

# The Supply method of Elderly Welfare Facilities by Social Welfare Councils in Mountainous Areas

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**Abstract:** This paper aims to clarify the supply method of elderly welfare facilities by social welfare councils in Yamaguchi prefecture. The results are as follows; 1) The supply methods of social welfare councils have been classified into 3 methods; local government facility establishment method, day care facility establishment method and various facility establishment method. 2) The supply methods of day care facilities for the elderly are newly-built and local government facility establishment type, juxtaposition and local government facility establishment type, a private house renovation and facility establishment type. And almost group homes are newly-built and facility establishment type. 3) The social welfare councils establish a day care facility which renovated wooden house, and establish group homes by using the lands of the local governments and social welfare councils after 2000. From the above, the social welfare councils only managed the day care facilities which established by the local governments before 2000. However, the social welfare council has established facilities by resident's request in the mountainous areas after 2000. As a result, a social welfare council has a large role in the area, where the number of the entries of a private corporation is small.

**Keywords:** Social welfare council, Supply method, Day care facility, Group home

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## 1. Introduction

A social welfare council is a private sector corporation established by introduction of social welfare act in 1950 and has played a major role in the progress of social welfare. Firstly, the social welfare council began to support for poor people after the war in collaboration with the administration. It was a private sector corporation, but it connected with the administration strongly. The home care nursing service was promoted due to increase of the welfare demand and advance of aging society after 1980. And, the social welfare council was an organization providing an indirect service, but it was required to provide a direct service. So, the social welfare council has started a food delivery service, a home-visit nursing care and a day care facility for the elderly and welfare service business and movement assisting service for people with disabilities and so on. The social welfare council was required to establish an aged person welfare facility such as a day care facility after nursing-care insurance system was introduced in 2000. However, it was difficult to establish the facilities in collaboration with the administration after long-term care insurance system was introduced, because the main body of the facility establishment shifted from administration to a private sector corporation. However, it should be noted that the number of social welfare councils that

establishing and managing a home-visit nursing care, a day care facility and a group home for the elderly increases in mountainous areas where entries of a private sector corporation are few.

In previous studies, there are accumulations of the study such as analyzing transition of a social welfare council 1) and analyzing the activities about welfare services such as a food service 2, 3). And, in previous studies of the field of building and city planning, there are accumulations of the study such as grasping actual conditions of the facility supply plan 4) and grasping the actual situation of the facility supply in a certain area 5). On the other hand, there are few accumulations of the study considering the role of an aged person welfare in the area by survey on the management form and location characteristics of aged person welfare facilities.

Therefore, this paper aims to clarify the supply method of elderly welfare facilities by social welfare councils in Yamaguchi prefecture.

## 2. Methods

This research adopts the following three methods.

### 1. Grasping the business contents of a social welfare council

The business contents of each social welfare council in Yamaguchi prefecture have been grasped by based on the status report. And the social welfare councils managing the aged person welfare facility have been selected out. 8 out of 20 social welfare councils manage the aged person welfare facilities in Yamaguchi prefecture.

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Table 1. Transition of a social welfare council

Year	Transition
1950	Establishment of social welfare business act Stipulation of a japan national social welfare council and a prefectural social welfare council
1951	Foundation of japan national social welfare council
1957	Publication of an action policy of a municipal social welfare council
1960	Prefectural social welfare council guidance staff reaserch council was held.
1962	Establishment of a basic outline poloicy of a social welfare council
1973	Establishment of municipal social welfare councils strengthening activities guidance
1979	Publication of home welfare service strengthening activities guidance
1983	Stipulation of a municipal social welfare council
1990	Stipulation of a government ordinance city social welfare council and ward social welfare council
	Addition of "Planning and carrying out the social welfare business" to a municipal social welfare council
1992	Addition of "Assistance of resident participation to the activity about social welfare" to a prefectural, a government ordinance city and a municipal social welfare council
1993	Establishment of "21 fureai network plan"
2000	Establishment of social welfare act
	Stipulation of position as an organization having a central role in promotion of the area welfare

2. Interview and questionnaire survey to a social welfare council

We conducted a questionnaire survey on the history of the facility establishment and management form to 8 social welfare councils managing an aged person welfare facility due to grasping the actual situation in detail.

3. Exploration

The building form of aged person welfare facilities has been clarified by the exploration of all the facilities. And, these investigations were performed from May 2014 to Nov. 2015.

3. Transition of a social welfare council

Table 1 shows transition of a social welfare council. A social welfare council was established by introduction of social welfare business act in 1950. And "Social welfare council guidelines" was presented as the direction of the organization. Firstly, prefectural social welfare councils were stipulated and promoted establishment organization. On the other hand, many municipal social welfare councils were also established in 1955. A social welfare council was established as a private sector corporation, but the organization connected with administration strongly, and functioned as a public organization. However, prefectural social welfare council guidance staff research council was held in 1960, and a social welfare council was stipulated as a private sector corporation again. Municipal social welfare councils strengthening activities guidance was introduced in 1970s, and the role of a municipal social welfare council became large for getting the opinions of residents. A municipal social welfare council was stipulated to promote the area welfare and to appeal the organization to citizens. The home care nursing service was promoted due to increase of the welfare demand, and a social welfare council was required to provide a direct service.

A social welfare council began to put effort into social welfare in 1990s, such as addition of planning and carrying out social welfare business. And, fureai network plan 21 was introduced in 1993, so a social welfare council became the organization providing direct services. After that, the social welfare act was introduced in 2000, and a social welfare council was positioned as an organization having a central role in promotion of the area welfare.

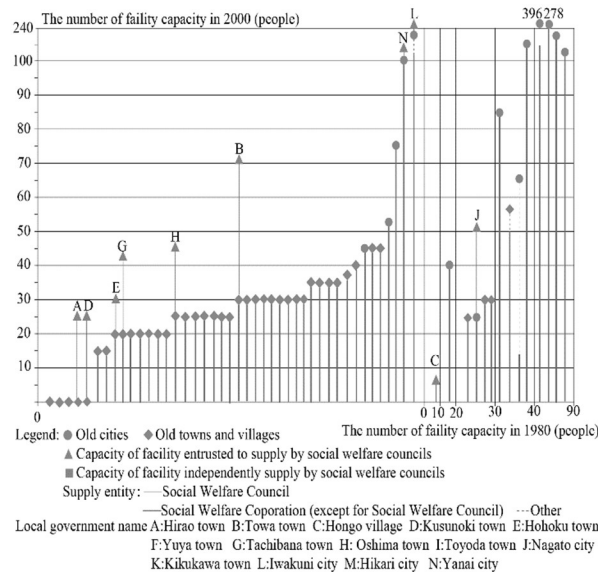


Fig. 1. Changes in the number of facility capacities (1990-2000)

4. Changes in the number of day care facilities

Figure 1 shows the changes in the number of the facility capacity in 1990-2000, and figure 2 shows the distribution of the facility fulfillment rate of facility demand in 1990. There were 42 out of 56 municipalities with the facility capacity of 0 people in 1990. However, facility development was advanced by establishing a day care facility with a special nursing home managed by a social welfare corporation in 1990s. It is characteristic that there was only facility managed by the social welfare council in old Kusunoki and Hirao town. And the facilities managed by the social welfare council were established in 3 old cities and 4 old towns, especially the facility capacity of the facility managed by the organization in old Towa town is the most with 44 people. The facility fulfillment rate of 1990 was 0 people/thousand people in the municipalities where the social welfare council entered except Nagato city. So, the social welfare council established the facilities in the undeveloped area in 1990s. In addition, the establishment of the facility managed by the organization brought a high maintenance service level.

Next, figure 3 shows the change of the facility capacity after 2000, and figure 4 shows the distribution of the facility fulfillment rate of facility demand in 2000. Most of the municipalities advanced facility development after nursing-care

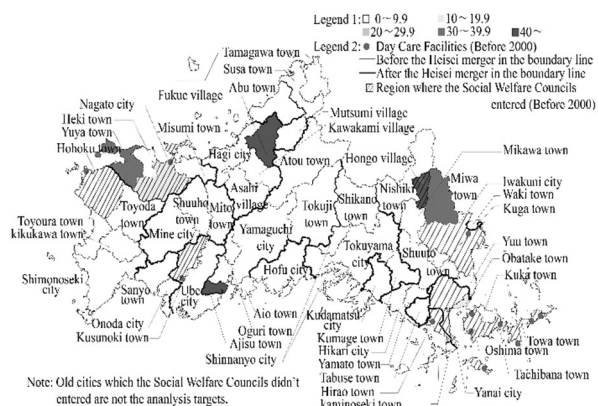


Fig.2. Distribution of the facility fulfillment rate (1990)

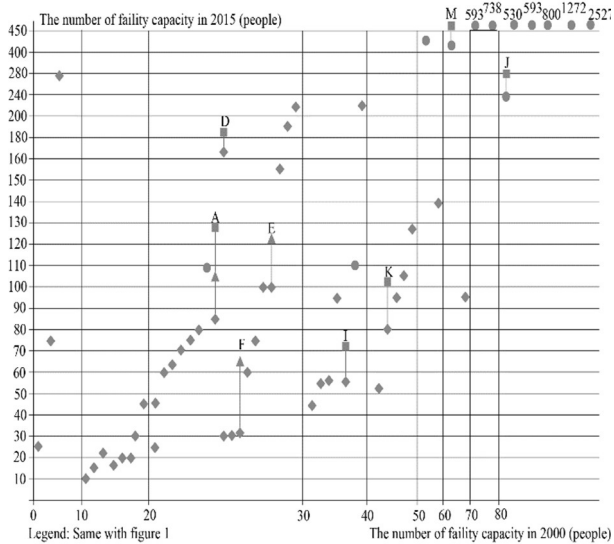


Fig.3. Changes in the number of facility capacities (2000-2015)

insurance system was introduced in 2000. The facilities managed by the social welfare council were established in 2 old cities and 6 old towns, and especially the facility capacity of the facility managed by the organization in old Hirao town is many with 40 people. The facility fulfilment rate was less than 10 people/thousand people in the municipalities where the social welfare council entered. On the other hand, there are many municipalities that the facility fulfilment rate was low and the organization didn't enter, so the other factors maybe affect the entry of the organization. From the above, it is clarified that the facility managed by the social welfare council was established in undeveloped areas. The establishment of the facility managed by social welfare council brought a high maintenance service level before 2000. And, it is characteristic that the number of the organization managing the facilities increased after 2000.

**5. The supply method of the elderly welfare facilities**  
**5.1 Facility management types of social welfare councils**

The social welfare councils have been classified into 3 types by based on the supply method of aged person welfare facilities. And, table 2 shows the results, table 3 shows the details of the establishment history of the facility established by the social welfare council and figure 3 shows plot of the facilities. The local government facility establishment method is a method that social welfare councils manage only facilities established by the local government, and corresponds to Iwakuni, Yanai city and Suo-Oshima town. All facilities were established before 2000.

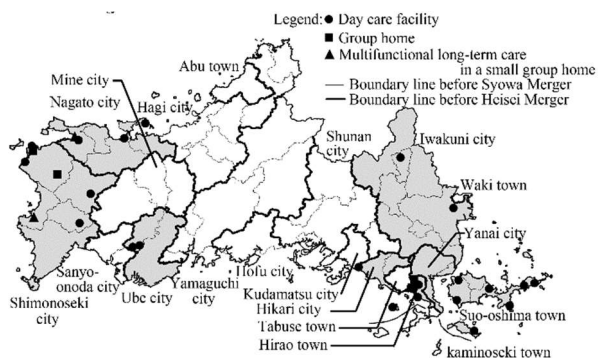


Fig.5. Plot of the facilities

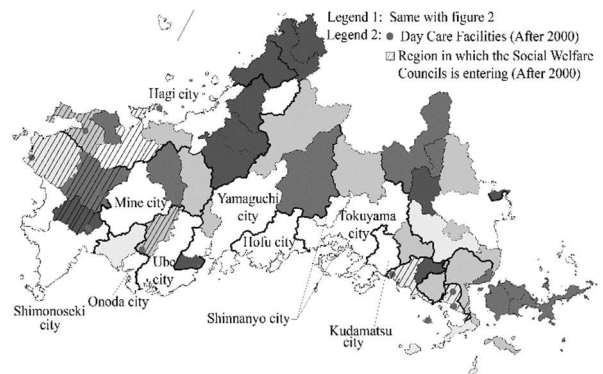


Fig.4. Distribution of the facility fulfilment rate (2000)

Many facilities were established in the islands such as Yanai city and Suo-Oshima town.

The day care facility establishment method is a method that social welfare councils established day care facilities on its own after 2000, and corresponds to Ube and Hikari city. About Ube city, the organization established facility K reused a wooden house in old Kusunoki town, because they felt necessity of the facilities for dementia people. About Hikari city, donation of a wooden house from residents triggered the establishment of facility M.

The various facility establishment method is a method that social welfare councils established day care facilities and group homes on its own after 2000, and corresponds to Shimonoseki, Nagato city and Hirao town. About Shimonoseki city, the organization established facility P and Q reused a wooden house to make an area base that residents can come freely in old Kikukawa and Toyota town in 2002 and 2004. After that, the organization established the group home a and b newly in old Hohoku town in 2005, and it is characteristic that facility b was established in the playground of facility N reused a nursery school. In addition, the organization established multifunctional long-term care in a small group home c reused a wooden house by requests of the residents in old Toyoura town in 2007. Therefore, there are the facilities in all old towns. About Nagato City, the organization established newly-built type multifunctional long-term care in a small group home d and facility S reused an empty shop in old Yuya town and Nagato city in 2013 and 2015 by requests of the residents. About Hirao town, the organization recruited a wooden house by a public relations magazine, and established group home e that is the first facility reused a wooden house in Yamaguchi prefecture in 2000. After that, the organization established facility W and X reused a wooden house, because the residents who read the public relations magazine or saw the activities of the group home donated a wooden house and the staff of the organization felt necessity of the facilities for dementia people. In addition, donation of a wooden house from residents triggered the establishment facility Y in 2010. And group home e was changed to new facility in 2011 because of law revision. On the other hand, facility W and X were abolished due to the aging of the houses and decrease in demand of the facilities for dementia people.

Table 2. Supply method types of social welfare councils

	Local government facility establishment method			Day care facility establishment method		Various facility establishment method		
	Iwakuni city	Yanai city	Suo-oshima town	Ube city	Hikari city	Shimonoseki city	Nagato city	Hirao town
Day care facility	A◎10 (1967)	C●10 (2000)	D●10 (1995)	J◎25 (1991)	L◎7 (2002)	O○20 (2001)	R◎14 (2015)	U◎25 (1993)
	B●40 (1991)		E●10 (1995)	K■15 (2006)	M◆10 (2008)	P■10 (2002)	S□14 (2015)	V◎30 (2003)
			F◎24 (1997)			Q▽15(2004) *1	T▲30 (1993)	W◆10 (2005) *2
			G●10 (1998)					X■10 (2006) *3
			H●10 (1998)					Y◆10 (2010)
		I◎20 (1999)						
Multifunctional long-term care in a small group home						c■25 (2007)	d◆18 (2012)	
Day care facility with Group home						b▼9 (2005)		
Group home						N○10 (1997)		
						a△9 (2005)		e▽9 (2011) *4

Legend: Facility name, Management form, Facility capacity, Establishment year

Management form: Day care facility: ◎Juxtaposition and local government facility establishment type ●Newly-built and local government facility establishment type

○Nursery school repairing and local government facility establishment type

▲Newly-built and local government facility establishment type1

Wooden house renovation and facility establishment type1 ■Borrowing type ◆Donation type □Store repairing type

▽Private house renovation and facility establishment type2

Day care facility with Group home: ▼and ○Newly-built and local government facility establishment type2

Group home: △Newly-built and local government facility establishment type3 ▽Newly-built and local government facility establishment type4

note1) The facility was established newly and shifted in 2016.

note2) The facility was abolished in 2014.

note3) The facility was abolished in 2012.

note4) The facility was established newly and sifted in 2011.

Table 3. Establishment history of the aged person welfare facilities established by the social welfare council on its own

Current city municipalities	Old city municipalities	Facility name	Items			Current city municipalities	Old city municipalities	Facility name	Items		
			Motivation and purpose of setting up facilities	How to secure budget	Choice reason of the land				Motivation and purpose of setting up facilities	How to secure budget	Choice reason of the land
Ube city	Kusu-noki town (D)	K	Because they felt the need for dementia compliant facilities.	The social welfare council is born in full	The private house donation by residents.			Day care W	Because they felt the necessity of a dementia-compliant facility due to the offer of utilization of private house by residents who saw the public relations magazine of 2000 society.	No cost burden	The private house donation by residents.
Hikari city	Hikari city (M)	M	Because there was not day care facility in donation and the district of land and the building from the bereaved of the deceased who had thought that I wanted to make use of an aim for an area and the welfare before life.	The social welfare council is born in full	The private house donation by residents.	Hirao town	Hirao town (A)	Facility X	Because they felt the necessity of dementia compliant facilities triggered by the offer of utilization of private houses from the residents of the district who saw the group home efforts.	The social welfare council is born in full	The private house donation by residents.
Shimonoseki city	Kiku-kawa town (K)	Day care P	We aimed to establish a service base to be a "rush hour temple" that can always respond to consultation from local residents and various requests, because we thought about opening up facilities that can be used regardless of the elderly, infants, whether disabled	The social welfare council bears 1/4	Because they got a lending contract with residents and vacancies in the Kami-Ono area.			Facility Y	Because we thought that the social welfare council wanted to improve the elderly welfare base in each district triggered by offer of utilization of private houses from relatives of private house owner.	The social welfare council is born in full	The private house donation by the relative of the owner.
	Toyo-ta town (v)	Facility Q	For the maintenance of the local base where burden reduction and the inhabitants of the elderly person who day care facility is only one place in the town block, and goes to the remote facilities can drop in at willingly.	The social welfare council bears 1/4 Utilize subsidies	Because it is close to the center of the town and we could lent the wooden house.	Shimonoseki city	Hohoku town (E)	Group a	Due to the demand of the residents that they want a place where elderly people with dementia can stay.	The social welfare council is born in full	The private house donation by residents.
	Toyo-ura town	Facility c	Because we put "a commute, a visit, accommodation" together and wanted to provide available service to live in peace in the area that lived.	The social welfare council is born in full	Because they got a lease contract with residents in town.			Group b	Due to the demand of the residents that they want a place where elderly people with dementia can stay.	The social welfare council bears 1/4	Utilize the ground of the facility N.
Nagato city	Nagato city (J)	Facility S	Because the large number of requests for establishment of day care facility at the whole questionnaire in the district of 2015.	Utilization of nursing care and welfare equipment subsidization for repair cost	It is close to the center of the area, because we could lent the empty store.	Hirao town	Hirao town (A)	Group e	Because there are residents' requests for not only passing but also wanting places to stay.	Utilize subsidies	The private house donation by residents.
			Because the demand of the multifunctional long-term care in a small group home was strong by the all houses in full-questionnaire in Yuva town district of 2012.	The social welfare council bears 3/5	Donation of 1 and by the current president.	Note) Day care facility includes multifunctional long-term care in a small group home.					

Table 4. Establishment history of the aged person welfare facilities established by the social welfare council on its own

Day care facility (Multifunctional long-term care in a small group home)				
Newly-built and local government facility establishment type (Facilities:B,C,D,E,G,H)	Nursery school repairing and local government facility establishment type (Facilities:O,V)	Juxtaposition and local government facility establishment type (Facilities:A,F,I,J,L,R,U)	A private house renovation and facility establishment type1 (Facilities:c,d,K,S,M,X,Y,W)	Newly-built facility establishment type1 (Facilities:T)
Day care facility – Group home		Group home		
Newly-built facility establishment type2 (Facilities:N+b)	Newly-built facility establishment type3 (Facilities:a)	A private house renovation and facility establishment type2 (Facilities:e)	Newly-built facility establishment type4 (Facilities:e)	Legend: DS:Day care facility SGH:Multifunctional long-term care in a small group home GH:Group home LG:Local government SWC:Social Welfare Council Day care facility: A,B (Iwakuni city) 、 C (Yanai city) D,E,F,G,H,I(Suo-oshima town) J,K (Ube city) 、 L,M(Hikari city) O,P,Q,N(Shimonoseki city) R,S,T(Nagato city) U,V,W,X,Y(Hirao town) Group home: a,b(Shimonoseki city) 、 e (Hirao town) Multifunctional long-term care in small group home: c (Shimonoseki city) d (Nagato city)
				<p>Note 1: P indicates a play room. Note 2: As a joint investment by the newly-built facility establishment type1, the social welfare council bears 50 million yen. Note 3: Building on the same site as the headquarters of social welfare council due to the aging of private homes that Facility e (Hirao town) is using in 2011.</p>

From the above, the social welfare councils of the local government facility establishment method only managed the day care facilities established by the local governments before 2000. On the other hand, the organizations of the day care facility establishment method and the various facility establishment method established the facilities using the existing buildings such as wooden houses after 2000. The factors of the facility establishment are their think to make area bases that residents can come freely, request of the residence and donation of a wooden house from residents, so the organizations have established the facilities according to the resident's demand.

### 5.2 The management form of elderly welfare facilities

Table 4 shows the management form of aged person welfare facilities. The day care facility and the multifunctional long-term care in a small group home have 5 types, the day care facility with the group home has 1 type, and the group home has 3 types. About the day care facility, newly-built and local government facility establishment type is a type that the local governments established the facilities newly and the social welfare council manages them, and corresponds to 6 facilities. Most of them were established before 2000, and the social welfare council only manages them. Nursery school repairing and local government facility establishment type is a type that the local government established the facilities reused a nursery school and the social welfare council only manages them, and corresponds 2 facilities. Both facilities were established in the early 2000s, and the management is same with the previous type.

Juxtaposition and local government facility establishment type is a type that the local government established the day care

facility with another facility and the social welfare facility manages only the day care facility, and corresponds to 7 facilities. This type of the facility is managed by 2 organizations. For example, if the local government established a day care facility with a living-house support facility, the facility is managed by the local government and the social welfare council. The facility with a welfare center is the most with 4 facilities. A private house renovation and facility establishment type 1 is a type that the social welfare council established the facilities reused a wooden house on its own, and corresponds to 8 facilities. In addition, they are divided into a facility reused a donated wooden house and a facility reused a lent wooden house by the resident. All facilities were established after 2000. More than half facilities were reused a donated wooden house, so donation of wooden houses maybe triggers the facility establishment. Newly-built and facility establishment type 1 is a type that the social welfare council and the local government established the day care facility with a welfare center and headquarters of the organization, and corresponds one facility. The type is a special type that the social welfare council established the facility before 2000.

About a day care facility with a group home, newly-built and facility establishment type 2 is a type that the local government established the facility reused a nursery school and the social welfare council established the group home in the nursery school playground. This type is possible to use a nursery school efficiently, by using a nursery school and a playground.

All group homes have a different management form. Newly-built and facility establishment type 3 is a type that the social

welfare council established a group home using the land lent by the resident. Newly-built and facility establishment type 4 is a type that the social welfare council established the group home in the land of the organization headquarter. This is a case of Hirao town social welfare council, it is characteristic that the land and building of the organization headquarter are also secured on its own. A private house renovation and facility establishment type 2 is a type that the social welfare council established the facility reused a donated wooden house, but this facility was abolished in 2011.

From the above, most of the facilities were established before 2000 about the local government facility establishment type, and the facility establishment advanced by cooperation with the local governments such as utilization of the local government owning the facilities and sharing management with the local governments. The social welfare council established the facilities after 2000, and the number of the day care facilities reused a donated wooden house is the most. In addition, the organization makes efforts to establish the group home, such as using the land of the organization or the local government.

## 6. Conclusions

1) 8 out of 20 social welfare councils manage an aged person welfare facility in Yamaguchi prefecture, and the facilities managed by a social welfare council were established in the mountainous and island areas where the facility establishment didn't advance.

2) The supply methods of social welfare councils have been classified into 3 methods; local government facility establishment method, day care facility establishment method and various facility establishment method. And, 6 organizations establish the facilities on its own. The factors of the facility establishment are their think to make area bases that residents can come freely, request of the residence and donation of a wooden house from residents, so the organizations have established the facilities according to the resident's demand.

3) About the management form, the social welfare council managed only facilities established by the local governments before 2000. The social welfare council established the facility reused a wooden house after 2000. And, the social welfare council makes efforts to establish the group home, such as ensuring the land at low cost. In addition, donation of a wooden house maybe influenced on facility establishment, because half of the facilities were reused a wooden house donated by residents.

From the above, the social welfare council had only managed the facility in cooperation with local governments before 2000, but the organization established the facility on its own in cooperation with residents after 2000. And, the organization established the facilities in old towns or the islands, where the entries of a private sector corporation had been few. In addition, the elderly can choose the facility according to a degree of care and service demand, when the facilities have characteristics such as a general facility and a facility for dementia like Hirao town. Especially, the number of the social welfare councils establishing a group home and a multifunctional long-term care in a small group home increased after 2005, and the organizations contribute greatly to the aged person welfare in the community. Therefore, it is necessary to analyze the establishment of aged person welfare facilities by a social

welfare council.

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