

Aspects of Nationwide Development of Home-help Service in Post-War Japan

—Clarification of the expansion process based on a national survey in 2008—

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Abstract

This article, aiming to illuminate partially the process in which the nationwide development of home-help service in post-war Japan. The survey which the author examined, confirmed the following facts : [I] As the origins of home-help service by the time of the enactment of the Welfare Law for the Aged from perspectives : first, Time of creating drafts and starting examines in the private sector ; second, Time of establishing systems in public administrations ; third, Time of starting placement and dispatch of helpers by public administration. [II] As the establishment of home-help service in Japan after the enactment of the Welfare Law for the Aged : ① Living aspects (Around 1963), ② Functional aspects (1964–1969), ③ Organizational aspects (After the 1970s). After confirming these facts, the author places them in historical context, and concludes the direction for care workers which consider his working systems, by way of concentration of historical products of home-helpers.

Key words : home-help services, a national survey in 2008, the Welfare Law for the Aged, organization
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1. Introduction

The purpose of this study is to elucidate the process of development of home-help services in post-war Japan, through the national survey in 2008, which the author practice by the mailing survey. In our country, the home-help services expanded from 1956, a center of Ueda city in Nagano prefecture. On the other hand, it is not clear how the services spread back and forth 1963, which the welfare Law for the Aged instituted. And then, this paper, aiming to illuminate partially the process in which the national-wide development of home-help services in post-war Japan, focusing on the standpoints, living aspects, functional aspects, organizational aspects. Below, this paper shows us to make out the process of home-help services develop from the viewpoint of before and after enactment of the Welfare Law for the Aged.

2. Result (1) : the process of home-help services developed : before enactment of the Welfare Law for the Aged

This study was conducted for a month from April 30, 2008 to May 31, 2008 as “The Nationwide Survey on the Origins of Home-help Service”. Subjects surveyed were residents of all 47 prefectures of Japan. To identify when home-help services were started in each municipality, we conducted a two-phase survey. As the first phase, we asked a person in charge of the local documents division in each prefectural library to cooperate with the survey. They were requested to answer a self-administered questionnaire and send it back to our offices within a month by mail. Clear responses were returned within the implementation period from all prefectures, excluding the following eight prefectures : Aomori, Gunma, Tochigi, Kanagawa, Shizuoka, Mie, Miyazaki, and Kagoshima (collection rate 82.9%). Arbitrarily having expanded the scope of the study, we

obtained further detailed information about home-help services in several municipalities that had some role as the origin or the watershed of services. As the second phase, we contacted persons in charge in prefectural governments, emphasizing those in the eight non-

responsive prefectures, and solicited information about the origins of home-help service and associated information. Analyses of survey results revealed that several municipalities had provided uncertain start dates or several different start dates of services. In the

Table 1. Establishment of home-help services in Japan before enactment of the Welfare Law for the Aged

Year	Date	Municipality started home-help service (prefecture)	Developer	Outline of services
1955	July	Ueda (Nagano)	Ueda City Council of Social Welfare	Started as the home care volunteer service in Sep. 1955. (Development of volunteer activities by women's societies, etc.)
	Nov.	Kyoto (Kyoto)	Kyoto City	Started as a service of dispatching home helpers to bereaved families in Kyoto City.
1956	Apr.	Nagano Pref.	Nagano Pref.	Started as a service of dispatching female home care providers in Ueda City on Oct. 4, 1956.
1958	(unknown)	Osaka (Osaka)	Osaka City	Started as a service of dispatching occasional housekeepers in 1958 as a project on the 40th anniversary of the establishment of the welfare commissioner system.
1959	(unknown)	Fuse (Osaka)	Fuse City	Started as a service of dispatching home helpers to households with solitary elderly people.
1960	Apr. 1	Chichibu (Saitama)	Chichibu City	Started in Chichibu City on Apr. 1, 1960, by which a home helper visited households with solitary elderly people.
	June	Nagoya (Aichi)	Nagoya City	Established in Nagoya City as a relief project for residents who lived in areas heavily damaged by Ise Bay Typhoon.
	June	Kobe (Hyogo)	Kobe City	Allocated two permanent home helpers in June 1960.
1961	Dec.	Metropolitan Tokyo	Tokyo Council of Social Welfare	Started in Dec. 1961 as an entrusted service by the Tokyo Metropolitan government.
	(unknown)	Kushiro (Hokkaido)	Kushiro City	Started in Kushiro City.
	(unknown)	Unknown (Shimane)	Municipality	Started in 18 municipalities in 1961.
1962	May 28	Chiba (Chiba)	Chiba City	Home helpers were born in Chiba City on May 29, 1962.
	Sep.	Fukui, Obama, Mikuni, and Matsuoka (Fukui)	4 municipalities	Started in Fukui and Obama Cities, and Mikuni and Matsuoka Towns in 1962.
	(unknown)	Unknown (Saga)	(unknown)	Started dispatching home helpers to elderly households in 1962. Implemented in Takeo City with a helper in Jan. 1963 and in Taku City with a helper and Saga City (number of people unknown) in 1963.
1963	Jan. 1	Gifu (Gifu)	Gifu City	Started in Gifu City in Jan. 1963. The budget for new services was approved at the 4th regular meeting of Gifu City Assembly on Oct. 8, 1962.
	Apr. 1	Unknown (Ishikawa)	Municipality	Dispatched home helpers for elderly people from Apr. 1, 1963 (through the municipality office). Started in Kanazawa City with 2 home helpers in Oct. 1963.
	May	Kure (Hiroshima)	Kure City	Started in Kure City with 3 helpers in May 1963, in Miyoshi City with a helper in Nov. 1963, and Hiroshima City with 5 helpers in Jan. 1964.
	May 21	Unknown (Ehime)	(unknown)	10 home helpers were allocated to Chuyo, Ochi-Shuso, and Nanyo Welfare Offices on May 21, 1963. (Started on June 1.)
	June	Hondo (Kumamoto)	Hondo city	Established the home-help system in June 1963. Home helpers in Hondo City started working in Dec. 1963.
	June	Akita and another (Akita)	2 cities	The number was small, only 2 cities including Akita City.
	July 1	Toyama and Takaoka (Toyama)	2 cities	3 home helpers for the elderly were allocated to Toyama City and 2 were to Takaoka City on July 1, 1963.

[Source] The author extracted and organized data for the period before enactment of the Welfare Law for the Aged (July 11, 1963) from the results of "The Nationwide Survey on the Origin of Home-help Service", which was conducted by the author between Apr. 2008 and May 2008.

former cases, the start date was recorded as “unknown”. In the latter cases, the oldest date was used because the purpose of the study was to identify the first municipality that started the said service within a specified region.

Multiple dates were found in Chiba Prefecture, for example. Two theories, the 1962 and the 1964 theories, prevailed in relation to the birth of home-help service

in the prefecture. Thereupon, to reexamine the time of the birth, we obtained approximate information related to home-help services in the prefecture for the earlier date of 1962. Results showed that the date would be based on an article appearing on page 12 of the May 29, 1962 issue of the Japanese newspaper “The Asahi Shimbun (Chiba)”.¹⁾ The article included details of their activities under the headline “*Home helpers (katei*

Table 2. Origins of home-help service by the time of the enactment of the Welfare Law for the Aged from three perspectives

	Time division	Original period				Base formation period				Base expansion period		Enactment period
	Year	1952	1953	1955	1956	1958	1959	1960	1961	1962	1963	July 11, 1963
Three ways of seeing the origin	C. Time of starting placement and dispatch of helpers by public administration □ (Name of prefecture and number of helpers allocated at the time)				Oct. 4 Ueda (Nagano, 10) *Note 4			Apr. 1 Chichibu (Saitama, 1) June Kobe (Hyogo, 2)	Unknown (Shimane)	May 28 Chiba (Chiba, unknown) Unknown (Saga, unknown)	Apr. 1 Unknown (Ishikawa, unknown) May Kure (Hiroshima, 3) May 21 Unknown (Ehime, 10) June 2 cities of Akita and another (Akita) July 1 Toyama and Takaoka (Toyama)	Enactment of the Act on Welfare for the Aged (No. 133)
	B. Time of establishing systems in public administrations			Sep. Ueda (Nagano) *Note 3	Apr. 1 Nagano Pref. [Origin by notification]	Osaka (Osaka)	Osaka (Osaka) Fuse (Osaka)	June Nagoya (Aichi)	Kushiro (Hokkaido) Dec. Tokyo Metropolis	Fukui, Obama, Mikuni, Matsuoka (Fukui)	Jan. Gifu (Gifu) June Hondo (Kumamoto)	
	A. Time of creating drafts and starting examinations in the private sector	Ueda (Nagano) *Note 1	Sep. 18 Ueda (Nagano) *Note 2	Nov. Kyoto (Kyoto)							Jan. Gifu (Gifu)	

[Note]

*Note 1 For three years from around 1952, a private woman *K* was said to do sundry chores for mother-child families and elderly households in Kimachi, Ueda City. See Takeuchi Y. *Home-help seido no enkaku/genjo to sono tenbo—Nagano-ken no baai o chushinni (History, Actual Conditions, and Visions of the Home-help System—Centering on the case of Nagano Prefecture)*. Rojin fukushi. 1974; 46: p. 5.

*Note 2 The Ueda City Council of Social Welfare was established on Sep. 18, 1953. It was not understood “what the council of social welfare was for”. When Sekizawa Kinzo, then president of the City Council of Social Welfare, gave interviews, the following request was made: “We want housekeepers to be dispatched to help household chores when housewives cannot household chores because of sickness or childbirth.” See Yamada T. *Wagakuni no home-help jigyo ni okeru josei shokusei ni kansuru kenkyu (Occupational Nature of Women in Home-help Services in Japan)*. Memoirs of Taisho University. Taisho Daigaku Kenkyukiyo. Faculty of Human Studies, Faculty of Literature. 2005; 90: p. 196.

*Note 3 In Sep. 1955, volunteer activities were organized by which the Ueda City Council of Social Welfare played a central role. The “home care volunteer service” started as organized volunteer activities for in-home families (see Yamada, p. 196). Ebara Junko names it as a “home help volunteer support service” (see Ebara J. The beginning of Home Help Volunteer Support Service: The Background of “Home Help Volunteer Support Service at Ueda City, Nagano Prefecture. Junshin fukushi bunka kenkyuu. 2008; 6: pp. 1-12. in Japanese)

*Note 4 As of Oct. 4, 1956, 10 people were registered as female home care providers in Ueda City. Among them, Saito Kesano, who was then 48 years old and the first person dispatched, was the only full-time worker (see The Shinano Mainichi Shimbun. Oct. 5, 1956; 26797: p. 8.)

[Source] The author organized responses of a mail survey for prefectural libraries and several municipalities in Japan, centering on prefectural governments and city offices (“The Nationwide Survey on the Origin of Home-help Service”), which was conducted by the author between Apr. 2008 and May 2008. The shaded parts in the table indicate possibilities of the origins at each of three perspectives. The subject matter of this section is to perform an empirical examination by positioning the thickly bordered parts as the origins in this paper.

hoshi-in) appeared in the City of Chiba—Care for disadvantaged elderly people.”

That is to say, the date of May 28, 1962 can be regarded as the origin of home-help service in the prefecture. What process did the service go through to develop? An article was published in the Asahi Shimbun with the headline “*Poor welfare policies for elderly people—Home helper system (katei hoshi-in seido) has still got a long way to go*”:

……“home-help systems for elderly people (*rojin katei hoshi seido*)”, by which home helpers visit elderly households to deliver care, exist only in five cities: Chiba, Mobara, Sahara, Narashino, and Noda. Even those systems are insufficient because there are only five helpers in Chiba City and one or two each in other cities. It is considered appropriate that a helper provides care to six households more or less, and as a rule. A helper visits a household three times per week. Nonetheless, a helper in Noda City is responsible for 41 households, and two helpers in Sahara City cover 23 households each. The monthly salary for a helper is 12,000 yen. For Chiba and Mobara Cities, an 8000 yen monthly subsidy is paid to each helper from the national and the prefectural governments, but no subsidies are given for the other three cities.”²⁾

As described above, several problems were pointed out for the undeveloped system. Not only Chiba Prefecture, but also Saga and Akita Prefectures had problems associated with their mode of development, such as securing of human resources and operating expenses of the service. The oldest record about the transition in the number of home helpers for elderly people (*rojin katei hoshi-in*) in Chiba Prefecture is the 1964 edition. According to the record, the number of cities that had placed helpers was two; the number of helpers was six. The helpers were dispatched to 32 households (including 25 households not receiving public assistance); a helper was therefore in charge of 5.3 households.³⁾

When discussing “the origins of home-help service”, which is the title of the survey, a point of argument lies in how the origin will be defined. In other words, an important matter is at which point the origin is placed. To clarify the origin, we classified ways to view the origin into three categories and organized in Table 2. The longitudinal axis of the table was divided into the following three ways to regard the origin: A) “The

time of creating drafts and starting examinations in the private sector”, B) “The time of establishing systems in public administration”, and C) “The time of starting placing and dispatching helpers by public administrations”. Meanwhile, before conducting an investigation, the horizontal axis was divided into four time divisions to clarify the time course: “the original period (1952–1956)”, “the base formation period (1958–1961)”, “the base expansion period (1962–June 1963)”, and “the enactment period (July 1963)”. First, we concretely look at the longitudinal axis. Using Takeuchi’s paper⁴⁾ as a guide, the origins in division A are regarded as the time during which the following activities were begun as the Nagano Council of Social Welfare recently mentioned⁵⁾: private citizens, such as members of women’s societies or church members, undertook volunteer activities in the neighborhoods of their own homes in Ueda City for the three years from 1952. The origins in division B can be recognized from what both YAMADA and EBARA⁶⁾ pointed out. In September 1955, volunteer activities were systematized and started “the home care (*katei yogo*) volunteer service” as volunteer activities for people at home by the initiative of the Ueda City Council of Social Welfare. Then October 4, 1956 is regarded as the origin in the division C. On that day, Saito Kesano, the first female home care provider (*katei yogo-fu*) in the city, engaged in home-help service as the Shinano Mainichi Shimbun reported in a local newspaper.⁷⁾ Still some challenges remain to be addressed. For instance, in an advanced example in Kyoto City, the system of dispatching female helpers to bereaved families (*izoku haken-fu seido*) started from November 1955, requires further empirical evidence at the present time. Nonetheless, the cases of Ueda City, Nagano are regarded as the origins of home-help service among the case examined in the present study.

Next, we examine the horizontal axis. First, we position the period during 1952–1956 when active movements were observed centering on Ueda City as “the original period”. This makes the period until 1961 the “base formation period”. During that period, larger cities developed the service after Osaka City started it in 1958. The cities include Kobe City (June 1960), Nagoya City (June 1960), Kushiro City (1961), and Metropolitan Tokyo (December 1961), in addition to Chichibu City (April 1, 1960). We designated the subsequent period as “the base expansion period”. It was the period during which home-help service had started in the following municipalities before the Welfare Law for the Aged was enacted on July 11, 1963: Chiba City

(May 28, 1962), Fukui City (1962), Gifu City (October 8, 1962), Ishikawa Prefecture (municipality name unknown. April 1, 1963), Kure City, Hiroshima (May 1963), Ehime Prefecture (municipality name unknown. May 21, 1963), and Hondo City, Kumamoto (June 1963).

It can be understood from the data presented above that home-help service was developed with a pioneer spirit in 19 prefectures of Japan before “home helpers for the elderly” were stipulated in the Welfare Law for the Aged.⁸⁾ Private welfare services were regarded as able to be realized at the initiative of the Japanese government since the 1950s. However, not being bound by such a movement of the central metropolis, the service was practiced in local communities of each prefecture. It is noteworthy that the service was regarded as a form of home-help within the context of voluntary will and intentions of local residents and private citizens.

3. Result (2) : the process of home-help services developed : after enactment of the Welfare Law for the Aged

How did home-help service become widespread in Japan after the enactment of the Welfare Law for the Aged on July 11, 1963? While quoting results of the previously described national survey in 2008, we listed the spread of the service in Table 3. Distinctive movements were found in home-help practices in Shizuoka

City, where the service was started in October 1963.

The Office of Shizuoka City Social Welfare Conference clearly organized historical aspects of home-help service in the city into documents. Additionally, Inaba Tora’s memoir was included in it ; she was then 48 years old and the first home helper for the elderly dispatched in Shizuoka Prefecture.⁹⁾ According to the documents, “after being institutionalized as national service, the system of dispatching home helpers for elderly people (*rojin katei hoshi-in haken seido*) was implemented in Shizuoka City in October 1963. At the time, public administrators were able to choose either of the following two methods to implement the service of dispatching home helpers (*katei hoshi-in haken jigyo*) : 1) Directly implementing the service by themselves ; or 2) Outsourcing the service to municipal councils of social welfare, which were the centers of welfare activities for local residents. In Shizuoka City, the Conference was entrusted with the service from the very beginning ; it allocated two home helpers for the elderly in October 1963, at the time of starting the service.”¹⁰⁾ The service was limited to households receiving public assistance or those living in poverty at the start of the system. Consequently, the households to be visited were mainly those with a solitary elderly person or with an elderly couple. Services provided were mostly “house-keeping assistance services, such as shopping, preparing meals, laundering, sawing, cleaning house, and

Table 3. Establishment of home-help service in Japan after the enactment of the Welfare Law for the Aged

Start year	Month	Municipality started home-help service (prefecture)
1963	Aug.	Hirosaki, Towada, Misawa, and Mutsu (Aomori)
	Oct.	Maebashi, Takasaki, and Kiryu (Gunma), Shizuoka (Shizuoka)
	Dec.	3 cities, including Tokushima (Tokushima)
	(unknown)	Utsunomiya, Ashikaga, and others (Tochigi); Mito, Hitachi, and Tsuchiura (Ibaraki); 4 cities (names unknown) (Kanagawa); Yokkaichi, Owase, and Kameyama (Mie); Ube, Shimonoseki, Tokuyama, Hofu, Yamaguchi, and Iwakuni (Nagato City) (Yamaguchi); Miyazaki, Miyakonojo, and Kobayashi (Miyazaki); Kagoshima, Sendai, and Kanoya (Kagoshima)
1964	May	Okayama (Okayama)
	(unknown)	Morioka (Iwate); Moji, Kokura, Wakamatsu, Yahata, and Tobata Wards (Fukuoka)
1965	Apr. 1	Sasebo (Nagasaki)
	(unknown)	Niigata and Yahiko (Niigata); Beppu (Oita)
1966	(unknown)	Yamagata (Yamagata); 6 cities and 2 towns (names unknown) (Fukushima); Hiketa – Okawa County, Kagawa – Kagawa County, and Takase – Mitoyo County (Kagawa)
1967	(unknown)	Kochi and Sukumo (Kochi); Saihaku (Tottori); Sendai, Shiogama, and Kesenmuma (Miyagi); Hirara (Okinawa); Name unknown (Wakayama)
1968	(unknown)	2 municipalities (names unknown) (Yamanashi)
1971	Dec.	Name unknown (Shiga)
1987	(unknown)	44 municipalities (names unknown) (Nara)

[Note] The cases for which a start year was confirmed but for which a starting month was unknown are recorded as “(unknown)” in the column of “Month”. Cases in which the specific name of implementing municipality is uncertain were written as “name(s) unknown” in the column of “Municipality started home-help service (prefecture)”.

[Source] The author extracted and organized data of before enactment of the Welfare Law for the Aged (July 11, 1963) from results of “The Nationwide Survey on the Origin of Home-help Service”, which was conducted by the author between Apr. 2008 and May 2008.

keeping things tidy and orderly.”¹¹⁾ The city determined that a helper, on average, took charge of six households and visited a household more than once a week. However, as with other municipalities, “there are quite a few ‘shut-in’ people who were unwilling to be cared for by strangers visiting their homes” in the city. “Uncovering such hidden users was quite troublesome.”¹²⁾ Under such circumstances, helpers at the time needed to promote and publicize the use of the service by visiting target households one by one. Fundamentally, they made regular home visits and grasped life problems in each household faster than anybody. In cooperation with public assistance caseworkers and district welfare commissioners (*minsei-iin*) in charge, helpers aspired to prevention and early resolution. It is written that they contributed to establish the basis for life of elderly people at home.

Under a revision of the Act on Welfare of Physically Disabled Persons, the system of dispatching home helpers to people with physical disabilities (*shintai shogaisha katei hoshi-in seido*) was established in 1968. The Shizuoka City Social Welfare Conference allocated four helpers in the year, combined with home helpers for the elderly and those for people with physical disabilities (*shintai shogaisha katei hoshi-in*). Accordingly, the service developed as follows: home helpers went around the city by bicycle, visited households where people requiring support were waiting, and provided services.¹³⁾ In Shizuoka City, under the slogan “Let us, residents of Shizuoka Prefecture, think about old age together (*Rogo o minnade kangaeyo*)”, the system was being improved to dispatch home helpers quickly for elderly people to those who met all the following conditions: having physical disabilities; bedridden elderly people; living in a low income household; and having no one to care for them. That system started with nine people in 1963 and expanded rapidly to 160 people (126 officials of the Social Welfare Conference and 34 municipal officials) 10 years later, in 1973. Improvement of the system is perceived from the fact described above.¹⁴⁾

A book supervised by MORIYA Shigeru sees historical backgrounds of home-help service in Okayama City as follows: “Home-help service has been practiced by home helpers in the West from early on. In Japan, it was started in larger cities, such as Osaka in 1958, and was received well. Consequently, in the advance of the enforcement of the Welfare Law for the Aged, home-help service was established as a government-subsidized project in 1962.”¹⁵⁾ The book also details the

developing process of the home helper system for the elderly in the city.¹⁶⁾ Home-help service in Okayama City was developed from the provider shortage problem, which led to training and learning activities to uncover civic life and to acquire correct theories and skills. In addition, the book progresses to detail the specific circumstances of the service in Sasebo City at the time, which implies that providers had a hard time at the initial stage of the service.¹⁷⁾

HONDA Kyuichi examines the process of cultivating interpersonal support personnel in Fukushima Prefecture, looking not only at home-help service but also the historical development of early childhood education. He organizes public administration documents related to home-help in the prefecture. The lack of documents is supplemented by quoting articles from local newspapers.¹⁸⁾

4. Consideration

This paper has elucidated the process of establishing home-help service in various parts of Japan before the enactment of the Welfare Law for the Aged through empirical data analysis. We examined the origins of home-help service and their initial forms in 28 prefectures, including Hirosaki, Towada, Misawa, and Mutsu Cities in Aomori Prefecture and 44 municipalities in Nara Prefecture. The time line of the developmental process is divisible into three time divisions by characteristics: “the period of making known to all”, “the period of formulating a dual system”, and “the period of systematizing organizations”.

First, the characteristics of the period of making the system known to all are most readily apparent in 1963 when the Welfare Law for the Aged was enacted. SUGA Yoshiaki defines the period of 1955 to the 1960s in the history of home-help as the first phase of “the period of establishing the system”. Along with pointing out meanings and limitations of institutionalization by the government, he described it as follows: “Institutionalization of the service by the government is significant as a start of in-home care welfare. That is true because it highlights the need for living support services other than financial (monetary) benefits and institutionalization being recognized.”¹⁹⁾ However, he provided no details of how efforts were made to address the need to make them known to all. For example, the Office of Shizuoka City Social Welfare Conference described that “there are quite a number of ‘shut-in’ residents who were unwilling to be taken care of by strangers visiting their home. Uncovering such

hidden users was quite troublesome.”²⁰⁾ As participants at the Conference stated, the service was started with low recognition and understanding. Under the circumstances, Inaba Tora, who was said to be the first home helper for elderly people in the city, “cultivated households to dispatch helpers from door to door by introducing the system and explaining how to take advantage of it.”²¹⁾ Such practices should not be overlooked. Inaba had to devote time and effort to each practice because home electrical appliances and facilities had not been developed. However, she mentions: “Such moments made me grasp living conditions and have time to talk with elderly people with no relatives. I feel that I was able to become an emotional support for them.”²²⁾ This implies basic principles and practical methods that interpersonal support personnel should never forget. In other words, at the initial phase, several inconveniences in living make home helpers expand their fields of activity. Furthermore, they brought people requiring in-home care closer to home helpers and helped to elicit efforts at thinking and awareness from each helper. Yokkaichi City, Mie showed distinctive originality and ingenuity in addressing a lack of understanding of the service and for recognition of the importance to raise the morale of concerned parties and local residents. One example was a commendation as “a person with good conduct who took care of elderly people with no relatives.”²³⁾ As described above, a home-help service was developed in 1963, emphasizing the expansion of the understanding of the service for livelihood support of bedridden or solitary elderly people and accumulating users of the service. The year is regarded as the period of making it known to all.

By the period between the following year of 1964 and around 1967, the coexistence of home helpers and helpers for people with physical disabilities had been observed in Okayama, Kochi, and other prefectures. That was a sign of the expansion of activities that differed greatly from the conventional service development, which centered on elderly people requiring in-home care. That is to say, the integrated administrative form in the fields of welfare for elderly people and for people with physical disabilities was the germ of the following recognition: problems related to welfare at home, the most important living space for people, are multilayered difficulties which cannot be fully understood in a framework of elderly people requiring care; and broadening of targets to dispatch helpers is necessary, along with various approaches based on

cooperation with other types of occupations, such as doctors, nurses, and district welfare commissioners. It was an indication that a promotional factor for the service was the multiplicity that enhanced them in cooperation with other occupations, not the singleness that enhanced the service as the independent undertaking. Here qualitative transformation of the service is observed. Home helpers for elderly people and those for people with disabilities were placed side by side during formulation of a dual system. It was a crucial time during which home-help service held an important position as one of welfare practices, along with activities at the time, such as visiting examinations and lending special beds.²⁴⁾

The formulation of a dual system moved beyond the planning stage and was implemented around 1976. As the home helper liaison council came into being in Shiga Prefecture in 1971, the unified development of the service was challenged again. Based on the movement to aspire to the organizational and systematic activities, how effectively the service should be developed was explored. The period is definable as “the period of systematizing organizations”. As a political aspect, the revised Welfare Law for the Aged was promulgated in 1972 and the Health and Medical Service Act for the Aged was enacted in 1982. Furthermore academic development was observed gradually; actual conditions were investigated and research teams were formed nationwide. One example was the opinion offered by the study committee for in-home welfare service of Japan National Council of Social Welfare in 1977. Here we positioned the start of the service in Nara Prefecture in 1987 as the end of the nationwide development. During expansion of the service, the contents and the implementation methods of the home-help service were being settled at a certain level through activities of liaison councils in each region, which is regarded as contributing to promoting the expansion of social cognition and understanding of the service.²⁵⁾

During development of home-help service in Japan after the enactment of the Welfare Law for the Aged, originality and ingenuity to build personal relationships between helpers and people requiring in-home care were made by dispatching home helpers to homes. Making home-help service known to all encouraged home helpers’ attitudes toward their observation power to find new challenges and ways in which home helpers should voluntarily involve themselves in households to which they were dispatched. It is interesting that

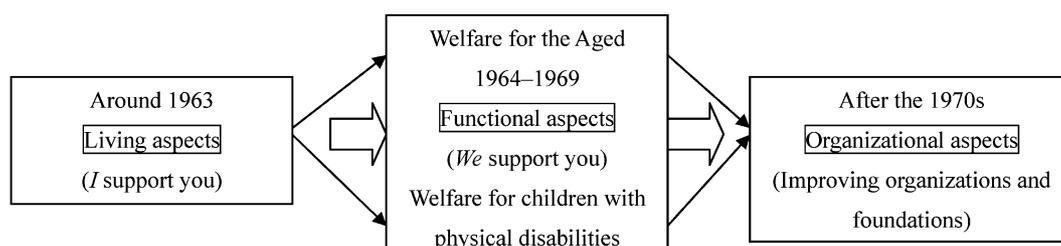


Fig. 1. Extended conceptual diagram of home-help service after the enactment of the Welfare Law for the Aged.

[Source] Created by the author based on Kaigo fukushi-shi yosei koza henshu iinkai (ed.) Shinpan Kaigo fukushi-shi yosei koza (11) Kaigo gairon. Chuohoki Publishing. 2001 ; P. 23.

this led to the theory of a dual system of home helpers for the elderly and helpers for people with physical disabilities. The service was changing again, aiming at the unification by forming liaison councils and starting study groups for the standardization and the efficiency of the service practice.²⁶⁾ It is noteworthy from the perspective of relationships of care welfare with professional systems. In other words, as shown in Figure 1, it can be at least summarized as follows. Home-help service started in the period around 1963, when living aspects—“I support you”s—were emphasized. It was followed by the period of 1964–1969, when functional aspectss—“We support you”—by which both welfare for elderly people and welfare for people with disabilities started to gather attention. Finally the movement entered the 1970s when institutionalization and strengthening of the foundations were sought.

Notes

- ¹⁾ “Megumarenu rojin-tachi no sewa—Chiba-shi ni katei hoshi-in umaru (Home helpers appeared in the City of Chiba—Care for disadvantaged elderly people)”. The Asahi Shimbun. Asahi Shimbun (Chiba). May 29, 1962 ; p. 12. (in Japanese)
- ²⁾ “Hinjakuna rojin fukushi taisaku—katei hoshi-in mo madamada (Poor welfare policies for the elderly—Home helper system has still got a long way to go)”. The Asahi Shimbun. Asahi Shimbun. 1965 ; p. 16. (in Japanese)
- ³⁾ Social Affairs Department, Chiba Prefectural Government. Shakai fukushi gyosei no gaiyo 1982. 1982 ; p. 141. (in Japanese)
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- ⁸⁾ The 19 prefectures were Nagano, Kyoto, Osaka, Saitama, Hyogo, Aichi, Hokkaido, Chiba, Saga, Fukui, Gifu, Ishikawa, Hiroshima, Ehime, Kumamoto, (Shimane, Akita, Toyama) Prefectures and Metropolitan Tokyo.
- ⁹⁾ The Office of Shizuoka City Social Welfare Conference. Shizuoka-shi shakai fukushi kyogikai soritsu 50 shunen kinen-shi. 2002 ; p. 28. (in Japanese)
- ¹⁰⁾ *ibid.*, p. 26.
- ¹¹⁾ *ibid.*
- ¹²⁾ *ibid.*, p. 27.
- ¹³⁾ *ibid.*
- ¹⁴⁾ Shizuoka Prefectural Government. Rogo o minnade kangaeyo. 1973 ; p. 19. (in Japanese) The Office of Shizuoka City Social Welfare Conference explains “home helpers (katei hoshi-in)” in detail (see The Office of Shizuoka City Social Welfare Conference. Shizuoka-shi shakai fukushi kyogikai soritsu 50 shunen kinen-shi. 2002 ; p. 29.)

- ¹⁵⁾ MORIYA S. (supervised) Gendai Okayama-ken shakai fukushi jigyo-shi. Dohosha. 1983 ; pp. 238-241. (in Japanese)
- ¹⁶⁾ *ibid.*, p. 240.
- ¹⁷⁾ Nagasaki Prefectural Government. Nagasaki-ken fukushi no ayumi. 1997 ; p. 302. (in Japanese)
- ¹⁸⁾ See The Fukushima Minpo. Fukushima Minpo. 1966. (in Japanese)
- ¹⁹⁾ SUGA Y. *Kaigo fukushi no rekishiteki tenkai (Historical Development of Care Welfare)* collected in FURUKAWA K., SATO T., OKUDA I (ed.) *Kaigo gairon*. Yuhikaku Publishing. 1996 ; pp. 47-48. (in Japanese)
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- ²¹⁾ *ibid.*, p. 28.
- ²²⁾ *ibid.*
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- ²⁴⁾ Home helpers for people with physical disabilities (Article 21 of the Act on Welfare of Physically Disabled Persons) were born in 1967. The service of dispatching home helper for children with mental and physical disabilities (No. 103 and No. 448 issued by the Children and Families Bureau) was established in Aug. 1970. It is pointed out that the home help became three services for elderly people, disabled children, and disabled persons. (see SUGA Y. *Kaigo fukushi no rekishiteki tenkai (Historical Development of Care Welfare)* collected in FURUKAWA K., SATO T., OKUDA I (ed.) *Kaigo gairon*. Yuhikaku Publishing. 1996 ; p. 49.)
- ²⁵⁾ Suga defined the 1970s as “the time of system expansion and full-time service” and the 1980s as a “time of fee-based service and diversification”. He concludes that such a transition led to the professionalization of care welfare (see SUGA Y. *Kaigo fukushi no rekishiteki tenkai (Historical Development of Care Welfare)* collected in FURUKAWA K., SATO T., OKUDA I (ed.) *Kaigo gairon*. Yuhikaku Publishing. 1996 ; pp. 49-55). This paper basically shares the same view of the developmental process. However, Suga did not clarify aspects of the regional expansion of the home-help service in 47 prefectures of Japan. For that reason, we discussed them focusing on actual conditions of the expansion.
- ²⁶⁾ Figure 1 is the conceptual diagram of the major points in this paper. To create the diagram, we referred to *Kaigo fukushi-shi yosei koza henshu iinkai* (ed.) *Shinpan Kaigo fukushi-shi yosei koza* (11) *Kaigo gairon*. Chuohoki Publishing. 2001 ; P. 23. (in Japanese) However, we did not take account of “impairment”, “disability”, and “handicap” in the classification of impairments, disabilities, and handicapped because our attention was focused on changes of livelihood support and physical care.
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戦後日本におけるホームヘルプ事業の全国展開の諸相
—全国調査 (2008) に基づいた拡張過程の解明—

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要 約 本稿は、戦後日本におけるホームヘルプ事業の全国展開の過程を明らかにするために、筆者が実施した「わが国のホームヘルプ事業の発祥に関する全国調査」(2008年)の結果を分析した。その結果、[I] ホームヘルプ事業の発祥という場合、①草案作成時、②制度・政策創設時、③奉仕員派遣時の3時点から捉えられること、そして、[II] 老人福祉法成立(1963年7月11日)以降においては、①生活面(1963年)、②機能面(1964-1969年)、③組織面(1970年以降)に分類でき、その過程において、福祉実践の組織化がみられたことが明確になった。こうした結果をもたらした要因を当時の社会背景をも考慮しつつ検討し、そこから、今後の介護福祉職の方向性を探る手がかりの一つを、歴史的展開という形で指摘した。

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