

# Foundation of “Childcare Support Center Project” in Yamaguchi Prefecture

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## Abstract

The subjects of this paper are the foundation process of the original project and provision system of local government, and the effect of facility installation is clarified by the analysis of location trend. Findings of this study are as follows. 1) It was aimed that users can enjoy the childcare support service in the region under the standard of nation, and the original project was founded in 2005 by prefectural office. 2) At the beginning of this project started, the main object was rural area. After that prefectural office recognized that the same support was needed in urban suburb areas, so the installation of facilities was started from 2008. And the project division was changed from prefectural office to each municipality, because the grant for the project was changed to be delivered to the municipality as direct subsidy by review of national accounting in 2010.

**Keywords:** Childcare support center, Infants, Promotion project, Foundation process

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## 1. Introduction

It has been properly grappling with the child care support in Japan from 1993. The establishment of child care support facilities has been mainly proceed with "the center type" carried out in the day nursery and "Hiroba type" carried out in the free space of public facilities (the left side of Table 1). Parent and child gather without reserve, and these facilities are the places where the worry of child care can be discussed by the mutual interchange.

But, as a problem to install child care support facilities, there are cases that the national standards for establishment about the employment of the special staff member, securing of the exclusive use space, opening days and so on can't be satisfied, so the inclination of the facilities location has existed.

The original child care support projects were founded in Yamaguchi Prefecture and Yamaguchi City in 2005 (the right side of Table 1), and these projects deregulated the national standard. Especially, with the project of Yamaguchi prefecture, it is intended to expand facilities by using day nurseries in the depopulation area of small-scale child care support needs. This paper aims at explaining the effect on facilities establishment by the grappling analysis of each

local government.

## 2. The establishment conditions of child care support facilities in Yamaguchi Prefecture

The transition of the number of child care support facilities in Yamaguchi Prefecture in 2011 is shown in Table 2. As for "the small scale type", this is the project of nation which deregulated the contents of "the center type", because the switchover to other types is decided, it is decreasing in 11 facilities in 2011. All three types of country project were much established in start stage, but the number of new establishment has decreased in 3 - 8 facilities per year since 2007 to 2011. On the other hand, "vigor type" number increased from 2007, and they are 47 facilities in 2011.

## 3. Investigation outline

The investigation outline is shown in Table 3. ① Basic data such as location, project type etc. of facilities inside Yamaguchi Prefecture were collected. ② Listening comprehension about the foundation details and transition of Prefectural original project was carried out. From the above result of investigation, ③ listening comprehension investigation such as the background that the project was started and management form of facilities were carried out for the four local governments which had characteristics for facilities establishment. Investigation periods are April, 2010 - June, 2012.

Table 1 Comparison of child care project

		Nation		Yamaguchi Prefecture	Yamaguchi City
Type		Center type	Hiroba type	Vigor type	Rocal area type
year		1993~	2002~	2005~2011	2005~
Project contents	Main role	Cities, towns and villages (Possible to entrust Social welfare corporation, corporation NPO, private businesses)			Local group (Residents' association, etc)
	Characteristic	Enforcement of specialized support about the child care and the local action	Establishment of places for conducting a permanent child care support	Child care support service in rural areas	Facilities management by regional organizations
	Number of days open	5 days a week, more than 5 hours per day	3 days a week, more than 5 hours per day	Set according to local needs (1 to 2 days a week)	3 days a week, more than 4 hours per day
	Place	Nursery schools, medical facilities, public facilities, etc.	Free space of public facilities, empty stores, houses, etc.	Nursery schools, medical facilities, etc.	Free space of public facilities, houses, etc.
	staff	Two or more people (Such as a nursery, etc)	Two or more people (Regardless of the qualification)	One people (Nursery may serve concurrently)	One or more people (Regardless of the qualification)
grant-in-aid	Grant for repair (Just 1st year)			1,500,000yen	2,500,000yen
	Standard money	7,413,000yen	3,556,000yen	500,000yen	100,000yen/month which has open

Table 2 Number of child care support center in Yamaguchi Prefecture (2011)

Type(period)	Number of facilities opened				Number of facilities that the switchover to other types			Number of facilities that the shift from other types (c)	Number of facilities at 2011 (a-b+c)	
	1993~2001	2002~2006	2007~2011	Total (a)	the center type	Hiroba type	vigor type			
Nation	The center type (1993~)	27	6	8	41	-	8	0	4	36 <sup>4)</sup>
	The small scale type (1998~)	16 <sup>2)</sup>	25	5	46	2	23	8	-	11 <sup>4)5)</sup>
Yamaguchi Prefecture	Hiroba type (2002~)	4 <sup>2)</sup>	6 <sup>3)</sup>	3	13	2	-	0	31	40 <sup>4)</sup>
	Rocal area type <sup>1)</sup> (2005~)	-	1	6	7	0	-	0	-	7
	Vigor type (2005~2011)	-	4	36	40	-	-	-	8	47 <sup>4)</sup>
Total	47	42	58	147	4	31	8	43	141	

Note1) In Yamaguchi city, "rocal area type" facilities were started by the local government since 2005.

Note2) 3 facilities of "small scale type" and 4 facilities of "Hiroba type" are established with the administration form like each type before the start of the national project. And a subsidy was applied after the project started.

Note3) 2 facilities are established before "Tsudoi-no-Hiroba" Project in Yamaguchi City was established since 2005.

Note4) Of the facilities was opened, a facility of "the center type" in 2009, 2 facilities of "the small scale type" in 2007 and 2010, 2 facilities of "Hiroba type" in 2010, and a facilities of "vigor type" in 2011 were abolished.

Note5) The small scale type" was to shift to "the center type" or "Hiroba type" by the end of 2009. But it has been continued even after 2010 as a transitional measure.

Table 3 Investigation outline

Survey	Method	Contents	Period
① Collection of basic data of facilities	Asked to provide data for the person in charge to County the prefecture	understanding of location, public or private classification, the fiscal year opening	2010.4~2012.4
② Established history about original project and understanding of project development	Hearing for the person in charge of the prefecture	Background and purpose of the project establishment, outline of project	2012.5
③ Understanding of the project situation about 4 distinctive autonomy	Hearing for the person in charge of 4 residents' association	Background of the start of the project, form the operation of the facility	2012.6

#### 4. The foundation and transition of "the child care support center promotion project"

The transition in the child care support project in Yamaguchi Prefecture is shown in Figure 1. The nation became a project proprietor from 1993 when the nation started the support project to 2004, local governments were carrying out the project in nation 1/3, Prefecture 1/3, local government 1/3 as for the subsidy rate. But, the facilities establishment in the depopulation area where it was difficult to satisfy the standard of nation was the subject in Yamaguchi Prefecture.

So, in the new policy of Yamaguchi Prefecture revised in March, 2005, one facility establishment

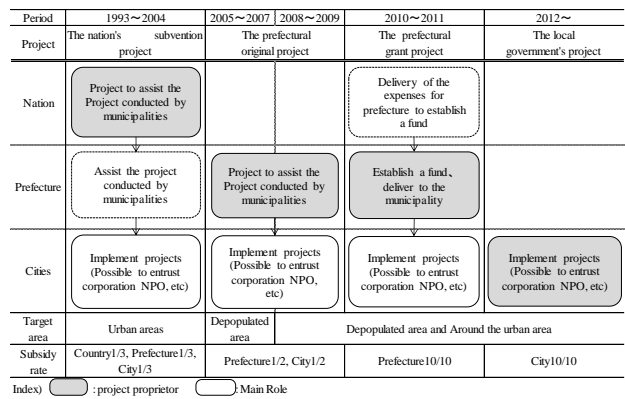
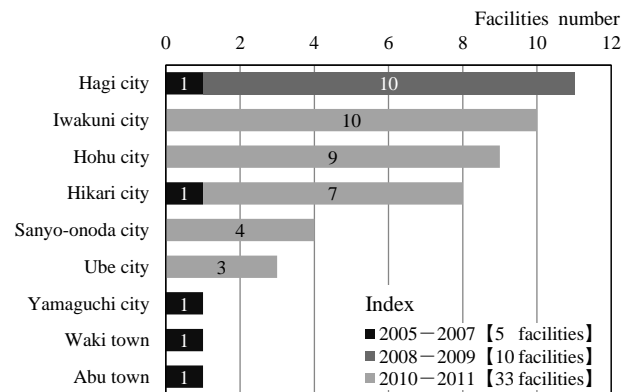


Figure 1 Transition of child care support Project in Yamaguchi Prefecture



Note) Of 9 Facilities in Hohu city, one facility was abolished the project in 2011.

Figure 2 Number of child care support center by local government (2011)

in a junior high school district was made the goal and "The child care support center promotion project" that was the original project of Yamaguchi Prefecture was founded. It is possible that opening days and opening time are set up corresponding to the child care support needs of each area, and the standard for establishment of nation has been deregulated drastically with this original project. The subsidy rate is each 1/2 in prefecture and local government, the facilities cost of operation 50,000

Table 4 Outline of child care support project in Hagi, Hikari, Iwakuni and Hofu City

Type	Town area location and distributed type in public nursery school	Public type	City area location and concentrated type in private nursery school	Private type		
Local government	Hagi city	Hikari city	Iwakuni city	Hofu city		
Outline of city	Population・Area	61,745population・698.86km <sup>2</sup>	54,680population・91.94km <sup>2</sup>	153,985population・872.32km <sup>2</sup>	117,724population・188.59km <sup>2</sup>	
	Background of the Merger	March.6, 2005 Hagi city, Kawakami village, Tamagawa town, Mutsumi village, Susa town, Asahi village, Hukuei village	October.4, 2004 Hikari city, Yamato town	March.20, 2006 Iwakuni city, Yu town, Hongo village, Shuto town, Nishiki town, Mikawa town, Miwa town	—	
Approach concerning child care support	Purpose of the establishment (2014)	10 facilities	1 facility	the center type: 1 facilities Hiroba type: 7 facilities	7 facilities	
	Original approach	—	In day nurseries and kindergartens, <u>each facilities take cooperation</u> and carry out the child care support.	The nursery teacher visits the statutory board loading the car with the toy once a week, and <u>the child care support is carried out as a moving children's hall.</u>	For establishing "small type" with a lean municipal budget, carry out project <u>by the rotation put together for three years</u> in consultation with the Association of Child Care.	
	Approach on the original project	Opportunity	【2006: 1 facility】 Carry out the child care support (the consultation for the child care family and the support for child care circle )  【2009: 10 facilities】After the towns and villages merger in 2005, the function of the child care support foothold facilities is looked for in former town and village areas	【2006: 1 facility】 For child care support even in areas away from the facility, not only one facility was established at that time.  【2010: 7 facilities】 There is an intention investigation of the project execution from Yamaguchi Prefectural office, and received for grant aid of 100% through the use of "The relief child fund".	2010: 9 facilities, 2011: 1 facility	2010: 7 facilities, 2011: 2 facilities
		Selection of facility	The administration establish at the most public <u>nursery schools in the old town and village areas before the merger</u> while taking balance into consideration	Establish in <u>the public nursery schools and kindergarten</u> with considering the future financial	Establish in <u>private nursery</u> schools with the request. (As a result, there's school area concentrated facilities)	
	Approach after 2010	"The relief child fund" was founded in 2010, 2011.				
	The project has been continued by the general fund of the city since 2012.	The project is being carried out as the independent project of nursery schools Trust project cost with each nursery schools.				

yen is supported and the 1,500,000 yen is supported as the facilities repair fee only in first year, and the facilities establishment was done under the connection with local governments.

Though the project applicable area was a depopulation area in the beginning, city suburbs area was made the object from 2008. The account division of nation was changed in 2010, and the child care support project of nation became a grant project, and it was decided that the subsidy was issued by nation to the local governments. The prefectural original project was abolished and changed to the policy that it proceeds with the facilities maintenance as the local government's project.

In 2010 and 2011, without the financial burden of prefecture and local governments, one million yen was supported as the facilities operation cost because local governments could make the most of "the relief child fund" founded by the revised budget of nation, but the management of the facilities was decided to be carried out by making the most of general fund of local governments from 2012.

The number of "the vigor type" facilities by local government in 2011 is shown in Figure 2. The establish number of facilities was only five in the start period of the prefectural original project in 2005-2007. After that, ten facilities were

established in Hagi City in 2008 and 2009 when the applicable area was expanded, and 33 facilities were established in 2010 and 2011 when it made the most of "the relief child fund".

## 5. Case study on the local governments

### 5.1 Classification of facilities' location and management form

The case analysis of Hagi, Iwakuni, Hofu and Hikari City that the number of "vigor type" facilities is especially large was done (Table 4 and Figure 3). These local governments are classified into four types by the location conditions and the management form. In Hagi and Hikari City, because the project is being carried out at the public nursery school, these two local governments are classified into "public type". Especially, Hagi City is classified into "town area location and distributed type in public nursery school" because the facilities have been dispersed around the former towns.

On the other hand, in case of Iwakuni and Hofu City, because the project is being carried out at the private nursery school, these two governments are classified into "private type". And Iwakuni City is classified into "city area location and concentrated type in private nursery school", because facilities have been concentrated at the central city area of former Iwakuni City.

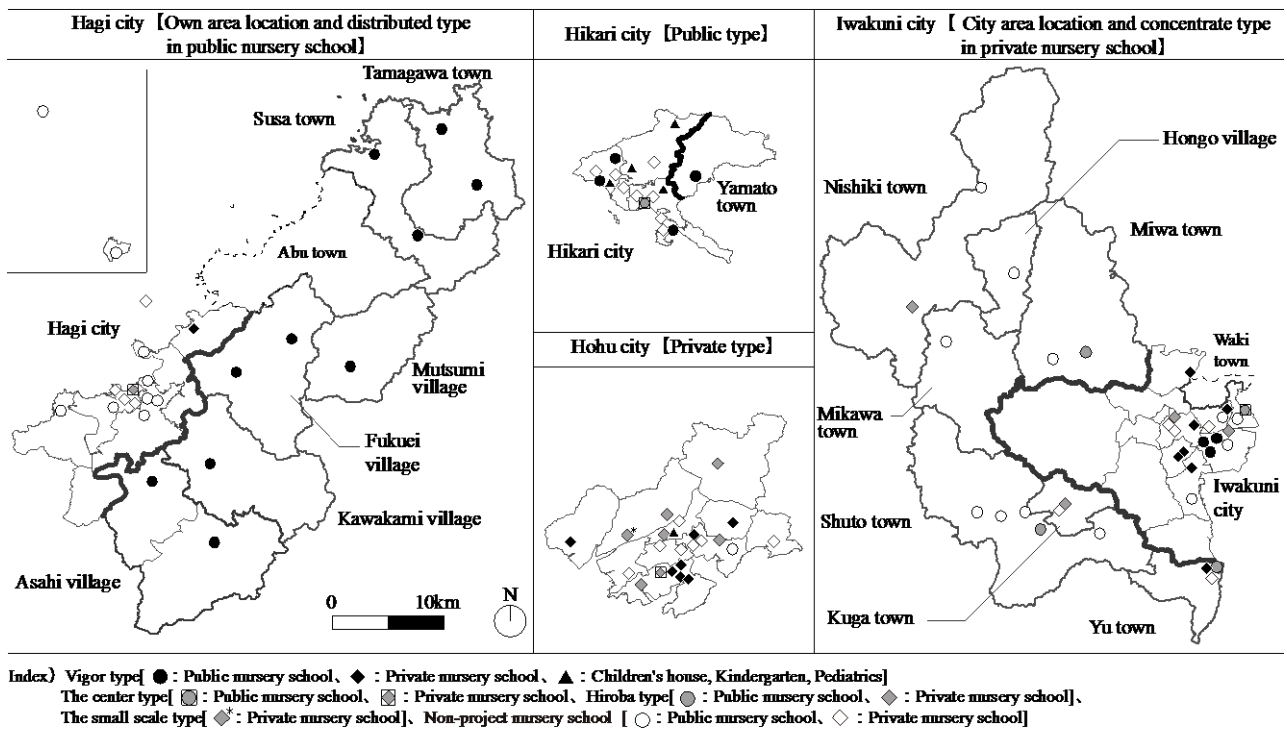


Figure 3 Facilities location in Hagi, Hikari, Iwakuni and Hofu City

### 5.2 Facilities establishment method in Hagi City

Six towns and villages were combined with Hagi City in 2005, and the decrease in population specially is progressing in the old town and village areas. "Center type" facilities were established by the private nursery school whose scale was the biggest in old Hagi City in 1996 before the merger. Facilities establishment didn't proceed because there weren't new child care support needs and the request from the nursery school after that.

But, when "the vigor type" project of prefecture for the depopulation area was started, the consultation for the child care family and the support for child care circle were planned in the area where the distance is far from the central part of the city, then, one facility was established at the private nursery school in the old city place in 2006, and half million yen per year has been aided as the management trust fee from the city to this facility.

After the towns and villages merger in 2005, the function of the child care support foothold facilities is looked for in former town and village areas as well, and there was a advice and support to the facilities establishment from the prefectural staff, 10 facilities of "vigor type "were establish at the public nursery school in these areas in 2009. Local balance was taken into consideration by the administration about the selection of the facilities, and the facilities were established at the most public nursery schools in the old town and village areas before the merger, as a result the facilities are dispersed around the whole area of the city. The

project has being continued in no less than 2012 when the execution subject of the project shifted to the city.

### 5.3 Facilities establishment method in Hikari City

Hikari City combined with Yamato-town in 2004, and the support to the house visit by the health mentor and mother and child health promotion staff and the activities of child care circle were carrying out. the synthetic facilities of welfare, medical care and health was constructed in 2001, and in this facilities "center type" child care support facility was newly established in addition to the child care family, health increase and social welfare section so the environment that staff members' information joint ownership and opinion exchange were easy was formed.

After that, the establishment of "Hiroba type" child care facility was examined too, but the establishment didn't realize because of the city policy or the problem of securing the management cost. When the prefectural original was started, facilities establishment making use of the new project was examined to expand the support to the family living in the area where the distance is far from the facility and the "vigor type" facility was established in the child palace where the same grappling as "the center type" was made in 2006.

In adding 7 facilities were established in public nursery school and kindergarten in 2010 when the relief child fund was founded. The user's choices of

facilities spread out because the connection system has been built among the "vigor type" facilities. The project has been continued by the general fund of the city since 2012 as well as Hagi City.

#### 5.4 Facilities establishment method in Iwakuni City

Seven towns and villages were combined with Iwakuni City in 2006, and the number of joint local governments and the square became max in the prefecture. Three "small scale type" and one "center type" facilities were established in old towns and villages, and two "small type" and "Hiroba type" were established in the former city among 1993-2004 before the merger. At present, as for these facilities, "small type" and "center type" shift to "Hiroba type" and "Hiroba type" shift to "center type", and one "Hiroba type" facility was newly established in the old town area in 2006 after the merger.

It has been grappling with the "vigor type" project from 2010 when the relief child fund was founded and nine facilities were established in 2010 and one was established in 2011 in private nursery schools. In these facilities, child care support was being done before the "vigor type" project started, so this is the pattern of aiding the management cost by including into the "vigor type" project after the foundation of the relief child fund. The difficulty of securing the space to carry out the "vigor type" project is pointed out as the reason why it wasn't established in public nursery schools. Facilities have been concentrated in the old city center area as the result that it was established in private nursery schools with the request.

From 2012 when became the independent project of the city, though there is the budget for the management of half million yen for one facility established in 2011 from the general fund of city, because the project started last year, but other "vigor type" facilities are being carried out as the independent project of nursery schools.

#### 5.5 Facilities establishment method in Hofu City

"Center type" facility was established in a large scale private nursery school in 1995. After that, the establishment of "small type" facilities that the establishment system was easy to prepare was examined because the necessary conditions of "center type" were strict and the project of "small type" was grappled in each nursery school by the rotation put together for three years to carry out the project within the range of city budget, and each nursery school continued child care support as the independent project after the end of three years budget (Figure 4).

Foothold expansion was suggested from the prefectural staff in 2010 when the relief child fund

No.	Transition of project	The nation's subvention project				The prefectural original project				The prefectural grant project		The local government's project	
		2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
1	Mukoushima nursery school												
2	Hanagi nursery school												
3	Shinden nursery school												
4	Myorenji nursery school												
5	Higashimure nursery school												
6	Midori nursery school												
7	Kayo nursery school												
8	Nishisuga nursery school												
9	Sugiyama internal medicine												

Index: ■ : Vigor type □ : Small scale type ▨ : Hiroba type □ : Voluntary actions

Figure 4 Facilities establishment process in Hofu City

was founded, and the establishment of the "vigor type" facilities was examined. Contents of the project were close to the "small type", and it could think that nursery school got in easily, as the result seven facilities were established in 2010 and two ones in 2011 in the private nursery schools.

The facilities arrangement that the whole balance of location was considered was examined in the beginning, but the priority to the establishment request of the private nursery school was given, so the junior high school district in which facilities are concentrated exists. As the reason why the project isn't being carried out in public nursery schools, the point that staff's burden is large to do child care support is pointed out because a child who can't be accepted in the private nursery school may be accepted in public nursery schools in Hofu City.

From 2012 when became the independent project of the city, the "vigor type" project is being carried out as the independent project of nursery schools.

#### 6. Conclusions

- 1) The independent project of Yamaguchi Prefecture aims at offering the service for users by the establishment of child care facilities that don't reach the standard for establishment of nation and the project was founded in 2005.
- 2) At the time of the project start, facilities were established around the depopulation area, and it proceeded with the establishment of the facilities even around the city part from 2008 because of similar support's being necessary as for the un-establishment area around the city part. Then, "the relief child fund" was founded by the prefectural office using the revised budget of nation, and it came to be issued by the prefecture to local governments from 2010, and shifted to the local government's independent project from 2012.
- 3) In Yamaguchi Prefecture, it proceeded with the establishment of the "vigor type" facilities in four of Hagi, Hikari, Iwakuni and Hofu City. As for Hagi and Iwakuni City, though there is a similarity that many public nursery schools are established at the former towns and villages areas,

Facilities arrangement in consideration of the balance of location has been made by using the public nursery schools at the former towns and villages areas in Hagi City. On the other hand facilities are concentrated on the city area of former city in Iwakuni City as a result that the priority to private nursery schools with the request was given.

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