

FINAL REPORT

--Training Course on Mental Retardation

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A. INFORMATION AND COMMENTS ON PRACTICE PLACES

I. NAGOYA CITY, AICHI PREFECTURE

Aichi Prefecture Colony

Aichi Prefecture Colony, located in Kamiya-cho, Kasugai city, Aichi prefecture, is a special welfare center for persons with developmental disabilities. It was started in 1968. At present, there are 12 facilities and institute in the Colony, which provide continuous residential services, short training for mothers and children, medical treatment, education, vocational training and basic research for persons with developmental disabilities. The Colony is a special one from other colonies, since it has a well equipped hospital not only for research purposes, but also opened for the public.

The Institute for Developmental Research, which was established in 1972, has a staff of 93, and consists of nine research departments, aiming at studies on the nature and cause of developmental disabilities for the purpose of prevention, and on the education and social welfare for persons with developmental disabilities. The Department of Social Welfare, in which we have practiced, is one of nine departments in the Institute. The major interest of this Department is in the study of ways to encourage society to meet the needs of people with developmental disabilities and of their families more effectively.

The Colony was originally a living place for handicapped persons. Since 30 years ago, Japan was at the early stage of economic development, people worked very hard and had not much time to take care of handicapped persons by themselves. So a special place only for handicapped persons was urgently needed by the families with handicapped people, and the idea of the Colony came out at that time. Up to now, almost 30 years have passed, and the situation may be changed a little bit. The Colony should catch up with the development of the society, since it is a residential welfare center, segregated from the community and has some limitation. So we have to think out a better way to

continue the services for the handicapped people.

Group Home

In Aichi Prefecture, there has a population of 6 million, among which about 2 million people live in Nagoya City. According to the statistics in 1993, there are about 151,053 physically handicapped, and about 23,265 people are mentally retarded. However, there are only 32 group homes for mentally retarded people in the Prefecture, of which 18 are located in Nagoya City. On the second day of our arrival, we were honored to attend the first prefecture meeting for group home staff, held in Nagoya city, Aichi prefecture. And we also witnessed the interesting group discussion.

The numbers of the group homes which are supported by the National Government amount to 15, by the Prefecture Government only 2, and 8 group homes are supported by Nagoya City. The Back-up of the group homes are from residential institutions, halfway houses or workshops. In each group home, officially there has 4 residents with one care taker. And each of four residents can get pension of \$600 per month from the National Government, and the four residents share the rent charge for house. Some of the residents work in private companies, and some of them work in shelter workshops. If they have got married, they would like to move to an apartment and become more independent. Some of the care takers (or Mothers) live together with their residents, and provide services for the residents' daily life. The Mothers also take care their residents' jobs. Even some of Mothers keep good relations with employers through their actual work, so the employers of private companies trust them and even some of the employers want to hire more MR people. The salary of Mothers is paid by governments, of which one fourth is from National Government. Aichi prefecture and Nagoya city have their own subsidies system for care takers, in which the care takers can get a salary almost same as workers in the workshop, and the salary of Mother in Nagoya city is a little bit higher than that in Tokyo.

The group home is good for mentally retarded people to live in the community. They can enjoy normal life and become more independent. We have learned that some of the MR came to the group home from the residential institutions, some from halfway houses and some directly from families. In my point of view, the MR people should be trained for their independent life (ADL) before coming to the group home, so that they could adapt themselves to the new environments (Community). The Mothers should not take on everything, and they should know how to encourage the MR to do something by themselves, such as room

cleaning, washing and preparing meals. In this case, the Mothers also need some kind of training. Since group homes scattered in all of the Prefecture, it is also very important for care takers to communicate with each other, in order to develop group homes. The group home is newly started, so they have not many aged people and severely handicapped. But for the future, this kind of problems should be also taken into consideration.

Halfway House

There are only three halfway houses in Aichi prefecture, of which 2 halfway houses are located in Nagoya city. In halfway houses, usually there have 20 to 30 participants and almost all of them have jobs.

The halfway house which we have visited, is called Yutaka Boarding Home, established in 1989. The Home has 20 MR people with a staff of 7. Only 2 MR of the Home work in the shelter workshop and the others have jobs in ordinary companies. The Home also supports three group homes and one welfare home, but there has not life support center (not like the one in Tokyo). We were told that the Home has frequently kept in touch with MR living in group homes, apartment and welfare home. The Home has a two-year training program, and the purpose is to have the MR people adapt themselves to the community life. In the first three month of the training, the staff will give an orientation on halfway house, life in the community and what program they will follow in two years. The next three month, they will pay a visit to MR who have already lived in the community, so that they could have a kind of feeling about the community. And another three month, they will also visit other halfway houses. The last three month of the first year, they will think about their future plan. After one year training, they will start an independent life in the Home.

The halfway house is very important, since then the MR will start to be independent, preparing for their community living.

Nagoya Rehabilitation Center

The Nagoya City Rehabilitation and Sports Center, a foothold for rehabilitation and welfare sports, was opened in 1989. During five years, more than 100,000 cases have been dealt with at the center and the number of users has greatly increased and the center has steadily progressed.

The Center, supported by the Nagoya Government, is a comprehensive rehabilitation center which has medical function. The center consists of two major parts: one is the departments of administration, research and development; the other is the hospital for medical examination, treatment and rehabilitation.

The medical rehabilitation is one of important sections within the center, which conducts physical therapy, occupational therapy and speech therapy. The center also has social rehabilitation and vocational training. After rehabilitation and training, some of the clients can get a job in the open employment and some can work in shelter workshops. And some of the clients who stay at home or residential institutions can continuously get the follow up services from the center. Since the center has started a program of community health care, the center has also set up a five-person team for CBR program, and the team consists of one doctor, one occupational therapist, one physical therapist, one case work and one public health nurse. They often visit patients who stay at home, and they provide home consultation, training and guidance in adapting the environment in the community. Hospitals and health centers have close contacts with the CBR team, so they have set up a network with hospitals and health centers in each area. In the Center, only residential facilities for physically handicapped people are financially supported by National Government, with a capacity of 50 handicapped people.

We have also heard that in Japan, almost every prefecture of 47 has one rehabilitation center, but only 10 centers of the whole Japan have medical functions, of which 4 centers are at national level, making the fundamental idea for the services. And most of rehabilitation centers are under the Ministry of Labor, providing services for handicapped people who are working. And the vocational rehabilitation center which have been established for the severely handicapped (who has non-possibility to work), are supported by the Ministry of Welfare and Health. But at local level, the prefecture rehabilitation centers are complicated ones which provide comprehensive services for handicapped.

Yutaka Welfare Foundation

Yutaka Welfare Foundation is a non-profit organization under Aichi Welfare Cooperative Association. The Foundation started its activities in 1969, with 10 mentally retarded persons and one staff member. The workshop, called "Yutaka Cooperative Community Workshop", was the first cooperative community workshop for people with mental and physical disabilities in Japan.

The objective of the Foundation is to create jobs for those disabled who have strong desire of working but are unable to work, and help all handicapped people to live in the community. At present, the Foundation has about 30 facilities in Nagoya city, which include nine community workshops, 11 group homes, one residential facility with 20 people, day service center, and seven related welfare work for the mentally and physically disabled persons. The Foundation has helped about 500 handicapped

people. There are about 160 workers in the community workshops, and each of them can get a salary of about 2 million Yen/per year.

We were also informed that there are three types of working facilities for the handicapped. The first is to work in the ordinary companies or governmental offices. The companies are required to hire the handicapped, taking 1.6% of the total staff (in fact only 1.41%), and governmental offices 2.0% (in fact only 1.9%). The total number of the handicapped working in the both has reached about 240,000. The second is social welfare workshops which include welfare factories and shelter workshops. There are about 48 welfare factories in Japan, of which 28 are for physically handicapped and 20 for MR, with a total number of about 2,500 handicapped person employed. There has about 1,325 shelter workshops in the whole country, among which about 500 are for physically handicapped, 800 only for MR and 25 for mentally disordered, with an total employment of about 55,000. The third type is the small sized community workshops, and about 60,000 handicapped people work in about 4,000 small workshops.

In the first type, the Government will give certain amount of money to the employers. The welfare factories and shelter workshops will get financial support from both national government and local governments (about \$1,000 per person/month), and workers in the welfare factories are qualified as normal workers. The community workshops only receive small subsidies of \$10,000 per year from the national government and max money of \$200,000 from local governments. But the small sized workshops for the handicapped are easy to run and mostly needed in the community. This kind of workshop should be developed for handicapped people and help them live in the community independently.

II. NAGASAKI PREFECTURE

Colony-Uzen

The Colony, situated in Mizuhu-cho, Minamitakaki-gun, Nagasaki, started in the year of 1978, under the administration of Ministry of Health and Welfare. The original purpose of the Colony was to protect handicapped people by providing residential rehabilitation facilities, and its services covered an area of 3 cities and 19 towns. At present, it provides comprehensive services for about 500 mentally retarded people, with a total staff of 115.

Within the Colony, there are five parts, providing rehabilitation and training for MR people who need helps and want to have an independent life in the community. The first part is

two residential facilities for rehabilitation with a capacity of 50 MR each, and some of the residents are severely mentally retarded. The second part is the shelter workshop with residential units. After having completed some basic training in the residential rehabilitation facilities, the MR people will practice in the shelter workshop and improve their vocational skills, as well as develop capability to adapt themselves to the real working environment, with the objective of eventually being employed in the community. The third part is halfway house and group homes for those who have been employed in the community, with the purpose of enhancing their capability to live in community and deal with society in general, becoming confident and self-reliant, and managing every aspect of their lives. Sometimes certain guidance and care are provided for them. In the halfway house and group homes, all the expenses are paid with residents' incomes. The fourth part is welfare factory (or Colony Enterprises), started in 1988 and regarded as ordinary business. The welfare factory consists of three sections: noodle processing section, food catering and development section, with employees of 57 MR, and 11 staff. The fifth part is the community life support center which provides services for MR people living in the community after training and rehabilitation. The center also plays roles of developing new workplaces and living units for MR.

In addition, there is a Vocational Ability Development Training Center which is attached to the Colony, but the Center has comparatively independent activities and administration, due to the different financial resources.

Overall, this Colony is also a unique one which aims at pre-vocational training. It creates opportunities for MR people to be employed in ordinary company and have an independent life in the community.

Vocational Ability Development Center

The Vocational Ability Development Center (VADC) was established in 1987, by the 3rd sector system, which combined private businesses having sufficient knowhow about employing and training mentally retarded people, and local public entities. The initial funds for the establishment of the Center came from the third sector. It is the first system of this kind only for MR people in Japan. The Center is also supervised and administrated by the Ministry of Labor, with subsidies from national government, and different from other parts in the Colony. According to the Vocational Ability Development Promotional Law and other laws related, the Center is designed to provide mentally retarded people with vocational training, help them establish basic daily activities and habits of working, and

prepare them for entering the open employment.

In this Center, there are 5 departments, consisting of General Affairs, Guidance for Future Life and Employment, Living Units, Pig Raising and Noodle Manufacture, with a total staff of 15 persons.

The vocational training conducts a two year program. In each program, there are 20 students who usually came from welfare facilities or has graduated from high school, but have difficulties in finding a job. In the Center, there are two living units with a capacity of 20 students each. All students are required to stay in the dormitories for ADL training, and become more independent after two years training. The living allowance for MR students comes from Prefecture Government. Every year, 20 students who finished the training course, will receive a certificate from the Center, and the Prefecture as well, and then try to find an open employment. Up to now, the training course has been run 8 times, and 119 MR students have graduated from the Center.

The training course of the Center usually starts in April of every year. The applicants who want to be trained for future jobs, should firstly apply to the prefecture employment security office in advance, and then they will be recommended to the Center by this office. The students usually are at age of 15 to 25. During the first three months of training, students will get an acquaintance with each other, and adapt themselves to the life of dormitories. The practical training course will start in July. According to their needs and abilities, some of the students will be trained in the Pig Raising Section, and some in the Noodle Manufacture Section. They will have experiences of working and prepare for their future employment. At the beginning of the second year, they will discuss about their future life and make their own decisions. Starting from October, they will be on a job training. They will find a job and practice in an actual working environment. The Department of Guidance for Future Life and Employment in the Center will help them during the job training. If the employers are satisfied with their working, the trainees will be employed after finishing the whole training course.

The whole program expenses will be covered by subsidies from Government, which are raised from the levy payment, and the management cost of the Center will be supported by welfare factories and shelter workshops.

B. SOCIAL WELFARE SYSTEM AND SERVICES IN JAPAN

The social welfare service in Japan mainly developed after World War II, and most of the systems of social welfare based on

laws enacted at that time. The basic provisions related to social security in Japan are based on Article 25 of the constitution, and states as follows: "All people shall have the right to maintain the minimum standards of wholesome and cultured living" and "the State must make effort to promote and expand social welfare, social security and public health services to cover every aspect of the life of the people". From this point, it is clear that the state assumes a major responsibility for social welfare.

In Japan, there are two kinds of organizations which carry out their functions and promote social welfare. One is public organizations, which are run by the national and local governments, and the other is voluntary organizations, including social welfare juridical persons (social welfare corporation). This is one of the characteristics in the operation system of social welfare services in Japan.

Concerning the public organizations, the Ministry of Health and Welfare is the central administrative body related to social welfare at the national level. The departments that deal with social welfare are the social welfare bureau, the children and families bureau and the division of health and welfare for the elderly. At the prefectural level, social welfare related departments and sections are established, such as public welfare department, health and welfare department, and a special administrative body, such as social welfare offices, child guidance centers and rehabilitation centers, is also required. Furthermore, at the city, ward, town and village levels, divisions such as the social affairs divisions have been set up. As direct public service providing agencies, child guidance centers, social welfare offices and counseling centers for the rehabilitation of the mentally retarded play important roles in each prefecture.

In regard to private organizations of social welfare, social welfare juridical persons who are authorized by the prefecture governors or the minister of Health and Welfare, play the most important role as operating organs of social welfare services. Many of the social welfare juridical persons operate institutions and provide social welfare activities. For these reasons, special financial assistance is provided and supervision and guidance are administered by the prefectural governors and the minister for Health and Welfare.

The social welfare service administration has strong local characteristics. Besides operating national facilities, the national government deals mainly with planning, guidance, supervision and subsidizing. As for the actual operation of social welfare services, guidance and supervision for social

welfare services are dealt with by local governments, and the national government shares considerable amount of responsibility, namely, financial support. The local governments also have its own activities for the promotion of social welfare of the people in the community. Various kinds of services are being introduced to meet the needs in the community. For these activities, the expenses are borne by the local governments.

In the first period of training, we have learned the complete system of social welfare in Japan through interesting lectures and observations. In Japan, the system of social welfare provides good services for handicapped people. And what has mostly interested me is the different ways to approach the community.

In Japan, there are about 385,100 mentally retarded people, taking three per thousand of the total population. Before the year of 1957, there were only residential care facilities, which provided protection, guidance and training regarding rehabilitation for mentally retarded persons. The welfare services for MR could not meet the needs of MR people and MR in the institutions were not satisfied with residential life. However, social welfare services for MR developed rapidly, since law for the welfare of the people with MR was published. From then on, community facilities started, and various kinds of institutions and centers have been established. The rehabilitation and shelter work institutions are not only residential facilities for mentally retarded persons, but also provide vocational training and employment opportunities to help MR achieve independence. Moreover, halfway house is a transitional type facility which aims at promotion of smooth social participation by providing places to live and guidance for interpersonal relations and leisure activities for those who are already engaged in employment. Welfare homes provide the places for those employed MR people who are looking for housing, due to family circumstances or inconvenience for commuting, to live in a group of 10 persons usually. As newly started community program, group homes are small sized facilities in community for 4-5 persons living together in a regular house or an apartment with supporters' help in daily life, such as meal services and health control guidance. This program encourages MR persons to have an ordinary life in the community. From residential institution rehabilitation to community-based rehabilitation, the program provides widely services for MR who need help and want to live as normal people in ordinary environment by ordinary way. It is the better way to create more opportunities for MR people to be independent. In this case, the halfway house, welfare home and group homes meet different needs of MR people, and group homes provide more independent ways, so that MR people can have

an ordinary life in the community. Therefore, livelihood assistance for MR persons in the community is considered as an expression of a turning point from the institution oriented program of the past and one of the most important issues in the future.

C. PERSONAL POINT OF VIEW

Generally speaking, there has a good support system of social welfare for mentally retarded people in Japan, and we are deeply impressed by various ways approaching the community.

The CBR program in Japan is different from developing countries. Since social welfare services have developed rapidly with strong economic power, there has already many facilities existing in the community, such as hospitals, public health centers, rehabilitation centers and day care centers. Thus the CBR program means to set up a network between them, and make full use of these functions.

In China, social welfare services have mainly done by the Government. The approach of the institution-based rehabilitation was the mainstay in the past, but it has some limitations in providing services for handicapped people. At present, we have shifted the focus on the community-based rehabilitation. We are now exploring new ways and means of providing services in the community. To my acknowledge, I think we should not only rely our shoulders upon the Government, but also make the most of the private sectors. They can contribute their best to the social welfare services for handicapped people. In Japan, the private organizations play an important role in providing social welfare services, such as shelter workshops and group homes, which are mostly needed in the community. In this way, we can provide services to the great majority of handicapped people, and create more opportunities for them having an independent life in the community.

D. COMMENTS ON THE TRAINING COURSE

The group training course on mental retardation is well organized as a whole. It has exposed us to the system and services of social welfare for mentally retarded people in Japan in a short period. Personally I have really learned a lot of things from this course. And I would like to take this opportunity to express my sincere thanks to all the people who have made great efforts in helping us to understand the social welfare system and services of Japan. I hope that the course will maintain its success in the following program.