

Research Topic: Actual and Desired of Community Welfare Assistance in Local Governments
: Approach from community development by public health nurses on the
subject of comprehensive support systems

1. Subjects and Objectives of the Study

In the communities where we live, problems are arising that cannot be addressed within the framework of the conventional social welfare system. For example, the complex issues faced by elderly people and their children as a household, known as the 8050 problem, are difficult to deal with under Japan's social welfare system, which has been developed according to attributes such as age and disability. Local governments must respond flexibly to these challenges according to their individual characteristics. The urgent task of local governments' community welfare policies is not only to provide public support based on the social welfare system, but also to form voluntary networks of residents, to create and operate mechanisms to protect basic human rights, and to build systems that support daily life in the community by linking these activities together. In particular, municipalities, as the basic local governments closest to the lives of residents, are expected to overcome the negative effects of stove-piped government and fulfill their roles as policy and implementation entities that comprehensively coordinate health, medical care, welfare, community development, and other activities.

The theme of this study is a series of initiatives (hereinafter referred to as "Community Welfare Assistance") in which local governments provide comprehensive consultation and coordinate services when residents need assistance in their daily lives, promote the development of social resources through the collaboration of local stakeholders, and build communities through the accumulation of such activities. This is the state of the art of community welfare assistance (hereinafter referred to as "community welfare assistance"). Focusing on municipalities, which are the basic local governments closest to the daily lives of residents, this session will examine the subject of "comprehensive support systems," which the Social Welfare Act stipulates must be developed by municipalities, and incorporate the perspective of community development by public health nurses.

With regard to the "development of a comprehensive support system," which was specified as the role of municipalities in the 2017 revision of the Social Welfare Act, and the "multilayered support system development project," that was initiated to realize such a system, efforts by municipalities are gradually progressing throughout Japan, but research results that structure and model these practices have not yet been sufficiently accumulated. Community welfare policies have changed remarkably in recent years, requiring the development of new research methods and the accumulation of research results in response to the changes. To contribute to this, the following three research objectives were established. The first is to identify the components of community welfare assistance in municipalities. Second, the case studies of municipal initiatives are analyzed using the components as a framework to draw a model of the actual community

welfare assistance provided by the municipalities. Third, through the construction of the components and the depiction of a model of municipal community welfare assistance, the issues in local government community welfare assistance will be identified and presented along with solutions.

2. Significance and Characteristics of This Study

The author has 25 years of experience working as a public health nurse in municipal government and has been involved in community welfare policies. From 2014 to the present, she has also been involved in prefectural community welfare promotion committees, projects by prefectures to support the establishment of comprehensive support systems for municipalities, community welfare promotion citizen meetings of municipal social welfare councils, and facilitation of workshops for the purpose of promoting community welfare in municipalities and sub-regions, while simultaneously conducting research on community welfare assistance in local governments.

The characteristics of this study are as follows. First, the study examined municipal community welfare assistance from the perspective of community activities conducted by public health nurses in public health nursing. Collaboration has been emphasized between the social work of social workers and the health activities of public health nurses in the community; however, exchanges between social welfare studies and public health nursing studies have not flourished. In addition, it is useful in social welfare practice to address the activities of public health nurses as collaborative partners and to identify their community welfare assistance activities.

Second, as a municipal staff member, she was involved in a series of policy processes from planning to implementation and evaluation of community welfare assistance, and she presented detailed case examples of such efforts and depicted the actual community welfare assistance in municipalities as one model. Although there has been an accumulation of research results obtained by interviewing and analyzing the knowledge of project managers, there are no research results that show in detail the process and development of collaboration with various subjects, facilitating and inhibiting factors from the standpoint of the administrative staff who actually participated as managers. Fortunately, the efforts of Gyoda City, which will be discussed in this study, have resulted in many published materials. These materials include those published as a national model project and detailed reports and papers totaling approximately 400 pages, and these materials will be carefully combined and detailed. In addition, as an auto-ethnography, the Trajectory Equifinality Model (TEM) was used in addition to the episodic description to provide a multifaceted and concrete description. Changes in social conditions and repeated institutional amendments that have occurred in recent years as a countermeasure for these changes are fast developing and diverse in content, and research methods for community welfare practice must also be developed in response to these changes. This is one attempt at that research methodology.

Third, she examined community welfare assistance through the abuse prevention activities of local governments. The welfare issues targeted by community welfare assistance include the "8050 problem," "social withdrawal," and "isolation and lonely death," one of which is the

problem of abuse. These welfare issues in previous research are often discussed as background for examining the nature of community welfare assistance. Although there are some discussions from the perspective of welfare issues, most are related to the system of self-reliance support for the needy, and none address abuse of persons with disabilities in the area of abuse prevention. This study focuses on abuse as one of the specific welfare issues, focusing on the problem of abuse of people with disabilities, which targets all generations. To prevent abuse, the understanding and cooperation of residents as well as relevant local agencies are essential, and the enhancement of daily community welfare activities will lead to the early detection of abuse. Local government community welfare assistance was examined from this abuse prevention perspective and developed into a component construction. The case studies in this study focus on municipalities where abuse prevention activities by public health nurses have developed into community welfare assistance.

3. Development of This Paper

The summary of each chapter of this paper is shown as follows.

"Introduction: The Environment Surrounding Local Government Community Welfare Assistance and the Significance of This Study" shows the background and the roles required of local government community welfare assistance. Section 1 describes the background and perspective of the study, including recent social changes, the accompanying legislation, and the changing role of local governments in community welfare. In addition, she indicated that the subject of practice in this study will be municipal staff, and that the administrative organization to which the staff members belong will also be the subject of research. In Section 2, the purpose and significance of research, and in Section 3, the composition and research methods of each chapter are described, and the composition diagram of the paper is shown. Section 4 provides definitions of key terms.

"Chapter 1: Administrative Management of Local Governments and Community Welfare" discusses decentralization reform (Section 1) and organization and staff (Section 2) in relation to community welfare to advance the discussion based on the characteristics of local government administrative management. Based on the premise that the comprehensive municipal support systems should be viewed and promoted not as welfare work in the narrow sense, but as community development and community planning in the broad sense, she discussed community policy (Section 3). To address the activities of public health nurses in Chapter 4, she discussed social capital (Section 4), one of the recent topics in the field of community health, as a related issue. Furthermore, public-private collaboration in local government administration is discussed from the perspective of social work (Section 5). Local governments need to realize unique and comprehensive administration in accordance with actual local conditions, and they need to play a role by going out into the community to engage in dialogue with residents, comprehensively understand the community and structural problems, and build a mechanism to solve the same, as an initiative of cooperative governance with the participation of diverse entities. The comprehensive support system created by municipalities is "a system in which residents can first

consult with familiar faces when they are in need, information is conveyed to the municipal office as needed, and further support is connected to specialized organizations, if necessary," and should provide a platform for community-based solutions to community life issues with the cooperation of residents and experts from related private-sector organizations. Local governments should be organized in such a way as to ensure an environment in which staff can play an active role in the community beyond the boundaries of their organizations, and to ensure functions to manage multiple departments and integrate policies. This chapter shows a policy process model that serves as one of the foundations of the analytical framework. Furthermore, she focused on a logic model that can show how individual projects produce results and ultimately affect residents and the community, as well as the chain of events among the elements.

"Chapter 2: Policies on Community Welfare Assistance by Local Governments and Analytical Frameworks in Previous Studies" shows postwar social changes and the transition of social security and social welfare (Section 1), the history of the establishment of the policy for a community-based society and the roles expected of local governments (especially municipalities) in community welfare (Section 2). She organized previous studies on community welfare, with a particular focus on analytical frameworks related to comprehensive support systems. What was lacking in the previous studies was a structuring of the work of community welfare assistance focused on local government staff, as well as analysis considering the characteristics and culture of the work of public officials. In addition, there was insufficient perspective to view general administrative staff as experts in administrative management. Chapters 3 and 4 fill in these missing perspectives and lead to the presentation of the analytical framework and model in this study.

In "Chapter 3: Community Welfare Assistance for the Prevention of Abuse of Persons with Disabilities in Local Governments," the legal system of abuse prevention in Japan was summarized (Section 1), wherein it was shown that the understanding and cooperation of residents and various related organizations are necessary to prevent abuse, and that this is one of the important issues to be tackled in terms of community welfare assistance (Section 2). The purpose of this study was to clarify the current status and issues concerning the efforts to examine community welfare assistance for all generations in municipalities by focusing on abuse of people with disabilities. Based on the results, the issues of local governments were structured into four layers, focusing on "area." These are Tier 1 (issues within municipal administrative organizations), Tier 2 (issues in the collaborative networks between municipal administrative organizations and related organizations), Tier 3 (issues in local communities in municipal areas), and Tier 4 (issues in prefectures). She examined the application of this structure to local government community welfare assistance and concluded that it can be used in analyzing community welfare assistance; in subsequent discussions, she has placed the first, second, and third of the four tiers, which indicate the role of the municipalities, at the foundation of the structure. In addition, multi-level governance of work related to the prevention of abuse of persons with disabilities was pointed out as an issue, the solution to which was to establish a place where the national, prefectural, and municipal governments and multi-agencies could collaborate as different policy actors, and to

institutionalize collaboration and establish methodologies using work flows (Section 5).

"Chapter 4: Public Health Nurses' Activities and Community Welfare Assistance in Local Governments" shows the characteristics of public health nurses' activities and the theory of public health nursing management based on "district management" (Section 1), and clarifies and models from the literature review the characteristics of "community development" conducted by public health nurses in local governments.

This is one of the models used to depict the reality of community welfare assistance in the case study analysis in Chapter 5, and is positioned as the basis for the model presented as the structure of community welfare assistance provided by local government staff in Chapter 6 (Section 2). Next, she clarified the current state of comprehensive consultations implemented by public health nurses in local governments through a qualitative analysis of the interview survey (Section 3). Furthermore, after organizing the relationship between the role required of municipalities in a comprehensive support system and the theories of previous studies, the components of work to establish a comprehensive support system in municipalities were inductively derived from qualitative analysis of interview surveys of municipal staff members. This component is utilized in the case study analysis in Chapter 5 and is positioned as the foundation for the local government community welfare assistance component presented in Chapter 6. Based on these results, she analyzed case studies of efforts made by public health nurses in two municipalities and concluded that public health nurses can comprehensively fulfill the roles required of municipalities in a comprehensive support system and that community-based activities by public health nurses are effective in promoting community welfare assistance (Section 4). Finally, based on the results of the study, a draft model is presented to depict the reality of local government community welfare assistance. These are "a local government community welfare assistance policy process model that shows the process of developing community welfare assistance with a focus on the area where collaboration takes place," "a community development model in local government community welfare assistance that focuses on people," and "a logic model that shows how individual measures and projects (systems) create outcomes and ultimately affect residents and communities" (Section 5).

"Chapter 5: Case Analysis of Local Governments' Community Welfare Assistance" first analyzes the national model projects in the early stages of the regional symbiosis policy to show the challenges of building a comprehensive support system in local governments (Section 1). These are "reform within the administrative organization" (reform of organizational management and human resource development) and "reform of the relationship between the administration and residents" (consensus building on the division of roles and cooperation between the administration and residents through the experience of support), and showed how the municipal comprehensive plan, human resource development plan, and community welfare plan can be used to solve the issues. It was pointed out that a certain number of professionals should be secured within the organization, even when outsourcing services, as a measure to address the lack of staff expertise in social work. With regard to project evaluation, she proposed the importance of qualitative evaluation, such as the demonstration of residents' independence and its change, which is difficult

to measure numerically, the state of cooperation among organizations, and the use of episode descriptions as a method for this evaluation. The next section provides a detailed description of the community welfare assistance efforts in Gyoda City, which the author was in charge of (Section 2). Based on the three models presented in Chapter 4, she analyzed the reality of community welfare assistance in Gyoda City and drew up the "Gyoda City Model." In addition, to clarify the factors that promote the activities of key persons in charge of community welfare assistance, she used episodic descriptions and the Trajectory Equifinality Approach (TEA) to examine the construction of a community care system for public health nurses in Gyoda City. This is an attempt at a new method of community welfare practice research (Section 3). Based on the results, four facilitating factors were presented. These are "creating opportunities for collaboration with residents and professionals from multiple organizations and actively involving staff," "creating a community where managers can discuss issues beyond their position, and creating an organization that can discuss and implement issues beyond the barriers of position and job classification, after synthesizing policies, setting organizational goals, and sharing said goals with residents," "redefining community welfare assistance as a community development issue and transforming organizational culture," and "linking the human resource development plan to organizational goals based on synthesized policies.

In "Chapter 6: Actual and Desired Local Government Community Welfare Assistance," a table showing the overall picture of local government community welfare assistance is presented and discussed as a summary of this study. The table shows the components by Tier 1 (within the municipal administrative organization), Tier 2 (networks of cooperation with specialized institutions for welfare, medical care, etc., within the municipal area), and Tier 3 (community-based initiatives within the municipal area and with the participation of residents), and indicates the areas covered by each component and the entities of practice to be managed by the staff in charge. In addition, the author's suggestions were added regarding the job titles and management roles that would be appropriate to be in charge of each element. Furthermore, since it is necessary to clarify which "area" is the target when discussing "comprehensive consultation" and "community development," the "target area for the system of comprehensive consultation" and "target area for community development" were structured. Next, she summarized the Gyoda City model, which depicts the actual community welfare assistance in local government through three models. In Gyoda City, the establishment of a comprehensive consultation system has promoted a change in awareness among municipal staff, made it easier to accept consultations in a comprehensive manner, oriented the enhancement of welfare networks, and developed into a forum for dialogue with residents. Through such dialogue, residents and the administrative staff shared goals, which led to support for cases discovered early by residents through collaboration between the government and residents. The residents and administrative staff involved in the support activities felt that their activities were expanding and overlapping with each other, and a consensus on the division of roles between residents and the government in community welfare activities was formed and matured. As for a limitation of the research method, she stated that the conclusions drawn represent the characteristics of the community welfare assistance efforts in

Gyoda City, but are limited to events in Gyoda City, and that comparative studies with efforts in other municipalities are needed to generalize the results. On the other hand, she was able to present one of the methods of community welfare practice research. The components and models of community welfare assistance presented in this study allow us to follow the project design of advanced municipalities. In addition, it can be utilized as reference material for examination in collaboration with multiple organizations and residents, and for consensus building within the organization, in light of the situation of the local government organization and the local community. Finally, the challenges of community welfare assistance in local government are reconstructed in terms of expertise, comprehensiveness, and continuity, and presented along with solutions. As for expertise, "expertise in social work" and "expertise as a public official" are required, and she pointed to human resource development, organizational reform, and the synthesis of policies and measures as solutions. Specific proposals included establishing a division of roles that takes advantage of the strengths of both general and specialized administrative staff, incorporating community activities as a method of human resource development, and creating an environment that allows time and care to visit the community and engage carefully with local residents. Inclusiveness and continuity are issues that stem from the characteristics of the organizational structure and administrative management of local governments. As a solution, she pointed out the need for staff to have a community-based perspective, such as "local responsibility," and mentioned the possibility of a regional staff member system as a specific measure.

In the final chapter, the conclusions and the issues of this study were described. The challenge is to accumulate research on local government initiatives and develop practical research methods. There is also an urgent need to examine the possibility of integrating social work and public health nursing theories and techniques, and to examine the conditions necessary to establishing the public health nurse as a key person in community welfare assistance. Furthermore, it is necessary to consider how municipal support by prefectures should be provided.

4. Conclusion

The state of local government community welfare assistance was examined on the subject of comprehensive support systems, and the following seven steps were taken to reach a conclusion.

1) The findings of community welfare in social welfare, social work, and local governance in public administration show the role required of local governments in the governance and practice of local welfare assistance. It was shown that regional welfare assistance is the activity that turns the policy process through collaboration with inhabitants and multiple organizations in the place of the cooperation of the region, and the policy process model and the logic model were focused on as analysis methods.

2) She organized the analytical framework for local government community welfare assistance in previous studies of community welfare and clarified the missing perspectives.

3) Through the problem of abuse of people with disabilities, the problems of local governments were clarified mainly in municipalities. Regarding issues, she focused on areas where community welfare assistance was developed, and structured the same into four layers.

4) Based on the theory of public health nursing management, the effectiveness of the method of developing community-based activities by creating a place for collaboration in the community with community responsibility was shown as a method of community welfare assistance by local government staff. The characteristics of community development by public health nurses were charted, and this was to be used as a model in the case study. In addition, by analyzing the interview surveys for municipal staff members, the components of the work to construct a comprehensive support system in municipalities are shown. Using these components, she analyzed the case studies of initiatives in two municipalities, analyzed the role played by public health nurses, and concluded that community-based activities by public health nurses are effective in promoting community welfare assistance.

5) Based on the above results, she has proposed three draft models for depicting local government community welfare assistance. These are "a policy process model for municipal community welfare assistance," "a model for community development conducted by municipal public health nurses," and "a logic model for consultation and support for cases between systems through collaboration between residents and government."

6) A case analysis of the establishment of a comprehensive support system for local governments was conducted. The paper describes in detail the actual community welfare assistance in Gyoda City, and draws up a "Gyoda City Model" of community welfare assistance, utilizing three models.

7) As a way of community welfare assistance in local governments, the components of work to establish a comprehensive support system in municipalities (including the areas covered by each component and the entities of practice subject to management, the roles of the job categories and managers in charge, and the structure of the target areas for comprehensive consultation and community development). Finally, challenges and solutions were presented in terms of expertise, comprehensiveness, and continuity. Specialization is required for "social work expertise" and "expertise as a public servant," and she pointed out the need for human resource development, organizational reform, and synthesis of policies and measures as solutions. Inclusiveness and continuity are issues that stem from the characteristics of the organizational structure and administrative management of local governments. As a solution, she mentioned the need for staff to have a community-based perspective, which is known as "local responsibility," and the possibility of a system of regional staff in charge as a specific measure for this.