

家庭的保育者に関する一考察

—東京 23 区の家庭的保育者の資格要件の調査から—

A Study of Family Day Care Providers

—An investigation of requirements for Family Day Care Providers
in Tokyo's 23 municipalities —

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INTRODUCTION

邦文要約

家庭的保育事業の法定化によって家庭的保育者の要件が緩和された一方で、認可保育園の代わりとして事業を長時間利用する需要が増えた。特に事業の実施率が高い東京都特別区の多くが事業を「待機児童の応急的措置」に位置づけており¹⁾、家庭的保育者の要件の再考が必要である。本稿では、2012年に実施した東京23区の家庭的保育者の資格要件に関する調査の結果から、各区の資格要件の実態を明らかにし、課題について考察した。結果から、資格を有することを家庭的保育者の必須条件にしている区は事業実施区全体の52%であり、残りの48%は資格がなくとも保育勤務経験や育児経験があればよいという選択肢を設けていた。資格を保育士に限定している区は僅か5%であり、その他の区は調査当時の「家庭福祉員制度」に基づき幼稚園その他の教諭免許、看護師、保健師等のいずれでもよいと定めていた。当該事業の今日的目的と密室性や孤立性の観点から、資格要件の見直しの必要性について論じた。

According to the Ministry of Health, Labour and Welfare, as of April 2015, the number of wait-listed children in Japan was 23,167. Looking at the numbers by prefecture, the number of wait-listed children was highest in Tokyo. According to its own research, Tokyo stated in 2016 that the number of wait-listed children was at 8,466—an increase of 652 children from the previous year. Looking at Tokyo by municipality, the areas with the most wait-listed children in descending order were Setagaya (1,198), Edogawa (397), and Itabashi (376); the areas with the greatest increases in number of wait-listed children from the previous year were Chūō (114), Arakawa (116), and Koto (110). Oyama and others (2008) already revealed that the problem of wait-listed children was especially concentrated in Tokyo's 23 municipalities²⁾.

The intended purpose of "Family Day Care Services"³⁾ was to protect and nurture local children in a household-like environment as a small-scale childcare open to varying age groups, and the function of a professional, authorized day care center that was inherently secure and reliable for two-income households requiring a lengthy period of childcare was a foreign

concept. However, the problem of wait-listed children in Japan is an especially important and pressing issue in Tokyo, and for the "The Comprehensive Support System for Children and Child-rearing" started in 2015 reducing the number of wait-listed children has become a main pillar. Under The Comprehensive Support System for Children and Child-rearing, family day care services are positioned as a measure to help meet the childcare needs of wait-listed children. Iwata and others (2011) said that in over 70% of municipalities providing the services have positioned it as "emergency measures for wait-listed children"¹⁾. They also pointed out that there has been family day care providers who are kindergarten teachers (or other school teachers) or only experienced personal childrearing in Tokyo, under Tokyo's original family day care system "Katei Hukushiin"²⁾. However, each municipality's requirement of family day care providers has not been revealed. Moreover, there is no material for study into requirement of family day care providers in Tokyo in other previous research and the administrative documents. It is absolutely necessary to examine the quality of providers from the perspective of ensuring the long term childcare.

Thereupon, the purpose of this report is to examine and grasp the actual circumstances of requirements for family day care providers in Tokyo's 23 municipalities, and contribute for the improvement of Japanese family day care services.

EXAMINATION METHOD

The method of this study is actual condition survey of requirements for family day care providers in 23 municipalities in Tokyo. Period for investigation is from July to November in 2012.

First, accessing all 23 municipalities' Website to examine whether the requirements of family day care providers are shown on the Website or not. Second, making a hearing survey to municipalities which did not show the requirements of family day care providers on their Websites. The answers were obtained by e-mail, telephoning, and mailing. Its methods are shown in Table 1. The 12 municipalities were writing the requirements for family day care providers clearly on their Websites. 7 municipalities answered by e-mail, 4 municipalities answered by telephoning, and 1 municipality answered by mailing.

RESULTS

Basis of Providers of Family Day Care Services

At the extraordinary session of the Diet in December of 2008, part of the Child Welfare Act was amended, and "Family Day Care Services" was entered into law, going into effect in April 2010. As a result, family day care providers are not limited to childcare license holders, and through parenting experience or receiving training, local governments are able to recognize others as family day care providers and authorize them to engage in childcare.

Sugiyama and Tamura (2009) discuss that with the apparent lack of day care centers the Ministry of Health, Labour and Welfare, as a measure to deal with the wait-listed children issue, has focused on seeking to legalize and regulate family day care services that can be provided less expensively³⁾. Introducing laws would be expected to have the effects of strengthening the position of family day care services in appealing to local governments, and expanding the business as a means for responding to the wait-listed children problem. This law

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Table 1: The method of collecting data or obtaining an answer

| Name of municipalities | The method and the date of collecting data or obtaining an answer |
|------------------------|--|
| Adachi | E-mail in 2012/07/06 |
| Arakawa | Website, access in 2012/08/05 http://www.city.arakawa.tokyo.jp/kosodate/docs/service/002/002141.htm |
| Bunkyo | Website, access in 2012/08/06 http://www.city.bunkyo.lg.jp/sosiki_busyo_hoiku_hoikumama_mamabosyu.html |
| Chiyoda | Telephoning in 2012/11/01 |
| Chuo | Website, access in 2012/08/07 http://www.city.chuo.lg.jp/kurasi/syusan/hoiku/kateihukusi/index.html |
| Edogawa | Website, access in 2012/08/07 http://www.city.edogawa.tokyo.jp/kurashi/kosodate/hoiku/mama/narital/index.html |
| Itabashi | Website, access in 2012/08/07 http://www.city.itabashi.tokyo.jp/c_oshirase/045/045135.html |
| Katsushika | Mailing in 2012/07/18 |
| Kita | Website, access in 2012/08/07 http://www.city.kita.tokyo.jp/docs/service/075/007577.htm |
| Koto | Telephoning and E-mail in 2012/07/12 |
| Meguro | Website "Meguro City News" , access in 2012/08/08 http://www.city.meguro.tokyo.jp/gyosei/koho/megurokuho/h2204_06/0615gou/files/220615-05.pdf |
| Minato | Telephoning in 2012/07/11 |
| Nakano | E-mail in 2012/07/13 |
| Nerima | E-mail in 2012/07/20 |
| Oota | Website, access in 2012/08/10 http://www.city.ota.tokyo.jp/seikatsu/kodomo/shien/mama/mamabosyu.html |
| Setagaya | E-mail in 2012/07/07 "Family Day Care Providers' Working Expenditure Outline in Setagaya" |
| Shibuya | Telephoning in 2012/07/11 |
| Shinagawa | Website, access in 2012/08/08 http://www.city.shinagawa.tokyo.jp/hp/page000011400/hpg000011373.htm |
| Shinjuku | E-mail in 2012/07/13 |
| Suginami | Website, access in 2012/08/09 http://www2.city.suginami.tokyo.jp/news/news.asp?news=6405 |
| Sumida | E-mail in 2012/07/10 |
| Taito | Website, access in 2012/09/01 http://www.city.taito.lg.jp/index/kurashi/kosodate/kateifukusiin/kateifukushiinboshu.html |
| Toshima | Website, access in 2012/09/02 http://www.city.toshima.lg.jp/koho/hodo/2002/ |

reform would take the contents of this municipal industry that was traditionally unregulated and allow it to continue by and large as a national industry with eased requirements for care providers that are nursery teachers or nurses. In this regard, in the *2009 White Paper on Child Care* concern was shown that "as the spread of

family day care services is given priority one cannot help but feel a deep indignation and sense of danger with regards to the neglect of expertise in the field of childcare"⁵⁾.

Although they are not enforceable, along with the addition of these laws by the Ministry of Health, Labour and Welfare in 2009, "Family

Day Care Service Guidelines" were determined. Within them, the requirements for family day care providers are presented as shown in Table 2.

Table 2: About Family Day Care providers in guideline of government

| Requirement of Family Day Care Providers | Definition | Family Day Care provider under the accreditation of the mayor |
|--|--------------------------------|--|
| | Necessary condition/ 1, 2 or 3 | 1:Nursery teacher's license as well as completion of mayor's basic training* 2:License of nurse or kindergarten's teacher as well as completion of 88 hours training and mayor's basic training 3:Anyone with 20 days training as well as completion of 88 hours training and mayor's basic training |

The requirements are: ① to have a nursery teacher's license with completion of the local mayor's basic training; ② to be a qualified nurse or kindergarten teacher with 88 hours of completed training and deemed suitable as a family day care provider by the local mayor while also having completed basic training; or ③ anyone who has completed a 20-day training course along with basic training and certification training. This "basic training" includes a set of 21 hours of lectures and exercises provided by local mayors, and at least 2 days of practical training. The contents of the lectures and exercises are related to child nutrition, child health, risk management, guardianship, etc. Looking at this, in general someone with a nursery teacher qualification and childcare experience, and someone who has completed the training, would seem suitable. However, these are merely guidelines, and each municipality can determine its own standards with these as a reference.

In April 2014, "Standards Concerning Facilities and Management of Family Day Care Services" (Health, Labour and Welfare Ordinance No. 61) was issued, and therein pro-

viders were named as "nursery teachers who have completed the training course provided by local mayors, or those with equal or greater knowledge and experience than nursery teachers that are approved by the local mayor, and those who have participated in childcare in devoting themselves to the childcare of infants."

Current Status of the Family Day Care Providers of Tokyo's 23 Municipalities

The current status of implementation of family day care services in Tokyo's 23 municipalities as of 2012 is shown in Figure 1. Municipalities where they were not implemented were Minato and Shibuya².

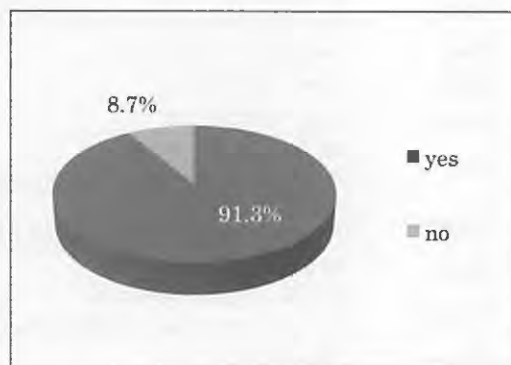


Figure 1: Percentage of 23 municipalities in Tokyo that provide Family Day Care service (2012)

In over 90% of the 23 municipalities, some form was implemented. And for many of them, at present it plays an important role in ensuring that there is a kind of safety net for wait-listed children to receive childcare.

Extracting descriptions from the eligibility requirements for family day care providers in the 21 municipalities that implemented family day care services—aside from the requirements for the places that are allowed to be used for childcare, such as the size, etc.—the following

7 requirements can be used to summarize the necessary qualifications or the alternate experience, etc.

- Requiring Qualifications
 - A. License and working experience as a childcare worker
 - B. License and childrearing experience as a mother/father
 - C. License and designate training
 - D. License only
- Requiring No Qualifications
 - E. Working experience as a childcare worker and designate training
 - F. Childrearing experience as a mother/father and designate training
 - G. Childrearing experience as a mother/father only

As a general rule for the license referred to here, in a survey from the same time as the guidelines were released, qualifications beyond that of nursery teacher credentials, such as supplementary courses, were not criteria. In almost all the municipalities, nursery teachers, teachers (kindergarten), nurses, midwives, and public health nurses were all deemed equally "qualified" in terms of the required qualifications under the original system "Katei Hukushiin". Looking only at this portion, it can be said that none of the municipalities set their requirements in accordance with the criteria for family day care providers presented in the guidelines.

The requirements for family day care providers by municipality using the above A-G are shown in Table 3. Municipalities with multiple requirements listed require any one of those listed.

33.3% of municipalities only listed requirement A (7 municipalities: Kita, Meguro, Nerima, Setagaya, Shinagawa, Shinjuku, Taito), where someone needed to have the "license" and

professional experience in childcare. However, this "license" is not only nursery teachers, but also any kind of teachers, nurses, public health nurses, etc. Only 4.8% (1 municipality: Sumida) do not allow any other licenses without training except the nursery teachers. 47.6% of municipalities listed requirements E to G (10 municipalities: Adachi, Arakawa, Edogawa, Itabashi, Katsushika, Koto, Nakano, Oota, Sumida, Toshima), where no official qualifications were necessary. Of those, 19.0% of municipalities had simply requirement G (4 municipalities: Arakawa, Edogawa, Koto, Oota), where only childrearing experience as a mother or father was necessary.

The requirements for all 3 municipalities of Bunkyo, Itabashi, and Nakano place an essential importance on parenting experience, and it has become the case that those without any childrearing or parenting experience are not able to become family day care providers.

DISCUSSION

The purpose of family day care services in Tokyo has long been to provide a place for wait-listed children to receive childcare. From this standpoint, when thinking about the quality of family day care providers who are operating these services, considering the magnitude of the risk and responsibility that must be handled by an already licensed child care center or instead by one person behind closed doors, a greater level of quality needs to be guaranteed. Iwata and others (2011) also indicated that family day care providers should have higher expertise than nursery teachers⁹. Ogi (2006) even mentioned confining the requirement of family day care providers to the license of nursery teachers⁷.

Still, based on the requirements of each

Table 3: Requirements of Family Day Care providers in 21 municipalities in Tokyo

| Name of municipalities | Requirements | Name of municipalities | Requirements |
|------------------------|--|------------------------|--|
| Adachi | A. License* and working experience as a childcare worker E. Working experience as a childcare worker and designate training F. Childrearing experience as a mother/father and designate training | Kita | A. License* and working experience as a childcare worker |
| Arakawa | D. License* only G. Childrearing experience as a mother/father only | Koto | A. License* and working experience as a childcare worker G. Childrearing experience as a mother/father only |
| Bunkyo | B. License* and childrearing experience as a mother/father | Meguro | A. License* and working experience as a childcare worker |
| Chiyoda | C. License* and designate training | Nakano | B. License* and childrearing experience as a mother/father F. Childrearing experience as a mother/father and designate training |
| Chuo | A. License* and working experience as a childcare worker B. License* and childrearing experience as a mother/father | Nerima | A. License* and working experience as a childcare worker |
| Edogawa | D. License* only G. Childrearing experience as a mother/father only | Oota | A. License* and working experience as a childcare worker G. Childrearing experience as a mother/father only |
| Itabashi | F. Childrearing experience as a mother/father and designate training | Setagaya | A. License* and working experience as a childcare worker |
| Katsushika | A. License* and working experience as a childcare worker E. Working experience as a childcare worker and designate training | Shinagawa | A. License* and working experience as a childcare worker |
| | | Shinjuku | A. License* and working experience as a childcare worker |
| | | Suginami | D. License* only |

Municipalities with multiple requirements listed require any one of those listed.

* This "License" is not only for nursery teacher, but also including kindergarten's teacher, any kind of teacher, maternity nurse, health nurse, and nurse.

**This is only for nursery teacher.

municipality found at the time of the survey, this was quite far from actual circumstances.

Even in municipalities with qualification requirements for someone to be deemed qualified, allowing kindergarten teachers (or other elementary school teachers) who are licensed as experts in the childcare and education of 3-5 year olds and those with experience as a teacher to provide childcare to 0-2 year olds who were not able to find placement in a licensed childcare center is a major issue. Also, treating experience in childrearing as equivalent to the childcare experience of individuals with more official qualifications downplays childcare as a profession.

Even when imposing training there remains the problem that it cannot eliminate the possibility of the child abuse, etc. that can occur in locations providing family day care services. For the municipalities where childrearing experience is an essential requirement, those people who have qualified occupational training but no children of their own become deprived of the opportunity to help provide these services.

From this survey, the problems described above related to the qualification requirements for family day care providers become apparent. In connection with the enforcement of the new system and the new standards now established,

further development is required in order to solve these problems.

Some part of this paper was reported in the poster session of the 17th Biennial International ARAHE Congress (July, 2013, Singapore).

NOTES

- * 1 Although "Family Day Care Services" is written in English as "Family-style Day-care Services" in "The Comprehensive Support System for Children and Child-rearing," in this paper the program name used by the Ministry of Health, Labour and Welfare in a 2012 survey has been implemented, making the label herein "Family Day Care Services."
- * 2 Upon the founding of "The Comprehensive Support System for Children and Child-rearing" in 2015, the municipalities of Minato and Shibuya both, in 2015, have just enacted "regulations to set standards related to facilities and management for family day care services" .

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