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COPY

2. Format

a. The supervisor's checknote will include:

- (1) Name, job title, grade and salary of employee.
- (2) Period of service covered by rating.

b. Attached to the checknote should be the following inclosures:

(1) Copy of employee's official current position description.

(2) Statement of performance requirements necessary to insure "satisfactory" performance. (See Part II, par. 4, for detailed explanation of requirements) A separate paragraph should be devoted to each of the following:

- (a) Extent of supervision received.
- (b) General statement of duties and responsibilities.
- (c) Quantity of work required.
- (d) Quality of work required.
- (e) Conduct requirements.
- (f) Attitude requirements.
- (g) Special job requirements.

(3) Statement showing how employee's performances exceeded the satisfactory performance of the requirements outlined in accordance with par. 2b(2) above.

(4) Supporting evidence, such as examples of outstanding work, production records, commendations, or other evidence or unusual results achieved.

c. Each supervisor in the chain of command through whom recommendation is submitted will by additional checknote, add his comments and reason for recommending approval of the action.

d. In addition to general comments required by par. c, above, the Chief of the Staff Section will add the following statement with respect to employee's conduct:

"The conduct of recommended employee, both on the job and during off-duty hours, has indicated compliance with the letter and spirit of this Section's requirements and general command stipulations (SCAP Cir. 20, 1950) sufficiently to reflect credit to the service."

775 013

3. Justification. The recommending supervisor and Chief of Employee's Section should be prepared to appear before the Committee, if called, to justify the recommendation verbally and answer such questions as the Committee may have.

4. Additional guides to be observed by supervisors in recommending "outstanding" performance ratings are contained in Appendix "B".

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C O P Y

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PART II - The Evaluation Process.

1. Before considering the method for making appraisals, it is important to note that such appraisals must be based upon factual evaluations, not impressions.

a. Evaluations are:

- (1) Based on adequate facts.
- (2) Made on requirements carefully set as basis for comparisons.
- (3) Results of considered judgment.
- (4) Impartially arrived at.

b. Impressions:

- (1) Are based on few facts.
- (2) Provide little or no sound basis for comparison.
- (3) Result from use of snap judgment.
- (3) May be partial and unfair.

True evaluations are based on (1) getting the facts as to the employee's performance and (2) Comparing them to the requirements for the job.

2. The evaluation method. The chart below provides a method for use in employee performance evaluation. The arrows pointing from "Get the facts" to the "Job" and "Employee" columns indicate that there is a relationship. The facts gathered about the worker would give a fairly good picture of what he is actually doing. Similarly, the facts about the job would give an equally clear picture of what should reasonably be expected of any qualified employee.

EMPLOYEE PERFORMANCE EVALUATION		
THE SUPERVISOR	THE JOB	THE EMPLOYEE
Gets the facts	<u>Duties</u> Tasks to be performed Skills used Responsibilities involved	<u>Performance</u> Production record, rate of progress Quality of work, errors spoilage Attitude toward job and other employees Safety record Commendations or censures Response to corrective action
Makes Comparison	<u>Requirements</u> (Performance expected) How much How well In what manner should work be performed (or responsibility met) for work to be satisfactory. Picture of what is expected for satisfactory performance in this job.	Picture of what is accomplished by this employee.

3. Obstacles to sound evaluations. Attention of supervisors should be given to some of the things which tend to impair judgments. For example, there are times when one single part of an employee's performance may exert sufficient influence so as to color every aspect of his work.

- a. Overshadowing: After an employee has been insubordinate, it is very difficult to evaluate him as satisfactory in any respect, even though the quality and quantity of work he does is perfectly acceptable.
- b. Prejudices: Appearance, race, nationality, sex, age.
- c. Partiality: Friends, lodge brothers, relatives.
- d. Softness: Tendency to "be good" to everybody.
- e. Spinelessness: Unwilling to take the risk of an unfavorable decision.
- f. Hurry: Failure to take time to do a good job.
- g. Insufficient or incorrect information: Failure to get all the essential facts before making evaluation.

4. Performance requirements. It is mandatory that every supervisor determine the performance requirements for each job under his direction; and that he discuss these with the employee affected (CPR P-4, Sec 2). The primary objective is to discover what performance is actually needed to achieve adequate results. Basic steps are:

- a. Quantity of work, or determining how much work should be expected. This element does not have the same importance in all jobs. In many jobs the flow of work is controlled by some outside situation, or even by an automatic machine. People engaged in research and some forms of administration normally are not expected to meet quantitative requirements. Where the work produces tangible results which are easily measured, as in many shops or offices, the quantity of production is important.
- b. Quality of work, or determining how well the work should be performed.
 - (1) Perfection should not be set up as the goal. Employees are people, and as such are subject to normal human frailties. To expect perfection is to court disappointment. Perfection may be the ideal, but it should be set up as a continuing requirement only when the work actually requires it, in work that involves risk of human life and national security.
 - (2) Reasonable allowances for mistakes, errors, and spoilage should be made, though carelessness resulting in errors should not be tolerated. In shop work terms of tolerances are often permitted. Even in banking, where errors in computation would be very serious, perfection is not expected of the individual, but is arrived at through checks and balances which rapidly uncover errors.

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C O P Y

PART IV - The "Outstanding" Rating.

1. When the supervisor feels he can justify all of the following criteria after appraisal of an employee's performance he should prepare a recommendation in checknote form, forwarding through channels to the Civilian Personnel Section for administrative check and submittal to the CHQ Performance Appraisal Committee. Conditions which must be met are that:

a. The employee exceeds the requirements in all aspects of his work to such an extent that each would be considered worthy of a commendation.

b. It can be demonstrated that positive constructive results have been achieved.

c. The performance is typical of the entire period over which the rating extends.

d. Performance represents actual accomplishment rather than merely extra effort.

EXAMPLE - PERFORMANCE REQUIREMENTS

Personnel Technician

Classification Act

GS-12

Supervision Received: Under general supervision of Utilization Branch chief or a Section chief (Employee Development, Employee Service, Utilization Methods). Serves as project leader or team member on any one of a number of phases of the Utilization function in Civilian Personnel.

Duties and Responsibilities: Works in any phase of utilization, e. g., recruitment, placement training, supervisory techniques, efficiency ratings, employee services, etc. (a) Studies program and operating problems of utilization function throughout the Army Establishment; analyzes problems and devises solutions. (b) Develops program material designed to fill needs of Army Establishment by review and analysis of inspection reports, direct observation, by contact with Service and Army representatives. (c) Drafts policy and regulatory issuances, or revisions to existing policies.

Supervision Exercised: Personnel Technicians, GS-11, as assigned, and clerical assistants.

Quantity: Tangible evidences of work largely written. Quantity of production will vary greatly with difficulty of assignments, amount of research required, and other factors. The general production requirement is that incumbent will indicate a target date for major assignment (or phase of an assignment) in collaboration with supervisor and will advise latter of circumstances which would prevent meeting the goal. The objective is to reach an understanding of reasonable expectation as to individual major assignments.

Quality: Written materials should be produced in draft form sufficiently in accordance with accepted principles of sound personnel management that drastic revisions will be kept to a minimum. This involves responsibility for pre-planning, outlining, and securing preliminary agreements as to content and method of treatment by principle reviewing authorities. Style and language will be adjusted to the reader audience and established formats. In situations requiring professional judgments, decisions will generally be sound in relation to the objectives.

Conduct: Absences from work station will be arranged in advance except for emergencies (which will be reported promptly). Accepted standards of behavior will be met in the office and conduct off the job will reflect credit on the civil service.

Attitude: Because the objectives of Section are but a part of the total Division, responsibility for personnel administration and management in the Army Establishment, the technician is expected to collaborate fully and willingly with his colleagues. This implies ability to see other points of view, make concessions, and collaborate effectively with others. On the other hand, it includes the ability to state and defend his own point of view with equal effectiveness. A high degree of loyalty to the job should be evidenced in contacts (and conversations) with others.

Job Factors: Technician will be expected to keep himself informed as to advances, developments, and general progress in field of personnel management. He will maintain general knowledge of techniques and programs of work management and administrative management. He will maintain contacts with related programs in the Army Establishment, defense activities, other government agencies and private industry as will contribute to his own technical value to the Section. In outside contacts any commitments made for the Division will be in terms of clearly stated Division policies and procedures. Must be able to analyze information re field needs and conditions make feasible suggestions as to remedial actions, new techniques or project plans for better personnel management in the Army Establishment.

28 March 1951

CPR P 4
C 1

APPENDIX "B"

DEPARTMENT OF DEFENSE

GUIDES FOR PERFORMANCE RATING OF "OUTSTANDING"

The following guides will be

The following guides will be observed by supervisors in recommending and by committees in approving performance ratings of "Outstanding":

1. GENERAL GUIDES FOR RATING OFFICIALS AND REVIEW COMMITTEES.--

In accordance with legislative intent and Department of Defense policy, "Outstanding" ratings will be assigned only for work performance sustained at a truly exceptional level. It is expected, therefore, that such ratings will be comparatively rare and will signify such a level of achievement that its exceptional nature will be readily recognized. The following are general guides to be followed throughout the Department of Defense in recommending and approving "Outstanding" ratings:

a. Each "Outstanding" rating requires comparison of the employee's performance with the performance requirements of his position and a finding that each aspect of performance is outstanding and deserves special commendation. The performance, in order to be so recognized, must be typical of the employee's performance during the rating period, exceptional in accomplishment of recognizable results, and worthy of special commendation by subject matter experts and by higher levels of administration.

b. The achievements which are considered as outstanding must evidence positive and constructive effort; not the mere absence of negative or unfavorable factors.

c. The achievements must in all cases have resulted from the employee's own performance. This will not preclude ratings of "Outstanding" for employees who have been developed and motivated by their supervisors to the point of outstanding performance.

2. GUIDES FOR SPECIFIC ASPECTS OF PERFORMANCE - The guides below are designed to assist in determining whether a rating of "Outstanding" is merited. These guides are not mutually exclusive nor are they assumed to be all-inclusive. They are not to be applied or interpreted mechanically, but will serve to the extent applicable as a basis for formulating specific judgments in each case.

28 March 1951

CPR P 4
C 1a. Quality of work

- (1) To the extent that high quality contributes to the usefulness of the work produced, and establishes a recognized performance goal for others in the same line of work, achievement of quality standards far beyond normal expectations without sacrifice of speed or quantity.
- (2) Reduction in error rates (without sacrifice of speed, quantity, or quality) to so great an extent that normal checks have been appreciably reduced or eliminated, new performance goals established and achieved, and significant economies achieved.
- (3) Effectiveness in oral, written, or graphic presentation to such a great extent as to result in convincing recipients of the merit of the matter presented more promptly, more completely and more lastingly than could reasonably be expected of a highly competent employee. This should be demonstrable in terms of economies in time, money or materials; approval of program authorizations or appropriations in the face of significant obstacles; or evidence of widespread public recognition or support for a significant program.
- (4) Elimination of safety hazards and maintenance of safe working practices under recognizably adverse working conditions to such an exceptional degree that notable and superior safety records are achieved without sacrifice of quality or quantity of production. Initiation or maintenance of greatly improved safety measures which result in the achievement of an unusual safety record.

b. Quantity of work.- Sustained productivity, which exceeds the normal rate to a noteworthy extent without sacrifice of quality standards. Indicators of such a level of productivity may include accomplishment of objectives substantially in advance of reasonable deadlines; superior ability to meet abnormally short emergency deadlines; or adoption of exceptionally effective production short-cuts; and the establishment and achievement of new performance goals for other employees in the same line of work.

c. Adaptability:

- (1) Achievement in anticipating, meeting, and adjusting to new or changing situations with such speed

28 March 1951

CPR P 4
C 1

and resourcefulness that production of superior quantity and quality is not only unimpeded but is facilitated.

- (2) Application of such exceptional initiative in taking action to meet work needs and to eliminate obstructions that production of unusual quantity and quality is achieved with less than normal supervisory direction or checking.

d. Working relationships.- Positive and lasting contributions to the achievement of harmonious joint effort with and among coworkers and to the reduction or elimination of existing strains or conflicts. Sets an exceptional example for others in terms of interest in job, loyalty to groups and its goals and creating of favorable group spirit - which are evidenced by superior group accomplishments.

e. Leadership.- Creation or maintenance of a group which establishes a record of unusual accomplishments and to a notable extent attracts and holds productive employees. Achievement of unusual productivity through development of skills and abilities of employees far beyond normal expectations for the type of personnel involved.

f. Planning and organizing ability.- Exceptional achievement in planning and scheduling use of space, equipment, materials, and manpower so that-

- (1) Production or services are expedited far beyond normal requirements;
- (2) Work processes are greatly simplified;
- (3) Bottlenecks are prevented or eliminated;
- (4) New techniques are promptly developed or adapted, and utilized; and
- (5) Organizational or individual responsibilities are defined with such exceptional clarity as to prevent duplication of functions, costly processing, delays in completion of functions, and confusion as to degree of responsibility.

g. Problem-solving ability

- (1) Demonstrates exceptional speed and accuracy in developing or selecting most effective methods of solving problems before major commitments are made; assures that alternative solutions to problems are readily available for use when needed;

28 March 1951

CPR P 4
C 1

- (2) Demonstrates superior keenness and objectivity in reviewing processes under way, recognizing inadequacies as they develop, and immediately making such modifications as will accomplish production more speedily, safely, and effectively.
 - (3) Predictions and actions based thereon are ~~more~~ unusually reliable and valid and make possible most effective use of and economies in resources, manpower, and material.
 - (4) Is personally responsible for unusual contributions to developmental or applied research, recognized as outstanding by professional groups and by governmental and industrial organizations.
- h. Relations with outside organizations.
- (1) Representative of the department in negotiation with public, private, and industrial organizations with such effectiveness, diligence, and integrity that desired services, materials, or results are obtained with exceptional speed and economy.
 - (2) Handling of contacts with or services to the public with such marked effectiveness that there is convincing evidence of favorable reaction substantially beyond what would reasonable be expected, or so that negative reactions are avoided in circumstances where they normally would be expected.

3. OTHER CONSIDERATIONS IN PROGRAM ADMINISTRATION CONCERNED WITH RATINGS OF OUTSTANDING. -

a. Employees at all grade levels will be given proper consideration for ratings of "Outstanding."

b. The mere fact that an employee is performing duties above the grade level of his present position is not in itself a basis for an "Outstanding" rating. The actual work performance must be evaluated in relation to the requirements of the job for which the employee is paid.

c. Overtime as such will not be a basis for a rating of "Outstanding," but the accomplishments achieved during overtime will be considered.

d. Employees who have achieved ratings of "Outstanding" will be considered for such other awards as may be appropriate. However, a rating of "Outstanding" is not a necessary qualification for these other awards. All employees will be considered for such awards whether or not they have received ratings of "Outstanding."

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
APO 500

RWS/ml

KPW 050

20 March 1951

SUBJECT: Japanese Public Assistance Statistical Reports

TO: SUPREME COMMANDER FOR THE ALLIED POWERS
Attn: Chief, Civil Affairs Section (Public Welfare)
APO 500

It is believed that the inclosed memorandum (inclosure #1) concerns a subject of vital importance in the field of public welfare administration. The recent inauguration by the Ministry of Welfare of a completely new and different system of statistics and reports has focused attention upon the subject discussed. It is also believed that the memorandum is most timely and is directly related to a number of problems that are being encountered in all Japanese welfare offices at all levels of government throughout Japan. The Annex B-2s for the month of February, submitted by the eight Civil Affairs Regions have been reviewed, and it is interesting to note that in six of the eight reports, much concern is expressed about the problem of Japanese public welfare statistics and reports. It is the opinion of this headquarters that the recommendations made in the inclosed memorandum should be given careful consideration in assisting the responsible Japanese welfare officials in working out a solution to this complex problem.

FOR THE CHIEF:

1 Incl
Stat & rpts compl method
& recom for improvement
(in dupe)GEO. B. NIBLOCK, Jr.
Lt. Col., Infantry
Deputy Chief

KANTO CIVIL AFFAIRS REGION
PUBLIC WELFARE SECTION
APO 500

GH/es/ml

19 March 1951

MEMORANDUM FOR: Chief of Public Welfare Section

SUBJECT: Statistics and Reports Compilation Methods and Recommendations for Improvement

1. This study is based upon observations in the cities and prefectures regarding methods used in compiling statistics and reports. It deals primarily with the public assistance statistics within the cities and the operating minsei-in jimushos of Tokyo and the minsei anteishos of Yokohama and Kawasaki. The rationalization of organization and clarification of responsibilities of divisions and personnel in the cities has focused attention upon the extent of case worker time necessary for clerical work, and the new report forms sent down by the Ministry gives emphasis to the need for setting up better statistics compilation methods. The prefectures have lagged behind the cities in respect to reorganization, and again in the matter of centralization of general affairs and statistics, they have lagged behind.

2. The new statistical report forms prescribed by the Ministry for use beginning with the report month of January (due 15 February) were sent down (as is usual with Ministry instructions and policy) without implementing directions as to methods of compilation. Though instructions containing an elaboration on the items or interpretation of headings is out, the usual prefectural guidance, it was found, consisted of the prefectural department calling the cities in, passing out the forms, asking the cities to please get the reports in on time, and admonishing the cities to use care in making the entries. At every city visited, it was clearly evident that no prefectural department had any idea or attempted to explore possibilities in methods of compilation. Prefectural departments have been encouraged to include, in their manuals of procedures, sections on statistics and reports, yet in no manual is there anything definite to guide cities. What mention is made is vague and deals mostly with the importance of reports, the date due, and the importance of correct entry.

3. In the cities, especially Yokohama (big city) and the 17 medium-sized cities of Kanto Region, a general affairs section or division has been set up in the welfare section, charged with administrative services to the program divisions, including that of statistics and report compilation. It was found, however, that in all the cities visited with the exception of the Kanagawa cities and Chiba City,

SUBJ: Stat & Rep Comp Meth & Rec for Impr

19 Mar 51

the case worker is required to compile statistics for reports for his own area and case load. These then are forwarded to the general affairs clerk for tabulation. In effect, then, this necessitates that a complete report be made out by each of the case workers, a very duplicatory method, taking the case worker's time for clerical work when he is already overburdened with his case work, permitting as many different interpretations of report requirements as there are case workers, and making it impossible to spread the job of statistics compilation over the total month with resultant month-end overload. The time required for the case worker to compile statistics becomes important because of the shortage of personnel in some cities which often affects the number of case workers. Case workers are the newest additions to the personnel of the welfare sections, and it is seldom that the jobs of the case workers are filled first and the clerical staff second, and even more seldom that clerical positions are reduced in order to provide case worker staff. The usual practice is to retain clerical positions and to fill case worker positions as budget becomes available. Most cities have set a standard of between 70 to 100 cases (DLSL) per worker. Some, unable to obtain the standard number, have case loads per worker ranging from 100 to 200, and clerical time required of these workers should be reduced to a minimum. At the beginning of the paid worker program, the usual estimate was approximately 50% of the case worker's time on clerical work, a disproportionate amount due to inefficient procedures, excessive or poorly designed forms, and report and statistics compilation. The cities are moving rapidly ahead in simplifying procedures, and forms are undergoing considerable revision, so that within the next few months the major problems of forms will be solved and only relatively minor changes will be necessary. The principle of the individual file folder, universally adopted in Kanto cities, necessitates that some new method of statistics compilation be devised. Formerly, under the minsei-in system, the welfare office was a clerical office; the case work services being performed by the minsei-in, the individual file folder was not necessarily needed in the office and was seldom found. Papers were filed according to type, for ease in statistics compilation. The introduction of case workers handling individual cases necessitated the use of individual case folders, and this in turn necessitates that some new method of statistics compilation be devised which will enable a statistics clerk to secure quickly and accurately all the data needed from the case record without requesting the information from the case worker.

4. In view of the lack of specific instruction on compilation of statistics and reports and the inefficient methods employed in the cities, it was deemed advisable to initiate a project to establish a centralized statistics and report compilation procedure contained entirely within the general affairs divisions of the welfare sections. In Tokyo, the Kanda Minsei Kan in Chiyoda Ward is considered the pilot office from which developments are extended to other offices. Kawasaki (Kanagawa), Chiba (Chiba) and Kawaguchi (Saitama) were considered to be the leaders in the

SUBJ: Stat & Rep Comp Methods & Rec for Impr

19 Mar 51

Kanto medium-sized cities council from which the project would spread. Yokohama was treated separately, but its procedures and methods, as well as in other Kanagawa cities, are more determined by the prefectural department than those of cities in other prefectures. The developments in the Kanda office of Tokyo are described in memorandum of 31 January 1951. Final conclusions for the Tokyo-To plan were worked out 7 January at a conference at the To Bureau attended by the undersigned; Mr. Sekioka, chief of the Protection Section; Mr. Momata, chief of the Guidance Division of the Protection Section; Mr. Fujii, statistician of the Management Division; and Mr. Tsukamoto, chief of the Research and Statistics Division of the General Affairs Section. Mr. Sekioka had been previously informed of developments in Kanda, and Momata and Fujii had visited the office the day before to discuss the plan with Mr. Okuda and Mr. Kurabayashi. The To officials seemed to be somewhat astonished that a clerk in a jimusho could work out a system such as this. The To officials accepted the method as sound in principle and applicable to all To offices. Mr. Fujii, however, stated that the card worked out by Mr. Kurabayashi did not contain all the information required in the reports and had worked out what he thought was an improvement and one that would meet the needs. There was no great change, however, and the final form of the statistical card should not be a problem. Fujii, as is customary of too many officials who are not in close enough contact with operating offices, had included some items that a statistical clerk would not necessarily need, because "by glancing at the card, a person could tell all about the family." He was advised that this was not the purpose of the card which would have one, and only one, function - for the use of the statistics clerk in compiling statistics and reports. If the case workers desired or needed case cards, the cards should be designed to fulfill their needs which are for ready information, an entirely different purpose from that of the card of the statistics clerk who is concerned only with figures. It was also agreed that the To would write an article on the use of the card and statistics compilation which would replace the vague, general item in the present manual of procedures. It was suggested that Kurabayashi, who devised the original method, be asked to write the item and the To merely proofread it and reproduce it for applicability to the entire To. It is hoped that this will impress upon To officials in tangible terms, the need for the looseleaf binding to permit change and addition.

5. This discussion was carried into the need for a central statistical report sub-section in the General Affairs Section that could gather, compile, tabulate, and distribute all statistics and reports. Mr. Tsukamoto is chief of the Research Sub-section (Chosa Kakari, which handles statistics), but his division does not perform this service. Instead, each section requests, receives, and compiles all reports and then the consolidated reports are turned over to the Research Division for forwarding to the Ministry. Mr. Tsukamoto claimed he was responsible for "research," but it does not seem possible that a statistics clerk could do a competent job of research. Instead of the several program sections collecting statistics for the Statistics Division for research use, the

SUBJ: Stat & Rep Comp Meth & Rec for Impr

19 Mar 51

Statistics Division should have been compiling statistics for the program sections to study. Duplication occurs in the accounts and protection divisions of the protection section asking for reports from the minsei-iin jimushos, different in form, but containing substantially the same information. The statistical staff centralized into one office would vastly improve efficiency. All those present readily agreed to the need for this and its advisability, yet both sections were obviously reluctant to take the step. The Protection Section desires to preserve its independence and to have a complete operation within itself. The General Affairs Section does not want to assume the responsibility. The Protection Section claims that General Affairs is not interested in the reports; therefore, they are always late. The Children's Section reports were not gone into, but it can be assumed that the situation there is even worse, when one considers the multitude of reports required and the variety of workers and offices the reports must be gathered from. Most children's sections observed are hardly more than statistics compilation offices and the primary duty of providing child welfare services and supervision has been neglected. Since no improvement can be expected by sections' chiefs' voluntarily turning over the responsibility of statistics compilation to general affairs and general affairs' reluctance to assume responsibility and the "sectionalism" existing in the bureau, the only hope of remedy is action by the To Welfare Bureau chief to remove general affairs activities entirely from the sections and then, within the general affairs section, to set up a "Reports-Statistics" Division charged with compilation of reports for the entire bureau for transmittal to the Ministry and to the requesting sections or divisions. There should be much more efficient utilization of clerical personnel, and through the differentiation between administrative and welfare functions, should enable the program personnel to become more aware of their primary jobs and be freed of clerical work to perform those jobs.

6. A further refinement was suggested of sending the statistical cards to the To statistics division instead of retaining them in the individual jimushos, thereby removing the job of statistics compilation entirely from the 130 jimushos and 23 wards and complete centralization into a single office. While the To officials could visualize the process in theory, they deemed it unworkable in practice and the discussion was not continued. The new system at least should reduce the number of persons engaged in statistics compilation in the jimushos, from 750 (number of case workers in Metropolitan Tokyo) to 130 (one clerk in each jimusho).

7. In Kawasaki City (Kawasaki Anteisho) and Yokohama City (Tarumi Anteisho), statistics are not compiled by the individual case worker for later tabulation by the general affairs, but an elaborate system of routing the case record is employed and entries are made into a number of "registries" and indexes which are counted by the clerk for the final figures. The system is that set down by the prefecture and contained in their manual. A more efficient system then will have to come through a revision of the prefectural manual and forms. In Kanagawa cities, therefore, the prefecture has attempted to prescribe a

SUBJ: Stat & Rep Comp Meth & Rec for Impr

19 Mar 51

statistical process through the medium of forms, but because it must visualize processes and is not closely enough associated with city workers, its system is too elaborate and forms, cards, and indexes serve too many purposes and duplicate each other in purpose and content. Kawasaki City and the Kanagawa prefectural welfare section chiefs participate in the Kanto bloc medium-sized city council, a meeting of which will be held 9 February in Urawa and its plans should be influenced somewhat by the discussion there.

8. In Kawaguchi (Saitama Ken), the system of case worker compilation of reports for later tabulation was practiced, and the chief was puzzled as to how to go about completing the new forms which required more information than the former ones. He readily grasped the workability and desirability of the centralized posting system and was eager to visit the Kanda office for a view of an example. Since the system is simple, once understood and worked on, the Kawaguchi chief should have little trouble in setting up his system.

9. In Chiba (Chiba Ken), the reports had formerly been compiled in the general affairs division from account registries and case workers were not involved. However, with the new report forms, it was found impossible for the statistical clerk to secure the necessary information from the various registries and finally "because he did not know how," he had passed the report forms on to the case workers and charged them to compile a report for their own districts and case loads for tabulation by the general affairs. The section chief stated that the prefecture's guidance had consisted of a conference at which the forms were handed out and the cities were urged to get them in on time and have them accurate. No advice was given on methods of compilation. Two possibilities were outlined by Civil Affairs: posting on to a master chart from case records; and use of a statistical card. The chief and the statistical clerk felt the statistical card more practical and proposed the use of three boxes: one for the unchanged cards in which all cards are placed at the first of the month; one for changed cards which are transferred from the first box as they are posted; and a third for cards of cases discontinued during the month. Since the cards in the first box are unchanged, they need not be considered. The cards in the second and third boxes represent changes which must be tabulated, but the cards in the third box, being discontinued, are not returned to the first box as are those in the second, which are still active cases. The chief said of his total case load of 730, that not more than 200 cards would require change and it would be quite a simple matter for the statistical clerk to tabulate and correct the last month's statistics. He was not sure as to the exact form of the card, but agreed to work it out together with the procedures involved in such a system and inform Civil Affairs when it was completed. Chiba, therefore, should not present a problem, and the plan adopted there should eventually become adopted throughout the prefecture, as have other forms.

SUBJ: Stat & Rep Comp Meth & Rec for Impr

19 Mar 51

10. In regard to extension of this principle to Kanto Region, Mr. Okuda of the Kanda office spoke on his plan at the Urawa conference and distributed copies of his card and a procedural chart. There was great interest in the plan because of the timeliness in relation to the new report forms. It was also closely related to the agenda topic of payment of assistance grants; in many cities, for instance Maebashi, the case worker prepares the payment list for his own case load which, in the same manner as the statistical reports, is merely tabulated by the general affairs clerk. Using the same card devised by the Kanda office, it would be possible for the same clerk or an accountant to quickly make out the payment list without requesting such lists from the case workers. Some fear was expressed by delegates that the supervisors and case workers would not have statistics, but it was pointed out that this would not be the case; they would still have statistics, but the responsibility for compilation would merely be transferred from case worker to statistical clerk who would furnish case workers with any type of statistics desired. The possibilities of the system were obvious to certain delegates who had sponsored a preparatory study meeting on manuals. During the meeting, one prefectural delegate had made final arrangements for the second meeting with the prefectural observers present, and it can be assumed that a section on statistics and reports will be incorporated into these manuals and the basis will be the material and discussion at the Urawa conference. We can assume that, with slight variations, the centralized statistical card system of report compilation will become adopted in the 17 medium-sized cities and eventually be extended throughout each prefecture in Kanto Region through the prefectural observers and the manuals that are developing. In Tokyo, the Kanda plan will be extended by the To Bureau. In Yokohama and Kawasaki, some variation, but essentially a centralized statistical system should evolve with probable simplification.

11. This should set up a workable reports-statistics system in the cities in public assistance. There remains the child welfare reporting which has not been explored, but probably is very duplicatory and inefficient. It is recommended that further study be made toward centralization of statistical reporting from workers, centers, institutions, and of removal, insofar as possible, of this clerical task from the children's sections to a general affairs section of the prefectural departments.

12. The same would apply to National Health Insurance statistics, notoriously late and inaccurate. The administrative staff in some associations is often excessive, so much so that the cost of administration is so great that there is doubt that the insured gets a sufficient return in services from his premiums.

13. Within prefectural departments, it has been recommended that general affairs sections be set up that would assume from all the program sections, all responsibility for housekeeping and administrative duties and supply such services to the entire department. In this section should go responsibility for all accounting, correspondence and filing, personnel records, office supplies and equipment, and especially, all

SUBJ: Stat & Rep Comp Meth & Rec for Impr

19 Mar 51

reports and statistics. Requests for reports should be cleared with this division and it should be the responsibility of this division to set up and dispatch the report forms, establish the system or procedures for compilation, receive and tabulate the reports from the operating offices, turn them over to the concerned section or division, and if required, to forward copies to the Ministry. The centralization into a single bureau statistical unit should make evident the duplication of reports. Unfortunately, the organization of prefectural welfare departments is governed by Ministry recommendations set down in 1948, and those recommendations do not include a general affairs section. Consequently, each section has its own general affairs division though often parading under guise of names such as "Research," "Plans," or "Management" divisions (Kakeris), and each section gathers and compiles its own statistics independently.

14. Recommendations: The multitude of personnel compiling reports in cities, towns, villages, district offices, and prefectures can lead only to inefficiency, duplication, and different interpretations of statistical requirements. It is recommended:

- a. That the developments with regard to centralization of administrative services into general affairs sections in city welfare departments (including minsei jimushos and anteishos) be brought to the attention of the Welfare Ministry with special emphasis upon the centralization of statistics and reports compilation.
- b. That study be made toward elimination of, or reduction to a minimum of, the clerical and statistics-reports work required of case workers and that this be considered in setting standards as to case load per worker.
- c. That the aforementioned principle of statistics compilation be included in manuals of procedure for use of city, town, and village offices and any future welfare districts.
- d. That further efforts be made to improve existing reporting methods toward simplification of procedures, forms, and reports.
- e. That separate general affairs section be established within prefectural departments of welfare which would include a distinct statistics-reports division responsible for compilation of all statistics and reports for the entire department.
- f. That procedures be established which govern within prefectural departments establishment of report requirements; clearance to avoid duplication; methods of requesting reports from cities, towns, and villages, and field operating and supervisory agencies or offices; methods of compilation of reports from the field and tabulation, distribution to the requesting section or sections, filing, and dispatch to the Ministry of Welfare.

775 013

SUBJ: Stat & Rep Comp Meth & Rec for Impr

19 Mar 51

g. That training programs include courses for statisticians in the interpretation and methods of compiling statistics and reports.

h. That compilation of reports be discontinued in district office welfare sections and that towns and villages send reports directly to the reports-statistics division in the prefectural department.

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