

FINANCING OF COMMUNITY WELFARE ACTIVITIES IN JAPAN

PUBLIC HEALTH AND WELFARE TECHNICAL BULLETIN

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1. Background

A study of the development of private welfare agencies in Japan prior to the occupation indicates that the vast bulk of contributions were received from the Imperial Family, the Japanese Government, the large family business organizations (zaibatsu) and from foundations established by the aforementioned, with as little as 7% of the total of private agency funds coming from general contributions. A very important source of general contributions was from church groups in the U. S. and other foreign countries.

As an aftermath of the war, welfare problems in Japan had multiplied a thousand fold. In addition to the great numbers of homeless children there were the problems of individuals who were "burned out" in air raids, the returning repatriates, civilians, ex-service men and others from former Japanese possessions plus the great multitude of war industry employees who were thrown out of work. The private agencies were not equipped to handle the problem and SCAP ordered the Japanese Government to develop and take responsibility for relief measures for all persons in need regardless of cause of need, and instructed the Japanese Government to administer its general relief program "without discrimination or preferential treatment." This responsibility could not be delegated to private agencies or organizations. With the development of the new constitution the separation of private enterprise from government was even more clearly defined and Article 89 specifically prohibits the appropriation of public money for charitable or benevolent purposes not under the control of the government. While private agencies are reimbursed for care given the individuals who are the responsibility of government for services rendered through the Daily Life Security Act, general lump sum subsidies are prohibited.

2. Current Discussion of Fund Raising Organizations

With the loss of donations from organizations (church, mission, etc.) outside of Japan, and from within Japan (Imperial family, foundations, etc.) plus the shrinkage in the value of the yen the private agencies have been encountering increasing difficulty in maintaining their operations. The majority of these programs are of importance to the furtherance of sound social practices. To off-set this loss and to assist in raising sufficient funds to carry on private agency programs the Welfare Ministry in July 1947 initiated a series of conferences wherein this vital subject of finances for private agencies was the theme of discussion. In these conferences it became increasingly apparent that former sources of support were no longer existent or were so limited in return as to be non-effective. Only two adequate sources of support could

be found. One source was government appropriation. This of course, was contrary both to SCAP directives to the Japanese Government and the spirit and letter of the new constitution. The second source, that of general contributions from all wage earners in Japan, appeared to be the only dependable source of fund raising for private welfare agencies. Again the Ministry of Welfare took the initiative. A conference was called by the Ministry on 1 August 1947 at which representatives of the following organizations attended:

Mr. Komakichi Matsuoka	Japan Federation of Laborers' Unions
Mr. Ryutero Takehashi	Japan Chamber of Commerce & Industry
Mr. Iwasaburo Takano	Japan Broadcasting Corporation
Mr. Yoshinori Futara	Keifuku Kai (Social Work Fund Raising Organization)
Mr. Tokunosuke Toda	Harada Sekizen Kai (Social Work Fund Raising Organization)
Mr. Nozomu Nekegawa	Japan Social Work Association
Mr. Taiichi Hara	Japan Federation of Welfare Workers
Mr. Iyemasa Tokugawa	National Relief Association
Rev. Michio Kozaki	Christ Church in Japan
Mr. Tadoki Yamamoto	National Committee of YMCA's in Japan
Mr. Kiichiro Sato	Japan Federation of Bank Associations
Mr. Hiroo Sassa	Member of Upper House
Mr. Tomojiro Hayashiya	Representative from cultural circle connected with Buddhism
Rev. J. Fukehori	Catholic Charities
Mr. Y. Kasai	Social Affairs Bureau, Welfare Ministry

The above persons constituting the Board of Sponsors of the "community chest movement" called a meeting on 8 August 1947 at which conference a Central Committee consisting of 35 members, including representatives of the above organizations and others, was established.

It will be noted that the name "Community Chest" has been utilized in this private fund raising program by the sponsoring committee and will follow rather closely the organization of the same movement in the United States. Following the meeting of 8 August 1947 a third conference was held at which representatives from public and private organizations in each prefecture in Japan were present and again the need for local financing and fund raising for private agencies was outlined and discussed, and it was the consensus of the prefectural representatives that a nation-wide fund raising drive was imperative if private social work was to survive. This program being undertaken by private welfare agencies to organize themselves to secure public support, while it has the approval of the Ministry of Welfare is not the result of either SCAP or Japanese Governmental order; it is the volunteer effort of these agencies to band together for financing purposes to enable them to continue needed services. The assistance that can be given by welfare officers in the prefectures is in the nature of consultative and advisory services only. The success or failure of the program will depend entirely on public acceptance of the role of the private agency which will be reflected through the public's support, financial and otherwise.

Undoubtedly many Military Government officers will be called upon by their local fund raising organization to assist with advice and counsel in

the organization of prefectural fund raising activities. In the development of Community Chests or other fund raising agencies at the prefectural level certain basic considerations must be included to attain a successful operation. It is the plan of the national committee for fund raising to act as consultants and advisors to the prefectural bodies and to give them positive assistance through nation-wide publicity which may include special features such as an appeal by national figures, including members of the Imperial family. It is not the plan of the national committee that funds raised at the prefectural level be forwarded to Tokyo for distribution but rather that the funds be allocated to the participating agencies within the prefecture by the responsible fund raising organization established therein.

In the development of prefectural private fund raising organizations certain important points must be considered:

a. Is a fund raising program needed, or can private agencies meet their budgets in a simpler manner?

b. If it is found that a fund raising program is needed, the selection of a name for the organization is important. The name selected must have a real meaning when translated into Japanese. Name values as experienced in America are important as witnessed by the appeal of such names as "Community Chests, Inc.", "Anti Tuberculosis Associations", "Christmas Seals", "Warm Springs Foundation" and others.

c. Prefectural organization, including representation within the fund raising agency, the development of committees and delegation of responsibilities to various working committees of the organization; planning the work of the designated committees.

d. Agency participation and basis for inclusion (or exclusion) of member agencies, and the development of fund organization standards for admission.

e. Financing, budgeting and budgetary controls and establishment of prefectural fund "goals."

The rights of private agencies must be protected. It may be that many national and local agencies will not desire inclusion in the prefectural fund drive organizations. The Japanese Red Cross for example is planning its own drive for funds. This does not mean that the Red Cross is not cooperative, but rather is desirous of retaining its identity in developing its own fund raising programs.

In the development of fund raising organizations in the prefectures, the participation of public officials is welcome, but participation should not take the form of domination of the private fund agency by government officials. Offices in the fund raising organization should be held by representatives of private enterprise, business and professional groups in the community familiar with and interested in the problems of the private agencies, and possessing a knowledge of the scope of the agency programs designed to meet the need of persons receiving care from private institutions and agencies.

Three of the many committees that a prefectural Community Chest organization may develop will be the committee on agencies, the committee on budgets or finance, and the fund raising committee. The committee on agencies will have the responsibility for approval for inclusion within or exclusion from the community welfare fund. This means that agencies or organizations that are "fly by night" in nature, that are of doubtful value, improperly staffed, inadequately maintained and not of sufficiently high standard to warrant public support will of necessity be excluded from consideration by a community chest or private fund raising organization. After an agency has been approved by the agency screening committee, the budget committee will review their budget with all known sources of income taken into consideration to determine if the budget proposed for inclusion in the community welfare fund drive reflects the actual needs of the agency and, to ascertain that sufficient funds are being requested to prevent the necessity of additional drives during the year. The third committee (fund raising) has perhaps the most important job of all as it becomes their responsibility to endeavor to raise the funds that the budget committee establishes as necessary to finance all participating private welfare agencies within the prefecture. The organization of the fund raising committee and the effect of its work is of paramount importance. In every community each individual must be made aware of the drive and so strongly sold on the program that he feels compelled to participate. Business men should be included in the drive campaign committee and should make initial contact with business men contributors. Likewise labor leaders, teachers, governmental employees and other group leaders should be the individuals to contact and secure the aid and contributions of the groups they represent. Door-to-door campaigns can well be undertaken by women's group members and perhaps by members of the Minsei-in Pennoi. Street corner solicitations and booths are rarely good sources for sizable contributions but serve the worthwhile purpose of keeping the campaign constantly before the public. However, before any solicitation is initiated, the entire campaign should be outlined, including the amount expected to be raised from each group solicited. Care must be exercised in not setting a goal beyond the financial ability of the community or prefecture. .

Public welfare agencies (governmental agencies, national, prefectural and city) are not to be included in welfare fund drives as their sources of income must come from public funds. Organizations such as Boy Scouts, and Girl Scouts are to be included if the budget committee feels that after meeting the basic needs of the people for food, clothing, medical care and shelter the community needs and can support additional worthwhile character building agencies. Funds for festivals, celebrations, etc. should not be included in a welfare fund program no matter how desirable they may appear to be inasmuch as any good derived therefrom is transitory only. Such activities are more properly a program for a Chamber of Commerce or Civic Club rather than a welfare activity.

Development of welfare fund drives should be prefectural in scope and should include in its membership persons experienced in large public enterprises and other personnel of demonstrated leadership that automatically have the trust and faith of the general contributing public. When the campaign starts the public must be informed of the goal (budget needs) of the organizations included and the activities and responsibilities of these organizations. The soliciting program must be so developed as to avoid duplication of solicitation, yet efforts must be made to give every individual in the community an opportunity to contribute. The drive must be voluntary in nature and contributions vol-

untarily given. While every bit of salesmanship possible is mandatory, compulsion must not be a part of the fund drive procedure. If properly presented, administered and operated a community will not only participate by contributing money but also by giving aid through volunteer service. The national board of sponsors expects to secure considerable newspaper attention in early October when the Emperor will address a nation-wide gathering of representatives of local prefecture fund drive representatives. Between this first general notice and the drive campaign itself, which tentatively is set for the latter part of December, 1947, the prefectural organization must be completed and the campaign outlined in detail.

It will be recalled that in the United States the Community Chest organization makes use of a red feather, which after donation is made, is worn in the hat band indicating that the wearer has made his contribution. This serves two purposes; it indicates acknowledgement of contribution given and precludes the re-solicitation of the same person. The Badge or emblem of the giver has not yet been settled, but the same choice will be used throughout Japan and it may take the form of a paper or cloth cherry blossom adapted for wear in the lapel with an appropriate legend "I've Given" or similar in kanji.

The success of the effort can be measured by the general support given to the programs included in the fund drive. If every person (man, woman and school child) in the community has been given an opportunity to make a contribution to the campaign, and if the goal set by the budget committee is reached, the campaign is then a success. If either of the above is not accomplished or is attained only in part, then to that extent the effort has not been successful and those persons responsible for the fund raising campaign have the task of discovering the weaknesses and building a fund raising organization for the next annual campaign to overcome those handicaps experienced in the previous fund raising effort.

