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

353.81 (12 Apr 51)CAS-PW

12 April 1951

SUBJECT: In-Service Training Conference Material, Welfare

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 and use are copies of material presented at the February 1951 Conference of Prefectural Welfare Department Directors of In-Service Training.

2. The presentation method used at the conference was as follows:

a. Because of its length and technicality, prior translation of the material was made by the assigned interpreter. (During April the Welfare Ministry is expected to make general distribution of the translation.)

b. Reading of the prepared English material was avoided. Instead, at those points which are indicated by a marginal asterisk a very brief, three or four minute, comment was made in English (and interpreted) on the material to follow.

c. The interpreter then read from the Japanese translation to the next point for comment.

d. Conferees were able to follow the reading of the first half from previously reproduced and distributed translations.

3. The presentation method outlined above was believed effective in reducing the delivery time required and avoiding lengthy English exposition which the majority of persons present could not understand.

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353.81 (12 Apr 51)CAS-PW, subject: "In-Service Training Conference Material, Welfare," 12 April 1951.

Because of the breaks in reading, however, and the interposed English some aspects of a lecture were retained. Time limitations prevented complete prior reproduction of the Japanese material, and it is believed that had the entire translation been available the presentation would have been even more effective.

4. Additional copies of the English material, if desired, will be furnished on request.

FOR THE CHIEF, CIVIL AFFAIRS SECTION:

1 Incl
a/s

J. E. Brien
CORRIEN
CWO USA
ff
REC-1

*Miss Smith*THE FOCUS OF IN-SERVICE TRAINING

Presented at the February 1951 Tokyo Conference of Prefectural Directors of In-Service Training which was sponsored by the Welfare Ministry. The presentation was prepared by Mr. Philip Borish, GHQ, SCAP, Civil Affairs Section and Mr. Robert W. Stemple, Kanto Civil Affairs Region.

* Training and supervision are necessary for all persons involved in the planning, organization, administration, implementation, application, and operation of those public assistance laws which fall within the province of "welfare" at different governmental levels. Having determined that training and supervision are necessary for all personnel involved with public assistance, we must consider a practical and difficult problem that arises with the acceptance of that fact. We feel that it is impossible at this time to train all welfare personnel at all levels of welfare administration. Therefore, it is necessary that we be selective in focusing our attention and efforts upon those persons of the total group who are most essential to the program and are most in need of training and supervision. We would like to present our thinking on this matter.

There are some definite ways and means of getting at the problem of setting up programs of training and supervision. In developing these programs, the following questions arise immediately:

1. Who will be trained, that is, what specific groups or persons?
2. What will be the subject matter and how will it be determined?
3. What will be the methods or means of training?
4. What person or persons will be responsible for the programs and who will do the teaching?

These four questions must be studied and resolved, and you as in-service training directors are responsible for getting the answers.

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In connection with the first question, a choice must be made. It is our belief that there are specific categories of job classifications which should be given the major share of attention. These categories are:

1. The receptionist in the city, district, town, and village welfare office.
2. The intake worker in the city, district, town, and village welfare office.
3. The home-visitor in the city, district, town and village welfare office, or that person among whose responsibilities are making investigations of applications for public assistance and determining continued eligibility of those persons receiving assistance.
4. The supervisor of the home-visitors.

Now, let us consider the second of the four questions raised above, that is, the subject matter of the program and how it will be determined. We have what we consider a partial answer, and in our opinion it is a basic and fundamental one. The answer is that the training must include, but need not be limited to, a program of teaching the persons concerned what to do and how to do it. This seems very simple and elementary, but when examined and studied, the accomplishment of these objectives is and will be difficult, especially when we consider the present manner in which these persons operate.

In considering content, we have said that it involves teaching what is to be done and how to do it, but before this can be established the agency itself must determine specifically what things the people concerned are responsible for. In other words, we are saying that there must be job descriptions. Some of you will contend that there are job descriptions for the particular positions with which we are concerned. We will agree that in certain areas a great deal of work has and is being done in setting up job descriptions. However, after reading and studying numerous job descriptions we feel that they are not adequate. They certainly do not include a listing or even a consideration of all the matters which should be included as specific responsibilities of the persons concerned. Our statements are based on both translations of job descriptions prepared by various cities and welfare departments and our observations in various welfare offices. Again it might be said that the people assigned to these jobs thoroughly understand their duties. We say, however, that unless the jobs are formalized in writing and are completely understandable, neither the workers themselves nor anyone else can know exactly what

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these positions involve. Someone or some responsible group must determine exactly what the jobs are. It is preferable that Japanese welfare officials perform that task. Civil Affairs welfare officers are vitally concerned and interested in that particular task, and at your request, will assist in every way possible. As Civil Affairs welfare officers, we invite you to consider seriously including in the various job descriptions some of the specific duties and responsibilities which we will discuss.

* It must be recognized in all job descriptions that the agency has limitations on the number, kind and scope of the services it can render. As the agency is limited, so too is the employee who is a representative of the agency. The employee is an instrument through which the already determined services of the agency are made available to the client. One might say that the employee is limited by the Diet, inasmuch as it is the Diet which has passed the various public welfare laws which are being administered by the city, district, town, and village offices in which these employees are functioning. The significance of the "agency" in relation to that of the individual employee is more vividly understood when it is recognized that employees are hired, fired, resign, transfer, and die but the agency continues. It is not the individual employee who helps the client. Instead it is the client who may or may not take the assistance that is made available by the agency through the employee. With an understanding of the "agency", its policies, procedures, and objectives, it becomes much easier to teach the employees their jobs and thereby eliminate confusion. The agency must have the strength, efficiency, and courage to enforce, administer, interpret, and apply the various public assistance laws for which it is responsible.

In determining exactly what should be the focus of in-service training toward which the directors of in-service training in each prefecture should give their utmost efforts, it is also necessary to review briefly the responsibilities of the public welfare agency. Briefly stated, its responsibility and purpose are to "conserve, protect, and improve the human resources of the community" to the extent provided for by legislation. In order to achieve this purpose, "it has become an accepted principle in governmental administration that a single public agency should be responsible for meeting the minimum subsistence needs of all dependent members of the community, for administering all closely related programs, and for utilizing all the supporting resources of the community." The government, therefore, has a responsibility in establishing such devices, forms, and procedures which will expedite meeting its responsibility. All efforts of government in relation to public welfare are centered upon that final action in which its representative agency meets the people who come to it. In other words, the entire welfare structure exists only because at some point in that structure, people who need assistance meet government's representatives.

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* It is, therefore, important to examine some of the elements of this structure which are meant to expedite certain services for which the government has accepted responsibility. Every plan, form, procedure and office organization, as well as the basic philosophy of the agency, must be directed at the ultimate provision of service. Unless that structure expedites provision of service, it has no reason for existence. Unless it provides that service with the minimum of confusion, delay and imposition on the citizenry, it has no reason for existence. It is impossible to over-emphasize the importance of the organizational structure at any of the several governmental levels. Structure is the framework around which the agency is built, and it is through the employees operating within the structure that the agency's responsibilities are discharged.

It is not possible for us to go into a consideration of our assigned subject without making some reference to that part of the agency structure within which the welfare personnel we are going to talk about actually function. That part of the structure is the protection division or section at the city, district, town, and village level. We think there is no questioning the importance of the protection divisions, especially when we consider that it is through these divisions that about two million people each month are receiving over one billion yen. Because the work done in the protection division is unlike that done by any other division in a local welfare office, it should be differently organized and separated from the many other activities that are carried out in a local welfare office. This division, because it provides services to individuals, and not to groups, must be so organized that its personnel are not burdened with such matters as distributing relief goods, preparing elaborate statistical reports, inspecting day nurseries or other welfare institutions, or with any other welfare activity that is not directly related to and concerned with the individual. In many instances we have observed that the overall number of employees in a welfare section is fairly adequate, but they are unevenly allocated to divisions with the protection division usually understaffed. Again we point out that when we consider the amount of money being spent and the number of persons receiving it through the protection division, there should be no question about where to place staff. We have also observed that there is a tendency in some areas to assign protection division responsibilities to general affairs or to social affairs, and occasionally, we have found personnel assigned to protection division work operating on a part-time basis in some other division. This is a case of robbing one division to assist another and at the expense of both divisions and the client. The occurrence of instances such as those just mentioned indicates either structural weakness within the agency or a lack of understanding of the reason for and the purpose of structure.

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* So it may be said that all the public welfare structure in Japan is aimed at expediting the work of the comparatively few people who are actually in direct communication with the general citizenry. In the type of modern welfare office which Japan is now trying to establish, there are really only three kinds of people who have this direct communication. They are the receptionist, the intake worker, and the home-visitor. Because they assist these workers in providing the best possible service, the supervisors of home-visitors need to be considered also. We would like to digress for a moment to explain that the term "home-visitor" is used intentionally in this discussion instead of the term "caseworker." We have done this because we feel that the term "caseworker" is not applicable in Japan today considering the present state of development. We think that the use of the word "caseworker" is confusing because it is an American term, the definition of which is constantly changing and subject to several definitions by those in the U.S. who adhere to different schools of casework thought. To our knowledge, Japan does not have a translation of the term "casework" which is generally acceptable or used by public welfare agencies. Neither do we think that the term "casework" describes accurately the work being done at present by those in the public agency who are responsible for handling cases. It is hoped that Japan, out of its own experience, will develop a casework terminology and technique of its own.

Before an in-service training director can even begin to think about the type of training which must be given to workers in welfare agencies, he must be very clear regarding the responsibilities of particular workers. It is necessary for him to examine their jobs minutely before his efforts in training can have any particular direction. Unless the in-service training director has a complete grasp of the jobs to be accomplished, the training which he himself might devise would be of no practical application. Therefore, we propose this morning to examine for you and with you, in a general way, the jobs of the particular individuals who, we think, hold the key positions in the successful application or implementation of the various public welfare laws which Japan now has. As we have indicated, actually the only persons in the public welfare agency who see the client are the receptionist, intake worker, and the home-visitor. The home-visitor supervisor does, of course, have considerable responsibility in what happens to the client, but it is only on very, very rare occasions that he will actually meet the client. The whole structure of public welfare administration is aimed at the jobs of the receptionist, intake worker, home-visitor, and home-visitor supervisor. In discussing their jobs, it would be logical to take them up in the order in which the client would normally meet them.

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The Receptionist

* The receptionist, because he is not a professional does not require professional background. He or she must, however, be familiar with the functions of the various divisions of the welfare department. This is because the receptionist is the person who directs the individual coming to the welfare office to that part of it which can provide the services desired. Consequently, the first task of the receptionist is to greet all persons who come to the welfare office.

If the person is actually a client, that is, he actually represents an active case, the receptionist, in the absence of the home-visitor, makes an appointment for the individual during the home-visitor's designated period in the office. It is therefore necessary for the receptionist to be familiar with the office schedule of all home-visitors. If the person coming to the office has never been there before and desires, we might take for example, livelihood aid, the receptionist will make an appointment for him at the earliest possible time for an interview with the intake worker. The receptionist therefore must be familiar with the intake worker's schedule of appointments. If the situation appears to be an emergent one, the receptionist must call it to the attention of the intake worker immediately. It would then be the responsibility of the intake worker to determine the action to be taken. If the case happens to be an inactive one, that is, one which has been previously suspended or discontinued and the person coming to the office indicates a desire that his case be re-opened, the receptionist will again make an appointment for interview by the intake worker.

It is not the function of the receptionist to make decisions on eligibility nor in any way do any more screening of the individual who comes to the office than to determine the proper sub-section where he can obtain the information or assistance that he desires. The receptionist must never make any preliminary decisions based on attitude, dress, manner, or any of the other characteristics of the person coming to the office. Instead, the receptionist is always courteous, efficient and quick to determine the disposition to be made of the particular situation.

Normally, the receptionist will not always be busy with individuals who have come to the office. Consequently, he may be assigned suitable clerical duties in order to keep him completely occupied during working hours. The clerical duties should be of such nature that there is no pressure on the receptionist to complete them because such pressure would detract from his primary responsibility.

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The Intake Worker

If a welfare office is properly organized and supervised, and if its functions are clearly defined, the importance of the intake worker's job cannot be over-emphasized. This person is the first one who meets the client for the purpose of talking in specific terms about what the community member wants. (The receptionist has seen the client previously, but has not discussed any details of the case.) The intake worker is the employee who can, at the very beginning, establish the relationship between the client and the agency. Before going into a discussion of the specific duties and responsibilities of the intake worker, we would like to comment on the relationship between the agency and the client.

Much has been said and written by welfare workers all over the world about the "stigma" of receiving public assistance. The person receiving or asking for help undoubtedly feels very sad about this. He feels that he has failed in that by asking for help he is admitting failure. The person is, in his own eyes and possibly in the eyes of the community, in disgrace. He has "lost face." Such feelings on the part of these people are understandable. These feelings are not pleasant ones to live with. The important thing is whether or not something can be done about changing these feelings of failure and disgrace. Such feelings have occurred because the individual has been unable to handle his own problems. He feels that once he has failed and come to the "agency," the "agency" will do all the work and all the worrying for him. Such should not be the case, and the intake worker or interviewer can do a great deal toward helping the client actually understand that his relationship with the agency is not a one-sided matter, and that even as the agency has certain responsibilities on which it will act the same is true for the client.

It is in the "doing" for himself that the client will begin to get a feeling of self-respect. The agency, through its employees, must give the client the opportunity of doing for himself. It is the intake worker who first has the responsibility and the opportunity to make this clear to the client. You will find that the client will do as much or as little as he is permitted, required, and helped to do. So, the first duty and responsibility of the intake worker is to be aware constantly that in the relationship with the client, there are things the client can and must do just as there are things the agency can and must do.

The intake worker must have a complete knowledge of all of the programs, functions, and services which are included in the jurisdiction of the particular department, section, or division. If possible, he should also have a thorough knowledge of welfare services that are available through other agencies or organizations.

The intake worker must be the kind of person who is able to listen attentively to the problems and requests brought to him by the client.

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In listening to and talking with the client, the intake worker must not, by act or words, assume a superior attitude or appear to be dictatorial. In the process of listening to the client, the intake worker must be able to determine whether or not the agency can provide or offer the service requested. If the intake worker determines that the agency does not have the particular service requested by the client, then this must be carefully explained to him. If the intake worker knows that the requested service may be available through some other agency, this must be explained to the client who can then be referred to the agency offering that service. If the intake worker decides that the service requested is available from his agency, an explanation must be made that, although the service is available, an application for it must be made in accordance with the law.

* We want to point out that specific and definite job functions, duties, and responsibilities cannot be determined without taking the following into consideration: (1) policy and (2) procedures. For example, let us examine Article 7 of the Daily Life Security Law. "Assistance shall be started on the basis of an application submitted by the person requiring assistance, the person under duty to furnish support or other relatives living with him....." It is of the utmost importance that a policy be established at this point. The law provides that any one of three persons (the person requiring assistance, the person under duty to furnish support, or other relatives living with person requiring assistance) shall make the application. Which of these persons shall actually appear at the agency and make the application? Will it be the policy of the agency to accept the application from any one of the three referred to above? Under what circumstances or conditions will the agency accept the application from a person other than the one requiring assistance?

The Law (Article 7) further provides that ".....in case the person requiring assistance is under pressing circumstances, necessary assistance may be provided, even though no application for assistance has been submitted." Shall the agency require that a formal application be submitted later? If so, by whom? These are not questions that can be or should be answered by the intake worker. Yet they are questions which concern his job and his duties. It is the agency that must answer these questions and establish policies. The policies must then be used to guide the intake worker in performing his job. Although we are primarily concerned today with a discussion of the specific functions of certain welfare personnel, it is clear that the establishment of policies and procedures must be undertaken concurrently with setting up job descriptions if it has not been done before.

The intake worker, having determined that the service requested by the needy person is available from the agency, must then see that the application form is filled out properly. This blank or form should be simple and designed to serve only its intended purpose. When this form is completed, the intake worker should explain that signing of the

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application does not necessarily mean that the client will receive the service requested. He should explain that it does mean that the agency will make an investigation of the applicant to determine his eligibility. At this point the intake worker should tell the applicant that his cooperation in the process of determining eligibility will be expected. Certain "things" that the applicant can and should do need to be explained at this time.

Determining what the applicant can do is the responsibility of the agency. Among the things the applicant can do are: securing proof of registration of employable family members at the PESO, securing acceptable statements verifying income from employment, securing statements from doctors concerning employability of unemployed persons in the family unit and securing statements verifying residence. All these are actually factors that must be taken into consideration in determining eligibility.

It is the intake worker's responsibility to tell the applicant exactly what the investigation procedure will entail. He must tell the applicant what the home-visitor will do. The intake worker must inform the applicant that the agency, in determining eligibility, must review and consider his resources (DLSL Art. 4). What constitutes a "resource" and what constitutes "full use of all resources available" cannot be answered by the intake worker independently. These are again matters of policy to be worked out by the agency. The intake worker will be guided by these policies in making his explanations to the applicant.

The intake worker should explain (or interpret) Article 4, paragraph 2, to the applicant. This provision of the law concerns the duty of responsible relatives to provide support of the applicant. Here we encounter other questions regarding policy and procedure. Shall the intake worker secure a list of the responsible relatives from the applicant? Or will this be done by the person making the investigation of the applicant? Who will contact the responsible relatives? How will the contact be made? By letter to the responsible relative or by letter to an agency (the mayor) in the area where the responsible relative resides? What, if any, responsibility will the applicant have in this phase of determining eligibility? Who will determine whether or not the responsible relative is able to provide support, either partial or total? How will this decision be made and upon what will it be based? Can or should assistance be granted without a complete investigation concerning the responsible relatives? Here again, all of these questions concern the intake worker and his job as well as the home-visitor, but neither of these persons can or should have the responsibility for answering such questions. Agency administrators should and must decide these matters through policy and procedural statements. Until these things are done, the job descriptions will be vague, misunderstood, and meaningless.

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If guidance cases without financial assistance are to be accepted and visits and contacts outside the agency office are to be necessary, then it would seem logical that the home-visitor would be responsible for handling such cases. The intake worker would take the application for guidance services just as he takes an application for public assistance.

* The Home-Visitor

The job of the home-visitor is probably the most important of all the jobs in the agency. This is the person who is responsible for the day-to-day and month-to-month contact with the client. This is the person who, in the eyes of the client, is actually the agency. This is the person who provides and makes available in a direct manner whatever help or assistance the client will receive. Since the home-visitors are such important cogs in welfare machinery, it is of the utmost necessity that their jobs be strictly defined, and after the jobs are defined it is equally important that in actual practice the job descriptions are applied and practiced. Just as the intake worker's job has its limitations, so too has the job of the home-visitor. The home-visitor will pick up the work on the case at the point where the intake worker stops. We have said that after the intake worker takes applications they are referred to the supervisor who in turn assigns them to a home-visitor for investigation.

This leads us directly to the first duty of the home-visitor, that is, investigation or determination of the eligibility or ineligibility of those persons who have applied for assistance from the agency. In determining whether or not an applicant is eligible for assistance the home-visitor must have and must use certain standards or criteria against which each case is measured. In other words there are certain specific requirements for receiving public assistance, and the home-visitor must consider each of the separate requirements in the process of making the investigation. What are these requirements for eligibility that must be used by the home-visitor? These requirements are listed or referred to in several of the articles of the DLSL. Articles 4, 7, 8, 9, 10, 19, 24, 25, 26, 27, 28, and 29, are some of the articles that are concerned with the various factors of eligibility or matters that must be taken into consideration in determining eligibility. Not all these articles, as you well know, contain a direct and specific requirement.

We are trying to say that the DLSL sets forth the basic requirements in a general way. No investigation of an application for public assistance is complete, and no decision on approval should be made until every requirement for eligibility has been carefully investigated and verified by the home-visitor. All of us know that the various requirements as set forth in the law are not sufficient in themselves, are not sufficiently direct for each home-visitor to use. The law must be interpreted, the intent of some of the articles clarified and policies established. These things are all necessary. It is not the home-visitor's job to do those things. The important thing to recognize is

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that the job of the home-visitor cannot be finally determined and certainly cannot be performed unless the law is implemented with interpretations, statements of policy and instructions concerning procedures.

Once the investigation has been completed and the case found eligible and therefore an active case, the home-visitor has to make the necessary investigations, inquiries, and contacts that will enable him to know at all times whether or not the particular case continues to be eligible for the assistance being given. Continued eligibility cannot be determined by sitting in an office shuffling papers. Neither can it be determined by seeing the client "once in a while" or when he drops in the office to receive his monthly grant. Determining continued eligibility requires careful planning by the home-visitor. When the home-visitor goes out to determine continued eligibility he should not only know exactly what he is going to do, but he should be prepared to review those requirements which concern the client's continued receipt of public assistance.

Our emphasis thus far, has been on investigation and determination of eligibility and continued eligibility. It seems as if we are expecting the home-visitor to do everything. We previously said that there are many things the client can do for himself if given the opportunity and if the agency requires active participation on the part of the client. We feel that it is essential that the agency devise ways and means of placing more responsibility on the client to provide the kind of information that is necessary for the agency to have in order to make accurate and prompt decisions. It is the home-visitor's job to talk with the client and to explain to him exactly what the agency will require of him. Securing client participation is the first step in the development of a feeling of responsibility on the part of the client. As that feeling develops, the client will have a desire to do something about his situation himself. Helping a client do those things is a real "service."

The home-visitor is also responsible for providing whatever guidance and consultation services that are available from the agency. If the agency has such services, then the home-visitor is responsible for providing them. If the agency does not offer such services and is not responsible for providing them, then certainly the home-visitor should not go out as a private person and try to do something that is not recognized by his agency. The home-visitor should be a person who can work within the limitations of his agency.

* We have long felt that cities, districts, towns, and villages need a "generalized" worker or home-visitor. They need a person who can handle child welfare cases, difficult ones as well as the simple ones. We think that a home-visitor should carry as part of his work load, those child welfare cases and physically handicapped cases for which

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the agency has assumed or has responsibility. We realize that this brings up the problem of the city home-visitor, the social welfare secretary, and the child welfare official, as well as the problem of city and prefectural government in relation to child welfare programs. This is neither the time nor the place to discuss these critical problems, but we do want it known that we feel that the development of a generalized home-visitor is advisable. Specialization is good and desirable if it is actually carried out in such a manner that the services are available in actuality as well as on paper.

The home-visitor has the duty of keeping records of the individual families and of recording accurately and neatly all of the information that is required and necessary to the agency. The home-visitor should set up, with the help of the home-visitor supervisor, a work schedule which he should then follow. Some of the things that should be included in such a schedule are: specific days or hours in the field (outside office), specific times to be in the office doing clerical and recording work, certain hours in the office when available to clients for scheduled office calls, certain hours for conferences with supervisor, and certain hours for staff meetings and conferences. The conferences with the supervisor and the staff are important because it is at such times that the home-visitor should have an opportunity to speak of his experiences and to inform the administration of how the public assistance program is serving its purpose and how it is affecting the clients and the community. The home-visitor is the only person who has the actual experience on which to base such statements. The home-visitor can and should be constantly alert to how agency's policies and procedures are functioning. He should inform his agency of his observations and make suggestions concerning changes or revisions that he feels are necessary.

The home-visitor should also be aware that since he represents the agency, the community will look to him for certain information. He should, under proper instructions and supervision, explain the work of the agency to groups and individuals. But the home-visitor, like every other employee of the agency, must remember that he cannot disclose to unauthorized persons, any information concerning clients. Recorded and unrecorded information in the hands or in the heads of agency employees is strictly confidential.

If a home-visitor performs all the duties we have mentioned above (there are others), we are convinced that he will not have the time and should not be responsible for any "case finding." In other words, we think that the home-visitor should not deliberately go about the community in search of persons who may be in need of assistance. As the community becomes more aware of the work being done by the public welfare agency and as the people come to have confidence in it, they will, of their own volition, come to the agency.

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The Supervisor of Home-Visitors

Before we can talk about the job of the supervisor of home-visitors in particular we need to discuss briefly some of the elements of supervision as such. It is necessary to realize that there is no exact formula for supervision. It should be said, however, that because of the interest which is being displayed in the various professions, and industry as well, in the task of supervision it may well be that ultimately supervision will become a kind of science. To summarize briefly what supervision is, it may be said that it is a synthesis of the processes of appraising, directing, developing and perhaps inspiring. These are some of the elements in leadership and it is always necessary for leadership to be a little better informed, to have a little more skill, to be more ready to learn or continue to learn than those who are being supervised. One of the tasks of supervision is to obtain from the individual being supervised that contribution to the common effort which comes from his total capacity to learn and make a contribution. It should also be added that the supervisor is selected for his assignment because of his competence and not necessarily because of his seniority or personal status or politics. The responsibilities are too heavy to have selection on any basis other than competence.

It is also necessary, before discussing the particular routines of the home-visitor supervisor's job, to consider briefly some of the things a supervisor must know. It is obvious that no one agency, whether welfare or any other, can be all things to all people. One of the reasons for the existence of the supervisor's job is to insure that the best possible service is rendered to the client, and thus to the community. It is therefore necessary that he be able to recognize and understand the psychological and social factors involved in requests for service. It is obvious that the chief of the welfare department cannot do everything, and it is necessary for him to delegate some of his responsibilities to others. One of the "key" people in his administration is the home-visitor supervisor who, because of his clear understanding of his job, his clear understanding of the needs of people, his complete familiarity with agency experience, carries a large share of the total responsibility in the agency.

On the other hand, the home-visitor supervisor cannot be expected to know offhand the answers to the great multitude of questions which arise. In many instances the home-visitor supervisor is confronted with some questions to which there are no definite answers. But he must be able, with the tools he has at hand, his laws, his manual, his knowledge of the application of agency policy and procedures, and his ability to discuss the problem with home-visitors and with his own immediate superiors, to arrive at either a definite answer or one which, temporarily at least, will provide the basis for a logical answer.

THE FOCUS OF IN-SERVICE TRAINING, Cont'd

Insofar as in-service training is concerned the supervisor of home-visitors will be in a very important position to advise on some of the needs of in-service training. You men who are here today can well look to the supervisors of home-visitors as important sources of help in developing your program. We say this because the supervisors, in working directly with the home-visitors, are in an excellent position to know how well the agency's clients are being served. They are in the best position to know where the best and the poorest work is being done and for what reasons.

The supervisor of home-visitors has a very real responsibility in orienting newly assigned staff members, home-visitors in particular. In this respect one of his major functions is teaching. He must have the patience to be able to explain in detail the agency's purpose, the principles on which it operates and its methods. In order to do this properly he himself must be convinced of the agency's purpose, principles and methods. His teaching responsibility extends further than just new workers, of course, because actually in the whole process of in-service training or staff development the supervisor is again one of the "key" figures. It is through the supervisor that the home-visitors will be able to make the best of their capabilities and to increase their professional competence. Some people go so far as to say that supervision and in-service training are synonymous.

* There are three methods or devices which the supervisor uses in working with the home-visitors for whose work he is responsible:

1. The individual conference method.
2. The group conference method.
3. The case review method.

Before discussing these separately we must say that despite the supervisor's responsibilities in staff development or teaching, his primary mission is to ascertain that the agency's services are reaching the clients in the manner and to the extent set forth in the agency's policies. He must be certain that clients are being treated uniformly and without prejudice. In achieving this through supervision he is actually teaching, of course.

In beginning our discussion of the individual conference method we want to make clear that it is not the supervisor's function to psychoanalyze his visitors. If a particular worker requires the help of a psychologist or psychiatrist, it is not the supervisor's function to provide that help. Instead, there are several other purposes in the individual conference. In individualizing his approach to his visitors the supervisor helps them channel properly their impulse to

THE FOCUS OF IN-SERVICE TRAINING, Cont'd

help others. He helps the individual home-visitor translate into action the specific services which are provided by the agency, and he helps the home-visitor keep his relationship with the client on a professional rather than personal basis.

In other words, one of the things a supervisor does is help the home-visitor see his job in its proper perspective by building the home-visitor's understanding of people, his understanding of social problems, his understanding of the functions and limitations of his agency and consequently, the policies of his agency.

This brings to mind the problem which most home-visitors have in maintaining a balance between emotional feelings most cases arouse and a strict, cold aloofness to the case-problems encountered. One means subjective judgment of the case and emotional identification with it, the other, complete rejection and failure to accept the client as an individual. It is true that the emotional factors in the case should be recognized and considered, but it is extremely important that the supervisor assist the home-visitor in maintaining the type of relationship which will preserve a client's independence and help him develop whatever strengths he does have, in short, to avoid taking over the client's life. A supervisor must realize that once the home-visitor begins to direct the life of a client the services which he provides may actually be more frustrating than helpful to the client.

By helping the home-visitor identify unusual and complicated problems the supervisor can help him do the appropriate type of environmental treatment and make appropriate referral to other agencies better equipped for other types of treatment which may be indicated. He thus helps the home-visitor come to a better understanding of his client and the client's problems.

As part of planning and organizing a busy routine, it is important that the supervisor establish definite periods for conferences with workers. In order to prevent a great accumulation of work, it is usually advisable to schedule these on a weekly basis. During these conferences the home-visitor can bring to the attention of the supervisor problems encountered in specific cases, and the supervisor can use the opportunity to assist the home-visitor in overcoming them. It should be realized that there are cases, though rare, in which an immediate discussion of action is required. Therefore, it is necessary that a supervisor always be accessible to home-visitors for discussion of action on such cases.

On a more immediate basis, the supervisor determines that the basic requirements of law and agency policies are being met. He uses as his guide, as must the home-visitor, a manual of operations (or whatever set of written regulations, rules and policy statements exist) for making

THE FOCUS OF IN-SERVICE TRAINING, Cont'd

this determination. He himself must therefore be thoroughly familiar with whatever manual exists, the use of forms, and the application of specific standards, policies and procedures. In reviewing case situations with the home-visitor, the supervisor must be careful that he does not assume an air of superiority or authority. In the first place, he might destroy a supervisory relationship which has been established and in the second place, supervisors themselves do make mistakes and may as well admit it.

As the director, so to speak, of a group of individuals charged with specific case responsibility the supervisor should, as the occasion requires, call group meetings of his home-visitors. In these group meetings such things as problems of policy application, changes in policy, changes in procedures, the use of new forms and manual changes should be discussed with his immediate staff. Individual cases can be presented for general discussion, not in terms of determining specific action which must be taken by the particular home-visitor, but in terms of bringing to the attention of the staff certain problems of general interest. Group conferences with the home-visitors are one of the important devices in obtaining improvement in practice.

It is one of the major functions of the supervisor to make certain that the flow of work in the office is maintained properly. He is responsible that his home-visitors are completely familiar with the proper routing of records, forms, correspondence, etc. to the proper channels for clearance, compilation, dispatch and filing. The supervisor must be constantly alert to the possibilities for eliminating undue delays and to the need for constant improvement of those mechanical procedures which are so important in expediting the work of any office.

* One of the major functions of the home-visitor supervisor is to review the work of the home-visitor. He usually has responsibility for approving correspondence which is prepared by home-visitors either to other agencies or to relatives of clients as well as the responsibility for approving all other types of case action. In fact, it is unusual for the executive of a welfare agency to have this responsibility, because of his concern with more general matters. Consequently, the supervisor's responsibility for review of action taken by home-visitors, such as changes in budgets or in case disposition, is extremely important.

It is not possible, or extremely unlikely, that the supervisor will be thoroughly familiar with all the cases carried by his home-visitors. He must be able to obtain knowledge of the client through study of the record and discussion with the home-visitor. Many of the cases which come to his attention he will not necessarily discuss directly with the home-visitor, but he must be able to determine whether or not the action recommended by the home-visitor is a valid one. Consequently, all cases in which some action is taken, as for example,

THE FOCUS OF IN-SERVICE TRAINING, Cont'd

opening for livelihood aid, change in grant, discontinuance of livelihood aid, opening for a child welfare service, purchase of a prosthesis for a handicapped person, must be reviewed by the supervisor. Wherever discrepancies occur it is the supervisor's responsibility to obtain corrective action by the home-visitor.

It is necessary for the supervisor of home-visitors (as well as the intake worker) to have a thorough knowledge of all possible resources in the community which may be called upon to provide services which the agency itself is not in a position to give. Many supervisors find it convenient to maintain a file of other agencies which are able to assume the provision of particular services and also of individuals who might be interested in providing certain services. (In every community there are people who are willing to participate voluntarily and without remuneration in helping others. There are people who are willing to devote some time each week to reading to a blind person, people who are willing to help an aged person go to a certain temple, others who can assist people to get to a clinic for treatment, and it is important that both the supervisor and home-visitor be constantly alert to the possibility of obtaining such assistance which the agency cannot provide.) In connection with formally-established social work agencies it is important that supervisors be aware of the necessity for maintaining suitable relationships with those agencies in order that an expeditious exchange of services may be provided.

The supervisor must always be aware of the status of certain types of cases. For example, there are specific legal limitations on the amount of time permitted for investigation of new cases and for disposition of appeals. Most supervisors will find it convenient to maintain on their desks reminder-files of dates by which certain case actions must be completed. The supervisor then makes certain that the home-visitor responsible for the action completes it.

Cases which have been accepted for investigation by the intake worker, after going through the established office mechanics such as preparation of folder, indexing, statistical accounting, etc. will appear on the supervisor's desk. After quickly reviewing the record for special problems and noting any suspense dates for action, the supervisor will assign the case to the home-visitor in whose territory the client resides. The supervisor must be constantly aware of the caseloads being carried by his home-visitors in order to be certain that there is a fair distribution of cases. Sometimes adjustments of home-visitors' territories or assignment of additional visitors in a particular area must be made.

The breakdown of cases by types must also be kept current. Some types of cases require closer and more frequent attention and greater worker activity than others. Therefore in order to preserve a fair

THE FOCUS OF IN-SERVICE TRAINING, Cont'd

balance of cases the supervisor must maintain charts of the public assistance, child welfare and physically handicapped cases being carried by his home-visitors. Further breakdowns could be devised such as employable, unemployable, aged, blind, education or medical only, service only, and so on, which will assist in making a fair distribution of cases.

In a small agency where the movement of cases or clients is not great enough to warrant the assignment of special workers for intake this responsibility may be given to the supervisor. In a small agency this is generally preferred to assigning the responsibility to a home-visitor who has caseload responsibilities.

The supervisor of home-visitors will participate in meetings of those members of the staff who are authorized to meet with the director of the department where discussions are held on policies and procedures of the agency. Normally the supervisor is expected to transmit the content of these meetings to the people within his sphere of responsibility. He can do this in his group or individual conferences as the content indicates.

Another major function of a home-visitor supervisor is the evaluation of the visitor who is supervised. A supervisor must be thoroughly familiar with agency standards of quality and quantity of performance, and he must be able to discuss the work being done by particular home-visitors with those home-visitors. He can thus help them attain the standards which are desired. Because of this it is necessary for the supervisor to understand the home-visitor and be thoroughly familiar with his work patterns.

Conclusion

* It is important to keep in mind the existing level of knowledge of those at whom the training is to be directed. We think, and we know you will agree, that despite the enthusiasm of individual workers and despite the fact that many of them have possibly excellent backgrounds in other fields, the general level of public welfare knowledge is pretty low. This is no reflection on the individuals concerned but is merely recognition of the fact that there is in Japan at this time only a very minute nucleus of professional public welfare personnel.

Combine the low level of public welfare knowledge with the necessity for implementing the public welfare laws as well as possible and in the spirit of the new Constitution, and the goal of in-service training becomes obvious. It is to give the individuals who are directly responsible for meeting the client the minimum means for proper handling

THE FOCUS OF IN-SERVICE TRAINING, Cont'd

of his situation. We think this minimum includes: a very little of the theory of public welfare, a little more of the principles of public welfare, and a great deal of exactly what to do in specific instances, when to do it in specific instances, where to do it in specific instances and how to do it in specific instances. We think this includes information on the specific interpretations and applications of general policies and information on the specific use of specific procedures.

April 1951

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 20 Nov 1950

25 Hatsu Ko #585

SUBJECT: In-service Training for Administrative Supervisory Staffs of all Prefectures on Shikoku Island at Kagawa Ken, Kotohira CPH.

1. Purpose: A training course is to be held for the to, do, fu, ken and District supervisory staffs (welfare section chiefs) regarding method and theory of supervision to improve the function of the social welfare administration.
2. Sponsored by Welfare Ministry and Kagawa ken.
3. Term of Training Course : for 5 days
4. Place to be held: Kotohira-cho CPH
5. Persons qualified for training course

Persons in charge of supervision in to, do, fu and ken ; District office welfare section chief or an official in charge of welfare in the General Affairs Dept that the governor recommends.

6. Capacity : Within 80
7. Content of training course

7:00 -	Reveille	
7:00 - 19:00		Clean-up and breakfast
9:00 - 12:00		Lecture
12:00 - 13:00		Lunch time
13:00 - 17:00		Lecture and discussion
17:00 - 20:00		Bath, Supper, rest
20:00 - 21:00		Review or research
22:00		Bed time

The lecturers are officials from the welfare ministry and SCAR or persons with experience and knowledge.

8. Accommodation
 Accommodation together

9. Expense
 Travel expenses and accommodation expenses to be burdened by their respective to, do, fu and ken. Other expenses by the sponsored side.

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10. Lesson and schedule

First day: 5 December 1950, Tuesday

8:50 to 9:00	Opening ceremony
9:00 to 12:00	Fundamental knowledge of Social work by Mr Kuroki or asst sec chief
13:00 to 16:00	Theory of social work by above official
18:00 to 20:00	Discussion & round table discussion

Second day: 6 December 1950 Wednesday

9:00 to 12:00	Basis outline of supervision by Mr Kuroki
13:00 to 16:00	Same as above (or asst sec chief)
16:00 - 17:00	Discussion

Third Day ; 7 December 1950 Thursday

9:00 - 12:00	Supervision of DLSL br Mr Oyama or asst sec chief
13:00 - 16:00	Same as above
18:00 - 20:00	Discussion & roundtable discussion

Fourth day; 8 December 1950 Friday

9:00 - 12:00	Supervision of CWL-Mr Kawajima Sec Chief or asst section chief
16:00 - 17:00	<u>SCAR Welfare Section lecture</u> Discussion

Fifth Day 9 December 1950 Saturday

9:00 - 12:00	Supervision of physically handicapped by Mr Matsumoto sec chief or asst sec chief
13:00 - 16:00	Responsibility of supervisory staffs by Social bureau or child welfare bureau
18:00 - 18:10	Closing ceremony

SUBJECT: Outline of Basic Knowledge of Supervision in Social Welfare Administration

1. Outline of Supervision

- a. Case work supervision: Supervision means that, in an administrative organization, a person who is in a responsible position to guide and supervise staffs under him or a person who has been delegated the responsibility is to be able to inspire staff individually to progress work efficiently. A person who has cooperative authority, a mature person.

b. ^(a) Field work supervision: The outline is the same as the case work supervision. It is a backing up assistance guidance to improve the supervision in administrative organization. The supervisors of higher organs will be in charge of a certain district, and in many cases will be stationed there to supervise the staffs in the respective administrative organs.

c. In-service training: In service training is a planned and organized educational activity necessary for each staff to develop their judgement, ability, techniques, attitude and etc to achieve their present and future duty efficiently.

(b) Supervision and in-service trainings purpose is to develop the staffs ability.

(c) Training necessary for staffs , content and method is discovered by the process of supervision. This will be put into practice by in-service training.

(d) Relationship between both can be shown as follows:

Article	In-service training	Supervision
Final aim	Secures the efficient operation of administration	Same
Instructor	Suitable person	A person who is responsible or a delegated person
Object	Does not have to be under the supervisor	Staff under supervision
Direct aim	Publicity of techniques & knowledge	To develop individual's efficiency
Method	In many cases mass training Continuous training is unnecessary- Does not distinct the individual's ability	In many cases individual training Daily continuous training Pulls out the individual's ability
Scope of education material	Backing up knowledge	Concerned matters necessary for your own work

2. Scope of supervision:

3. Object of supervision: (1) Final aim
(2) Direct aim

(1) Formation of supervision

- (a) Supervision based on administration
- (b) Case work supervision

(2) Position of supervisors

(3) Supervisors burden of work and the backing up element

(4) Relation between supervisors and top officials and senior officials.

(5) Relation between supervisor and case worker

(6) Relation between supervisor and in-service training planner

An example of a large cities PA is as follows:

- (a) PA workers' work
- (b) Respective staffs duty

- a Receptionist
- b Intaker
- c District case worker
- d Clerical workers

9. Administrative persons responsibility

10. Conclusion

Supervision has a very important position. The main function of supervision is the individual staffs improvement. Not only ~~take~~ the individual ability, but how should we ~~utilize~~ guide the individual's priori and posteriori ability is what the supervisor in many cases must burden. The supervisor ~~will~~ elevate the individual ability. The staffs will work in close cooperative team.

SUBJECT: Outline of Social Work

Definition Daine Zaromon, Decision of the first International Social Work Meeting; Paris International Social "rok Conference

Relation between social work and social policy:

Social welfare work:

Element of social welfare work:

Motive: symphathy, religious motive, defintion of social work coop gp, national responsibility

Object: Cause, kind and handicapped of poverty people

Method: Home protection
Accommodation protection

Individual and mass treatment

District social activities

Social investigation

Bodies: Public and private ; relation between public and private social work

Scope: DLSL, PHL, CWL, Judicial protection work, First aid protection work; district social work and others.

2. History and Development of Social Welfare Work

Progress of development - From give, kindness, charity to social joint social welfare work

Opening of America social welfare work

America and England's difference regarding process of social work, problem on public and private social, professionalization of social work, study of humanity

Japan's social work from pre Tokugawa era-Tokugawa era, post Meiji era, development of social work in Taisho era, post war social work

3. Outline of laws of social welfare work

Definition of Social Work Law

System of social works laws (Example Relief law - Relief protection law - DLSL)

Art 25 of the New Constitution and the guarantee of minimum standard

Various laws provided by Art 25

4. The tendency of the Present Social work

Outline of 3 points

Art 89 of New constitution and CC campaign

Definition of establishment of social welfare secretaries

Direction of minsei-in system work

Plan of welfare district system

Formation of social welfare secretaries council

Social security system

5. Social Work Basic Law

Outline

Conclusion: Social welfare secretaries duty

SUBJECT: Method of Social Work

1. Individual treatment (Individual guidance etc)

- a. Definition : To help people who can live up to standard
- b. Object: Cause of poverty
- c. Process of individual treatment

(1) Discover the problem

- (a) Investigation - Interview - home visit
Environment
Inquiry

- (2) Main point on cause of poverty than condition material analysis
- (3) Discovery - rehabilitation plans
- (4) Discussion

(b) Treatment -disposition

- d. Relation with others such as economic, social, mental, psychology etc
- e. Development
- f. Example of case

g. Case record (family card and not individual card)

To use both sides of the card; to use one side for fixed information and the other side for running record. To have a number on the card. To keep the cards confidential to outsiders. To look at the cards once a week.

Article to be indicated: Name of household, date of birth, age, sex; relation with householder, domicile, present address, term of residence, previous address; occupation; education; health; hobby; religion; housing; condition.

Special articles: Reason for protection, clients subject; occupation; education; health; mental condition; religion; friendship; living plans; neighborhood reputation; scope of utilization of social institutions, guides name, address and occupation

- h. Field - mental, home, judicial, medical treatment, school, judicial

i. Attitude Understandings

2. Mass treatment method

- a. Definition: Process to solve problems for persons who have ~~the~~ similar problems and are living in mass groups.
- b. Object: school, institutions, hospitals, factories etc Places handling these are CPH, Youth assn, Boys & girls club, public club welfare institutions etc.

c. Background of mass treatment

(1) Philosophy of mass group

Cooperative society and profit society
 Development of mass system and mutual existence
 Mass psychology

(2) Mutual activity of mass group

Discovery and destruction of mass group
 Resolution of mass groups mutual activity in mass

d. Kind of mass groups

Natural - left alone (Children group in the field)
 Formation - managed (club, picnic, groups)

e. Formation

Size of group and number of members
 Shape of organized members (name, age, sex, ability, nature,
 occupation, income, education, degree, home, extra time etc)
 Number of groups (differs by ages) children is at least once a week.
 Program
 Place

f. Guidance and program plan (selection of guiders, guidance and discussion, utilization of social materials,

g. Recreation - physically, educationally and hobby.

h. Mingle with case workers

i. Records - mass names

Organization, sex, number of groups in ages
 Place, time and number of times

Occupation

Date of establishment

Work and program

And other necessary articles

j. Understandings

3 Neighborhood Organization work

- a. Definition: To solve problems in district residence by the peoples cooperation to improve the function of social welfare, in other words to organize a district council for social work.

出席者調

愛	媛	高	知	徳	島	香	川
縣	縣	縣	縣	縣	縣	縣	縣
5	2	3	1	2	1	7	1
2	0	1	0	1	0	8	6
4	0	2	0	2	1	15	17
0	0	0	0	0	0	0	0
5	2	3	1	2	1	7	1
24	0	12	0	12	1	16	65
0	0	0	0	0	0	0	0
29	0	15	0	15	1	31	90
合計	合計	合計	合計	合計	合計	合計	合計
29	29	29	29	29	29	29	29

合計 70名

Number counted on Dec 9.

Subject: Classification of the attendance to the Kotokuin

in America training sponsored by the ministry Dec 5-9, 1950

Chinese
 Kochi
 Tokushima
 Kagawa
 Total

Sub office 5
 Gun office 24
 Town office 0
 Total 29

b. Object: welfare in the district

4. Social activity, revision of a certain district especially before the enactment of laws for experience execution
5. Investigation research
6. Legislation
7. Operation and administration
8. Publicity, information and advertisement
9. Conference, discussion
10. Educational training
11. Fund drive
12. Inspection (supervision) guidance
13. Volunteers activity

SUBJECT: Re Supervision of DLSL

1. Definition of supervision
 2. Necessity of supervision in DLSL
 3. Special nature of supervision in DLSL
 4. Organization and condition of supervision in DLSL
 5. Method of supervision in DLSL
1. Degree of understanding and ^{eagerness} ~~ardent~~ of the city, town and village executive members
 - a. Are adequate number of staffs allotted
 - b. Are works allotted rationally
 - c. How about the staffs training and assignment
 - d. Are adequate PA and clerical expenses calculated
 - e. Are interview booths prepared
 - f.
 2. Do the staffs know the content of notifications and laws etc
 3. Do staffs have eagerness and progress in their works
 - a. Is the office always arranged neat and tidy
 - b. Is the intakers desk in a convenient place to interview with the clients
 - c. Are other improvements made

4. Management of office work

- a. How do the interviewers talk to the clients
- b. Are the investigation of income and supporters complete
- c. Is the investigation of the condition of social insurance made
- d. Is the recognition of income and minimum living expense reasonable
- e. Is case work done properly
- f. Is the decision of protection and procedure reasonable
- g. Are the decisions of protection made legally
- h. Are investigations made immediately and properly
- i. Do you make circuit investigations frequently
- j. Are alterations made on protection
- k. Are medical aid cards accepted and paid completely
- l. How about complaints
- m. Are reports send in or out ^{by} on limited date
- n. Are protection case records filed properly
- o. Are other various cards arranged properly

5. Accounting condition

- a. Is accounting of PA, institution clerical expenses etc proper
- b. Are there any other expenditures besides PA
- c. Are the PA estimates made correct
- d. Is there any expenditures that is done without the recognition of the welfare ministry and governors of to, do, fu and prefecture
- e. Are the PA etc expenditures done properly
- f. Are ~~xxx~~ vouchers filed properly
- g. Are liquidations made correct
- h.

6. Others

- a. Is there any facts that tportion of PA is donated
- b. Is there any facts of scandal case on PA
- c. Do you know the rates of recipients of population in your city, pref etc

SUBJECT: Re Child Welfare Supervision

1. Outline of CWL

- a. Basic idea of child welfare
- b. Child welfare organ
- c. Security and management of welfare
- d. Expense
- e. CWL and social welfare secretary

2. Basic knowledge and techniques to handle children

- a. Child psychology
- b. Mental health
- c. Health
- d. Case work
- e. Group work
- f. Concerned laws

3. Supervision by to, do, fu ken
 - a. To child welfare center
 - b. Re child welfare official
 - c. To jidoiin
 - d. To child welfare institutions
 - e. Re district office social welfare secretaries
4. Duty of social welfare secretaries in the District Office
 - a. Supervision to city, town and village
 - b. Case work by social welfare secretaries
 - (1) How to make a child card
 - (2) Supervision to expectant mothers and infants health
 - (3) Protection for general children
 - (4) Protection for infants
 - (5) Protection for special children
5. Protection for special children
 - c. Group work done by social welfare secretaries
 - (1) Institution as focus
 - (2) Organization as focus
 - (3) Revision of environment and others
 - d. Relation between CWC, CWO and jido-iin
5. Outline of Child welfare official system
 - a. History
 - b. Present condition
 - c. Content of occupation
 - d. Actual record
6. Method of supervision
 - a. Individual discussion
 - b. Discussion meeting
 - c. Regular research meeting
7. Others

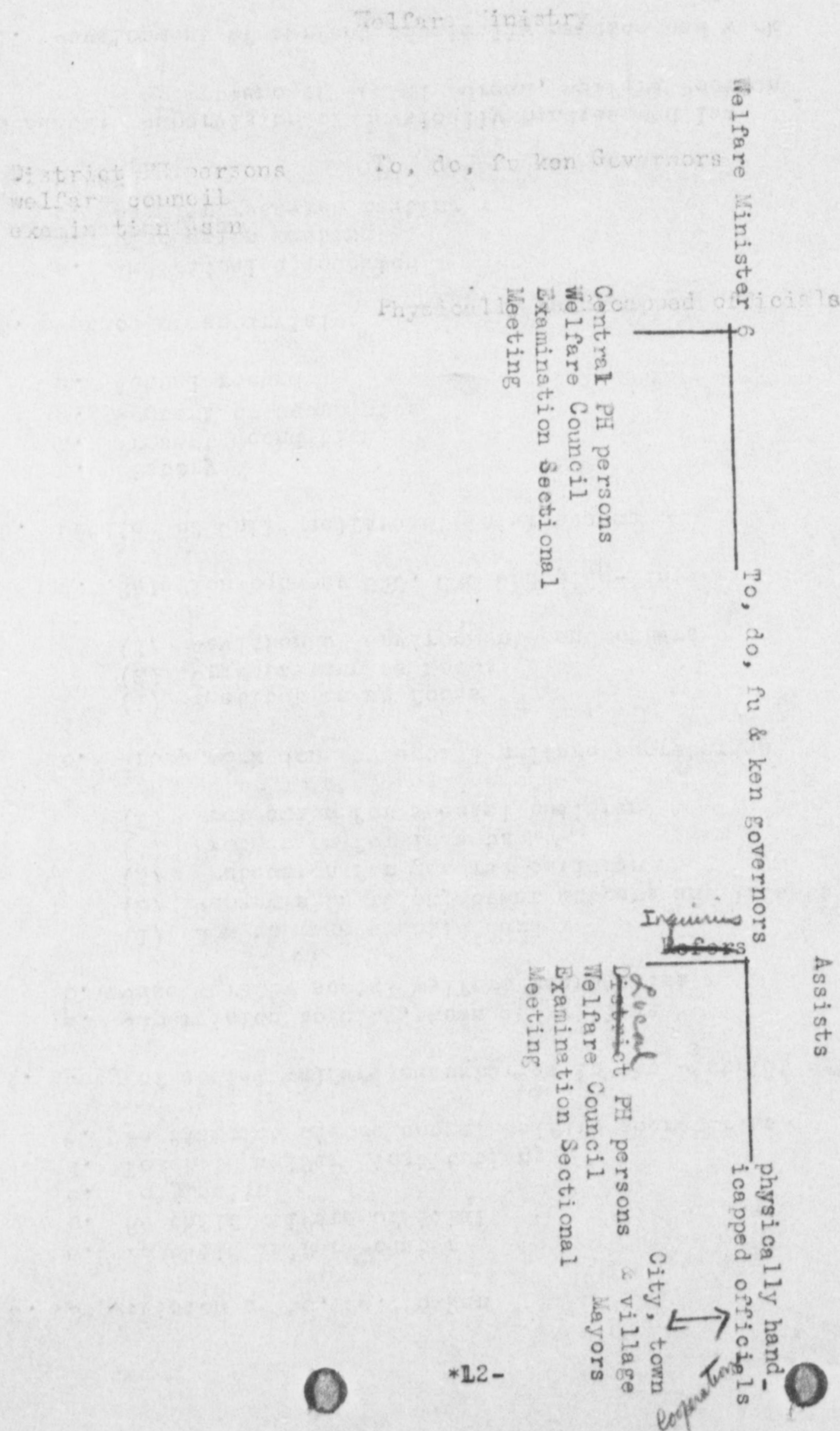
SUBJECT: Supervision of physically handicapped law
By Mr Sano of Social Bureau, Welfare Section

1. Development of current physically handicapped work
 - a. Up to Taisisho era (We haven't hardly heard of it)
 - b. Disabled psoldiers' countermeasure (end of Taisho era) + the problem ofcrippled soldiers
 - c. Japan China war- compensation problem
 - d. Several volunteer institutions and the nation had done nothing much about it
 - e. Establishemtn of the CWL
 - f. Establishment of Physically "andicapped Law

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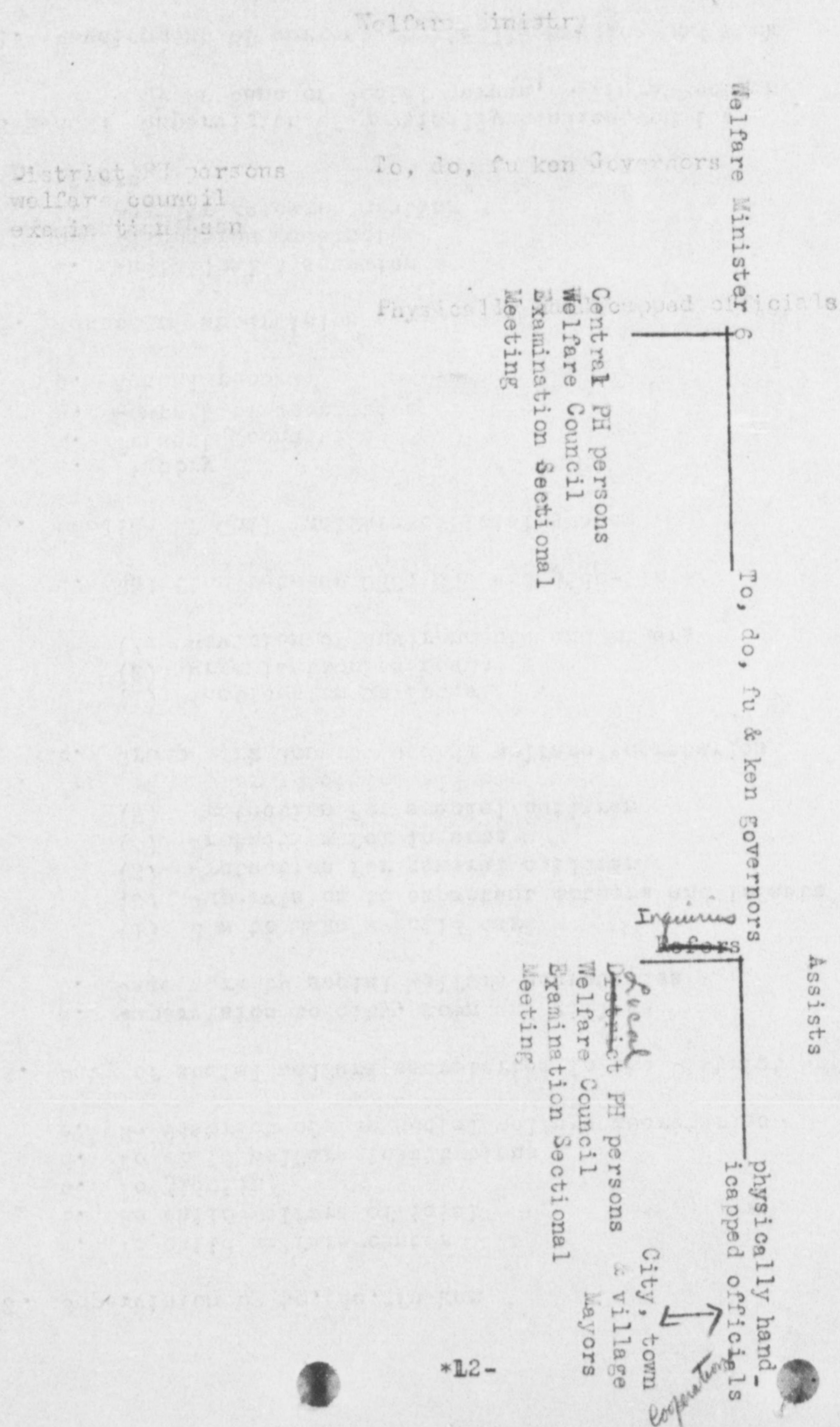
2. Outline of physically handicapped law

- a. Process until it was made
- b. Purpose
- c. Definition of physically handicapped persons
- d. Administrative organization and its duty



2. Outline of physically handicapped law

- a. Process until it was made
- b. Purpose
- c. Definition of physically handicapped persons
- d. Administrative organization and its duty



5. Content of duties of To, do, fu, ken governors

- a. Local physically handicapped persons welfare council's establishment and operation
- b. Establishment and operation of rehabilitate^r consultation center (Law Art 11)
- c. Guidance^r enlightenment (Law 13)
- d. Investigation (Law 14)
- e. Designation of doctors (Law 15)
- f. Application of books, if the person is not recognized as eligible he will be rejected. (Law para 4 & 5)
- g. Return of disabled person's handbook (Law 16 & 17)
- h. Establishment and operation of rehabilitation guidance facility (Law 29 to 34)
- i. Filing notice on facilities and supervision (Law 38 & 39)
- j. Cancellation of approval permission (Law 40 to 41)

6. Physically handicapped officials duty

- a. Professional supervision and cooperation of ^{physically handicapped persons} case work by city, district office social welfare secretaries
- b. Management of a case that requires professional techniques
- c. The governors work are as follows
 - (1) Examination of application for handbook and delivery of handbook (Law 15)
 - (2) Record of necessary articles and equipments for handbook
 - (3) Examination and consultation for rehabilitation (Law 18)
 - (4) Delivery^r of safety cane and prosthetics appliances (Law 20)
 - (5) Delivery of repair safety cane and prosthetics (Law 20)
 - (6) Delivery of safety cane and prosthetics and collection of expenses (Law 20 and 21)
 - (7) Permission to establish vending stand (Law 23 to 24)
 - (8) Purchase of manufactures products (Law 25)
 - (9) Arrangement for report when alteration of residence is made

7. City town and village's duty

- a. Receives the application for handbook (Regulation 4)
- b. Makes investigation form which is attached to the application (Reg 5)
- c. Handbooks and rejected handbook (Reg 7)
- d. Report on transfer of residence and necessary articles (Reg 10)
- e. Receives report on notification for rehabilitation institution (Reg 25)
- f. To issue discount certificate for transportation

8. Management for welfare

- a. Guiding and enlightenment
- b. Investigation
- c. Examination, rehabilitation consultation
- d. Income
- e. Safety cane and prosthetics's delivery
- f. Establishment of vending stand
- g. Permission for sale of monopoly articles
- h. Purchase of manufactured products

- i. Discount of railway transportation
- j. Tax exemption
- k. Regulation concerning traffic, road

9. Rehabilitation relief institutions

- a. Rehabilitation guidance center
- b. Rehabilitation center for Persons who lost their sight
- c. Workshop institutions
- d. Institution that makes artificial legs
- e. Braille library
- f. Braille publication

10. Expenses

- a. Payment by To, do, fu, ken
- b. Nation $\frac{1}{2}$ for establishment and clerical expense 50%
- protection expense 80%
- c. ~~Re xxx rehabilitation center~~ that the city town and village will establish: $\frac{3}{4}$ of the establishment expense (To,
- c. Re establishment rehabilitation center in city, town and village

The to, do, fu ken will burden $\frac{3}{4}$ of the establishment expense
Clerical expense will burden 90% - city, town and village

National to to, do, fu ken is $\frac{2}{3}$, $\frac{8}{9}$ respectively

11. Economical result for physically handicapped persons welfare

- a. Komei dormitory
- b. Hirazawa manufacturing plant
- c. Hayakawa Electric Co
- d. Zentsuji Dormitory
- e. Shirakihara workshop

12. Process of rehabilitation of physically handicapped persons

- a. Definition
- b. Basic principle
- c. Step of occupation rehabilitation
- d. Early discovery
- e. Rehabilitation examination
- f. Guidance and consultation
- g. Physical repair when necessary
- h. Training for work
- i. Service
- j. Employment
- k. Other medical instructions

13. Conception of rehabilitation center
14. Attention articles necessary to guide the PH persons
 - a. Approach them as parents
 - b. To understand the physically handicaped persons
 - c. To have right informations etc concerning them
 - d. Adults - living and mental problems
Child - treatment
 - e. Mental problems are more important than physical problems
 - f. Rehabilitation is to elight and discover new abilities
 - g. Understanding of method of rehabilitation
 - h. Relation between occupation and remaining ability
 - i. IQ, ~~xxxxxxx~~ and examination necessary for occupation
 - j. Medical treatment. PESO
~~xxxxxxx~~
Team work between
 - k. Understanding of present rehabilitation condition
~~xxxxxxx~~
15. Result
 - a. Undeveloped field
 - b. Medical, phychology, mental (systematic concentration)
 - c. Individual guidance
 - d. Coope ation from general people

SUPERVISION AND IN-SERVICE TRAINING

By Irene Randolph
Welfare Advisor
Shikoku Civil Affairs Region

I would like to congratulate our host of Miyasaki Prefecture, the Welfare Ministry and the prefecture people of Shikoku and Kyushu Regions for the fine meeting that has taken place here yesterday and today. This meeting has made me feel that you have feeling for the welfare of the people of your nation and that you are determined to develop the best type of welfare administration so that good service can be given to each individual Japanese who is in need. I feel that the welfare of the people is as important to the nation as the heart of man is to the man. A nation cannot and will not live if the welfare of its people is over-neglected. Your discussions thus far have indicated that one cannot hope to have a sound effective welfare administration without trained efficient staff. This fact alone presents a big problem and a challenge to the people of Japan. Trained efficient staff are not available and the economic condition of the people does not allow for time to train workers in colleges and universities. This leaves only one recourse for you and that is to recruit staff who have been trained in other fields and train them while they function on the job. This sets up an immediate need for an In-Service Training program and places the responsibility upon the officials who are now on the job. Those officials who have had little or no technical training for their own jobs must work independently on a frontier problem and serve not only as a leader but on a purely individual basis study their own needs and try to improve their own knowledge and techniques.

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We as Americans are very much interested in the sound development of your program but it is humanly impossible for us to do the job for you. The action from here on must be based upon your own convictions. We made our major contribution when we helped you establish the skeleton for a democratic government and helped formulate progressive democratic welfare laws which would allow for sound progressive welfare planning. It is now up to the Japanese to establish the shape or form upon this skeleton and to put blood into its veins. The blood will not flow to keep the body alive if the heart does not beat, neither will the welfare program develop if the actual needs of the people are left out of the planning. I hope this fact will be the "guiding light" to you as you shoulder this difficult but challenging responsibility. This meeting has demonstrated to me that there are those among you that are not only trying to shoulder your responsibility but that you are able and can do the job well. I know you can if you will use your head, your heart, and your hands. When used together they form a balance. You cannot form a democracy in Japan by relying entirely upon the United States for all the ideas and all the action. Democracy is a government of the people, by the people and for the people. Therefore if Japan has a democracy it will have to be made by the people of Japan and based upon what the people of Japan need and want for themselves.

With these few ideas in mind as a background I shall attempt to explain what is meant by Supervision and In-Service Training in a democratic welfare organization. I would like to begin this by referring back to a question raised yesterday by one of the gentlemen in the audience. As you will

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recall, he asked how the In-Service Training of the present and future would be different from what you have had in the past? This plus other comments I have heard from both the Japanese and the Americans leads me to feel that there is some confusion in the minds of both the Japanese and the Americans as to what is meant by In-Service Training and how it differs from Supervision and Staff Development. It is not strange that the confusion has arisen for it has been a new experience for many of us. I am sure that we Americans have not always appeared consistent in our recommendations. As members of a democratic society we are free to form our own ideas and express them and this is what we have done. It is through this method we have grown to be a strong nation and that we have developed an active progressive welfare program. You Japanese are also members of a democratic nation and you not only have a right to form and express ideas but you have a responsibility to select from others, including the Americans who are trying to help you, the ideas that you can use. A few days ago I was talking with a Japanese man who asked me whether a Japanese should adhere to Japanese Law at all times or whether he should permit recommendations from American personnel to take priority. I was amazed at this question and I explained to him that Americans who were following their own policy would not make a recommendation that would contradict or conflict with Japanese Law, and that in the event such a case occurred the Japanese should definitely stick to Japanese Law. The Japanese laws today are democratic and are the "Rules of Order" which will allow development and experiment in professional ideas. It has no effect upon government or laws for us to disagree on professional terms and organization. It is not only permissible but desirable that we all express our ideas freely. So today I shall express my ideas as to what is meant by Supervision, In-Service Training and Staff Development.

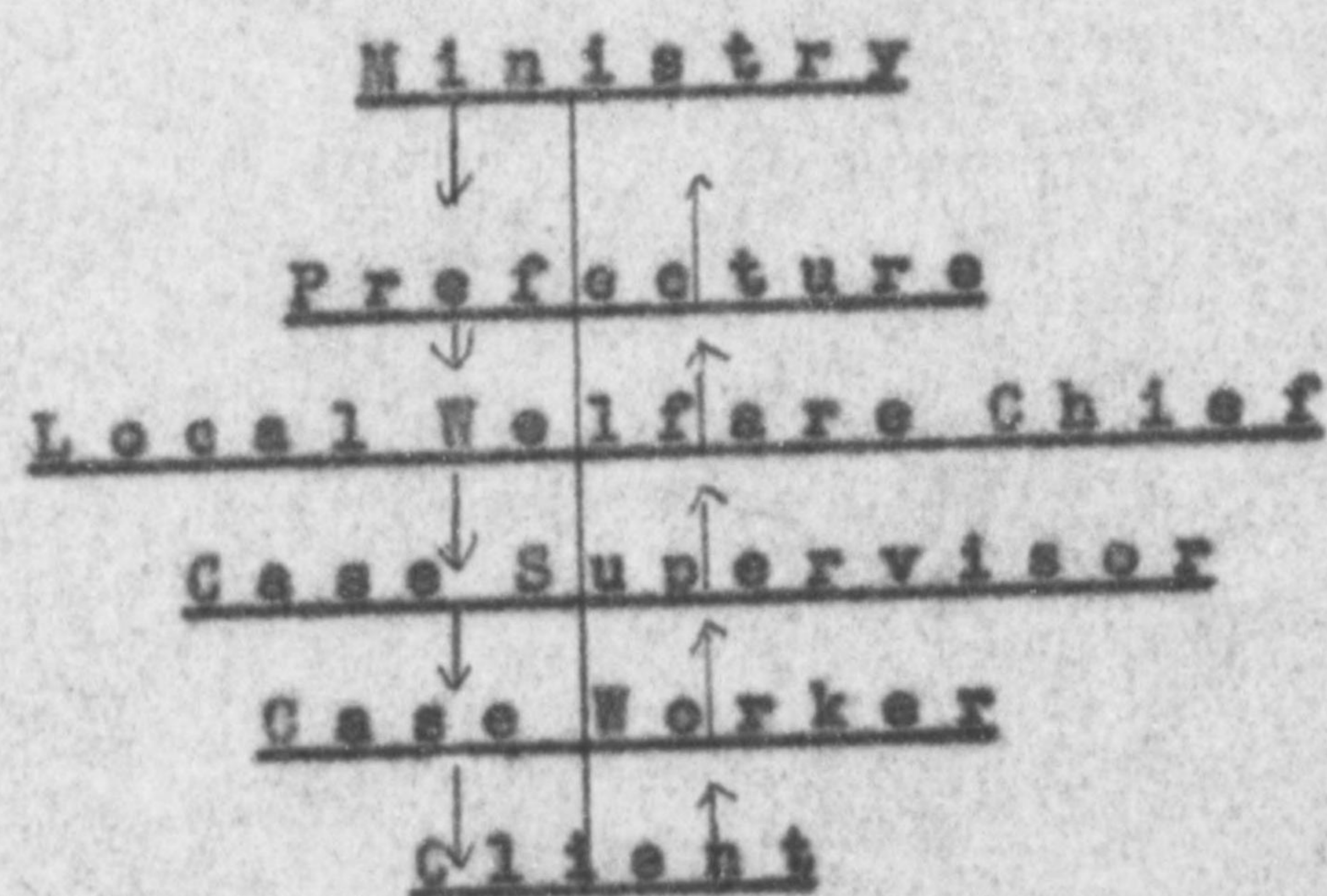
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As a matter of comparison, which could lead to better understanding, let us define, first supervision as it has been known in Japan and then as it is known in the profession of social work in a democratic nation. We call your old method of supervision, coercive or authoritative supervision. It was mainly inspection unaided by any objective control. The job of the supervision was to inspect and rate. There was no follow-up and therefore no improvement. Improvement was not really a matter of concern. Mistakes were not a thing to be seen and recognized because you could not do anything about them. It was an accepted fact that responsibility and authority resided in the upper administrative levels and that the local administrators were employees to carry out the direction of those in authority. It was accepted that there was a ready-made procedure to be handed out from above with the aims to be achieved outlined above. This type of supervision assumed that there were known methods of doing everything and they were in the hands of those above to be handed out as they willed. It ignored the precarious, uncertain and experimental aspects of life. It destroyed the personality, initiative and originality of the local officials and repressed and inhibited him to the extent that his operation was a mechanical one without feeling or concern for those people who were in need. This method developed a relationship of fear and distrust between client and worker, worker and supervisor and supervisor to higher officials. It developed and encouraged insincerity and dishonesty because all responsibility was assumed by those above.

This type of supervision is exactly opposite to the democratic or professional supervisory procedure that should go into your present and future programs. In the democratic process the worker is given a responsibility

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and assisted by a supervisor who also has responsibility to develop his or her own personality and creative ability. Leadership and creative ability appear upon all levels and in all types of persons. Supervision is based upon and devised from a given situation or problem rather than being imposed upon the situation or problem. No longer are programs to be planned and handed down without concern for those who are to benefit by the program. Programs are to be formed in a cooperative process. Leadership is given from above but the leader attempts to inspire the development of leadership from all levels. We might define supervision by saying, it is a line function in which each individual assumes a responsibility as he assumes his job and is responsible to those below as well as to those above. Let us demonstrate this by drawing a line which goes up and down and charting the positions in a welfare program from the client to the Ministry and then from the Ministry to the client.



Each has a responsibility and if he carries out his job, he will do something about it. For example: As of the present the Welfare Ministry has formed a general policy stating that paid workers will assume the responsibility of visiting applicants for relief and applying the Daily Life Security Law. We call this applicant a client. The worker visits the client. The DLSL is the workers "rule of order". It outlines his responsibility. The client

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has the responsibility of explaining his situation and helping the worker determine whether he is or is not eligible for relief as explained in the DSL and if so how much help he could have. Together they make a budget for the client based upon the client's actual need. After this is done the worker should explain the rights and responsibilities of the client based upon the DSL. If the client is ineligible the worker must tell him why he is ineligible and explain how the client may make appeal should the client disagree with the decision. The worker then has the responsibility of going back to the office, writing a summary of his interview with the client and referring it to his supervisor who then assumes the responsibility of approving or disapproving the worker's recommendation and of explaining the reasons for his action to the worker. Through these records, observing the worker and talking with the worker, the supervisor evaluates the work performed and assists the worker in developing on the job. When the client's case is approved the local office makes a statistical count for local planning and for referral to the Ministry for national planning. It is upon these facts from the local areas that the Ministry makes policies and plans which are referred down through channels and explained by each channel to those who are made responsible to him. Therefore, you can see that supervision is really part of the administrative process and that the process runs from the bottom to the top and from the top to the bottom. Good supervision keeps the program moving for the benefit of those in need. We can demonstrate this by following the blood stream from the heart to the tip of our fingers. Each client is like the tip of one of our fingers. If our finger gets blood from our heart, it lives and is useful to our body but should the blood stream become blocked, the flow of blood to the finger will stop and the fingers become paralyzed and useless

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to the body. That makes a physically handicapped person. So is your nation physically handicapped as long as there are those in supervisory positions who will stop the flow of relief money to those who are in need of food, clothing, shelter and education.

Recently SCAP issued a technical bulletin which I understand has been or will be made available to you. This bulletin is PH and W #22 dated 2 March 1950. It describes in detail the duties of a supervisor and how the supervisor's position relates to the chief official and to the worker. This bulletin described supervision as "leadership which aims to develop the strengths of the individual worker and directs his or her activities in such a way as to bring about improvement in the entire service. It seeks to stimulate and to inspire the individual to develop his capacity and to use his own knowledge, skills and judgement in performing his duty". If you do not have this bulletin, I suggest that you request it from your own headquarters.

I understand that Mr. Hayasaki from the Welfare Ministry plans to make a talk to you tomorrow on the subject of supervision, Therefore I am not going to dwell further upon the definition of "supervision" but will attempt to differentiate its meaning from "in-service training" and "staff development".

In-Service Training may be defined as training on the job for the job in which one is employed for the purpose of improving the service of the staff. It is different from supervision in that it is an overall program with no individual responsibility except to study and learn knowledge and skills that may be applied later to the job. It may be described by a horizontal line drawn:

The In-Service Training Director plans the courses based upon the needs

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of the workers. He becomes aware of these, needs through recommendations from administrative supervisors and case workers as well as through observing and studying the overall program. In planning his program he should also take into consideration the educational and work background of those to be trained as well as the description of the positions they are holding. Courses will be outlined and given for administrator; others will be for supervisors and still others for case workers. There may be a time when all will be included in one course. The In-Service Training Director's responsibility is related to, but it is not a part of the supervisory plan; neither is supervision a part of the in-service training plan. Supervision takes place as part of the job performance and in-service training takes place outside the job itself but is for the purpose of increasing the knowledge and skill of the worker who is employed for a particular job.

The In-Service Training job and Supervision cannot take place at the same time. The same person may do both jobs but he will have to separate his functions. As a supervisor he has an assigned responsibility to assist and develop those below as well as to report and recommend to those above. The situation determines his action and plan. As an In-Service Training Director his assignment is specific. His job is to organize needed material for training specific groups. The situation is known before the plan is made.

Staff Development is broad term. It is anything that increases the knowledge or skill of one or more staff members so that they can improve the service. It can best be explained by a circle: Supervision may cause staff development. In-Service Training may cause staff development. One or more

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staff attending a lecture or summer school may cause staff development.

One staff member reading a professional book may cause staff development.

Staff development is applied knowledge or skill. It may take place within one person while he is reading a book or while he is performing his job, or it may take place within a staff group while they are in conference or attending a lecture. Frankly speaking staff development is not something that you have to worry about. If proper supervision and in-service training is done, it will be a natural result.

Now I know there are those among you who may wish to agree with what I have said and there may be those who wish to disagree. I hope you will feel free to explore your own minds and develop your own plans based upon the needs of your own people. You cannot wait until you become experts to act. You must act now because the need is now. If one waits until he becomes an expert at swimming before he tries to swim, he never learns and he can never cross the stream. To learn to swim one has to wade into the water and try. If he goes under a few times he keeps trying. You do not lose face in a democracy if you try something and it fails. When we fail, we evaluate the situation and decide whether our plan was wrong or whether our method of applying it was wrong. Then we try again. Confucious said, "To know what you know and to know that which you do not know is knowing". Let us keep this in mind as we develop our plans. Let us not assume that we know more than we know but at the same time let us not wait and do nothing. You have a responsibility to organize and administer an in-service training

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program. May I challenge you to wade in and try. Evaluate what you do assuming that you know only what you know which allows room for experimentation and eventually needed result. You have my best wishes and the backing of a great country, "The United States of America."

File In-Service Training

SPEECH FOR MIYAZAKI CONFERENCE
by Toshio Yano

May 30th, 1950

As you know, actually the major part of work for public assistance was in the hands of, and operated by Minsei-iin and Jido-iin, but it was decided by Hatsu Sha 72, dated 31 October last year, entitled "Concerning scope of activity of Minsei-iin in Public Assistance Business", that public assistance should be in charge of prefectural governors or mayors of city, town or village because this work primarily belongs to them and that Minsei-iin will cooperate with paid officials who are assisting with the work of governors and mayors. Also, with the revision recently made of the Daily Life Security Law, Law No. 144, it was clearly defined in Article 22 of the Law that this scope of work should be strictly followed. This revision is to hold the paid officials of prefectures and city, town and village or "Shakai Fukushi Shuji" responsible for all welfare work based on Daily Life Security Law and Child Welfare Law, and at the same time to change the role of Minsei-iin so that they will work only in an advisory capacity for welfare work, thus reducing their scope of activity.

Although some places may have been making preparations for the new set up, most welfare offices are expected to meet with difficulties in many ways in immediately attempting to adjust themselves to the new requirement. They will face difficulties in matters of organization, personnel and finance. As the result of this urgent need for reorganization facing welfare offices, the personnel, in order to take full responsibility for performance of their duties, have come to be requested to receive retraining. This conference we are attending today is also what is called "in-service training". It seems that expenditure will be saved to a certain extent with rearrangement of personnel under revised organization. It may be said a remarkable progress that, in the public assistance business of Japan at present, the recent revision of the law has completed the removal of vestiges of the former poor relief law, and that, in accordance with the ideals of Article 25 of the Constitution, the fundamental rights of human beings have come to be assured. However, no matter how fine ideas are written into law, if appropriate personnel cannot be available to operate it, the law is nothing but a cake in a picture. In order to expect visible effect in technical efficiency of public assistance work, we need to spend a considerable period of time in training of personnel.

As the most important factors to achieve this effect promptly and easily, reorganization and proper assignment of work are necessary. The prefectural Welfare Department is responsible for those things, and should make efforts and give encouragement and assistance to see that city, town and village make uniformly this reorganization. The prefectural welfare department should continuously give supervision and training to city, town and village welfare sections. The Civil Affairs Region has helped with reorganization of prefectural and municipal welfare offices since it is deeply interested in the matter of reorganization.

A few of the welfare offices have already completed their reorganization and are beginning to achieve its effect.

The organizational chart and job function chart shown here are suggested plan for reorganization, a result of study of functions and organizations of the existing welfare administrative organs. These are, however model examples, a standard, and in application of this model to actual circumstances there will have to be minor differences in arrangement of personnel, and job description, depending upon the size of the office and number of personnel and whether there is much business there or not. In this suggested chart, consideration was paid to show how work is efficiently done and how definitely job is described for personnel, where there is a comparatively small number of personnel. There are shown three sub-sections under supervision of welfare chief. There is the general affairs sub-section dealing with general affairs, that is assistance in cash or kind, budget, finance, statistics, etc. There is the protection sub-section in charge of the practical side of public assistance, that is case work. There is the welfare sub-section dealing with supervision of group services, determination of needs, organization and planning of public assistance under close coordination with one another to operate the welfare work smoothly.

As regards business related with child welfare and the physically handicapped persons welfare, there are laws for each of them, so there may be objection to treat them under this same head, but this reorganization plan mainly aims at the explanation of the idea that all case work should be handled by case workers.

The suggested organizational chart shows the mayor, welfare department head, and welfare section chief as persons supervising the line of work represented here. The welfare department head is responsible for overall work performed within welfare department, welfare administration, organization, directions of every kind, liaison and coordination, planning, formation of policies, staff development policy, contact with other government agencies concerned. Welfare chief is responsible for general supervision and guidance of work within his section. Under the welfare chief there are chief of general affairs sub-section, chief of assistance or protection sub-section who also works as case work supervisor, and chief of social affairs sub-section. They each will be responsible for supervision or assigned work as I mentioned already, this is only to indicate a standard organization, so, depending on the amount of work and kind of organization, sometimes there will be two case work supervisor. Also whether to let the chief of protection section assume a concurrent post of case work supervisor or to set up separate supervisor for this purpose depends on circumstances of a welfare section. Up to now many welfare offices have had no receptionist especially assigned as such. This worker plays an important role in the efficient operation in the work of handling clients. His duty is to refer the client to the proper personnel of the section according to the nature of their business. Whether it is interview that he needs or any other business. When an application is made the receptionist takes down the name, address, business, date, etc in the reception form, clears with the Index File and directs the applicant to the interview room, and routes to the interviewer or case worker.

At this time the receptionist keeps records of applications by types of their content, from which to prepare a day and a monthly sheet to serve as material for statistics on application. A receptionist should be one who is always cheerful and courteous to clients and never make any sort of disagreeable impression. It is important not to keep applicants waiting long, but to receive

them for interview promptly in order of their arrival. Where the receptionist is not too busy he may be assigned to find out by using the master file whether an application is a new one or for reopening of assistance, making up a new index card as for a new application and handing the closed case record to case worker or intake interviewer for applications for reopening of cases. Where personnel are kept very busy, it would be better to have a special person in charge of keeping files and incoming and outgoing documents and other related work.

The work to be performed by general affairs sub-section includes matters concerning budget, finance, payment of grants both in cash and kind, general affairs statistics, preparation of monthly reports, putting records and books in order, keeping files, information and public relations. This sub-section is entrusted with all matters pertaining to payment of assistance in cash and kind because it is desirable to have clear-cut responsibility assumed by a sub-section for its assigned work. Of course, materials necessary for giving assistance are submitted by Protection Sub-section to General Affairs. The present welfare statistics are being compiled in a very inadequate way, and it is difficult to grasp the situation at once from perusal of them. Their accuracy is highly questionable. These statistics prepared by General Affairs Sub-section are used to compile the monthly report to the Ministry, but since they are inadequate in many ways it takes quite a long time to prepare the monthly report, hindering the work efficiency to a great extent. It is for this reason that the Civil Affairs Region is recommending the use of a statistics card. We are thinking about preparing statistics card forms to have them tried by few offices. Through the use of this device we believe correct statistics can become available, achieving economy in time and increase in work efficiency at the same time.

In filing case records it would be best, especially where work load is heavy, to have a personnel in charge of filing case records and let him keep in a single file all records of aid given to a case, entered by case workers. In this case, the file clerk should take care of the master file too. It is also appropriate to have this sub-section responsible for information or publicity on matters concerning welfare work and for contact with outside, the public relations.

The work to be performed by Protection sub-section mainly concerns the practical handling of cases, that is, this sub-section is in charge of the most important work in welfare, that of making investigations and giving guidance. As I mentioned before, the number of case workers is to be decided after consideration of the local geographical set up and means of traffic and communications available so it would be difficult to decide the number solely depending upon the case load. Also the condition of the office, its organization and number of personnel, should be considered in deciding whether to have case work supervisor and interviewers or not.

Those receiving assistance from this sub-section are recipients of aids under laws concerning welfare, that is, the Daily Life Security Law, Child Welfare Law, the Physically Handicapped Welfare Law, Wayfarers Law, Disaster Relief Law and also those loaned Rehabilitation Funds from the people's Finance Bank. Investigations are made and guidance given by case workers in this sub-section for the foregoing persons.

When an applicant comes to the office, investigation is made as to whether he is a new case or not by the receptionist in charge of case records, if there is any such personnel, going through the records.

Where there is a file clerk, the same procedure is followed by him. If the applicant turns out to be an ex-case, that is, if he is asking for reopening of his case, the case worker, before receiving him for interview, will secure some idea of the applicant's past condition through the closed case record.

In the interview room, the first thing to be done is to give the applicant fully to understand the policy concerning granting of aid, let him obtain a general concept of public assistance, what sort of people are eligible for aid, etc. The second thing to do is to find out whether the applicant has exhausted all possible means within his power to solve his difficulty. This is done after the case worker has heard the cause for which the applicant is in want.

Third, the applicant is advised of the penalty under Article 83 of the Law in making a false statement and also that further investigations and verification will be made based on his statement. Fourth, explanation is given on the minimum living standard. Then if the applicant turns out to be ineligible for aid, he is given only counselling service and advised of his rights to appeal. In this case it is important that the applicant fully understands. If he is eligible, he is asked to fill out application papers. Application papers are to be filled out by individual applicant himself on general principle, but if he cannot write, he can have the case worker write for him, but it is necessary that what is written is read out to him for his confirmation.

Case workers should hear enough from the applicant to record the cause for which he is obliged to come for aid, family history, family condition, etc. Interviewing is the most important part of case work. Decision on eligibility is dependent on the results of subsequent investigations, but the impression received in the first interview and what is said then serve as a considerably important basic material for deciding eligibility for assistance.

Therefore, in giving interview, one must especially be careful about being calm and yet most courteous in attitude to let the applicant feel at ease to describe his condition fully. Calm judgement is necessary not to be swayed by the applicant's sentiment or false statement, and efforts must be made to create the opportunity of grasping sufficiently the actual conditions of the applicant by use of psychological leading questions. Therefore interview room is a necessity. After completion of the foregoing procedures the case worker immediately starts making home investigations. I will not go into details of the method of investigation here to save time. Anyway, complete investigation of whatever available sources, relatives, friends, employers, neighbor's opinion should be had recourse to towards preparation of case records. By the analysis of home conditions plan should be developed for rehabilitation. Then the amount of aid will be computed by determination of income and expense, and the case work supervisor makes the final decision on the amount.

If the case work supervisor thinks insufficient the investigation made, he has another investigation made for re-checking. This chart shows the case work supervisor's post being held concurrently by the chief of protection subsection, but where work load is heavy sometimes there are two case work supervisors. It goes without saying that case work supervisors should be a capable

and efficient persons, well acquainted with all laws concerned and with long experience in public assistance business. They should constantly give supervision over case workers and give clear and definite judgement and guidance on all cases. In the offices where there is an intake interviewer the first interview is always given by interviewers, who will make decision with approval of case work supervisor on whether a particular client only needs counselling service or he needs to apply for aid. Based on the content of applications presented to him by interviewer, supervisor will have the case worker in charge of the client's district take the same procedures as mentioned before. In the absence of case workers the interview with recipients of aid is given by interviewing officials. I may remark in passing that this sub-section submits to General Affairs Sub-section budgetary and statistical materials on expenditure for assistance.

The work of the Social Affairs sub-section mainly concerns supervision and determination of need for municipally operated welfare institutions and supervision and determination of need for group services. This sub-section supervises private welfare agencies and institutions when delegated such authority by the prefecture. Formulation and direction of Disaster Relief program and general services for children is also part of the work of this sub-section. All the actual handling of cases for these is conducted by the Protection sub-section and the actual giving out of assistance in cash or kind is handled by General Affairs sub-section.

5 June 1950

SUBJECT: Information Obtained from Mr Kurokawa, Miyazaki Prefectural Welfare Dept Chief to Mr Fujioka, SCAR Advisor during Miyazaki In-service Training Conference from 28 May to 3 June 1950

I attended the in-service training courses last October and this year April in Tokyo and, this time here in Miyazaki. But what is meant by in-service training had been very difficult for me to understand. No one so far ever made clear, understandable interpretation what-so-ever. I know they tried their best how to define these words; supervision, in-service training and staff development, but the more they tried the more we were made to confuse. We Japanese are talented to make arrangement or display of anything but analysis of the function scientific ways is out of our abilities. I had never got any systematic interpretation of these words as done by Miss Randolph this time. It was quite a revelation to me and I hope to all of the people assembled to listen to her. I don't know which is right, the ministry interpretation or Miss Randolph's but anyway her interpretation is quite reasonable and approachable to me. The finest lecture I had listened to these days.

There is another point she worked on me very deeply. Ministry people repeated very often that no more of lay man's time to handle social work business. But they never touched the point to make us recognize the importance. For the first time I was forced to make up my mind by her speech. I had been doing my job because I was appointed to the position not because I prefer it. She said heart is also very important. Without feeling nothing would be accomplished. She made me to remind a story I had long forgotten.

A dame of care with a basket made from bamboo was standing by the sea-shore. A lady happened to pass her and wondered why she is so sorrowfully meditating. The woman answered "I am a woman of care and I was told to go to the sea shore and fill my basket but I failed completely. I don't know what to do anymore. The lady told the woman I will show you the way how to fill the basket with sea water". Saying this the lady stepped into the water and dip the basket to the sea water to the rim and told her, "this is the way to fill the basket". You cannot accomplish the job outside the sea-water. Once you put yourself within the sea, now you get the ocean in your basket". Now I see, I could not hope to accomplish anything without making my mind up to be social worker. I am quite sorry to express my skin deep attitude I had these days. But it the time for me to wade in as a professional welfare worker and get myself wet.

SUPERVISION AND IN-SERVICE TRAINING

By Irene Randolph
Welfare Officer, SCAR

I would like to congratulate our host of Miyazaki Prefecture, the Welfare Ministry and the prefecture people of Shikoku and Kyushu Regions for the fine meeting that has taken place here yesterday and today. This meeting has made me feel that you have feeling for the welfare of the people of your nation and that you are determined to develop the best type of welfare administration so that good service can be given to each individual Japanese who is in need. I feel that the welfare of the people is as important to the nation as the heart of man is to the man. A nation cannot and will not live if the welfare of its people is over-neglected. Your discussions thus far have indicated that one cannot hope to have a sound effective welfare administration without trained efficient staff. This fact alone presents a big problem and a challenge to the people of Japan. Trained efficient staffs are not available and the economic condition of the people does not allow for time to train workers in colleges and universities. This leaves only one recourse for you and that is to recruit staff who have been trained in other fields and train them while they function on the job. This sets up an immediate need for an In-Service Training program and places the responsibility upon the officials who are now on the job. Those officials who have had little or no technical training for their own jobs must work independently on a frontier problem and serve not only as a leader but on a purely individual basis study their own needs and try to improve their own knowledge and techniques.

We as Americans are very much interested in the sound development of your program but it is humanly impossible for us to do the job for you. The action from here on must be based upon your own convictions. We made our major contribution when we helped you establish the skeleton for a democratic government and helped formulate progressive democratic welfare laws which would allow for sound progressive welfare planning. It is now up to the Japanese to establish the shape or form upon this skeleton and to put blood into its veins. The blood will not flow to keep the body alive if the heart does not beat, neither will the welfare program develop if the actual needs of the people are left out of the planning. I hope this fact will be the "guiding light" to you as you shoulder this difficult but challenging responsibility. This meeting has demonstrated to me that there are those among you that are not only trying to shoulder your responsibility but that you are able and can do the job well. I know you can if you will use your head, your heart, and your hands. When used together they form a balance. You cannot form a democracy in Japan by relying entirely upon the United States for all the ideas and all the action. Democracy is a government of the people, by the people and for the people. Therefore if Japan has a democracy it will have to be made by the people of Japan and based upon what the people of Japan need and want for themselves.

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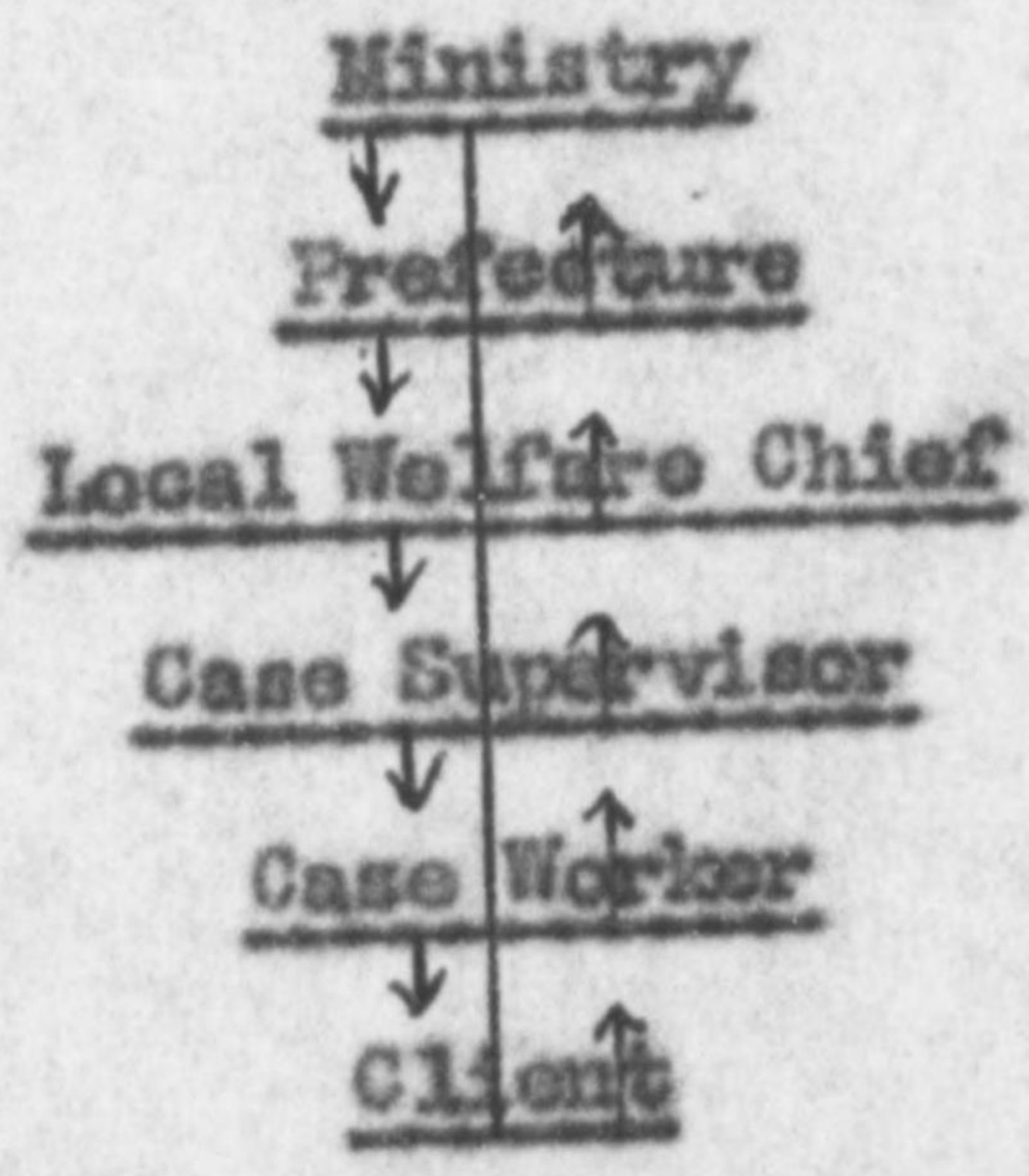
With these few ideas in mind as a background I shall attempt to explain what is meant by Supervision and In-Service Training in a democratic welfare organization. I would like to begin this by referring back to a question raised yesterday by one of the gentlemen in the audience. As you will recall, he asked how the In-Service Training of the present and future would be different from what you have had in the past? This plus other comments I have heard from both the Japanese and the Americans leads me to feel that there is some confusion in the minds of both the Japanese and the Americans as to what is meant by In-Service Training and how it differs from Supervision and Staff Development. It is not strange that the confusion has arisen for it has been a new experience for many of us. I am sure that we Americans have not always appeared consistent in our recommendations. As members of a democratic society we are free to form our own ideas and express them and this is what we have done. It is through this method we have grown to be a strong nation and that we have developed an active progressive welfare program. You Japanese are also members of a democratic nation and you not only have a right to form and express ideas but you have a responsibility to select from others, including the Americans who are trying to help you, the ideas that you can use. A few days ago I was talking with a Japanese man who asked me whether a Japanese should adhere to Japanese Law at all times or whether he should permit recommendations from American personnel to take priority. I was amazed at this question and I explained to him that Americans who were following their own policy would not make a recommendation that would contradict or conflict with Japanese Law, and that in the event such a case occurred the Japanese should definitely stick to Japanese Law. The Japanese Laws today are democratic and are the "Rules of Order" which will allow development and experiment in professional ideas. It has no effect upon government or laws for us to disagree on professional terms and organization. It is not only permissible but desirable that we all express our ideas freely. So today I shall express my ideas as to what is meant by Supervision, In-Service Training and Staff Development.

As a matter of comparison, which should lead to better understanding, let us define first supervision as it has been known in Japan and then as it is known in the profession of social work in a democratic nation. We call your old method of supervision, coercive or authoritative supervision. It was mainly inspection unaided by any objective control. The job of the supervisor was to inspect and rate. There was no follow-up and therefore no improvement. Improvement was not really a matter of concern. Mistakes were not a thing to be seen and recognized because you could not do anything about them. It was an accepted fact that responsibility and authority resided in the upper administrative levels and that the local administrators were employees to carry out the direction of those in authority. It was accepted that there was a ready-made procedure to be handed out from above with the aims to be achieved outlined above. This type of supervision assumed that there were known methods of doing everything and they were in the hands of those above to be handed out as they willed. It ignored the precarious, uncertain and experimental aspects of life. It destroyed the

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personality, initiative and originality of the local officials and repressed and inhibited him to the extent that his operation was a mechanical one without feeling or concern for those people who were in need. This method developed a relationship of fear and distrust between client and worker, worker and supervisor and supervisor to higher officials. It developed and encouraged insincerity and dishonesty because all responsibility was assumed by those above.

This type of supervision is exactly opposite to the democratic or professional supervisory procedure that should go into your present and future programs. In the democratic process the worker is given a responsibility and assisted by a supervisor who also has responsibility to develop his or her own personality and creative ability. Leadership and creative ability appear upon all levels and in all types of persons. Supervision is based upon and devised from a given situation or problem rather than being imposed upon the situation or problem. No longer are programs to be planned and handed down without concern for those who are to benefit by the program. Programs are to be formed in a cooperative process. Leadership is given from above but the leader attempts to inspire the development of leadership from all levels. We might define supervision by saying, it is a line function in which each individual assumes a responsibility as he assumes his job and is responsible to those below as well as to those above. Let us demonstrate this by drawing a line which goes up and down and charting the positions in a welfare program from the client to the Ministry and then from the Ministry to the client.



Each has a responsibility and if he carries out his job, he will do something about it. For example: As of the present the Welfare Ministry has formed a general policy stating that paid workers will assume the responsibility of visiting applicants for relief and applying the Daily Life Security Law. We call this applicant a client. The worker visits the client. The DSL is the worker's "rule of order". It outlines his responsibility. The client has the responsibility of explaining his situation and helping the worker determine whether he is or is not eligible for relief as explained in the DSL and if so how much help he should have. Together they make a budget for the client based upon the client's actual need. After this is done the worker should explain the rights and responsibilities of the client based upon the DSL. If the client is ineligible,

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the worker must tell him why he is ineligible and explain how the client may make appeal should the client disagree with the decision. The worker then has the responsibility of going back to the office, writing a summary of his interview with the client and referring it to his supervisor who then assumes the responsibility of approving or disapproving the worker's recommendation and of explaining the reasons for his action to the worker. Through these records, observing the worker and talking with the worker, the supervisor evaluates the work performed and assists the worker in developing on the job. When the client's case is approved the local office makes a statistical count for local planning and for referral to the Ministry for national planning. It is upon these facts from the local areas that the Ministry makes policies and plans which are referred down through channels and explained by each channel to those who are made responsible to him. Therefore, you can see that supervision is really part of the administrative process and that the process runs from the bottom to the top and from the top to the bottom. Good supervision keeps the program moving for the benefit of those in need. We can demonstrate this by following the blood stream from the heart to the tip of our fingers. Each client is like the tip of one of our fingers. If our finger gets blood from our heart, it lives and is useful to our body but should the blood stream become blocked, the flow of blood to the finger will stop and the fingers become paralyzed and useless to the body. That makes a physically handicapped person. So is your nation physically handicapped as long as there are those in supervisory positions who will stop the flow of relief money to those who are in need of food, clothing, shelter and education.

Recently SCAP issued a technical bulletin which I understand has been or will be made available to you. This bulletin is PH and W #22 dated 2 March 1950. It describes in detail the duties of a supervisor and how the supervisor's position relates to the chief official and to the worker. This bulletin describes supervision as "leadership which aims to develop the strengths of the individual worker and directs his or her activities in such a way as to bring about improvement in the entire service. It seeks to stimulate and to inspire the individual to develop his capacity and to use his own knowledge, skills and judgement in performing his duty". If you do not have this bulletin, I suggest that you request it from your own headquarters.

I understand that Mr. Hayasaki from the Welfare Ministry plans to make a talk to you tomorrow on the subject of supervision. Therefore I am not going to dwell further upon the definition of "supervision" but will attempt to differentiate its meaning from "in-service training" and "staff development".


In-Service Training may be defined as training on the job for the job in which one is employed for the purpose of improving the service of the staff. It is different from supervision in that it is an overall program with no individual responsibility except to study and learn knowledge and skills that may be applied later to the job. It may be described by a

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horizontal line drawn: " _____ "

The In-Service Training Director plans the courses based upon the needs of the workers. He becomes aware of these needs through recommendations from administrative supervisors and case workers as well as through observing and studying the overall program. In planning his program he should also take into consideration the educational and work background of those to be trained as well as the description of the positions they are holding. Courses will be outlined and given for administrators; others will be for supervisors and still others for case workers. There may be a time when all will be included in one course. The In-Service Training Director's responsibility is related to, but it is not a part of the supervisory plan; neither is supervision a part of the in-service training plan. Supervision takes place as part of the job performance and in-service training takes place outside the job itself but is for the purpose of increasing the knowledge and skill of the worker who is employed for a particular job.

The In-Service Training job and Supervision cannot take place at the same time. The same person may do both jobs but he will have to separate his functions. As a supervisor he has an assigned responsibility to assist and develop those below as well as to report and recommend to those above. The situation determines his action and plan. As an In-Service Training Director his assignment is specific. His job is to organize needed material for training specific groups. The situation is known before the plan is made.

Staff Development is a broad term. It is anything that increases the knowledge or skill of one or more staff members so that they can improve the service. It can best be explained by a circle: 

Supervision may cause staff development. In-Service Training may cause staff development. One or more staff attending a lecture or summer school may cause staff development. One staff member reading a professional book may cause staff development.

Staff development is applied knowledge or skill. It may take place within one person while he is reading a book or while he is performing his job, or it may take place within a staff group while they are in conference or attending a lecture. Frankly speaking staff development is not something that you have to worry about. If proper supervision and in-service training is done for, it will be a natural result.

Now I know there are those among you who may wish to agree with what I have said and there may be those who wish to disagree. I hope you will feel free to explore your own minds and develop your own plans based upon the needs of your own people. You cannot wait until you become experts to act. You must act now because the need is now. If one waits until he becomes an expert at swimming before he tries to swim, he never learns and he can never cross the stream. To learn to swim one has to wade into the

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water and try. If he goes under a few times he keeps trying. You do not lose face in a democracy if you try something and it fails. When we fail, we evaluate the situation and decide whether our plan was wrong or whether our method of applying it was wrong. Then we try again. Confucius said, "To know what you know and to know that which you do not know is knowing". Let us keep this in mind as we develop our plans. Let us not assume that we know more than we know but at the same time let us not wait and do nothing. You have a responsibility to organize and administer an in-service training program. May I challenge you to wade in and try. Evaluate what you do assuming that you know only what you know which allows room for experimentation and eventually needed result. You have my best wishes and the backing of a great country, "The United States of America."

File under Inservice Training

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To : Chief of Shikoku Civil Affairs Region.
Through : Shikoku Liaison and Coordination Office.
From : Governor of Miyazaki-ken.
Date : 25 April 1950.

SUBJECT : REPORT OF THE CLASS TO BE HELD FOR THE OFFICIALS CONCERNED WITH SOCIAL WORK IN-SERVICE TRAINING.

I hereby submit the report of the class for the officials concerned with social work in-service training to be held, according to the program as per enclosure, at the 'Miyazaki-ken Choson Kaikan' (Town and Village Hall of Miyazaki-ken) in Miyazaki City, under the joint auspices of the Welfare Ministry and Miyazaki-ken.

GIST OF THE CLASS

1. Purport :

From the viewpoint of completing the administrative function of social work and obtaining the desired results, it is thought to be of paramount necessity to give in-service training to those engaged in enterprises for public and social good. The object of this class is to impart the knowledge on the theory and method of social work in-service training to the officials of 'to' 'do' 'fu' and 'ken' concerned with in-service training.

2. Promoters :

Welfare Ministry and Miyazaki-ken.

3. Term :

Five days from May 30 to June 3.

4. Qualification :

Two officials from each prefecture who are engaged, or are to engage in future, in the work of propelling social work in-service training in 'to', 'do', 'fu' and 'ken' and have been recommended by the Governor of the respective 'to', 'do', 'fu' and 'ken'.

5. Contents :

1) The subjects of the course and the schedule are as shown in the annexed paper.

2) The daily task is as follows :

Morning.

7 O'clock : Get up.

7 - 9 " : Wash the face, clean the rooms and take a meal.

9 -12 " : Lecture.

Afternoon.

0 - 1 O'clock: Meal and recess.

1 - 4 " : Lecture and debate.

4 - 7 " : Bath, meal and recess.

7 - 9 " : Self-study or meeting for study.

9 " : Go to bed.

PROGRAM

Date	Time	Subject and others	Lecturer
First day	9.00-10.30	Urgent important problem on the social welfare works.	Kimura, Chief of Social Affairs Bureau, or Takada, Chief of Children Bureau.
	10.30-12.00	Section or Department Chief's duties and responsibilities for the function enlightenment.	Kurogi, Chief of General Affairs Section.
	13.00-14.30	"	"
	14.30-16.00	Debate.	
	19.00-21.00	Round-table conference.	
Second day.	9.00-11.00	Duties and responsibilities of officials in charge of in-service training in the in-service training program.	Kurogi, Chief of General Affairs Section.
	11.00-12.00	Debate.	
	13.00-15.00	How to work out the local program for in-service training.	"
	15.00-16.00	Debate.	
Third day.	9.00-12.00	Duties of and training method for, city, town, and village welfare officials and clerks.	Koyama, Chief of Protection Section.
	13.00-15.00	Duties of and training method for To, Do, Fu, Ken and Local Administration Office Supervision and Guidance Officials.	Kurogi, Chief of General Affairs Section.
	15.00-16.00	Debate.	
	15.00-16.00	Debate.	
Fourth day.	9.00-11.00	Duties of and training method for Disabled Person Welfare Supervisors.	Matsumoto, Chief of Rehabilitation and Life Improvement Section.
	11.00-12.00	Debate	

Fourth day.	13.00-15.00	Duties of and training method for child Welfare Supervisors.	Naito, Chief of Nursery Section.
	15.00-18.00	Debate.	
	19.00-21.00	Round table conference.	
Fifth day.	9.00-10.30	Duties of and training method for, the officials in charge of social work facilities.	Mr. Hayasaki.
	10.30-12.00	Training method as seen from the point of view of group work and community organization.	Mr. Maki.
	13.00-16.00	Dabate surrounding the in-service training program of the prefectural government offices.	

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- Remarks :
1. The opening ceremony will be held on the first day between 8.50 and 9.00 while the closing ceremony, on the fifth day between 16.00 and 16.10, respectively.
 2. It is expected that an official concerned with social work in service training of G H Q will participate in this class throughout the whole term.

30 May 1950

Randolph

Miyasaki Conference on In-Service Training

(The following is a translation of notes taken at the above-mentioned conference by Mr. Yano, Japanese Welfare Technician, Public Welfare Section, Kyushu Civil Affairs Region.)

Mr. Takata, Childrens Bureau: Greetings. Thanks for presence of occupation people. Thanks for Miyasaki prefecture, Vice-Governor of Miyasaki, Matsumoto:

The important thing is to get qualified personnel for the new program. Thanks for occupation people's attendance, and for attendance of welfare chiefs of each prefecture.

Miss Brugger - Greetings.

I have a bad memory of people's names. Those that attended the October conference, please raise their hands. It is a very good thing for people of various prefectures to gather like this in one place and talk about what they are doing in their prefectures. It is important to talk about the great change now taking place in welfare. As Miss Randolph said, "The most important thing for a nation is public welfare."

Mr. Takata - Concerning important problems facing social welfare work.

There is to be an international welfare conference in Paris. Japanese representatives will attend. It would be helpful to hear what success and failure they have had in America in trying to elevate the welfare work to the present level. Our main topic today is concerning the six points proposal by SCAP, dated 29 Nov 1949.

1. Problem of welfare district.
2. Reorganization of city welfare section.
3. Appointment of guidance and liaison official of the ministry.
4. Non-interference of national, prefectural, city, town and village authorities with welfare work sponsored by civic organizations.
5. Establishment of a national welfare council, to prepare its plan and submit it by 1 August 1950.
6. In-service training.

This proposal is the final, concrete attitude of SCAP towards Japanese welfare programs, based on its observation of Japanese welfare programs, ever since the end of the war. This is worthy of our special notice. It seems ~~that~~ will be a long time before a full implementation of these six points is effected, but SCAP makes it definite that a general policy should be formed within this year.

1. Welfare administration does not merely mean assistance in cash or kind. We cannot trust amateur volunteer workers with welfare work. We should hire professionals, set up welfare districts for smooth operation of work. Economy in budget can thus be achieved. It is not proper to have a small group of untrained people retain influence in making decisions, etc. It is important to clearly define the responsibilities and duties of mayors, to assist them by the appointment of welfare secretaries. However, *minsei-in* and *jido-in*, though not authorized to make any decisions, must work as collaborators with the paid officials. The revised D.L.S.L. requires appointment of the new paid staff. This is significant because it is to help achieve the responsibilities of mayors. Problems brought to office by clients are many and divergent. No ordinary volunteers can well cope with them. Hence the need for specially trained personnel. Welfare secretaries are not only to work for implementation of D.L.S.L., but also of the law for physically handicapped, child welfare law. In the near future we will have a Fundamental Social Work Law. We must always try to rid ourselves of the misconception that welfare secretaries will work only to implement D.L.S.L. Training of personnel is the solution to the problem of welfare district. 1 Feb 50 is the SCAP proposed date for establishment of welfare district.

2. Reorganization of city welfare section.

It is important to divide the city welfare workers into two main categories, those directly serving the citizens, that is case workers, and those working to make case workers work more effectively, that is administrative workers. Reorganization of child welfare centers - Miss Carroll taught on this in Osaka. She will teach in Fukuoka next.

3. Civic Social work organizations.

More encouragement is needed to have civic volunteers to participate in civic organization work. It is said that one good measure of democracy is to see how well children are cared for. Enthusiasm on the part of officials will spread to general citizens. Success in welfare largely depends on your enthusiasm.

Re-EQUALIZATION Fund. This fund is originally for use by local government. How to spend this fund should be decided by the local government. We must enlighten local citizens on the importance of welfare work, child welfare, so that pressure is brought to bear on decision to use more money on welfare out of this fund. Anyway the most important thing is specialization of our work, to train workers in special phases. Make each of us a technician or professional.

Kuregi: Concerning organization of welfare district office.

It is proposed to establish welfare district offices within the present district or gun offices, and to have the present chiefs of gun offices hold the concurrent office of chief of welfare district office. The number of welfare officials in a gun office is 2.3 on an average. We will have additional officials of 2150 appointed to make the average 5.6 per office.

That is, each office will increase 3 officials. We also will have 10 home visitors in each office. After having reorganized welfare district system, we will have the following manning table:

1. One supervisor
 2. Two intake interviewers
 3. Ten home visitors
 4. Four clerks
- Total of 17

The general affairs officials of the present gun office will take care of receiving applications and complaints. Home visitors will work 18 days in the field - 5 cases a day - 5 x 18 = 90 cases a month. Some cases need more than one visit a month, so, home visitors will handle 60 cases a month at least. Travel allowances: 5 nights \$4000. Next year a total of 3,590 new officials will be appointed.

It is feared that, with the establishment of welfare district system, and if the town and village offices are exempted from sharing the cost, 10%, there will be excessive granting of aid, because these town and village offices do not have to pay expenses out of their own funds, but efforts must be made to prevent that. We invite your discussion on this matter.

Each prefecture will increase 90 to 100 new officials. We suppose this average number, 17 per each welfare district will suffice. As to whom we will have appointed as these new staff, there are former school teachers, minsei-in wishing to become professionals, and educated unemployed persons to be considered. We wish to give these people six months or one year training. Survey has been made on the hours of overtime work, etc., of city welfare officials in Tokyo district. This makes clear what is the average case load or work load per worker. Some of the former employees of Chinese Military Government Team are now working for a local government. They have prepared a statistics on amount of work by welfare workers. Wish to have more of this kind of materials. But the problem is that between the finance ministry and the local autonomy. The final decision on the number of officials will be made by the cabinet. About 400,000,000 yen is being used in a year for training of minsei-in. If part of this fund could be used for training of the paid staff we can somehow manage this problem. The scope for activities of minsei-in is clearly indicated by Hatsu Sha 72, but for the time being special cooperation will be needed on their part.

The problem of whether we shall have welfare secretaries on local levels is not decided yet. The Welfare Council will be set up by 1 Aug 50.

To facilitate development of civic welfare organizations, it is up to the government offices not to interfere with these private groups. It is thought well to provide for this non-interference in the form of some law. Your opinions are invited.

Community chest committee and social welfare associations are to be made independent. Amalgamation of these two organizations is considered. (Your opinion is invited.) Allocation of community chest funds. There is not enough to go around because there are too many liaison and coordination organizations. But, Social Welfare Council can receive allocation, it is said. Welfare Ministry thinks there is need for prevention of too many liaison organizations from being established. It is proposed to have the community chest committee act as coordinator for all existing liaison organizations, although there is fear of its becoming too influential.

City welfare organization. GHQ said that in Japan administrative workers have more prestige than case workers, so this situation needs to be remedied. In Japan there is only vague description of jobs. It is important to define clearly responsibilities and authority. Case workers must take care of their cases from beginning to end on their responsibility. It is the purpose of case work to elevate personality of clients. Japan established the social work schools three years ago, but America has had them these fifty years. Lay attitude is the impediment to development of social work.

Job description of welfare secretaries and their training methods:

To what extent is specialization of welfare work developed in U.S.A.? During the war America developed the use of psychiatric case workers to deal not only with mental cases but other cases too. Nagoya has a system like that. Miss Carroll praised that. I came to know of a special course at Harvard University, where a study is being made of human relations, what constitutes human happiness, cultural anthropology, etc.

After occupation of foreign countries, America felt the need for a study of the native mores. In drafting soldiers, America has found 40% mentally unfit. So a special study in this field has been developed. Case work was thought something to help solve individual difficulty, then it was regarded a method to help find individual's ability to make a living, then it became necessary to take care of one case from beginning to end. Then the behaviorism of psychology came to be applied to help solve the problem of maladjustment. Displaced scientists from Europe came to America and developed the mental case study method. Its basis is the Freudian theory, those children that have received full satisfaction of sense from being fed by mother's breasts, evacuation of bowels, etc., are most likely to achieve mental balance, and proper adjustment. Anyway, maladjustment occurs when one's desires cannot be in conformity with one's surroundings. European scholars attribute the causes of maladjustment to inherited elements resulting from social class system, but in America main emphasis is laid on environment. Men are aspiring for days similar to the frontier days, but the present environment does not afford the satisfactory solution to the desires. (Referral to the many books he has read, made here.)

The former D.L.S.L. excluded those unwilling to work from application of aid, but the revision has made them eligible for help thru a certain case work which tries to discover what is preventing them from going to work.

Concerning "Legally Responsible Relatives"..... If we enforce the strict application of responsibilities to be borne by relatives to support those in need, it would sometimes lead the relatives themselves to poverty, thus ending in bad economy and undermine the whole welfare program. Quotation from a book, "Discussion with Beginning Social Workers" (There is no reason why Aunt Smith should not be supported by her six sons whom she has raised. These sons have wives. She has grandchildren too.) This is a comment by a beginning social worker, but it is incorrect. Old age pension system is important in this sense. This system saves the old people from experiencing "losing of face". What legally responsible relatives are really able to do is to give moral support, occasional gifts, comforting words, etc., that is, what money cannot buy.

(Another quotation) "An old woman applied for aid. She sold away her house and gave the money to her son, then applied for aid." This is a wrong way of application. When her falsehood was discovered, she said that her son had married and left home, deserting her. Thinking he would love her if she gave him some money she sold her house. It is important to try to find out the causes of making this kind of wrong application rather than to try to get the grant back.

Kagoshima. . . As this matter of in-service training is connected with the matter of welfare district, we need to give adequate training to officials. But unless decision is made on who are going to be appointed as welfare secretaries, no training can be given. We need to have the prospective officials gathered in one place for training for about six months. Otherwise, we shall not get them ready for next year. We need a lot of money for this. It may be that we could have shifted with the former officials who depended on common sense mostly, but henceforth we need well trained, skilled workers. We wish to see some special course on welfare established in universities supported with a large amount of budget. Otherwise, we cannot hope for any degree of success.

Kuregi - America spent quite a long time on this matter of training of personnel. It took America about 50 years to reach the present level. We in Japan have been working only three years now. We must work up gradually. In towns and villages they say they have no competent prospective new officials. But we can utilize the officials on this level. Some of them have been on the job over two years now. All these people with more than two years experience should be considered as eligible for re-training. If you cannot obtain the necessary budget you must at least prepare your set-up so you have the frame-work of the new idea. You must have one or two officials working along the new line and then you will gradually change over the whole set-up. That way you will have officials who are at least much better than the usual *minsei-in*.

We want to hear the opinion of Fukuoka, Are we giving excessive grants now or are we overlooking many cases needing assistance? We do not think caseload will increase very much if a thorough investigation of family conditions is made. I am inclined to think that at present we are overlooking considerable cases needing assistance, but with the firm establishment of supervision there will not be heavy increase in caseload after all.

Fukuoka . . . At first when the former minsei-in have been replaced by welfare secretaries there will be an increase in the number of cases, but not to any alarming extent.

Shikoku . . . It all depends upon how we operate the program. The main thing is to get it started. We can correct mistakes if there occurs any. We have been too much preoccupied with prevention of excessive granting; we can ease up a little on this.

Kagawa . . . The cost will vary very much according to whether towns and villages will share the cost or not or, if they will, how much they will share the cost. The difference will be from 150% to 200%.

Since we are not supposed to use minsei-in as much as we used to, some cities are expected to have increased caseloads. Even after establishment of welfare districts it is necessary to have them retain some connection with town and village offices. Rather than having towns and villages share the 5% cost, we would like to have them share 10% or even 30% of the cost and we would like to have welfare secretaries stationed in towns and villages even at the sacrifice of the number of welfare secretaries to be stationed at welfare district offices, that is, even if we must decrease 1/3 of the welfare secretaries there.

Ministry . . . The average number of households receiving aid in a town or village is 30. We cannot afford to have the service of the professional worker for each of this small number of people. As compared with the American country, Japanese towns and villages are too small as a unit.

Kagawa . . . It is necessary to have the local offices responsible for sharing at least 20% of the cost, otherwise the opinions and wishes of the local people cannot have very much weight.

Ministry . . . Since the Shoup recommendation says D.L.S.L. business should be entirely managed by the national cost, we do not think this 20% appropriate.

Shikoku . . . Are we to conduct the in-service training according to the ministry directive on in-service training or are we to conduct it according to the decision of a governors conference?

Ministry . . . Please go ahead immediately with the training according to the directive.

Shikoku . . . If we are to conduct training our business will be too complicated to give effective supervision on our regular work. The present organization is not adequate. We want to have a separate section established for in-service training.

Ministry . . . We were all ready to subsidize for appointing additional 2156 officials, but SCAP said to wait because we need to keep that money for welfare district system. Ministry of Finance is ready to give the money because the law has been passed, but protection Section of Ministry of Welfare wants to have the money go to towns and villages while the general affairs section wants to give it to prefectures. We want to satisfy both, but it is impossible. We think it would be better to give it to gun offices where the initial welfare offices are to be located for the purpose, also, of rearing the future case work supervisors. If we give the money to towns and villages very likely the money will not be spent on welfare due to political pressure.

Fukuoka . . . What is going to happen to cities? Can't cities receive the money? Some cities have made all preparations for appointment of welfare secretaries in expectation of national subsidy. We must have some national subsidy come to cities by all means.

Ministry . . . Have you not made some commitment to cities? Since when has Fukuoka tightened their purse string to clients?

Fukuoka . . . We have never tightened it, we have rearranged the system on a more rational basis.

Ministry . . . Now let us hear your opinion on how we should move from now on concerning welfare district offices and in-service training.

Do you think the Ministry's suggested plan for the scale and number of officials of welfare district office adequate? Or have you any other data or something?

Fukuoka . . . If we act on the above suggested plan, are welfare secretaries to be placed only at gun offices and not at towns and villages?

Ministry . . . The general affairs officials of town and village receive applications and arrange appointment with the case workers of welfare district offices, who will come to interview applicants during their 18 days on the field. We wish to have the welfare district office act both as supervisor of case work and as an organ to give assistance. For this purpose, it would be more economical to have several offices as prefectural welfare district offices. People of the Welfare Ministry are divided in their opinions about this matter, and though this sort of brings about a conflict between the stand-point of comprehensive administration and the Shoup recommendation, let us put this idea into practice. How about it?

Fukuoka . . . What about the burdens to be shared by city, town and village offices?

Ministry . . . We talked this over with SCAP and Finance Ministry. It seems they are inclined to the opinion that it would be better to have city,

town, village bear the burden to some extent because national responsibility and the local responsibility are the same in effect. In other words, your opinion is that it is strange that towns and villages should pay the expenses for something that the prefecture has originated, isn't it? After all, the problem is whether this idea can have the approval of towns and villages.

Fukuoka . . . That is exactly what I mean.

Ministry . . . No matter who pays the expense, it is for the welfare of the people of towns and villages, so it does not matter very much. We want to have your opinions concerning Mr. Kakudo's (Fukuoka) idea and comprehensive administration, opinions from the stand-points of both the local and the national. In order to prevent over-granting of aid, it might be an idea to have the towns and villages pay the expenses. It is contradictory to have them pay the expenses without giving them responsibility and authority.

Shikoku . . . How about having the 'visitors' stationed at towns and villages under the mayors' supervision and having the towns and villages organize councils?

Ministry . . . That would not be necessary because there are supervisions for that purpose. The establishment of social welfare council is, it may be said, one counter-measure for Minsei-in.

Shikoku . . . Since towns and villages have the responsibility for everything, it is well to have the governor delegate his authority to mayors of towns and villages concerning this problem.

Kagoshima . . . I think it is possible to investigate the nature of assistance to be given and classify assistance into different kinds, and delegate the responsibility for such items as daily necessities to mayors of towns and villages.

Ministry . . . From the national viewpoint it is funny to give mayors of towns and villages responsibility and authority when the national government pays as much as 30% of the whole cost.

Kagawa . . . Even when case workers work 18 days on the field, it is difficult for them to handle five cases a day because interviewing takes quite a long time.

Kagoshima . . . It is a mistake to decide the number of case workers solely based on the number of those on assistance. We must decide it based on the size of the area. If we have the workers stationed at gun offices, I am sure they will be used for work other than welfare too, so I want to have an independent office set up.

Shikoku . . . If the welfare secretaries are to work at gun offices, it is important that they help with other kinds of work not to be isolated from other work.

Miyazaki . . . According to what I understood, towns and villages will receive applications and case workers will handle each of the cases, but if so, it would become impossible to tell who ~~are~~ eligible and who is not. So caseload will increase heavily.

Ministry . . . In that case you just get in touch with the welfare district office. From what we have gathered from your discussions so far, it seems you all feel the inadequacy of the number of welfare secretaries. Now we want to hear your opinions concerning this number of welfare secretaries. Please let us know concrete figures or data, ~~just as figures~~. We want to consider based on these figures that you produce. The government is employing such a large number of officials to collect taxes, but so few officials are used to pay from the national funds. Isn't this a contradiction?

Kagawa . . . How about hearing the opinion of each case worker about how big a case load he is carrying etc?

Ministry . . . Towns and villages would find it difficult to do under the circumstances.

Ministry . . . What about the problem of hiring the personnel?

Kagoshima . . . Examination would be the best solution. Give the examination and hire those who have passed it.

Kagawa . . . We tried to get two people to be sent to social work, school from the general public, but nobody satisfied us. The results of the examination were lamentably poor. We can hire former school teachers and we can give examinations to Minsei-in and take those that pass them.

Kumamoto . . . Everything will go all right only if we can get a sufficient budget for in-service training.

Fukuoka . . . It is regrettable that no efforts are being made to arouse the opinions of the prefectural citizens thru information activities. No public opinion has been sought yet. It is of no use just to hold discussion meetings among ourselves. We should present our problems to the public and ask their help to solve it. We had better give a newspaper report on this matter of full-time officials.

Ministry . . . That is right. We will try to follow your suggestion.

Second Day - Organization of In-Service Training

Are there any other special plans concerning this?

Ehime . . . In our prefecture, the social affairs section has a subsection concerning in-service training. Same with child welfare section.

Fukuoka . . . In-service Training Promotion Council sponsors a monthly meeting on 21st every month. Other sections have liaison sub-section. Assistant section chief is in charge of in-service training.

Kumamoto . . . What is the duty of the assistant section chief? Is he in charge of information, too?

Fukuoka . . . He acts as chief in the absence of the chief. Also he handles the matter of liaison and coordination with other sections.

Kumamoto . . . We wish that this system of assistant chief be established for each prefecture.

Kagoshima . . . Our prefecture does not have assistant chiefs in sections where work load is not so heavy, we have them only in busy sections. Generally speaking, recognition of the need for in-service training is lacking. We have an in-service training promotion council. No substantial effect can be achieved unless there is established an independent sub-section in charge of this.

Kumamoto . . . The directive from Ministry of Welfare is always written in a weak vein. We want your directives to be forceful enough to convince Governor easily.

Ministry . . . Henceforth we will have the budget coming from Equalization grants. As Miss Brugger said, in-service training should be a democratic one that is brought up from below. At present, we must bring it both from up and down.

Kumamoto . . . If our welfare work is on an entirely independent basis as in America, it would be all right, but in Japan at present we still have to depend upon a strong push by the Welfare Ministry to get enough budget issued.

Ministry . . . Ministry cannot send lecturers to the prefectural training courses, etc., it is up to you to prepare a sufficient program of in-service training.

Oita . . . Kyoto is said to be running one council both on child welfare and social welfare. How are they operating it?

Ministry . . . The head of the welfare department is the chairman.

Kumamoto . . . In-service training should be conducted on the responsibility of welfare sections. If we cannot have a special sub-section on in-service training, we can have the assistant chief in charge of it. It all depends upon the head of the welfare department. If he wants to do it, it will be done.

Ministry . . . If things ^{are} left to amateur persons with old ideas about social work, more damage can be done than good. We must have trained, professional people. The idea of using assistant chiefs is good. Anyway, people with prestige and real ability like this assistant chief should be preferred.

Ministry . . . Persons to receive in-service training are personnels of gun offices, city, town, village offices, of institutions, and institutions operating under the Law for the physically handicapped.

Content of in-service training and determination of needs.
 What specific needs are there for training? It is important to analyze the jobs. It is necessary to measure the condition and volume of work, and to prepare a list of responsibilities and duties of the staff. Also, it is necessary to give such training as is of help to daily routine of work. There are very few basic materials for training in social work. It is suggested that the following points be kept in mind as something that is of practical value.

1. Preparation of materials that treat of two kinds of home, one happy and the other unhappy home with appropriate description of their conditions. This kind of material should be instructive to beginning workers.
2. Something in the form of a dialogue between experienced welfare workers. This will enlighten beginning welfare workers quite a lot.
3. Some story about receiving public assistance being nothing to be ashamed of, but it is part of the citizen's rights. This is an important point.

Training Method: At present it may be enough to hold discussion meetings and hear lectures, but you must make your program more effective. It will be effective to divide Kyushu into two or three districts and hold a 'block' training, and also to hold mass meeting, gathering people from all the blocks. It is necessary to have the number of training hours written into the certificate or diploma of attendance at in-service training.

I want to explain three terms. Supervision in Japan formerly meant inspection without any definite aim, therefore without any tangible result. It was a one-sided business aloof from actual aspects of work. "Inspection" coming down from above fails to get hold of actual state of things and results in loss of voluntary activity on the part of personnel inspected, who perform perfunctorily only those things given to be done from above, and no more. It often breeds a sense of distrust between the above and down, and also between case workers and clients. A democratic supervision allows for room for performing the duties using one's originality and imagination on one's own responsibility, for exercising one's imagination and creative effort in such a way as to meet the problem in hand. The higher official does not force any set rigid pattern upon the lower, but both work out some pattern through consultation.

There are three ways of doing things:

1. The higher official lays down the program to be strictly followed by the lower.
2. Performing work without any plan at all. Haphazard fashion.
3. Work out a plan and perform.

The leadership should be directed so as to carry out a plan to enable

subordinate people work efficiently, which means it is responsible for itself as well as for its inferiors. On the other hand, it is essential for every one who take part in a work to take responsibility. Higher officials have the right to leadership. It is necessary to plan in such a way as to make it easier for the lower officials to work better. Officials should take responsibility both upward and downward. Responsibility should never be one-sided. It goes up and down.

Mayor
Welfare chief
Supervisor
Case worker
Client

Problems Concerning the Welfare District. Mr. Yoshida, Welfare Ministry.

Ministry. . . We invite your opinions on the appropriate number of officials for a welfare district. Based on the national average at present of public assistance caseload, it seems that about 17 workers are necessary per office to have one worker to handle 75 cases. If one worker is to handle 60 cases, about 19 workers would be needed. The welfare ministry thought to have one worker take care of 75 cases, but the actual circumstances would differ with different size of a district and convenience in availability of means of transportation, etc. How about setting up three different zones, mountainous, medium and flat zones? At present, the national average for a district office is 741 households on public assistance, supposing that the population is one hundred and ten thousand living in 21 towns and villages covering an area of 774 square kilometers. First, a worker will start with 5 cases daily, then with gradual acquirement of skills, he will be able to handle 7 cases. He will work 18 days outside, of which 5 nights will be spent at hotels. In Fukushima Prefecture the percentage of clerical work was 53% of all work. It seems the appropriate number of cases to be handled by a worker is about 30 cases.

Kochi, Shikoku. (Child Welfare Official). . . In the past six months, one worker has handled 30 to 40 cases, but it seems 50 cases would be appropriate. (20 new cases and 30 old cases). Child Welfare cases take longer time to take care of, especially when one is more accustomed to it. The maximum cases handled in Kochi is 60 to 70 a month. In mountainous areas, 1.5 cases is all a worker can do.

Of the thirty days in a month workers are to come to work 25 days excluding Sundays and holidays, but the actual number of days worked will be around 20 days because of conferences, etc. Travelling expenses are ¥3,000 a month and no allowance is to be given for travel within the radius of eight kilometers.

Miyazaki . . . At present our statistics show 15 days worked on the field, 3 cases handled a day and a monthly total of 45 cases.

Ministry . . . The standard will be set for a little over what is done

by Minsei-in after all. Please forward to Ministry whatever data or information you may have on this.

Ministry . . . What percentage of personnels could you take from towns and villages as case workers?

Miyazaki . . . We cannot expect much from them. The other day we gave an examination for 100 officials of towns and villages, but only 20% passed.

Oita . . . If able workers are taken away from towns and villages, towns and villages will have to suffer.

Ministry . . . Could you take 10 people from each district office?

Nagasaki . . . The other day we decided to appoint prefectural tax officials from among officials of towns and villages, but nobody ~~and~~ ~~and~~ applied because they receive better treatment there than at Ken.

Kochi . . . Of the ten city officials newly appointed, eight used to be Minsei-in.

Ministry . . . G.H.Q. says as to the cost of in-service training that since the annual ¥400,000,000 for training of Minsei-in will not be needed any more, we could use part of this fund for in-service training.

Oita . . . It is doubtful whether there will be enough time as well as money that could be available for the three month training, because the welfare section of Ken is handling many and divergent business as it is.

Miyazaki . . . The prefectural personnel section says we can hire workers after having trained them.

Ministry . . . For the time being there is no other way than to have the officials in charge of in-service training conduct the training. We will try to appropriate as much budget as possible next fiscal year to increase the personnel and we should have the required number of staff by the year after next.

Kumamoto . . . Workers will be able to handle business with an average efficiency by the time they have spent six months on the job, without receiving any special training. A three month training should give them qualifications much better than the average Minsei-in.

Ministry . . . The mayors of towns and villages will lose their interest in welfare work, won't they, by the establishment of welfare district offices which will deprive them of their authorities, and will this not result in granting of less aid?

Ministry . . . How about ¥4,000 a month travel allowance per person? We think an annual ¥50,000 would suffice.

Kochi . . . ¥4,000 would suffice. At present the limited amount of trip

allowance prevents us from making necessary trips.

Kagawa . . . We have two case workers working as Ken officials, but they receive only ¥1,000 for a ten day trip.

Ehime . . . ¥1,000 a month is too little even for Kagawa Prefecture which is so small.

Hayasaki: Job Description of Social Work Institution Personnel and Their Training Method.

What is necessary in social work is to recognize that human behaviors have more to do with feelings than anything else. To give ample time and continue repeatedly is important. It is part of training to see the successes and failures of others.

There are different kinds of institution according to how we try to achieve the purpose effectively.

1. Purpose A. Ultimate purpose is to give inmates a life worth living as human beings. In the case of children, the purpose is not to have them become public charge when they grow up. B. Direct purpose - Take care of them in institution when that care is needed.

2. When you go to see an institution you must first see its aims. An institution without any definite aim is no good. You must help it establish a definite job description.

In Japan there is no job description. At what time does the cook get up in the morning and which kettle does he use to boil rice, etc? Also you must see how training is being given to the personnel, what remuneration they are receiving, if there is any planning made for work there (issues etc.) and whether coordination and contact among the personnel is being maintained properly. After all this is clear to you, you think up a proper way of giving guidance to them.

Home for Aged: Cooperation with the personnel (institution) is important to give adequate guidance. You should guide so that they will welcome you any time.

- (1) Background philosophy regarding Aged people, and its historical development.
- (2) Purpose of institution
- (3) Inmates eligibility
- (4) Standards for assistance. Social Work Law will specify this standard.
 - a. Personnel
 - b. Physical plant and facilities, sanitation, fire hazard and earthquake.
 - c. Accounting of funds and keeping books. Give the aged a life worth living.

Personnel: Housemothers should get up earlier than the inmates. Coordination of work, custody of the inmates property, oversee their work, distribution of wages, contact with clinic, make sure they actually take the medicine they get, see how they eat meals, watch them taking bath, watch them using

lavatory. Assistant (chosen from among inmates) must be rotated to prevent bosses from developing. Every six months or so, help with correspondence, make atmosphere cheerful, recreation, radios.

Qualification for Housemothers: Knowledge of sanitation and health, cheerfulness, good housekeeper, knowledge of group work. Keep journals or diaries. Should be able to help with inspection by higher officials. Special marking on doors of the ill in case of fire they can be given special attention. Nursing. Able to anticipate wishes of inmates. Read chapters 6 and 8 DLSL.

Child Welfare: Child classification first developed in Italy, then England, and America. It is to see whether children are placed in the proper kind of institution. The minimum standard prescribed in C. W. is not being followed. Mental testing and affection do not suffice. Take care not to develop child into "institutional people". First importance is to keep children with parents. There must be more use made of foster homes. See if children are taken good care of from the viewpoint of health, if there are no children suffering from skin diseases.

Intellectual Training: Training in social economy. Take them to shopping sometimes. Train in group living. Train in moral. Social morals.

Spiritual Training: Some religious element is necessary but public C.W. institutions should not be sectarian.

Nurse's duties: See that children get up at proper time and make proper preparation. Some hold morning services for personnel after children have left for school. They wash children's clothes. Sometimes nurses contact teachers. That is important. Ask children what they did in school. That is part of 'life guidance'. Nurses give 10 and 3 1'clock tea or milk. wake children at middle of night to avoid enuresis. It would be interesting to have children eat privately. Once a week, big scale cleaning. Fit programs to fit season. Nurses take turns on free time. Children get physical examination twice a year. It is important to examine the children's weight once a month for T.B. prevention. Meals should be tasty. Have children go to bath regularly. Toilet should be cleaned twice a week. Window panes should be cleaned. Kitchen must be screened. Ventilation. Fire prevention system. Drill should not be given too frequently. Do not criticize institution officials in the presence of inmates. Always praise officials in their presence. Criticize in private. Read directives and make summaries for institution officials. It is not clever to send complete documents. They will not read them. Inquire into those details then draw up program for in-service training. Prevention of enuresis - method - moxa, etc.

Contents of Child Welfare Officer's Work

by Tokunaga Welfare Secretary

I. Outline of Child Welfare System

A. The reason of establishment of Child Welfare System

When the Daily Living Security Law was drawn the Daily Living Security Law established Minsei-ia or Child Committee as assisting organs, the Child Welfare Officer was introduced to work in the field after all.

B. The state of present position

Public officers belong to government offices and clerical and technical officers are grade to the 2nd class.

C. Actual state

(1) Sex distinction of welfare officers

Male - 319

Female - 50 (13%)

(2) Age 22-45 (at present)

An investigation as of December 1947

Above 22 years - 73

" 30 " - 91

" 40 " - 152

" 50 " - 129

" 60 " - 10

(3) Education

University graduates

High School "

Primary School "

Others

Male

241

19

1

32

Female

23

19

1

32

Total

264

38

1

32

(4) There was position classification system

II. A. Contents of jobs

A child welfare officer should have full grasp of his district in charge, by which he must visit each home and make a child's list for each based on his own discovery, suggestions from school. Frequent openings of lecture meetings are necessary for thorough understanding of laws and regulations. At present as accommodation facilities are not enough to take all the children in, adopting system is being encouraged as an appropriate method.

Foster parents 1,280

Registered foster parent 4,153

Investigation as of 1949

It is necessary to replace improved children to foster parents in order to accommodate new children.

B. Case Guidance

C. Group

Case guidance primarily should come before group one, but the latter can be done when it is necessary. However, it is not advisable to put too much stress on it, because group guidance is not caseworkers' job.

D. Connection with other organs

Child Welfare Law covers both rights of the heads of local offices and of the governors of TO, DO, FU, and KEN. Treatment of children needs special diagnosis and other complicated procedures which naturally make it different from those coming under Daily Living Security Law. It is expected to be

improved to some degree keeping pace with the establishment of Social Work Basic Law.

E. Actual Results

The actual results cannot be judged by the number of treated cases but by the equality of work. But figures of the cases treated in the year 1949 can be got at government offices if required.

One welfare officer generally handles 20 cases at a time. The most efficient officer in Hiroshima handled 54 cases in a month, among which 19 cases were settled well. There will be some difference according to district, but 40 - 50 cases by a case worker will be an average number.

III. Training

There are two kinds of training, in-service training and supervision.

A. The training aims at the education of excellent persons who can devote themselves to social services by giving them special knowledge as welfare workers.

B. Contents of Training

(1) Preparation - There is no special service regulation, but some prefectures have it.

(2) Basic knowledge

- a. Psychiatrics
- b. Child psychology
- c. Public Health
- d. General Social Work (Case work)

C. Ability of Administrative Work

(1) Regulations concerned

- a. Study of D.L.S.L., Juvenile Standard Law and others
- b. A manual of management capacity is necessary.

D. Techniques

- (1) Practice
- (2) Inspection

Questions

Q. - Is there any good reference book about psychiatrists?

A. - Character of Infant by Hori Kename

Infants on the Crossroad Principle and Acts of Psychiatrists by Kuromaru Shogoro

About Psychiatrics of School Children by Sugita Naoki

Handling of Infants New York Psychiatrics Committee

Q. - In case that foster parents move into another prefecture, how should the adopted children be handled?

A. - The foster parents are to take their foster child to the other prefecture with them and remove child's registration to the new place of which prefecture will take it in after making inquiries about the child of the former place.

E. Method

(1) Lecture meeting

nation wide, in blocks, in TO, DO, FU KEN separately.

(2) Mutual Research Meeting
Monthly meeting

Block meetings by the heads of child welfare centers.

(3) Mass meeting, research meeting by child committee.

(4) Supply of materials

(5) Guidance and Supervision

The accounting of welfare officer has been supported partly by the government, but since 1950 fiscal year local offices bear the expenses and the deficit is to be filled up by the government.

Q. - Where is the difference in in-service training for welfare officers and that of social welfare officers? the

A. - No distinction has been placed between two, both being a part of social welfare.

Q. - Is there no difference even in technical training of both?

A. - System of training is one and the concrete method should be found out by the individual research. Whether the social welfare officers belong to major government offices or to local offices will be decided with the establishment of Social Work Basic Law.

Q. - Formerly in-service training was given utilizing monthly meeting, but the new special training party is formed for the purpose. Isn't this a waste of personnel?

A. - Hitherto each section under welfare dept. has been working separately but in the future the welfare dept. will make a general plan for training applicable to every section.

Q. - Lectures have put emphasis only on problem children. How is it that normal children are neglected?

A. --There are two ways of defining social work, in a narrow meaning and in a wide one. Emphasis has been put only on the problem of prevention in the child welfare. On the other hand, the social disorder after the war has affected almost all children of Japan more or less. However, since the accommodation facilities are limited, only the problem children have been taken care of, other children having been entrusted to school and home.

Q. - When a child under protection in an institution needs to be provided with an artificial limb, which law will be applicable, Daily Life Security Law or Child Welfare Law.

Friday A. M. June 2, 1950

Hayasaki: Job Description of Supervisory Officials of TO, DO, FU, & KEN and District Offices and the Training Method.

To give supervision does not mean to inspect. The difference between supervision, superintendence and inspections is significant. Supervision is to work together with subordinate officials. Superintendence is the function of superintendent in charge of institutions. Inspection is made regarding work that is already done. The Japanese word 'Kantoku' is inspection plus supervision plus superintendence. Supervision is a sort of cooperation and guidance in a democracy, aimed at trying to find out faults. 18

officials are on the right track. I do not think we have to stick to any one coined word meant for supervision. I do not like the word "Sasatashido", meant to be the most correct translation of 'supervision'. No matter what words we may use, the important thing is to remember that is something new to us, containing the element of working together and has the authority to give direction. SHA-OTSU #31 includes the Welfare Ministry's conception of these terms.

Staff Development: What is meant by staff?

Member
Staff Member
Member etc.

Sometimes it could be one person. Staff - one personnel. Sometimes one member keeps on studying to improve himself, but he does not reveal the result of study to others. This is not staff development. This staff development is different from in-service training. There are some parts that are overlapping with in-service training.

Elements of Supervision:

An action process, moving. A process containing an element of cooperation and guidance. Do not confuse it with the old-time inspection. You must not forget the democratic element about this supervision. It also has an element of authority. Supervision is what is given by those with authority or those who have been delegated authority. This is where two personalities touch each other. It is not one-sided teaching. It is a kind of case work. The ultimate purpose of staff development is to add to the efficiency of all members. There are two kinds of surveillance: (1) for purpose of legislation (2) for purpose of administration. What we Ministry officials do is this administrative surveillance.

Authority of Supervision:

Planning for guidance, giving guidance, coordination of work, approval (decision), suggestion with authority. After good analysis of one's work, discuss with superior officials, discuss at conference, discuss with chiefs of other ~~sections~~ sections. Hear opinions of other section chiefs in order to make suggestions to one's superior officials. Proposals are made in writing. Collect as many proposals and suggestions as possible as to how to improve one's work.

Purpose of administrative business.

To know fully the organization of employees and the present condition and letting the public know about them. Matters of budgeting, coordination and liaison, mistakes and shortcomings. When asking for superior officials approval, get in in writing for confirmation.

Authority towards case workers.

To make suggestions, supervise their work and re-check it. Assignments of work. Correction of mistakes. Have case workers perform planned work. Practise in-service training. Thru all this, efficient, economical, harmonious work of public assistance will be performed. See that efficiency is elevated. Report about mistakes to higher officials, and have them corrected. Make sure people understand their jobs. Think what kind of work will be suitable for newcomers, taking into consideration their abilities. What is the most appropriate caseload per official? In Japan about 70 families.

Caseloads in U.S.A.

	OAA	ADC	AB	CA
Maximum	406	290	418	406
Average	245	105	247	25
Minimum	101	56	88	43

Results of investigation must be told to clients, and superior authority. Check sheets are very reliable at present. Give the results of investigation to clients, too. Be kind to cases supervised. Be careful to make text books, manuals attractive and print them clearly so it can be easily understood and appreciated.

Three methods of education:

Sight
Hearing Visual education is important.
Taste

We invite your suggestions on how we can improve our pamphlets.

Mr. Umemoto, Ministry.

Job Description of the welfare officials for the physically handicapped, and training method.

Mr. Umemoto is a new official in the Ministry. He was two years in Osaka as welfare chief. Rehabilitation is the ultimate aim and should always be borne in mind. Rehabilitation (physical, social, economic, psychological, vocational) All persons aided by this law receive the 'passbook'.

Methods of Rehabilitation: Article 18.

1. Institutional care. (previous to entry in institutions guidance will be given by the welfare officials.)
2. Permission to be given for having stores in government offices, to be operated by the physically handicapped.
3. Designation of them as tobacco selling agents.
4. Priority to be given for purchase of articles made by the physically handicapped.

Central council on the physically handicapped. Local council on the physically handicapped. For these councils the welfare officials will give guidance. They are to be sponsored by governors, assisted by cities, towns and villages.

Chances for vocational rehabilitation must be the first consideration. So, in order to be eligible for aid there must be chances for developing skills. Those suffering from internal diseases are not eligible. After proving eligibility clients get special 'passbook'.

Welfare officials for the physically handicapped have not been appointed yet. On April 14 Chief of Welfare Section, Welfare Ministry sent instructions to prefectural welfare department chiefs regarding temporary number of officials to be hired. No budget has been appropriated. The expense for this will be appropriated from the training cost of Minsei-ia, but the Welfare Ministry has not made decision on this yet. Welfare Centers for of physically handicapped will be set up.

Governor

Welfare officials

Welfare Center

Welfare
District Office

Welfare centers will not be available this year due to lack of funds. It might be an idea to start centers at welfare district offices. Job Description for welfare officials for P.H. is not clear yet. We have to wait until the social work law comes along. These officials will be prefectural employees working under governors, for rehabilitation of P.H. They will work as case workers. The official should have his district well in hand, and be good at social survey and know his district as thoroughly as possible. He must know the peculiarities of district economically and socially. He must have an overall picture of his district. Vocation, incidence of trachoma, sanitary facilities, institutions, location of PESO, workshops for P.H., blind and deaf schools. He must know laws and regulations concerning social work and their operation. According to the law, persons under 18 years are minors, but this does not apply in the case of P.H.W. Law. He should know about related laws and regulations such as D.L.S.L., Employment Security Law, Pension Law, Welfare Pension Law, Labor Disaster Insurance Law, Labor Standard Law, etc. These things must be taught first in in-service training. Also Civil codes concerning family relations. He must be acquainted with customs and manners of his district. This matter of welfare of P.H. persons is difficult to achieve results partly because neighbors are unsympathetic with the handicapped, hating them and attributing the physical defects to some bad deeds committed in the past. Even when sympathy is shown superficially, hatred is entertained in heart. Officials must keep track of trachoma, venereal diseases^{causes} of being physically handicapped.

Case Work. Investigation of individual physically handicapped persons.

how they are making their living. Preparation of detailed records of manner of living. How they have been living so far? What do they have as means of subsistence. Preparation of social history. Record made of extent of physical defect. It is very important to decide what items are to be selected for entry for this investigation sheet, because 'diagnosis' will be based on the results of this investigation. Difference between diagnosis and investigation is hard to define, but it can be said that diagnosis is a subjective judgement while investigation is an objective judgement. In making diagnosis, very much depends upon officials' education, knowledge, information, technique, skills. Hence the need for good training. Action is decided after diagnosis. Utilization of community resources. Officials must respect opinions of doctors. Medical diagnosis and physical diagnosis. (What is the kind and extent of defect?) It is important to determine this. What is the maximum possibility of recovery? Is there no hope at all or is there any? Officials must consult the opinions of many experts including doctors, makers of artificial limbs, etc. Also, investigate any other possible existence of ability. A kind of aptitude test should be given to find any ability for any kind of work, such as music or drawing.

Diagnosis of Vocational Aptitude Psychological Diagnosis

Consult the opinions of psychologists, if necessary. It is also important to discover what emotional influence is being brought about by normal people upon the physically handicapped.

Economical Diagnosis

Discovery of family income, resources. How much part-payment can be made for medical treatment? etc. Final decision and actions to be taken must be the work of P.H.W. officials. They should exercise all the faculties of their mind to reach this final decision. If still not sure, make re-investigation. Even if complete cure is possible in case expensive high class treatment is available, economic diagnosis may indicate this family should receive aid under the D.L.S.L., then the person cannot be completely cured. If a person has good ears for music, he, being poor, cannot attend music academy. Efforts must be made to encourage officials of other sections to understand and interest themselves in welfare of the physically handicapped. Fine relationships must exist between the physically handicapped and the officials. Case work methods cannot be complete without interviews, which serve for purposes of diagnosis and investigation. Do not hurt the feelings of physically handicapped persons. Get all the information you can during the interview. Let him talk as much as he wants to. Keep secret what you hear. Select private place for interview. Do not touch upon subjects he does not like to talk about. Use imagination, guess what he is keeping back. Let him cooperate in your work by letting him feel free to talk to you. When interviewing mute people, use interpreters or people who know gesture language.

Article 18 (Referral to agencies)

Article 20 (Giving artificial legs and hands or giving money to buy them or repair them.)

Article 22 (When applied for, physically handicapped persons must be helped or given priority to be hired as operator of government office stores)

Article 25 (Government offices may be asked to buy products manufactured by the physically handicapped persons. Referral to PRSO and other agencies including welfare institutions)

Relations with other agencies. Myors are cooperating agencies, but they cannot cooperate unless they use the service of Minsei-ia. A few officials for welfare of physically handicapped persons are not enough. Minsei-ia must be asked to know this law and cooperate at the present stage.

Relations with Japan Red Cross. Close cooperation and liaison is necessary. Red Cross is planning 'eye operation' for the blind. Red Cross Campaign assistance must be given to this campaign. Use service of Red Cross in taking care of the P.H. persons. All boils down to the matter of relation between people. Keep friendly relations with them so that you can ask for their help whenever you need to.

Training Methods:

SHA-OTSU #91 gives principles for training. I know you have heard about these principles from Mr. Kuroki and other people. I do not know the difficult distinctions between in-service training, etc. I want to talk on this from the point that in-service training is something different from school education and social education. It is something for accomplishing of which you need to put out extra effort made for other than just your daily work. Money, efforts, etc. spent on training should return to you in the form of successful training. Otherwise you cannot face your taxpayers. Reading books by Goethe will elevate your extent of cultivation but not your work ability. This is a waste of time. Training of personnel in skills and technique necessary for your work is important.

Qualifications of P.H.W. officials. What qualifications are needed? Graduates of colleges and universities, majoring in social work. Doctors. In order to give adequate training to this type of well-educated persons, the content of training should be very high class. You must make them adjust themselves to surroundings (their offices) also give them basic knowledge of social work. New officials are trained to know firstly how to determine eligibility for aid under the Law for the physically Handicapped. Some medical knowledge should be acquired by officials who are not doctors. Visit to hospitals, clinics, medical institutions must be planned as part of training. It is also effective to hold 'mutual study' meetings. This is effective to coordinate work. The Welfare Ministry wishes to have more of these since new materials are very hard to get. As Mr. Kuroki has collected some new materials we will distribute them to you pretty soon. Basic knowledge must cover medical information, prevention

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SUBJECT: Miyazaki In Service Training Conference

By T. Fujioaka

1. Vice Governor

In place of the governor I the vice governor wish to express lot of thanks to hold the meeting down here. I thank very much for the kind presence of SCAP and regional people. The new organization of the protection is very important because so many years, minsei-iin were the people to handle the program, and now for the first time the work is asked by the full paid officials to do. Today, all the department chiefs of the two islands are asked to attend we the importance again, we will try our best to accomplish the work during this short time.

2. The present important problems of social welfare program by Mr Takata, Child Welfare Bureau Chief.

At Paris we are going to hold an inter national welfare meeting and our representatives are going to attend. It would as much informations worth while to learn. We must again learn much by hearing the successes and failures of the programs in the states. There are great differences between Japan and the States, yet we can learn much. Mr Kuroki spend half a year in the States to study Americal Welfare program

The 6 points program:

1. District system of welfare administration
2. Reorganization of city welfare administration
3. The ministry consultant and field services.
4. Complete isolation of the private welfare institutions from the government
5. Organization and promotion of coordinating councils on social welfare activities.
6. National plan for in-service training plan by 1 Feb 1950.

The important point is the concluding word attached to the letter which says this is the final and positive advice (instruction) we can offer to you Japan by the SCAP. We got the instruction from SCAP and the ministry also wish to have overall planning to take advantage of the instruction for the benefit of Japan. The 6 points are very big matter to accomplish it will take much time to fix completely yet there is a set date to accomplish.

The welfare district (area)

The public assistance is not only the monetary assistance, there exists very important functions to help the needy. It is the service to the needy. We should have professionalsto do the job. Minsei-iin are not the proper people to handle the works. The unit of the districts there are many too small communities which could not be independent enough to act as a unit, so must combine together some of those small communities into a unit. At present there is still a sense of charity program to regard the welfare program.

Another problem just appeared is: The new reorganization never means to stop the activity of volunteer workers (minsei-iin and jidoi-iin) The ministry aims to put the responsibility to the mayor, that is proper enough because public money is concerned, but we still want the volunteer workers to exist. At present we are too busy to think over the field, minsei-iin can be active but it never means to get rid of the volunteers from the welfare fields.

Note
Ministry
Welfare
reluctant
to take
proper
initiative
and responsibility
to get rid of minsei-iin.
No wonder the Mayors
are so reluctant. It means
political suicide for the Mayors
to take all the resp. in such
a big national program against
a national political organization
JK

Gifu Citizens' Hospital Attached
Nurses Training School

Gifu-shi, Kashima-cho, 7-chome

Maizuru Kyosai Hospital Nurses
Training School

Kyoto-fu, Maizuru-shi, Higashichiku,
Kase-machi

Shin Osaka Hospital Attached
Nurses Training School

Osaka-shi, Nishi-ku, Tosabori funa-machi

Hioi Hospital Nurses Training School

Osaka-fu, Osaka-shi, Nishi-ku, Shin-
machidori, 3-chome

Juridical Person Kurashiki Central
Hospital Attached Nurses Training
School

Okayama-ken, Kurashiki-shi, Miwa-cho

Yawata Iron Manufacturing Co.
Hospital Attached Nurses Training School

Fukuoka-ken, Yawata-shi, Tori-machi,
8-chome

West Nippon Heavy Industrial Co. Ltd.
Nagasaki Dockyard Hospital Nurses
Training School

Nagasaki-ken, Nagasaki-shi, Houra-machi,
4-chome

Saseho Kyosai Hospital
Nurses Training School

Nagasaki-ken, Sasebo-shi, Shimaji-machi

Prefectural Miyazaki Nurses Training
School

Miyazaki-ken, Miyazaki-shi, Takachiho-
dori, 3-chome

The Public Health Nurse, Midwife and Clinical Nurse Council has recommended to the Ministry of Education that the following institutions be accredited as Class "A" schools of nursing. Those schools conditionally accredited will be so informed by the Ministry of Education. A complete report of accredited, conditionally accredited, and not accredited schools with the recommendations to the schools from the above Council is being prepared for Civil Affairs nurses by this headquarters.

Kyoto University Medical Department,
Attached Hospital Welfare Girls
Dept. Post Graduate Course

Kyoto-shi, Sakyo-ku, Seigoin, Kawaracho

Tohoku University Medical Department
Attached Hospital Welfare Girls Dept.

Sendai-shi, Kita 4-ban-cho, 85

Kyushu University Nursing School

Fukuoka-shi, Katakasu

Hokkaido University Medical Department
Attached Hospital Welfare Girls Dept.

Sapporo-shi, Kita 14-jyo, Nishi 5-chome

Niigata University Medical Department
Attached Hospital Welfare Girl Dept.

Niigata-shi, Asahi-cho, 1

Okayama University Medical Department
Welfare Girls Department

Okayama-shi, Oka

Chiba University Medical Department
Attached Hospital Welfare Girls Dept.

Chiba-shi, Kakuhamacho

Kumamoto University Medical Department
Attached Welfare Girls Department

Kumamoto-shi, Honjyo-machi

Gumma University Medical Department
Attached Hospital Welfare Girls Dept.

Maebashi-shi, Iwakami-cho

Shinshu University Medical Department
Attached A Class Nurses Training School

Matsumoto-shi, Oaza Kiri

Case workers

The case worker can handle specific matters. For example, child problem by child case worker, monetary problem by monetary workers. This would not do. Case workers should be the generic case workers who can handle every kind of problem. (So case workers is going to be regulated by the Social Works Fundamental Law)

City organizations

Case workers are the service men to the needy. The other staff is the helper of the case workers to make them work efficiently.

The reorganization of child welfare center

Miss Garroll studied very much and still is studying hard of the present program. We expect a big reorganization of the function of child welfare center by her efforts in near future. To Social Welfare Council minsei-in are invited to join social welfare activity publicity. It is saying only to see how well the children are cared for, we can easily know how deep the democracy penetrate in the country. How much money is invested for the program should be known by the general public.

The most important thing I tried to ^{say} do this morning is to get professional person for the program. Up to now we lay ^{not} professional people handled the job. _{person}

3. (Welfare from USA by Mr Kuroki)

The 6 points *by Mr Kuroki*

every ^{chief} The area. Gun office will have public welfare district office and gun office will be the head. The supervisors will be allocated to it and all the staff members would be 6 and 10 case workers would be allocated. Average number of staff in a unit; supervisors and other welfare supervisors 3; home visitors 10; by the 1 April 1951. One home visitor will handle two communities. Community Hall will have a staff to get the applications from the needy and the complaints. One home visitor will get out fields 18 days a month and five cases in a day and 90 cases in a month. but some cases necessitate to have two or more visits to a family so about 60 families a home visitor might handle in a month. The travelling expenses 5 nights in a month and one home ~~home~~ visitor would get ¥4,000 allowance in a month. Those welfare people now working in the gun office will get the in-service training for 6 months and they would be well qualified to start as full paid workers to get out field to work, and next year they will get new batch to be instructed for 6 months and old people at that time can be supervisors of them. Is there any reason to ask the community to subsidize 10% or 5% for the public assistance program, ~~we~~ in the future just as it was in the past. Are there any indication that if community comes free, the amount of assistant money would increase very much. Then we can ask the community still to support the program by small extent. (No audience gave any information.) A home visitor will visit first the community hall to get the address of the new applicants. Can we get new good workers? There are plenty of hope to get good workers among the school teachers and some religious people and also well educated jobless people. Some say there would be no difficulty to get people. Is their any possibility to train them to be good workers? I want you people to give the informations down here. What kind of expectations can we embody? In Tokyo, Yokohama, Fukushima, the case workers were asked to keep diaries showing the time to be spent on those duties. How much time will it take for a home call and how much for preparing papers? These are the only information we have at present. *their* At present whether we can have welfare office in gun office or by SCAP ~~also~~ people's way just like Health Centers way. The talking still going on with Local Autonomy Office. We don't know anything at all. A little confusion now exist is that every community should have case workers, this is the way the regulations are read but next year no more community level but gun level so we can disregard the existing regulations now.

<u>Drug</u>	<u>Quantity</u>
Morphine Hydrochloride	1166 grams
Cocaine Hydrochloride	1228 "
Medicinal Opium	644 "
Codeine Phosphate	1119 "
Hydrocodeine	23 "
Eucodal	6 "
Dionine	76 "

12,841 registrants were inspected and 2,995 investigations were originated. There were 2,152 arrests which are classified as follows:

	<u>Registrants</u>	<u>Non-Registrants</u>
Doctors	299	31
Dentists	14	8
Pharmacists	20	45
Veterinary Surgeons	15	9
Others	0	1711
Total	348	1,804

Among the above were 331 Chinese and 131 Koreans.

Convictions for narcotic violations totaled 748, which were classified as follows:

Illicit Production	5
Illicit Possession	353
Illicit Sale	390
Cultivation of Opium Poppy	4
Theft of Narcotics	9
Forging Narcotic Documents	4
Others	83

Among the above persons, 113 were registrants and 635 were non-registrants. Also included were 147 Chinese and 40 Koreans.

Enforcement

A Chinese was apprehended in Fukuoka and charged with possession of a complete set of smoking opium apparatus including a pipe and a small quantity of opium prepared for smoking.

Seizures during the month of March included individual seizures of 1295 grams of morphine and 510 grams of heroin in Osaka, 300 grams of heroin in Yokohama and 150 grams of heroin in Kobe.

SECTION VI

WELFARE

Public Assistance Statistics

The Ministry of Welfare and the Health and Welfare Statistics and Welfare Divisions of Public Health and Welfare Section are reviewing national statistical reports and are revising statistical requirements to conform to desirable content. Welfare officers will have an opportunity to review this material in the near future and final acceptance will be based on a trial period. It is not believed that full operation can be anticipated prior to July. Mr. Fred Carr, Shikoku Civil Affairs Region is assisting in the review and reorganization process.

Private Social Workers Problem

Shutting out of the private social organizations from the public government. Encouragement of private welfare organization council. Good coordination between CCC organization and the council. To have federational system between them. Or quite a separate bodies.

Note the reactions here to say anything positive against political organization

No money should be given to Widow's Association because they have no actual project. Liaison and coordination facilities should be allowed to exist any more. No money to them, then it will die out soon but something should be done for them. That is the true case. To induce them that they are not recognized any more as social works projects. We know lot of difficulties to accomplish this professional staff business in welfare Department because other departments are just the same with us and few will see the necessity to have professional staff in the Dept. In the States you have a social works school these 50 years, we have only these few years. Lay attitude is the most dangerous point. Up to now we administrators can be lay man without any professional knowledge. But the time is out, no official can accomplish anything without getting special knowledge.

AFTERNOON:

The social workers should not be laymen any more. How are they in the States? Great advancement by the last war. Psychiatrists plenty there in the States. The set up of Social Relation Institute in Harvard University in 1949. "The principle of Human Race". The physical examination at the war time showed 40% of the youth had some mental hazard and it originated the progress of psychiatric development. To try to find the defects of individual is not the thing to help them but to try to find the merit of the people. The importance of behaviorism. The individual expression.

Why Japanese women getting so many fits? Because the maladjustment of their lives within their environments. In Europe hereditary explanation owing to their feudalistic social system. In the State they put more stress on the environment because they have no feudalistic system. But now-a-day, Mr Alexander explains, in country side, in the States, people now coming to community for their individualistic ways of living. They are coming to be restless and listless. They are not stable and struggling between themselves. 30% of the clients who visit general hospitals in the States are those whose nerves are broken. "The Snake Pit" would show you the reality. The reflection of this social phenomenon influencing plenty on social works.

We can adapt some of these aspects to our public assistance program (Mr Merkers) To supply less money to the needy to help. That is the interpretation done by a hundred questions and answers. (by Mr Mackerson) Less money than proper will in the long run cost much money. In New York City, they organized Family Economy Section to provide efficient knowledge how to budget their livelihood within their income. Those people who were rejected because of their laziness to work now included as eligible persons and the thing to do is to see by what reason they are not willing enough to work. We cannot handle the man alone, we should consider the family members. How about the relative assistance. If we follow our old customs and ask the relatives to help their brothers and parents strongly, it might be in a long run, will destroy the relatives altogether. Can we exclude the concubines or prostitutes from the eligible clients?

"The Talks with a Social work beginners". We got the 6 points from SCAP but we Japanese cannot follow the points until we get the principle behind the points.

Here is a an old women who raised 6 sons and those sons are having good means and minsei-iiin refused to assist the lady. But it not so clear to settle so easily. The lady now having 6 daughter-in-laws and plenty of grand children. She can not do anything by herself. She must consider each of the people involved, and there might be some reason to help the old lady by public fund. We must have the fullest consideration of the lady. We can expect from the relatives some comforts, present, kindly attendance to the lady rather than of monetary help. We must have braods hearts to ignore small lies or trifling tricks done by the needy.

plan

We got a severe criticism against the in-service training held last October from SCAP. We were too busy to fix everything. We were getting quite big recommendations these days and could not find enough time to settle everything in a shape. We recognized a little failures of the last training. How about you prefecture people, how to utilize these meetings. Some of you asked the ministry to act more forcibly but truly the business is laid on you prefectures and democracy also requires it.

Question Kumamoto-man question: Why we should have independent in-service training only for this social work? We had before the supervisory function. We had been having conferences before. That was rather the handing over the interpretations of laws and regulations the prefecture had got from the ministry to the lower level. We never went into the way how to work with the laws and instructions. Does this in-service training mean to give the knowledge to the officials how to stand up and act with the laws and regulations?

no answer
Question Kagoshima: We are not having any positive planning of the final set up of the system and if we work towards those people who apply by their own present conveniences and in a few months time when the system fixed then most of the persons who studied might want to resign or most of them are not good enough to meet the qualification. Once appointed, it is very difficult to discontinue them when it revealed they are not meeting the qualification. We had a big discussion with SCAP people. They asked very much but we worried to set too high a standard for welfare officials, so finally we persuaded SCAP people with very low standard of the qualifications. As an ideal we should have well qualified professional workers but in reality we must content with the people we can get.

I think if something going wrong, we expect big increasement of public assistance money (¥1,500,000,000 to 50,000,000,000) and if the welfare officials (home visitors) are not on the ball, we think big change. If we get good home visitors, then we would not get big change. We should spend much money to hire good home visitors, ^{it} is the economy of the program.

Answer Mr Kuroki: We had discussed the points whether we are tight or liberal at present. Some are tight and some are on the other side.

Fukuoka: A little increasement might occur. Ministry, SCAP people says, their are scientific method to define the needs and we are always accepting the entraty and following their instructions.

Kagoshima: Tight! Minsei-iin were quite active to tight down the needy's living. No more pressure from them, means big rise in Kagoshima Pref.

Kagawa: 1,700 minsei-iin are doing the job and if new home visitors start, I think we can control more the less numbered workers.

Tamama: 10% business of the community should remain. City new reorganization revealed some increasement of the case loads.

Takahashi: 10% should be retained or increased up to 20%. To allocate to the community a home visitor, but some village are quite too small to have a visitor. One of the most important points is to stop exceptional assistance to the needy (10% business of the village) and the importance is to make the village mayor alert enough to handle the program. If no money is subsidized from the village, the mayor or village assembly with general people would not pay any attention to the program.

SCAP people's story: It depends on Japanese people themselves whether they want to have good society to establish.

Problem. Training how long?
How much travelling expenses? ¥4,000 *(as combined)*
How about the area set up? (gun or community)

Ehime: How about the in-service training. Are you going to issue another instruction? No, Ministry wants you to start as soon as possible to designate the responsible persons. Ministry decided finally to get the 2136 full paid officials as gun officials (pref officials) and they will stay in gun offices as supervisors. They will be distributed before long. Cities would have some

allocations because prefecture had already promised to allocate some to the cities.

May 31. Mr Kuroki

The concept: The true sense of training is synthetic, comprehensive, educational activities to equip the officials to make them efficient enough to act as such by developing their own abilities.

The man in charge of the training: In Hyogo prefecture directly under the supervision of welfare department chief, they organized an office of the training. Anyway the Ministry wants to have independent agency for the purpose separated from the other functions. They should be the person only to effect the training, they should not be the person to have any power to control the staff. He is the organizer of the training institute. Coordination and liaison between the supervisor and the training organizer.

In-service training promoting council. In Miyazaki and Ehime there are training organization within the Welfare Sections and child welfare program are controlled by the planning board.

In Kagoshima and other prefectures, those big sections are having acting section chiefs aside from the chiefs. They think these acting chiefs will be the best persons to be organizers of the in-service training program, because owing to the tight control by the personnel sealing, it is quite impossible to get new opening for the new officials. They all complain that Hatsu Sha 72 is too weak to persuade the governors to follow. Miss Brugger says, Mr Kuroki tells to her, they cannot rely on the ministry only. Democracy starts from the bottom. Equilibrium Fund will permit them to have the organization fully if the persons concerned are efficient enough to ask and have the system. Mr Kuroki also adds that in the latter part of the year "if" ministry can allocate 80 to 100 full paid officials to each prefecture, and if you have no acceptance organizations in your departments then there would be no way to get them. So please quicken the organization to form and make ready to meet the chance.

Kumamoto: Give higher grade of position to the man in charge of the training

Objectives of the training: City, town and village officials and gun officials and especially those unexperienced officials who would be employed at the newly organized welfare districts. "Job Description Handbooks" should be prepared. It is not so difficult to prepare the job description.

Mr Kuroki criticized the training planning he got from the prefectures saying that there are ~~and~~ no changes at all, they are just the same way you had before. There are no epoch-making changes. Kumamoto says that the appearance might be the same but the contents are quite brand new.

"The Ways to Train". The lecturing in classroom system is not the only way. Discussion or demonstration ways and utilization of the libraries.

Mr Jerald's speech
Mr Yano's speech
Miss Randolph's speech
M

Mr Kuroki: Today we got very clear idea or distinction between the supervisor and in-service training. Not so clear it was to me before. If it is alright as Miss Randolph's way we will change the ministry instruction. On Basic Book Mr Pott's talking is not so clear. Mr Kuroki had a big time to adjust the things by Miss Randolph's talking. Miyazaki people still worries too much what the distinction between the supervision and the inservice training. Will there be no conflict between two functions. All confusion and mess! You spoke out very clearly and forcefully everything. These two days they were listening to so clumsy talking from ministry people, mainly from Mr Kuroki. They lost their way to follow which I sincerely want you to waste your time a little more to repeat and repeat the points again and again.)

and convince the governor the importance of the program

Mr Yoshida (Ministry person): New reorganization area of welfare.
How many cases a case worker can handle a month 30, 50 and 70?

How many welfare people can we pick up from the villages and towns within a gun? About ten from each gun?

Nagasaki prefecture has no hope because village salary is much higher than the prefecture standard, so no one wants to shift at present. Tax office had tried to pick from the communities their people and failed completely. How about the minsei-in? I told them, In Kochi city they appointed 8 minsei-in among ten case workers newly employed.

Whether those new officials would be eligible enough to be trained fully within 6 months? The ministry is planning to have 6 months training courses for the newly employed persons. Oita says it might be foolish planning how can so small a staff of Welfare Section supply 6 months lecturers fully for them. Only a week training, for example, Public Health Centers are getting trouble to get enough ~~daily~~ lecturers.

Kumamoto says how can we employ so many people to sit still for three months doing nothing. Now-a-days to increase one staff only, we must argue and fight with the governor to persuade him to see the necessity of the ~~position~~ ^{increase}.

Can we convince the governor to get so many staff and to train for 6 months and first 3 months they will sit still to get lectures? Tokushima man says, if governor approves, still we can not fully engage for the training courses for 6 months. For a few days, it is ok, they can be the trainers.

^{aki}
Mr Hayashi: References from the "basic paper": Social Welfare Business is concerned with human behavior and feeling, so it is not the reasoning or knowledge but it is a matter of feeling. It is not the mathematical calculation. I rather hate the words, training, supervision but I prefer the words cooperation, coordination to work together. You must be patient enough when you treat the students. Failures are important. By failures, we can learn much. They are the step stones to advance. Social works mean failures and accomplishments.

Kinds of institution: Institutions are organized by the law and regulations. They precede the institutions, but at present we have some old institutions which are not regulated by the laws. Classifications would make 50 kinds of the institutions.

Goals: To give the right of human being to the needy. To make the needy independent.

Direct goal: Specific goal of its own aims. Infant housing, child care institutions, orphanages.

Objectives: International average number of the needy ranges 3% - 5% and number of protected is 70% - 80% of the needy in Japan. When we inspect institutions you must be sure to see the order of the day of the institutions. When you supervise the institutions you should be sure enough to have job descriptions of the staff. Efficiency of the treatment of the protected people. Giving enough food. Relation and coordination between the staff.

Examples: Protection institution;
The Aged Home: I made a visit to an Aged Home. The way of supervision to the Aged Home should be a way of coordination. If your visit get no welcome attitude, you never worry step in the institution.

Philosophical background toward the aged. What is the aged? We had the aged institution 1,300 years ago in Japan. Mibojin (widow) should not be used as one sidely. it means both widow and widowers.

Those widow with children at 35-40 years old, can they be independent enough after their children is grown up? No we must foresee, there will be a big increasement of the needy widows to be protected in the Aged Homes after their children is grown up.

Standard of the assistant: Staff and facility are the important points to supervise. Sanitation and fire prevention and stability against the quake.

The treatment: Job assignments to the protected. Wages, Clerical supervision. Nurses are the persons having close contact with the protected persons.

Nurses are the persons having close contact with the protected persons. Job description of the nurses: To get up earlier than the old aged people to make sure whether the protected people are ok. Nurses should have the insight to ascertain the health condition of the people. Relation business between themselves. To take care of the belongings of the people. Reasonable job placement to them. Give wages? 80% to the worker, 20% to the institution for those people who cannot work. Proper diet. Health and sanitation. Give bath daily. If you want assistant to the nurse among the people protected give no permanent position, at least 6 months at the longest. Nurses should be the people who can enlighten the people. Nurses should take meals with them sometimes in a week.

Protection Institutions by Mr Hayashi (institutions for children) Don't give hospitalism to the children. Healthy or not. Intellectual, (attending ordinary school). Moral, mental guidance, companionship, religious guidance. In public institutions, religious problem might be very difficult to handle but very important and could not be ignored. Any religion can be worshipped. You might have a big time to persuade the assembly members to make them perceive the importance of the program.

Give home atmosphere to the children Nurse (sisters)

Those who live with the children should get up earlier than them. Those who

Guidance of livelihood: Send them to school or day nurseries. Assorting of the clothing and washing. Relation with the principle and also with school teachers. Ask what happened at school. Give small tea. Sweeping of the garden by boys and inside by girls. After supper, study by the grade. Mostly the protected children attain better marks than ordinary children at school. On Saturday some recreation. Overall sweeping in a week or twice a month. Give holidays to nurses twice a month. Twice a year physical examination by the doctors. Once a month weight measurement. Are they taking meals well? How many times of bath in a week? Sanitation: Fly proof to kitchen, dining room and toilet. Fire prevention: Fire demonstration not too frequently. How about nail cutting? Don't criticize them in front of the children.

a biggest discovery done by the welfare program means the classification of the (needy) children.

(Armstrong's writing in 1937 ignores the delinquent children. If they commit crime they are criminal. Treat them just as criminal)

Affection is not the only thing to protect the children.

Minimum Standard for the children institutions.

You must study the laws in general when you are going to pay visits to institutions.

Mr Tokunaga, Welfare Ministry Child Welfare Program

General aspect of the program: Why the child welfare officials appointed about two and half years ago?

Reason: When the Ministry preparing the law, we considered we must have assistant just as minsei-iin to protection program, but the child welfare program is quite big to be handled with jido-iin so we wanted to have two kinds of jido-iin, one volunteers and other the paid. But at the Diet, assembly people thought it would not work, and finally decided to have full time officials on the other side. They thought the importance of the volunteer also, so they kept these people as volunteers. ~~But~~ at the time it was quite a pioneer field and we had a lot of experimental points from the start. *al*

Position of the officials: 2nd class officials not too young. We never thought so much of the case working business at the time, so later we changed the position to include 3 class also because case working became the most important business for them so they should be quite young to get out the office and to do field jobs. Physical stamina: ~~135~~
Present conditions of their activities: At present 455 (373 at the start) officials throughout Japan.

Educational background: College 241 (male) 23 (female); Middle 28; primary 1; Others 32.

At the beginning of the program the officials mistook their jobs just like the jobs with school inspectors supervise the school activities. Naturally they had resigned soon. *to*

The contents of their jobs: To grasp the general idea of the area assigned. The trend or tendency of the area. Then individual case working.

Shortage of institutions! Increase of the institutions!! This is the cry, but how can we meet the need? Better utilize the private homes. The big increase of foster parent system shows the trend.

Foster parent:	1285 (March 49)	4153 (Oct 49)
People protected:	1368 (")	3278 (")

Group case: Do not occupy the time only for group case. It is the means only toward individual case work. Some are trying group work only for that sake.

Liaison and coordination: Relation between the other organizations. Some of the officials having their seats in other organizations not in their own offices. So it tends to isolate and cut off them from the organizations and results some hardship to work. So relation and coordination with the other sections become very important.

Result: How many cases an official can handle? 20 cases they are handling at any time. An efficient official in Hiroshima Pref. had continued cases from preceding month (May 1949) 35 and 19 cases added in the month, June 49 and it happened to close 19 cases at the end of the month. So it shows an official can have 40 or 50 cases in a month. But this workers we think one of the best typed so the case load might be exceptionally high. *big*

Training:

1. Aim: Those person who can endeavor their effort for the social welfare. To be an efficient official to get good knowledge of how to work.
2. Contents:
 - a. Attitude of the officials to the people. Officials' Charter should be prepared
 - b. Fundamental knowledge
 - a) Mental hygiene
 - b) Child psychology
 - c) Health and hygiene
 - d) General social works (case works)

- c. Administrative ability establishment
Study of the laws: Child Welfare Law, DLSL, Education Law, Labor Standard Law and other civil laws. The necessity of the compiling welfare people's manual.

- d. Techniques: Practice (demonstration); Observation

Questions and Answers: If the foster parents shift to other prefectures, at present the original prefecture should borne the responsibility to the last. But it is quite unpractical. Ministry answers that should be done at the present prefectures. But Miyazaki prefecture complains at present it is not workable and want the ministry to give clear instruction to the point.

The ways: a. Training courses, national wide (bloc units) and prefectural. In service training unit is going to be organized in each prefecture so t raining program of the officials should be coordinated with the unit. It might be better to send some person from the unit and some welfare officials from the section whenever ministry opens training courses.

b. Mutual study: Monthly studying meetings with concerned persons. Bloc Child Welfare Center chiefs' regular conference would be a mutual study facility if the child welfare attend to this conference to study when the conference is held in their own places.

General meeting of child welfare section: Sub meetings at a time is rather valuable and important to attend.

Supply of materials from the ministry: Free distribution and recommendation of those reference books.

Guidance and supervision: Revision of the Law says: "The expenses should be borne by the prefectures and the shortage would be met by the equilibrium fund. Now it would depend on each prefectural attitude toward the program whether it flourish or not.

Kochi: Are their two different training courses for social welfare officials and child welfare officials? The Ministry says, "No, both should be combined together. The social welfare officials are aimed to get general knowledge of the job. The child welfare officials are aimed to get narrower and deeper idea of the job? Mr Tokunaga of the Welfare Ministry said the Child Bureau people do not decide yet. We are only think to have independent trainings. Ministry at present have synthetic unit of the training courses.

Kochi: We are now having a kind of in service training of the newly employed officials making the senior officials to be the supervisors or instructors. If organization getting staff member from welfare section and child welfare section to organize, the less staffed child welfare section would be the victim of the planning. Ministry explains the in-service training unit would be organized by the staff members picked up from all the sections as many as they can afford but they are not all the full time workers. Some can be part time workers according to the requirement. Physically handicapped officials also should be considered.

Nagasaki: As far as we have heard, the child welfare business tends to treat the problem children only. Why can we not cover all the children regulated by the constitution or by the expected Child Welfare Charter. Ministry answered, "Up to now our child welfare program intended not only the protection program but also preventive program from the delinquency. After the war, all the children were deemed needy, so all the children once included by the program. But child welfare generally done at home and at school and at the community, so special child welfare work area should be established to the area where children need the protection, so naturally the area coming smaller and smaller according to the degree of the rehabilitation progress. So we ministry people only attempting to accomplish the business