

Opinions on Qualifications of Surveyors of Care for Children with Disabilities in Japan

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Abstract: To assure the quality of care for children with disabilities, opinions on the qualifications and training programmes for surveyors of the care for children with disabilities were collected in case Japan implemented the new assessment system that specialised in care for children with disabilities. To illustrate the career pathway and to compare the system with other inspection systems overseas, this study employed a triangle model using education years as the scale. The questionnaires were twice mailed to all the administration adequacy committees and grievance committees. Seventeen committees replied. Results revealed the average number of years of education was 4.6 years and 7 years for applicants and inexperienced surveyors, respectively. The recommended duration of training programmes was 27.8 hours on average. The respondents appeared to expect extremely high qualifications to be obtained in rapid training in comparison to overseas inspectors; however, this was not uncommon in Japan. The ministry shared our findings for the improved survey. Indices of the triangle model will be beneficial to compare qualifications and evaluate training programmes.

Keywords: Career pathway, children with disabilities, inspection, quality of care.

INTRODUCTION

In Japan, the Reform of Fundamental Structure of Social Welfares (1997) noted that the concept of assessment of care by a third-party was implemented. Discussions on the quality of welfare care were initiated in 1998 by an informal advisory board assigned by a director of the Ministry of Health and Welfare (now the Ministry of Health, Labour and Welfare: MHLW). On the contrary, the Tokyo metropolitan government implemented the ombudsman system and assessment instruments for home care of children with severe motor and intellectual disabilities in 1998 independently. It published third-party assessment instruments for in-home care for persons with dementia and disabilities in 2001. The instruments employed the ISO9001 system. In 2001, the board of MHLW proposed the assessment instruments employed in facilities for children with disabilities would be ISO9001 items because of their versatile use across various types of facilities.

Consequently, a third-party assessment ordered by the providers, which assessed ISO9001-derived perspectives in conjunction with interviews with both users and employees, became standard in Japan. Both the assessment instruments and the programme for training surveyors, which was authorised by the MHLW, are elaborated in the guidelines of the Japan National Council of Social Welfare. Because the Tokyo metropolitan government had already started the assessment system independently, Japan has two systems in the Tokyo metropolitan and other prefectures.

Article 78, paragraph 1 of the Social Welfare Acts (Law No. 45 of 1951, last amended in 2017) states, it has a duty to improve every provider's care quality. Nevertheless, the number of assessed facilities did not increase because they were not obliged by the legislation to do so. At the end of March 2017, the National Council had certified 10,440 surveyors, and the Foundation of Tokyo had registered 2,942 surveyors. However, only 1.53% of 87,184 facilities for the aged, 5.83% of 23,410 kindergartens, and 1.25% of 58,418 facilities for disabled people were assessed throughout Japan [1]. Several reasons [2] were

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proposed to explain the low prevalence rates; these included poor motivation due to an assessment's unreasonable cost, unattractive incentives such as the prolonged period of an audit, and poor philosophy because of taxpayers' role in the community.

The MHLW has conducted various trials to motivate the providers to receive an assessment by a third-party in Japan; one such was a document presented at the 88th meeting of Social Security Council Disability Subcommittee (11 December 2017), which elaborated on the benefits of a third-party assessment for welfare service as follows: Disclosure of the review would contribute to consumers of their choice, evaluate the care providers appropriately and consequently, improve the quality of care in the region. Although all regions, except for the Tokyo metropolitan, employ the same programme following the council's guidelines, details such as the length of the course, admission fees, and surveyors' licensing process differ significantly across regions. For example, official agencies such as the Ofsted and CQC in England, and the Care Inspectorate in Scotland, employ accredited inspectors to conduct third-party assessments after a strict training programme (Tables 1-3).

Based on the Act to Partially Amend the Disabled Person Law and the Child Welfare Act (Law No. 65 of 2016), enacted on 1 April 2018, the disclosure system of information on care providers started to contribute to consumers searching for providers that matched their individual needs. However, despite current assessment systems available to providers for both adults and children with disabilities, surveyors are not trained as specialists in the care of children with disabilities. Recently, the media has reported cases of inappropriate care at day-care facilities for children with disabilities. It has been alleged children waste their time in a small room in which they watch animations regardless of their interests [3]. Only 0.14% of the 9,385 day-care facilities in Japan were assessed during the 2016 financial year [1]. Finally, the MHLW has started to respond to demands to put measures to control the quality of care. The plan includes a new assessment system that specialises in care for children with disabilities and employs new instruments. Consequently, to provide the MHLW with appropriate data, the authors collected opinions on a training programme's requirements from those concerned.

SUBJECTS AND METHODS

In addition to the statutory audit performed every two years, every prefectural government settled the

Administration Adequacy Committee to assess service providers. Every provider must have a complaints manager and third-party consultants, and thus, consumers can claim their complaints by using these services.

In this survey, the authors mailed a questionnaire to all the Administration Adequacy Committees in 47 prefectures and the Grievance Committees in 20 ordinance-designated cities (equivalent authorisation to prefectures are given) in February 2018. According to article 83 of the Social Welfare Acts, such committees accept consumers' complaints and provide both parties with solutions. Although the committees were decided by the prefectural government and were assigned to regional branches of the Japan National Council of Social Welfare, the authority per se is independent of the administration, and the members comprise third-party professionals such as university professors and lawyers. They were also expected to have opinions on potential demands for the new survey system, which differed from that of the council.

The questionnaire requested the committees' opinions on the qualifications and content of a training programme for provisional third-party surveyors who are specialised in the care of children with disabilities. Questions on the requirements for surveyors included the certification, career, and educated-year equivalent level. Questions on the programme included the length of the whole course and each unit of the curriculum. Questions on educated-year equivalent level achieved during a course were included. Furthermore, questions on certification included valid period, duration, and content of the updated programme. Besides, there were questions about the qualifications of the instructors.

Although previous studies [4] measured the difference between pre-test and post-test examinations for evaluating a training programme, our system was hypothetical and not yet implemented. In this study, the authors have described the career pathway in a triangle (Figure 1). In this model, in order to compare the qualifications of surveyors or inspectors across countries, calibrated education-level included those who had just graduated from a four-year undergraduate course regardless of their majors. In other words, a person who had just graduated from a four-year undergraduate course was classified as having no career experience. In Japan, such individuals are usually 22 years of age and have a bachelor's degree, equivalent to level 6 of the European Qualifications

Table 1: Specifications of Surveyors or Inspectors in Various Systems

Index	Nation	Japan		England			Scotland
	System Item	The Japan National Council of Social Welfare ^a (assessment surveyor)	The Tokyo Welfare Service Evaluation Promotion Organisation ^b (reviewer)	Care Quality Commission: CQC ^{c,d} (investigator)	Office for Standards in Education, Children's Services and Skills: Ofsted ^c (investigator)	The National Autistic Society: NAS (reviewer)	Care Inspectorate (investigator)
A	Requirements published	Three or more years of experience in one of the following domains: manager of the organisation licenced professional academic expert	Three or more years of experience in one of the following domains: professional (including physician, nurse and dietician) manager of the organisation certified consultant academic expert	No licences or certificates are documented	Five or more years of practice and two years of management Undergraduate or equivalent academic background	Three or more years of practice as a licenced professional such as schoolteacher or nurse	Licenced and three or more years of experience as a manager Applicants are given 7 steps starting with selection and followed with interview and test during recruitment
	Equivalent yearly payment of applicants (£)	Not clear because both the guidelines and the organisation determined several requirements as a career pathway.	Not clear because various requirements are determined	18,432 ^e 25,974 ^f	60,162 (51,687–57,672) ^k 2,085-4,1–16 ^k	No data obtained	C.f. values of the CQC
B	Yearly payment of inspectors (£)	The council issued guidelines only. Payment differed by prefecture and is not disclosed.	Not disclosed (salary and rewards differed by the provider a reviewer belongs)	42,050 (London) ^j , 37,321 (other areas)	71,500 ^{d,g} 390 ^{d,h}		28,980– 38,301 ⁱ
C=B-A	Required speciality: described as the length of career ⁿ	No data obtained		0.80	0.48	No data obtained	0.53
D	Duration of programme	29.5 hrs (recommended by the guidelines) Days ranged–3–17; varied in prefectures	39 hrs (6 days) and trial assessment (career as an assistant reviewer)	Various induction programmes are prepared 8 weeks (5 days per week) 50.5 hrs nationwide programme and local programme ^l Six months of internship	Hired after about 12 weeks of inspection and 6 months internship	2.5–3 weeks ^d	640 hrs. (80 days)
	Training fee	0~35,000 JPY ^m	29,000 JPY	Free	Free (except travel expenses)	No data obtained	Free

(Table 1). Continued.

C/D	Density of programme: described as the length of career ^o	No data obtained	No data obtained	0.02 years (7.34 days) (7.34/40=0.18 : 10.4 degrees)	0.008 years (2.94 days) (2.94/60=0.05: 2.8 degrees)	No data obtained	0.007 years (2.43 days) 9.12 days ^p (2.43/80= 0.03: 1.7 degrees)
E	Requirements for instructors of the training (or induction) programme	As a general rule, instructors must complete the programme for new instructors given by the council. ^a	Candidates for instructors are selected from the reviewers ^b (No details in the guidelines) e.g.) Experienced reviewer Academic experts for the system	Various instructors e.g. CQC Academy, regional director, invited instructors ^c	No data obtained	No data obtained	SCQF Level 10 (bachelor of honours) oTutor/ Assessor Graduate from the master course (education) SVQ Professional Development Award Pedagogy Practice oInternal Verifier SVQ accredited internal verifier

Notes

Sources:

^aSummarized from the announcement of commissioners of three bureaus of the MHLW: The whole amendment of the guidelines regarding third-party assessment (document no. EC0401-12) (<http://shakyo-hyouka.net/>) (in Japanese), (Last accessed 24 November 2020).

^bSummarized from the application requirements (<http://www.fukunavi.or.jp/fukunavi/hyoka/hyokatop.htm>) (in Japanese) , (Last accessed 24 November 2020).

^cData on requirements were retrieved from the specification published in November 2017 (<https://www.gov.uk/government/organisations/ofsted>).

^dData were obtained by the interview with researchers (TU and JA) of author's group.

^eData represent averaged yearly payment for regular care workers retrieved from the Annual Survey of Hours and Earnings (ASHE) 2017 (<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/previousReleases>), (Last accessed 24 November 2020).

^fYearly payment in the upper 10 percentile on the ASHE 2017 data.

^gYearly payment for her majesty's investigator: HMI.

^hAssistant inspector.

ⁱData were retrieved from a recruitment list (jobs at CQC)(Deadline for September 2017).

^jData were retrieved from a recruitment list, payment for Grade B.

^kData were retrieved from the press-released paper by the National Association of Schoolmasters Union of Women Teachers (<https://www.nasuw.org.uk/advice/pay-pensions/pay-scales.html>). The upper value was for Quality Improvement Manager (and in brackets, Quality Improvement Officer)(latest at 1 April 2016, and lower was for special needs allowances.

^lData were retrieved from the document disclosed as a sample of the induction program in 2012. Now the CQC Academy works on training.

^mData were retrieved from the research reports both by the council in January 2018 (http://www.shakyo-hyouka.net/sisin/data/sys_c27_201801.pdf) and by regional training offices (in Japanese), (Last accessed 24 November 2020).

ⁿCalculated the difference between average annual salaries of the candidate professionals from the yearly salary of a new inspector, and then divided by the average salary of a full-time worker in England or Scotland. The value represented the number of years to achieve a professional level in knowledge and skills. The average salary in Scotland was retrieved from the Earnings in Scotland: 2017. (<https://sp-bpr-en-prod-cdnep.azureedge.net/published/2017/11/21/Earnings-in-Scotland--2017/SB%2017-80.pdf>), (Last accessed 24 November 2020).

^oValues were obtained by calculation; dividing value on line C by length of training (number of weeks, 5 days per week). Value of years (365 days for a year) and days in each cell represented the amount of knowledge and skills achieved in each day of the training programme.

^pData were obtained by the interview with a researcher (TM). They answered that the level of completing the training programme was equivalent to a career as a manager. Since the requirement for applying to be an inspector was determined as both SCQF Level 9 and experience as a manager for three or more years, it was converted to a level of 3 years after graduating from university. Hence, the difference as experience value through the programme corresponded to 2 years. After that, it was divided by 80 days as the length of training. Consequently, the value in this cell represented the level of knowledge and skills as a professional achieved in each day of the programme.

Framework. To obtain a new index that describes the quality of training, education years were (index C in Figure 1) divided by the number of days of the course (index D). A tangent value of the triangle (index C/D, i.e., the degree of steepness) represents each qualification's difficulty level.

To encourage responses, Tables 1-3, which delineated the specifications of two current domestic

assessment systems and four inspection systems, including the Ofsted, CQC, Accreditation by NAS, and Care Inspectorate, were attached to the questionnaire. These data were obtained from interviews with inspectors or the Internet. The subjects were requested to provide the names of the committees they served to ensure the answers were analysed anonymously. A postage-free envelope was enclosed to collect written questionnaires.

Table 2: Curriculum of the Training Programme in Various Systems (Value: Min.)

Item	Nation	Japan		England	Scotland
	System Descriptors	National Council	Tokyo	CQC	Care Inspectorate
Curriculum contents	Classroom lecture	11.50	23.92	No data obtained	56
	Practical training (at a facility, etc.)	9	Experience as an assistant		200
	Group work (discussion among trainees)	3	13.83		80
	Case study	7			10
	Supervised assessment		Experience as an assistant		
	Others		Homework		Expanded practice 200 Homework 160
Curricula	Holistic understanding of the assessment system	150	467	225	
	Assessment methods	780	680	285	
	Knowledge of diseases and disabilities				900
	Rights protection			570	
	Relevant laws and welfare systems		100	105	2,400
	Questioning method in case of difficulties with communication	120	11	300	1,800
	Practical skills as inspectors	60	112		
	Risk management in assessment			45	
	Management of facilities and organisations				2,400
	How to check the business (financial) conditions of corporations and facilities				
	Examination of trainees who completed the training		35		4,800
Others			Information technology 330		

Note: Because the author estimated values of length of time through the review of documents or videotaped records of the programme, they did not represent the content designed by administration exactly.

This study employed the Delphi method. All of the committees were requested to answer the same questionnaire again after reviewing the first assessment result.

The ethical review board approved this research of the National Center of Neurology and Psychiatry (ID: A2017-091).

RESULTS

There were 17 replies, including 'We could not answer any of the questions.'

The results revealed the following requirements for applicants of inspectors.

Table 3: Data on Valid Period and Details of the Updated Programme in Various Systems

Nation and system Item	Japan		England	Scotland
	National Council	Tokyo	CQC	Care Inspectorate
Valid period of certification	Differed by region	Reviewers must take bot programmes General course: every year Special course: every 3 years Assessing institutions certificate is a year	Inspectors need not update registration because they attend seminars and complete inspections as regular officers	Inspectors must update the registration on the Scotland Council of Social Services
Update fee (registration fee or attendance fee of updating programme)	None~10,000 JPY ^a	1,800 JPY ^b 11,000 JPY ^c		£80
Length of updating programme	None ~10 days	1 day 10 min. (2.8 hrs.) 2 days 650 min. (10.8 hrs.) ^b		The council collects records of each inspector periodically

^aData were retrieved from the research reports of the council in January 2018 (http://www.shakyo-hyokou.net/sisin/data/sys_c27_201801.pdf) and by regional training offices (in Japanese) (Last accessed 24 November 2020).

^bData of 2017.

^cData of 2014.

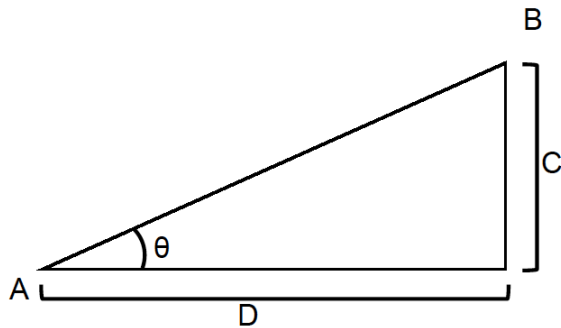


Figure 1: Triangle of career pathway.

Note: A: Requirements for applicants described in equivalent educational years after graduating from university.

B: Achieved level of candidates described in equivalent educational years.

C=A-B: Required speciality described by the length of career.

D: Length of the training programme.

C/D (tangent θ): Density of programme described by the length of career.

1. Qualifications

The respondents' detailed requirements for applicants to become surveyors in various combinations of current certification and years of experience. Seven respondents recommended 3–5 years of experience and certificates such as Service Manager of Facilities for Disabilities.

On average, it was recommended applicants had 4.6 years of experience after a four-year university

programme. Four respondents recommended 5 years of experience (index A).

2. Training Program

Five respondents recommended that a training programme's duration range from 24 to 30 hours; the average length was 27.8 hours; more specifically, 4.6 days of 6 hours each day for the whole programme (index D). On average, it was recommended 9.2 hours be spent on lectures and 7.2 hours on practice.

3. Curriculum

The respondents recommended the largest unit of the curriculum be 3.7 hours for the methods employed, such as the scope of assessment items. The second-largest be 3.0 hours for the assessment system. A career level achieved during the programme (index B) corresponded to 7.0 years after graduating from university. Consequently, the quality index of training (index C/D) represented 0.52 (27.4 degree) because $7.0 - 4.6 = 2.4$ years of experience (index C) was divided by 4.6 days (index D).

4. Updating of Certification

Five committees agreed to periodical update their certification even though two allowed permanent certification and thus, did not need to update their certification. Five former committees recommended the certificate be valid for 3.6 years on average. It was

recommended the average length of updating the programme be 8.0 hours in total; of these, 2.7 hours would be for classroom lectures. The updated programme curriculum was expected to be 1.9 hours on average and included discussions of recent incidents.

5. Requirements of the Training Instructors (Index E)

The respondents were required to give their views on current certificates and number of years of experience. They recommended certifications that included health care specialists and social workers and 10 or more years of experience. They added 15.0 years of experience after graduating from university.

The answers for the 2nd time were responded to 4 committees. All of them were respondents of the first assessment, and they gave the same answers.

DISCUSSION

In this study, opinions on provisional surveyors' qualifications who specialised in care for children with disabilities in Japan were collected. Although the administration adequacy committees are independent of the prefectural governments and not branches of the council, they might have experienced difficulty answering the questionnaire because many of their offices are situated in the regional office of the council. The system allows regions to modify and vary the length and content of their training programme, assessment fee and valid period of certification. Despite this, they are expected to agree with the guidelines determined by the council and not revise or update these guidelines.

It wasn't easy to compare international qualifications because of the different educational qualifications in various countries. The Japanese inspection system does not involve laypersons or users, but the effect of such involvement in the UK system is controversial [5, 6]. Instead, not only welfare experts but also management consultants are involved in the inspection team. This study simplified a career path by indices by employing the triangle model.

The educational level of applicants (index A) stressed fundamental knowledge as necessary and noted how much of the training course could be omitted from the curriculum. The respondents answered that 3–5 years of experience as a service manager or a child care manager or 4.6 years of experience after graduation from university was imperative.

The level achieved by training (index B) represented the professional qualification. Consensus with regard to a level of seven years after graduating from university was reached. Experience obtained in the training course (index C) corresponded to 2.4 years. Provisional surveyors' qualifications showed 0.52 (27.4 degrees) on the C/D index, which seemed to be extremely high (steep) compared to other inspectors abroad. The recruitment process and induction programme meant both a longer D and greater B in the overseas systems.

However, the C/D index value of 0.52 obtained in this study may not be changed in Japan. Because qualifications such as that of a council surveyor and service care manager are not licenced, Japanese regulations for requirements do not emphasise their educational qualifications. Rather, individuals with licences of health care professionals or have 3–5 years of experience as managers at facilities are eligible. The MHLW [7] illustrates the career pathway of facility workers as follows: a newly employed person is assigned to a team leader (eligible for certification of consultation support professional) for 5–10 years, is promoted to the manager of the facility in 5 years and then may apply to become care service manager after several years. Experienced professionals enrol in the training of surveyors.

Nevertheless, programmes emphasising on-site learning inevitably limits the schedule (i.e., short D period) because candidates have to cancel their work to complete the course. To prepare a substantially long D period, on-the-job training and a unified system of qualifications in the care inspectorate is useful in Scotland with its many islands. Besides the Scotland training system, e-learning may be useful in Japan with its islands and suburban areas. The field of social workers as well suggested new education models utilising an e-learning management system and case studies using standardised patients [8].

Whereas educational programmes were evaluated internationally to standardise public health knowledge [4, 9], no literature evaluated those for care inspectors. Assessment methods required the longest time of the syllabuses, and our respondents seemed them as core competencies [9] of surveyors. The programme's curriculum did not include knowledge of disabilities or advocacy for surveyors. This may be attributed to two reasons. First, current surveyors are not licenced, and their powers are limited and different from other systems overseas. According to current legislation in

Japan, surveyors may not issue orders for business improvement. Second, the respondents agreed applicants had to have several years of experience as a care manager. As noted previously [9], a service care manager is expected to have 12–17 or more years of experience. They need to have adequate knowledge and experience. In relation to updating certification, they agreed with the curricula of recent cases of violations and frequently asked questions. Our respondents expected the quality of surveyors to be improved by experienced trainers and updated programmes.

We came up with our own training program and recruited professionals to conduct the training. We asked them to grade the clarity and ease of use of the evaluation items we had developed. Based on our reports, MHLW has started to amend surveyor systems for children with disabilities. And our triangle model will be effective design career pathways in various domains.

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