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Activities of the Community Coordinator for Laying the
Foundation of Community Care in Metropolitan Suburbs
—Through the Policy Management Approach—

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January 2008

The 21st Century Center of Excellence Program
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This paper is prepared as a reporting paper at the symposium of the 21st COE program on 26 January 2008 at Mita campus of Keio University. This study is part of a project to conduct the research titled, “Yokohama City Community Care Center research project”, at Moriyuki Oe laboratory Keio university and a deliverable of the 21st COE program. I dedicate a book to, a part of the date is sourced from collective works. I sincerely appreciate the project members, namely, Soichiro Kato(masters’ degree student, of the Graduate School of Media and Governance),Reiko Satsuka(undergraduate students) and Izumi Shikutani(researcher at SFC laboratory)

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Daiichiro Ishii

Abstract

In the metropolitan suburbs of Japan, It is necessary to build a community care mechanism so that the elderly can live their lives of worth. This study focuses on the community exchange program implemented by the Community Care Center in Yokohama City and the community coordinators who are in charge of the activities. First, the program is described by focusing on the kind of services, specialized service and community service, the subjects and the relationships among them. And, based on them, the concept chart is drawn. Second, the structural difficulties of Community exchange program are analyzed through a questionnaire survey. The result clarified that there is a basic problem in the policy. The community coordinator encounters difficulties pertaining to the individuals of the district. Moreover, the indistinctness of the community services is one of the difficulties encountered by community coordinators when they perform their mission. In order to solve the problem in the present mechanism, the author suggests drawing a subsystem to make the best use of resident's power, which is supported by the Community Care Center. Further, the possibility of creating such a subsystem and its functions were concretely shown through interviews with 15 community coordinators.

Keywords: Metropolitan Suburbs, the Foundation of Community Care, Community Care Center, Community Coordinator, the Elderly

1 Introduction

1.1 The Background of the Study

This study focused on the community problems in metropolitan suburbs which have the rapidly changes in term of the local community that the rapidly aging and the population decrease in the community. In their problems, this study focuses on ‘community care’ that requires a cooperative resolution and whose problems cannot be solved by the administrative resolution and the market.

Community care generally means to supporting the elderly residing in the district [overall community], which is beyond the concept of care at home care or senior care homes; this was showed as the critical point of the revised elderly care insurance system in 2005.

In this study I explore the building of a local community, where the elderly can live their lives of worth, and the face-to-face relationships that help to meet the needs arising from the physical and mental changes in individuals. It also focuses on the appropriate response in the local community from the view of realizing this through the promotion of activities involving mutual support with regard to existing activities as well as with regard to building them.

But in the metropolitan suburbs it is necessary to build a mechanism in the community where the population is aging and declining because the aging population is not expected to reproduce.

It is significant to lay the foundation of community care in the community to create a situation where there exist opportunities for participating in various activities such as joining volunteer groups, and hobby circles as well as activities where members form informal relationships and acquire individual roles.

1.2 The Purpose of the Study

The purpose of this study is to build a mechanism that focuses on laying the foundation of community care in the local community. In this paper, I first examine how the concept of community care should be understood by the subjects and the relationship in the local community and how the realities and problems are confronted by analyzing pioneering cases. The study also aims to discuss the future direction in laying the foundation of community care.

And this study can also provide some suggestions to the local governments who administer the declining suburbs in the big-city of rapidly developing Asia, on building the mechanism of community care by comprehending the present situation of for big city suburbs in Japan, where change takes place first.

This study focuses on the activities of the Community exchange program of community care centers(henceforth CPs) in Yokohama City where the population is already aging, and aims at building the mechanism of advance community care; it also focuses on the activities of the community coordinators who are in charge of the activities. As of April 2006, there were 101 CPs in almost every lower secondary school district. The CPs are situated close to the residents and serve as the base of care service that caters to the various characteristics of the communities. It is necessary for them to collect information and promote each activity mentioned above and build the relationships to connect each activity appropriately.

The community exchange program of the CPs is the basic activity for laying the foundation of community care, the focus of this study.¹⁾

1.3 Framework of the Study

This study is organized as follows: Section2 deals with the concept of community care from the viewpoint of the subjects in local communities, provides the framework of understanding the problem, and presents an outline on the “Community exchange program” by the CPs, which engage in the promotion of community care.

In section3, based on the questionnaire survey conducted on the community exchange program of every CP in Yokohama City, I highlight problems in the organization of the program in the concerned area emphasizing what community coordinators feel and the number of neighborhood association alliances through which the service areas promote their services.

In section4, I clearly describe the new structure and its function, both of which are important to address the problem mentions in section3, by means of a group interview with the local coordinators of three wards. In this section, I also consider the main points, namely, that henceforth CPs need to watch closely from now on. Finally, on the basis of all the arguments, I discuss the direction that community care should take in the near future.

1) In Yokohama city, Original facility design as a center for Community care -Community Care Center- is advanced. Besides this,in Yokohama city, there are Community Center where has the library and a rental space, and a small-scale one. Furthermore, there is child-log cabin as a child facilities. Community Care Center, taking up in this time, is the model of the total community care support center obligated to set in Japan with the reform of care insurance and the advanced activities are watched as the closer counters of the consultation in community and the bases for prevention of care from all over Japan. Bibliography 1(B1) also shows the necessity of building mechanism of closer care in community since the mechanism of administrative district does not work enough as the one for advancing care in communities. It is necessary to promote and support the mechanism in closer districts and build the relationship to reinforcing the administration. So the activities of community exchange by CPs coping with junior high school district are found to be the advanced model of community care.

2 The Framework of the Identical problem in the Study

2.1 Subjects and the Relationships in the Local Community

With regard to the services provided in the field of welfare service, policy-making organizations have conventionally offered their services directly to the residents with needs. However, the service supply was entrusted to the market after the care insurance system and the handicapped person independence support system were established. Later, many business establishments came into being and the service supply began to be acted voluntarily, there by supplementing market services. Figure 1 presents a flow of the service supply in structural terms from the viewpoint of three subjects; “residents who have needs”, “service providers” and “policy makers” of the local community, along with their relationships. In Figure 1, B indicates the service system and C indicates the services excluding B. A indicate restrictive and direct supply by the Policy Makers in the fields of health, medical care, and welfare, although it is different from a self-governing body.

In order to analyze the ideal nature of community care, it is important to capture in the structure of the service supply and arrange the subjects and their relationships with supply and demand including the contents of the services. These arrangements will lead to the clarification of the difficulties in a mechanism through which community care is realized and the contents that should be strengthened in the policy.²⁾

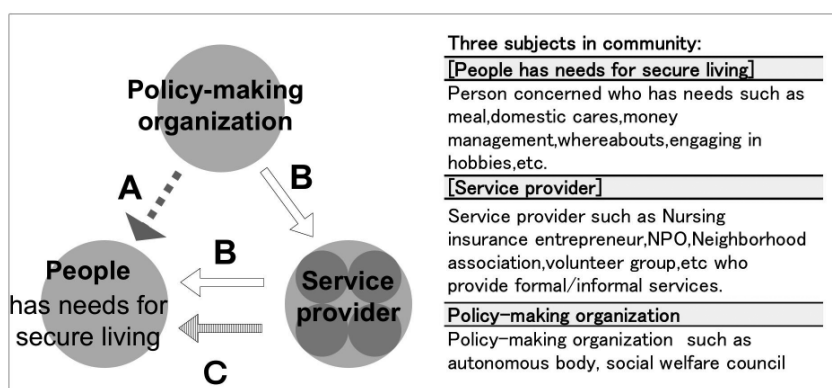


Figure 1 The subjects and the relations in the Local Community

2) Bibliography 2(B2) discussed that creating the mechanism of community care based on the 3 entities and their relationship in the communities. This paper focuses on the change of service providing system from providing directly from administrators to the residents who have needs to providing through the market after the implementation of care insurance. And it also shows the necessity and the concrete contents of supporting service providers, networking between administrators and service providers and supporting connection between service providers and residents who have needs.

2.2 The Conceptual Model for Community Care

From the structural point of view in laying the foundation for community care, there are three entities in the community, namely “residents who have needs”, “service providers” and “policy makers”. Since the CPs serve as the base for community care in Yokohama City, this study focuses on, how policy makers are situated at a slight distance from “residents who have needs” and “service providers”. It is necessary to present these entities and their relationships with demand, supply, and the contents of services to organize and analyze community care. Figure 2 presents the basic framework of community care centering around the CPs.

Community care involves the provision of various services, and CPs provide specialized services such as those indicated by section A, CS1 and CS2 shown in Figure 2. A indicates specialized service (henceforth SS), which is directly provided to the residents who have needs. They include specific services such as care planning and day service. Community service (henceforth CS) is provided directly as well as indirectly to residents who have needs through the support of volunteer groups, NPOs and community councils. CS1 copes with the individuals and consists of consultation, activities of CPs and promoting volunteer activities. CS2 coping with the organizations of service providers; it involves activities such as offering a location for activities and opportunities of networking with organizations as well as supporting the establishment of organizations. Further, the arrow indicating the relationship between the people who have needs and the service providers is a bidirectional arrow, which means a state being in a need as a service receiver, in the other activity as a service provider.

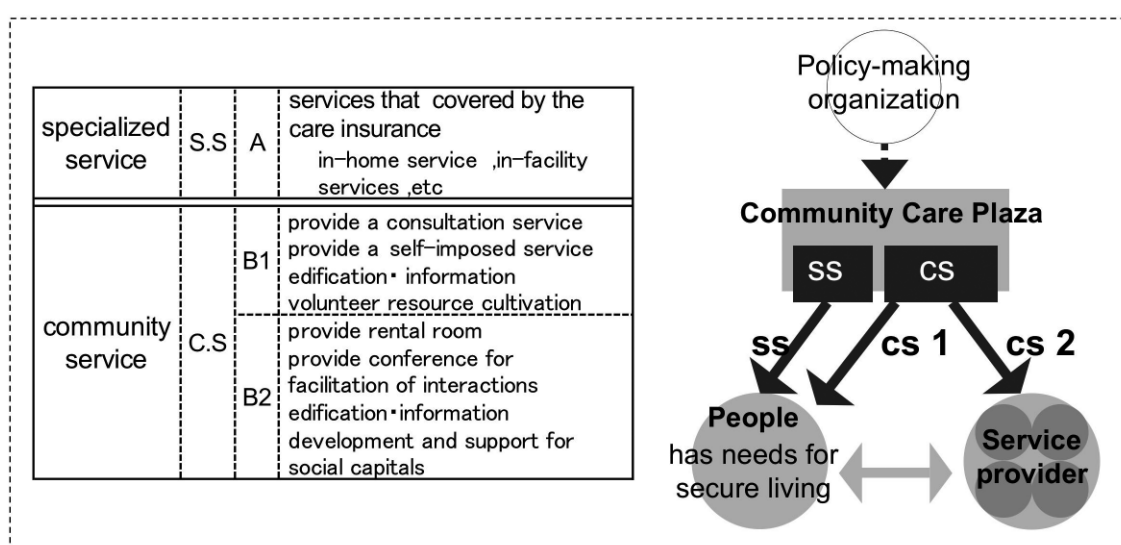


Figure 2 Model showing the relationship between the CP and each subject

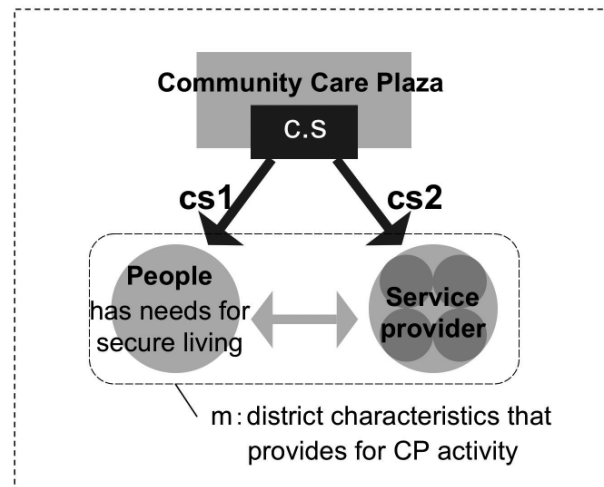


Figure 3 The model for focusing on CS activities

From the perspective of laying the foundation of community care in the future, it will be more significant to build a mechanism centering around CS, as shown in Figure 3. In the view points of the relation to the foregoing paragraph, of course, its is account for a part of service A and B at Figure 1, CP's provide the services focusing CS to the residents in the standpoint near the residents that supports activation of subject of providing with C(informal service), and activating the service provider or producing it.

In this study, It is clarified the problems caused in the approach of CS1 and CS2, and the elements raising performance which solve the problem or improved it are considered for the CP of a pioneering case with regard to CS.

In order to explore the actual conditions, the study focuses on the activity aspect of the community exchange program of the CP(Figure 3, CS1/CS2) from the following two aspects; (a)the problem of advancing the community coordinator's activities, and (b)the problem of district characteristics(Figure 2, m) governing the activity of the community exchange program and the intended service area not being able to consider solutions for the different problem in each community.

2.3 The Community Service Activity of Community Care Centers in Yokohama City

Yokohama City has advanced to promoted a center of community care for the entire country as a part of regional welfare promotion as “Community welfare based facilities”, which was planed out in 1989. Table 1 presents the framework of all the activities of the CPs and the community exchange programs.

The community coordinators are the staff of the CPs and are appointed to be in charge of the activities of the community exchange programs³⁾.

3) The community coordinator is arranged one person in each CP by the consignment by the administration. A special

Table 1 An outline Community Care Center in Yokohama City

An outline of the Community Care Plaza in Yokohama City	
abbreviated chronological table	1989: a facilities plan 'care center for community welfare' in Yokohama City 1991: a basic indicator for a community care system settles on . The first facility started as a home-care service support center 1994: the installation of community care center was settled in the city planing. 1998: The ordinance for community care center was enacted 2000: care insurance system came into force 2003: The community care center ordinance was enacted 2005: The first facility started as a base for the designated managerial body insurance
mainly services contents /governing structure	(1)enliven the community activities for laying the foundation of Community Care (2)provide a consultation service of in-home care support center (3)provide a specialized services of public health and welfare etc.(4)in-home service (1)(2)in trust by the municipal government 、 (3)(4)care insurance system *The social welfare corporation consigned by the municipal government manages it. The institution of the assignment for administrators will be adopt in the future.
community services	The community services provide especially (1) . Concrete activities: a.provide a self-imposed service b.make good use the rental space c.actual condition survey in the service area of responsibility (find out about people's needs/figure out the social capital) d.cooperates with the resident e.provide conference for facilitation of interactions* f .get engaged in an individual case g.develop a socail capital h .cooperates with the relating organization i.cooperates mutually in the organization of CP *Management of conference to share the infomation of issues and consider the manner and methods of resolving which subjects in community, with the participation of the neighborhood association, the town Council of Social Welfare, volunteer group and others.

These are previously described, and are considered to work efficiently as the basic activities in laying the foundation of community care. Moreover, one CP is established in the lower secondary school area, while one is intended mainly for a township consisting of number of 6~10 and 20,000 person level.

2.4 The Outline of the Survey

I conducted a questionnaire survey on the community coordinators who are attached in all 101CPs as the community care activity in Yokohama City point in 2006, April. Three people who were working as a community coordinators helped in framing the questionnaire survey vote. Table 2 shows the outline of the survey.

qualification is not required. And there is especially no evaluation of method concerning community coordinator's activities, and they are different according to the corporation that entrusts the management of CPs. The contents of the concrete works are as showing at Table 1 in the text.

Table 2 Outline of Questionare survey

Object of investigation	101 persons of Community coordinators who manage the community service
Period of investigation	2006. Sep. 15 ~ 30
Method of investigation	Send by mail to 101 persons, Calling-back from 90 persons by mail, Valid responses are 87 votes. (The valid response rate is 86.1%.)
Method of making questionnaire vote	Collaborated three people have lectured for three years or more in the community coordinator training that the administration etc. do. And they play a center role at the held community coordinator conference on each district.
Major instance in the question	Establishment year of CP • Basic information of management corporation and community coordinator, Method of catching needs and social resource, contents of a self-imposed service, The actual condition of the rental space etc, Matter that feeling it hard to advan

Table 3 Outline of the community coordinator (N=87)

sex	M 31 F 52 Nonresponder4 (persons)
Years of experience	Three years or more 41.4% Less than one year 35.6%
age/former job	Thirties is the most largest age. And, in the 75.9% person, the former job is CP staff or a staff related to welfare.
Possession qualification	social welfare counselor 、 nursing care worker 、 caretaker etc. The almost people has some qualifications. The unqualified percentage of those is 14.9%.
*Other features:A subcoordinator who supports a community coordinator exists in CP. Arranging 4 ~ 6 person by the alternation system day and night. The sysytem is a difference at CP.	

In addition, based on the results of the questionnaire survey, the questionnaire survey and the group interviewed it for 15 community coordinators in three wards who cooperated with use a new mechanism and its function were clarified to improve the current problem.

Moreover, the survey covers all aspects of the community exchange programs, including the basic information pertaining to the CPs and the community coordinators, as shown in Table 2. However, this study focuses more on problems that a community

coordinator actually encounters particularly in advancing the usual operations. These problems are as follows; the difficulty of work environmental in the system, the difficulties for the community area, the activities facing on difficulties. Since the community exchange programs in CPs began operating, neither the actual condition of a community coordinator nor the problem is bothering, though has been modified a system and business menu, etc frequently for improving the approach. This point indicates that in reality, the program is being promoted without actually considering the feelings and opinions of the community coordinator. Recognizing the difficulties faced by community coordinators helps in better understanding the problem of the community exchange programs activities in the present situation and finding a practical solution. Therefore, it is important to pay attention to the problems that the community coordinator actually encounters.

3 Problems of the Community Exchange Programs

3.1 Problem from the Viewpoint of the Community Coordinator

In this section, the approach of community coordinator with regard to the community exchange programs in each CPs has been analyzed on the basis of the results of the questionnaire survey. In particular, it aims to identify the name of the problems that the community coordinator -the central figure in promoting the enterprise-recognizes as important. Community coordinators appear to believe that not only their lack of skills but also the problems in the mechanism of the community exchange programs act as barriers when they are engaged in community services. Above all, in the case of the latter problem, it is difficult for an individual to improve the situation, and support in terms of policy is needed. This study focuses on such aspects and found the facts discussed below from the multiple choice questions, asked to community coordinators, related to the following three factors; [1] the problems of conducting activities, [2] difficulties for communities, and [3] activities with difficulties in the community exchange programs among the questions to community coordinators.

[1] The Problem of Work Environmental in the System (Figure 4, Table 4)

As for the problem of the system, almost half of the people answered “There are tasks other than the community exchange programs.” And more than 25% the people answered “Lack of coordinators” and “What the community exchange programs should be is unclear.”

Table 4 In advancing the usual operation, what difficulty of the work environment do you feel? (up to three) [N=68(NA16)]

A difficulty of the work environment		(person)	(%)
[1]	The ideal way of work is indistinct.	25	29.1%
[2]	The corporation doesn't understand.	10	11.6%
[3]	The budget is insufficient.	9	10.5%
[4]	The number of staff is insufficient.	22	25.6%
[5]	The volume of the other work is larger than original work.	40	46.5%
[6]	Personnel changes is frequent	7	8.1%
[7]	Others	10	11.6%
[8]	Especially none	5	5.8%

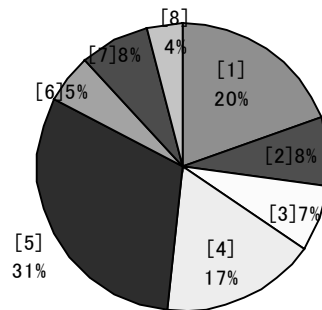


Figure 4 Ratio to the whole of each item in Table 4

[2] The Difficulties for the Community Area (Figure 5, Table 5)

As for the difficulties for the community area, almost over 40% people answered “CPs are not located well.”, “The characteristics of small districts differs too much.” and “The district is large and the population is big.”

Table 5 In advancing the usual operation, what difficulty of the service area do you feel? (up to three) [N=68(NA6)]

A difficulty of the service area		(person)	(%)
[1]	The location of CP is bad	42	48.8%
[2]	The object area and the population area large	33	38.4%
[3]	The characteristic in each small area is greatly	38	44.2%
[4]	A social capital is lack	14	16.3%
[5]	The understanding of the residential is not	5	5.8%
[6]	There are a lot of complex and difficult needs	17	19.8%
[7]	The relating organization is not cooperation	6	7.0%
[8]	Others	17	19.8%

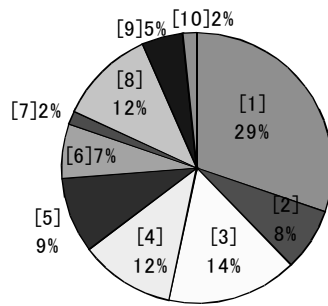


Figure 5 Ratio to the whole of each item Table 5

[3] The Activities Facing on Difficulties (Figure 6, Table 6)

As for the activities facing difficulties in the community exchange programs, almost 2/3 people answered “Provide the conference for the facilitation of interactions”. And “Survey of the situation in the district”, “Development of social resource” and “Cooperation among internal divisions” follow it.

The results of the survey are discussed below:

The following problems were discovered in the service area that the CPs targeted. The service area is extremely large and the characteristics of small districts differs excessively. Moreover the CPs are not conveniently located. These problems are not related to aspects such as the coordinators’ skills and the corporation’s understanding. The problems highlight the difficulty at the environmental level in the districts in terms of carrying out the activities. Figure 4: The ratio of the sum of 1, 2, and 3 on the environmental aspect in the districts is very high namely 66%. According to the analysis, in some CPs, to begin with, it is difficult to advance the approach of the community exchange programs.

Table 6 In advancing the usual operation, what difficulties in community services do you feel? (up to three) [N=77(NA7)]

Activities with difficulties		(person)	(%)
[1]	provide conference for facilitation of interactions	55	64.0%
[2]	have a personal relationship with residents	14	16.3%
[3]	Actual condition survey in the service area of responsibility	28	32.6%
[4]	Develop socail resouces	21	24.4%
[5]	Provide a self-imposed service	16	18.6%
[6]	Get engaged in an individual case	12	14.0%
[7]	Make good use the rental space	3	3.5%
[8]	Cooperation among internal divisions	21	24.4%
[9]	Cooperates with the relating organization	9	10.5%
[10]	Others	3	3.5%

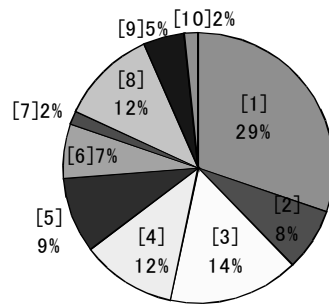


Figure 6 Ratio to the whole of each item Table 6

As for the problem on the management of the system, the following results were obtained ;There are tasks other than those related to the community exchange programs to be performed; further, the ideal nature of the community exchange programs is not clear. It was also considered difficult to explain the program to the residents and get their compliance. Moreover, an insufficient staff and budget becomes major problems and basic problems such as difficulties with respect to the environmental aspect also exist.

In activities for which difficulties are encountered, the problems pertaining to obtaining the cooperation and mutual agreement of various subjects in a local community, solutions such as “Provide the conference for the facilitation of interactions”, “have a personal relationship with residence”, and “Cooperation among internal divisions” “cooperates with the relating organization” has increased overwhelmingly. Figure 6 The sum the ratios [1], [2], [8],and [9]rises to 54%. Moreover the original activities and social resource development need to understand the needs and the source of manpower etc. but the states being the basic activities that actual conditions' survey of the service area not being investigated might show that it is a big problem to advance the community exchange programs.

In order to inclusively understand the problems of community care, an analysis from the viewpoint of districts is needed (reference: Figure 2, m) and not one from the viewpoint of the CP and the community coordinator as given above. This is because the former helps in enabling a clearer analysis of the nature of the service area as well as the problems encountered.⁴⁾

4) For example, if the relation that the number of the elderly at the age or more of 65 and the charge feel the difficulty is seen in the result of cross tabulation, it is shown that“ Have a personal relationship with residence”,“ Get engaged in an individual case”, and“ Actual condition survey in the service area of responsibility” become more difficult. Moreover As for these three, if we see them as the relation to the number of union neighborhood associations, a similar result is obtained as the number of union neighborhood associations increases. On the other hand, as for“ Provide the conference for facilitation of interactions”, and“ Develop social resources” ,the difficult situation is held regardless of the difference of the district characteristic. These are shown that there are the activities which appears the difference for the difficulty caused by the characteristic of the service area coordinator targets and one not so. To get the problem solving of individual CPs, these results show that there are activities that should be especially noted according to characteristic of the service area and for

However, this paper doesn't analyze the characteristics of districts, which is considered as an effective method in solving the problem of the individual districts. This paper focuses on understanding the basic problems in the current system and conducting an analysis centered on finding a solution.⁵⁾

3.2 Problems in the Mechanism of the Community Exchange Programs

The various problems encountered in the community exchange programs are not restricted to the technical problems faced by community coordinators; they include problems regarding the qualification to the CPs. The problems regarding the placement of the CPs can be improved by the enhanced evaluation based on the institution that places the administrators.

The analysis mentioned in the foregoing paragraph focuses on the problems in the mechanism, which become the basic problems in promoting the community exchange programs. They are as follows.

- (1) Basic problems such as those regarding "Location of CPs" will be more significant and "The district is too large and the population is too big" can be resolved by the community coordinator and the CP.
- (2) It is necessary to cope with the districts smaller than the lower secondary school district because the small districts have various characteristics.
- (3) The indistinctness with regard to the ideal nature of the community exchange programs is one of the difficulties that community coordinators encounter when they carry out their mission.
- (4) It is necessary to discuss the means of promoting the activities on the relationship with community such as "Building the place of cooperation" and "Survey of the community" as there is considered to be a lack of such activities in the mechanism.

It is necessary foremost concerned so that showing the direction of the solution to the problem in the mechanism that such a current the community exchange programs fundamentally has, for promoting effectively the approach of the community care in the future.

3.3 The Method of Solving the Problems

Based on the abovementioned analysis, I'd like to discuss the future direction of solving or improving the basic problems encountered in the activities of the community

making do the activities, the analysis concerning a detailed the district characteristic in each districts further is necessary. As a result, the problem solving of individual CPs can be got and A concrete approach becomes possible.

5) There is bibliography 2(B2) that treated the analysis concerning the relation to the characteristic of districts. This paper divide into classes of diverseness for target area led by the follows that residential structure is analyzed as level of town, the realities that CPs target two or more districts with the various residential structure are clarified, and the index which shows the residential structure typically is extracted from the principal component analysis.

exchange programs.

As mentioned earlier activities of the community exchange programs that promote community care are necessary to deal with smaller communities; however, at present, only one CP is established in every lower secondary school district, which is insufficient because the districts are extremely large. The mechanism centered around CPs, which covers junior high school districts, is insufficient for the care of the smaller districts. Furthermore, the difficulties will increase since the population of the elderly is rising. I consider it necessary to create a subsystem, that is, another mechanism, other than the present one, centered around CPs.

Further it is necessary to coordinate with neighboring districts for managing the needs and problems of every smaller district. It appears that it would be difficult to sufficiently cope with the needs and problems when there is only one person in each CP. Hence, it is necessary to build a mechanism of community care with new people or organizations that serve as community coordinators in each small district. They need to collaborate and share their roles according to the circumstances. Moreover, the community exchange programs need to promote such people or organizations.

Furthermore, a place that can serve as a base to support the subsystem is necessary. The residents can use this for participating in community activities, consultation and obtaining information as well as recognizing the needs or problems in the district through daily communication. In particular, “Salons” used by community councils or volunteer groups in the community are expected to develop as bases that serve as satellites of the CPs. Besides serving as an area for meetings and providing opportunities for exchanging information periodically, they can be considered as places that support the system from the functional viewpoint.

I believe that understanding the necessity of the abovementioned system and creating a mechanism in the present system of the community exchange programs and two activities can help in developing a new mechanism for solving the present problems for realizing community care with limited resources. In the next section, for drawing the subsystem so far, the next section elaborates on the concrete appearance of the subsystem from the group interview of the 15 community coordinators in three districts, and presents the directions of the community care in the future.

4 Role and Problems of the Subsystem

4.1 Figure and Role of the Community Coordinator

How do the community coordinators working in the field perceive the subsystem

that would improve the existing mechanism? The figure depicting the subsystem is shown in the previous section. In this section, we also clarified the available methods, concrete roles required and the problems of the subsystem.

Among the 18 wards in Yokohama City, we surveyed the community coordinators of three wards (Izumi-ku, Kanazawa-ku, and Kohoku-ku) which have many residential districts that were developed mainly after the war. With their cooperation we administered the questionnaire and interviewed every group of the community coordinators of the three wards. The outline of the survey is presented in Table 7.

From the questionnaire, we obtained the responses regarding the expect and the problems in the implementation of the subsystem. In the group interview, we first asked the coordinators about their perception of the role of subsystem after which their responses to the questionnaire were verified with those they gave in the group interview. A discussion among the coordinators at the interview was also organized. The subsystem was redefined as serving a satellite-like function in the field, and the term was used in this investigation.

Table 7 Outline of the survey–Ideal subsystem

Objects of investigation	Word	The number of Community coordinator (persons)	The number of returned the advance questionaly survey (persons)	The number of the participants in gruoup interview (persons)
	IZUMI	4	4	4
	KANAZAWA	8	4	5
	KOHOKU	8	4	7
Period /Method	The advance questionaly survey : Period of collecting 2007.15.July ~ 30 The gruoup interview : 2007.Aug, one time each, about 3 hours each			
Major instance in the question	Ideal of the subsystem、 Building a relation with the residence in community、 Provide a conferrence for the facilitation of interactions、 Record for advancing the activities			
	*The question item is the one enumerated as a problem that should be examined in the study that obtains the Community coordinator's participation based on the result of the questionnaire survey in 2007 and is held.			

[1] Actual Figure of the Satellite Function the Community Coordinator Design (Figure 8)

First, in the questionnaire in advance, all twelve respondents answered “yes” to the question about if they think that the satellite-function is needed when two who answered yes on condition are added. The four participants of the group interview who did not have the questionnaire also answered “yes”.

Next, the responses of the 15 interviewees to the question on what the satellite-

Figure 8 The concrete figure the community coordinators consider the satellite-function

Facility/Occasion		The concrete figure the satellite-function		
		Daily	Periodically	Restrictively
The concrete facility /Occasion	The neighborhood association's house/The united neighborhood association's house	The coordinator or the building management person is arranged from the resident, and they receive the visitor and the user almost always.	Salon from which tea party and backstairs gossip, etc. are regularly held	The delivery course and consulting services at course held in region and meeting
	Community house			
	Community center			
	The store			
States of relation to groups and persons		groups and persons under consideration	how to	
States	connects with key-person	Persons who are advancing the activity	<ul style="list-style-type: none"> • When CP is used, communications are aimed at. • Participate in the conference of the directors of the community meeting at • Hold events etc by the cooperational activity • Go around to a neighborhood association's house etc. at any time. • Charge with th 	
		Directors in the town associations and local social welfare council		
	connects with the group	local social welfare council		
		volunteer groups		
		Independent groups from CP		
		Person concerned group that does approach that CP cannot do		
Group that acts originally in CP				

function indicates are shown in Table 8. The responses are divided into two main categories, “things that specifically indicate buildings or places concretely” and “situation connected with key persons or groups.”

In the first case, the types of the satellite functions are classified according to the frequency of the activity. Community halls have many daily activities. There is a CP that collaborates with staffs of the community halls, for example, a neighborhood association not only manages the staff of the facility during the day but also provides residents with companionship and a consultation. Another CP offers a platform for a periodical information exchange between the social welfare council and the head office with counseling systems at the district center, which serves as a local base that is accessible to residents. Several such examples are found all over. In these cases, it's more like creating the collaborative interaction with regard to the activities already performed in the community by the CPs. There is also an example where people that visit the same salon meet periodically

in the community hall where they take a course in nursing care for understanding the needs. Some of the salons are established by local people on their own, while others ones received some management supports from CPs during the increase in operations and the subsequent period.

In the latter case, a relationship between individuals and groups is pointed out as another aspect of the satellite-function. This indicates the networked relationship, and the following feature of the target of the network was found. There are many cases for which the satellite-function indicates the connection with groups on some specific subjects of their activity unlike the connection in the case of territorial groups that own and manage concrete buildings or places such as a neighborhood associations as shown previously. Examples of such groups, circles and disabilities-related organizations.

Considering this feature, it is highly possible that the satellite-function connects territorial groups mainly through buildings and places where CPs collect information from the field and provide the required information to the community coordinators who understand the needs of the people. On the other hand, in order to solve some local problems, it is necessary to maintain a relationship with groups that have somewhat specific subjects. Therefore, groups without specific offices and locations for their activities need to maintain a daily relationship by setting up meetings or partially cooperating with the service.

It was found that the satellite-function has a common of maintaining some connections with territorial groups or groups with specific subjects as mentioned above. Based on these analyses, the model in Figure 7 can be made within the framework of this research focusing on the subjects and the relationships in the local community, for understanding the problem. Although the specific component X depends on the activity, it indicates the places at which and opportunities whereby people with needs connect with NPOs and neighborhood associations which concerning them. First, CPs are not only

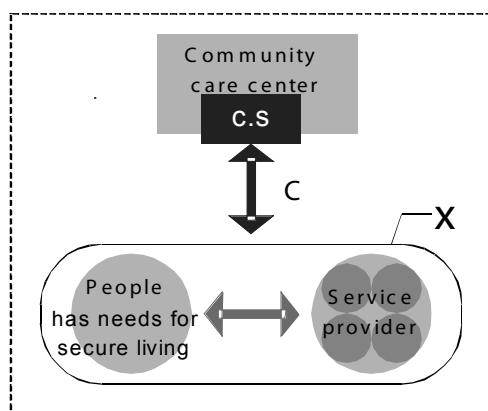


Figure 7 The relation CP and small community

required to offer direct service to the people and the service as well as actively approach the locations and opportunities indicated by X in Figure 7. According to the model, they are also required to provide a support in order to arrange locations and provide opportunities as well as enhance its quality (C in Figure 7).

Moreover, it can be stated that CPs are required not only to maintain a relationships with groups but also establish a connection between territorial groups and groups with specific subjects as needed. The role of connecting these groups would be important because groups that operate independently in local communities rarely have a relationship with each other.

[2]Role of the Satellite Function Table 9

Next, the responses to the questionnaire and the results of the group interview pertaining to the question on the conceivable effects of the satellite-function are shown in Table 9. A wide variety of results are obtained but the following can be deduced from them.

“Activate people and service providers and help them to be independent” is an approach to mainly encourage the development of independence in the local community. Eventually, the infrastructure of community care can be developed in a situation where the local people independently work on solving the problems in their local community, which helps them to directly approach the goal.

“Promote the relationship between Communities and CPs” indicates that as it could make a connection with local areas remotely related, it could be an effective mean to solve fundamental and severe problems such as inconvenience of CPs’ location as analyzed in section 3.1. In addition, this could also make a connection with groups and persons without relations to CPs and give them some understanding of the existence and the role of CPs. The community coordinators described that the second most difficult issue they feel is making connections between local areas and CPs, and it implied that the satellite-function can greatly contribute to overcome the difficulty.

“Grasp local activities” and “Grasp the local needs” are essential for CPs to provide the services meeting the local needs. This approach can be more effective by these two effects. Especially, there are some comments that it enables CPs to know about cases with individual means of problem solutions beyond their controls, and it also enables them to grasp the big picture of the people’s relationship and the connection between groups in the local community, when CPs can only grasp one relationship at a time. Furthermore, the approach of “Fitted with individual communities” can be considered as the condition for these effects of the satellite function.

The approach of “Improve the activities of community coordinator’s service” implies

Table 9 Expected result

Activate people and service providers, and help them to be independent	
Classification of effects	Concrete contents
[Notice the need of local activities] [Let people grasp the local problem]	<ul style="list-style-type: none"> • they will be motivated to join mutual support activity • It will be more offer for people to know the local problems
[Active service providers and help them to be independent]	<ul style="list-style-type: none"> • Mutual support activities will be more active • The activities and the places would be fair by CP's participation. • It is possible to CP instruct about CP's know-how
[Promote relationship among inhabitants]	<ul style="list-style-type: none"> • Inhabitants will get more chances to know each other • There they would start to plan new activities
[Let the Community solve its problems by its own and advance cooperation with CPs]	<ul style="list-style-type: none"> • People who have needs will learn to solve their problems by themselves • People will understand their Community needs to cooperate with CP to solve their problems
Promote the relationship between Communities and CPs	
Classification of effects	Concrete contents
[Connect CPs with less familiar Communities] [Increase the chance to connect each other]	<ul style="list-style-type: none"> • CPs will be easily connected with less familiar Communities which are for instance regionally or something • The existence of whereabouts itself gives more relations • They can connect to their local activities • They can connect not only people in welfare apartment but people in commerce apartment like shopping arcade workers. • It can meet the person who doesn't
[Promote the existence and the role of CPs to Community]	<ul style="list-style-type: none"> • People will come to know CPs and its role.
Grasp local activities—social resources	
Classification of effects	Concrete contents
[Grasp activities]	<ul style="list-style-type: none"> • CPs can grasp local activities or service providers who they didn't know before. • CPs can meet key-persons. • CPs can grasp what the activities do which don't join CP activities.
[Grasp local networks]	<ul style="list-style-type: none"> • CPs can find the connections between individuals which exist in Community not in CP. • CPs can grasp human relations in Community.
[Grasp whole of Community]	<ul style="list-style-type: none"> • CPs can grasp the situation of Community as from points of information to the surface as a whole.
Grasp the local needs	
Classification of effects	Concrete contents
[Grasp needs/problems]	<ul style="list-style-type: none"> • CPs can get new informations because other people come than usual projects. • CPs can grasp needs /problems which are different between Communities. • CPs can grasp individual needs or situations which are hard to grasp from CP activities.
[Grasp individual voices who need supports]	<ul style="list-style-type: none"> • Volunteers find some case which need support and tell CPs.
Fitted with individual communities	
Classification of effects	Concrete contents
[Project for each characteristic of Communities] [Provide services for people in local area]	<ul style="list-style-type: none"> • CPs can fit projects to each need or problems for individual communities. • People who couldn't come before because of distance will be able to come.
Improve the activities of Community coordinator's service	
Classification of effects	Concrete contents
[Reduction and clarify of Community coordinator's service]	<ul style="list-style-type: none"> • It is difficult to provide coordinator's service by 1 person, but that subsystem can support. • They can reduce the time for gathering and sending informations. • People will understand that they need to participate in Community independently instead of Community
[Develops human resources]	<ul style="list-style-type: none"> • Community coordinators can learn coordinators skills in Community. • It will come to grow human resources in Community.
[They can discuss new possibilities of CP's service]	<ul style="list-style-type: none"> • Because they will have rest room for rent, they can expand other needed projects.

that it is important to reconsider the role of community coordinators for example. It is necessary to concretize each role and improve the coordinators' skills by not only reducing their services but also their support for the independence of the community.

The results of this investigation indicated that community coordinators expect much from the role of the satellite function. The comments from the community coordinators can be summarized by stating that the satellite-function is the mechanism that produces the following 3 new suggestions in addition to simplifying the service of the interregional exchange program as indicated by CS1 and CS2 shown in Figure 3.

- (1) Obtain information and establish relationships in local communities which otherwise cannot be realized by providing services in CPs
- (2) Promote the independence of local communities and clarify each role of the residents and CPs
- (3) Improve the community coordinators' skills

4.2 Problems in Realizing the Subsystem

In the previous chapter, from the comments of 16 community coordinators, it is shown that realizing the subsystem as a satellite function or having a relationships as shown in Figure 7 is an effective way to expand the community exchange program and is also expected to fairly great extent. This leads to the emergence of the idea that the CP only has to realize the subsystem in association with the government, the system designer, and the residents who have some needs. However, there are several problems that are not easy to solve at present. From the group interview, it was found that there are means to solve the problems of some specific subjects for example by giving lectures at the salon. Nevertheless, there are few examples that the subsystem is operated in the entire community with the community coordinators having a high awareness and understanding from CPs. It is necessary to understand the present situation and focus on how the satellite-function can be realized.

Based on the current situation, we had a questionnaire and interview to community coordinators about the problem they feel in realizing the satellite-function. The results of the investigation are shown in Table 10.

The problems of the realization can divided into two main categories. One is a problem in creating the subsystem; the other is one in cooperating with residents. The cases of the former problem are also divided into several categories, but it is especially difficult to solve the size of community for the satellite-function of each subject, the different degree of interests in each community and the role of CPs and residents.

“The size of community for the satellite function of each subject” would be needed

Table10 The Problems to Realize the Subsystem

The problem in the system		The problem on the resident side	
The kind of problem	contents	The kind of problem	contents
Sharing, receiving and putting out the informations	<ul style="list-style-type: none"> The labor is newly needed with talent who bundles the satellite. Neither consolidating nor sending information in each region can often do the balance. Building a system that can be smoothly done is needed. 	edificational activities	<ul style="list-style-type: none"> It is difficult to understand the role of CP and the resident each other. It is difficult to illumine the residence who doesn't have a conscious of an attachment to community such as the rental housing area.
Dividing roles and supervising the programs	<ul style="list-style-type: none"> It is necessary to sort the ones done in the side of the rocal populace and in the side of the CP It is needed to supervise when the contents of activities are heading for not good. 	develop the community actor	<ul style="list-style-type: none"> Concentrate various work on same person. There aren't the beareres in the community who develops the satellite.
The level of subdivision	<ul style="list-style-type: none"> The level of subdividing 'the service area' is not understood. 	Independent management	<ul style="list-style-type: none"> It is difficult for the local populace to execute independently the management for the satellite and the activities What the relation of the resident doesn't go well in the community is able not to adjust in each other.
	<ul style="list-style-type: none"> The level of subdividing 'the needs and the problems' is not understood. 		
The decline of subjectivity of the local populace	<ul style="list-style-type: none"> If the one like CP is made in the community, the subjectivity of the resident will be overwhelm 		
The difference of consideration in each facilities and in each community	<ul style="list-style-type: none"> The difference of facilities such as the community center, the community house, and the neighborhood association's house make much difference in the contentds of activities The difference of emperatures in each town make much difference in the contentds of activities 		
Relations-making excluding the welfare subjects	<ul style="list-style-type: none"> It is necessary to connect the person like a shopkeeper,school teacher and so on, excluding the welfare subjects 		

for individual solutions although it is not mentioned more in this paper. This implies that it is important to take into account the characteristics of each local community indicated by “m” in Figure 3. Particularly, with the view of infrastructure of community care, it means the classification of the elderly expected to increase needs, to receive services directly and to be in charge of services from now, the relationships with a neighborhood association that has a strongly-rooted infrastructure in the local community and is closely linked to creation

of the mechanism and the accessibility in geographical terms⁶⁾.

Regarding “the different degree of interest in each community,” it is originally difficult to have a neutral connection because the activities in a community can never be always constant. Going back the discussion so far, the first thing to do is having a relationship with groups and persons in action. In the above condition, as the next step, it is required to approach a community whose activities are not enough and help them to expand more concrete activities.

As an example of the approaches for resolving the different degree of interests between communities and groups and increasing the interests itself, it can be considered effective that the process of noticing the difference from looking at the activities of the neighboring communities or groups. About half of the community coordinators interviewed actually adopt the approach such as having meetings with volunteer groups, salon workers and groups receiving the service of CPs.

As it is stated about “The role of CPs and the residents” in the group interview, there is a concern that the satellite-function would prevent residents from taking initiative. The concern is based on the idea that as CPs don’t provide services in places that are closer to the residents, it does not enable the promotion of community care based on residents’ activities as shown in this analysis. Thus, the role of CP shown as C in the Figure 7 should be seen as enlightening residents and helping them to develop self activities by their own. The concrete contents of CP’s role have to be changed in order to adapt the level of the activity and share the goal and the approach to realization in cooperation.

Another big problem in residents developing the satellite-function is the need of the discussion of securing service providers, which is the common problem in every community. In the districts with the difficulty in keeping activities such as districts with more than 50 % of the ratio of aging and many moving households, it is needed to reconsider means to build up the subsystem posed in this study by creating the cooperative structure not only with CPs and the government but also with groups of neighbor communities and volunteers in a wide sphere as well. From these analyses, there are the problems shown in Table 10 in realizing the subsystem, and each subject is required to approach with understanding of these problems.

4.3 The New Method of Realizing Community Service

The community exchange program shown in Figure 3 in Section 2 develops the

6) It is individually different to grasp the main factor and understand a characteristic of districts. As for how to make the subsystem, two or more models are regarded by the feature of the characteristics; however A separately detailed analysis that “is it appropriate to place what kind of the factor in the base of a residential structure?” and “what kind of the factor is additional easily?” might be necessary.

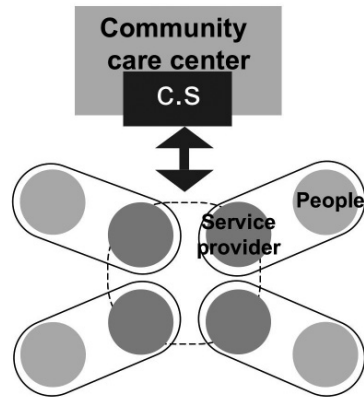


Figure 8 The rule connecting a subject to a subject.

infrastructure of community care, but it gives many difficulties to community coordinators that play a key role in developing the infrastructure. It was shown that it is needed to resolve the basic problems of the system generating the difficulties, and the subsystem is raised as an effective approach. It was given that the details of the role of the system and the problem in realization. It was figured out that activities based on community service have to approach a model shown in Figure 7 drawn as the future of the subsystem. This approach encourages residents' activities and leads to a local community that enable the elderly to live a life worth living, that is a goal of this study, a face-to-face relationship that can cope with the physical and mental changes of individuals and the resource of adequate services. Therefore, this can be said as the true intention of the community exchange program.

Based on the idea, it is required in the future to have the residents' cooperation and understanding and reconsider "problems of communities" when CPs support or create a community hall, a salon and connections between key persons and groups in order to realize the satellite-function.

In order to consider the needs involving local groups and volunteers and encouraging their independence, it is thought to be effective that connecting territorial groups to groups with specific subjects and offering districts and groups the opportunity to know and learn each other. It is a very important role of CPs taking a mediate position in the local communities. How CP should be as a method to realize these community services is shown in Figure 8 in the view of the individuals in the local communities and their connections.

5 Closing

Developing the mechanism of community care can be aided by considering the conceptual framework of the new policy in the local community. For example the CPs in Yokohama City are managed by private businesses such as social welfare cooperations.

The activities inadequate due to the structural problems in the present condition, and another mechanism with the cooperation of residents is required for solving them. The conceptual framework of the new policy in the local community implies that the role-sharing arrangement with residents- stated as a problem when the community coordinators implement the subsystem- is a means of making the cooperative connection. The promotion of the service for creating the cooperative connection with districts and acquiring concrete skills to support to “X” in Figure 7 is urgently required to construct the subsystem. In addition, the model showing the role of the CPs based on the concept of offering of the opportunity to learn as shown in Figure 8, when used as a method to implement the community services can be expected to prompt residents to construct the cooperative connection on their own in the future.

In order to develop a mechanism of community care with the cooperation of residents in the local community, supporting roles, which play an important part, are required. The supporting roles should focus not only on providing the service determined by a system and high professional provider in a specific service but also on maintaining or creating connections with volunteer groups playing important roles like community coordinators. Moreover, it is important to encourage these groups and individuals to work together. In other words, we need providers without professional skills for high professional subjects, while those with low professional skills will support the new publicity.⁷⁾

7) The specialist who is related to nursing and the life support such as the care manager, caseworkers, and helper is requested for the need and the problem to attempt solving in the specialty and an occupational standpoint. In this study, We call a person “the strong specialist” who located in specialised standpoint and give the solution for needs and a problem that has been individually caused. On the other hand, “low stand specialist” indicates, as this paper is focusing the importance to the necessity from the resident’s standpoint in the local community, the person who daily does making a face to face relationship which can connect the aged people’s physical and mental changes to the adequate services, at basing the local community, or daily does supporting such the activities. The role such as the above, for instance, so far was recognized as the same “community council” and “local social welfare council”. But, especially residential area in the metropolitan suburb, It is thought that a new actor image came to be required because the cooperatibility in the local community is weak and the community needs have increased and become more diverse.

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