

775 013

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

- (1) Box no. 2850
- (2) Folder title/number: (39)
Memorandum for CO
- (3) Date: Nov. 1949 - Mar. 1951

(4) Subject:

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- (5) Item description and comment:
 i) Kanto
 ii) Includes Organization Charts of Welfare Section,
 KaCAR
- (6) Reproduction: Yes No
- (7) Film no. _____ Sheet no. _____

(Compiled by National Diet Library)

File Nos. used by Admin Sec

Memo

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014	Civil Matters
014.13	Kanto Liaison Affairs
014.13	Civil Affairs (Col Dayton's Official Reference File)
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400.12 Procurement Demand (Transient Hotel's)
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800 Rivers, Harbors, and Waterways

KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

RES/ml

5 March 1951

MEMO TO: Col. Dayton

SUBJECT: Public Welfare Activities (Proposed Following Reorganization
of Civil Affairs)

1. There will be a reduction in number of welfare officers operating within Kanto Region. Personnel reductions will take place gradually until 1 July, at which time there will be one DAC welfare officer, compared to the present four welfare officers.

2. Public Welfare Section of Kanto Civil Affairs Region will have continual interest in the following programs:

- a. Public assistance (Daily Life Security Law).
- b. Child welfare (Child Welfare Law).
- c. The Social Work Law which will be presented to the Diet shortly. Inasmuch as this is the new law and covers several welfare programs, the Welfare Section will be particularly interested in the implementation and application of this law.
- d. Disabled Persons Law.

3. There will be a change in the method of review and inspection of program activities referred to above. More emphasis will be devoted to providing technical advice and guidance to the Japanese welfare officials responsible for the programs mentioned above. It is desired that Japanese welfare officials request assistance or guidance and help on problems which confront them, rather than wait for Civil Affairs welfare officers to visit various areas to discuss problems.

ROBERT W. STEMPLE
Chief
Public Welfare Section

KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

RWS/ml

21 February 1951

MEMO TO: Col. Dayton

SUBJECT: Questions To Be Raised at CAS Regional Commanders' Conference

In compliance with verbal instructions issued 20 February 1951, the following questions and subjects are submitted:

a. It is understood that the Child Welfare Law is to be revised. Do any of the specific contemplated revisions concern a redefinition of the function of the child welfare official, particularly in relation to the job of the social welfare secretary at the city level?

b. What is the present thinking of CAS and of FH&W, GHQ, SCAP, concerning the advantages of continuing the plan of financing certain public assistance programs through the equalization fund? It is the opinion of this headquarters that national welfare programs, supported through prefectural equalization grants, are not being fully implemented because of arbitrary financial cuts of welfare appropriations made by prefectural finance officials. Is there any possibility that these national welfare programs could be financed through subsidies, rather than through equalization grants?

c. More than one year ago, the Ministry of Welfare issued an official instruction to all prefectural governors pointing out that the administration of public welfare was becoming increasingly important and that frequent and numerous transfers of welfare personnel was a practice detrimental to the efficient administration of the programs. Transfers of welfare personnel at the prefectural level continue to be a common practice. Is it possible to request the Ministry of Welfare to issue another instruction condemning this practice and insisting in much stronger language that indiscriminate transfer of welfare personnel be discontinued?

ROBERT W. STEMPLE
Chief
Public Welfare Section

KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

RWS/ml

13 January 1951

MEMO TO: Col. Dayton

SUBJECT: Notes for Governors' Conferences

1. The Social Work Fundamentals Law (in draft form to be presented to the Diet within the next two months) provides for the establishment of welfare districts. Under the present system of public welfare administration, welfare offices are established in each city, town and village. The proposed legislation would provide that certain welfare programs be taken away from town and village administration and placed in the gun, or district, office (chiho jimusho). In the event the law referred to above is passed, prefectural welfare departments will have a tremendous task in reorganizing public welfare administration. It is suggested that prefectural governors be asked to give this matter their attention and to insure that the prefectural welfare departments continue organizing and planning.

2. Article 1 of the Social Welfare Secretaries Law provides for the employment of social welfare secretaries. Practically all prefectures in Kanto Region have not hired or provided funds for the hire of social welfare secretaries as directed by the Ministry of Welfare. It is suggested that each prefectural governor be urged to cooperate with the chief of the prefectural welfare department and to do everything within his power to hire the number of social welfare secretaries as established by the Ministry of Welfare. A specific quota has been set by the Ministry for each prefecture.

3. It has been noted that private agencies, such as the Community Chest and the Red Cross, continue to have office space in prefectural government buildings. Such practices are in conflict with instructions issued by the Ministry of Welfare and are in direct conflict to ideas expressed by higher headquarters. All governors should be urged to see that all private welfare agencies are removed from government offices. The practice of assigning, either on a full or part time basis, of prefectural welfare personnel to Community Chest and Red Cross activities should be discontinued immediately.

4. Seventeen medium-sized cities in various prefectures throughout Kanto Region have been making progress in reorganizing public welfare administration. One of the gravest problems being faced by each of the cities is in relation to personnel. It is recommended that prefectural governors, through chiefs of welfare departments, be asked to urge city mayors to make possible the employment of a sufficient number of full-time paid case workers.

SUBJ: Notes for Governors' Conferences

13 Jan 51

5. It has been determined that it is a common practice for doctors operating under the NHI* Law to require additional payment from persons insured under the law. There are also indications that unless the extra payment is made to the doctor, that the doctor is reluctant to provide adequate care to the insured. It is recommended that prefectural governors, through the chiefs of insurance sections of prefectural welfare departments and possibly through local medical associations, advise the NHI doctors that discriminatory practices must cease.

ROBERT W. STEMPLE
Chief
Public Welfare Section

*National Health Insurance

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

RWS/ml

17 October 1950

MEMO TO: Col. Dayton

SUBJECT: Recommendations for Topics to be Discussed with
Governors

1. The Community Chest campaign is entering its final stages. In the past it has been customary for government officials to assume to a large degree responsibilities for the collection and distribution of funds collected. It must be remembered that the Community Chest, in theory, is a purely private undertaking. Government officials should not influence or participate in Community Chest activities as government officials. There is no objection to any government official participating as a private citizen; however, the use of his government title or office is not permissible in Community Chest activities. It has been a common practice for Community Chest activities to be carried out in government-owned offices and buildings. This practice is not permitted and should be discouraged. It is recognized that the Community Chest idea is a relatively new one in Japan, and during the first and second years of organization and conducting the campaign, it was necessary for government officials to assume a great deal of responsibility because they were the ones who had the "know how." This is the fourth year for the Community Chest and sufficient time has been allowed for private citizens to take over responsibilities in relation to Community Chest.

The governors should be made aware of the above statements and should be told that the Minsei-in as an organization, or as individual Minsei-in, are not permitted to collect funds for the Community Chest. If a Minsei-in as an individual citizen desires to assist the local Community Chest committee, he may do so. He may not use his position as a Minsei-in.

2. Recent important directives from the Ministry of Welfare to all prefectural governors are: Sha-Otsu-Hatsu #118 and Sha-Otsu-Hatsu #119. Both of these directives concern the social welfare secretaries who, according to a recent law, are to be employed in prefectural welfare departments, district welfare offices and city welfare offices to carry out welfare work in relation to the Daily Life Security Law, Child Welfare Law and the Law for the Welfare of Disabled Persons.

These directives establish a quota and set a specific number of social welfare secretaries to be employed and placed in prefectural offices, district offices and city offices. These directives also contain instructions concerning the financing of salaries of the social welfare secretaries. They also contain instructions concerning the appropriation of sufficient funds to defray travel expenses of the social welfare secretaries.

SUBJ: Rec for Top to be Disc with Govs

17 Oct 50

It is requested that the governors be made aware of the two directives referred to above and that they be instructed to take every possible action to insure that their various prefectures select and appoint the proper number of social welfare secretaries as requested in the directives. The governors should also be instructed to make certain that prefectural assemblies appropriate enough money to pay the salaries of the social welfare secretaries and enough to cover their travel expenses.

3. It is requested that the prefectural governors be asked to refrain from making indiscriminate transfers of chiefs of welfare departments. There have been several instances in which the chief of the welfare department is transferred to another department of prefectural government. In some instances, it is felt that these transfers have had a very bad effect on the welfare administration in the prefecture because the replacement is usually untrained and inexperienced in welfare matters. The governors could be told that the Ministry of Welfare more than one year ago sent a notice to each prefectural governor requesting that qualified personnel in welfare departments be retained in those departments.

ROBERT W. STEMPLE
Chief
Public Welfare Section

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

EKC/mm

KPW 095

5 August 1950

MEMORANDUM FOR: Col. Dayton
SUBJECT: Widows' Associations

1. Organization of widows' associations has not met with complete approval of Welfare Section inasmuch as there appear to be no definite advantages to the widows. Under the Daily Life Security Law it is not necessary to be a member of a specific group or category in order to obtain welfare benefits. Such categorical segregation has been discouraged and the rights of an individual have been stressed. In other words, a woman who meets the needs test for public assistance is entitled by law to available benefits regardless of her marital status or her membership in any organization.
2. It has been found that the sponsors of widows' associations have been groups of men who have ~~se~~ indoctrinated the widows with the idea that they have no future except to work for the reconstruction of Japan. These groups have often been connected with economic ventures such as workshops and the widows' groups have been used to unwittingly lobby for their own exploitation. The plan which had wide-spread interest among these groups was the establishment of compounds containing Boshi Ryo, Day Nurseries and Workshops. The widows and their families, under this plan, are employed in the workshops at meager wages, out of which are deducted such items as rent and other daily living costs. Actually the women pay for everything they receive and the persons who benefit are the workshop operators. Had it not been for the constant surveillance and general disapproval of such institutions, it is felt that there would be many more in existence at this time. The widows' associations have been so misled that they have made group requests and petitions for the establishment of new workshops and increased allocations of materials.
3. One glaring example of the exploitation of widows is the operation of an ice-cream factory near Ueno Station which is said to operate for the sole purpose of giving work to widows. Because of this, the manufacturer pays less than normal taxes. He sells ice-cream each day to widows, who in turn peddle it on the streets and the widows are the ones who bear the losses due to melting or failure to sell.
4. While it is claimed that no dues are charged, close investigation very often discloses the fact that money is collected from the

SUBJ: Widows' Associations
KPW 095

5 Aug 50

members under some other guise. For instance, membership in the Nihon Boshi Kai (Japan Mother and Child Association) is obtained by subscribing to the magazine "Haha-to-Ko" (Mother and Child), a monthly magazine published by the association and not on sale elsewhere. A one-half year subscription is ¥300 or one year ¥600. To those who introduce and contract for ten or more subscriptions (memberships) or donate more than ¥1000 a year a badge is given to designate "special membership." Those who make a donation of ¥10,000 or more in a lump sum are given badges which denote "extraordinary membership."

5. Although it is claimed that these organizations are for all widows there are indications that the original intention was to establish organizations of soldiers' widows only. It should be borne in mind that these widows' associations are not only looked upon favorably but are encouraged by the Welfare Ministry.

6. It has been found that when widows apply for public assistance they are usually referred to workshops where they are given long hours of work for very small wages which are then deducted from their public assistance grants. This process is carried out regardless of how many children there are or how much the mother is needed in the home. One case was found where ¥1,000 a month was being deducted from a widow's assistance because she felt obliged to remain in her home and care for a sick child. There would be no objection to employment of widows if the wages earned could be adequate to support their families. However, this is usually not the case and actually it is more costly to the government to establish and maintain Day Nurseries than it would be to permit the widows to remain in their homes with their children and it is felt that this would greatly decrease the juvenile delinquency problems.

EDNA K. GALLOW

Notes for Regional Chiefs Conference

1. 14Aug50 Chief, PW Chief
KaCAR

Public Welfare Section does not have
any particular matters for discussing
at scheduled conference.

//////////////////// LAST ITEM //////////////////////

AWF
ROBERT W. STEMPLE
Chief
Public Welfare Section

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

RWS/ml

31 July 1950

MEMO TO: Col. Dayton

SUBJECT: Suggested Questions for Conferences with Governors

1. To what extent are prefectural welfare departments participating, actively or inactively, in the sponsoring and/or organization of "Widows' Associations?" DISCUSSION: Throughout the region, there is an increasing tendency for Widows' Associations of various types to organize for the purpose of assisting widows in many different ways. It is felt that most of the objectives of these associations, although worthwhile, are unnecessary because many of the benefits widows are trying to secure on a private basis are already available through organized public welfare programs. If these associations continue to grow and expand, a duplication in public and private welfare efforts will result.
2. This question should be directed to the governor of Tokyo-To only: Has the Kanto Region formulated a regional disaster relief plan? DISCUSSION: The Disaster Relief Law, Public Law #118, provides for the establishment of regional disaster relief boards and regional disaster relief plans. It is understood that Kanto Region has a regional disaster relief planning board, but this board has not formulated a plan.
3. Are the responsible officials concerned with National Health Insurance programs having difficulties in collecting premiums? DISCUSSION: In some areas where the NHI program has been put into operation its development is impeded by poor premium collection returns. The result is that doctors' bills remain unpaid for several months, giving cause for just complaints and a lack of cooperation on the part of the doctors. It has been found in such areas that the local officials hesitate to enforce premium collections in accord with the law because of the political risks involved.
4. Are the city, town, and village officials disseminating information concerning the National Health Insurance programs in those areas where NHI has not been put into effect? DISCUSSION: According to reports and data gathered on recent field trips by this section, the dissemination of information on the NHI program has not had the desired effect of bringing the matter before the respective assemblies for a decision chiefly because of the following reasons:
 - a. The headmen and officials of certain towns and villages and the mayors and officials of certain cities exert a retarding influence on the accepting of NHI, in spite of the citizens' desires for it, because, with their eyes on next year's elections, they are afraid of assuming additional burdens in any involving a potential political risk.

SUBJECT: Suggested Questions for Conferences with
Governors

31 July 1950

b. Throughout the ten prefectures, the medical and dental societies in certain areas and the doctors and dentists of certain localities where the NHI program has not as yet been put into operation continue to exert a strong influence against its acceptance.

c. In other areas where the NHI program has been put into operation its development is often impeded by the opposition of both gun medical and dental societies and local doctors and dentists. This opposition is often unreasonable, in view of the fact that the medical bills in these areas are being paid rather promptly.

5. What progress is being made in prefectural welfare departments in the reorganization program as outlined in Hatsu Sha #72? DISCUSSION: Hatsu Sha #72 is a Ministry directive which, among many other things, provides for the utilization of full-time case workers in place of Minsei-iin.

Does the Governor feel that the reorganization will be administratively sound and insure the eventual saving of government money? DISCUSSION: Unless the reorganization is effected under the provisions of Hatsu Sha #72, there is danger that the Minsei-iin system will continue, and at the same time, the system of utilizing paid officials will be implemented and expanded. If this occurs, there will be two distinct groups performing the same functions under the provisions of the Daily Life Security Law. This is obviously undesirable.

ROBERT W. STEMPLE
Chief
Public Welfare Section

775 013

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

File

RJA/ml

17 July 1950

MEMO TO: Col. Dayton

SUBJECT: Recognition of Outstanding Performance by
Mrs. Annabelle H. Kent

1. Mrs. Kent's performance of her assigned duties has been characterized by a singular devotion to duty, often at personal discomfort; a high level of intelligence, industry, and initiative; and a demonstrated ability to achieve her purpose with despatch and economy of movement.

2. The result of her work is evidenced by the drastic changes and improvements in the welfare organizational structure and programs she has been able to stimulate in the several prefectures of Kanto Region - carried out by the responsible Japanese officials under her guidance and teaching.

3. Your favorable consideration is requested for initiating official recognition of her meritorious performance by the issuance of a Certificate of Achievement and the inclusion of this memorandum in her 201 File.

RJA
ROLAND J. ARTIGUES
Chief
Public Welfare Section

775 013

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

RJA/ml

13 July 1950

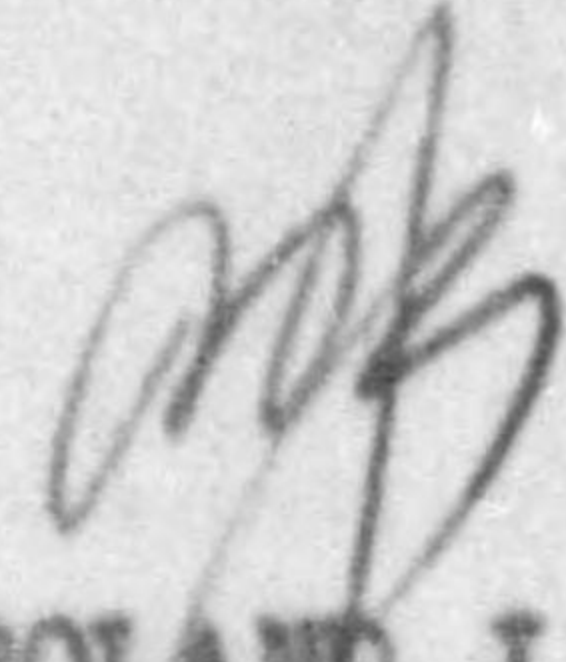
MEMO TO: Col. Dayton

SUBJECT: Notes for Conferences with Governors

At the recent Kanto Bloc Disaster Relief Officials Conference held 12 July in Chiba Prefecture, the following points were developed. It might be desirable to discuss these with the Governors:

1. Maintaining communications for determination of facts and for reporting presents a great problem to the welfare officials because of the inadequacy of the Japanese telephone system and the lack of rapid transportation. As Tokyo-To had advised that it has a National Rural Police telephone for use in disaster operations, the conference agreed to request Kanto Civil Affairs to urge the governors of each prefecture to make similar arrangements for the respective welfare disaster officials.

2. Request was made for arrangement whereby surplus Army trucks could be released to welfare departments of the prefectures for use in disaster operations. Dependable transportation is very scarce, and as the police have received such trucks, it is felt that maybe the welfare department could also. Suggestion was made that the matter be brought to the attention of their governors for discussion with the Chief of Kanto Civil Affairs Region.


ROLAND J. ARTIGUES
Chief
Public Welfare Section

775 013

Memo to Col. Dayton,
subj: "Personnel Action Regarding
Mrs. M. Lujino, FN.O
dtd 10 July 1950
Filed in "Correspondence
re Personnel"

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

RJA/ml

17 June 1950

MEMO TO: Col. Dayton

SUBJECT: Suggested Questions for Conferences with Governors

1. Are all Minsei-iin in the prefecture appointed in keeping with the laws and Welfare Ministry regulations? (Written report requested). DISCUSSION: Welfare Ministry Sha Otsu Hatsu #135 of 21 August 1948 requires that no person holding public office can be appointed a Minsei-iin. An inquiry of 3 June 1950 on this question was made in Ibaragi Prefecture, with the result that the Governor had to report to KaCAR that 83 Minsei-iin were illegally holding Minsei-iin appointments. Even though the planning of GHQ, SCAP, and the Welfare Ministry is towards eliminating the Minsei-iin from the welfare programs, it is felt that a tolerance of obvious illegality in Minsei-iin appointments is unjustified; and a demand at this time for compliance would materially contribute towards quicker acceptance of their eventual elimination. The principle is that it is dangerous and destructive for a person in a Minsei-iin capacity to also have other public authority because of the possibility of undue pressure on the groups needing assistance.

2. Are local units of government (city, town, village) providing office space, building or other material accommodations, or clerical services to private agencies - Red Cross, Community Chest, Doho Engo Kai, or any other - in violation of existing Welfare Ministry Directives? (Written report requested). DISCUSSION: For many months we have waged incessant campaigns to secure compliance by local governments in the elimination of subsidies or any sort of public help to private agencies and have met with rather stubborn resistance. The principle involved is that public funds must be expended by public authorities under popular control. The subsidizing of private operations has always led to inevitable abuses which are usually beyond the control of anyone, once the system has taken root.

3. What coordination has the Governor effected between the Labor and Welfare Departments of the prefecture in developing a rounded and comprehensive approach to alleviating the economic need caused by the growing unemployment? DISCUSSION: Evidence at hand indicates that the Welfare officials have little or no awareness of the unemployment problem, don't know the number of the unemployed, even don't consider that they have any responsibility for the problem. It is probably true that the Labor officials do not have too much awareness of the place and function of the Welfare program in this matter. While public relief cannot be considered an answer to the lack of sufficient work relief jobs - as unemployed workers

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SUBJECT: Suggested Questions for Conferences
with Governors

17 June 1950

should not be forced down to the absolute sub-minimum standard of living prevailing in the public relief program - at the same time, there are some families who must take public relief, and for these there should be a flexible smooth cooperative referral system between the PESO and the local welfare office so that these persons don't get lost in the bureaucratic tangles that have a tendency to exist in government. Also, if an able-bodied worker must accept public relief for his family's living, the relationship between the two programs should be such that he would be high on the priority list for a job, so that he can get off public relief as soon as possible - at least before his morale deteriorates to the point where he is satisfied with public relief instead of independent self-support.

4. What is the present status of the emergency disaster relief supplies; does the prefecture have a current inventory; are the stockpiled goods inspected for deterioration; now that goods of all sorts are rather readily available, does the Governor not think it might be wise to discontinue, as soon as possible, the holding of supplies for disaster needs, and to operate on a basis of purchasing in the open market the supplies that are needed at a time of disaster? DISCUSSION: There has been a long history of corruption and fraud in Japan in the matter of stockpiled goods, and while disaster relief supplies do not constitute tremendous sums of money, there is still a temptation for illegal manipulation.

5. What is the Governor doing about controlling the high costs of medical care under the Insurance and Daily Life Security Law Medical Aid programs caused by the unethical practice of physicians in padding the medical treatment bills? DISCUSSION: The cost is so high that all of the programs are in danger of foundering as a result. In most prefectures, the measures usually taken are to warn the offending physicians; and it is felt that more drastic measures are necessary - stiffer action in the form of penalties, in removing the physicians from the approved list, in revoking licenses, fines, and maybe terms in jail. Padding of medical bills is fraud and criminal, even if it is performed by a physician.

6. Are all children in institutions receiving the full education program that is their right under the Constitution? DISCUSSION: The usual situation is that children in institutions, because of economic need, are sent to the nearest public school and receive the same education that is available to the other children living in that community. But the children in those institutions that are classified as "correctional" are not welcome in the neighboring schools and are actually not admitted. The result is that these institutions usually engage in a makeshift substitute educational program within the institution. In many cases, the children are being deprived of an

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SUBJECT: Suggested Questions for Conferences
with Governors

17 June 1950

education. It is felt that the Governor has the responsibility of seeing that all children receive an adequate education and that there be developed a cooperative relationship between the Welfare and the Education sections of the prefecture to achieve this objective. In most places, neither Education nor Welfare will accept responsibility for this problem.

ROLAND J. ARTIGUES
Chief
Public Welfare Section

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

File

RJA/mm

KFW

13 June 1950

MEMORANDUM FOR: Chief

SUBJECT: Questions for Civil Affairs Team Commander's Conference

1. Paragraph 8, OD #4, CAS, GHQ, SCAP, subject: "Social Insurance," dated 21 March 1950, requires administrative reviews covering various aspects of the Social Insurance Program. Verbal, supplementary, informal instructions or interpretations were issued at the two conferences held in January and March 1950 by the Social Security Section, GHQ, SCAP. These interpretations have not been sent down through channels to this section, either verbally or in written form. Cannot question be clarified, so this Region can have a clear statement as to its responsibilities in this phase of the Social Insurance Program?

2. The lack of an adequate field service program by the Welfare Ministry in exercising surveillance and inspection over prefectural welfare operations places the full burden for achieving progress and improvement on the few Civil Affairs welfare officers. Cannot the Welfare Ministry develop an effective supervisory field service program as a legitimate activity in securing compliance and adequate administration?

ROLAND J. ARTIGUES
Chief
Public Welfare Section

775 013

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Questions for Civil Affairs Team Commanders Conference

1 9 June 50 Chief,
Public
Welfare
Section

Deputy
Chief

1. Social Insurance
 - a. OD #4, CAS, GHQ, SCAP, Subject, "Social Insurance," dated 21 March 1950, paragraph 8, requires administrative reviews covering various aspects of the social insurance program.
 - b. Verbal, informal instructions or interpretations were issued at the two conferences held in January and March 1950 by the Social Security Section, GHQ, SCAP, which tend to rescind the requirement in a. above. These interpretations have not been sent down through channels to this section, either verbally or in written form.
 - c. It is suggested that this question be clarified, so this section can have a clear statement as to its responsibilities in this phase of the social insurance programs.
2. The continuing inactivity by the Welfare Ministry in exercising surveillance and inspection over prefectural welfare operations to insure adequate implementation of national laws and ministry regulations places the full burden for achieving progress and improvement on the few Civil Affairs welfare officers. An active ministry would enhance the contribution Civil Affairs could make in developing the Japanese welfare program.

-LAST ITEM-

ROLAND J. ARTIGUES
Chief
Public Welfare Section

775 013

MEMO ROUTING SLIP		NEVER USE FOR APPROVALS, DISAPPROVALS, CONCURRENCES, OR SIMILAR ACTIONS	
1	NAME OR TITLE <i>Col. Dayton</i>	INITIALS	CIRCULATE
	ORGANIZATION AND LOCATION	DATE	COORDINATION
2			FILE
			INFORMATION <input checked="" type="checkbox"/>
3			NECESSARY ACTION
			NOTE AND RETURN
4			SEE ME
			SIGNATURE
REMARKS			
<p>1. Please note I have taken "Disaster Relief" as my direct responsibility. Your concurrence is requested.</p> <p>2. Mrs. Foster's assignment will entail 40-50% field time, which is in keeping with her job description.</p> <p style="text-align: right;"><i>Approved</i></p>			
FROM NAME OR TITLE <i>Blues [unclear]</i>		DATE <i>4/19/50</i>	
ORGANIZATION AND LOCATION <i>Welfare Section</i>		TELEPHONE	

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

RJA/hs

KPW 321.01

4 May 1950

MEMORANDUM FOR: Chief of Kanto Civil Affairs Region

SUBJECT: Plan of Operation

1. Job Content:

a. Public Assistance Administrative Organization - OD No. 7

- (1) Structure
- (2) Assignment of staff
- (3) Paid worker system
- (4) Supervising and control relationships
- (5) Local office procedures
- (6) In-service training

b. Public Assistance Administrative Application - OD No. 7

- (1) Restrictive practices
- (2) Appeals
- (3) Client - agency relationships
- (4) Case record reviews
- (5) Spot checks
- (6) In-service training

c. Child Welfare - OD No. 7

- (1) Institutions
- (2) Consultation center
- (3) Local child welfare services

- d. Social Insurance - OD No. 4
- e. Disaster Relief - OD No. 6
- f. Private agencies - OD No. 7
 - (1) Organization
 - (2) Community Chest
- g. Subsidiary - OD No. 7

2. Staff Utilization:

a. The assignment of staff on a functional basis is the most effective and economical use of the limited time and manpower available. The Section Chief's coordination efforts will be facilitated and enhanced, enabling him to deal with one staff member in each program breakdown.

b. Informal advice from higher headquarters has requested that one staff member carry the insurance program for the entire area.

c. The staff assignments are in keeping with past demonstrated capacities and interests.

1 Incl
Organization chart

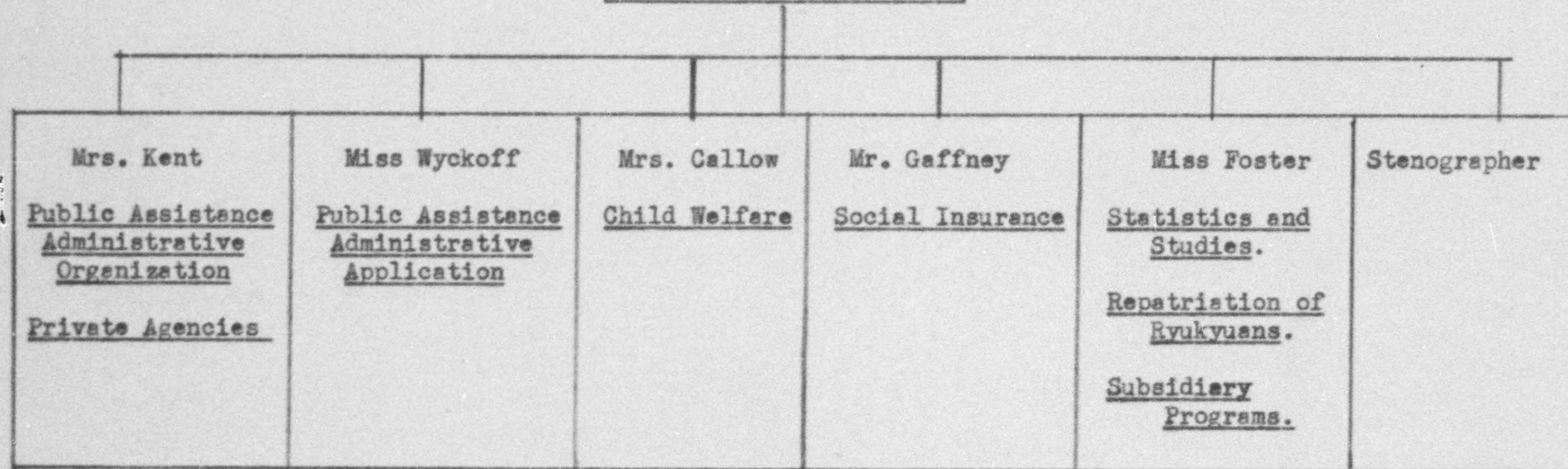
Roland J. Artigues
ROLAND J. ARTIGUES
Chief
Public Welfare Section

Enc 11

KANTO CIVIL AFFAIRS REGION

PUBLIC WELFARE SECTION

Mr. Artigues
Administration
Disaster Relief



775 013

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

RJA/mm

KFW 321.01

3 May 1950

MEMORANDUM FOR: Chief of Kanto Civil Affairs Region

SUBJECT: Plan of Operation

1. Job Content:

- a. Public Assistance - OD No. 7
 - (1) Welfare Organization
 - (2) Paid Worker System
 - (3) Local Office Procedures
 - (4) In-Service Training
- b. Child Welfare - OD No. 7
 - (1) Consultation Center
 - (2) Institutions
 - (3) Local Child Welfare Services
- c. Social Insurance - OD No. 4
- d. Disaster (Regional ~~Board~~ ^{Panel}) - OD No. 7
- e. Private Agencies - OD No. 7
 - (1) Organization
 - (2) Community Chest
- f. Subsidiary - OD No. 7

2. Staff Utilization:

- a. The assignment of staff on a functional basis is the most effective and economical use of the limited time and manpower available.

Plan of Operation

3 May 1950

The Section Chief's coordination efforts will be facilitated and enhanced, enabling him to deal with one staff member in each program breakdown.

b. Tokyo-To has been assigned to the Section Chief because of its importance, the desirability for him to have direct first-hand responsibility, and because of the intensive work done so far in Tokyo, and the consequent undesirability of "changing horses in the middle of the stream".

c. Informal advice from higher headquarters has requested that one staff member carry the insurance program for the entire area.

d. The staff assignments are in keeping with past demonstrated capacities and interests.

1 Incl
Organization chart

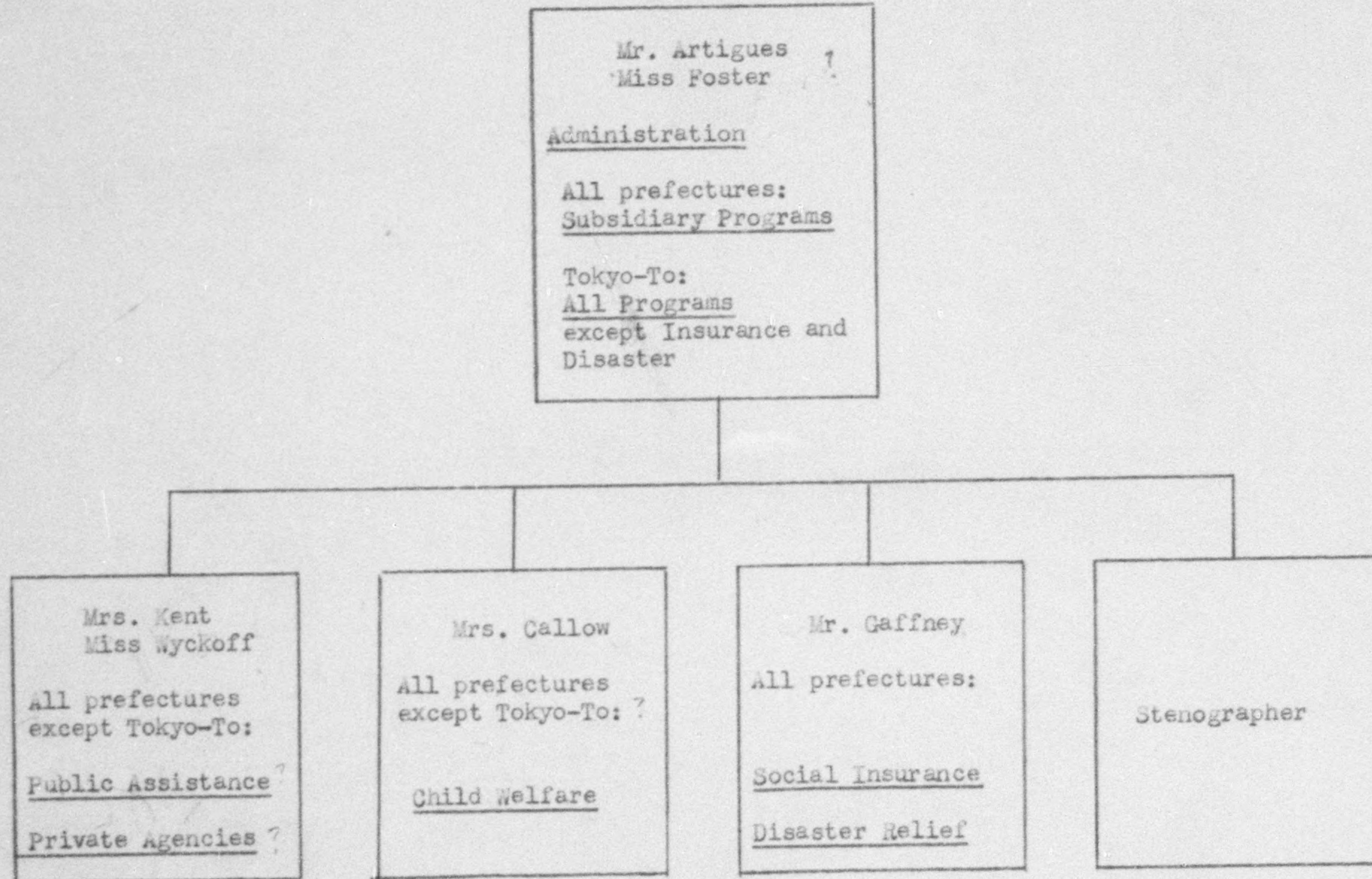
Roland J. Artigues
ROLAND J. ARTIGUES
Chief
Public Welfare Section

Discussed w/chief 3 May 1950.

775 013

KANTO CIVIL AFFAIRS REGION

WELFARE SECTION



775 013

MEMO ROUTING SLIP		NEVER USE FOR APPROVALS, DISAPPROVALS, CONCURRENCES, OR SIMILAR ACTIONS	
1	NAME OR TITLE <i>Col. Hallinghead</i>	INITIALS	CIRCULATE
	ORGANIZATION AND LOCATION	DATE <i>28/2/50</i>	COORDINATION
2			FILE
			INFORMATION <input checked="" type="checkbox"/>
3			NECESSARY ACTION
			NOTE AND RETURN
4			SEE ME
			SIGNATURE
REMARKS <i>file</i>			
<p>The attached plan is approved basically. It would appear to involve a greater amount of travel than a geographical plan, however, and if at a later date it is deemed feasible, I would recommend at least a combination of the two due to shortage of personnel.</p> <p><i>W.H.</i></p>			
FROM NAME OR TITLE <i>W.H. James</i>		DATE <i>28/2/50</i>	
ORGANIZATION AND LOCATION <i>Welfare</i>		TELEPHONE	

NME FORM NO 95
1 OCT 48

Replaces DA AGO Form 895,
1 Apr 48, which may be used.

7667-FEC Printing Plant-8 48-300M

PUBLIC WELFARE SECTION
KANTO CIVIL AFFAIRS REGION
APO 500

WHJ/rk

28 February 1950

TO: Col. Hollingshead

FROM: Welfare Section

SUBJECT: Recommended operating plan; Welfare Section, Kanto Civil
Affairs Region.

1. General.

The following operating plan, for the KaCAR Welfare Section is submitted for approval. The plan includes recommendations for certain changes in the present organization of the work of the section. If these changes are approved it is proposed that details of the program be worked out by all members of the welfare staff participating and making recommendations for changes they would like to see incorporated into a program that they themselves will be responsible for carrying out in this Region.

2. Staff utilization.

In outlining a schedule of operations and procedures to implement SCAP directives, and to achieve uniformity in methods of reaching SCAP and Regional objectives, the closest consideration must be given to full and complete utilization of staff skills. The present operating plan confines each employee in the section, with the exception of the employee covering the Social Insurances, to one geographic area composed of three prefectures, and holds each responsible for all of the basic welfare programs in the assigned area. It is the opinion of the present chief of section that the work of the welfare section is now progressing at three different levels of efficiency and achievement, in the three geographic areas into which the region has been divided. This is due largely to two factors:

- a. Each of the three employees concerned have different skills, different special interests and different capabilities, and
- b. There has not been developed an overall comprehensive, uniform operating program in this Region.

A corollary to this situation is the tendency of the staff to think of programs only in terms of their own prefectures and not

in terms of programs that would benefit or effect the whole region. An example of this is the development of a set of statistics to be required from the three prefectures in the area assigned to one employee, that were totally different from those required from the other seven prefectures. As gathering statistics is a liaison function, and as their purpose is to provide the Region with uniform information on which a comparative evaluation of the program can be made, this sectional development was inadequate.

It is evident that, in order to spread to every prefecture the good work being done in some local geographical areas, and in order to utilize the best skills of the staff and achieve uniformity of program throughout the Region, a change to a functional plan of operation is justified.

It is proposed that by the week starting March 13 the schedule and assignment of each employee be completed so that the change over can be made about mid March.

3. Program development.

Along with the changes recommended in the assignment of staff, it is felt that a uniform region wide program must be developed as a guide to ourselves in field work and a prerequisite to achieving objectives outlined in O.D. 53.

Hatsu Sha 72 "Limitation of Minsei-iin and Jido-iin services in public assistance and child welfare programs", Ministry directive dated 31 October 1949, provides a basic frame work around which a complete reorganization of public welfare in Japan may be realized. For the first time since the occupation started it is possible under this directive to think in terms of building an efficient modern welfare program in Japan, patterned after approved American methods, and free of much of the traditional, semi-political Minsei-iin system that has hampered the efficiency and effectiveness of all public welfare activities in Japan.

As a matter of fact same areas in Saitama Ken have a well developed program, the initiation of which preceeded Hatsu Sha 72 by many months, and which follows 72 so closely it is evident that the authors of Hatsu Sha 72 itself were strongly influenced by the Saitama development.

It is therefore proposed that the techniques and methods developed by the civil affairs staff in helping the Japanese to reorganize their welfare set up in Saitama, along with material of a like nature from Nagoya and Osaka, be studied, and a detailed program for the region be drawn up. This should become a manual of procedures for the civil affairs welfare staff, who will use the material in

helping the Japanese to reorganize their welfare offices uniformly throughout the ten prefectures. The Japanese are going to reorganize under Hatsu Sha any way, and experiences show that unless we are able to give them guidance and help during their reorganization, the results are likely to be worse than the original.

It is proposed to make reorganization of public assistance and child welfare under Hatsu Sha 72 the first priority program in civil affairs welfare activities, and 65% of staff time (except the time of one employee devoted exclusively to Social Insurances) will be devoted to this activity. This is in compliance with O.D. 53 (20 October 1949), which suggests 45% of staff time be devoted to public assistance and 20% to child welfare.

4. Tokyo

Tokyo-to always been treated as a special area in the past, and special plans drawn up and special staff assignments made for the Tokyo area. Despite this special consideration, Tokyo appears to be largely untouched so far as the reorganization of Public Welfare under Hatsu Sha 72. Here are many factors involved here. The Minsei-iin system is firmly entrenched, both traditionally and politically. The ward system includes election of ward chiefs so that they are independent of the prefecture, and the Welfare Bureau exercises no direct supervision over the activities of the ward welfare section. The size of the city itself makes the problem of reorganization a huge one.

However, there is a need for immediate action by civil affairs welfare personnel to make a direct approach to the problems of reorganization of public assistance and child welfare in Tokyo.

It is proposed that Tokyo be considered as just another part of the Civil Affairs Region, and that the staff who will be assigned to public assistance and child welfare activities in the region devote a proportionate amount of time to Tokyo in the regular course of their Regional activities.

5. Assignment of staff duties.

In making staff assignments the following arrangement is proposed:

a. Staff assigned to the five major welfare programs, and all subsidiary programs, will be required to complete at least one review in each prefecture quarterly, or every three months. (In the case of child welfare and public assistance this is required by O.D. 53.)

b. The Chief of Section will be responsible for regular assigned field work, and will spend as much time in the field as is consistent with his staff and supervisory duties. To start with this

will be estimated as 50%. However, he may elect to work with other members of the staff in their field activities, specializing in administrative supervision and staff utilization in Japanese welfare offices. In this manner he will be able to supervise and unify the work of the Civil Affairs Regional staff in the field, as well as contribute directly to the guidance of the welfare activities of the Japanese government agencies.

c. The following grouping of staff assignments, by program, is proposed:

(1) Public assistance and private welfare agencies, two staff members. Organization 50%, application, 40%, private welfare agencies 10%. Total 100%.
Mrs. A. Kent. Miss M. Wyckoff.

(2) Child welfare subsidiary programs, two staff members. Child welfare 80%, subsidiary programs 20% - total 100%. Mrs. E. Callow. Miss B. Woodrow.

Note: Due to the fact that child welfare activities are required to be reorganized along with public assistance under Hatsu Sha 72, it will be necessary for those handling both public assistance and child welfare to work in closest liaison, often together as a team. The section chief will coordinate these activities.

(3) Social Insurance and Disaster Relief, one staff member. 100%. Mr. H. Gaffney.

(4) Field supervision and coordination, staff duties, and work with Japanese public welfare offices, one staff member. Field supervision and work with Japanese welfare offices 50%. Staff duties 50%.
Chief of Section.

6. Detailed unified program outlines, materials for use in the field, etc.

As indicated earlier, the job of developing uniform procedures, and a uniform approach to our job must start in this office, and outlines, and materials such as demonstration charts, sample job descriptions, statistics to be required from the Japanese, etc. must be developed and understood by the Civil Affairs Welfare staff as a whole. The actual work of developing this material is under way in the office at the present time.

Approval of this plan, in whole or in part, is requested.

WILLIAM H. JAMES

Points of Discussion with Governors.

1. 14Jan50 Roland J. Colonel
Artigues, Hellingshead
Public
Welfare

Attached is copy of Hei No. 1793 dated
12 October 1949, from the Welfare Ministry
to Governors. It would be desirable if
you could make specific recommendations
to the Governors that Kante Civil Affairs
Region is in complete accord with the
principle outlined.

ROLAND J. ARTIGUES
Chief
Public Welfare

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RJA/nec

319.1

15 December 1949

SUBJECT: Recurring Reports Required

TO: Deputy Chief
Kanto Civil Affairs Region
APO 500

The following reports will be required from all prefectural welfare departments on a recurring basis to keep this section in adequate current knowledge of their operations. It is preferred to receive reports in English, if possible.

1. Name of Report.
 - a. Public Assistance Statistical Report.
 - b. By whom to be submitted: Welfare Department Chief.
 - c. When to be submitted: 30th each month.
 - d. Nature of contents: This is duplicate of report submitted monthly to Ministry.
2. Name of Report.
 - a. Minority Groups Public Assistance Statistical Report.
 - b. By whom to be submitted: Welfare Department Chief.
 - c. When to be submitted: 30th of each month.
 - d. Nature of contents: Number of Foreign Nationals by nationality, Koreans, and repatriates receiving public assistance.
3. Name of Report.
 - a. Repatriation Statistical Report.
 - b. By whom to be submitted: Demobilization Section Chief.
 - c. When to be submitted: 30th of each month.
 - d. Nature of contents: Number of repatriates in prefecture, number gained and lost, number unemployed.

319.1
Subject: Recurring Reports Required

15 December 1949

4. Name of Report.

- a. Child Welfare Statistical Report.
- b. By whom to be submitted: Children's Section Chief.
- c. When to be submitted: 30th of each month.
- d. Nature of contents:
 - (1) Number of delinquents and vagrants apprehended by police.
 - (2) Child Welfare Consultation statistics of referrals, treatment, diagnosis, disposition.
 - (3) Child Welfare officials statistics of new cases, treatment and closings.
 - (4) Copy of Child Welfare report submitted monthly to Welfare Ministry.

5. Name of Report.

- a. Social Insurance Statistical Report.
- b. By whom to be submitted: Insurance Section Chief.
- c. When to be submitted: 30th of each month
- d. Nature of contents:
 - (1) Premium collections statistics for each insurance program of collections percentages and arrearage.
 - (2) Benefit payment statistics for each insurance program of number of beneficiaries and amounts paid.
 - (3) Number of persons insured in each program.

6. Name of Report.

- a. Plans for Coming Month.
- b. By whom to be submitted: Welfare Department Chief
- c. When to be submitted: 30th of each month for coming month.

319.1

15 December 1949

Subject: Recurring Reports Required

- d. Nature of contents: Plan of work, inspections and activities for coming month, including meetings and conferences with subject; inspections and reviews; projects or studies of each section.
7. Name of Report.
 - a. In-Service Training Schedule Report.
 - b. By whom to be submitted: Welfare Department Chief.
 - c. When to be submitted: 30th of each month.
 - d. Nature of contents: Outline and plans for in-service training meetings and conferences to be held during month.
 8. Name of Report.
 - a. Activities Reports.
 - b. By whom to be submitted: Each section, Child Welfare Center, and Child Welfare Board.
 - c. When to be submitted: 4th of month.
 - d. Nature of contents: Report of activities engaged in - analysis of findings and trends and recommendations made to Welfare Ministry.

ROLAND J. ARTIGUES
Chief
Public Welfare Section

artifacts

PUBLIC WELFARE SECTION
Kanto Civil Affairs Region
APO 500

15 December 1949

SUBJECT: Recurring Reports Required

TO: Major George B. Niblock, Jr., Inf.
Deputy Chief
Kanto Civil Affairs Region
APO 500

The following reports will be required from all prefectural welfare departments on a recurring basis to keep this section in adequate current knowledge of their operations. It is preferred to receive reports in English, if possible.

a. Statistics

1. Public Assistance
Welfare Department
30th
2. Minority Groups Public Assistance
Welfare Department
30th
Number of Foreign Nationals by nationality, Koreans, and Repatriates receiving public assistance.
3. Repatriates
Demobilization Section
30th
Number of repatriates in prefecture, number gained and lost, number unemployed.
4. Child Welfare
Children's Section
30th
 - a. Delinquency - vagrants
 - b. Child Welfare Consultation Center
 - c. Child Welfare officials
 - d. Copy of Child Welfare report submitted to Welfare Ministry.

5. Social Insurance
Insurance Section
30th

- a. Medical fee Payment Fund
- b. Premium Collections
- c. Benefit Payments
- d. Number of persons insured

b. Plans for coming month, include meetings and conferences with subject, inspections and reviews, projects or studies.

Welfare Department compilation for each section.

30th for coming month

c. In-Service Training

Welfare Department
30th for coming month

Outline and plans for in-service training meetings and conferences.

d. Activities Reports

Each section and Child Welfare Center, and Child Welfare Board

4th of month

Report of activities engaged in - analysis of findings and trends and recommendations made to Welfare Ministry.

ROLAND J. ARTIGUES
Chief
Public Welfare Section

HEADQUARTERS
TOKYO CIVIL AFFAIRS TEAM
APO 500

AGPW 230.4

18 November 1949

SUBJECT: Utilization of Personnel

TO: Chief
Tokyo Civil Affairs Team
APO 500

1. Attached is organization chart describing the allocation of function to the staff of the Public Welfare Section.
2. By direction of Welfare Branch, Civil Affairs Section, Headquarters Eighth Army, this Civil Affairs Region was assigned a fifth officer-type DAC upon condition that one DAC be assigned on a functional basis to carry on the Social Insurance program.
3. With the few persons available it is obvious that the full details of the programs could not continue to be covered. It is planned to operate within the programs on a project basis. In the future PH&W, GHQ, SCAP and Civil Affairs Section, GHQ, SCAP will request the Welfare Sections of the Region Civil Affairs Teams to work on specifically indicated projects.
4. I plan, as section chief, to keep current with the activities of the staff and the developments in the programs by means of trip reports, monthly reports, special reports, and reports on projects, in addition to conferences and frequent visits through the area with the staff.
5. It has been my experience that field activities have little terminal value unless adequately documented, and that it is not possible to spend much more than sixty per cent of time in the field without impairing the necessary desk work. In terms of days, this means that 13-15 eight hour days will be the maximum that could profitably be spent away from the office in field visits.
6. Though at the moment I have not adequate data on which to make a determination, it is obvious that some priority of time as between prefectures will have to be established.
7. After long deliberation and study of the facts of the situation, area, staff, program, and my own responsibility, I have concluded that a functional use of staff is the most effective and economical. My coordination efforts will be facilitated by the functional use of staff,

Subject: Utilization of Personnel, dated 18 November 1949, continued.

in that for each program I shall be related to the ten prefecture operations through the medium of only one person. This one person doing the same job in each area will tend to keep the program developments moving along throughout the region at a consistent pace. The development of projects will be enhanced by the fact that each member of the staff will be concerned full-time with specific functions, developing increasing knowledge of the program and a consequent increase in skill and effectiveness. If it were deemed advisable to place the social insurance program, a rather tangible, mechanical program, on a functional basis, it is all the more desirable to have the other more intangible programs thus allocated. In a geographical use of staff these values would be lost. In trying to coordinate I would have to relate myself to any one program in four different ways; the programs would be subject to the differences in ability existing among the staff in terms of the particular program; and there would again be created as many separate teams as there are staff.

ROLAND J. ARTIGUES
Public Welfare Officer

775 013

WELFARE SECTION

Section Chief

<p>CHILD WELFARE -) 20% INSTITUTIONS (ALL) -) PRIVATE WELFARE AGENCIES - 5% SUBSIDIARY PROGRAMS: - 5% Community Chest Japanese Red Cross Workshops LARA Public Pawnshops Public Lodging Houses and Restaurants Private Management of Publicly-Owned Repatriates' Facilities</p> <p>Edna K. Callow Beverly Woodrow</p>	<p>PUBLIC ASSISTANCE - 45%</p> <p>Annabelle K. Kent Mary C. Wyckoff</p>	<p>SOCIAL INSURANCE - 20% DISASTER RELIEF - 5%</p> <p>Hugh G. Gaffney</p>	<p>ADMINISTRATIVE ASSISTANT</p> <p>Mary E. Evans</p>
<p>INDIGENOUS Welfare Specialist 1 Interpreter-Translator - 2</p>	<p>INDIGENOUS Welfare Specialist - 2 Interpreter-Translator - 2</p>	<p>INDIGENOUS Welfare Specialist - 1 Interpreter-Translator - 1</p>	<p>INDIGENOUS Japanese Typist - 1</p>

775 013

WELFARE SECTION

SECTION CHIEF

ALL PREFECTURES

Welfare Organization - ~~All Programs~~
Social Work Education
Relief for Enemy Nationals
Rehab. of Phy. Handicapped
Rehab. Programs for Prostitutes
Consumers' Cooperatives
UNICEF

Supervision of Welfare Staff
Coordination of Welfare Section
Staff Work

2470

<p><u>MRS. CALLOW</u> <u>MISS WOODROW</u> ✓</p> <p>TOKYO-KANAGAWA-SAITAMA-CHIBA.</p> <p>20 ✓ CHILD WELFARE 30 ✓ INSTITUTIONS + Pte Wel. Agm. ✓ COMMUNITY CHEST--RED CROSS LARA--PUB. PAWNSHOPS--PUB- LODG. & RESTAURANTS--PTE.-- MAN. PUB-OWN. REPAT. FAC.</p> <p>----- SHIZUOKA YAMANASHI All programs except Social Ins Disaster, and programs listed for Section Chief.</p>	<p><u>MRS. KENT MISS WYCKOFF</u></p> <p>TOKYO-KANAGAWA-SAITAMA-CHIBA</p> <p>PUBLIC ASSISTANCE - 45% PRIVATE WELFARE AGENCIES 25%</p> <p>----- <u>MRS. KENT</u> <u>MISS WYCKOFF</u></p> <p>Gunma Ibaraki Nagano Tochigi</p> <p>All programs except Social Ins. Disaster, and programs listed for Section Chief.</p>	<p><u>MR. GIFFNEY</u> <u>MISS WOODROW</u></p> <p>ALL PREFECTURES ✓ SOCIAL INSURANCE DISASTER RELIEF</p>	<p><u>MISS EVANS</u></p> <p>ADMINISTRATION CHIEF CLERK</p>
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Suggested Formula for Distribution of Regional
Time Between the Ten Prefectures

Prefectures	Population	% of Pop.	Outdoor Pub. Assist.	% of P. A.	Av. Field Days	% of Time
Tokyo	5,417,871	.24	102,966	.25	2½	.22
Kanagawa	2,317,551	.10	38,974	.10	1½	.11
Saitama	2,132,221	.10	39,711	.10	1½	.11
Chiba	2,140,511	.10	31,992	.08	1½	.11
Total	12,008,154	.54	213,643	.53	7	.55
Shizuoka	2,407,102	.10	41,785	.10	1	.08
Nagano	2,079,682	.09	41,585	.10	1	.08
Ibaraki	2,044,578	.09	33,731	.08	1	.08
Gunma	1,608,894	.07	31,850	.08	1	.08
Tochigi	1,557,860	.07	22,296	.06	1	.07
Yamanashi	815,485	.04	19,338	.05	1	.07
Total	10,513,601	.46	190,585	.47	6	.45
Total	22,521,755	100	404,228	100	13	100