

## **Part 1 Current Situation and Subject of Children and Childcare Support Measures**

### **Chapter 1 Towards the establishment of the ‘New System for Children and Childcare’**

#### **Section 1 Background of the ‘Vision on Children and Childcare’**

##### **(Angel Plan and New Angel Plan)**

‘1.57 shock’ of 1990 led to the review of counter measures to be taken, such as support for maintain a balance between working and parenting, in order to create an environment in which it is easier to raise children. The government formulated the ‘Angel Plan’ for the ‘basic direction of policies for supporting the child care in the future’ (December 1994 (H6), with the consent of 4 ministers – Education, Public Welfare, Labour and Construction) and the ‘new angel plan’ for ‘basic implementation plan for the countermeasures to the declining birth rate which should be promoted on priority’ (December 1999 (H11) with the consent of 6 ministers - Finance, Education, Public Welfare, Labour, Construction, Home Affairs).

##### **(Act on Advancement of Measures to Support Raising Next-Generation Children)**

The ‘Act on Advancement of Measures to Support Raising Next-Generation Children’ was established in July 2003 (H15) for promoting intensive and planned initiative of 10 years for local public entities and businesses, from the viewpoint of supporting the families raising the next generation children in the society as a whole in response to the decline of childcare strength of the family and region. The same act was aimed at formulating and implementing the respective action plan for local public entities and main businesses to promote initiatives for supporting the next generation.

##### **(The Basic Act for Measures to Cope with Society with Declining Birthrate , the Broad Outline for The Countermeasures to the Declining Birth Rate in the Society, and the Children and Childcare Support Plan)**

The ‘Basic Act for Measures to Cope with Society with Declining Birthrate’ was established in July 2003, according to the legislation by House members (effective from September of the same year). Based on the same act, the ‘Broad Outline for the Countermeasures to the Declining Birth Rate in the Society’ (hereafter referred to as the ‘broad outline’) was approved by the Cabinet in June 2004 (H16). The ‘Basic implementation plan based on the broad outline for the countermeasures to the declining birth rate in the society’ (Children and Childcare Support Plan) was formulated in December of the same year for addressing the effective promotion of policies incorporated in the broad outline and the goals and policy details to be taken in the 5 years from 2005 (H17) to 2009 (H21) were raised.

### **(Strategic Priority for ‘Japan Supporting the Children and the Families’)**

The strategic priority ‘Japan Supporting the Children and the Families’ was summarized in December 2007 (H19) by the council for the countermeasures to the declining birth rate. It is absolutely imperative to tackle a structure which comprehensively supports the ‘building the comprehensive framework for supporting the next generation’ (‘supporting employment of the parent and childcare both’ and ‘child care in the family’) simultaneously supporting achieving the balance between work and life by revising styles of working (work life balance), for resolving the alternative structure of the employment and the marriage delivery-childcare. For ‘achieving the balance between work and life by revising the styles of working’, the ‘Charter for Work-life Balance’ and the ‘Action policy for promoting Work-life Balance’ were determined in December 2007 by the ‘Council of Executives of Public and Private Sectors to Promote Work-life Balance’ consisting of the related cabinet ministers, economic and labour circles, etc.

### **(Background of formulating of the Vision on Children and Childcare)**

The ‘Draft Outline of the new policies for declining birthrate society measures’ (determined by the Council of countermeasures of the declining birthrate society in December 2008) was accepted, and in June 2009 the proposal of the ‘project team which considerate countermeasures of the declining birthrate from scratch’ (Declining birthrate Countermeasures ‘by All’) was compiled.

Afterwards, in October 2009 (H21) a ‘children and child care vision (tentative) study working team’ consisting of three upper political divisions (cabinet minister, state secretary, parliamentary secretary) was established, performing hearings of the experts, businesses and local governments involved in the childcare support and collecting public opinions through consultations and holding the council for the countermeasures to the declining birth rate, on January 29<sup>th</sup>, 2010 (H22), ‘Vision on Children and Childcare’ (hereinafter referred to as the ‘Vision’) was approved by the Cabinet.

In formulating the ‘Vision’, the evaluation of the previous efforts were being studied, based on intentional research regarding low fertility measures from the perspective of the users of the policies, and the degree of achievement of numerical targets raised in the children and childcare support plan.

### **(Vision on Children and Childcare)**

Towards the aim of support by total society children and childcare for a society in which the children of the next generation can grow stronger and healthier with full of smiling, the ‘Vision’ is devised to shift the perspective from the countermeasures against declining birthrate to the ‘children and childcare support’ and support childcare by overall society, based on the concept of ‘Children First’, and target the ‘balancing life, work and childcare’. its efforts

Furthermore, as the basic idea, ‘supporting the childcare community throughout the whole society’, and ‘the "hopes" to be fulfilled’ are listed, and as support measures of children and childcare, three important attitudes is expressed.: ‘1. Value life and

growth’ ‘2. Answer the voices of those who seek help’ ‘3. Support the living’. Given the important position of these three points, the concrete initiatives will be promoted in accordance to the ‘4 pillars of policy aiming for the ideal society’ and ‘12 major initiatives’.

In addition, based on this vision, by all of the government, it has been decided to vigorously promote measures for the realization of a society having a dream to bring and raise children into the world, while the numerical targets are set by around five year period from FY 2010 to FY 2014 have been raised.

In addition, in the vision, based on the results of periodical checks and evaluations progress of the relevant measures, it is necessary to perform reexamination. For this reason, in FY 2011 concrete examination of the index towards implementation of effective check and evaluations were performed, and in order to verify the validity, the investigation for check and evaluation of the progress of measures was performed.

### **(The follow-up for the Vision on Children and Childcare )**

#### **1 Reviewing the previous measures**

In accordance with the provisions of Article 7, the Basic Act for Measures to Cope with Society with Declining Birthrate, the ‘Vision on Children and Childcare’ which supports the previous measures for children and childcare (which is known as ‘countermeasures of the declining birthrate’), the Cabinet decision was made on January 29<sup>th</sup> 2010, based on various implemented initiatives. On the basis of ‘Survey indicators for the inspection and evaluation related to the vision on children and childcare’ (2011), conducted by the Cabinet Office, by considering the evaluation of national efforts, clarifying the evaluation of previous measures and future issues, in order to achieve the kind of society we should pursue.

#### **(The ideal society)**

With regard to the achievement level of ‘The ideal society’, especially strict overall evaluation, to ‘Society with motivated employment and independence’ (‘I do not think so’ and ‘I do not really think so’ evaluation of achievement level of 57.1%) in total has become lower, evaluation of the implementation of employment support for young people measures and non-regular employment is lower in this study (in this survey, the questions were on the exemplary efforts).

#### **2. Status Progress of the Numerical Targets for the Vision on Children and Childcare**

Numerical targets in the vision are set for around five year period target (2014). Looking at the most recent data, despite some progress towards the target value for most of the items, further initiatives are required to achieve the future goal.

Figure 1-1-1: Numerical Targets on the Measures in the “Vision for Children and Childcare” Update

Provision	Vision for Children and Childcare Formulated point (FY 2008) ※ or the most recent data		Current status (FY 2011) ※ or the most recent data	Targets (FY 2014)
Control room neonatal intensive care number of beds (NICU) (Per 10,000 births)	21.2 beds	—	21.2 beds (FY 2008)	25-30 beds
Counseling centers specializing in infertility	55 prefectures	↗	60 prefectures (FY 2011)	All prefectures · designated cities · central cities
Weekday and daytime nursery services (Note 1)				
Authorized nurseries	2.15 million people (Expected in FY 2009)	↗	2.2 million people (Actual) (Prescribed number of approved childcare (2011.4.1)) (770,000) (Actual) (FY 2011.4.1) (Number of children using authorized nursery schools)	2.41 million people (Note 2)
(Children under 3 years)	750,000 people	↗		(1.02 million people)
Family nurseries (inside number)	3000 people (Expected in FY 2009)	↗	4,000 people (Decision-based grants in FY 2010)	19,000 people (Note2)
Extension of nursery services (Note 1)				
Extended day care	790,000 people (Expected in FY 2009)	—	790,000 people (FY 2009)	96万人
Night child care (inside number)	77 locations	—	77 locations (FY 2011.4.1)	280 locations
Twilight stay (inside number)	304 locations	↗	339 locations (Decision-based grants in FY 2010)	410 locations
Other nursery services (Note 1)				
Holiday nurseries	70,000 people (Expected in FY 2009)	—	70,000 people (FY 2009年度)	120,000 people
Nursery care for sick and recovering children	Total of 310,000 people	↗	Total of 390,000 people (Decision-based grants in FY 2010)	Total of 2 million people ※ Promoting initiatives in all nursery schools-compatible for children feeling
Authorized children gardens	358 locations (FY 2009.4)	↗	911 locations (2012.4.1)	more than 2,000 locations (FY 2012) (Note 3)
After school plan for children				
After school activities clubs for children (Note 1)	810,000 people (FY 2009.5)	↗	833,000 people (As of FY 2011.5)	1.11 million people (Note 4)
After school classrooms for children	8,719 locations (FY 2009.4)	↗	9,733 locations (FY2011.4)	Urging to implement initiatives, such as “After school plan for children” in national elementary schools (FY 2012)
(Note 1)	The assessment needs of the municipalities have been set on the basis of aggregate results, which are the numerical targets with a view to building a comprehensive and centralized system of support for the new development of the next generation.			
(Note 2)	To meet the potential childcare demand for children under the age of 3, reaching 44% in FY 2017, taking into account the increase in the female employment rate, by the end of FY 2014 the proportion providing childcare services for children under the age of 3 is aiming for 35%, in order to resolve the waiting children problem, including the potential demand.			
(Note 3)	It is necessary to consider the establishment of a comprehensive and centralized system of support for the new development of the next generation.			
(Note 4)	For the potential demand reaching 40% in FY 2017, we are aiming at providing service ratio of 32% by the end of FY 2014. (Percentage of service delivery for elementary schools grades 1-3)			
(Note 5)	↗ is one of the most recent data increasing from the Vision for Children and Child care formulating point (January 29, 2010) while lowering has not been observed. — is increasing from the Vision for Children and Child care formulating point (January 29, 2010), while lowering has not been observed. ↘ is one of the most recent data lowering from Vision for Children and Child care formulating point (January 29, 2010). —B is one that is using the same data as Vision for Children and Child care formulating point (January 29, 2010).			

Provision	Vision for Children and Childcare Formulated point (FY 2008) ※ or the most recent data		Current status (FY 2011) ※ or the most recent data	Targets (FY 2014)
Medical system is ensured at all times Greater number of emergency medical care for children	342 districts	↓	335 districts (FY 2010.9.1)	Emergency medical care areas for all children (※ 364 regions (As of September 1, 2008))
Support for single-parent families				
Education and training benefits project for independence support	88.7%	↑	90.2% (FY 2010)	Establishment at all prefectures, municipalities, welfare offices
Advanced skills training promotion costs businesses	74.3%	↑	87.4% (FY 2010)	Establishment at all prefectures, municipalities, welfare offices
Improvement of social care				
Increasing the number of foster parents				
Foster parents consignment rate	10.4%	↑	11.8% (end of FY 2010)	16%
The number of registered professional foster parents	495 households	↑	572 households (end of FY 2010)	800 households
The number of registered upbringing foster parents (Except for the number of small scale residential type child-rearing businesses (Family Home))	5,805 households (FY 2009.10)	↑	6,121 households (end of FY 2010)	8,000 households
Small scale residential type child-rearing businesses (Family Home)	—		113 locations (end of FY 2010)	140 locations
Orphanages	567 locations	↑	579 locations (end of FY 2010)	610 locations
Small scale group care	446 locations	↑	650 locations (FY 2011.10)	800 locations
Regional small scale orphanages	171 locations	↑	221 locations (FY 2011.10)	300 locations
Independent living assistance services for children (independent home support)	54 locations	↑	82 locations (FY 2011.10)	160 locations
Short Stay businesses	613 locations	↑	626 locations (Decision-based grants in FY 2010)	870 locations
Child and family support centers	71 locations	↑	87 locations (FY 2011.10)	120 locations
Short-term treatment facilities for emotionally disturbed children	32 locations	↑	37 locations (end of FY 2010)	47 locations
Percentage of municipalities that are employing professional coordinating body of the regional networks to protect children (Regional council for measures for children in need of protection)	58.3% (FY 2009.4)	↑	61.6% (FY 2010.4.1)	80% (placed at all cities)
Improvement of environment at temporary protection offices at child guidance centers that offer individual accommodation	35 locations (FY 2009.4)	↑	43 locations (FY 2011.4.1)	All prefectures・designated cities・cities with Child Guidance Centers

Provision	Vision for Children and Childcare Formulated point (FY2008) ※ or the most recent data at the time		Current status (FY 2011) ※ or the most recent data	Targets (FY 2014)
Home visiting for all houses with infants project	1,512 municipalities (FY 2009.7)	↑	1,561 municipalities (FY 2010.7.1)	All municipalities
Rearing support visiting project	996 municipalities (FY 2009.7)	↑	1,041 municipalities (FY 2010.7.1)	Aiming for the implementation at all municipalities
Community child care support centers	7,100 locations (Expected in FY 2009) (including parts independent from municipalities)	↑	7,555 locations (including parts independent from municipalities) Decision-based grants in FY 2011 (parts independent from 669 municipalities (Decision-based grants in FY 2010))	10,000 locations
Family Support Center project	570 municipalities	↑	(Decision-based grants in FY 2010)	950 municipalities
Temporary keeping care project (Note 1)	Total of 3.48 million days	↓	Total of 3.4 million days (Decision-based grants in FY 2010)	Total of 395.2 million days
Childcare support through the use of empty stores in shopping districts	49 locations	↑	80 locations (Decision-based grants in FY 2011)	100 locations
Shorter working hours until the time of commencement of elementary school Dissemination rate of the measures	25.3%	↑	29.9% (FY 2010)	33.3%
The number of industries that obtained Next-Generation Certification Mark (Kurumin)	652 industries	↑	1,219 industries (As of end of March, 2012)	2,000 industries
The percentage of positive action initiatives industries	20.7% (FY 2005))	↑	28.1% (FY 2010)	More than 40%
School Education Related				
Enhancement of university scholarships project				
Rate of adoption for criteria qualifying applicants	92.4%	↑	93.2% (As of end of March, FY2011)	Strive to loan to all the students satisfying the criteria who wish
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(Note 2) ↑ is one of the most recent data increasing from the Vision for Children and Child care formulating point (January 29, 2010) — is increasing from the Vision for Children and Child care formulating point (January 29, 2010), while lowering has not been observed. ↓ is one of the most recent data lowering from Vision for Children and Child care formulating point (January 29, 2010). —B is one that is using the same data as Vision for Children and Child care formulating point (January 29, 2010).				
□ Because this table contains the current situation regarding the "number of locations" and "municipalities" of decision-based delivery of subsidies, there may be a change in the future.				

Source: By the Cabinet Office

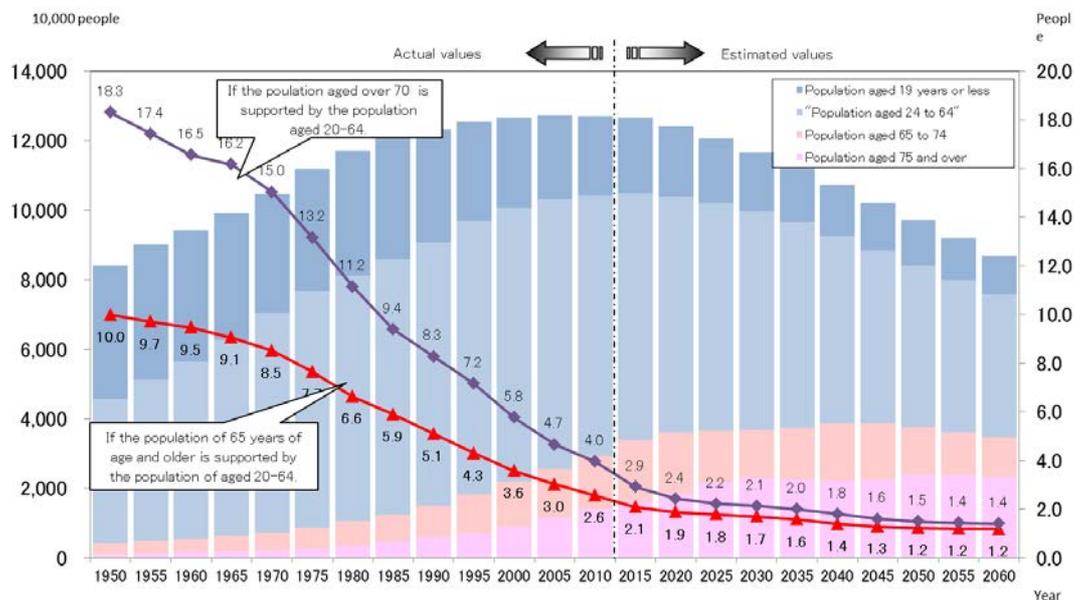
**(Elimination of Child Daycare Center Waiting Lists ‘Advance acceptance’ project)**

While advancing the examination of the ‘New System for Children and Parenting’(hereinafter referred to as the ‘New System’, for more information refer to Part 1, Chapter 1, Section 3) towards the implementation in 2013, also being affected by the difficult economic conditions, since the waiting-lists for children have become a serious problem, especially in urban areas, in order to respond quickly without waiting for the implementation of the new system, ‘Mission Zero Waiting Children Team’(hereinafter referred to as the ‘Mission Team’) has been established in October 2010, by the instruction of the Prime Minister. In order to come up with effective measures, not being caught in the existing rules and stereotypes, based on interviews with local government and the willingness to tackle the problem of children on waiting lists, the mission team compiled the ‘working integrally with national and local governments to eliminate waiting children, ‘Advance acceptance` project’ (hereinafter referred to as the “Advance Acceptance” Project’), on November 29<sup>th</sup> of the same year. Instead of continuing to offer ‘following’ childcare after seeing the number of children on the waiting list, the ‘advance acceptance’ project will forecast the potential childcare needs and will proceed in the planned manner of ‘Advance acceptance’ along with making ‘advance acceptance’ efforts for the idea of the new system. In 2011, ‘zero plan children on waiting’ was adopted for 112 local governments, while the subsidy rate in the nursery maintenance was increased if satisfying certain criteria. In addition, in the 4th supplementary budget in 2011, the new community type childcare and parenting support model project will be practiced, along with the easing of the local government participation requirements and some of the project implementation requirements, carried out for the local governments to willingly continue to implement efforts to eliminate the problem of waiting lists for children.

## Section 2 Social security reform and sustainable demographic change

Half a century ago, Japan was a ‘carrying one person as a group’ type of society, with approximately nine people of the working generation supporting one elderly person over the age of 65, however in recent years, the type of society became "cavalry battle" with 3 people supporting one, and at this stage, by 2050, 40% of the people will be the elderly, and one of elderly person are expected to be supported, by the 1.2 person of working generation, which anticipates the arrival of ‘piggyback’ society. In the ‘New Growth Strategy’ (Cabinet decision on June 18, 2010) it is pointed out that with the development of aging the labor supply will inevitably decrease, as there is a possibility that the potential growth rate that represents the growth of supply capacity will be below the average (about 1%) of the past 10 years.

Figure 1-1-2: The Transition of a Percentage of Older Population



Source: Until 2010 the numbers are taken from the Population Census of the Ministry of International Affairs and Communications "Population Census," after 2012, the results are estimated by assuming the medium fertility and medium mortality rate according to the National Institute of Population and Social Security Research, "Population Projections" (estimated on January 24th, 2010)

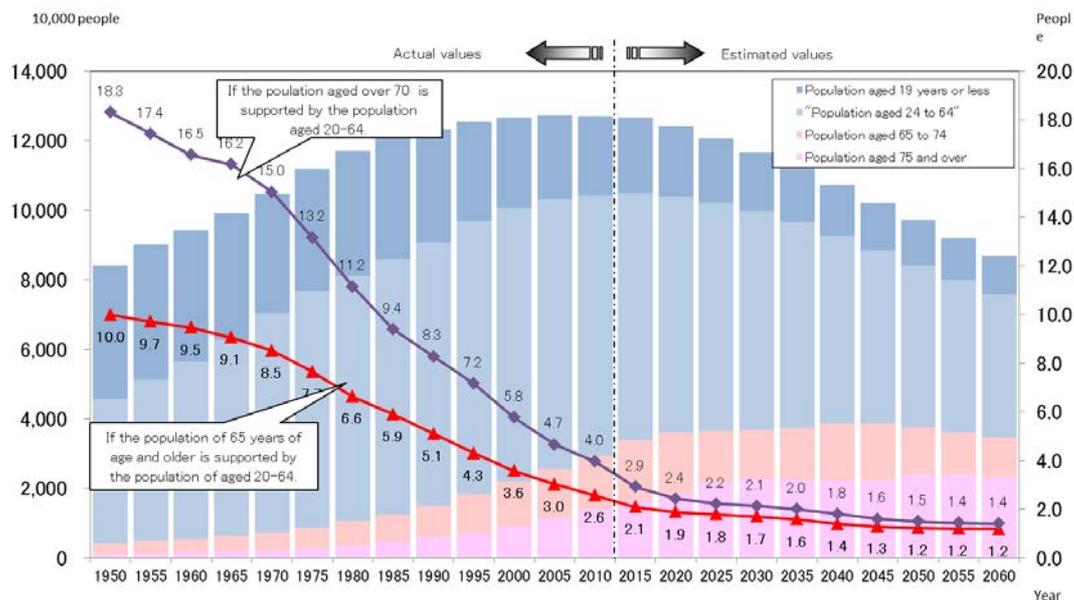
Meanwhile, the current social security system still has not been able to ensure the burden commensurate with the overall provisions. In the future, even if the social demographic changes will advance further, in order to source sustainable social security, the provisions will be centered on the older generation, and the burden on the working generation. Therefore reviewing the current social security system, in both burden and provisions, is necessary to continue to reform the secured justice system in the inter-generation and intra-generations to respond to changes in the population structure. Moreover, in the future, in terms of the provisions, enhancing the character of investment in the future mainly on children and childcare support is needed. Along with continuing of all generations supporting system, seeking such a burden according to ability to pay, regardless of age in terms of the burden, it is necessary to strengthen the foundation to support the system.

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