas of responsibility with respect to programs administered by the welfare office, to identify specifically the respective functions of the office and of the mayors of towns and villages, and to insure the development of a unified program throughout the district.

(6) Other planned public relations to coordinate welfare activities within the district, interpret welfare programs and needs, develop local resources and insure their utilization, and to provide for the study of specific problems affecting particular localities.

(7) The establishment of statistical and caseload controls which will point up definite caseload trends, and alert the supervisors to particular problems arising in connection with individual caseloads.

(8) Procedures to permit application taking or the requesting service to be made at the home of the client, upon notification to the welfare office, in order to reduce the number of occasions upon which applicants and recipients will need to call at the district office.

(9) Optimum use of mail and telephone communication services in making appointments, obtaining verifications, paying assistance, or issuing general information.

(10) The development of a plan of medical care which would authorize approved panels of physicians to render immediate medical care, without prior clearance, in cases of bona fide medical emergencies.

44. Findings do not indicate that any situations exist in either of the two districts studied which would require the use of sub-offices. The problems which were frequently cited by the local welfare officials as reasons for stationing caseworkers in sub-offices, appear to be capable of solution through the use of the methods mentioned in the preceding paragraph.
A certain tendency to revert to the traditional pattern of using sub-offices was noted in the discussions which were had with the prefectural and district officials. This tendency to resist change while natural, will almost certainly result in a wide spread use of sub-offices if the responsibility for organizing new offices is left up to officials whose only experience has been with small administrative units. It would result in a reversal in practice of the administrative principles upon which the new law is based. It would mean, in effect, that some local units would become consolidated into integrated, potentially easily-supervised units only to have the staffs immediately dispersed, once more, into small operating units. This would again introduce difficulties which now exist in providing continuous, on-the-job supervision to the home-visitors. More serious, it would be an invitation to the home-visitors who were stationed away from the office to divide their loyalties between the district office and the locally influential groups in the community where the home-visitor is stationed. Whenever this happens, resistance to supervision develops, agency-community relationships suffer, and services to clients are impaired. It is indicated, therefore, that the prefectural and district officials will need guidance in finding new approaches for the problems the reorganization will present.

45. Conclusions.

a. The public welfare caseloads of the towns and villages in either of the two districts studied can be effectively served by a welfare office established in the town where the district office is now situated.

b. The distribution of the caseload and the availability of transportation, even during the winter months, will permit such district offices to give effective coverage and service.

c. Clients would be inconvenienced if they used the welfare office considered by this study in exactly the same manner that they now use the town-village welfare offices. They could do so, however. Procedures can be established permitting the mailing of public welfare payments, and the taking of applications in the field. These procedures would materially reduce the need for clients to call at the district office, and would eliminate this difficulty.

d. Postal facilities appear to be adequate to permit the development of payment procedures, and regular disbursement procedures for mailing of public welfare payments to recipients at their homes.

e. The amount of additional time required to serve the more widely dispersed caseload of a district would not be disproportionate to the advantages gained. The study made of the time required to visit the caseload in Hiba district, with a staff operating out of Shobara, the present headquarters of the district, has revealed that 267 working days would be required to visit 1,165 public assistance cases. (See Table XIV.) Adjusted to allow time off as compensation for overtime employment, 311 days would be required. At this average rate of 3.7 cases per day, 338 days would be required if the visiting plans included the 81 additional households receiving aid under the welfare to Disabled Persons, Child Welfare Law and other social services. Referring to the 236 working days which would be available to each home-visitor in any given year (Paragraph 33) three home-visitors, spending one-half of those days making home visits, could make one home visit a year to each of the 1,246 assistance and service cases.

f. Monthly home visits would, on the basis of the above calculation, require a staff of approximately 36 caseworkers. Fifteen full-time welfare employees, seven part-time employees, and two district employees now constitute the staff which is giving service to this area. A comparison between these two sets of staff requirements should not be based entirely upon these two sets of figures, however. The following factors require consideration in this connection.

(1) Local welfare units are actually making monthly visits to only a numerically insignificant part of their present caseloads.

(2) Out of a random sample of at least thirty-five cases which were reviewed and discussed with the local officials in the course of this study, no more than four home visits had been made to any case within the twelve month period covered.

(3) A review of grant actions and case changes has disclosed that the determinations of continuing eligibility which were made resulted in only 847 increases, decreases and closures. This was at the rate of approximately one grant action per case per year, based upon the experiences of the towns and villages for the year preceding the study.

(4) The classifications made by the town and village staffs reveal that at least 50% of the recipients of public assistance were without incomes, or had incomes which did not change from one month to the next. (See Table XI).

(5) On the basis of quarterly visits, which would appear to be at least fully adequate to meet the requirements of the average public assistance caseload, the size of the staff which would be required would compare favorably in number with the present staff employed.

(6) On a basis of findings as outlined in Table XIV a home visiting plan which would visit the applicants and recipients of public assistance at the average rate of four visits each per year, and provide monthly visits to the 81 service cases, would require 17 home-visitors. Each caseworker would, on that basis, have a caseload of 74 cases per worker. A caseload of this size would approximate the ideal caseload now recommended by the Welfare Ministry.

g. Costs would not be disproportionate to the advantages which are desired. Salaries to obtain better qualified and better supervised personnel would be proportionately higher than ¥5,796 which was the average salary reported by Hiba district for the 24 employees now working on full-time or part-time basis in the existing local welfare programs. Transportation costs for the plan of home visiting recommended in sub paragraph f(6) would cost approximately ¥202,951 annually, compared with the total cost of ¥121,651 reported by the town and village welfare departments for transportation during the twelve-month period covered by the study. It may be noted in this connection, however, that the overall expenditures for Hiba district also included an average expenditure of approximately ¥40,932 per month for the 222 minsei-iin serving the district during the preceding 12 month period. Any action making the amount of this expenditure available to the new welfare office would have appreciable significance in meeting any increase which does occur in costs for transportation and personnel. The overall cost for foreseeable administrative expenditures in operating a welfare unit on a district basis would not, therefore, be likely to exceed the total amount actually spent for administration during the twelve months preceding 31 October 1950.

h. With two of the objectives to be achieved in the organization of larger welfare units being uniformity and improved service, an attempt was made to estimate the effects which uniformity would have upon the size of the current caseload, and upon the overall amount which is now being paid to recipients of Daily Life Security aid. The net effect, insofar as the size of the caseload would be concerned, would appear to be slight, and unlikely to alter the requirements for staff indicated in paragraph g.

(1) This conclusion is based primarily upon the observation that the proportions of the populations receiving public assistance in the two districts studied do not differ substantially from the proportion of the population receiving assistance for Japan as a whole. It may be noted also that nine towns and villages, with a total of 465 public assistance cases, were granting assistance to a proportion of their population substantially greater than the average for the district, whereas thirteen towns and villages, with a caseload of only 349 households granted assistance to a proportion of its population substantially lower than the average for the district. Any adjustment toward the present average would thus tend to decrease the total number of households receiving assistance.

(2) Similar reasoning, applied to the costs of public assistance payments, would indicate that these costs would increase. As Table IV will reveal, nineteen towns and villages having a total caseload of 730 cases had average grants for livelihood aid ranging from ¥50 to ¥200 below the average for their districts, while only nine towns and villages with total caseloads of 445 households, had average payment exceeding the average for their district. This information would have significance for budgeting purposes in planning to meet assistance costs. It is not an administrative factor having a bearing upon the staff needs of the district office.

i. The district welfare offices can expect to obtain some experienced and qualified personnel from town and village offices. The balance of the staff would have to be recruited or trained.

j. Any national or prefectural funds which the towns and villages have on hand would appear to be transferable to the newly created welfare office.

k. Arrangements for overnight accommodations may present certain difficulties, and is a problem which will need further actual study. The need for overnight accommodations would be limited. If unavailable, this would not be a serious obstacle to the proposed plan.

l. Records adequate for the immediate operation of the larger welfare office can be secured from the town and village offices, or can be developed by the central office.

m. Variations in applications and variations in employment factors effecting intake have not been sufficiently great, month by month, to affect staff planning for orderly caseload coverage. No major change is to be anticipated in present patterns.

n. To the extent that the geographic distributions of caseloads, and facilities for public transportation elsewhere lend themselves to similar or comparable plans for caseload coverage, the use of a district office which is feasible in both districts studied, would also be feasible in other parts of Japan.

46. On the basis of the preceding findings it is recommended:

a. That, in Hiba and Kisa districts one central welfare office be established to perform the welfare functions now being performed by all of the towns and villages within those districts, including the coordination of group services such as pawnshops and National Health Insurance, and case services under the Daily Life Security Law, the Child Welfare Law and the Law for the Welfare of Disabled Persons;

b. That, elsewhere throughout Japan, the district rather than a smaller geographic area, be considered as the minimum-sized area for the effective operation of a rural welfare unit;

c. That the staff be stationed in one central office rather than in sub-offices, as a matter of guiding principle, and that staff not be stationed in sub-offices or zone offices in any instance where the size of the staff to be so stationed is too small to include a full time supervisor;

d. That social welfare secretaries who are currently employed be authorized to start making immediate preparations to have local records and cases ready for ultimate transfer to the district welfare offices;

e. That this preparation for the transfer of local cases and local records to central welfare offices include, among other matters which may be determined to be feasible:

(1) Posting to each local case record complete travel directions which will enable the new office staffs to locate each client for the purpose of making home visits.

(2) Posting to each case record complete information regarding the amounts and kinds of assistance and service for which each recipient is currently considered to be eligible.

(3) The completion for each case record of any basic documents of eligibility, now lacking, which will be required by the central office to carry on uninterrupted assistance or service.

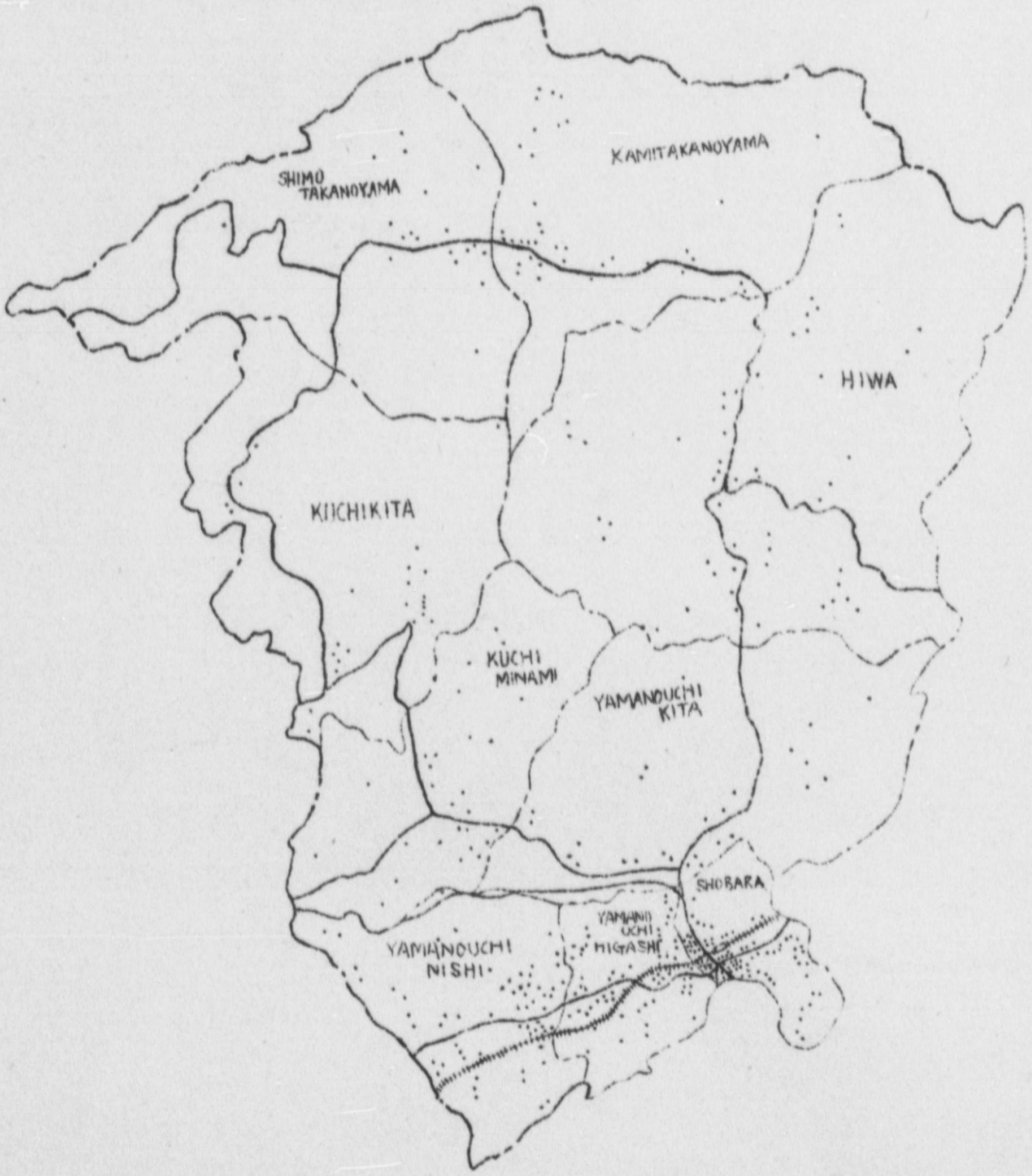
(4) The compilation of information regarding any application for assistance which may be pending in the town and village offices at the time of transfer, and the compilation of information regarding pending grant actions such as increases, decreases, reinstatements and closures which will require immediate attention of the district welfare office following its organization.

f. That, each district welfare office develop an orderly plan for making its first round of home visits; a plan aimed at spreading these visits over a period of three or more months, to enable its staff to become integrated and trained, its clients to become accustomed to the new operating unit, and its grant adjustments to take place in an even and balanced manner, thus sparing for the new office, the clientele, and the community alike, those apprehensions and problems in relationships which otherwise develop when new staffs start making sweeping, sudden adjustments in assistance grants.

3 Inclosures:
1. Hiba District Map (Sections 1 & 2) showing distribution of caseload
2. Kisa District Map showing distribution of caseload
3. (1) Forms & Questionnaire Used
   (2) Jap. Trans. on Forms & Questionnaire Used

HIBA DISTRICT

(SECTION 1)



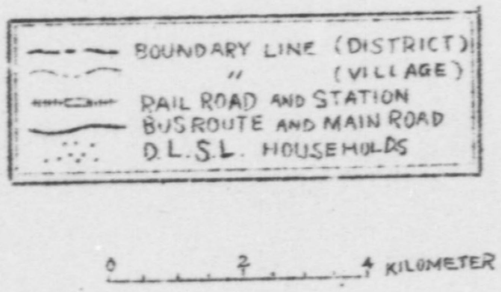
BOUNDARY LINE (DISTRICT)
" (VILLAGE)
RAIL ROAD AND STATION
BUS ROUTE AND MAIN ROAD
D.L.S.L. HOUSEHOLDS

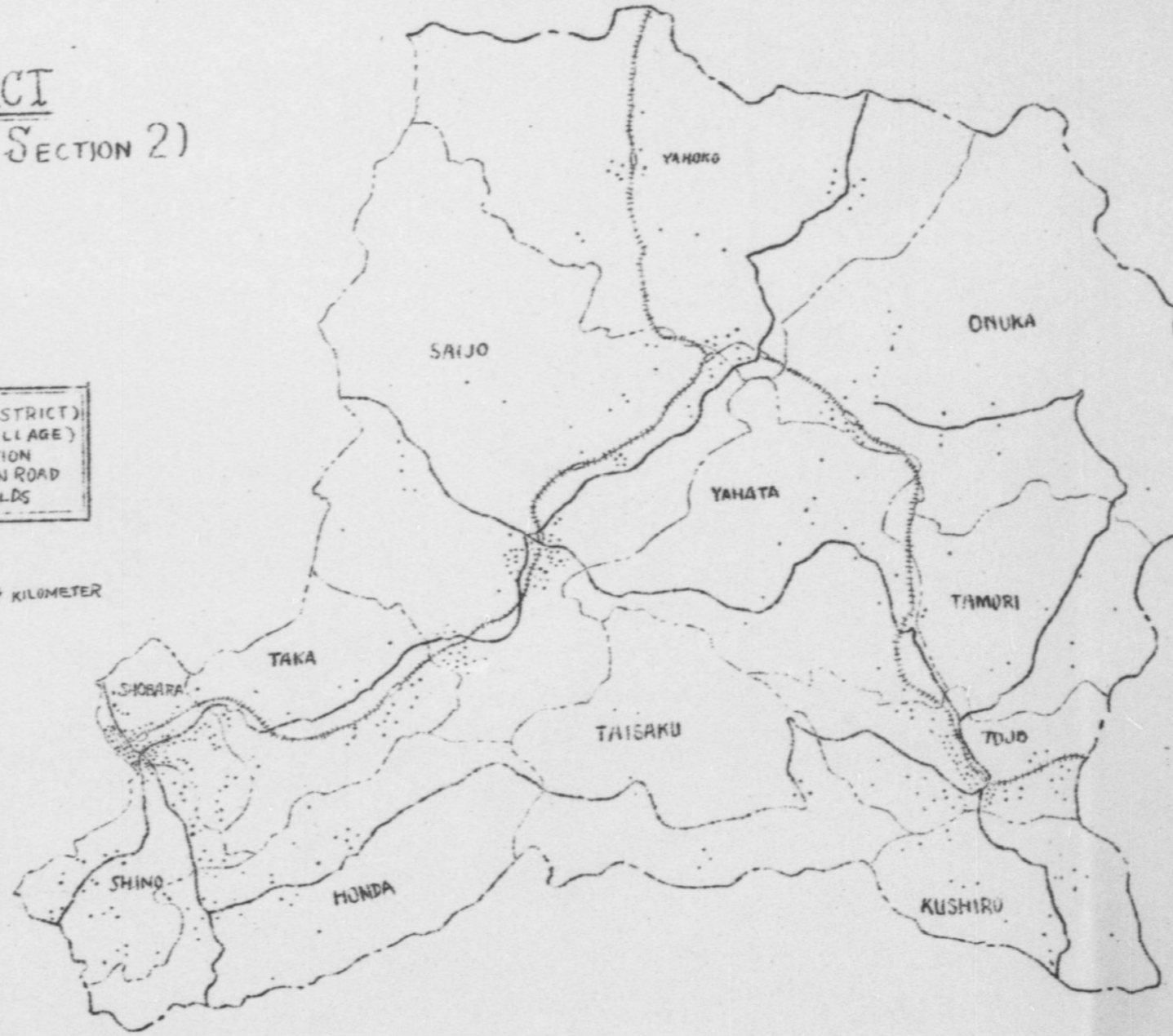
0 2 4 KILOMETERS

Encl 1

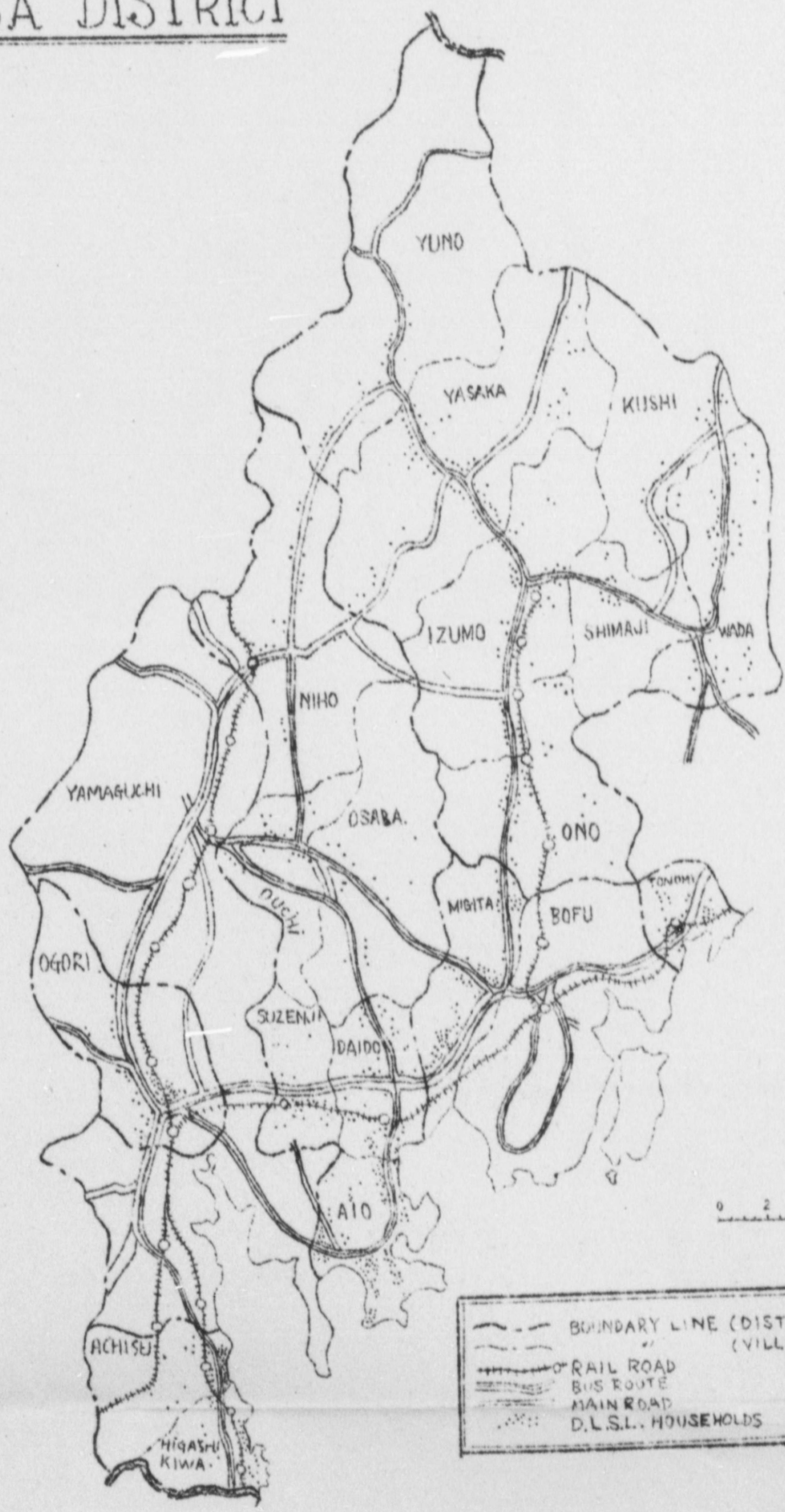
HIBA DISTRICT

(SECTION 2)





KISA DISTRICT



2nd 2

ATTACHMENT 3

Forms & Questionnaires Used

Welfare Section, Chugoku Civil Affairs Region, desires to visit the District Welfare Offices of the Yoshiki and Saba Districts, 1/ Yamaguchi Prefecture, 18 December - 22 December, inclusive.

The purpose of this visit is to study matters relating to the use of the district as an administrative unit in granting Daily Life Security and in providing certain other public welfare services to the towns and villages.

In connection with the purpose of the visit, Chugoku Civil Affairs Region wishes to have each town and village submit to the Yoshiki and Saba Districts a spot map of each town and village showing the location within each town and village area of all cases receiving Daily Life Security, foster home care, institutional care and guidance under the physically handicapped law.

It is desired to have these spot maps completed by each town and village within Yoshiki and Saba Districts on or before 18 December, and delivered into the hands of the respective district welfare officers not later than 0900 on 19 December, 1950, or at the very earliest possible moment thereafter if delivery can not be completed by the hour indicated.

In making the designation of cases receiving Daily Life Security aid it is desired to have each case located upon the map by the use of the following type of designation:

1. For a person receiving Livelihood Aid who has no income - (1)

2. For a person receiving Livelihood Aid who has a stable income, one which does not change from month to month - - - - (2)

3. For a person receiving Livelihood Aid, whose income changes from month to month - - - - - - - - - - - - - - - - - (3)

4. For a person receiving Medical Aid only - - - - - - - - (4)

5. For a person receiving Maternity Aid only - - - - - - - (5)

6. For a person receiving Occupational Aid only - - - - - (6)

1/ Yoshiki and Saba guns compose Kisa District

Incl 3

7. For a person receiving Educational Aid only - - - - - (7)

8. For a person receiving Housing Aid only - - - - - - - (8)

(With respect to classes above, use the following additional designations to indicate the type of person:

a. Aged (over 60 years) - - - - - - - - - - - - (A)

b. Widow - - - - - - - - - - - - - - - - - - (B)

c. Permanently Disabled - - - - - - - - - - - - (C)

d. Temporarily Disabled or ill - - - - - - - - (D)

e. An employed person (other than a widow or aged person) who has a low income - - - (E)

f. An unemployed person, not a widow or an aged person - - - - - - - - - - - - - - (F)

For example: Suppose Mr. A is receiving livelihood aid because his earnings as a janitor are too low to support his wife and family. Suppose his earnings are 3,600 yen each month and that Mr. A is an employable person. Mr. A would be coded as 2 because he has a stable income, he would be coded as E because he is an employed person. 2E would, therefore, be the correct coding.)

9. For a child receiving foster home care - - - - - - - (9)

10. For a person receiving guidance under Physically Handicapped Law - (10)

11. For a person receiving case work service only- - - - (11)

On spot map use ☐ to designate institutions. At bottom of page explain the type and population of institution.

On spot map use △ to designate places where overnight accommodations are available to Japanese workers.

Use blue lines to designate bus routes on map. Use red lines to designate train routes.

中国民事部公衆福祉部では来る十二月十八日より二十二日の間
山口県吉敷郡並に佐波郡地方事務所を巡行する予定である。
今次両郡の巡行は将来地方事務所單位に各町村に於ける
生活保護並に公的福祉活動を実施するに当り施策の研討の為である。
巡行に先立ち各町村に於て現行生活保護関係，里親，施設
並に身体傷害者保護関係を明示せる要図を作成し吉敷並に佐
波地方事務所に提出する様配慮願いたい。尚前要図は十二月十八
日迄に完成し昭和二十五年十二月十九日午前九時迄に地方事務所
厚生課の責任担任者に提出せられたい。
尚同時刻迄不可能の場合萬障排除の上準備し提出せられたい。
生活保護関係を地域的に図示するに当り下記記号を用い作成せられたい。

1. 生活扶助を受けてゐる者で収入のない者 ..... (1)
2. 生活扶助を受けてゐる者で月々の収入に変動のない者 ..... (2)
3. 生活扶助を受けてゐる者で月々の収入が変動する者 ..... (3)
4. 医療扶助單給者 ..... (4)
5. 助産扶助單給者 ..... (5)
6. 生業扶助單給者 ..... (6)
7. 教育扶助單給者 ..... (7)
8. 住宅扶助單給者 ..... (8)

(上記被扶助者の程度は下記記號により明記する事)

a. 年令六十才以上 ..... (A)
b. 未亡人 ..... (B)
c. 廃疾 ..... (C)
d. 一時的な病気廃疾 ..... (D)
e. 就業者にて低収入(未亡人又は老令者を除く) ..... (E)
f. 失職者，未亡人又は老令者に非ざる者 ..... (F)

例示
A氏は門番にて低収入の為め家族扶養の能力なき為め生活扶
助を受けてゐる場合例へばA氏は稼動能力あり毎月
3,600円の収入を受けてゐるとすれば定収入ある為め前記

2 に該当する。尚就業者たる為めEに該当する。故に(2—E)が正確な図示方法となる。

9. 里親の保護を受けてゐる場合 ----------(9)

10. 身体障害者福祉法に基き援護を受けてゐる者 ------(10)

11. 扶助はされてゐないが保護指導を受けてゐる者 ------(11)

各施設関係は要図に□により図示する事。尚要図の下部に各施設の種類並びに人員を明記する事。

宿泊可能の場所には図上に△の記号を以て明示する事。
(旅館その他宿泊施設のある所)

尚バス路線は図上に青線にて記入，鉄道路線は赤線にて記入せられたし。

B. Assistance Granted and Service Rendered in October 1950
1950年10月中に於ける扶助支給額並びに援護活動状況

Type of Aid or Service 扶助，援護の種別	All Persons 全人員			Insitutions 施設		Non-resident 住居をき者	
	No.of houshold 世帯數	No.of persons 人員	Tot.amt of Assist. 扶助總額	No.of persons 人員	Amt of Assist. 扶助額	No. of persons 人員	Amt of Assistance 扶助額
Livelihood 生活扶助							
Medical 醫療 〃							
Maternity 助産 〃							
Educational 教育 〃							
Housing 住宅 〃							
Funeral 葬祭 〃							
Occupational 生業 〃							

C. Total annual assistance costs 年間扶助費總額

a. Total cost of assistance November 1949 thru October 1950 ¥_____
1949年11月より1950年10月に至る間の扶助費總額

b. Total no. of households aided, November 1949 - October 1950 ¥_____
1949年11月より1950年10月迄被扶助世帯總數

c. Total no. of persons aided November 1949 - October 1950 ¥_____
1949年11月より1950年10月迄の被扶助者總數

II. ADMINISTRATIVE COSTS (Inclusive Minsei-iin)
事務費（民生委員費を含む）

1. Total cost for welfare 福祉費総計	October 1950 1950年10月	¥	November 1949 thru October 1950 1949年11月から1950年10月迄 ¥
a. Salaries of welfare personnel 厚生係員俸給		¥	" " ¥
b. Travel and per diem for welfare purpose 福祉目的の為にされた旅費，日当		¥	" " ¥
c. Paper and printing for welfare 用紙印刷費		¥	" " ¥
d. Entertainment of visiting welfare personnel 厚生係来訪者接待費		¥	" " ¥
e. Other その他		¥	" " ¥
2. Costs for Minsei-iin 民生委員費等		¥	" " ¥
a. Honorarium 手当		¥	" " ¥
b. Travel expense 旅費		¥	" " ¥
c. Paper and printing 用紙印刷費		¥	" " ¥
d. Entertainment 交際費		¥	" " ¥
e. Other その他		¥	" " ¥
f. Number of Minsei-iin 民生委員員数		¥	" " ¥

III.

PERSONNEL DATA ON FULL & PART TIME WELFARE EMPLOYEE

専任及ニ兼務厚生職員ニ関スル個別調査

Surname 姓	Age 年令	Title of Job 職名	% of time spent on Welfare 一日何時間ヲ厚生関係ノ仕事ニ費スカ(%ヲ示セ)	Salary 給料	No. years education 學歴	No. year social work experience 社会事業ヲ以テ経験年数	Special Social work training 特殊社会事業訓練	Previous employment back ground 前職歴
Jap (日)								
Eng (英)								
Jap								
Eng								
Jap								
Eng								
Jap								
Eng								

IV. OTHER DATA

その他関係事項

1. Amount of prefectural and national funds that the town or village had on hand for welfare purpose on 31 October 1950.

   31.1950 （昭和二十五年十月三十一日現在で町村が有していた厚生関係に使用される縣及び國庫補助金額） ¥_____

2. Amount of funds town or village had on hand for welfare purpose on 17 November 1950.

   （昭和二十五年十一月十七日，現在で厚生関係に使用される爲有している可付資） ¥_____

3. Total population of town or village

   （町村の全人口） （　　）

4. Total no. of squere kilometers in town or village.

   （町村の全面積） （　　平方粁　　）

5. Total no. of unemployed on 30 October 1950.

   （昭和二十五年十月三十日，に於ける全失業者数） （　　）

6. Month in 1950 when unemployment was highest and no. unemployment then.

   （昭和二十五年に於て失業者数が最高に達した月及その数） （　　）（　　）

7. Month in 1950 when unemployment was lowest and no. unemployment then.

   （昭和二十五年に於いて失業者数が最低の時の月及びその数） （　　）（　　）

FOR EACH TOWN AND VILLAGE

各町村別

1950 昭25年	No. of application for DLSL, CWL & PHL 生活保護法，児童福祉法，身体障害福祉法の保護申請件数			No. of grants increased 扶助額増加件数	No. of grants decreased 扶助額減少件数	No. of cases closed 扶助廃止件数		
	D.L.S.L. 生.保.	C.W.L. 児.福.	P.H.L. 身.福.			DLSL 生保.	CWL 児福.	PHL 身福.
Jan 一月								
Feb 二月								
Mar 三月								
Apr 四月								
May 五月								
Jun 六月								
Jul 七月								
Aug 八月								
Sept 九月								
Oct 十月								
Nov 十一月								
Dec 十二月								

* Note: December 1949, not December 1950

注意 上記十二月ハ昭和二十四年ヲ意味シマス。
(昭和二十五年ノ十二月デハアリマセン。)

Mr. PB Borish
74-1155 Ext 52

014.1( )CAS-PW

The Non-Urban District Welfare Office as an Operating Unit

CAS

PHAW
Attn: Welfare Division

1. 1. The inclosed report, subject as above, is forwarded for your information. Also inclosed are copies of the Japanese translation. Both are being distributed to all Civil Affairs Regions.

2. The report is based upon a study conducted by the Welfare Section of the Chugoku Civil Affairs Region of the welfare programs in two prefectural districts. It evaluates the feasibility of a single district welfare office from the standpoint of the geographies, caseloads, caseload distributions, travel conditions, costs and other administrative factors common to the two districts.

3. Data was collected regarding administrative practices, average grants and the proportions of the town and village populations receiving benefits under the Daily Life Security Law. The presentation of this data permits comparison among the separate jurisdictions of one compact area. Differences which are revealed to exist among the towns and villages administering one national program within one district are significant. The findings add further support to the arguments which already prevail for adequately proportioned and adequately staffed welfare districts.

4. Findings with respect to the administration of social welfare services at the district level did not disclose any factors which need operate to the detriment of orderly and effective service, either to the beneficiaries of the social welfare programs or their communities. The report uses the information obtained regarding one of the two districts to evaluate the requirements of such a district from the standpoint of staff, travel time and administrative costs. This information should be of considerable interest to the Japanese governmental officials in reorganizing their town and village welfare programs. The methods of evaluation employed and the recommendations contained in this report should also be of assistance to these officials in developing their own approaches to the problems of reorganization. It should also be useful in counteracting the gradually increasing, but uninformed, opposition among the minsei-iin and some public officials.

5. This section concurs with the recommendations of this report.

1 Incl
a/s
w/copies of Jap. Trans.

CA ELL COPY

- W. P. S. -

F-3 F-018

1 JUN 1951