

KEYNOTE SPEECH

Collaboration Based on Partnership among Related Fields for Appropriate Service Provision to Individuals

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1. Preface

The educational systems in Japan after World War II can be said to have started from the promulgation of the Constitution of Japan and the Fundamental Law of Education proclaimed and enacted in 1947, whose Preface states as follows:

"Having established the Constitution of Japan, we have shown our resolution to contribute to the world and welfare of humanity by building a democratic and cultural state. The realization of this idea shall depend fundamentally on the power of education.

We shall esteem individual dignity and endeavor to bring up the people who love truth and peace, while education aimed at the creation of culture, general and rich in individuality, shall be spread far and wide.

We hereby enact this Law, in accordance with the spirit of the Constitution of Japan, with a view to clarifying the aim of education and establishing the aim of education and establishing the foundation of education for new Japan."

The 25th G8 Economic Summit (Cologne Summit) held in June 1999 addressed the issue of education and learning. This was the first time that the Summit expressly addressed the issue of education in its 25-year history. In overviewing the society and economy in the 21st century that was approaching, perhaps the participating countries saw the issue of education as something that faced all of them.

However, in discussing the issue of education, it is necessary to take account of the global changes in the social background that have taken place during the roughly 60-year period after the end of World War II. The greatest change has been that associated with the industrial structure on a global scale. The establishment of the system of international division of labour or specialization and the advent of the highly-sophisticated information society have generated social divides in any country that cannot be dealt with the welfare state approach in the period of East-West confrontation.

Today after the USSR has collapsed, the global economy is basically moving under the principles of a free economy. After World War II, the liberalist states chose the path to welfare state to compensate for "market failure" and reduce income differences due to unemployment, etc. However, the welfare

state was costly and involved "government failure". "Big government" was justified, because the people saw it as a cost for avoiding "market failure". Today, welfare policies can no longer be maintained for fiscal and financial reasons, so that neoliberalism seeks to shift to "small government".

This neoliberalism basically premises a competitive society, so that it requires the socially vulnerable including the disabled to acquire more personal power. However, such socially vulnerable had been protected by "big government", so that they are at a loss for the gap they face today.

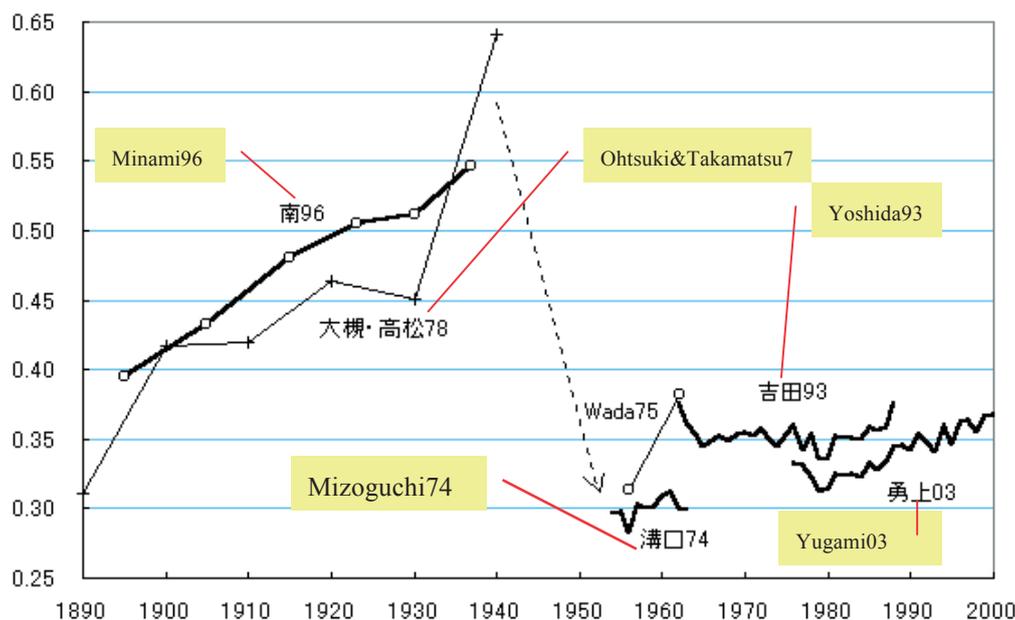
To overcome the gap-widening society as an issue for the contemporary society, we would like to examine what education can do, and what kind of social systems can compensate for the conventional social security systems.

Additionally, we would like you to examine the meanings and possibilities of cohesive society, including the issue of whether or not a social system can be considered to be limited to a given state, or if it is possible to attain a cohesive society that goes beyond national boundaries, in relation to the globalization of the industrial structure.

This Seminar is being held as part of the NISE projects in relation to "Disabled Person's Week" (December 3 to 9, Cabinet Office). The "Week"'s basic theme is "Let Us All Together Create a Cohesive Society".

Long term Trends of Income Difference

Ohtsuki&Takamatsu78



Notes: The figures on the left are the trends of the Gini coefficients for the household income gaps before tax. The raw data is according to the following authors and works. Ohtsuki&Takamatsu 78: Long-term Economic Statistics-All Households; Minami96: Households in 210 Municipalities; mizoguchi 74: Household Expenditure Survey-Worker's Households; Yoshida 93: Decile Data, Basic Survey on National Life; Yugami 03: Quartile Data, Basic Survey on National Life.

Sources: Yugami, Kazufumi, "How to see Income Differences in Japan", JILPT Report on Labor Policies, March 2003; Toshiaki, Tachiki, Gaps in the Japanese Economy, Iwanami Shinsho, 1998(Wada 75 only).

2. Processes and Issues of the Historical Evolution of the Relationship Between Man and Society — Keywords and Phrases

The Fundamental Law of Education prescribes what type of people should be fostered through education. However, the type of people the children will actually grow into depends on their abilities and potentialities, the kind of homes that they grow up in, and the kind of society in which they live. This means that the providers of the educational services must always take account of the homes and society in which children grow up. The section to follow divides the contemporary age into "modern" and "post-modern" periods, and lists keywords and phrases that might be useful in understanding the social and personal factors relating to children's growth. From these keywords and phrases, we would like you to develop images about how children are growing in contemporary Japan.

a) Social and personal factors relating to children's growth in the "modern" period

Mechanization and technological innovation (standardization and mass production), productivity development, improvement of the management technology, bloating of the managerial divisions, alienation of man, urbanization and weakening of local communities, loss of solidarity, isolation and anonymization of urban residents, generation of socio-pathological phenomena

[Family]

Increase of nuclear families, diversification of values, weakening of family ties

[Individuals]

Dwindling birthrates, aging of population, women's independence and social advancement, mental problems

[Life and living]

Standardization, size increase, speed increase, laboursaving, material richness, convenience, lack of exercises, mass consumption, wasteful use

[Environment]

Agricultural chemicals, waste, environmental contamination, environmental destruction, environmental pollution

<< Issues relating to public health >>

Chronic diseases, mental health, dental health, pollution-caused diseases

b) Social and personal factors relating to children's growth in the period of transition from "modern" to "post-modern" periods

[Society]

IT innovation, genetic engineering, diffusion of chemical substances, population explosion, globalization (economy, environment and information), localization (culture, decentralization, back

to community), pluralistic network society, society emphasizing expert/specialized knowledge, NPOs
[Family]

Internet, eating out/alone, loss of parent-child ties, family violence, family ties (free will, emphasis on love, healing, respect)

[Individuals]

Freedom, independence, awareness of personal rights, loss of sense of belonging, looming anxieties, isolation, stresses, inability to make it to schools, classroom breakdown, inability to make it to workplaces, locking up oneself in homes

[Life and living]

Making of living with specialized knowledge and skills, lifelong learning and change of jobs, job-hopping part-timers, reduction of working hours, volunteer activities, sports, recreation, recycling, making of lifestyle and society which are friendly to people and environment

[Environment]

Global environmental problems (global warming, destruction of the ozone layer, aridification/desertification, etc.), destruction of ecosystems, environment hormones / endocrine disrupters, sick building syndromes, coexistence/symbiosis with environment, recycling society

<< Issues relating to public health >>

Countermeasures for dwindling birthrates and aging of population, measures to prevent lifestyle-related diseases, health promotion (extension of healthy life expectancy), mental problems (abuse, violence, locking oneself up, behavioral problems and disturbances, etc.), genetic issues, environmental health (chemical substances, etc.), health promotion, crisis management

3. History of Education for Disabled Children (process leading to social acceptance of disabilities)

1) Start of education for persons with disabilities —From "personal disability" to "social disability"

Education for disabled children started from support for their employment

Example 1:

Biwa players (emergence of an occupational group of the blind in Japan)

The view of the disabled as social entities and their treatment had been established in ancient to medieval Japan.

Example 2:

Possibilities of education for hearing-impaired persons (practice at Ponce de León, a monastery in

Spain)

Start of accumulation of methods to teach disabled.

2) The disabled as targets of educational and welfare services

a) Increase of the people's interest in the disabled owing to accumulation of scientific knowledge and reception of the disabled by hospitals and other social institutions (mid 19th century)

- Disabled who could live in their community

They however had to live and make a living on their own.

- Emergence of disabled as poor people (changes in the structure of local communities due to the Industrial Revolution; urbanization)

• Emergence of facilities for the disabled who could not live on their own (poorhouses, etc.).

• These facilities admitted diverse types of people such as children, sick persons, disabled, mentally sick and elderly.

• The concept of child welfare had not been established. "Mental ailments" and "intellectual disability" were not differentiated.

(The determination and differentiation of these concepts had to wait advancement of medical science.)

b) Start of establishment of institutions for the purpose of providing education for disabled children by type of disability

Example: Institution to treat cretin children established by Dr. Guggenbühl of Switzerland

3) Start of state education (end of 19th century to early 20th century)

a) State education covered all children (start of public education)

• Emergence of the problem of academically inept children (emergence and widening of disparity in the academic ability of children)

• Raising of the level of the required academic ability for industrial and military purposes (further widening of the academic gap)

b) Selection of children based on the criterion of whether they could be educated

It became possible to identify intellectually disabled persons and children (owing to development of intelligence tests)

Example: Process of establishment of the system of education for disabled children in the United States

4) Improvement and enrichment of the public systems for the education of disabled children

a) Inclusion of disabled children in compulsory education (start of schools for the blind and deaf)

b) Establishment of the theory and methodology for the education of disabled children

Models that combined medical science (including psychology) and education

Example: Systematization of treatment pedagogy in Germany

5) Modern trends of education for disabled children

Education for disabled children under the welfare state concept

Increase of awareness for human rights

Diversity and commonalities between countries

6) Trends of education for disabled children in post-welfare state

Japanese concept of "special support education"

Identification and recognition of new types of disabilities (developmental disorders)

4. Contemporary Significance of Collaboration of Medical, Welfare, Health and Educational Services — Japan as a Model

1) Emergence of and changes in the welfare state concept

In the 20th century, the inequalities, etc. caused by capitalism became social problems, and social rights (right to live, right to receive education, and right to work) were added as people's rights. Countries addressed the following issues as impediments to national rehabilitation after WWII: poverty, diseases, lack of educational opportunities, unsanitary living environment and unemployment. There also emerged the idea that the national government should ensure the national minimum. The most representative example was *Social Insurance and Allied Services* known as the *Beveridge Report* prepared by the British economist and social reformer William H. Beveridge which served as the basis for the post-WWII Labour government's welfare state policies.¹ This *Report* was also one that set forth a basic model of the welfare state aimed at by the Western European advanced states. From the mid 20th century, the advanced capitalist states chose the path to becoming contemporary welfare states to guarantee basic welfare for their peoples though there may have been differences in the levels of provision of welfare services. In the period of West-East cold war, welfare state was national goal in the socialist states.

The popular democratization and enrichment of welfare state policies that progressed in the 1970's

resulted in big governments. This strengthened the trend to rely on public assistance, which increased financial deficits. These deficits became a serious problem in the 1980's, and came to be considered as "government failure". Thus emerged was neoconservatism that aimed at "small government" and espoused by U.S. President Reagan, U.K. Prime Minister Thatcher and Japanese Prime Minister Nakasone. Emphasis was placed on deregulation and privatization, and as a result, curtailment of welfare policies and measures.

The kind of "neoliberalism" that emerged in the 1990's and emphasized the principles of market fundamentalism was actually akin to neoconservatism. It sought to promote deregulation and privatization and reduce public expenditures on welfare on account of the principle of competition. Neoconservatism is ideological in nature, and seeks to recover social order, and emphasizes recovery of "good old" family and community. To the extent that it seeks to promote deregulation and privatization, "neoliberalism" is no different from neoconservatism. This type of "neoliberalism" also seeks to reduce public expenditures on educational services and welfare services such as health insurance, and for the government to relax regulations that could lead to decrease of corporate profits with examples being environmental protection, pensions, and safety measures in workplaces. It also emphasizes "self-responsibility" in place of "public benefit" and even the concept of "public". It contends that welfare can be achieved only through economic growth driven by the market.

However, "self-responsibility" means to shift the burden of the diverse risks to individuals. This is tantamount to telling the socially vulnerable to do something about their own medical care, education and social security. If this is the case, "neoliberalism" could produce a small number of winners and a larger number of losers on a global scale.

It is for these reasons that we conceptualize a risk management system on a personal level based on the ideas of solidarity and cohesion (i.e., cohesive society). Japan's Country Report will be reporting on a model that combines educational and welfare services based on this system.

2) Health, medical, welfare and educational services as the institutional aspects of the welfare state concept

As an A-student liberalist state, Japan prospered in the 1980's, so much so that it was termed "Japan as Number One". The section below describes the history of the social security systems (including educational) in Japan after WWII.

a) From 1945 to 1954

In this period immediately after WWII, the urgent issue was to secure the minimum life and living for the poor and needy. To this end, the emphasis was placed on protection of children needing protection and delinquent children, protection of the life and living of the poor, protection and fostering of the physically disabled including children and disabled war veterans, improvement of the environment, and measures to prevent infectious diseases.

In the field of education, the Fundamental Law of Education was enacted, and the 6-3-3-4 system of education and a system of compulsory education of nine years were established (School Education Law)². Teachers in this period tried out diverse educational practices (called "2nd Shin kyoiku undo" or 2nd New Education Movement). A system of boards of education based on an election system was established. After this period, the boards of education became independent from the central administrative system, and were operated under the principle of decentralization of power from central to local governments.

At the same time however, decline of the academic ability was pointed out as a problem under the educational system that was not unified on the national scale. Additionally, the economic circles that recovered owing to the special procurement demands arising due to the Korean War demanded an educational reform by seeing teachers' leftist ideological tendencies as a problem. It was to answer these demands that the central government centralized education and strengthened the control of teachers. Laws were also enacted providing for political neutrality of education.

b) From 1955 to 1964

In this period, the Japanese economy recovered to the prewar level. This was the period that the high economic growth that was to continue until the early 1970's started. The emphasis of the social security measures was shifted to those to prevent poverty especially those for low-income earners, and a new emphasis was placed on measures for disabled children and those for maternal and child health.

Politically, the two conservative parties joined, and the period marked the start of a long-term period of political stability after the war (the so-called '55 system). From this period, the Liberal Democratic Party in power had made it its issues revision of the Fundamental Law of Education, strengthening of the binding power of the Education Ministry educational guidelines and of control of universities. It was also in this period that the following measures were promoted which are still continued today: centralization of local educational administration, and free distribution of textbooks and their use over large areas. It was also in this period that nationwide academic aptitude tests were conducted.

c) From 1965 to 1974

In this period, the nation's economy grew rapidly. However, the elderly who could not keep up with the pace of economic growth, the physically and mentally disabled including children, and single female-parent households had a hard time living. In particular, the problems faced by the elderly who lived in ordinary houses³ became a social problem. The rapid urbanization and industrialization gave rise to socio-pathological phenomena. To cope with this situation, the emphasis was placed on activities for sound growth covering all children, and numerous measures for maternal and child health were implemented. The year 1973 is called "the first year of welfare" (*fukushi gannen*) that marked the shift of Japan's priority from economic growth to welfare.

In this period, the rate of students going on to high schools (upper secondary schools)

grew rapidly. In junior high schools (lower secondary schools), the systems for succeeding in the examination for admittance to high schools became established, and the trend to go on to higher schools became heated. As a result, high schools came to be graded based on school grade deviation scores. Preparatory schools flourished, and came to compensate for school education.

d) From 1975 to 1988 (end of the Showa Period)

The economic growth declined in this period. The central government actively promoted measures to stimulate the economy. It increased public investments, and spendings on public services in the areas of social security including social welfare, and education.

Children who could not keep up with lessons increased. This was a period that diverse school problems started to arise, many of which have continued until today. See reference "Short History of School Problems".

e) After 1989 (Heisei Period)

With the advent of the aging society, care for the elderly became one of the most important issues. The birthrates continued to decline. It became unavoidable to review the social security system. The government proposed the need for "Reform of the Basic Structure of the Social Welfare Systems". On this basis, it revised systems and systematically enriched the service infrastructure by field such as elderly, parenting and disabled. It also reviewed the basic structure of the social welfare system as a whole, with examples being social welfare services, the system of social welfare corporations, and *sochi-seido* (a system for municipal governments to judge the type and degree of disability for each disabled person and decide the contents of the services to be provided).

At present, the Cabinet Office is managing the progress of the policies implemented by other government offices, in order to systematically promote the policies for the creation of a cohesive society. To cope with the coming of the aging society with fewer children, these policies cover diverse areas with examples being a) an outline of general and wide-ranging measures for the sound fostering of youth, b) an outline of measures to prevent the decline of birthrates and support the fostering of children and youth including childcare and employment, c) a guideline on measures for the wholesome development of the economy and society and stability and improvement of national life in view of the coming of the aging society, d) a five-year plan for the implementation of the priority measures based on the Basic Program for Persons with Disabilities (Cabinet Office, December 2002), and e) a Cabinet decision for the promotion of barrier-freeing measures. These outlines, guidelines and measures also cover education. The reform relating to the change from "special education" to "special support education" is being promoted through the five-year plan for the implementation of the priority measures based on the Basic Program for Persons with Disabilities.

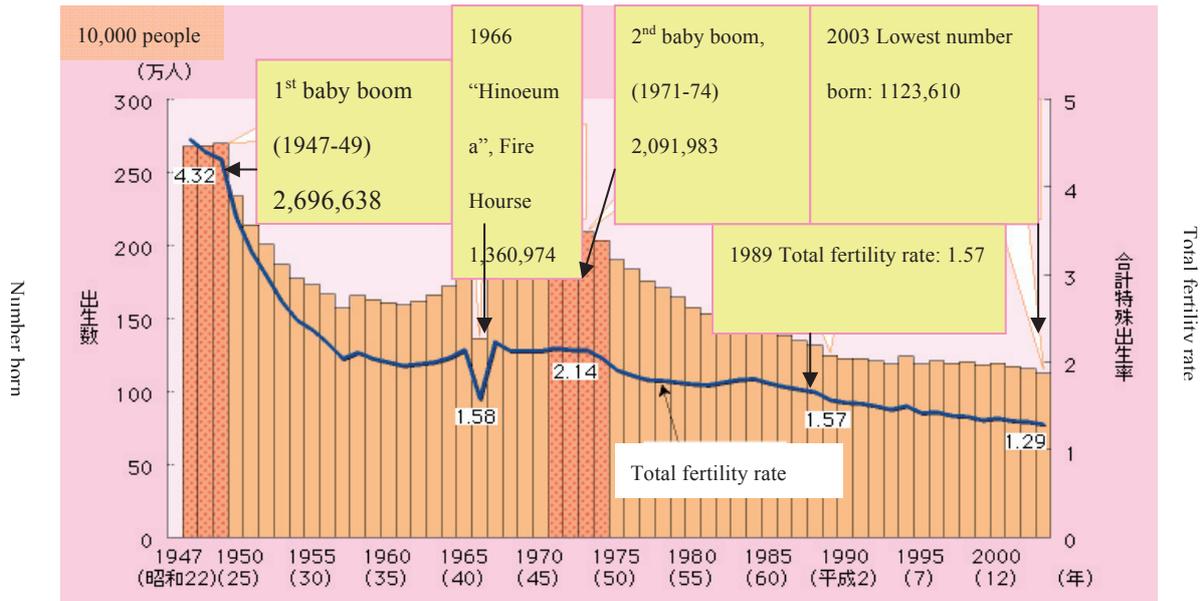
Short History of School Problems

- School education for the creation of a better society by solving diverse social problems(until the 1960' s)
- Identification and solution of problems generated by schools themselves (The 1070' s and on)
- Examination race, discriminatory and selective education(1960' s)
- "Slicing(wagiri)" system of measuring human worth in terms of deviation scores, "cramming" education, dropping out and dropping, naishinsho(confidential school report)issue(1970' s)
- School violence(end of 70' s to early ' 80s)
- Bullying and physical punishment(mid 80' s)
- School regulations issue(latter80' s)
- Inability to come to school (' 90' s)
- Resurgence of the bullying issue(mid ' 90' s)
- Class disintegration or classroom collapse(gakkyu hokai) (latter' 90' s)
- Support for children having developmental disorder(present)
- Expansion of school functions;educational activity means to understand children' s feelings

From "Special Education" to "Special Support Education"

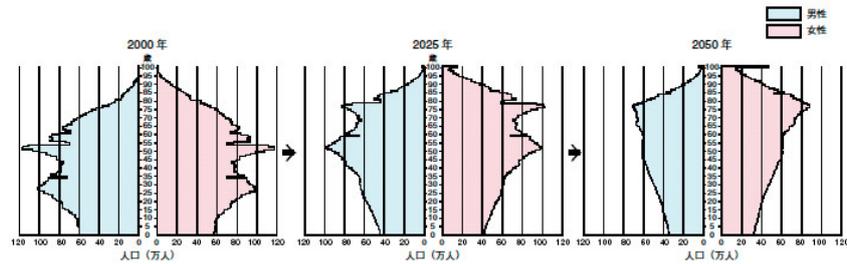
March 1947:	Enactment and promulgation of School Education Law (start of public special education)
April 1948:	Start of system to oblige enrollment in schools for the blind and deaf (system completed in FY1956)
October 1978:	"On Educational Measures for Children Requiring Special Educational Care" (Notification)
April 1979:	Enforcement of the system to oblige enrollment in special schools
January 1993:	"Concerning Children to be Covered by "Resource Room" Education and Guidance" (Notification)
December 1994:	"On Education for Children Who Are Sick and Receiving Medical Treatment" (Notification)
April 2000:	Start of full implementation of visiting education covering students of upper secondary divisions of special schools
January 2001:	"On Special Education in the 21st Century (Final Report)"
April 2002:	Partial revision of the Enforcement Regulations, School Education Law "On Schooling of Children with Disabilities" (Notification)
March 2003:	"On Special Support Education in the Future (Final Report)"
December 2004:	Central Education Council, "On Systems for the Promotion of Special Support Education (Draft Report)"
December 2005:	"On Systems for the Promotion of Special Support Education (Report)"

 Number born



Source: Ministry of Health, Labor and welfare, "Vital Statistics of Population"
 Note: "Total fertility rate": The average number of children given birth by women aged 15-49; the total number of children given birth per such woman, assuming the given year's birthrate by age.

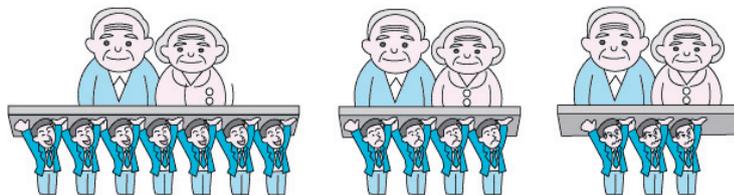
Population Pyramid



Ration of 20-64 years old population to population aged 65 and older

Year	Ratio	Total Population
2000	3.6	(126,930,000)
2025	1.9	(121,140,000)
2060	1.4	(100,590,000)

Note: the total population peaked at 127,740,000 in 2006



Source: "Estimation of Japan's Future Population", National Institute of Population and Social Security Research, January, 2002.

3) Hints for Promoting Cooperation on Health, Medical Care, Welfare and Education

— A recommendation for an academic approach to public health

a) Health, society and the environment

In Japan, activities referred to as community organization-based activities are used to improve public health. The venue for these activities is the community (local society). All people live in a community, where various health conditions are found as well without regard to age or gender. Many individuals form households, whose members go to the schools and work in the offices that are the functional institutions in the community. In any community, numerous factors injurious to health (such as pathogens, chemicals, ultraviolet light and allergens) exist in the natural environment (air, water, climate, plants and animals, etc.), and people go about their lives while exposed to these substances. At other times, communities are struck by natural disasters such as earthquakes and typhoons.

Moreover, individuals are continuously subject to substantial ill-health effects from the social environments humans themselves have created, including the political, economic, educational, and health and medical care and welfare environments. People live with different personal and social backgrounds and individual lifestyles, surrounded by these influences. In some survey research, it has been reported these lifestyle practices and environmental factors or health and medical care and welfare conditions account for 70%-90% of the influences affecting human health, while individual genetic backgrounds account for 10% to 30%.

Individuals in a community whose health has been affected require medical care. Healthcare begins working actively on individuals and the community and environment, contributing to the prevention of illnesses and promoting greater health. Welfare refers to services for individuals whose disorders are chronic and who require support for their daily lives. Education is services taught systematically at schools, to enable people to acquire the knowledge and skills they need in society. Recently, the knowledge we need in our lives has become more sophisticated and workers have become more mobile, and it's said there is a greater need for lifelong learning.

By comprehensively encompassing healthcare, medical care, welfare, labor and education, public health education helps maintain and improve human health.

b) Basic structure and methodology of public health

The basic structure of public health developed using the community as a base encompasses four steps (Jitsunari, 2001). Step 1 is the process of identifying the factors that constrain and promote a health event, and clarifying the formative mechanisms in a community that is experiencing health problems. This requires multifactor considerations that are rooted in surveys, research and the individuals, the community and the environment.

Step 2 is the stage of contemplating approaches to address each health problem. The key policies are personal measures centered on primary, secondary and tertiary prevention, and physical measures to address factors such as the environment and food. When a cause has become identified in Step

1, measures will become more accurate and more effective. Even when investigation into the cause is impossible or is imperfect, however, measures of some sort to address the human needs must be considered.

Step 3 is assembling the personnel, materials and funds to execute some of the measures considered in Step 2, and involves establishing or revising laws and planning and drafting the administrative measures to set the social groundwork. The foundations of laws and systems are decided at the central government level, and ultimately applied along administrative lines in the municipalities (communities) that are closest to residents' lives.

Step 4 is the stage where measures are implemented after having been revised to suit the legal and systemic framework or the personnel, materials and funding conditions prepared in Step 3, or adjusted in response to community attributes and group characteristics. Ideally these will be developed systematically and deliberately, with community involvement. After-the-fact evaluation and verification of each step also is indispensable.

As indicated above, the basic structure of public health can be explained as a series of scientific processes, from investigation of the cause to implementation and evaluation of the countermeasures, forming a single integrated system. Segmentalized science, technologies and methodologies are necessary at each step, and this requires research. Such research will entail differentiation, integration of a series of systems, and broad areas (insert diagram here).

5. Learning from economic philosophy to achieve an equitable society

To learn from the extensive past experiences of others who've pursued the same path in the past and understand the essence of their learning, and not rely solely on individual experience, from time to time when teaching children with disabilities it is necessary to study philosophical thoughts that are a pure crystallization of experience. In this section, two radical approaches concerning the individual justice necessary for redistributing wealth that have been envisioned in economics to achieve an equitable society are presented.

1) Libertarianism

Libertarianism is a political philosophy that advocates individuals should be able to use their own property freely for themselves, so long as this does not infringe on the identical freedom of other individuals and does not harm others. This is in contrast to "liberal" on the point that it emphasizes economic freedom, and differs from "conservative" on the point that it also values personal freedom.

2) Liberalism and a theory of justice

a) John Rawls and the difference principle

The utilitarian concept of "maximum happiness for the maximum number of people" argues

for broadening the principle of rational selection for a single individual (“maximization of utility”), without any changes, to social decision-making. The concept does not consider differences among individuals, and lacks a principle of distribution as well. To overcome this difficulty of utilitarianism, I believe that returning once again to the tradition of the social contract, and deciding what sense of values (concept of good) we should hold, is the most important issue for formulation of a distribution principle for “social primary goods” (freedom and opportunity, income and wealth, the foundation of something to live for, etc.) that will serve as a versatile means for achieving maximum utility.

Rewriting the “natural state” concept in traditional social contract theory using the concepts of game theory gives us the term “original position.” Consequently, I believe two principles of justice are adopted. First, let us assume as the first principle that each individual has the right to fundamentally enjoy the broadest freedom, so long as the identical freedom of other individuals is not harmed (principle of fair opportunity equality). Even if basic freedom is distributed equally, however, the emergence of differences in income and social position is unavoidable. How we should correct this inequality is discussed as the following topic, and agrees with the second principle. The second principle is the concept that we ought to allow social and economical inequality when these are useful for promotion of the welfare of individuals who find themselves at the greatest disadvantage (difference principle).

From the 1970s, John Rawls provided a philosophical foundation for the welfare state through his concept of “justice as equity.” This concept ensures citizens participate in society with mutual respect originating from equal conditions. This draws a line with the welfare state philosophy, which positions traditional welfare as a passive safety net for relief.

The “moral hazard” and “moral dilemma” that exist as a contradiction of remedial social security are a moralistic contradiction inevitably bound with social security, and cannot be solved even by Rawls’ theory of justice.

b) Modern development theory and Amartya Sen’s concept of “capability”

Hegel used the words “progress and development”⁴ to explain how citizens were liberated from the feudal outlook of the past and began to engage in free activities at the time of the rise of civil society at the end of the 18th century. Hegel considered the social changes occurring throughout Europe at that time to be dazzling, and came to believe that just as animals evolved from more primitive organisms in Darwin’s theory of evolution, societies too evolve along lines similar to those found in the splendid urban civil societies in Europe, which had advanced from earlier primitive origins. In other words, Hegel’s approach saw all societies as passing through various stages, walking along a single road towards civil society that would ultimately bring them to the supreme heights found in European society. Such thinking is linked with modern development theory (modernization theory). Modernization theory, a concept that found wide acceptance in Europe and America in the 1950s, believed all countries could be described by application of one of several developmental stages.

Modernization theory is an explanation attempted from an economic perspective, however,

and emphasized the changes in economic activity as civil society developed and opened up beyond feudal patterns of authority and the material benefits that follow from this transformation – it is an approach that believes other societies will or should follow this process as well. In many regions, such as Africa and Latin America, the development model pursued under this approach failed to deliver the hoped-for results. To the contrary, harmful effects emerged as well, including greater disparity between the haves and have-nots. Consequently, academics and policymakers began to ponder why such developments did not fare well. This questioning did not focus simply on improvements to the methodology, but extended even to the structure and mechanisms of the global economy. As part of this process, thinkers began to see that structural conditions between advanced countries and developing countries differ.

Beginning around 1970, the concept of BHN (Basic Human Needs) was developed as an attempt to correct the distortions produced by economic development. At the World Employment Conference of the International Labour Organization (ILO) in 1976, the fulfillment of BHN was advocated chiefly concerning the issue of income distribution to the poorest segments of the world's population. According to the ILO in 1977, BHN are (1) those factors necessary to achieve a specific minimum amount personal consumption in the home, and includes having a certain quantity of household goods and furniture in addition to food, clothing and shelter. BHN also includes (2) the public services local communities should provide, as well as safe drinking water and the construction of sanitation, public transport and educational facilities infrastructure. Furthermore, fulfilling BHN has an inseparable relationship to participation of community residents themselves, either through employment or operations of their own businesses. Social development has come to be understood as meaning more than merely supplementing economic development, and that economic development alone without social development is not the optimal approach.

Based on this concept of BHN, beginning around 1990 the United Nations Development Programme (UNDP) started promoting “human development.” According to this orientation, the key to success is human-centered development – in other words, the development objective is focused on individuals. The human development indicators are healthcare (average lifespan), education (literacy rate and average years of schooling), and income level (income and employment) based on real purchasing power. These human development indicators are commonly referred to by their initials HDI. The difference between the two approaches is that in contrast to BHN, in which priority is given to welfare grants from above as a public policy, even though community participation is cited as the ideal, HDI puts the emphasis on the aspect of social involvement by each individual through means such as community participation.

Development history has been shifted from economics-centered, top-down macro development primarily at the country level to micro development such as BHN, HDI and human development that emphasizes community participation and individuals. Poverty, and the development and aid to overcome it, have changed from the macro to micro. Efforts are being segmentalized and implemented without limit at each community and social level, rather than national level, or at each household

within a community, and by both the men and women within a household and by roles between men and women. Ultimately, such efforts arrive at the level of the “individual.” The problem of poverty has reached a point that puts the focus on “individuals.”

Amartya Sen is an Indian economist who won the Nobel Prize for Economics in 1998. Starting with his analysis of the Bengal famine that occurred in India in 1943, he charted an approach different from the traditional economics flow. Sen defined the “amount that a certain individual has as a right” and “collection of a series of selective wealth that a certain individual is able to control” as the concept “entitlement.” He then called the fact that people make choices from among various possible alternatives through their own basic activity of selection from among respective entitlement conditions “capability.” In contrast to the word “capacity,” which indicates the power to produce a certain thing, capability is the combination of capacity plus ability, and means the freedom or ability of humans to achieve various actions or states.

Furthermore, Sen assumes that in Rawls’ liberal theory of justice incorporating the re-distribution of wealth, it is impossible to produce common welfare (liberal paradox). The capability approach is an argument advocated in place of the concepts of utility and wealth. Capability indicates the breadth of each individual’s way of living (the set of selection opportunities), and assumes welfare can be evaluated by examining the extent to which this is ensured. In addition, unlike Rawls Sen believes the concept of justice in liberalism should not be derived from an abstract, universal principle, but should be determined by uncovering individual, specific injustices and working to eliminate them. Human welfare cannot be measured solely by the quantity of money and services. The reason is that even if equal income is obtained, individuals with disabilities or injuries cannot move and act in the same way as people who are healthy.

Under Rawls’ difference principle, it is impossible to pay appropriate consideration to individuals with disabilities or injuries, because inequality is measured by the quantity of basic wealth possessed. Because the principle of justice assumes individuals are autonomous and “standardized,” the improvement of their welfare is uniform, and welfare that takes into consideration the position in which an individual has been placed, including differences in gender, age, health and working conditions is disregarded.

Rawls’ theory of justice sacrifices the diversity of human existence. While the theory is highly regarded on the point Rawls has created a universal rule of justice, it is not effective when we consider the welfare of individuals laboring under their own unique circumstances. In contrast to Rawls, Sen has attempted to think about equality in a way that takes the diversity of human existence into account. While Sen relies fundamentally on liberalism, he assumes people motivated by “empathy” and “commitment” in place of the free actions of autonomous, reasonable individuals. Empathy shows a concern for others that exerts an influence on one’s own utility. This includes, for example, the anguish felt when knowing others are being mistreated or are exposed to danger (one’s own utility decreases). Moreover, commitment demonstrates our awareness that others being mistreated or are exposed to

danger and that we are prepared to extend a helping hand.

6. Conclusion

As discussed above, we have attempted to clarify an image of the cohesive society we should strive to achieve in the future, by highlighting the background to the international policy theory surrounding the social security system and explaining the history of Japan's social security system. A cohesive society is not an ideal society. Community structures vary from country to country, and by introducing modernization theory, we showed the creation of societies is progressing globally under that structure. There one can find the modern significance of "Responding to the Needs of Individual Children" as a process for aiming at the creation of societies where even children with disabilities can live easily.

Next we would like to try contemplating what scope is appropriate to achieve a cohesive society. Today, "community building" is a key word in the field of healthcare, welfare and education. Regardless of whether or not an individual has a disability, the scope within which an individual can live a life befitting that individual and enjoy dignity as a person is that individual's "living space." Looking at it from another direction, we might call it the scope within which the local population demonstrates a mentality of mutual assistance, the area reached by dynamic local organization activities based on that area's inhabitants.

The American political scientist Robert Putnam employs the concept of "social capital," which emerged through his survey on decentralization in northern Italy spanning a 20-year period. In the early 1970s, he conducted a comparative study of 20 local governments in northern Italy. Despite the fact the administrative formats of the local governments were similar, the social, economic, political and cultural milieus in which they found themselves differed extensively, and the performance of the local governments varied quite markedly as well. In his attempt to explain the difference in the performance of the local governments based on differences in the context in which each government operated, he used the term "social capital" as an explanatory concept. Putnam defined social capital as "those characteristics of social organization embodied in trust, standards and networks, which enable people to improve the efficiency of society by stimulating people's cooperative behavior." Furthermore, when social capital is abundant, people mutually trust one another and cooperate voluntarily, promoting productive social relationships in the region that range from social activities to economic endeavors, and Putnam presented his research results as one key that makes democracy function. To be precise, Putnam believes a cohesive society should be achieved at the local level where social capital functions.

Today we are standing at a major turning point of our era. The parenting and nurturing of children with disabilities is not irrelevant to the issues confronting the parenting and nurturing of children in general. Those of us involved in public education must act to address the unspoken "needs" of the children standing before us who have disabilities or injuries, while adopting a broad perspective, from the standpoint of promoting special needs education in the future.

