

# **"Attracting, Developing and Retaining Effective Teachers"**

**OECD ACTIVITY  
( Analytical Review )**

**Japanese Country Background Report**

**Ministry of Education, Culture, Sports,  
Science and Technology (MEXT)  
(Elementary and Secondary Education Bureau)**

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## **PREFACE**

This report has been drawn up by authorized persons at the Ministry of Education, Culture, Sports, Science and Technology (MEXT)—the government body in charge of administering education in Japan—as a background report concerning teacher policy in Japan, to serve as a link in participating in “Attracting, Developing and Retaining Effective Teachers” (2002-2004), an Organization of Economic Cooperation and Development (OECD) undertaking.

Japan accepts that the main objective of this enterprise is to deal with the circumstances and undertakings in each country related to the so-called lack of teachers—a problem of international dimensions (particularly in the EU nations)—and to grope for solutions. However, the circumstances in Japan are different, as there are more people aspiring to become teachers than the instructor hiring quota. Moreover, the number of those who quit midway after taking up the teaching profession is comparatively low. Therefore, in participating in this enterprise, we plan to deal with it by introducing our stance to other countries on factors being worked on in Japan like maintaining and improving the security and qualities of teachers.

Thus, of the two ways of participating in this enterprise, we adopted the “analytical method.” In drawing up this report, too, we didn’t have it written by research institutions concerned with educational policy in Japan but by government institutions that are in charge of educational policy in this country. In order to guarantee the report’s objectivity, we sought the opinions of outside researchers, learned members of deliberation committees, people connected to the actual school sites, and so on.

The composition of this report has taken the following form.

Chapter 1 and Chapter 2 describe matters, with teacher policy in the backdrop, like recent trends in reforming education, the set-up of the school system in Japan, and the present situation of teachers.

In respect to raising the qualities and abilities of teachers in Japan, since the cultivation, hiring, and training of teachers are carried out systematically at each stage, Chapter 4 describes teacher training, the licensing system and in-service training. Chapter 5 introduces the teacher hiring system and contrivances in the selection methods.

Moreover, factors that are believed to contribute 「to securing capable teachers and maintaining such competent teachers at the school site are introduced in Chapters 3 and 6.

The closing Chapter 7, recapitulates the entirety and presents characteristics of and issues for teacher policy in Japan.

We will be pleased if this report can serve as even some reference to teacher policy in other countries.

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## **EXECUTIVE SUMMARY**

### **Situation of Teachers in Japan**

Japan is not suffering from a so-called “teacher shortage.” If anything, it is in a state of a supply surfeit in which the number of those who have teacher certificates and aspire to become teachers is higher than the number scheduled to be hired as teachers. The situation in Japan would seem to be one in which a considerable number of those who aspire to become teachers is not hired.

Teachers in Japan are positioned legally as “servants of the whole community.” In particular, teachers at public schools, which account for the vast majority of elementary and secondary education in Japan, are granted the status of civil servants. By adequately carrying out guarantees of status and financial measures related to wages, etc., the evaluation of a teacher’s social status is esteemed relatively high, and the number of Japanese aspiring to become teachers is considerable. Moreover, we are trying to secure outstanding teachers and improve their dispositions and capacities throughout their lifetime, with a substantial teacher education system and in-service training, as well as through contrivances in the hiring selection process. Under such circumstances, it is common for teachers in Japan to continue with the teaching profession until they reach the mandatory retirement age. At the present juncture, the problem of many competent teachers transferring to other types of jobs has not arisen.

In the meanwhile, we have been grappling to raise the specialized knowledge of individual teachers, in order to try to improve guidance responding to needs at the school site all the more.

### **Educating and Securing Outstanding Teachers**

Given the fact that Japan is going through a great changeover in its economy and society, and the role of school education is becoming increasingly important, this country, too, has been advancing reforms in education to make youngsters definitely acquire the basics and fundamentals, to foster their strength to learn and think on their own, and to try to improve both sound scholastic abilities and emotional education. Moreover, in order to further the creation of schools that can be trusted, we are in the process of working to bring in school evaluations and offer information positively.

Amid all this, improvements in the guidance abilities of teachers are increasingly needed. In order to have them acquire more specialized knowledge and a

greater social consciousness, measures are being advanced systematically in each stage of teacher training, appointing, and in-service training. Furthermore, in order to guarantee their suitability, we have been trying to improve their quality and abilities by promoting measures for appropriately carrying out evaluations of teachers and personnel management.

In the teacher training stage, we have them acquire the qualities and abilities necessary for practicing the profession of instructing courses and pupils by making them take well-balanced subjects related to the teaching profession. They may also take the curriculum of a program accredited by the national government under the principle of teacher education at a university, which is an institution of higher education. They also acquire the necessary qualities and skills by taking charge of grades and subjects from the time they are first hired.

In the appointing stage, on the premise that the applicants possess teacher certificates, the board of education of each prefecture in Japan principally secures outstanding teachers in accordance with the needs of their own locality, not through competitive examinations but through a contrived screening process. Reforms are being advanced in the selection process in the direction of giving weight to personal evaluations, such as implementing practical exercise, with an emphasis on interviews, instead of deliberating on fragmentary amounts of knowledge. Moreover, there are strong demands for the principal, as the person responsible for operating the school, to possess ideas and insights about education, to manifest leadership accurately grasping the circumstances and issues of both the locality and the school, and to carry out an organized and efficient operation of the school. In order to secure such a broadly capable human resource, from FY2000, schools are now allowed, through the judgment of those so authorized, to hire as principals people who do not possess a teacher certificate nor have any experience in a teaching related profession, such as persons who worked for the private companies.

In addition, in order to make active use in school education of working people who do not possess a teacher certificate through education in college but who have outstanding knowledge, experience, and/or skills, we are setting up a system to bestow certificates on such people. We are also establishing a system whereby, in response to the needs of each school, such people can be allowed to teach a partial sphere of the curriculum independently as long as the prefectural board of education is notified. Moreover, the budget measures necessary for making use of such people at the school site are being implemented. Furthermore, we have been advancing undertakings that university students who aspire to the teaching profession can guide the students

at the school site in cooperation with teachers.

### **Maintaining/Raising the Qualities and Abilities of In-Service Teachers**

Public school teachers, who account for the great majority of the profession in Japan, have their status guaranteed as local public servant. The circumstances under which they can be subject to limitations on their status or punishments such as dismissal or pay cuts are restricted by law.

In respect to the wages at public schools, the standards for the type and amount of remuneration for teachers at national schools, who are national civil servants, are fixed by ordinances of public entities in each region. Great disparities by region are not found, and a certain standard is guaranteed. In particular, in consideration of the duties of the teaching profession and the special nature of their working situation, a system exists, not to give overtime allowances but to pay an adjusted amount corresponding to 4% of the regular salary evaluated inclusively regardless of the time spent on or off the job. Moreover, in regard to the payment for elementary and lower secondary schools, which comprise compulsory education, this is partially borne by the prefectures, whose scales of financial administration are large and comparatively stable. And since the national government covers half, securing the necessary teachers is guaranteed.

On the other hand, in order for the skills, accomplishments, etc. of each and every teacher to be evaluated accurately, and for that to be linked to their assignments, treatment, training, and so on, attempts have begun by some boards of education to review the employment ratings used so far, and to bring a new evaluation system

Moreover, surveys and research are being advanced to construct a personnel management system to obtain an accurate grasp of the teachers lacking in instruction skills, though their number is small in comparison with total number of teachers, this system is also supposed to carry out continuous guidance and training aimed at recovering their qualities and abilities, and to implement appropriate measures, including dismissals, in accordance with necessity, for those deemed difficult to restore to a teaching position.

Furthermore, in respect to the posting of personnel, the prefectural boards of education, which have the authority to make such assignments, in accordance with their respective circumstances, establish fundamental policies concerning the standard period of employment at one school and the job location; transfers of personnel are conducted in line with these. By carrying out the wide-ranging postings of personnel at the prefectural unit, the boards of education try to raise the qualities and abilities of

teachers through having them experience diversity such as large-scale schools in the urban areas, small-scale schools in remote areas, schools where it is difficult to teach, etc. A posting in response to the local needs and circumstances is possible by having unofficial reports from the municipal boards of education and detailed opinions from the principal reflected when the prefectural board of education is making the appointment.

In the teacher in-service training stage, their specialized knowledge and instruction skills are being raised through training that is advanced systematically by the each board of education in response to the individual teacher's life stage. Especially during the first year after being hired, their stage of university education and the practical training at the school site are linked through the compulsory implementation of one-year "induction training for beginning teachers." This may foster in them a sense of mission as teachers and the practical instruction skills to be unfolded in their autonomous educational activities in the future. Moreover, from 2003, in-service training has become compulsory for teachers who have reached ten years on the job. This training for teachers with ten years of experience is implemented in accordance with the abilities and suitability of the individual teachers. It is meant as an attempt not only to ensure that veteran teachers have the basic qualities and abilities needed for subjects teaching and students guidance but also to create subjects in which each teacher excels and to expand their individuality, as well. Furthermore, in order for teachers to broaden their perspectives as members of society, Japanese schools have been actively implementing "Social Experience Training" allowing teachers to build up diverse experiences in organizations beyond the schools, such as in private companies and social welfare facilities. This is meant as a move to improve their personal social skills.

In addition, so that the results of an in-service teacher's hard studies are reflected in the certificate, we have established a framework of ranking the certificates (advanced, first-class, second-class) in accordance with the level provided and allowing them to obtain a higher level certificate, if they have taken the credits in college. Moreover, we have set up measures to impose obligatory efforts to acquire a first-class certificate to those who possess a second-class certificate and to lower the number of required credits in response to the number of years on the job in order to treat their efforts favorably.

### **Future Issues concerned with Teacher Policy in Japan**

As has been explained so far, in Japan policies are being advanced to train and secure outstanding teachers, to improve their qualities and abilities throughout their

lifetime while building up in-service experience in stable positions, and to see that such results are appropriately rewarded.

We believe the main issues in teacher policy in Japan to be dealt with in the future consist, for example, of those listed below.

- \* Teacher evaluations and personnel management in order to promote construction of schools that can be trusted

We have been advancing studies and research these past several years aimed at building a system for the appropriate personnel management and evaluations of teachers. In order to advance “construction of schools that can be trusted”—something demanded in recent years by households and localities, it will be necessary to promote this even further in regard to teachers who play a great part in the success or failure of education.

- \* Raising the qualities and abilities of teachers in accordance with their individual skills and suitability, etc.

Up to now, particularly in the teacher training stage, simultaneous training in lecture form in accordance to the experience as a teacher tended to be conducted in a uniform way by the boards of education. From the standpoint of the need to carry out effective training in order to advance the instruction skills of individual teachers further, there are demands to get an accurate grasp of the skills and suitability of each and every teacher and conduct diverse and effective training accordingly. The introduction of training for teachers with ten years on the job has led to expectations that each board of education will promote such undertakings even more.

- \* Effectively raising the disposition of teachers through cooperative moves between boards of educations and universities

In respect to improving the qualities and abilities of teachers, up to now the universities mainly dealt with this issue in the teacher training stage, and the boards of education grappled with it principally in the appointing and in-service training stages. However, we believe that if the universities and boards of education were to understand mutually what kind of teachers are being sought and what kind of efforts are being made and carried out positive attempts at cooperation, not only would cooperation in education, hiring and training become smooth but also moves to raise the qualities and abilities of teachers could be worked on more effectively. We have expectations that such undertakings will be advanced in this way by both parties.

## **CHAPTER 1: SOCIAL BACKGROUND FOR SCHOOL EDUCATION IN JAPAN**

### **1.1. Teacher Policy in Japan: Principal Measures and Their Progress**

#### **The direction of educational reform in Japan and the roles of schools**

1. After World War II, education in Japan which improved the educational standards of the people and realized the concept of equal opportunity for all, has achieved certain results as a driving force for the development of the nation's economy and society. In this process, the Japanese teacher policy has promoted the set-up of conditions for ensuring well-qualified teachers and improving the quality of teachers through the following: guaranteeing the status of schoolteachers as public servants; the National Treasury's Share of Compulsory Education Expenditure System which has eliminated regional gaps in educational standards due to the different financial conditions of local governments and has realized the equal educational opportunities; improvement teachers' salaries under the Human Resources Recruitment Law; reform of the educational personnel certificate system; improvements in the in-service training system and so on.
2. Along with achieving a high rate of economic growth, Japan began to play an important role economically in the world, and the people came to enjoy material affluence, too. However, afterwards Japanese society is now facing a major turning point because of the escalation of various kinds of global competition and the stagnation and recession of the domestic economy following the bubble economy's collapse.
3. Amidst this turning point, the role of education, especially that of school education, which is the basis of social existence, become increasingly important in order for Japan to continuously develop.
4. Under such circumstances, the National Commission on Educational Reform was established under the Prime Minister in March 2000, and it submitted a report about educational reforms in December of the same year. In the report, the commission made concrete recommendations such as fostering Japanese people with a rich sense of humanity; developing the talent of every individual and fostering creative people; and creating new schools for the new age. Regarding teachers, based on the recognition that the most important

factor in school education is each teacher, the commission proposed the improvement of the quality of teachers by evaluating them properly and promoting teachers' expertise and social standing. On the basis of the aforementioned recommendations, the Ministry of Education, Culture, Sports, Science and Technology (MEXT) developed the Education Reform Plan for the 21st Century in January 2001, which presents the whole picture of the educational reform agenda to be undertaken from now on. Concrete measures concerning teachers were included in the plan such as introducing a commendation system and special increases in the salaries of excellent and effective teachers; taking appropriate measures for teachers who lack teaching abilities; and establishing a system that requires teachers to undertake a Social Experience Training Program. Most of these measures are being tackled by the Ministry.

5. In Japanese educational reforms, the basic directions of school education are to consider its role in a lifelong learning society, to regard individual students and pupils as important, and to promote education responding to changes in society such as globalization and increasing access to information. In Japan, the Courses of Study are fixed as the standard for education curricula. In accordance with aforementioned direction of educational reform in Japan, the Courses of Study were revised in 1998, and education based on the new Courses of Study began at elementary schools and lower secondary schools in the 2002 academic year, and at upper secondary schools in the 2003 academic year. Under the new Courses of Study, "the Period for Integrated Study" has been introduced to cultivate the problem-solving abilities of students and pupils through learning activities throughout elementary, lower secondary and upper secondary school, with each school devising interdisciplinary and comprehensive topics. Furthermore, by meticulously selecting the subjects to be taught, the new Courses of Study are designed to produce a time leeway so that children are not merely crammed with knowledge but definitely acquire the basic and fundamental content through supplementary and repeated teaching. They also provide advanced learning to children with a more mature level of understanding, as well as experiments and practices to enhance students' comprehension.
6. In this way, from the standpoints of the era and of the contents of the

concrete school curricula, teachers are being required to understand the both needs of the regional society and of each child to a greater degree than ever and carry out effective educational activities. In other words, in the past, the general effects of teaching and learning through rather uniform instruction were mainly considered. By contrast, under the educational reforms now in process, more than ever, teachers are being required to make children acquire truly necessary basics and fundamentals. They are also expected to teach advanced levels of knowledge to children who have mastered the basics and make children solve problems better by themselves and help deepen their thinking and ways of viewing things. In other words, teachers must improve their abilities as specialists and their practical skills in order to answer the needs of the nation. Moreover, it is necessary to raise such abilities and skills at schools, too.

7. In addition, teachers are required to have diverse abilities and each teacher must have required skills and knowledge about the mentioned before. Yet, it is unrealistic to expect that all teachers will uniformly acquire diverse abilities and answer all the needs. Preferably, when the diverse problems confronting schools are considered, it would be more realistic for each teacher to display his/her special talent or knowledge in the organization known as a school and for the school comes to tackle various issues through combining the diverse abilities of the entire organization. In this sense as well, it is important to elevate the quality of teachers for improving their social abilities.

#### Abilities required of teachers and how to improve them

8. Generally speaking, the work of teachers who directly undertake school education concerns the development of children's minds and bodies, and greatly affects the building of children's characters, too. In view of the responsibility of teachers' work as specialists, the qualities and abilities required of teachers in every age are a sense of duty as an educator; deep understanding of human growth and development; educational affection for school children; expert knowledge of the subjects they teach; wide-ranging, abundant culture; and the practical teaching abilities to guide children based on such qualities and abilities.
9. In an era of rapid changes, teachers are also expected to provide education

to cultivate children with the ability to learn and think on their own and with a well-rounded character. From this point of view, teachers hereafter will be required to develop a broad vision in response to the age of internationalization and make use of that in educational activities. The teaching profession itself demands one to have a lofty character and considerable insight. For example, teachers are required to have qualities and abilities that members of society who live in this age of change must have, such as task-solving abilities, communication skills, and information literacy.

10. Thus, teachers are required to possess diverse abilities. But teachers' qualities and abilities develop throughout each stage of their career from pre-service at university to recruitment and in-service training. The Japanese government attaches importance to this fact in its policies concerning teachers. We position in each stage; the teacher-training system at university, appointment and in-service training, in the following way.
11. The stage of training at university is a process whereby future teachers develop qualities and skills, enabling them to carry out the work of managing and teaching classes and giving learning guidance and student guidance from the beginning of their professional careers through the acquisition of credits in courses in their major academic area and those necessary for the teacher certificate. In this stage, the national government has been working on reforms of education personnel certificate system, such as newly requiring future teachers newly to acquire subjects that respond to the needs of the era.
12. The stage of recruitment is a process whereby persons who have especially superior qualities and abilities as teachers are screened on the assumption that there are diverse holders of teachers certificates at many colleges and universities. In this stage, the national government promotes selective procedure based not on fragmentary amounts of knowledge but which places importance on character evaluations.
13. The stage of in-service training is a process whereby each teacher is expected to improve his or her professional qualities and abilities as instructors through diverse courses of training that match each individual teacher's stage in life. The period of being a novice, for example, is an important stage that

links the pre-service training at a university with on-site practice at a school. For instance, the induction training for beginning teachers is being implemented to awaken them to their professional mission and to build the base for developing independent educational activities. Thus, the National government is trying to improve the qualities and abilities of teachers through the enrichment of various types of training.

## **1.2. Data on Teacher Policies in Japan**

### Trends in fiscal measures for school education

14. The net expenditure by the national and local public bodies (the total educational outlays) on school education, social education and education administration in the FY 2000 was 24,296 billion yen. It accounted for 4.74% of the gross national expenditure and 6.39% of the national income (380,506.6 billion yen). And this total educational outlay accounted for 15.93% of all annual expenditure by national and local administration bodies. This total educational outlay by each field of education amounted to 18,134.7 billion yen in total expenditures on school education. Expenditures for elementary and secondary education (kindergartens, elementary schools, lower and upper secondary schools), which are the areas targeted in this report, accounted for about 80% of the total expenditures for school education.
15. Next, we discuss the national budget. The general account budget of the Ministry in FY 2002 amounted to 6,579.8 billion yen. Out of that, the sum of 3,056.4 billion yen is the National Treasury share toward compulsory education expenditure so that the national government covers 50% of the cost of paying teachers' salaries at public compulsory education schools. It accounted for 46.5% of the total budget for the Ministry. In addition are expenditures to purchase textbooks (41.9 billion yen) for free distribution at compulsory education schools and subsidies for the construction, expansion and remodeling of public school facilities (140.2 billion yen).

### Various data about school education and teachers

16. The two major trends surrounding school education in Japan are the declining birthrate and the rising rate of children advancing to universities or junior colleges.
17. Figure 1.1 shows the changes in enrollment by school. The peak of

enrollment in compulsory education in recent years was about 11.92 million children in elementary schools in 1978 and about 6.11 million children in lower secondary schools in 1986. Thereafter, the enrollment continued to decline. By 2002, the enrollment dropped to 7.24 million children in elementary schools and 3.86 million in lower secondary schools.

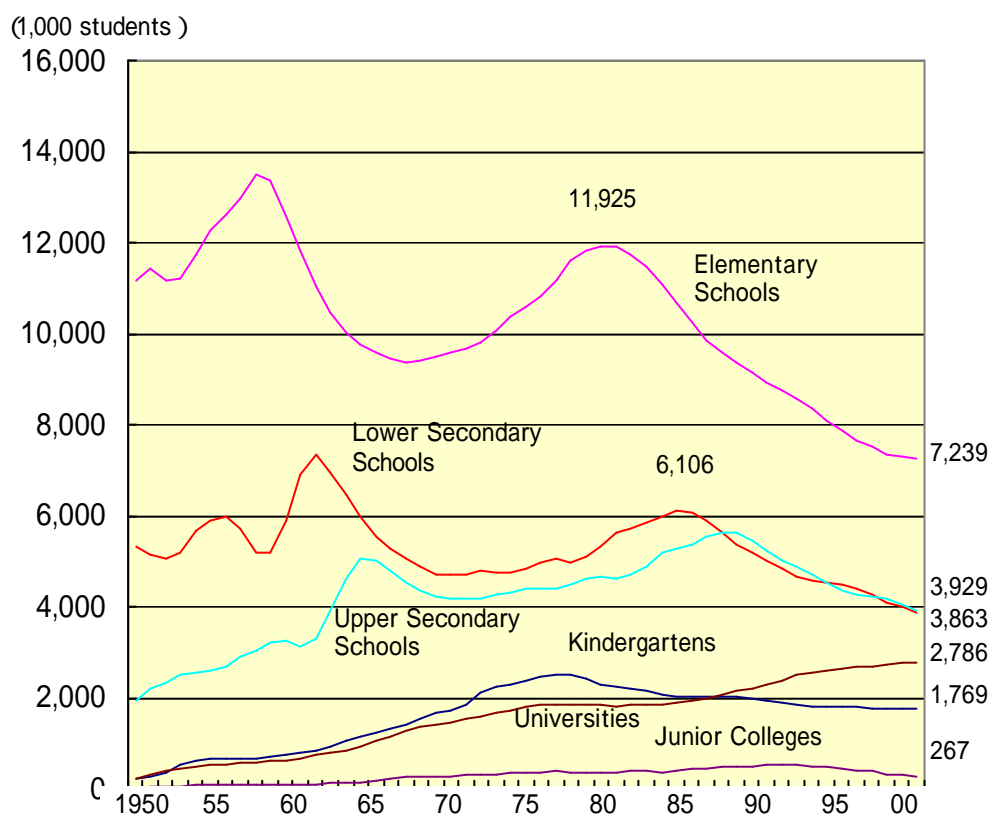


Figure 1.1 Transition in the Numbers of Students (Total at National, Public and Private Schools )

Resource: MEXT 'School Basic Survey '

18. Figure 1.2 shows the changes in the rising rate of children proceeding to higher level schools. In particular, the percentage of children advancing to universities or junior colleges has been on a continuous rise and reached about 49% in recent years.

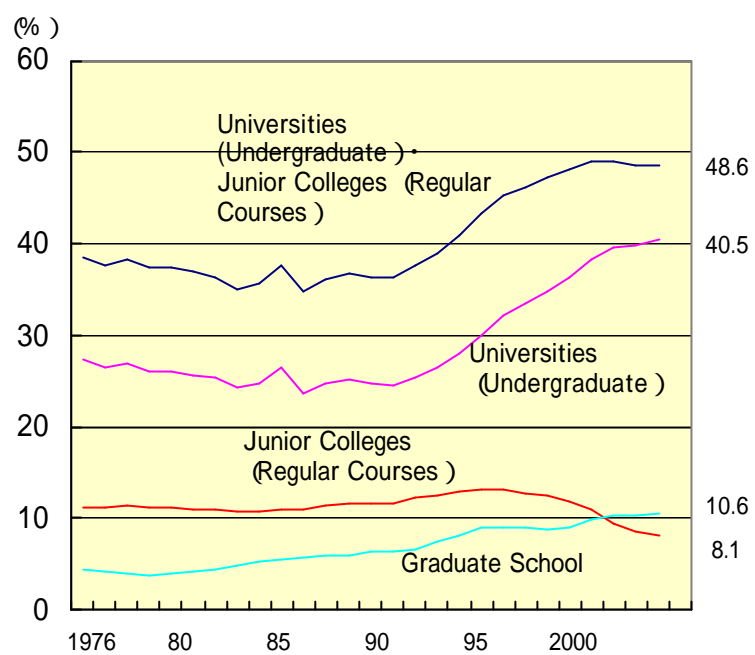


Figure 1.2 Advancement Rate  
Resource: MEXT 'School Basic Survey '

19. Table 1.1 shows the changes in the breakdown of teachers by age. The table reveals an increasing percentage of older teachers, due to the fact that the number of newly hired teachers has decreased as a result of the declining birthrate.

Table 1.1 Age Component of Teachers in Elementary Schools

(Unit :% )

	1983	1986	1989	1992	1995	1998	2001
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 20	0.1	0.0	0.0	0.0	0.0	0.0	0.0
21 ~ 23	3.8	2.4	2.1	2.2	1.4	0.7	0.5
24 ~ 26	12.2	8.6	7.2	6.9	5.4	3.8	2.4
27 ~ 29	13.2	12.8	9.7	8.5	7.6	6.1	4.8
30 ~ 32	10.6	13.2	12.8	9.8	8.8	7.7	6.3
33 ~ 35	9.2	10.7	13.1	12.6	9.9	8.9	7.9
36 ~ 38	6.0	9.3	10.7	12.9	12.7	10.0	9.0
39 ~ 41	4.8	6.1	9.3	10.5	13.0	13.0	10.2
42 ~ 44	3.9	4.9	6.2	9.3	10.6	13.2	13.2
45 ~ 47	5.6	4.0	5.0	6.2	9.4	11.0	13.5
48 ~ 50	7.0	5.8	4.2	5.1	6.3	9.8	11.1
51 ~ 53	9.4	6.8	5.8	4.1	5.1	6.5	9.7
54 ~ 56	8.7	8.2	6.5	5.5	4.0	5.1	6.2
57 ~ 59	5.0	6.4	6.6	5.6	4.9	3.7	4.6
60 And Over	0.4	0.7	0.9	0.8	0.9	0.5	0.6

Resource : MEXT 'School Teacher Survey '

\* Composition ratio of the number of teachers in public elementary schools as of Oct. 1 in each year

### 1.3. Social status of schools and teachers

#### The school education system and citizens' awareness

20. In the reforms of the educational system right after World War II, Japan realized equal educational opportunities, gender equality, a school system with a single track format, a 6-3 system of free compulsory education, etc. In the prewar period, Japan had a double-track school system, under which students, after finishing six years of compulsory education at 'Jinjo' elementary schools

had to choose to proceed on to middle schools, advanced girl's schools, vocational schools or higher elementary schools. After the war, an education system consisting of six years of elementary school, three years of lower secondary school, three years of upper secondary school and four years of university or college was adopted, and the period of compulsory education was extended to nine years. Basically, a single track school system was prepared for all children. As a result, opportunities to advance to higher education have been widely opened to all citizens.

21. Moreover, the opening of opportunities for higher education temporarily produced an unwelcome result, causing people to believe that studies at school are all-important and degrees from well-known universities promise a high social esteem. This thinking led to social problems like the excessive competition in entrance examinations. At present, however, this problem has eased along with the declining birthrate and the new establishment or expansion of universities.

#### Social status of teachers

22. In Japan, teachers' social status seems to be esteemed relatively high because of several factors.
23. According to a survey conducted by a sociologist in 1995, the evaluation of the social status of elementary schools' teachers (the social prestige) placed 17th on a list of 56 vocations. In a similar survey conducted 20 years ago, the social status of elementary schools' teachers placed 18th on the list of 82 professions. This indicates that there was little change in the public appraisal of their social status with the passing of time (\*1). A survey conducted by a private research institute through questionnaires carried out on lower secondary school students about the profession they aspire to has revealed that 3.2% (the third largest group) of boys replied "teacher" and 10.3% (the top group) of girls said "kindergarten teacher" and "nursery school teacher"(\*2).
24. The relatively high public appraisal of teachers' social status seems to be due to the following factors: First of all, in Japan, a country with few natural resources, a certain level of importance and significance is recognized for the teaching profession that cultivate the human resources who will shoulder the

next generation. Secondly, teachers' job consists of teaching knowledge and skills necessary for every citizen to live as a member of society.

25. Moreover, the following factors can be given in view of the system. Teachers in public schools have the status guaranteed as education officials. From the perspective of securing human resources, teachers are paid a good salaries compared to ordinary public officials. With the reforms of the teacher training system after World War II, teacher training has in principle been implemented in higher education institutions like universities.
26. As already mentioned in this chapter, citizens' demands for school education in Japan have been increasing in recent years. There has been a trend to attach importance to each teacher's expertise in order to improve the quality of school education even more. It is hoped that teachers will not remain content with their present social esteem and go on to raise their sense of mission as well as their qualities and abilities all the more.

\*1: Kazuharu Tsuzuki, ed., Structure of Vocational Appraisal and the Scores on Vocations' Prestige, SSM Research Group, 1995

\*2: The Third Investigation into the Basics of Learning, an analytical report, Benesse Educational Research Institute

(The above English titles are for reference only and do not mean that English versions are available.)

## **CHAPTER 2: THE JAPANESE SCHOOL SYSTEM AND THE PRESENT CONDITION OF TEACHERS**

### **2.1. Structure of school education**

#### The elementary and secondary educational system and the management of schools

27. The school system in Japan was made based upon the Fundamental Law of Education and the School Education Law in 1947. The “6-3-3 system” of six years of elementary school, three years of lower secondary school and another three years of upper secondary school was introduced to achieve the equal opportunities to receive school education.

28. Article 1 of the Fundamental Law of Education defines the types of schools in Japan. In the elementary and secondary education stage, there are elementary schools, lower secondary schools, upper secondary schools, secondary schools, schools for the blind, schools for the deaf, schools for the other disabled and kindergartens.

#### • Compulsory education

The law requires children's guardians to have children receive nine years of school education. The law also requires municipalities and prefectures to build schools that provide compulsory education.

Elementary schools are meant to provide six years of education to children aged 6 to 12 years old, and lower secondary schools to provide three years of education to children aged 12 to 15 years old, in ways that fit each stage of their mental and physical development.

The national government, local government and school corporations can open schools. Municipalities are obligated to build elementary schools and lower secondary schools that are necessary for giving school education to school-age children in their respective jurisdictions. Schools are required to be built in accordance with the School Education Law and Standard for the Establishment concerning organization, staff, facilities, equipment, curriculum, and so on. (in the same applies to upper secondary education).

- Upper secondary school education

Upper secondary schools are educational institutions for the higher stage of secondary education that provide general education and specialized education to persons who have completed their compulsory education.

Upper secondary schools offer two types of educational courses. One is a general education course, and the other is a specialized education course, i.e. agriculture, industry, commerce, fishery, domestic science, nursing, science and mathematics, and English. As a part of upper secondary school reforms, “an integrated course” has been introduced since April 1994 to make it possible for students to choose subjects from both the curriculum for general education and that for technical education.

There are also a part-time course (night course) and a correspondence course in upper secondary schools to enable working youths to take upper secondary school education.

Upper secondary schools are established by the national government, local governments and school corporations.

When a municipalities wants to open an upper secondary school, it must obtain the approval of the prefectural board of education. When a school corporation wants to open a school, it must obtain the approval of the prefectural governor.

- Special Support Education

Children with physical or mental handicaps are given specially and carefully designed education under special support at institutions like schools for the blind, schools for the deaf and schools for the other disabled, as well as special classes for such children at elementary schools and lower secondary schools in various forms and in a way that best suits the type and extent of each person's handicap. The purpose of such education is to foster each child to reach his or her maximum potential and enable them to develop the strength for becoming independent and taking part in society.

The prefectural boards of education are obligated to establish the schools for the blind, schools for the deaf, and schools for the other disabled that are

necessary to provide education to school-age children within their locality who have a certain degree of physical or mental impediments such as being visually, hearing, mentally, or physically impaired, or constitutionally weak.

These are supposed to provide education equivalent to that in kindergartens, elementary schools, lower secondary schools and upper secondary schools. They also extend special guidance to enable handicapped children to overcome diverse problems that arise as a result of their physical or mental handicaps.

Special classes are provided in elementary schools and lower secondary schools for children whose disabilities are relatively light. Whether or not to provide special classes for such children is left to each municipality's discretion. Municipalities, which establish elementary and lower secondary schools, can provide such classes when organizing classes at the schools that they operate.

Special support service for disabled children is given to children whose disabilities are light. This is the instruction which gives the guidance at a special spot according to respective disabilities along with the lessons for each subject at ordinary classes.

- Kindergarten education

Kindergarten is a school for children from three years old to the age of elementary school enrollment. Its objective is to aid children's physical and mental growth by giving them a suitable environment.

Kindergartens are established by the national government, local public bodies, school juridical persons, etc. A license is required for establishing a kindergarten in order to ensure the public character of school education as well as maintain and raise the educational level.

- Principle of school management

Article 5 of the School Education Law says that "those who build a school shall manage the school set up". This passage embodies the principle of requiring the person who builds a school to manage the school thus set up. As a result, national schools are managed by the national government, other public

schools are managed by the local government concerned, and private schools are run by the school corporations.

The organizational structure of education administration and boards of education

29. In Japan, most of schools at the elementary and secondary education levels are established by local education bodies. (Public schools account for following ratios [as of 2002]: elementary schools 99%, lower secondary schools 93%, upper secondary schools 76%, schools for the blind, for the deaf and for the handicapped 94%, kindergartens 41%). Elementary schools, lower secondary schools and kindergartens are mainly established by the municipalities; and upper secondary schools, schools for the blind, for the deaf and for the handicapped are mainly established by the prefectures. Among these local government authorities, the board of education is the executive body in charge of work related to the establishment, management and abolition of schools.
30. Thus, the executive authorities for school education at the elementary and lower secondary school level in Japan are the boards of education in prefectures, and municipalities. And, the national government and boards of education of prefectures and municipalities cooperate with each other and fulfill their own responsibilities and roles in educational administration.
31. The National government (the Ministry of Education, Culture, Sports, Science and Technology), from the standpoint of achieving equal opportunity in education and both maintaining and improving the national level of education, fulfills following roles;
- (1) Setting up the basic framework of the school education system and national standards (standards for the establishment of schools, standards for curricula, standards for the teacher certificate, legal standards for class sizes, and staffing levels of teacher and other personnel, etc.)
  - (2) Financial support measures for local governments (Financial support for the salaries of teachers and other personnel as well as for school construction, free textbooks for schoolchildren, etc.)
  - (3) Guidance and advice to prefectural and municipal governments on

educational contents and school management

In addition, each prefectural board of education,

(1) appoints teachers and other personnel (including bearing their salaries) for elementary and lower secondary schools established by municipalities and,

(2) executes guidance and advice to municipalities on educational contents and school management, and thereby, supports the undertakings of local boards of education by setting up several branch offices and sending staff to them within their own district.

32. In making policy-decisions, the Ministry holds meetings of learned people, such as members of the Central Council for Education and hears their opinions about important matters. The Ministry assembles a wide range of learned people such as educational administration staff from local boards of education, principals, P.T.A. members, academics, and so on. When it receives a report from such a council, the Ministry will use it for reference in policy-making.

#### Philosophy, organization and operation of the boards of education system

33. Boards of Education are executive organization that are established in all prefectures and municipalities. In executing educational administration, boards of education guarantee neutrality from the influence of specific political and religious groups. And, in order to guarantee continuity and stability, boards of education are endowed with the character of organizations independent of governors and mayors, who are chosen in elections.

(1) Number of Boards of Education: prefectural 47, municipal 3,219

Range of administration: matters concerning school education, social education, culture, sports, etc.

(2) Boards of Education comprised of five part-time committee members who in principle are laymen.

(3) Through consultations by these members, basic policies on local educational administration are decided. Receiving these, the superintendent of board of education, who is an expert in educational administration, as directs and supervises the secretariat (formed of the Divisions for School Education, Social

Education, Teacher Training and so on.) and executes daily.

(4) The members are appointed from among persons of noble character who have knowledge about education, academia, and culture by the Governor or Mayor after securing the approval of local assembly. The term of appointment is 4 years.

(5) The members are appointed from a wide range of occupations such as expert professionals who are working as university professors or doctors, and also private company executives, as well as employees in the field of agriculture, forestry and fisheries. The members are mostly in their 50's and 60's.

#### Relations between Boards of Education and public schools

34. Boards of education are responsible for managing established public schools properly. In concrete, the board supports the management of schools through budget distribution, personnel affairs and in-service training, curriculum guidance and teaching, maintenance of school facilities, and so on. Supervisors who are knowledgeable about school education (mainly persons with teaching experience) are posted in the secretariat in boards of education. And they execute expert guidance and advice on curricula and teaching plans to principals and teachers at public schools.

35. However, boards of education don't manage directly all school affairs matters. Basic management matters are fixed by rules (Boards of education indicate standards for school management and stipulate the contents of matters requiring approval or notification.). And schools are managed under the discretion and responsibility of the school principals with regard to daily and concrete matters in accordance with rules made by the boards of education and legal standards fixed by the national government.

#### Relations among the principal, head teacher and teachers

36. The School Education Law says that a school shall have a principal, vice principal and an adequate number of teachers. The principal has the ultimate responsibility and powers for managing the school. The principal administers all affairs related to school management and supervises all staff including the and teachers who work at the school. (Regarding the types of teachers at a

school and their jobs, refer to 2.2.1.)

37. The general way to become principal or vice principal is for teachers to pass the examination for promotion to an administrative position having experience working at several schools under regular personnel transfers. The concrete steps for selection and appointment to the principal and vice principal posts are determined by the decision of each prefectural board of education.

#### Basic data about schools

##### The number of schools (Table 2.1)

38. In FY 2002, there were 23,808 elementary schools, 11,159 lower secondary schools, 5,472 upper secondary schools (not including correspondence course schools, the same applies below), 9 six-year secondary schools, 71 schools for the blind, 106 schools for the deaf, 816 schools for the other disabled children and 14,279 kindergartens. All the numbers except that for six-year secondary schools tended to decrease from the previous year.

Table 2. 1 Number of Schools

Types of Schools	Kindergartens	Elementary Schools	Lower Secondary Schools	Upper Secondary Schools	Secondary Schools for the Blind	Schools for the Deaf	Schools for the Disabled	Colleges of Technology	Junior Colleges	Universities	Specialized Training Colleges	Miscellaneous Schools	Types of Schools
1948	1,529	25,237	16,285	3,575	74	64	1	...	...	12	...	1,405	1948
49	1,787	25,638	14,200	4,190	74	78	1	...	...	178	...	3,402	49
50	2,100	25,878	14,165	4,292	...	82	3	...	149	201	...	4,190	50
51	2,455	26,066	13,836	4,477	...	84	3	...	180	203	...	5,144	51
52	2,874	26,377	13,748	4,506	...	85	3	...	205	220	...	5,674	52
53	3,490	26,555	13,685	4,572	...	92	5	...	228	226	...	6,071	53
54	4,471	26,804	13,773	4,696	...	95	5	...	251	227	...	6,741	54
55	5,406	26,880	13,767	4,807	...	99	5	...	284	228	...	7,365	55
56	6,141	26,957	13,724	4,575	...	99	10	...	308	228	...	7,732	56
57	6,620	26,988	13,622	4,577	...	101	19	...	309	231	...	8,079	57
58	6,837	26,964	13,392	4,586	...	103	26	...	369	234	...	8,015	58
59	7,030	26,916	13,135	4,615	...	102	38	...	372	239	...	8,033	59
60	7,207	26,858	12,995	4,706	...	103	46	...	390	245	...	8,089	60
61	7,359	26,741	12,849	4,602	...	103	64	...	390	250	...	8,061	61
62	7,520	26,615	12,647	4,637	...	105	86	...	395	260	...	7,952	62
63	7,687	26,423	12,502	4,811	...	105	107	...	34	270	...	7,940	63
64	8,022	26,210	12,310	4,847	...	106	126	...	339	291	...	7,931	64
65	8,551	25,977	12,079	4,949	...	107	151	...	346	317	...	7,837	65
66	9,083	25,687	11,851	5,045	...	108	168	...	413	346	...	7,887	66
67	9,588	25,487	11,684	5,100	...	107	192	...	451	369	...	7,925	67
68	10,021	25,262	11,463	5,130	...	107	206	...	468	377	...	7,991	68
69	10,418	25,013	11,278	5,140	...	107	224	...	473	379	...	8,024	69
70	10,798	24,790	11,040	5,140	...	108	234	...	479	382	...	8,011	70
71	11,180	24,540	10,839	5,150	...	108	255	...	486	389	...	8,056	71
72	11,564	24,325	10,686	5,150	...	108	276	...	491	398	...	8,045	72
73	12,186	24,582	10,896	5,140	...	108	316	...	500	405	...	8,035	73
74	12,896	24,606	10,802	5,150	...	107	368	...	505	410	...	7,999	74
75	13,106	24,600	10,751	5,140	...	107	393	...	517	420	...	7,956	75
76	13,492	24,717	10,719	5,140	...	107	419	...	511	423	...	7,900	76
77	13,855	24,777	10,723	5,028	...	107	452	...	515	431	...	7,843	77
78	14,229	24,898	10,778	5,068	...	110	502	...	519	433	...	7,737	78
79	14,627	24,899	10,746	5,135	...	110	554	...	518	443	...	7,508	79
80	14,893	24,945	10,780	5,208	...	110	605	...	517	446	...	7,302	80
81	15,059	25,005	10,810	5,219	...	110	665	...	523	451	...	7,045	81
82	15,152	25,043	10,879	5,213	...	110	700	...	526	455	...	6,867	82
83	15,189	25,045	10,950	5,369	...	110	713	...	532	457	...	6,804	83
84	15,211	25,064	11,047	5,437	...	110	720	...	536	460	...	6,671	84
85	15,220	25,040	11,131	5,453	...	107	733	...	543	460	...	6,505	85
86	15,189	24,982	11,190	5,491	...	107	741	...	548	465	...	6,388	86
87	15,156	24,933	11,230	5,508	...	107	747	...	561	474	...	6,241	87
88	15,115	24,901	11,266	5,512	...	107	754	...	571	490	...	6,085	88
89	15,080	24,851	11,284	5,511	...	108	760	...	584	499	...	5,970	89
90	15,076	24,827	11,275	5,506	...	108	769	...	593	507	...	5,800	90
91	15,041	24,798	11,290	5,503	...	107	783	...	592	514	...	5,670	91
92	15,006	24,730	11,300	5,501	...	107	786	...	591	523	...	5,502	92
93	14,968	24,676	11,292	5,501	...	107	787	...	595	534	...	5,331	93
94	14,901	24,635	11,289	5,497	...	107	791	...	593	552	...	5,164	94
95	14,856	24,583	11,274	5,501	...	107	794	...	596	565	...	4,991	95
96	14,790	24,482	11,269	5,496	...	107	797	...	598	576	...	4,821	96
97	14,690	24,376	11,257	5,496	...	107	800	...	595	586	...	4,651	97
98	14,603	24,295	11,236	5,493	...	107	805	...	588	598	...	4,482	98
99	14,527	24,188	11,220	5,481	...	107	810	...	585	611	...	4,311	99
2000	14,451	24,106	11,209	5,478	...	107	814	...	572	619	...	4,141	2000
01	14,375	23,964	11,191	5,479	...	107	818	...	559	621	...	3,971	01
02	14,279	23,808	11,159	5,472	...	106	816	...	541	626	...	3,801	02

\*1. Total of national, public and private schools.  
 2. Total of main and branch schools.  
 3. Undergraduate and postgraduate courses are counted.  
 4. The numbers in parentheses are schools of correspondence courses only and are noted elsewhere.

## Enrollment (Table 2.2)

39. In the FY 2002, the enrollment was 7,239,000 children at elementary schools, 3,863,000 at lower secondary schools, 3,929,000 at upper secondary schools, 3,000 at six-year secondary schools, 4,000 at schools for the blind, 7,000 at schools for the deaf, 84,000 at schools for the other disabled children, and 1,769,000 at kindergartens. The enrollment figure showed a tendency to decline at elementary schools, lower secondary schools and upper secondary schools.

**Table 2. 2 Number of Students**

Types of Schools	Kindergartens	Elementary Schools	Lower Secondary Schools	Upper Secondary Schools	Secondary Schools	Schools for the Blind	Schools for the Deaf	Schools for Children with Disabilities	Junior Colleges	Universities	Specialized Training Centers	Middle Schools	Types of Schools
1948	186,946	18,774,622	4,792,504	1,233,943	—	4,437	7,000	—	—	11,978	—	—	21,317
49	238,897	19,691,927	5,199,169	1,634,693	—	4,898	9,564	98	—	126,888	—	—	44,414
50	224,855	11,091,401	5,332,513	1,033,618	—	5,133	11,000	100	—	324,592	—	—	486,006
51	244,420	11,492,962	5,129,482	2,151,302	—	6,181	13,943	105	—	38,331	—	—	610,012
52	270,487	11,148,325	5,076,465	2,342,899	—	7,138	14,784	171	—	286,533	—	—	723,580
53	319,750	11,255,469	5,187,278	2,338,000	—	7,991	16,143	208	—	446,927	—	—	893,710
54	411,400	11,750,025	5,694,066	2,543,254	—	8,984	17,335	326	—	401,956	—	—	912,230
55	545,852	12,355,932	5,853,622	2,527,001	—	9,999	18,624	358	—	528,352	—	—	958,252
56	651,235	12,618,311	5,962,449	2,782,694	—	9,490	19,345	610	—	547,333	—	—	1,003,901
57	863,232	12,692,385	5,710,187	2,887,667	—	9,864	20,644	1,701	—	547,333	—	—	1,003,901
58	973,879	13,452,687	5,200,651	3,837,190	—	16,120	20,397	2,479	—	576,999	—	—	1,132,117
59	996,778	13,374,790	5,190,319	3,736,132	—	16,264	20,714	3,745	—	597,897	—	—	1,132,117
60	1,242,367	12,530,686	5,269,073	3,239,416	—	18,201	20,223	4,794	—	636,451	—	—	1,132,117
61	1,769,885	11,810,874	4,994,499	3,118,896	—	18,235	26,489	6,486	—	636,451	—	—	1,132,117
62	1,555,869	11,658,915	7,268,344	3,261,522	—	18,127	26,588	8,388	—	636,451	—	—	1,132,117
63	1,933,840	10,471,389	6,903,077	3,856,682	—	18,059	26,939	10,393	—	636,451	—	—	1,132,117
64	1,894,948	10,603,996	4,475,693	4,334,407	—	18,011	26,999	12,804	—	636,451	—	—	1,132,117
65	1,137,733	9,170,532	5,056,912	3,073,882	—	5,933	26,954	14,693	—	636,451	—	—	1,132,117
66	1,221,292	9,484,861	5,266,782	4,297,385	—	10,038	26,299	17,012	—	636,451	—	—	1,132,117
67	1,314,097	9,402,871	5,270,854	4,790,038	—	10,101	26,639	16,633	—	636,451	—	—	1,132,117
68	1,419,293	9,383,182	5,045,949	4,521,566	—	9,958	26,028	21,303	—	636,451	—	—	1,132,117
69	1,551,017	9,403,180	4,865,794	4,237,772	—	9,782	27,288	23,173	—	636,451	—	—	1,132,117
70	1,674,623	9,403,485	4,718,833	4,221,542	—	9,510	26,586	24,700	—	636,451	—	—	1,132,117
71	1,713,795	9,295,821	4,694,259	4,176,327	—	9,412	25,919	26,900	—	636,451	—	—	1,132,117
72	1,842,458	9,696,133	4,688,444	4,154,647	—	9,296	25,372	28,340	—	636,451	—	—	1,132,117
73	2,129,471	9,816,536	4,770,252	4,201,223	—	9,244	25,119	28,340	—	636,451	—	—	1,132,117
74	2,333,479	10,688,776	4,735,785	4,270,943	—	9,598	24,598	37,899	—	636,451	—	—	1,132,117
75	2,392,291	10,264,346	4,782,442	4,333,076	—	9,015	23,997	46,029	—	636,451	—	—	1,132,117
76	2,371,422	10,690,983	4,833,949	4,395,819	—	8,928	23,945	47,955	—	636,451	—	—	1,132,117
77	2,453,422	10,810,651	4,977,118	4,381,137	—	8,570	22,673	48,301	—	636,451	—	—	1,132,117
78	2,497,893	11,146,874	5,046,294	4,414,806	—	8,389	22,302	58,792	—	636,451	—	—	1,132,117
79	2,498,994	11,825,119	4,966,572	4,484,870	—	8,300	21,911	66,666	—	636,451	—	—	1,132,117
80	2,497,092	11,893,372	5,064,482	4,621,030	—	8,113	21,677	74,626	—	636,451	—	—	1,132,117
81	2,592,810	11,954,633	5,099,282	4,683,827	—	7,880	21,306	74,501	—	636,451	—	—	1,132,117
82	2,227,613	11,901,328	5,023,073	4,600,551	—	7,557	20,780	75,521	—	636,451	—	—	1,132,117
83	2,192,896	11,770,432	5,176,818	4,716,105	—	7,273	20,206	78,770	—	636,451	—	—	1,132,117
84	2,132,942	11,484,221	5,088,867	4,691,917	—	7,013	19,716	78,120	—	636,451	—	—	1,132,117
85	2,097,951	11,695,372	5,099,183	5,177,681	—	6,789	19,493	79,217	—	636,451	—	—	1,132,117
86	2,018,523	10,665,484	5,165,749	5,253,307	—	6,551	19,089	80,218	—	636,451	—	—	1,132,117
87	2,016,234	10,236,323	6,081,739	5,275,107	—	6,432	18,951	80,745	—	636,451	—	—	1,132,117
88	2,441,829	9,872,526	5,896,048	5,533,383	—	6,257	18,538	81,030	—	636,451	—	—	1,132,117
89	2,037,614	9,606,037	5,619,287	5,614,376	—	6,066	18,119	80,623	—	636,451	—	—	1,132,117
90	2,007,944	9,293,265	5,269,162	5,625,335	—	5,599	18,029	79,720	—	636,451	—	—	1,132,117
91	1,577,611	9,157,429	5,188,314	5,654,899	—	5,295	18,149	78,137	—	636,451	—	—	1,132,117
92	1,348,866	8,947,256	5,096,548	5,216,407	—	4,919	17,997	76,688	—	636,451	—	—	1,132,117
93	1,097,110	8,788,883	4,898,137	5,010,472	—	4,772	17,602	75,426	—	636,451	—	—	1,132,117
94	1,033,183	8,582,571	4,681,166	4,602,725	—	4,696	17,257	74,566	—	636,451	—	—	1,132,117
95	1,038,432	8,570,348	4,578,298	4,724,945	—	4,611	17,061	74,064	—	636,451	—	—	1,132,117
96	1,795,031	8,105,629	4,357,499	4,547,457	—	4,442	16,669	73,802	—	636,451	—	—	1,132,117
97	1,789,323	7,803,387	4,481,488	4,371,260	—	4,323	16,491	73,280	—	636,451	—	—	1,132,117
98	1,784,129	7,693,333	4,368,365	4,358,365	—	4,199	16,035	72,430	—	636,451	—	—	1,132,117
99	1,778,286	7,500,317	4,243,742	4,211,826	—	4,172	15,824	71,816	—	636,451	—	—	1,132,117
1000	1,773,852	7,306,079	4,183,717	4,165,434	—	4,086	15,618	71,107	—	636,451	—	—	1,132,117
01	1,755,422	7,295,920	3,991,911	4,061,736	—	4,001	15,426	70,347	—	636,451	—	—	1,132,117
02	1,755,896	7,298,307	3,852,848	3,993,332	—	3,956	15,101	69,585	—	636,451	—	—	1,132,117

\*1. Total number of students, including students in the field of education, health, and social welfare.  
 \*2. The numbers of students in the field of education, health, and social welfare are included in the total number of students.  
 \*3. The numbers of students in the field of education, health, and social welfare are included in the total number of students.  
 \*4. The numbers of students in the field of education, health, and social welfare are included in the total number of students.  
 \*5. The numbers of students in the field of education, health, and social welfare are included in the total number of students.  
 \*6. The numbers of students in the field of education, health, and social welfare are included in the total number of students.

## The number of full-time teachers (Table 2.3)

40. In the FY 2002, the number of full-time teachers was 411,000 at elementary schools, 254,000 at lower secondary schools, 262,000 at upper secondary schools, 257 at six-year secondary schools, 3,000 at schools for the blind, 5,000 at schools for the deaf, 51,000 at schools for the other disabled children, and 108,000 at kindergartens.

Table 2. 3 Number of Teachers

Types of Schools	Kindergartens	Elementary Schools	Lower Secondary Schools	Upper Secondary Schools	Secondary Schools	Schools for the Blind	Schools for the Deaf	Schools for the Techno-logy	Junior Colleges	Universities	Specialized Training Colleges	Miscellaneous Schools	Types of Schools
1948	5,917	282,236	160,283	68,707	783	1,039	7	...	...	...	...	6,856	1948
49	7,169	302,151	182,727	75,381	...	990	1,791	15	...	7,437	...	14,581	49
50	8,028	305,520	182,098	82,032	...	1,168	1,791	...	...	11,534	...	15,291	50
51	9,245	313,513	181,184	91,603	...	1,375	2,058	...	2,124	17,475	...	18,272	51
52	12,142	322,873	183,000	100,681	...	1,500	2,330	14	2,956	23,123	...	21,174	52
53	16,796	323,362	185,189	105,316	...	1,650	2,575	23	3,620	23,819	...	23,384	53
54	21,607	331,107	193,014	108,825	...	1,737	2,747	24	4,221	36,489	...	25,961	54
55	24,983	340,572	199,062	111,617	...	1,839	2,957	27	5,505	38,010	...	28,251	55
56	26,970	345,326	200,798	113,849	...	1,859	3,082	51	5,687	39,289	...	30,375	56
57	28,344	351,532	196,615	118,231	...	1,911	3,212	178	6,187	40,444	...	32,902	57
58	29,200	364,004	187,394	123,418	...	1,942	3,310	279	6,087	41,481	...	33,296	58
59	30,134	368,077	188,765	128,394	...	2,003	3,430	402	6,161	42,775	...	34,955	59
60	31,330	390,660	205,988	131,719	...	2,055	3,501	534	6,394	44,434	...	36,888	60
61	32,789	348,576	231,503	134,378	...	2,104	3,573	720	6,743	45,471	...	37,826	61
62	34,703	340,538	246,555	140,186	...	2,176	3,627	960	7,284	47,890	...	37,694	62
63	37,041	340,216	246,562	158,029	...	2,220	3,687	1,317	7,918	50,911	...	41,594	63
64	40,975	343,306	241,630	178,735	...	2,296	3,775	1,848	8,704	54,408	...	43,966	64
65	45,193	345,118	237,530	193,524	...	2,344	3,871	2,322	9,321	57,445	...	44,724	65
66	49,821	347,438	234,965	198,559	...	2,399	3,921	2,864	11,492	62,642	...	47,491	66
67	53,406	351,416	232,138	199,880	...	2,451	3,992	3,470	13,449	66,738	...	47,365	67
68	57,625	356,012	230,516	199,971	...	2,501	4,081	3,992	14,829	71,786	...	48,315	68
69	62,481	361,149	227,407	200,804	...	2,569	4,211	4,682	15,445	74,706	...	48,916	69
70	66,579	367,941	224,546	202,440	...	2,682	4,337	5,310	15,320	75,275	...	48,175	70
71	68,607	374,883	224,646	204,541	...	2,781	4,428	6,126	14,910	78,848	...	48,151	71
72	72,797	381,591	225,835	207,204	...	2,851	4,490	6,945	14,677	80,959	...	47,986	72
73	79,826	389,937	232,123	213,431	...	2,980	4,652	8,630	14,868	83,938	...	43,888	73
74	82,032	403,989	232,827	218,107	...	3,065	4,712	10,489	15,160	86,376	...	45,370	74
75	85,689	413,071	234,844	222,915	...	3,206	4,813	12,098	15,557	89,649	...	44,021	75
76	89,664	424,355	237,985	226,799	...	3,201	4,772	13,254	15,769	92,929	6,593	38,160	76
77	93,961	433,168	243,109	230,613	...	3,233	4,746	14,774	15,917	96,470	15,796	30,445	77
78	97,549	445,767	247,141	233,852	...	3,310	4,874	17,028	16,027	98,173	18,214	27,506	78
79	100,331	459,580	246,146	237,637	...	3,346	4,800	22,796	16,208	100,735	19,056	27,720	79
80	100,958	467,953	251,279	243,592	...	3,363	4,755	25,373	16,372	102,989	20,211	26,478	80
81	100,279	473,965	258,487	247,718	...	3,352	4,749	27,081	16,646	105,117	21,867	24,893	81
82	99,587	475,043	269,645	248,107	...	3,378	4,718	28,271	16,866	107,422	22,213	24,083	82
83	99,808	473,987	273,703	252,714	...	3,353	4,709	29,268	17,092	109,139	22,615	23,156	83
84	99,170	468,672	278,933	258,624	...	3,351	4,600	30,739	17,411	110,682	23,530	22,731	84
85	98,455	461,256	285,123	266,809	...	3,328	4,560	31,340	17,760	112,249	24,398	22,010	85
86	97,758	454,760	280,885	270,630	...	3,279	4,537	32,558	18,095	113,877	24,822	21,682	86
87	98,095	448,977	292,057	274,913	...	3,209	4,545	33,266	18,174	115,863	27,171	20,332	87
88	99,331	445,222	298,041	280,325	...	3,225	4,543	34,293	19,294	118,513	28,780	20,068	88
89	100,407	445,450	296,301	284,461	...	3,246	4,563	35,391	19,830	121,140	30,277	19,840	89
90	100,692	444,218	296,065	286,005	...	3,281	4,605	36,812	20,489	123,838	31,273	19,312	90
91	101,493	444,903	296,965	286,092	...	3,481	4,765	39,147	20,933	126,445	33,512	18,745	91
92	102,279	446,760	292,737	284,409	...	3,572	4,900	40,767	21,170	129,024	35,211	18,600	92
93	102,828	438,064	278,267	282,459	...	3,547	4,884	41,786	21,111	131,833	35,818	17,756	93
94	103,014	434,945	273,527	282,085	...	3,517	4,880	42,720	20,964	134,849	36,073	17,148	94
95	102,982	436,958	271,020	281,117	...	3,528	4,830	43,555	20,702	137,464	36,433	16,304	95
96	103,518	425,714	270,972	278,879	...	3,523	4,830	44,370	20,294	139,608	36,530	15,762	96
97	103,839	420,901	270,229	276,108	...	3,500	4,861	45,630	19,885	141,782	37,220	14,975	97
98	104,687	415,680	266,729	273,307	...	3,479	4,864	46,913	19,484	144,310	37,435	14,442	98
99	105,048	411,439	262,296	271,510	37	3,457	4,883	48,143	18,206	147,579	37,463	14,084	99
2000	106,067	407,598	257,665	269,027	124	3,439	4,877	49,211	16,752	150,563	37,656	13,112	2000
01	106,103	407,829	255,494	266,548	194	3,439	4,886	50,282	15,638	152,572	38,163	12,822	01
02	105,051	410,525	255,954	262,371	257	3,449	4,920	51,497	14,491	155,050	39,062	12,183	02

\* 1 Total number of national, public and private schools

2 Part-time teachers are not included.

3 Teachers in correspondence courses are not included.

#### The mechanism of the national and the local budget for school education

41. In regard to Japanese compulsory education, municipalities are obligated to establish elementary schools and lower secondary schools, and prefectures must establish schools for the blind, schools for the deaf, and schools for the other disabled children.
42. With regard to bearing the expenses for these schools, in principle those who establish a school must cover them except in case especially settled in laws. (Principle of founders' burden)
43. Other laws that stipulate special rules include the Local Finance Law, which determines the way for the national and local public bodies to share expenses for the execution of administrative affairs between themselves. There is also the National Treasury Share toward Compulsory Education Law, which requires the national government to bear 50% of teachers' salaries at public schools giving compulsory education.
44. On the basis of these laws, the national government bears a portion of specific expenses to ensure the smooth implementation of compulsory education.
45. There are two modes by which the state bears portion of local public bodies' expenses. One is in the form of the Treasury's share, and the other is in subsidy form. In the first case, the national government bears either all or some of the expenses on the basis of expenditure-sharing rules. In the second case, the national government furnishes national subsidies as a bounty or a subsidy to cover all or some part of the expenses that local public bodies expend on promoting specific measures.
46. Aside from these, the Local Allocation Tax System (the system whereby national government collects national taxes for local government use, and allots these financial resources back to the local public bodies according to the financial condition of those local public bodies) ensures resources for local public bodies to cover general expenses that cannot be covered by their tax revenues only.

### Teachers' salary structure and the system of National Treasury Share toward Compulsory Education

47. As an exception to the Fundamental Principle of Founders' Burden, prefectures bear the salaries of teachers at elementary schools, lower secondary schools (including the lower secondary school portion of six-year integrated secondary schools) and the compulsory education part of special education schools. (The system of having prefectures school staff's salaries.) The purpose of this system is to make financially stable prefectures bear the personnel expenses of schools for compulsory education managed by a municipality, which are a heavy burden on the local public finances. This thereby ensures a certain level of education that is unaffected by the different financial capacities of municipalities.
48. Moreover, out of the personnel expenses of schools borne by the prefectures, 50% of a fixed amount is to be shared by the national government under the law.
49. Under this system, the national government maintains and improves the level of compulsory education throughout the country by guaranteeing 50% of the cost of the national minimum.
50. The power to appoint and dismiss teachers at schools belongs to the board of education of the prefecture concerned, all to ensure that exchanges of personnel transcending the borders between municipalities.
51. In addition, concerning teachers' salaries, it is required under law to take the necessary steps to pay better salaries rather to teachers than to general public servants in order to guarantee excellent human resources for compulsory education. (A special measures law to secure teachers for compulsory education in order to maintain and improve the quality of school education.)

### Systems relating to staffing levels of teacher and other personnel

52. Regarding the number of teachers and other personnel posted at public schools for compulsory education, the standard number of teacher and other personnel in total is determined, prefecture by prefecture, by a certain method

of calculation under the law concerning the standards for class organization and the number of teachers and other personnel at public schools for compulsory education.

53. The afore-mentioned system of the National Treasury bearing part of the teachers' salaries is applicable until the number of teachers reaches the standard number. As a result, all prefectures station the standard number of teachers or even more at schools.
54. Under these teachers' salary structure and the system of the National Treasury share toward the teachers' salaries, all public schools throughout Japan can secure a sufficient number of teachers, and there is no imbalance among prefectures in the number of teachers per school and the level of their salaries. Thus, equal opportunity in education is guaranteed and the level of education is being maintained and improved throughout country.

#### Systems relating to the status of teachers

55. In Japan, teachers in national schools are national public servants, and teachers in local public schools are local public servants. Therefore, with regard to the treatment of these teachers, the National Government Officials Act is applicable to teachers in national schools and the Local Government Officials Act applies to teachers in local public schools. On the other hand, teachers in private schools are private citizens (employees under an employment contract based on private law.). Laws concerning other workers, including the Labor Standards Law, applies to them just like to employees of private companies.
56. However, basically concerning the status and treatment of teachers in national schools and local public schools, several exceptions are provided under the Law for Special Regulations Concerning Educational Personnel, which is a special law against the Government Officials Act and the Local Government Officials Act.
57. An outline of the status and treatment of teachers in national schools and local public schools based on the Government Officials Act, the Local Government Officials Act and the Law for Special Regulations Concerning Educational Personnel is as follows:

• The person with appointive power

58. Under the public service personnel system in Japan, the person with appointive power has the authority to hire, promote, demote, transfer, suspend, and dismiss public servants and also determine their salaries.

59. The person with appointive power for teachers in national schools is the Minister of Education, Culture, Sports, Science and Technology. The person with appointive power for teachers in local public schools is the head of board of education in the local public body to which the school belongs.

60. However, salaries for teachers of public elementary schools, lower secondary schools, the first half of six-year secondary schools, schools for the blind, schools for the deaf, and schools for the other disabled children are paid by the prefectures concerned. And power to appoint them belongs in principle to the prefectural board of education. The prefectural board of education exercises its power to appoint teachers after receiving recommendations from the board of education of the municipality concerned.

• Selective procedure for hiring and promotion

61. The hiring and promotion of teachers at national schools and local public schools are based on the results of screening. The screening is conducted by the president of the university or college in the case of a school attached to a university or college; by the Minister of Education, Culture, Sports, Science and Technology in the case of national schools not attached to universities or colleges; and by the superintendent of the board of education in the case of local public schools not attached to universities or colleges.

The period of probation

62. In Japan as a rule, all public servants are hired conditionally. Later they are formally hired if they perform their jobs satisfactorily during the period of probation.

63. As a rule, the period of probation for general public servants is six months. However, the period of probation is one year for the teachers in national schools and local public schools (not including principals and vice principals).

- The guarantee of status

64. The status of national public servants and local public servants including the teachers in national schools and local public schools is guaranteed under the Government Officials Act in the case of the former and the Local Government Officials Act in the case of the latter. The law provides cases for treatments limiting authority (demotion, dismissal, suspension), and disciplinary measures (dismissal, suspension, pay-cut, warning). In cases other than the above, treatments to limit authority and disciplinary measures may not be against the will of the person concerned.

#### Efficiency ratings

65. In Japan, the performance of each public servant must be evaluated at regular intervals, and steps based on the results of the rating must be taken into account. The efficiency rating for teachers in national schools is conducted by the Minister of Education, Culture, Sports, Science and Technology, who supervises such schools. The efficiency rating for teachers in local public schools is carried out by the board of education, which has the authority to appoint teachers at such schools. The efficiency rating for teachers whose salaries are covered by the prefectural board of education is conducted by the board of education of the municipality concerned under the prefectural board of education's plan.

- Salaries

66. The salaries of teachers in national schools, like the salaries of general national public servants, are determined under the law concerning the salaries of regular government officials. Meanwhile, the salaries of teachers in local public schools, just like the salaries of other local public servants, are determined under the regulations of the local public body concerned. The classifications and amounts of their salaries are determined with the types and amounts of salaries of teachers in national schools taken as the standard.

## **2.2. Personnel concerned with school education**

### Teachers and other personnel

67. Article 7 of the School Education Law says that “a school shall have a principal and adequate number of teachers”, regardless of whether it is a

national school or a local public school or a private school. The law states that the principal and teachers are indispensable to schools. At the same time, the law defines the types and jobs of teachers and other personnel, to be appointed at each school. In addition, it is possible for each school to appoint persons other than the following, when necessary:

- The principal

68. A school must have a principal. It is stipulated that the principal manages school affairs and supervises the school's staff. In other words, the principal manages all clerical affairs necessary for the management of the school and serves as a superior to all the staff who works at the school.

- The vice principal

69. A school must have a vice principal. However elementary schools or a lower secondary schools with special circumstances, such as being small in scale, aren't required to have a vice principal. The vice principal assists the principal with the handling of school affairs and, when necessary, teaches the children. In the event of an accident to the principal, the vice principal performs the principal's duties as acting principal. When the post of the principal is vacant, the vice principal performs the principal's duties.

- Teachers

70. A school must have teachers. Teachers shall be in charge of teaching schoolchildren. The posts filled by teachers include chief teacher (senior teacher) of some subject. They are supervised by the principal and are in charge of coordinating, guiding and advising in regard to the affairs under their care.

- Assistant teachers

71. Assistant teachers shall assist teachers in the performance of their duties. When there are special circumstances, assistant teachers can be appointed as alternatives to teachers.

- Lecturers

72. Lecturers shall engage in duties similar to those of teachers or assistant teachers. When there are special circumstances, lecturers can be appointed as alternatives to teachers.

- Nurse-teachers

73. Elementary schools, lower secondary schools, six-year secondary schools, schools for the blind, schools for the deaf, and schools for the other disabled children must have a nurse-teacher provided. However, elementary schools, lower secondary schools and six-year secondary schools may dispense with nurse-teachers for a certain period of time if there are special reasons such as a small scale. A nurse-teacher shall be in charge of nursing of children.

- Assistant nurse-teachers

74. Assistant nurse-teachers shall assist nurse-teachers. In special circumstances, assistant nurse-teachers can be appointed as an alternative to nurse-teachers.

- Clerical personnel

75. Schools must have clerical staff provided. However, elementary schools, lower secondary schools and six-year secondary schools may dispense with clerical staff if there are special reasons as a smallness of scale. Clerical personnel are to engage in clerical affairs.

- School nutritionists

76. The school lunch program is implemented as a part of school education. Efforts for its smooth implementation are made through active participation by the entire staff of a school, with school nutritionists taking the lead. The school nutritionist is an employee in charge of specialized matters relating to the nutrition of school lunches.

- Dormitory supervisors

77. Except when there are special circumstances, schools for the blind, schools for the deaf and schools for the other disabled children are required to have a dormitory. A school that has a dormitory must appoint a dormitory supervisor. The dormitory supervisor's job is to take care of the school children, including very little children, and extend guidance to them in their daily life.

- An assistant for practice

78. An assistant for practice is a person whom upper secondary schools and

six-year secondary schools can hire. The job of an assistant for practice is to help a teacher with experiments and practice.

- Technical employees

79. A technical employee is a person whom upper secondary schools, six-year secondary schools, schools for the blind and schools for the deaf can hire. The technical employee's job is to maintain machinery and apparatuses in good condition or take care of livestock mainly for vocational education courses.

External human resources who back up school education

80. Aside from teachers and other personnel who constitute the organization known as a school, there are organizations and human resources who support school activities in the local community to which the school belongs. For example, almost all schools have a parent-teacher association (PTA), which supports school activities.
81. For the purpose of strengthening educational counseling, some schools appoint clinical psychiatrists as school counselors to respond to the mental anxieties of children and their parents. This endeavor has been showing effect in preventing and resolving children's problem behavior and giving useful advice to parents and teachers about how to make contact with children. The national government extends financial assistance to schools to support this endeavor. (In the FY 2002, the number came to 5,500 schools.)
82. From the standpoint of improving the substance of lessons at school, outside human resources have come to be actively invited to educational activities in recent years. In the FY 2002, elementary schools and lower secondary schools began to use "the new Courses of Study" and, as part of this endeavor, introduced "Period for Integrated Study." In classrooms aiming to encourage children to learn and think by themselves, outside human resources are being actively invited to raise the effects of education. There are also systems to utilize the services of outstanding working people in school education, such as a special certificate system and a special part-time teacher system, all aimed at systematically supporting such endeavors.
83. "The School Advisor System" was launched from April 2000, to enable

principals to hear opinions and suggestions on school management by asking local residents and parents. Utilizing this system, a school can obtain the opinions of parents and local residents concerning school management. One concrete example is, when a school compiles a curriculum based on school advisors' opinions, it ends up taking up a subject closely related to the local community. School advisors also serve as pipelines between the school and the members of the local community and obtain cooperation of volunteers for school events, etc. The school advisors can be posted in each school based on the school's founders' discretion, and this includes boards of education. The number of schools that have school advisors was tending to increase, as of August 2002, about 47% of public elementary schools, lower secondary schools, upper secondary schools and kindergartens had school advisors.

#### Teachers' Organizations

84. Article 28 of the Japanese Constitution guarantees fundamental rights to workers, including the right to organize. Concrete examples of this right include organizations like a labor union based on the Labor Union Law in relation to employers and employees in the private sector, and an organization of personnel based on the Government Officials Act or the Local Government Officials Act in the case of teachers at public schools in Japan.
85. An organization of personnel is a group or a federation of bodies organized for the purpose of maintaining and improving working conditions. Its main role is to hold negotiations with the authorities (the employer) over employees' salaries, working hours, and other working conditions and additionally with matters concerning to legal activities, including social or welfare-related activities.
86. There are about 1,050,000 teachers in public schools in Japan. As of October 1, 2002, there were five organizations composed of teachers at public schools. They were the Japan Teachers Union (Nikkyoso), the All Japan Teachers and Staffs Union (Zenkyo), the Japan Senior High School Teachers Union (Nikkokyo-Uha), the National Teachers Federation of Japan (Zennikkyoren) and the Japan Educational Administrators Association (Zenkankyo). Outlines of them are as follows:
  - The Japan Teachers Union, a group with about 327,000 members
87. It is the largest group of schoolteachers in Japan. It is a federation of

prefectural schoolteachers' unions organized in June 1947 and has chapters throughout Japan. Domestically, it is a member of the Japan Trade Union Confederation (Rengo). Internationally, it is a member of Education International (EI).

- The All Japan Teachers and Staff Union, a group with about 86,000 members

88. This union was organized in November 1989. It takes a position clearly opposed to the government's education policies.. It covers 31 prefectures and is affiliated with the National Confederation of Trade Unions (Zenroren) and the Congress for Joint Struggles of Public Workers Unions of Japan (Komukyoto), and occupies a core position in both.

- The Japan Senior High School Teachers Union, a group with about 15,000 members

89. This group was set up in 1962 by upper secondary school teachers who bolted from the Japan Teachers Union. At present, it covers nine prefectures. Its main tasks are the maintenance and reform of working conditions and improvement of education conditions. Politically neutral, it abstains from resorting to forcible tactics such as walkout; it stages moderate activities, such as presenting requests to the organizations concerned.

- The National Teachers Federation of Japan, a group with about 25,000 members

90. This group, organized in February 1984, now covers 21 prefectures. Poised as the experts in education, it campaigns for the improvement of working conditions and also places emphasis on research and training. It engages in activities aimed at the sound progress of education.

- The Japan Educational Administrators Association, a group with about 4,000 members

91. This association was organized in November 1974, with principals and vice principals as members. It engages in campaigns to improve the treatment of schoolteachers in supervisory positions and the normalization of school education.

## **CHAPTER3: METHODS OF APPOINTING CAPABLE PERSONS AS TEACHERS**

### **3.1. Trends in Those Aiming to the Teaching Profession**

92. As already mentioned, because in Japan teachers in public schools have a guaranteed status as civil servants, and their employment conditions, such as wages, are secure, the number of those aiming toward the teaching profession is almost constantly above the designated quota.
93. Since teacher training is basically carried out in the universities, (see Chapter 4 for details) people desiring to become teachers in principle enter the teacher certification course of a university. This teacher certification course is a program in which the credits necessary for obtaining a teacher certificate can be acquired by graduation. Among them are teaching training colleges and faculties that mainly offer programs specializing in teacher training. The people who enter such colleges and faculties are believed to have a high volition to enter the teaching profession. The percentage of male and female hoping to enter these teacher training universities and faculties has been roughly the same, but in recent years female have tended to outnumber the male. The aforementioned trends do not indicate that much of a change in comparison with the past situation.
94. Accurate data concerning the percentage of those who take up teaching jobs out of the total number of people possessing teacher certificates remain obscure. However, out of people who graduated from teacher training colleges or faculties or else from the teacher certificate program of a general university and who acquired certification, the percentage of those who assumed teaching jobs in the year they graduated was 12.4% in 2001. But if this figure is limited to graduates of teacher training colleges or faculties, the percentage would be 37.8 for 2001. The following two points can be given as reasons why the percentage of people assuming teaching positions is low among those who possess teacher certificates, as inferred from these numerical values.
- (1) Basically, in Japan there is a surfeit condition in which the number of people desiring to become teachers is higher than the number scheduled to be hired. Therefore, a considerable number of those hoping to become teachers

will not be employed in such positions.

(2) Not everyone who enters the teacher certificate program of a general university aims for the teaching profession. There is a tendency for significant number of those entering such programs merely to obtain a certificate as one type of qualification. In other words, we can say that in Japan the objective in acquiring a teacher certificate is not limited to obtaining employment as a teacher and, moreover, that the general situation is that the rate of competition to become a teacher is high.

### **3.2 Legal Position of Teachers in Terms of Status**

95. The success of formal education greatly depends on the quality of teachers who are entrusted with the task of instruction. Improving the quality of teachers who are engaged in forming the character of young people is a matter of utmost importance in education.

96. Article 6-2 of the Fundamental Law of Education defines these matters as follows:

“ Legally determined schoolteachers, as employees of the public at large, must be aware of their own mission and make efforts to carry out their duties as teachers. For that reason, the social status of teachers must be respected, and their aptitude must be insured.”

97. As mentioned above, teachers in national schools have the status of national government employees; while teachers in public schools have the status of local government employees. When it comes to handling of that status, the stipulations found in the National Public Employee Act and the Local Public Employee Act are applied. In these laws the cases in which limitations on authority (demotion, dismissal, suspension) and disciplinary punishment (dismissal, suspension, reduction in salary, admonition) can be carried out are described in a qualifying manner. In cases other than those mentioned, it is not possible to carry out limitations or disciplinary punishment against the will of the person in question. This is done to protect the status of government employees, including teachers.

98. Likewise, given the special nature of the duties and responsibilities of teachers, who are serving the people at large through education, the Law for

Special Regulations Concerning Educational Public Service Personnel, acting as a special law in relation to the National Public Employee Act and the Local Public Employee Act, list a number of special cases regarding the treatment of the status of teachers. For example, in contrast to training of general public employees, which is considered to be a means to manifest and promote on-the-job efficiency, in the case of educational personnel, those persons “must ceaselessly endeavor to train and develop themselves in order to carry out their teaching duties”. As this shows, the in-service training of teachers is considered an indispensable element in carrying out their work, and has been established as a duty. The law further stipulates that, in order to do so, “educational personnel must be provided with opportunities to undergo training.”

99. As the above shows, the status and treatment of teachers are placed, and guaranteed under law, and these seem to be factors behind recruiting more capable people as teachers.

### **3.3 Teacher Training System in the Universities**

100. Very outstanding qualities are required in school education, since the activities of teachers, who are charged directly with the education of their students, involve the mental and spiritual development of human beings. Moreover, these activities are important duties having a major influence on the character development of young students.
101. For this reason, teacher training in Japan, from the standpoint of the necessity to acquire high professionalism and aptitude as teachers and the need to judge those matters objectively, is in principle carried out at universities, which are higher education institutions.
102. Also, by completing the curriculum at the university, it is possible to acquire the broad learning and culture, as well as specialized knowledge required for teachers.
103. The teacher training in Japan in principle consists of education at a university. However, there are no limitations on the parties establishing universities (the national government, local governments, school corporations,

etc.) or on the types of departments and courses, etc. Japan has adopted the basic policy of an open system that permits teacher training at general universities and departments other than teacher training colleges or departments.

104. The basic principle of this open system developed out of reflections on the teacher training system before WWII in Japan, which was centered on teacher training institutes or normal schools. In order to seek people with broad perspectives and superior specialized knowledge for the educational field, a more liberal system was adopted for teacher training after the WWII. As a result, it is now possible to activate teachers groups, while aiming for improvements in the qualities and abilities of each and every teacher.
105. Basically, teacher training at the university is carried out in accordance with the teacher certification course recognized through deliberations of the Central Council for Education, an advisory body to the Minister of Education, Culture, Sports, Science and Technology. This certification system of teacher training courses was established in 1953, from the standpoint of thoroughly implementing the spirit of the teacher certification system that maintains the qualities of teachers.
106. The aforementioned course entails departments and majors at the university. Deliberations are carried out by the Central Council for Education based on applications from universities wishing to receive authorization of their courses, and authorization is given by the Minister of Education, Culture, Sports, Science and Technology. Authorization is carried out after considering such matters as the objective of the individual courses, the curriculum, the organization of the educational staff, etc. Authorization is granted regarding the most appropriate certificate in view of the objectives, etc. of the courses, etc. in question.
107. As of April 1, 2001, 520 four-year universities (77.6% of the total) and 313 junior colleges (56.0% of the total, see Table 3-1) had received authorization for their curricula.

Table 3-1 Number of Institutions With Authorized Curricula (FY 2001)

Division	Number of Institutions, etc.	Number of institutions with authorized curricula, etc.	Percentage of total
Universities	670	520	77.6%
Junior colleges	559	313	56.0%
Graduate schools	494	368	74.5%
Advanced course	76	71	93.4%

108. Under the principle of an open system, and in view of the need of developing the high qualities as is demanded of teachers as specialists, and planned training of educational personnel, national teacher training colleges and departments have been established in each prefecture.

109. In this way, the basis for teacher training is formed through phases of education at the university as an institution of higher education. Preparing a systematic course of training and obtaining the accreditation of the Minister of Education, Culture, Sports, Science and Technology are considered to contribute to recruiting capable human resources as teachers.

### **3.4. Systems Regarding Personnel Matters Such As Hiring and Salary**

110. Public school teachers, who comprise the majority of schoolteachers in Japan, are local public service employees, The Local Public Employee Act is basically applicable to their social status.

111. In regard to cases in which limitations of authority (demotion, dismissal, suspension) and disciplinary measures (dismissal, suspension, reduction in salary, admonition) under the Local Public Employee Act, the following have been determined.

(1) If it is not a case involving a matter determined in the Local Public Employee Act, the person cannot be demoted or dismissed against his or her

will.

(2) If it is not a matter determined in the Local Public Employee Act laws or regulations, the person cannot be suspended against his or her will.

(3) If it is not a matter determined in the regulations, the person cannot receive a reduction in salary against his or her will.

(4) If it is not a case of matters determined in the Local Public Employee Act, the person cannot undergo limitations or disciplinary punishment against his or her will.

Thus, the status of local civil servants, including teachers, is guaranteed. Moreover, employees who undergo such disadvantageous treatment can submit an appeal expressing their dissatisfaction to the National Personnel Commission or an impartial committee within their local government.

112. Regarding the salaries of public school teachers, the types and amounts of salaries of national schoolteachers have been fixed as the standard in determining salaries in the regulations of the individual local public bodies. Consequently, the salaries of teachers at public schools are guaranteed a set standard, without major differences by local government body.
113. Moreover, the salaries of teachers at public elementary and lower secondary schools are to be the financial burden of prefectures, which have a large and stable financial scale in comparison with municipalities (system of municipal education personnel paid by the prefectural government), with half of that amount covered by the national government. The objective is to obtain the required number of outstanding educational personnel. (See Section 2.1.4 for further details on the system of municipal education personnel paid by the prefectural government).
114. Furthermore, the year 1974 saw enactment of “the Law Concerning Special Measures for Securing of Capable Educational Personnel in Compulsory Education Schools for Maintenance and Enhancement of School Education Standards”. The objective of this law is to secure excellent individuals as teaching professionals and contribute to maintaining and improving the level of school education. The law also stipulates the following

(1) The necessary preferential measures must be taken for the salaries of educational personnel in compulsory education schools in comparison to the level of ordinary civil servants.

(2) The National Personnel Authority should consider these contents to make necessary recommendations to the Cabinet regarding the salaries of teaching professionals in compulsory education schools, who are national public servants. Based on this law, in the period from 1974 to 1979 reforms in the salaries of teaching professionals in national and public schools of compulsory education were planned in a three-step series, so the level of those salaries has risen markedly.

115. The year 1971 saw enactment of the Special Measures Act Regarding the Salaries of Education Personnel of National and Public Schools for Compulsory Education. Under this law, based on the special character of the duties and mode of service of educational personnel, the overtime payment system was not applied to their case. Instead, under this system, a comprehensive evaluation is carried out regardless of whether duties were carried within or beyond working hours, and an adjusted amount for teaching professionals corresponding to 4% of their regular salary is paid.

116. On the other hand, personnel matters like the hiring and salaries of teachers at private schools are to be determined in the same way as private labor contracts, and according to agreements between school corporations and teachers within the range of the Labor Standards Law and other labor-related legislation.

### **3.5 Changes in Methods of Teacher Recruitment**

#### **Selection Procedure That Emphasizes Character**

117. As was mentioned previously, in Japan, the number of persons desiring to become teachers exceeds the required quota. Particularly in the past several years, a situation has been continuing in which the yearly number of those desiring to become teachers is roughly 10 times the number of those who are expected to be hired. Each prefectural board of education respectively implements an appointment examination for teachers every year in the ir own regions. Those who undergo the selective procedure and who pass it are then selected as teachers for those localities.

118. The success or failure of school education is influenced greatly by the qualities and abilities of the individual teachers actually involved in that education process. For this reason, obtaining outstanding talent with the appropriate qualities and abilities as teachers in the selection stage is a most important matter. Therefore, the Ministry of Education, Culture, Sports, Science and Technology (MEXT) has required the prefectural boards of education not to depend solely on written examinations, but to carry out a selection emphasizing evaluation. Character evaluation involves a multifaceted evaluation ,through interviews and practical exams, of the qualities and abilities as a teacher such as the candidate's sense of mission as an educator, and leadership skills backed up by broad experience.
119. The prefectural boards of education are working to devise selection methods that emphasize interviews and practical exams in order to recruit human resources having the proper qualities of a teacher from among the many aspiring applicants.

#### Utilization of Outstanding Working People

120. In addition to selection of persons who are truly qualified to be teachers, the Ministry has announced measures to allow appointments of working members of society who, do not possess teacher certificates, but have exceptional knowledge or skills. This is because it has become an extremely important issue in today's school education to respond to social changes such as the shift to information society and internationalization of society, while actively responding to the varied interests and concerns of school children, along with giving them more opportunities to come in contact with society and supplying them with knowledge and skills to function well in society. To deal effectively with those issues, it is necessary to utilize, in addition to teachers having professional knowledge and skills for their teaching duties, the human resources from outside the schools in school education. This can act to shake up the homogeneity of Japanese society, a common weak point in Japanese social system and also contribute to an activation of the school organization.
121. First, there is the teacher's special certification system. This entails a system under which prefectural boards of education can issue the certificates in

accordance with the fields where those persons have knowledge, experience and skills. This certificate differs from a general certificate in that it is only valid in the locality where it was issued.

122. Second, there are special arguments for part-time teachers without teacher certificates. This entails a system under which persons who don't hold a teacher certificate can be employed as part-time instructors in school education. The idea is to promote educational activities in accordance with the knowledge and skills that these persons possess.

(Further details about the teacher's special certificate and special arrangements for part-time teachers without teacher certificates are discussed in Chapter 4 as part of the teacher certificate system. The same goes for the state of their use.)

123. The Ministry is now promoting a "Plan for Lively Schools" ("Gakko Ikiiki Puran" in Japanese) that involves the introduction of working people from society to schools across the country over a three-year period from 2002 to 2004. In addition to the aforementioned special arrangement for part-time teachers without teacher certificates, the plan entails employment of teacher's assistants using "the Emergency Special Grants for Creating Local Employment". In 2002, along with persons supporting the academic instruction of teachers, will be employed computer education instructors who will work together with the teachers for computer instruction. By supporting and assisting the teachers, these people should be able to carry out detailed instruction geared to individual needs.

124. Moreover, from 2003 the Ministry is carrying out research and studies on a project to place aspirants to the teaching profession in schools as "after-school study tutors". Expectations are that the after-school study tutors will raise the level of careful guidance given to students on study matters, to resolve their academic stumbling blocks, and raise their will to study. This project is also expected to improve qualities and abilities of those hoping to become teachers in the future.

125. However, people to schools by those systems, since some of the working people employed at the school site have temporary or part-time positions, we

haven't grasped the entire picture on the use of such setups for them.

#### Structure for Employing People from the Private Sector as Principals

126. It is important to secure as school principals and vice-principals the human resources who possess outstanding qualities, such as:
- (1) Persons who possess ideals, knowledge and vision about education, while having an accurate grasp of the situation and issues of both the locality and schools, and who are able to exercise leadership.
  - (2) Persons capable of inspiring the teaching staff while conducting appropriate alliances and negotiations with related organizations to achieve active and organized school administration.
127. In order to utilize many excellent human resources from a variety of areas in keeping with the actual situation in the localities and schools, the Ministry acted in 2000 to ease the qualifications for principal and vice principal, as found in the enforcement regulations of the School Education Law.
128. Concretely speaking, although those applying for positions as principals used to be required to possess a teacher certificate and to have at least five years of working experience in educational field, starting in April 2000, beyond those requirements, it became possible to recruit persons as principals with the following qualifications.
- (1) Persons with at least 10 years experience in a profession related to education, even without possessing a teacher certificate.
  - (2) In cases where it is deemed necessary for running the school, persons whom the parties with appointive powers recognize as having outstanding qualities, even if they do not possess a teacher certificate or experience in a profession related to education.
129. As a result of this decision, as of 1 April 2002, a total of 18 persons had been hired as principals of public schools who had been employed in private enterprises and who do not possess a teacher certificate or experience in a profession related to education. Their number will be planned to increase after April 2003.

## **CHAPTER 4: PRE-SERVICE TEACHER TRAINING, TEACHER CERTIFICATE SYSTEM, AND IN-SERVICE TEACHER TRAINING**

### **4.1 Pre-service Teacher Training**

#### Image of Desired Teachers in the Pre-service Training Stage

130. Recently, our society has been changing rapidly due to the expansion of globalization and information society. Within such a society, formal education is also facing great changes, and teachers are expected to have the abilities to respond to such transformations.
131. The success of formal education greatly depends on the qualities and abilities of teachers who directly deal with the teaching of students. In particular, teachers are required to deal with serious problems such as bullying and refusal to attend school, as well as to handle subject teaching, student guidance, and classroom management appropriately.
132. Under such circumstances, the qualities and abilities that teachers are required to have are: a sense of mission as a teacher, deep understanding of human growth and development, educational affection for students, expert knowledge on the contents of subjects and extensive general knowledge. The practical teaching skills based on the aforementioned qualities and abilities make for “the qualities and abilities that are required in any era.” In addition to such qualities and abilities, teachers need to have “the qualities and abilities considered especially necessary in the future”, such as qualities and abilities to act with a global perspective and to live as an active member of society in an era of changes, and other diverse qualities and abilities related to the teaching profession.
133. It is expected that by having groups formed of teachers who have the aforementioned qualities and abilities collaborating and working, improved educational activities can be developed at a school system as a whole.

#### Proper Teacher Certification Philosophy and the Open System Principle

134. Japan thoroughly adheres to its proper teacher certificate policy, which means that all teachers must have the relevant teacher certificate, in accordance with the Education Personnel Certification Law. In order to receive

a teacher certificate, teachers need to fulfill certain requirements, which helps maintain teachers' qualities.

135. A proper teacher certificate refers to types of teacher certificate that correspond to the type of instructor (i.e. teacher, assistant teacher, and so on), type of school, and subject area. For example, if a person works as an elementary school teacher, he/she must have a teacher certificate for elementary school. If a teacher works as an assistant teacher of social studies at a lower secondary school, then he/she must have a teacher certificate for assistant teacher of social studies at lower secondary school.
136. To obtain a teacher certificate is an essential condition to become a teacher. Appointing or recruiting someone who does not have a teacher certificate is illegal and of course, invalid. Moreover, any person who carried out such an illegal appointment or hiring, and any person who became a teacher without a teacher certificate will be punished under the penal code.
137. In addition, pre-service teacher training in Japan is to be basically carried out in the universities under the policy of accessibility, which allows such training to take place not only in a teacher training college and/or the department of education but also in general universities and departments. Under this system, Japan is carrying out its certificate-oriented policy while ensuring the expertise of teachers through their coursework in the curriculum for a teacher certificate at universities.
138. On the other hand, in order to make school education dynamic and attractive, it is, of course, important to raise teachers' qualities further. It is also necessary for a wider range of people with rich working experiences and enthusiasm and sincerity about education to be accepted into school education.
139. For that reason, Japan has established a system to bestow certificates on such people (special certificates) and a system allowing those without certificates to teach some spheres of subjects with notification to the prefectural boards of education (Special Arrangements for Part-time Teachers without Teacher Certificates), all the while maintaining a balance with its Proper Teacher Certification Philosophy.

#### The teacher certification course at universities

140. In order to qualify for and obtain a teacher certificate at a university or college, a student must possess such basic qualifications as a Bachelor's degree and also have credits in the subjects stipulated in the Educational Personnel Certification Law. After obtaining these qualifications, a student receives a teacher certificate from the concerned prefectural board of education, which is empowered to confer teacher certificate.
141. The subjects for which a student must obtain credits to get a teacher certificate for kindergarten, elementary school, lower secondary school and upper secondary school are broadly divided into three categories: "subjects related to curricula", "subjects related to the teaching profession", and "subjects related to curricula or the teaching profession."
142. In regard to the "subjects related to curricula," a student must study technically and comprehensively the substance of each subject mentioned in the National Curriculum Standards for kindergarten and the Course of Study for elementary schools and so on.
143. The "subjects related to the teaching profession" are six in number: (1) "a subject related to the teaching profession's significance, etc.", (2) "a subject related to basic theories of education", (3) "a subject related to curricula and teaching methods", (4) "a subject related to student guidance, counseling and career guidance", (5) "general exercises" and (6) "practice teaching (student teaching) at school." Details about the first five out of these subjects are described as follows:
- (1) "The subject related to the teaching profession's significance, etc." should contain "the significance of the teaching profession and teachers' roles", "contents of teachers' duties (including training, guaranteeing status as a teacher, etc.)" and "furnishing diverse opportunities that help students choose their future career goals".
- (2) "The subject related to basic theories of education" should contain "theories of education, the history of education and philosophy of education"; "the physical and mental development of infants, children and students and their learning processes (including the physical and mental development of handicapped infants, children and students and their learning processes)"; and "social, institutional and/or managerial matters related to education".
- (3) "The subject related to the curricula and the teaching methods" should

contain “ the significance of curricula and methods of organization ”, “ methods of guidance for each subject ” (in the case of kindergarten teachers, “ methods of child care guidance”), “methods of moral guidance”, “methods of special activity guidances”, and “methods and technical knowledge in education (including the use of information technology and educational aids)”.

(4) “ The subject related to student guidance, counseling and career guidance ” should contain “ theories and methods of student guidance ” (in the case of kindergarten teachers, “ theories and methods of understanding very young children ” ), “ theories and methods of educational counseling (including basic knowledge about counseling)”, and “theories and methods of career guidance”.

(5) “ The general exercises ” must include analyses and research on more than one of the problems common to humankind or faced by Japanese society. They should also include methods and techniques for guiding infants, children or students about such problems.

As for the “subjects related to curricula or the teaching profession”, students are required to study “a subject related to curricula” or “a subject related to the teaching profession”.

144. Students who want to obtain a teacher certificate for schools for the blind, schools for the deaf and schools for the other disabled children must get credits in “subjects related to special education”, and possess an ordinary teacher certificate for kindergartens, elementary schools, lower secondary schools and upper secondary schools in addition to the Bachelor’s degree.
145. A student who wants to obtain a nurse teachers’ certificate must obtain credits in “a subject related to child protection,” “a subject related to the teaching profession,” and “a subject related to child protection or the teaching profession” in addition to the Bachelor’s degree, a nurse’s license and a public health nurse’s license.
146. When the number of students trained at universities and colleges as teachers is insufficient to meet the country’s demand for teachers, even special training college can train students as teachers in the capacity of teacher’s schools or nurse-teachers’ schools, as designated by Minister of Education, Culture, Sports, Science and Technology.

### Suitability of Teachers and Ensuring Expertise

147. In the final report of the National Commission on Educational Reform of December 2000, there is a recommendation to examine the possibility of educational personnel certificate renewal system in order to create a framework to reward teachers' motivations and efforts. Based on the recommendation, in April 2001, the Minister of Education, Culture, Sports, Science and Technology consulted the Central Council for Education regarding "the proper way for the teacher certificate system in the future."
148. In response to this, the Central Council for Education developed the following two possibilities for educational personnel certificate renewal system based on the goals of (1) ensuring suitability as a teacher and (2) improving teachers' expertise. Then based on assumptions of how the system would work, the Council examined the scenarios specifically and put together the following report in February 2002.
149. (1) Considered as a system to ensure suitable qualities as a teacher is one in which a certain period of validity (10 years for example) would be provided to the teacher certificate and then the candidate's suitability as a teacher would be judged at the time of renewal.
150. Introducing this renewal system would allow an expanding possibility for advancing improvements in measures against the teachers who lack suitability as instructors, since the lifetime tenure system for all public servants has not functioned well.
151. However, under the current teacher certificate system, the certificate is granted any persons obtained the required credits at a university. Because no consideration is given to the candidate's personality for suitability as a teacher when the teacher certificate is granted, therefore, there could be systemic problems in incorporating a setup to determine someone's suitability as a teacher at the time of renewal. Making such a renewal system possible, there would have to be premised in which revisions of the current teacher certificate system itself to introduce a system to determine a candidate's suitability as a teacher at the time of the grant.

152. In addition, indicators to determine someone's suitability at the time of renewal are thought of as similar to the standards of the limitation of employment system. Therefore, before launching the renewal system, it will be indispensable to make sure the limitation of employment system functions effectively.
153. (2) As a system to improve teachers' expertise, it would be possible to provide a certain period of validity (10 years, for example) to the teacher certificate, and then teachers would be required to acquire some new knowledge and skills before the renewal time, if they want to renew their certificate.
154. Because science, technology and society are changing rapidly, each teacher must make continuous efforts to maintain and improve her/his expertise as an instructor. If a system for renewing the teacher certificate is introduced requiring them to take rigorous development courses, individual teachers would have to try harder to maintain and improve their skills and abilities. This will be linked to invigorating teacher training courses as a whole.
155. However, there could be institutional and practical problems. For example, it would be necessary to make adjustments within the entire public servant employee system since that system has not established a fixed period of validity. Also, since one of the functions of the teacher certificate is to prove the holder's acquisition of a certain qualification to the public, it is not possible to limit the renewal system only to in-service teachers. Providing all various training courses depending on the person's needs is not so feasible either. Thus, this renewal system might not be necessarily an effective measure in achieving the goal of improving teachers' expertise.
156. As stated above, considering the differences between the current qualification system as a whole and the public servant system in Japan, we ought to be cautious about introducing a renewal system, especially if only teachers would be subject to evaluations of their suitability at the time of renewal or required to take courses to acquire new knowledge and skills after receiving their teacher certificate.
157. However, based on these considerations, the Central Council for Education

included several recommendations in its report from the perspective of ensuring teachers' suitability, improving their expertise, and developing trustworthy schools. In accordance with the Council recommendation, the Ministry of Education, Culture, Sports, Science and Technology (MEXT) has been taking the following policies, 1) prompt establishment of a personnel management system for teachers, 2) enforcement of reasons for removal of a teacher certificate, 3) development of training courses for teachers with ten years of teaching experience in accordance with their work record, and 4) establishment of a school evaluation system, and advancing efforts to make school fulfill accountability were promoted by the Council.

## **4.2 Teacher certificate system**

### Types and Classifications of Teacher certificates

158. There are three types of teacher certificate: general certificate, special certificate, and temporary certificate. The first two are necessary for a person to be a full-time regular teacher, and the last one is necessary to become an assistant teacher. The general certificate is further broken down into advanced certificates, first-class certificates and second-class certificates. As basic qualifications in general, a Master's degree is required for the advanced certificate, a Bachelor's degree for the first-class certificate, and an Associate degree for the second-class certificate.
159. Certificates are conferred by types of schools, such as kindergartens, elementary schools, lower secondary schools, upper secondary schools, schools for the blind, schools for the deaf, and schools for the other disabled. Furthermore, the teacher certificates for lower secondary and upper secondary schools are categorized by subjects. Also, there is a teacher certificate for schools for nurse teachers, and this certificate is the same regardless of the special school type.
160. The teacher certificates for elementary school are regarded as proof of abilities to teach all subjects. (However, special certificate for elementary school is conferred separately for the following subjects: Japanese Language, Social Studies, Arithmetic, Science, Life Environment Studies, Music, Art and Crafts, Home Economics, and Physical Education.)

161. The teacher certificates for lower secondary and upper secondary schools are offered separately for each subject. The subject areas for the lower secondary school teacher certificate include: Japanese Language, Social Studies, Mathematics, Science, Music, Art, Physical Education, Health, Technology, Home Economics, Vocations, Vocational Teaching, Vocational Practice, Foreign Languages, and Religion.
162. The subject areas for the upper secondary school teacher certificate include: Japanese Language, Geography and History, Civics, Mathematics, Science, Music, Fine Arts, Industrial Arts, Calligraphy, Health and Physical Education, Health, Nursing, Nursing Practice, Home Economics, Home Economics Practice, Information, Information Practice, Agriculture, Agricultural Practice, Industry, Industrial Practice, Business, Business Practice, Fisheries, Fisheries Practice, Welfare, Welfare Practice, Merchant Marine, Merchant Marine Practice, Vocational Teaching, Foreign Languages, and Religion.
163. The general certificate is valid in all prefectures. There is no limit to its validity, therefore it is valid for a lifetime.
164. The special certificate is designed to enable schools to invite into teaching positions working people who do not have a general teacher certificate but do have professional knowledge, experience, and skills from their careers. However, as a general rule, teacher training should take place in the university setting. With consideration given to having a balance between the special certificate and the general rule, the special certificate is valid only within the prefecture that conferred it. As for its period of validity, the special certificate offers lifetime validity just like the general certificate.
165. The temporary certificate is a teacher certificate that is conferred only when it is impossible to recruit someone who has a regular teacher certificate. This certificate is valid only within the prefecture that conferred it, and its period of validity is three years.

Table 4-1 Types of Teacher certificates

Types of schools Types of certificate	Kindergartens	Elementary schools	Lower secondary schools (grouped by subjects)	Upper secondary school (grouped by the subjects)	Schools for the blind	Schools for the deaf	Schools for the otherwise disabled	Nurse teacher
General certificate (lifetime validity)								
Advanced certificate (equivalent to Master's degree)								
First-class certificate (equivalent to Bachelor's degree)								
Second-class certificate (equivalent to Associate degree)				-				
Special certificate (lifetime validity)	-	Note 2			Note 3	Note 3	Note 3	-
Temporary certificate (valid for 3 years)								

— Note 1 —

Note 1: A teacher certificate for kindergarten, elementary school, lower secondary school, or upper secondary school is necessary.

Note 2: The special certificate for teaching at elementary school is conferred for each subject.

Note 3: The special certificates for teaching at schools for the blind, deaf, and the otherwise disabled are offered only for special subjects.

### Requirements for the Teacher certificate

166. In Japan, the teacher certificate is conferred on a person who meets the requirements for the certificate, as stipulated in the Education Personnel Certification Law. The prefectural board of education has authority to confer such certificates.
167. There are two cases when people receive a general teacher certificate. (1) When a person has a basic qualification such as a Bachelor's degree and has also taken credits specified by the Education Personnel Certification Law at the university, or higher educational institution, designated by the Ministry. (2) When a person passes the Educational Personnel Examination implemented by the prefectural board of education.
168. The basic qualification as stated in case (1) refers to having a certain level of academic qualifications, specifically, a Master's or Bachelor's degree, which is required for the certificate for teaching at lower secondary schools or upper secondary schools. It also refers to having a Bachelor's degree, as it is required for the certificate for teaching at a school for the blind, the deaf, or the otherwise disabled, or for the nurse teacher type of certificate. In addition, it refers to one having a certain type of required qualification, such as a teacher certificate for elementary school or a nurse certificate.
169. The minimum number of credits one must earn to receive a teacher certificate depends upon the type of the teacher certificate. The calculation of credits is the same as that used at universities by the Standard for the Establishment of Universities: 15-30 hours per one credit of lecture or exercise is required, and 30-45 hours per one credit of experiment, practice or technical exercise is required. Within that standard, each university may decide the details.
170. The minimum number of credits to be earned is determined separately in each of the following courses: "subjects related to curricula"; "subjects related to the teaching profession"; "either subjects concerned with the teaching or with the teaching profession", "subjects concerned with special education, nursing, and either nursing or teaching profession".

171. These credits must be earned through the curriculum for the teacher certificate designated by the Minister of Education, Culture, Sports, Science and Technology.
172. In addition to these credits, the candidate must earn two credits in each respectively of Japanese Constitution, Physical Education, Foreign Language Communication, and Operation of Information Equipment.
173. Moreover, starting with first-year students in the 1998 school year, people who hope to get a general certificate for teaching at an elementary school or a lower secondary school, --that is to say compulsory education-- must have some nursing experiences at a special school or a social welfare institution.
174. Concerning case (2), Japan, while stipulating teacher training at the university as a general rule, offers other ways to receive a higher level or a different type of teacher certificate. In-service teachers may develop their qualifications by earning credits at a university and passing educational personnel examination. By offering these other ways, Japan is trying to incorporate a system in which the teacher certificate can reflect the results of the development courses while stimulating teachers' will to undertake such training.
175. This educational personnel examination is to be conducted by the prefectural board of education to test the applicant's personality, academic abilities, practical skills, and physical capacity.
176. In order to open a path to a teaching profession for those who did not take courses in the teacher certificate curriculum at a university but have suitable qualities for a teacher and aspire to become a one, Japan allows those who pass the tests for teacher certificates to receive the certificate. This also helps train teachers in parts of the subject areas and/or some independent activities that are not commonly taught properly in the teacher training course in the university,

[Examples of the tests for teacher certificates that are administrated]

Elementary school teacher certificate examination: Second-class certificate for elementary school teaching

Upper secondary school teacher certificate examination: First-class certificate for upper secondary school (for example, Nursing, Information, Welfare, Judo, Kendo)

Special education teacher certificate examination: First-class certificate for Independent Activities at schools for the blind (for example, education for the visually impaired)

177. The requirements for the special certificate include (1) professional knowledge and experience or skills related to the subject concerned, and (2) credibility in society as well as the necessary motivation for and insight into teaching. In addition, recommendations about a candidate must be provided from the board of education that will appoint her/him, or the school, which will hire her/him. The recommendation must state something to the effect that the candidate is needed for the effective school education. Based on the recommendation, the prefectural board of education will conduct the educational personnel examination. If the applicant passes the examination, the teacher certificate will be conferred. At that time, the prefectural board of education must seek the opinions of people who have academic expertise in school education.

178. A temporary certificate may be conferred to a person only when it is impossible to recruit someone who has a regular teacher certificate. In this case, the candidate must pass the Educational Personnel Examination to receive the temporary certificate.

179. To receive a teacher certificate, the candidate must not only fulfill the requirements, of course, but also not fall under the reasons for disqualification. The reasons disqualifying a candidate are 1) being under 18 years old, 2) not finishing upper secondary school, 3) being under someone's guardianship even after turning 20, or being mentally impaired, 4) being penalized with imprisonment or a stricter punishment, 5) the person's teacher certification has been void for less than three full years, 6) the person's certificate was confiscated as a punitive measure less than three full years earlier, 7) after the date Japanese Constitution went into implementation, the person has either

created or joined a party or group advocating the use of violence to destroy the Japanese Constitution or government.

Outline, Purpose, and Background of the Recent Major Revision of the Laws Concerning the Teacher Certificate System

180. The outline of major revisions in the law in recent years will be explained here, in connection with the Education Personnel Certification Law that regulates Japan's teacher certificate system.

(1) The revised law of 1988

181. To overcome serious problems in education such as bullying and to realize a type of education that would respond to social changes and cultural development in Japan for the 21st century. In April 1986, the National Council on Educational Reform, which was a consultative body to the prime minister, submitted "the Second Report Concerning Educational Reform". The report recommended improving the teacher training at university education and the teacher certificate system in respect to teacher training methods and utilization of working people as human resources.

182. Based on these recommendations, the Educational Personnel Training Council, which was a consultative body to the Minister of Education, carried out specific deliberations on the following issues: improving the categories of teacher certificate to clarify characteristics of each type, raising the teacher certificate standards to further increase expertise in the curriculum for teacher training, and incorporating working people into school education as excellent human resources to be utilized in the wide range of educational fields. After deliberations on these issues, in December 1987, the Council submitted a report "About Measures to Improve Teacher's Qualifications."

183. Based on the report, the Education Personnel Certification Law was revised in 1988. The following are the main revisions.

- (i) Reforming the types of the general certificate (establishment of the advanced certificate).
- (ii) Obligatory efforts for people who have the second-class certificate to try to acquire the first-class certificate.
- (iii) The special certificate was newly established as one type of teacher

certificate in order to make it possible to properly utilize people with professional experiences to work as teachers.

(iv) “Special Arrangement for Part-time Teachers without a Teacher certificate” was newly established.

## (2) The Revised Law of 1998

184. In view of the great changes taking place in society and the alarming level of violence among students in school as well as bullying and refusals to attend school, it was concluded in a report submitted by the Educational Personnel Training Council in July 1997, that teachers, who are the main bearers of school education should deal properly with such issues, have a sense of mission, and respond to children’s worries. Cultivating human resources through teacher training courses at universities to be suitable as teachers was also judged to be an urgent issue. Therefore, this first report titled “Measures to Improve Teacher Training for the New Era” recommended significant reforms in the teacher training curriculum and encouraging the use of working people in the schools.

In response to these recommendations, the Education Personnel Certification Law was revised in 1998. Major revisions were devised in the teaching training curriculum in universities in order to cultivate strong teachers who possess a sense of mission, fields in which they excel, individuality and who can deal properly with issues at the school site. These reforms include:

- \* Making the teacher training curriculum considerably more flexible establishing subjects or curricula related to teaching profession and introducing elective-style curricula

- \* Significant improvements in the subjects related to the teaching profession emphasizing on how to teach and communicate with children, significant improvements in subjects related to the teaching profession that directly contribute to fulfilling a teacher’s activities in school education, etc.

## (3) The Revised Law of 2002

185. In response to the Central Council for Education’s recommendations in a report about “the way of the educational personnel certificate system in the future” in February 2002, flexible measures for the educational personnel certificate system were introduced to facilitate smooth connection between different levels of schools and improve teaching of specialized subjects in elementary school. The special certificate system was also reformed to offer

positions to working people on the basis of their talent. Additionally, in order to guarantee the credibility of teachers, actions relating to invalidation and removal of a teacher certificate were reinforced. The afore-mentioned revisions were carried out with the following basic measures.

(i) Enabling teachers to teach specialized subjects with a teacher certificate for different school types

It became possible for people with a teacher certificate for lower secondary school and/or upper secondary school to teach subjects (Japanese, Social Studies, and Mathematics, etc.) and the Period of Integrated Study at the elementary school level.

It also became possible for people with a teacher certificate for upper secondary school for professional subjects (Information, Agriculture, and Industry, etc.) to teach subjects (Science and Technology, etc.) and the Integrated Study at the lower secondary school level.

(ii) Promoting in-service teachers to acquire the teacher certificate for the next school level

For example, the required number of credits to obtain the teacher certificate has been reduced for when an elementary school teacher with three years of experience tries to get a general teacher certificate for the lower secondary school, so that s/he can obtain the credits not only from the university but also from courses set up by boards of education.

(iii) Reviewing the requirements for the special certificate and abolishing its expiration date

Requirements for the special certificate were re-examined, and the Bachelor's degree requirement was abolished. The period of validation, which was supposed to be from five years to ten years, was abolished, too.

(iv) Reinforcement of actions related to the invalidation and confiscation of a teacher certificate

A review was conducted of the existing system which allowed a teacher certificate to be confiscated only when there were judged to be no extenuating circumstances for the teacher subject to dishonorable discharge. After the review, the reasons for invalidating or confiscating a teacher certificate were reinforced. For example, when a teacher of a national or public school is given

dishonorable discharge, her/his teacher certificate is invalidated. Also, when a teacher of a private school is discharged for dishonorably the same reason as a teacher at national and public schools, it is mandatory for her/his teacher certificate to be confiscated. Additionally, there has to be a three-year interval between invalidation and re-conferment of a teacher certificate. The interval between removing and re-conferring one's teacher certificate was also extended from two years to three years.

Revisions, (i), (ii) and (iii) were put into effect on 1 July, 2002. Revision (iv) was put into effect on 1 January, 2003.

### **4.3 In-service Teacher Training**

#### **Importance of In-service Teacher Training**

186. The qualities and ability appropriate for the duty of teaching are formed increasingly through actual teaching experience. Teachers should take in-service teacher development courses to improve the minimal required knowledge that they gained when they took the teacher training courses in the university. One of the important factors is for teachers to develop their practical teaching skills to implement education that helps students of today's rapidly changing society to acquire "the zest for living," which refers to rich humanity and the ability to learn and think on their own.
187. Since the in-service teacher training is very important, the national and local governments must improve the in-service teacher training system to make sure that the teachers can take courses that meet their needs. Just providing development opportunities is not enough. Consideration they must be given as well to what kind of training should be provided for first-year teachers and teachers with ten years of experience, for example. It is also necessary to determine what kind of courses the principals should take and what kind of issues the currently in-service teachers should understand. Providing the needed course at the appropriate time is important. The development courses need to be improved and implemented systematically.
188. Due to the special characteristics of the teaching profession and the importance of in-service teacher development courses, the law states that "public servants in the field of education must continuously make efforts in

research and training in order to perform their duties,” and that “the authority who appoints a public servant in the field of education must establish methods and develop plans to improve facilities and various courses that are necessary for training of the public employee in the educational field. The authority must strive to implement such a development course.”

### **System for Implementation of In-service Teacher Training**

189. In order to make it possible for teachers to take courses continuously and systemically, the national and local governments work together to share the duties for implementing the training.
190. The national government is responsible for maintaining and improving the national educational standard. Specifically, it is in charge of training for middle-level teachers and principals, who are expected to play a leading role in their prefectures. The government is also responsible for courses related to the pressing issues that all teachers should understand.
191. However, it is impossible to have all the corresponding teachers take the training courses. Therefore, the government has incorporated a system, which makes it possible for a limited number of people to take these courses and share what they learned with other teachers back in their schools or in their prefectures.
192. In 2001, the National Center for Teachers’ Development, an independent administrative institution, was established to implement all development courses that should be conducted by the national government. Currently, it conducts about 50 different courses a year.
193. Each prefectural board of education, which has power to appoint teachers, has the primary responsibility to conduct professional development courses. Various training courses are implemented by prefectural boards of education in accordance with the needs of each community and their issues. Such training courses include training for first-year teachers and training for tenth-year teachers; in accordance with their experience, training for principals in accordance with their roles; specialized training courses related to teaching subjects, and to student guidance; and training by dispatching teachers to

graduate school to do research in special educational issues.

194. In addition, there are training courses conducted by the municipal boards of education, or educational research organizations, in-school development courses designed and implemented mainly by study leaders at each school, and research groups voluntarily conducted by individual teachers off their normal working hours.

Implemented by the national government	1) Leader training	Central training courses for teachers, career guidance course, program to dispatch teachers overseas, etc.
	2) Pressing issues	Course to promote development of leaders for educational information technology; course to learn about AIDS and drug abuse, etc.
Implemented by the prefectures, designated municipalities and core cities	1) Training in accordance with teachers' experiences	Training for first-year teachers, training for ten-year veteran teachers (these two courses are designated by law), training for five-year teachers, training for 15-year teachers, training for 20-year teachers, etc. (these are implemented at the discretion of each board of education)
	2) Training in accordance with different roles	Training for principals, training for vice-principals, training for head teachers
	3) Specialized training	Training for head teacher in subject instruction, moral education, student guidance, career guidance, information education, etc.
	4) Long-term dispatch training	Dispatch of teachers to universities, research institutions, and private companies
	5) Social experience training	Dispatch of teachers to private companies and social educational facilities
Others	Training conducted by the municipal boards of education, training courses by educational research organizations and groups, in-school development courses, studies conducted by individual teachers	

\* The training to be implemented by the national government is conducted by the National Center for Teachers' Development.

195. The list below shows some of the in-service professional development courses implemented by prefectural boards of education

(1) Induction training for beginning teachers

The first year as a teacher is an important time to make connection with what is learned during the teacher training at the university and actual teaching at the school site. In order to help teachers increase their awareness as teachers and create the ground to develop independent educational activities, training for the first-year teachers was established in 1988.

first-year training is given to all new teachers working for national and public schools. The course starts on the day when they are employed and continues for one year. When a school gets a first year teacher, it has to have a guidance teacher to help the new teacher. While engaging in school management and subject teaching, the first-year teacher receives practical in-service training from the guidance teacher. The content of such training covers all matters necessary to fulfill the teacher's job. In addition, there are training opportunities outside of school that are implemented by education centers in each prefecture. Such opportunities include lectures about fundamental knowledge, observation of other schools, visits to and hands-on experience at social educational facilities, volunteer activities, and overnight trip programs.

(2) Training for the tenth-year teachers

Since April 2003, all prefectures, which are the bodies authorized to appoint teachers, have been put under an obligation to implement training for the tenth-year teachers as new training for all teachers who have ten years of teaching experience.

With this course, teachers are evaluated for their performances in teaching subjects and student discipline. Through a training plan based on the evaluation, this course is carried out to correspond to ability and suitability of each teacher. This course is designed to help improve teachers' teaching abilities. Also, the result of this course is evaluated afterward and utilized for future guidance and training.

The training for the tenth-year teachers and the training for the first year teachers are the two types of training that are stipulated by law. Of the teacher

training courses, these two are the only ones that the each prefectural board of education is obligated to implement.

(3) In-service training for teachers with teaching experience

The training according to teaching experience, together with the induction training for beginning teachers, is regarded as the basics of the teacher training system. Each prefectural board of education implements training for teachers who have five years, 15 years, and 20 years of teaching experience, in accordance with the current conditions and needs.

(4) Social experience training

Social experience training is designed to help teachers expand their perspectives as active members of society. In this course, teachers are sent to private companies, social educational facilities, and social welfare facilities. This course plays an important role in developing schools that are open to the public and facilitating cooperation between the school and the community. The implementation of social experience training has resulted in enhancement of personal skills, efficacy of school management, improvement of teachers' motivation, development of teaching skills, and expansion of teachers' perspective.

196. The national government promotes steady implementation of these courses by giving financial assistance to prefectures for the expenses needed to conduct the training.

197. In addition, there are role-based training courses for principals and vice-principals to help them acquire appropriate abilities and skills. There is also specialized training relating to subject teaching and student guidance in order to ensure the expertise of teachers. These courses are conducted at the discretion of each prefectural board of education.

Issues Related to Training

198. Due to increasing educational issues in recent years, further improvement of in-service training and reviewing its contents and methods are of importance. Improvement of teachers' teaching skills in accordance with each teacher's abilities and qualifications must be promoted, together with the development of

unique and distinctive schools.

199. Since the teachers' jobs for school education are basically subject teaching and student guidance, it is most important thing for teachers to acquire and develop adequate expertise as a teacher. This aspect must be effectively incorporated into the training.
200. As mentioned earlier, due to revisions in the system in 2002, the training course for ten-year teachers was established as a training course stipulated by law. The objectives of this course are to evaluate teachers for their abilities and qualifications and to develop training plans for each teacher based on the result of the evaluation. By incorporating case studies and small group formats, the course aims to help teachers improve their teaching skills in accordance with their abilities and qualifications. This training course, while focusing on subject teaching and student guidance, selectively takes up the areas that teachers are not familiar with to reinforce their knowledge in those areas. At the same time, this course takes up the areas that teachers are good at so that their expertise in those areas will develop further. In addition, the evaluation is carried out at the end of the course, in order to make use of it in future teaching practice and training.
201. Thus, the training for in-service training of teachers traditionally tended to be lecture-style with many people taking the same course at the same time. However, we feel the training system must be reformed to truly improve expertise of each individual teacher by incorporating the evaluation and a small group format.
202. In addition, due to changes in school management conditions, school administration and management must be developed creatively based on the considerations for the present and future of the children. To promote such development, various systematic reforms are under way. However, that alone is not enough. It is necessary to introduce a concept of system management to the schools. There is also a need to help principals improve their skills and abilities in order to display their individuality, and demonstrate their leadership and conduct effective school management.

203. Principals also need to clarify the current situation and issues of the school and the community and then set up their own objectives for the school so that their staff members will be able to work together aiming for the same goals. In order to realize this, principals should not only have an understanding of school education and school management but also gain the special expertise and wide range of learning that are necessary for administrators of organizations in general.
204. From these points of view, the Ministry is developing a curriculum to serve as a model of management training that is crucial to the school administrators March, 2003. And the Ministry also is going to show the model to prefectural boards of education at a meeting.
205. Additionally, in order to deal with various educational issues at the school site, it is necessary for the Ministry to make efforts to encourage and support teachers at their voluntary and independent research. For that reason, the Ministry is developing a curriculum for independent training using a method of E-learning that utilizes the Internet, so that teachers will be able to learn about areas they are not familiar with, gain needed skills, and further improve their fields of strength at school and/or home independently. And the MEXT is going to show the model to prefectural boards of education in the FY 2002.
206. It is essential to continuously encourage each prefectural board of education to review the contents and methods of training so that teachers will have a wider range of selection and choose the courses that correspond to their needs and/or issues at their schools.
207. It is also important to evaluate the results of training that has been conducted and give feedback to each teacher for use in her/his future teaching and training activities.

## **CHAPTER 5: APPOINTMENT OF TEACHERS**

### **5.1 Structure of Teacher Appointments**

#### Parties Who Appoint Teachers

208. As is mentioned in Chapter 3, teachers at public schools are selected and appointed from those holding teacher certificates and mainly by prefectural boards of education. As mentioned, the boards of education are located in not only each prefecture but also in municipalities which are included in each prefecture. The power to appoint teachers, in principle, lies with the board of education that has established the school to which teachers belong. However, the power of appointment at elementary schools and lower secondary schools, which are involved in compulsory education, does not lie with the municipal boards of education that are the founders of the school, but with the prefectural boards of education. Because it has been stipulated in the law that the salaries of teachers at elementary schools and lower secondary schools are borne by prefectures in order to maintain the level of compulsory education, the powers of appointment also belong to prefectures. As for upper secondary schools, the schools for the blind, the deaf, and the otherwise disabled, these can be established either by prefectures or municipalities, but generally speaking, it is prefectures that establish them in most cases. Moreover, in the first term course of secondary schools (corresponding to lower secondary schools) as well as schools for the blind, the deaf and the otherwise disabled, even when established by municipalities, the powers for appointing teachers reside with the prefectural boards of education. As a result, the teachers at those schools are mainly appointed by the prefectures.

209. “Appointment” here means that each person appointing an instructor is employing new personnel as a public school teacher after a selective procedure. Teachers employed by the each person are to be allocated to schools according to the types of certificates they possess, and they will be transferred to other schools by some years. (Transfers will be described in Chapter #6.) This chapter will herein describe the system for selecting personnel suitable to become teachers at the time when first appointed.

#### Selection Methods

210. Appointment of teachers is done not by a competitive examination but through selective procedure, which is different from that for other public

officials. There are following two reasons for that. First, the educational personnel certificate system serves as actual proof that certain abilities required of a teacher have been obtained. Secondly, in view of the content of the teaching profession's duties, which entail the instruction of children, a method of selection carrying out character evaluations more accurately is considered more appropriate.

211. Selection for teachers' appointments is normally carried out once a year in each prefecture. Most prefectures recruit applicants from around May to June, hold the first examination in July, and the second test around August or September. Precise schedules differ according to prefectures, but the first examination tends to be on the same day in many prefectures.
212. Students who would like to be employed as teachers after graduating need to take this selection examination before graduation. In Japan, it is common in early phase of senior year to take employment tests at companies etc. so as to be hired upon graduation. In recent years, the test schedules of companies have tended to become earlier in the hope of securing superior personnel. Many students in Japan regard employment at a company as one alternative even if they want to become a teacher. From this viewpoint, it would seem that there are even cases of choosing the company employment.
213. The method of selection varies from one board of education to another. At present, almost all of prefectures conduct, as the first test, a written examination to investigate some set academic abilities that are required of a teacher. Persons passing that test undergo a second examination that involves practical skills and an interview.
214. Contents of the examination differ according to types of school and teaching subjects to be taught. The written examination mainly checks those aspiring to the teaching profession on their knowledge about the particular subjects they would take charge of in addition to knowledge about general subjects and education. For the second examination, interviews, skills tests, essays, and aptitude tests are carried out in order to judge the candidate's qualities as a teacher. The candidates for appointment by each board of education are determined through an overall judgment of the test results. Meanwhile, in

recent years an increasing number of prefectures have been publicly releasing the questions on their tests once the examinations are over. The parts primarily subject to disclosure are the questions on the paper tests and the themes for the essays. The trend is desirable in bringing transparency to the appointment selection procedure.

215. Implementation of appropriate selection of candidates is necessary for obtaining persons who are suitable as teachers. The Ministry of Education, Culture, Sports, Science and Technology, in an attempt to reform traditional appointment selection methods, with the cooperation of experts in education, implemented research and study on teacher appointments for a period of about two years, starting in 1994. From the results, it was concluded that, in order to obtain a broad range of persons rich in individuality, as needed by schools, it would be necessary to move toward methods emphasizing character evaluations rather than stressing the paper test marks. Specifically, they recommended the following methods of selection :

(1) The paper tests should not adhere in examining of mere memory or very specialized knowledge to an excessive degree, but should evaluate the qualities and abilities required of teachers from a broad perspective.

(2) As for the interview, in order to judge the qualities and abilities of the individual from a broad perspective, various measures should be devised such as multiple implementation of such tests while securing sufficient time for testing, the introduction of group discussions, and thus diversifying the persons who carry out the interviews.

(3) Examinations to evaluate the abilities related to practical instruction of subjects and practical classes for appropriately assessing the candidate's practical guidance skills as a teacher ought to be introduced.

(4) Selection methods should be considered that will make it possible to appropriately evaluate varied experience in such areas as sports, cultural activities, volunteer activities, working experience in private enterprises, etc.

216. Moreover, in 1999, the Education Personnel Training Council, an advisory group to the Minister regarding teacher training, in addition to recommending even further moves toward selections emphasizing character evaluations, also stressed the importance of obtaining persons rich in personality and areas of special ability. And it proposed the following main measures. First, to

establish appointment selection methods and evaluation standards that respond to the respective situation of each applicant such as fresh university graduates, persons with teaching experience, or persons with experience working in private enterprise, etc. Regarding candidates with such experience, examples were given of selection by methods differing from those for new university graduates and that would involve evaluation of abilities based on practical experience without requiring general paper tests. Secondly, in the case of applicants for positions as foreign language or computer science teachers, possession of qualifications that publicly prove the abilities required for such instruction and their scores could be the target of evaluation.

217. The Ministry has informed the boards of education of these policies and urged them to reform selective procedures to be more appropriate. After completing the research begun in 1994, the Ministry has conducted surveys every year on the selection methods implemented by each board of education, summarized the results, made them public, and thus provided information. By implementing those policies, it has become clear that many boards of education have adopted the selection methods described above such as taking steps to emphasize character evaluation and recruiting persons with the qualities and a rich individuality required of teachers.

## **5.2 Data on Selection Methods**

### **Diversity on Selection Methods**

218. As a method to select teachers, it is appropriate to carry out various tests and not rely solely on the results of paper tests. The main contents of the examination ought to include interviews, practical classes, formulating instruction plans, on-site guidances and practical skill tests. In particular, the interviews, which make it possible to obtain detailed information on the applicants, has become more important, with many boards of education developing and implementing their own interviews.
219. At present, selection examinations are mainly carried out by a total of 59 prefectures and designated cities invested with appointment authority. Of that number: (1) 58 prefectures or cities have implemented both individual interviews and group interviews, (2) 42 prefectures or cities have chosen interviewers from private enterprise, (3) and 51 prefectures or cities have been

conducting group discussions. (All of these figures are from selection examinations in 2001 that were carried out to select candidates for appointment in 2002. The same applies to the following.) The figure in clause (2) represents the people in charge of personnel at private enterprises. There has additionally been an increase in localities bringing diverse private citizens, including clinical psychologists and representatives of parents, into the process. Ordinary interviews are conducted by board of education members and principals. But having not only such people connected with the schools engage in the evaluations of candidates to the teaching profession makes for a selection process carried out from truly diverse points of view, which in turn serves as a factor enabling more accurate judgment of a candidate's qualities as a potential teacher. The group discussion regarding (3) mainly involves a test in which groups of 5-10 persons discuss a certain topic. This is considered an effective method of judging the applicants' character.

220. Practical classes, which are implemented in 40 prefectures and cities, function as a test in which a candidate teaches a class for several minutes using a blackboard and pretending to be facing a group of schoolchildren. Formulating instruction plans is a test in which applicants must create within a limited period of time a lesson plan that expresses their planned course of advancing a class. This test has been implemented by 12 prefectures and cities. There are also cases where this is conducted along the practical classes. In the on-site instruction, the examiners take the roles of students, acting out a situation in which they seek the advice of the applicant who plays the role of a teachers. This is mainly a method for evaluating the response of the applicants in such situations. These various methods are effective in judging the practical teaching abilities required of teachers.
221. Tests of practical skills other than the aforementioned include those to judge the practical skills of applicants in subjects requiring practical instruction, such as music, physical education or English. These tests have been implemented respectively by 53, 58 and 59 prefectures or cities for those three subjects. Several prefectures and cities have recently introduced testing of personal computer skills from the standpoint of advancing information education. Especially in the case of elementary school teachers, who are responsible for all subjects, practical skill tests are being carried out in a wide variety of subjects, including swimming and music.

222. The tests described above are conducted to observe the practical teaching abilities of applicants as teachers in various situations. Implementation of such tests has increased in recent years, and each board of education reassesses the methods every year.

Table 5.1 Interviews (59 prefectures and cities)

Division	Implementation		Implementation Method				
	Implement ation of both 1 <sup>st</sup> and 2 <sup>nd</sup> examinatio ns	Implement ation of both individual and group interviews	Use of personnel directors in private enterprises as interviewer s	Use of clinical psychologis ts as interviewer s	Implement ation of practical classes	Implement ation of formuating instruction plans	Implement ation of on-site instruction
1995	42	55	-	-	-	-	-
2001	45	58	39	18	43	10	3
2002	46	58	42	22	40	12	17

Table 5.2 Practical Skills Test (59 prefectures and cities)

Division	Elementary Schools				Lower and Upper Secondary Schools	All Schools
	Swimming	Physical Education Practical Skills	Music	Drawing & Handicrafts	English (English Conversation)	PC Skills
1995	53	54	49	15	50	-
2001	57	52	52	17	59	35
2002	57	52	52	18	59	35

#### Evaluation of Various Activities and Qualifications

223. In order to judge the abilities and aptitudes of applicants from various aspects, many boards of education have established activities such as club

activities or volunteer activities and possession of special qualifications as the points for evaluation. Generally speaking, in an application submitted prior to taking tests, the candidates fill in entries about various activities they have experienced and qualifications they possess, or else they respond about such matters in interviews. 53 prefectures or cities carry out evaluations about volunteer activities, 54 about club activities, and 39 prefectures or cities regarding other special abilities or fields of special talent.

224. Furthermore, applicants holding special qualifications requirements which are by the boards of education, the total of 26 prefectures or cities have implemented partial exemptions from paper tests or practical skill tests. “Special qualifications” refers mainly to qualifications obtained in the United Nations Association’s Test of English or TOEFL test, or qualifications acquired in Japan in fields like English and data processing (computer skills, etc.). Qualifications that can serve as a factor in getting certain tests waived are viewed as those connected to the subjects the applicant would be responsible for. For example, qualifications concerning English would be applicable to English teachers, while those concerning data processing would apply to teachers of industrial arts or commerce.

Table 5.3 Evaluation of Experience in Club Activities, Volunteer Activities, etc.

(59 prefectures and cities, 2002)

Division	Filled in by applicants			Obtained during interviews		
	Elementary	Lower secondary	Upper secondary	Elementary	Lower secondary	Upper secondary
Club activities	54	54	50	51	51	47
Volunteer activities	53	53	49	51	51	47

225. In addition, persons who possess special skills and accomplishments in fields like sports or arts and want to become teachers of those fields may also be exempted from taking examinations. Such skills and accomplishments include, for example, in the field of sports, outstanding marks in an international sports meet or in the field of arts, outstanding marks in an arts or music international competitions.

226. The boards of education determine the requirements regarding such qualifications, and they set them up so high that few applicants will end actually exempted from taking examinations in reality.

### Special Selections

227. Special selections concentrate on applicants with particularly outstanding skills or accomplishments and rich experience. It is a selection that is carried out separately from the general selection, and recent years have seen an increase in the number of boards of education implementing it. As mentioned in Chapter 3, in addition to teachers with professional skills for education, it has become necessary for the present school education to make use of the abilities of outstanding persons from outside the school to realize diverse education.

228. The accomplishments and experiences that are the main requirements when boards of education implement such a selection are as follows:

(1) Selection concentrating on persons who have been recognized as having a high level of specialized knowledge and skills through working experience in private enterprises, etc.

229. In Japan, this is generally known as “selection of working adults.” “A working adult” means a person who has been employed in fields other than education up to the present. The selection can be implemented both in cases where the recruitment target is limited to a certain subject or when the recruiting is for all types of school. In the case where the subject is limited, the target of selection will be, for example, persons with the necessary abilities for teaching courses in industrial arts and commerce and who also have employment experience in those fields. This should make it possible to hire persons with an extremely high level of professional knowledge in their fields of instruction. On the other hand, when all types of school are targeted, the persons should have general social experience in areas other than education. The goal here is to employ persons from a wide range of backgrounds. Although selection methods vary from board to board, in many cases the paper test is dispensed with and the selection is implemented through the interview

and essay examination.

Example 1)

Special Selection for Working Adults

(Requirements for taking the test)

- Those who have at least five years experience of working in private enterprises (except for those from the education field), and who have qualifications listed below. Moreover, they must be persons who, as a result of their working experience, are recognized as possessing a high level of specialized knowledge or skills in subjects or fields like English, industrial arts (architecture), home economics, or commerce.
- Persons between 30 and 45 years of age, as of 1 April, 2002.
- Qualification requirements: English (semi-1<sup>st</sup> level in the Society for Testing English Proficiency English Test, Standard), Industrial Arts (1<sup>st</sup> level authorized architect and builder), Home Economics (professional cook), Commerce (persons who have passed the basic information technician test of the data processing technician tests), or persons having qualifications equivalent to the aforementioned.

(Selection Examination)

An interview, a health examination, etc. will be implemented for persons recognized as potential examinees as a result of the screening of documents.

Table 5.4 (Results)

	Appointment in 2002
Number of applicants	7
Number of appointments	1

Female, Upper secondary School (English)      Former media announcer, Class A  
on the United Nations Association's Test of English

Example 2)

Special Selection for Working Adults

(Recruitment Quota) One person each for elementary school, lower secondary school and upper secondary school

(Requirements for taking the test)

- Persons who have been working continuously for at least five years in a private enterprise and who have the necessary knowledge and enthusiasm required for the teaching profession.
- Persons born on April 2, 1962 or thereafter, as of 1 April, 2002 (less than 40 years

of age, compared to 35 years of age in general selection).

(Selection Examination)

The first test involves an essay and an individual interview. The second test is the same as that for the general selection.

Table 5.5 (Results)

		Appointment 2001	Appointment 2002
Elementary School	No. of applicants	3	4
	No. of appointments	1	1
Lower secondary School	No. of applicants	9	11
	No. of appointments	2	0
Upper secondary School	No. of applicants	8	11
	No. of appointments	0	1

(Appointment in 2001):

Elementary School, Employee at a foodstuffs manufacturer (36-year old male)

Lower secondary school (Science) Employee at a company connected with electronic devices (37-year old male)

Lower secondary school (Social Science): Employee at a software-related company (39-year old male)

(2002 Selection):

Elementary school: Employee at a company connected with construction of electrical facilities (37-year old male)

Upper secondary school (industry): Employee at a machinery-manufacturing company (31-year old male)

(2) Selections concentrating on persons with particularly outstanding achievements in international meets and competitions in the fields of sports and the arts.

230. This is generally referred to as the Sports & Arts Selection. As is the case with the previously mentioned test exemption, this selection has stiff requirements that include particularly outstanding achievements in international competitions in sports or the arts. The boards of education appoint persons selected by this way generally as teachers for subjects corresponding to the fields (physical education, music, arts) in which they fulfill the requirements. However, there are also boards of education that do not limit the selection to these subjects and appoint those who pass as teachers for types

of schools or subjects in according with the certificate possessed.

Example 3)

Sports & Arts Selection

(Requirements for taking the test)

• Persons with outstanding skills or accomplishments in the sports and arts fields listed below can apply for the special selection category.

(1) Persons who have represented Japan in sports events on an international level or persons who have achieved outstanding results in national sports meets or events of an equivalent.

(2) Persons who have had outstanding results in international competitions or exhibitions in the music or fine arts field, as well as persons who have had extremely outstanding results in national competitions and exhibitions.

(3) In addition, those persons who have outstanding experience or skills equivalent to the afore-mentioned, and where it can be expected that their experience will be especially effective in teaching children.

• Persons born on April 2, 1962 or thereafter, as of 1 April, 2002 (less than 40 years of age, same as for the general selection).

(Selection Examination)

Candidates are determined by means of the application documents submitted by applicants and the first examination is waived. The second examination is conducted in the same manner as for examinees in the general selection. However, the practical skills examination, which is a close connected to the contents of skills and accomplishments possessed by the candidates, is dispensed with.

Table 5.6 (Results)

	2001	2002
Number of applicants	477	276
Number of appointments	6	5

• Details about appointees

(Appointments in 2001)

Male, Upper Secondary School (Health and Physical Education):

Second place and third place in individual competitions of the All-Japan Kendo Championships

First prize in individual competition of the Prime Minister's Cup Kendo Championships

First Prize in the All-Japan Prefectural Kendo Tournament

Male, Upper Secondary School (Health and Physical Education):

Third place in the Basketball Championships of 18<sup>th</sup> Universiade in Fukuoka  
Eighth place in the Basketball Championships of 18<sup>th</sup> Universiade in Buffalo  
Three-Time Winner of the All-Japan All Star Championship (captain of corporate team)

Female, Upper Secondary School (Health and Physical Education)

Winner of the 100 H in All-Japan Business Track-and-Field Championships

4<sup>th</sup> place in the Track-and-Field 100H of National Sports Festival

Winner of 100H in the All-Japan Inter-College Track-and-Field Championships

Male, Upper Secondary School (Health and Physical Education)

Former professional baseball player

Female, Upper Secondary School (Music)

Grand Prix in the Saint-Nom-la-Breteche International Piano Competition, France

3<sup>rd</sup> Prize in Andorra International Piano Competition

(Appointments in 2002)

Female, Elementary School

6<sup>th</sup> Place in the Women's Ice Hockey Playoffs, Winter Olympics in Nagano

Winner in the All-Japan Women's Ice Hockey Championships (2 times)

Female, Lower secondary School (Health and Physical Education)

1<sup>st</sup> Place in the Women's 500-Meter Race in the Speed-Skating Division of the All-Japan Inter-College Ice-Skating Championship

1<sup>st</sup> Place in the Adult Women's 500 Meter Race in the Speed Skating Division in the National Sports Festival Ice-Skating Competition

Female, Lower secondary School (Health and Physical Education)

Holder of the Japanese Record for the Women's Pole-Vault Event

Silver Medal in the Women's Pole-Vault, 1998 Asian Games

Male, Upper Secondary School (Health and Physical Education)

3<sup>rd</sup> Place in the Decathlon, Japan Track-and-Field Championships

2<sup>nd</sup> Place in the Men's Decathlon, All-Japan Inter-College Track-and-Field Championships

Female, Upper Secondary School (Health and Physical Education)

Winner of the All-Japan Women's Ice Hockey Championship (2 times)

231. The above are the examples at present of selections actually conducted by boards of education. Such efforts have been promoted in various localities throughout Japan.

232. Almost all boards of education now require that those applying for selection hold a general certificate. However, as mentioned already in Chapter 4, it is possible to confer a “special certificate” and appoint persons as teachers who, though not possessing a general certificate, have outstanding knowledge, experience and skills. Yet, there are still a few boards of education that conduct selection taking conferral of this special certificate as a prerequisite. This is because, as previously-mentioned, many people in Japan possess the general teacher certificate, and in the selections conducted by the boards of education, the number of applicants vastly exceeds the number of persons who can be appointed. Nevertheless, for the sake of educational activities with teachers with a wide spectrum of specialized skills, a stance of actively hiring persons outside the school system is necessary, so the Ministry plans to promote use of the special certificate in the future.

233. At present, selection through conferral of the special certificate is limited mainly to particular subjects in upper secondary schools. Specifically, these are courses in industrial arts and commerce. Actual practical social experience in society for a certain period of time and possession of specialized knowledge are requirements in those fields.

### **5.3 Issues Concerning the Appointment Selection**

234. As mentioned already, many boards of education have devised various methods to conduct selections that emphasize evaluation of the individual. In order to secure persons having the appropriate qualities and abilities as teachers, there is a need to investigate effective methods that emphasize character evaluation even more.

235. One of them is cooperation between universities and boards of education. For example, under the cooperation between these two parties, there are activities where the students, who are enrolled in a teacher training course at a university and aspire to be teachers in the future, give support to teachers at schools. This has the advantage of helping students to become aware at an early stage whether or not they have the qualities and abilities required of a teacher.

236. Another method entails the appropriate application of the conditional employment system. As mentioned earlier, teachers appointed by prefectural boards of education are conditionally employed for the first year. After achieving a favorable evaluation of their performance during this period, they are to receive formal appointment. By appropriate application of this system, it would be possible to appoint persons who truly have the qualities and abilities required of teachers, which would lead to an overall improvement in the needed qualities and abilities of teachers. Moreover, newly appointed teachers are to undergo one year of induction training while working at schools after their appointments.

237. As for the special certificate, as a result of revisions in 2002 of the Education Personnel Certification Law, the Bachelor's degree as a requisite for its conferral, and the validity period of 5-10 years for it were abolished. One reason why selections making use of the special certificate have not progressed much would seem to lie with these limitations. For example, even when boards of education wanted to employ as general teachers persons outside the school with outstanding skills and experience, it was not possible to award the special certificate to those if lacking a Bachelor's degree. And even when it was possible to award the degree, it was necessary to renew the certificate after a validity period lasting a maximum of 10 years. However, with the revisions of 2002, it is now possible to award the special certificate even to persons who do not hold a Bachelor's degree, and the certificate remains permanently valid. This has helped to widen the range in which the system can be applied. It is expected that boards of education will make use of this system more in order to recruit a wide spectrum of human resources as teachers.

## CHAPTER 6: MEASURES TO KEEP CAPABLE TEACHERS AT SCHOOL

### 6.1 The Current Situation in Japan

#### Data and Characteristics Regarding Teachers' Resignations

238. Data about Teachers' Resignation (see Table 6.1)

As you can see in the table, the total number of teachers in national, public and private elementary, lower, and upper secondary schools was 1,040,150, as of October 1, 2001. On the other hand, the total number of teachers who resigned from April 1, 2000 to March 31, 2001 came to 39, 545 ( School Teacher Survey, 2001 by Ministry of Education, Culture, Sports, Science and Technology (MEXT)). The ratio of those who have resigned to the entire number of teachers was 3.8%. When those who retired are excluded, the figure becomes approximately 2.12%.

Table 6.1 Turnover of Teachers in Japan (Total at national, public and private schools )

(1 April 2002 ~ 31 March 2001 )

(Unit: person )

	Retirement (including Recommended )	Illness	Demise	Job Change	Entrance into Universities, etc.	Others	Total
Elementary Schools 387,098	5,876 (1.52%)	216 (0.06%)	213 (0.06%)	765 (0.20%)	23 (0.01%)	2,226 (0.58%)	9,319 (2.41%)
Lower Secondary Schools 241,985	3,768 (1.56%)	140 (0.06%)	166 (0.07%)	985 (0.41%)	39 (0.02%)	1,831 (0.76%)	6,929 (2.86%)
Upper Secondary Schools 255,803	6,720 (2.63%)	209 (0.08%)	225 (0.09%)	876 (0.34%)	58 (0.02%)	2,225 (0.87%)	10,313 (4.03%)
Kindergartens 101,835	394 (0.39%)	289 (0.28%)	85 (0.08%)	2,335 (2.29%)	74 (0.07%)	8,491 (8.34%)	11,668 (11.46%)
Other Schools 53,429	756 (1.41%)	34 (0.06%)	36 (0.07%)	102 (0.19%)	4 (0.01%)	384 (0.72%)	1,316 (2.46%)
Total 1,040,150	17,514 (1.68%)	888 (0.09%)	725 (0.07%)	5,063 (0.49%)	198 (0.02%)	15,157 (1.46%)	39,545 (3.80%)

1 The total number of teachers is as of 1 October 2001

2 Percentages in parentheses are the percentage of teachers who resigned in the total number of teachers

3 'Other Schools ' consist of secondary schools, schools for the blind, schools for the deaf and schools for the otherwise disabled

239. The following refers to the possible factors for the relatively low percentage of resignation, and why teachers stay in their jobs and what enhances a teacher's motivation.

## **6.2 Institutional Strategies for the Educational Personnel Certificate System**

### **System for Upgrading the Teacher Certificate System**

240. The current educational personnel system is based in principle on teacher training at an university. Completion of the teacher training course at an university is a basic requirement for a teacher certificate. At the same time, for those in-service teachers who already have a teacher certificate, there is an existing system so that the result of training will be reflected in their certifications. For example, when in-service teachers continue with training and pass the Educational Personnel Examination conducted by prerectual boards of education, those who have the second-class certificate will receive the first-class certificate and those with the first-class certificate will get the advanced certificate. This is meant to encourage their motivation for training and to improve their abilities and skills.

241. Specifically, for example, in order for teachers at elementary schools with first-class certificate to obtain the advanced certificate, three or more years of teaching experience with good marks and 15 or more credits at a graduate school are required.

242. Then, in order for teachers at elementary schools with the special certificate to obtain the first-class certificate, or in order for teachers with the temporary certificate for elementary schools to obtain the second-class certificate, six or more years of teaching experience and 45 or more credits are required in view of the fact that they did not take the teacher training at a university. However, once their teaching experience exceeds six years, the required number of credits will decrease by five per year. The required number of credits may decrease down to ten at most.

243. These required credits are usually taken at an university. However,

teachers are allowed to take those credits through a different curriculum other than the teacher training course at an university. They may also obtain these credits by taking courses recognized, under the Education Personnel Certification Law, implemented by prefectural boards of education and/or designated city boards of education under the accreditation of the Ministry. There are also recognized extension courses under the Teacher certificate Law implemented by the universities that offer teacher training courses accredited by the Ministry.

#### Obligations to Strive to Obtain the Upper Level Certificates

244. Teachers with the second-class certificate are obligated to make efforts to obtain the first-class certificate, according to the Education Personnel Certification Law.
245. This developed out of a report by the Personnel Training Council in 1987, that suggested that the first-class certificate, which has a Bachelor's degree as a basic qualification, be regarded as proof of the standard level of qualities and skills expected of a teacher. So in 1988, this obligation was newly established with the goal of encouraging teachers holding the second-class certificate which has the equivalent of a junior college degree as its basic qualification, to acquire the first-class certificate.
246. In response to this obligation, several measures have been taken to encourage teachers' voluntary participation in training and to make it easier for them to obtain the required credits. For example, when teachers with the certificate for elementary or lower secondary schools (including corresponding sections at special schools for the blind, deaf, and the other disabled) are to receive the first-class certificate under the upgrading system, and if more than 12 years have passed since the date of their appointment (in the case of national and public schools) or employment (in the case of private schools), the prefectural boards of education with jurisdiction over those teachers' schools are required to contact with those teachers about their opinions within 3 years from the date on which their teaching career reached the 12-years mark. Then based on teachers' opinions, the prefectural boards of education are supposed to stipulate university teacher training courses or workshops approved by the Ministry where they can obtain the credits necessary to receive the first-class

certificate.

247. When teachers are assigned by their prefectural boards of education to take a university teacher training courses, the boards of education that appointed them, or the schools that hired them, must try to provide them with opportunities to take credits in the teacher training courses at the designated universities.
248. On the other hand, the minimum number of credits for teachers who did not take the required credits within three years after reaching twelve years of employment and did not manage to receive the first-class certificate, which was once reduced to 10, was to be raised back to the original number of 45. Moreover, a measure to reduce the number of credits according to the number of years in the teaching profession was not implemented thereafter.
249. In this way, by setting up differences in the levels of the teacher certificates, establishing a system for teachers to obtain a higher level of teacher certificate, and taking measures to promote teachers to upgrade their certificates mainly from the second class certificate to the first class certificate, teachers are becoming encouraged to participate voluntarily in training to improve their qualities and abilities even after they obtain a certificate.

### **6.3 Personnel Management of Public School Teachers**

#### **The Teacher Evaluation System**

250. At the school site, teachers are expected to make positive efforts to improve their academic instruction and student guidance and also to participate in school management. Raising teachers' motivation and their skills is a matter of importance. In order to advance such undertakings, it is important to reward teachers who have been striving very hard and have considerable achievements. In other words, there is a need to evaluate the abilities and performances of each and every teacher properly and to make suitable use of such evaluations in their allocation, treatment, and training.
251. However, in Japan, because of opposition to performance evaluations by employee organizations in the 1960s, few boards of education implemented such evaluations and thus could not properly utilize the results of evaluation in

allocation, training, and especially in the treatment of teachers.

252. More recently, since the 2000s, some boards of education have started introducing a system to implement teachers' performance evaluations and properly utilize the results in their allocation, training, and treatment. The Tokyo Prefectural Board of Education has introduced "a teaching personnel rating system based on ability development" from the 2000 academic year. The Kagawa Prefectural Board of Education has started implementing a new evaluation system from the 2001 academic year. The Kanagawa Prefectural Board of Education and the Osaka Prefectural Board of Education have been trying out new evaluation and development systems from the 2002 academic year. The Hiroshima Prefectural Board of Education decided to introduce a new teacher evaluation system in the 2003 academic year.

253. The Ministry is also planning to entrust all prefectural and designated city boards of education with introducing a system to evaluate teachers' performances and properly utilize its result in the allocation, training, and treatment of teachers. The prefectural and designated city boards of education that have already introduced such systems will be entrusted with conducting "research on teacher evaluation" to improve the system.

#### The Handling of Teachers with Insufficient Abilities

254. The success or failure of school education greatly depends on the abilities of teachers who have direct responsibility for school education. Therefore it is very important for schools to make sure that they have teachers with sufficient abilities.

255. Although the number is low, there are some teachers who are not suitable to teaching. For example:

- (1) Teachers who are self-centered, refuse to listen to others, and unable to carry out proper and necessary communication with students and their parents.
- (2) Teachers who use harsh and violent language with elementary school children during classes and intimidate them.
- (3) Teachers who use only printed handouts for their lessons and have students work on their own most of the time.

People with such problems in their qualities and abilities as teachers do exist

256. The existence of these teachers not only significantly influences the education of students but also greatly damages parents' and the community's trust in teachers and the entire school.
257. Because of this, since the 2001 academic year, the Ministry has been entrusting all prefectural and designated city boards of education with constructing a human resources management system for teachers of insufficient ability. This system is to identify teachers with problems, help them receive continuous guidance and provide training to restore their qualities and skills. This system is also supposed to mete out appropriate punishment, such as dishonorable discharges for teachers who are judged to be difficult to restore to a teaching job.
258. Also in 2001, the "Law Concerning Organization and Functions of Local Educational Administration" was partly revised. With the revision, prefectural boards of education are now able to transfer elementary and lower school teachers with insufficient teaching skills to positions other than teaching, provided that the problems of those teachers are not serious enough for dishonorable discharge. This revision went into effect in January 2002.
259. Thus, by conducting appropriate human resource management, having the results of that reflected adequately in their treatment, and taking suitable measures to deal with teachers of insufficient ability, it can be possible to retain at the school site teachers with sufficient aptitude for the job.

#### **6.4 Appropriate Personnel Allocation**

##### **Broad-based Personnel Allocation**

260. As a rule, the party authorized to appoint public school teachers is the boards of education of the local governments where the teachers work.
261. However, because the law concerning the shared payment of the public school teachers' salaries, prefectures, --not municipalities (which are the founders of schools)-- are required to pay for the following expenses: salaries, retirement benefits, pensions, temporary pensions, travel expenses and other benefits for principals, vice principals, teachers, nurse teachers, assistant

teachers, assistant nurse teachers, dormitory caretakers, school lunch nutritionists, and clerical officers at public elementary schools; lower secondary schools, the first-term course of secondary schools; schools for the blind, the deaf, and the other disabled. These officials are called “educational personnel paid by prefectures”, and they are appointed not by municipal boards of education, which are the founders of the schools but by prefectural boards of education.

262. Since the fiscal scale of prefectures is greater and more stable than that of municipalities, the system of teachers’ salary payment by prefectures was designed to help schools hire the needed number of excellent teachers. Under this system, prefectures are required to pay for teachers’ salaries. The system also aims to achieve the following through broad-based personnel exchanges.

(1) Efficient employment and teaching personnel relocation administered by the entire prefecture in order to realize a balanced allocation of teachers in terms of their teaching experience and subject areas.

(2) Improvement of teachers’ qualities and abilities by having them gain various working experiences, such as teaching at large -scale schools in cities, small-scale schools in remote rural areas, and schools with teaching difficulties.

(3) Maintenance and improvement of educational standards, in addition to realization of equal educational opportunities by securing excellent teachers for remote rural and mountainous areas.

263. There are some special rules for the treatment of teachers whose salaries are paid by the prefectures. Some of the major rules among them are as follows.

(1) Municipal boards of education should evaluate teachers in terms of appointment and dismissal. Prefectural boards of education should wait for evaluation reports before appointing and/or discharging teachers.

(2) The fixed number of teachers (excluding temporary and part-time teachers) is determined by prefectural ordinances. The fixed number of teachers by school type in each municipality is determined by the prefectural boards of education in consultation with their municipal boards of education.

(3) Specifications regarding salaries, working hours, and other working conditions are regulated by prefectural ordinances.

(4) Matters regarding appointments, dismissals, legal status, and disciplinary punishment that are to be stipulated under the provisions of the Local Public

Servant Law, are regulated by prefectural ordinances.

(5) Performance evaluations of teachers shall be conducted by municipal boards of education based on plans determined by the prefectural boards of education.

#### Transfers of Personnel

264. Personnel relocation is conducted in accordance with the needs and actual conditions of each prefectural and designated city board of education. Generally, each prefectural and designated city board of education sets out a basic policy for personnel relocation and regulates the period of working at one school (for example, as a general rule, the typical period of working at one school is five to seven years), and the basic policies regarding the workplace (for example, a working term, one shall be sent to a remote rural area at least once); and relocations of teaching personnel take place in accordance with these rules. As mentioned in the preceding paragraph, the major characteristic of teaching personnel relocation in Japan is that it allows for wide-ranging exchanges of personnel. That is, through such broad-based personnel exchanges, the gap in educational standards among areas is alleviated and a well-balanced teaching personnel allocation is realized. At the same time, teachers are able to improve their qualities and abilities by experiencing various school settings.

265. Teachers have the status as local public servant although their salaries are paid by the prefecture. Opinions of municipal boards of education ought to be reflected since they have authority to supervise teachers' performance. Having two executive bodies share official work for personnel management of teachers enables the proper allocation of personnel, improvement of educational standards, and facilitation of teaching personnel administration. For that reason, prefectural boards of education wait for the evaluation reports of teachers from municipal boards of education before appointing and/or discharging teachers. (Law Concerning Organization and Functions of Local Educational Administration article 38, section 1 )

266. Furthermore, because principals always work with junior teachers and supervise them at school, they are very familiar with their working situation, competency, aptitude, eagerness, character, family circumstances and hopes concerning positions. Therefore, they are supposed to be capable of offering

their opinions regarding appointments, dismissals, and other personnel affairs pertaining to the teachers who work at their particular school. (Law Concerning Organization and Functions of Local Educational Administration article 39 )

267. The Central Council for Education submitted a report in September 1988, which made the following suggestions about reviewing teaching personnel affairs.

(1)Appropriate reviewing of policies and standards for personnel relocation, involving matters like employment, transfers, and appointments of principals and vice-principals should be carried out consistently in order to have planned personnel administration that responds to the needs of the school and the community.

(2)Measures should be devised to raise teachers' sense of belonging and their desire to participate in developing their schools. While giving adequate consideration to the importance of the growth of professional skills through experiencing employment in various different schools and different regions, care should be taken, for example, to incorporate the concept of a base school where the teacher in question will work either for a relatively long time or work there more than once.

## **6.5 Social Experience Training Program for Teachers**

### **Objectives and Outline of the Social Experience Training Program**

268. It is very important for teachers to have various experiences outside of school in order to expand their outlook as active members of society. For this reason, the Ministry promotes steady implementation of social experience training programs by providing financial aid to prefectural boards of education to pay for expenses.

269. There are two types of the social experience training programs. One is a short-term program for less than one month; the other is long-term and ranging from one month to one year.

270. The short-term social experience training program is conducted as part of the induction training for beginning teachers and lasts for one year beginning from their appointment date, or else as part of teacher training for experienced teachers implemented according to their teaching experience, such as fifth-year

teacher training.

271. In the induction training for beginning teachers, as part of training outside school, social experience training programs are implemented at private companies, social welfare facilities, and social educational facilities. These courses have been producing positive results. In the 2001 academic year, many prefectures implemented social experience training programs at private companies and facilities outside of school.

Table 6.2. The number of social experience training programs (47 prefectures and designated cities)

Place of Training	Elementary Schools	Lower Secondary Schools	Upper Secondary Schools	Schools for the Blind, Deaf, and Otherwise Disabled
Private Companies	44	43	38	30
Social Welfare Facilities	69	69	51	51
Social Educational Facilities	71	70	51	37

The number of teachers expected to take the induction training for beginning teachers: 11,969

272. As training for experienced teachers, many teachers have been sent to private companies and other facilities for social experience training and they have been achieving positive results. (FY2000 plan)

Table 6.3. The number of social experience training programs for experienced teachers

Types of Training	Elementary Schools		Lower Secondary Schools		Upper Secondary Schools		Schools for the Blind, Deaf and the Other Disabled	
	Number of Courses	Number of Participants	Number of Courses	Number of Participants	Number of Courses	Number of Participants	Number of Courses	Number of Participants
Social Welfare Facilities	198	5,049	188	3,719	100	2,225	73	480
Social Educational Facilities	97	2,313	91	1,430	55	1,157	40	184
Volunteer Experiences	49	4,611	46	2,751	49	2,996	29	345
Private Companies	152	2,268	166	1,243	52	1,854	68	402

273. Through the social experience training program, teachers experience a working environment that is entirely different from that at school. Teachers can improve their interpersonal skills by dealing with a wide range of customers and further expand their outlook as active members of society. At the same time, they have opportunities to understand what society requires from school education. The results of these social experience training programs are reflected in school educational activities through improvements in their teaching skills and communication with students and their parents.

274. Indeed, the following results were reported from teachers who took a social experience training course in the induction training for beginning teachers and/or the training for experienced teachers.

- (1) I realized the importance and the seriousness of cooperation and responsibility through the training at a company, which expanded my perspective as an active member of society. I was able to learn the basics of customer treatment and the rules of the business world. (Training at a hotel)
- (2) Through interacting with the workers, I was able not only to deepen my understanding of elderly people but also to see the problems related to aging from various aspects. (Training at a nursing home)
- (3) With the aim of developing schools being open to the community, I was able to expand my perspective for interacting with people. (Training at a social educational facility such as a civic center)
- (4) I experienced the difficulties and joys of agriculture. I learned the importance of a passion for work and renewed my sense of mission as a teacher. My dimension as a human has expanded. (Training at a farm)

#### Achievements of Long-term Social Experience Training

275. By sending teachers to private companies and/or other facilities for a certain period ranging from one month to one year, the long-term social experience training is becoming popular nationwide and helps instructors attain solid results from their social experience.

276. As shown in the table below, the number of teachers sent to private companies is increasing every year in reflection of the importance of long term social experience training programs.

Table 6.4 The number of long term social experience training program

Academic year	The number of boards of education that implemented these courses	The number of teachers dispatched				
			Private companies	Social welfare facilities	Social educational facilities	Others
1989	1	1	1	0	0	0
1994	3	31	29	0	0	2
1996	15	319	242	57	14	6
1998	43	723	484	165	36	38
1999	46	817	544	158	34	81
2000	58	1,042	702	186	60	94
2001	73	1,295	880	230	75	110

2002	74	1,353	907	240	71	135
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Note 1: The table shows the numbers of teachers dispatched, broken down by types of facilities (i.e. private companies, social welfare facilities, social educational facilities, and others)

Note 2: The number of boards of education that implemented these courses includes both prefectural and designated city boards of education. Core city boards of education are also included from the 2000 academic year.

Note 3: The figures for the 2002 academic year are projected numbers.

277. In order to promote such training actively, the Ministry has been providing financial aid for expenses to implement the long-term social experience training program since the 2001 academic year. The Ministry also subsidizes expenses to hold report meetings so that the teachers dispatched develop reports on their experiences to share their achievements with other teachers.

278. Each prefecture sends teachers to various facilities. Some of the main facilities are shown in the table below.

Table 6.5 List of the facilities for long-term social experience training

Private companies	hotel, department store, grocery store, retail, TV station, newspaper company, etc.
Social welfare facilities	nursing home, children welfare facility, welfare facility for the disabled, etc.
Social educational facilities	civic center, library, gymnastic facility, museum, art gallery, etc.
Others	prefectural office, nonprofit organization, child counseling office, etc.

279. Through these short-term or long-term social experience training programs, teachers who have only teaching experience after graduating from an university will expand their outlooks and improve their interpersonal skills. Consequently, it results in gaining the extensive qualities and abilities needed for teachers to deal with children's character formation.

## **CHAPTER 7: FEATURES AND THEMES OF NATIONAL TEACHER POLICY**

### **7.1 Features of National Teacher Policy**

280. The previous chapters have discussed Japan's teacher policy, focusing on the institutional aspects. An overview of these institutions sets forth the following points as the features of the national teacher policy.

#### Securing outstanding teachers with institutional and financial measures

281. First of all, from the standpoint of guaranteeing the nation's educational level, some institutional and financial measures, such as the Educational Personnel Certificate System, the Education Official systems, the favorable salary treatment, and the National Treasury Share of Compulsory Education Expenditure System have been enacted. These institutional and financial measures enable the securing of outstanding teachers and the dissolution of regional disparities in educational levels so that a certain level of education can be guaranteed throughout the nation.

282. For example, the educational personnel certificate system is based in principle in training at universities and plays a role in securing the minimum qualities expected of teachers. National and public school teachers have the double status of public servant and educational public servant, and favorable treatment measures have been devised in regard to their salaries, too. Furthermore, since the national government and prefectures, which have stable financial power, bear the salaries of teachers in compulsory education, this prevents disparities in educational levels from arising among municipalities because of differences in finances. Moreover, the prefectural governments' implementation of wide-ranging personnel system enables sustaining and improving regional educational levels and also helps teachers to accumulate diverse experiences. Thus, the various systems and financial measures, such as the National Treasury Share for Compulsory Education Expenditure System, serve as indispensable institutional bases in securing outstanding teachers, and they play a large role in maintaining and guaranteeing the educational level of the entire Japanese nation.

#### Systematic quality improvement policies through training, appointment and in-service training

283. Secondly, a systematic policy to improve teachers' qualities is taken through all processes, recognizing the training, appointment, and in-service training as a unit.

284. For example, the teacher certificate is in principle acquired by learning the certain necessary curriculum in higher education institutions like as a university, and there is a system for incumbent teachers to acquire an upper grade certificate through training. Moreover, teacher certificate holders, who are produced by various universities under open systems, will be recruited as teachers through selections emphasizing character and devised by each prefecture and designated city. In addition, the induction training for beginning teachers is compulsory for national and public school teachers in the initial year of their appointments, as they must learn the fundamentals for future activities as teachers. Furthermore, in-service training has been prepared for veteran teachers such as training corresponding to the teaching experience, specialization, and theme. Moreover, a leave-of-absence system is provided to acquire the next higher class certificate at a graduate school. It is important to promote such undertakings hereafter to improve teachers' qualities through the stages of teacher training, appointment, in-service training.

## **7.2. Themes in teacher policy**

285. The following points are essential to the issue of national teacher policy in the future.

### Developing trustworthy schools and new teacher assessment systems

286. First of all, it is important to advance undertakings in reliable school development and properly reward teachers for trying hard and producing great results in order that each school can respond to regional needs and engage in distinctive educational activities from now on.

287. Developing reliable schools means that by actively releasing information to parents and guardians and the local residents, fulfilling the obligation to explain, and gaining mutual comprehension, a school can ask the parents/guardians and local citizens for understanding and cooperation in school management. Moreover, the teaching staff can unite under the principal's leadership, so that the school can display its power as an

organization. It is, furthermore, thought that undertakings in developing reliable schools everywhere can contribute considerably to raising the qualities of each individual teacher.

288. It is additionally necessary for individual teachers' abilities and achievements to be accurately assessed so that the teachers will display their skills to the maximum, all the while improving their own qualities and abilities. The Central Council for Education's report of 2002 recommends undertakings to introduce systems of evaluating teachers, including a means to reward outstanding ones. Some local government bodies have already launched such systems whereby a teacher's skills and achievements are appropriately assessed, and that gets linked to their posting, treatment, and so on. The national government established budgetary measures to support such local governments, and the measures for teacher assessment are expected to make progress in each prefecture and designated city.

In-service training and assessment corresponding to the individual teacher's abilities and aptitude

289. Secondly, schools must not to stop at uniform education but also undertake distinctive educational activities based on the actual circumstances and needs of the locality and children. For that reason, it is important to raise the qualities and abilities of teachers in accordance with the abilities and aptitude of each and every one of them.
290. In regard to the training for experienced teachers, which is implemented by prefectural boards of education at present, it has been pointed out that the contents and methods are standardized, and there are few training opportunities responding to teachers' needs. Therefore, for example, the Training Program for Teachers with 10 years of Experience will be introduced from the 2003 academic year. In that program, Japan is bringing in a new method which involves carrying out evaluations of teachers whose teaching experience has passed 10 years on the job and then using those as the basis for formulating a training program designed for each individual teacher. Undertakings aiming to raise their level of specialized knowledge as educational professionals have been launched, too. Such programs have been

established not only in the education centers of each prefectural board of education, for they are utilizing university and graduate school classes and expected to become diverse and responsive to needs.

291. Furthermore, the results of training will be assessed through the lessons and class management carried out by teachers after receiving it and will be put to use in guidance of individual instructors thereafter. And there are also demands for feedback for reforming the program.

292. In this way, it will be important from now on to grapple with diverse and effective in-service training based on an accurate grasp of each individual teacher's skills and suitability and use evaluations in constantly working to reform them.

#### Collaboration of prefectural boards of education with universities in improving teachers' qualities

293. Thirdly, it is important to promote effective improvement of teacher qualities through collaboration between the universities, which train teachers, and the prefectural boards of education that hire teachers and provide in-service training.

294. Indeed universities and the prefectural boards of education make every effort to foster outstanding teachers from their respective positions. Yet, up until now there have been cases in which they have not dealt adequately with developing positive cooperation in understanding mutually what kind of teachers they are seeking and in how they should grapple with an awareness of problems. However, prefectural boards of education and universities must promote the policies improving teachers' qualities comprehensively and systematically under mutual organic cooperation in order for the policy at each stage of teacher training, appointment, and in-service training to be implemented through a more organic relationship. At the same time boards of education should be involved in the methods of the teacher training stage, and universities with the methods of the appointment and in-service training stages.

295. Therefore, in order to secure appealing and outstanding teachers, universities and prefectural boards of education need to clarify their respective “image of a desirable teacher” and how to train them. They also should understand each other and exchange opinions frankly as partners. From the perspective of the boards of education’s concerns about whether the teacher training at universities is truly responding to the needs at issues at the school site and from the universities’ concerns about whether the policies carried out by the boards of education related to teacher appointments and in-service training are dealing with changes in the times and society, it is important for both sides to deepen understanding as partners in order to exchange opinions constantly and acquire shared recognitions.
296. It is desirable for universities and prefectural boards of education mutually to put their own human and intellectual resources to the maximum use to improve of teachers’ qualities and abilities. It is expected that both school education and university education would be more fulfilled in various ways. For instance, in order to raise the sense of mission in teachers and make them fully aware of their own suitability for the teaching profession, school-supported volunteer activities by university students should be promoted; teachers and educational administrators ought to be used for lectures in universities for subjects related to the teaching profession’s significance; and university professors should participate in school classes. And by having all this reflected in the contents of the instruction methods for each subject, both school education and university education are expected to be improved all the more.
297. In addition, various ways for universities and boards of education to cooperate can be considered, such as by carrying out joint research on creating a more appropriate appointment selection process in line with their “image of the desired teacher,” which has gained shared recognition. Or they could incorporate university lectures in training programs or universities could cooperate in the development and implementation of in-service training programs. There are demands for universities and prefectural boards of education to establish the cooperative conference in each region, and promote organic, continuous, and effective communications to foster outstanding teachers.

## COMPILATION OF RELATED TERMS

**\* National Treasury's Share toward Compulsory Education Expenditure System:**

This is a system whereby the Japanese national government bears one half of the expenses fixed under the Compulsory Education School Laws.

**\* Education Reform Plan for the Twenty-first Century:**

After receiving the National Council on Educational Reform's report, the Ministry of Education, Culture, Sports, Science, and Technology formulated this plan in January 2001, which both presents an overall picture of its undertakings in educational reforms and indicates concrete principal measures, the issues to be dealt with and the time schedule, as well.

**\* The Courses of Study:**

These form the general standards fixed by the national government concerning the objects and contents of each subject. Their objectives have consisted of aiming to realize the goals of education determined under law and to maintain the level school education.

**\* Period for Integrated Study:**

After receiving a report from the Curriculum Council, this was set up with the goals of securing a period in which distinct educational activities could be developed in response to the actual circumstances in the particular region and school.

**\* The Principle of Management by the Founders:**

This means that the founders of a school manage it; and except in cases especially fixed under law, they bear the school's expenses.

**\* The Principle of Founders' Burden:**

This means that, except in cases especially fixed under law, the founders of a school are to bear its expenses.

**\* Central Council for Education:**

This is a body that undertakes studies and deliberations on important policies related to the furtherance of education, the advancement of lifelong learning, and the promotion of sports, and also expresses its opinions to the Minister of Education, Culture, Sports, Science and Technology in response to the Minister's inquiries. In January 2001, it was established anew consolidating and fusing seven deliberative

councils of the old Ministry of Education, Sports, Science and Culture as part of the reforms of the national government ministries and agencies.

**\* Boards of Education**

All Japanese prefectures as well as municipalities must establish their own Boards of Education. The Boards of Education are executive bodies of the representative system administering local government. Their objectives are to respect regional autonomy, guarantee the political neutrality of education, and handle the stable implementation of specialized educational administration.

**\* Period of Conditional Appointment System:**

Teachers in elementary, lower secondary, upper secondary schools as well as in schools for the blind, the deaf, or the other disabled may have a conditional appointment for a period of one year from the time they are hired. During the period of conditional appointment, such a teacher can be fired or otherwise punished against his or her will without a reason fixed under law. A person who carries out his or her duties with a favorable record during this period will be formally hired.

**\* School Advisor:**

Based on the recommendation of a school's principal, the Board of Education entrusts learned people, representatives of youth organization, and parents or guardians as school advisors, who state opinions and offer advice concerning school operations at the principal's request. From FY 2000, it has become possible to have such advisors at each school.

**\* Teacher Certification Course:**

In order to obtain a teacher certification, the prescribed courses and credits must be acquired in a university, etc. From FY 2000, the period of teaching practice was extended as a requisite for obtaining certification for lower secondary school teaching. Moreover, learning experiences such as a week of nursing care have come to be imposed as a requisite for acquiring elementary and lower secondary school teacher certification.

**\* Open System Principle:**

This means that if any graduate of a university that has a teacher training program acquires the prescribed courses and credits, he or she

will be given a teacher certification.

**\* Personnel Committee (Fair Play Committee):**

This is a body with the final authority, along with those in the position to make appointments, concerning personnel administration in regional public entities. Under ordinance, such a committee should invariably be set up in each prefecture and in designated cities.

**\* Plan for Lively Schools:**

This involves the concept of introducing into schools throughout Japan over a three year period the targeted figure of about 50,000 working members of society who possess diverse experiences. By applying the knowledge and experiences of such people into the instruction of young children and pupils in school educational activities, we aim to activate school education further and to realize an education that reaches the eyes of each and every person.

**\* Emergency Special Grants for Creating Local Employment:**

These are subsidies for regional public entities to implement operations that create emergency as well as temporary employment in accordance with the actual situation in the locality. The regional public entity implements individual enterprises that are highly effective in creating employment with this grant-in-aide as the revenue source.

**\* Supervisors:**

This term refers to the people engaged in the clerical work concerned with the curriculum, school instruction in addition to the guidance in specialized matters related to school education. They are supposed to be placed invariably within the Secretariat of a prefecture's Board of Education. And placing such supervisors within the Secretariats of the Boards of Education of municipalities has been strongly recommended, as well.

**\* Principle of Suitable Certification:**

This means that education personnel must be people who possesses the certification suitable for the work in each school as fixed under the Education Personnel Certification Law.

**\* System of Teachers in Charge of Particular Subjects:**

With each subject in lower and upper secondary schools, a person holding a teacher certificate for that subject takes charge of the course.

**\*Educational Personnel Examination:**

The prefectural boards of education conduct character and physical examinations in order to judge the specialized knowledge and skills in subjects deemed necessary of teachers, and then those who are judged as being suitable to receive a teacher certificate will be awarded with a teacher certificate.

**\* Tests for Teacher Certificates:**

These tests are carried out to open up a path to the teaching profession for those who did not take teacher training courses in a university but who aspire to the teaching profession and have developed qualities suitable for an educator.

**\* National Council on Educational Reform:**

This was as an organ to investigate widely and in an integrated way, in response to inquiries from the Prime Minister, education and policies in various related fields, and also to survey and deliberate over fundamental matters concerned with policies for designing necessary reforms. It was established in August 1984, and dissolved after writing the “Fourth Report on Educational Reform,” its final report, in August 1987.

**\* Special Courses for the Teaching Profession:**

These were established within the revisions of the Education Personnel Certification Law of 1988. They enable a person to obtain the first-class certificate or the advanced certificate by acquiring credits in specialized education courses related to the teaching profession or credits in specialized education courses related to special education for a year at a university.

**\* National Center for Teacher’s Development:**

This was established in 2001, with the objective of trying to improve the qualities of personnel connected with school education, such as principals and teachers, by conducting training for them.

**\* Recognized Courses under the Educational Personnel Certification Law:**

By taking these courses a person who possesses a general certificate can convert them into the prescribed credits when acquiring an upper level certificate. They are established primarily by Boards of Education.

**\* Extension Courses Recognized under the Educational Personnel Certification Law:**

These are classes set up by universities for aspirants to acquire the upper level certificate. Like the Courses Recognized under the Educational

Personnel Law, the prescribed credits can be acquired by taking them.

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## **Reference**

### **1. School System in Japan**

### **2. Structure of National and Local Governments Concerned with Education, Culture, Sports, Science and Technology**

### **3. Budget Concerning Education**

- (1) Budget of the National Government
- (2) Budget of the MEXT
- (3) -1 Total Educational Expenses According to Fields
- (4) -2 Relations between Total Educational Expenses and Public Fiscal Expenses for Education and Expenses for Administration and Gross Domestic Expenditure

### **4. Teacher Training and Certification**

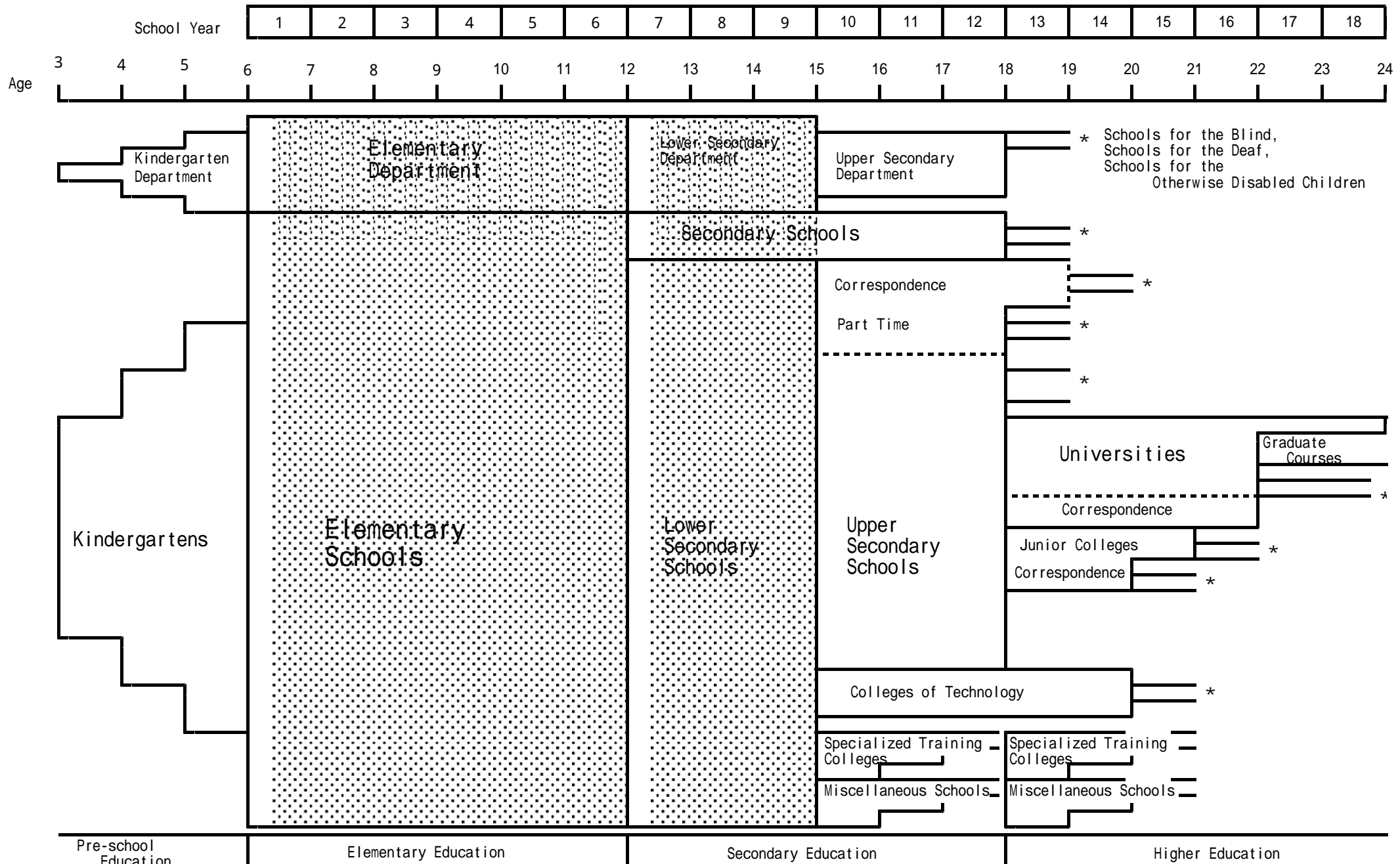
- (1) Transitions in the Number of Teacher Certificate Conferment
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### **5. Appointment of Teachers**

- (1) Number of Appointees in FY2002
- (2) Transitions in Applicants, Appointees and Competition Rate of Public School Teachers
- (3) Transition of Ratios of Graduates of Teacher Training Courses

### **6. Teacher Training System**

# 1 . School System in Japan

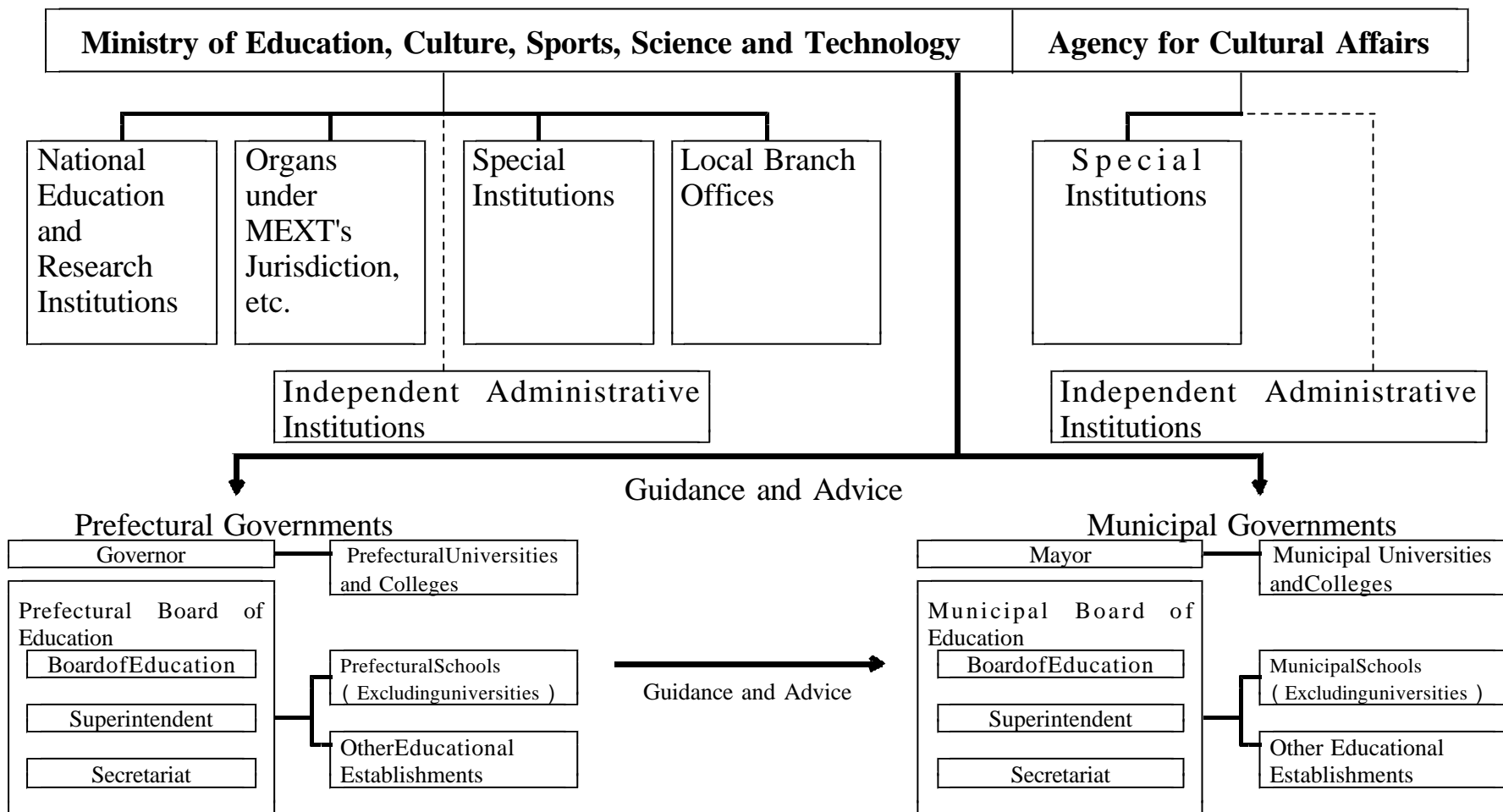


Notes: 1) Shadowed part indicates compulsory education.

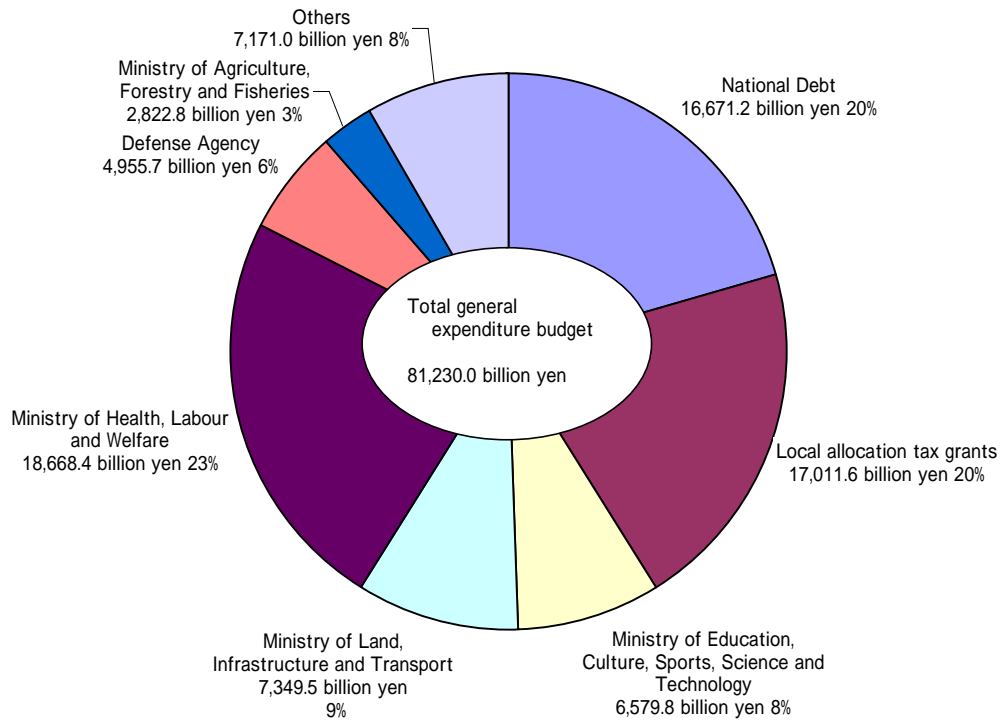
2) Asterisks(\*) indicate Advanced Courses.

3) Secondary Schools, Upper Secondary Schools, Schools for the Blind, Schools for the Deaf, Schools for the Otherwise Disabled Children, Universities and Junior Colleges can institute courses with more than 1 year terms of study in other fields.

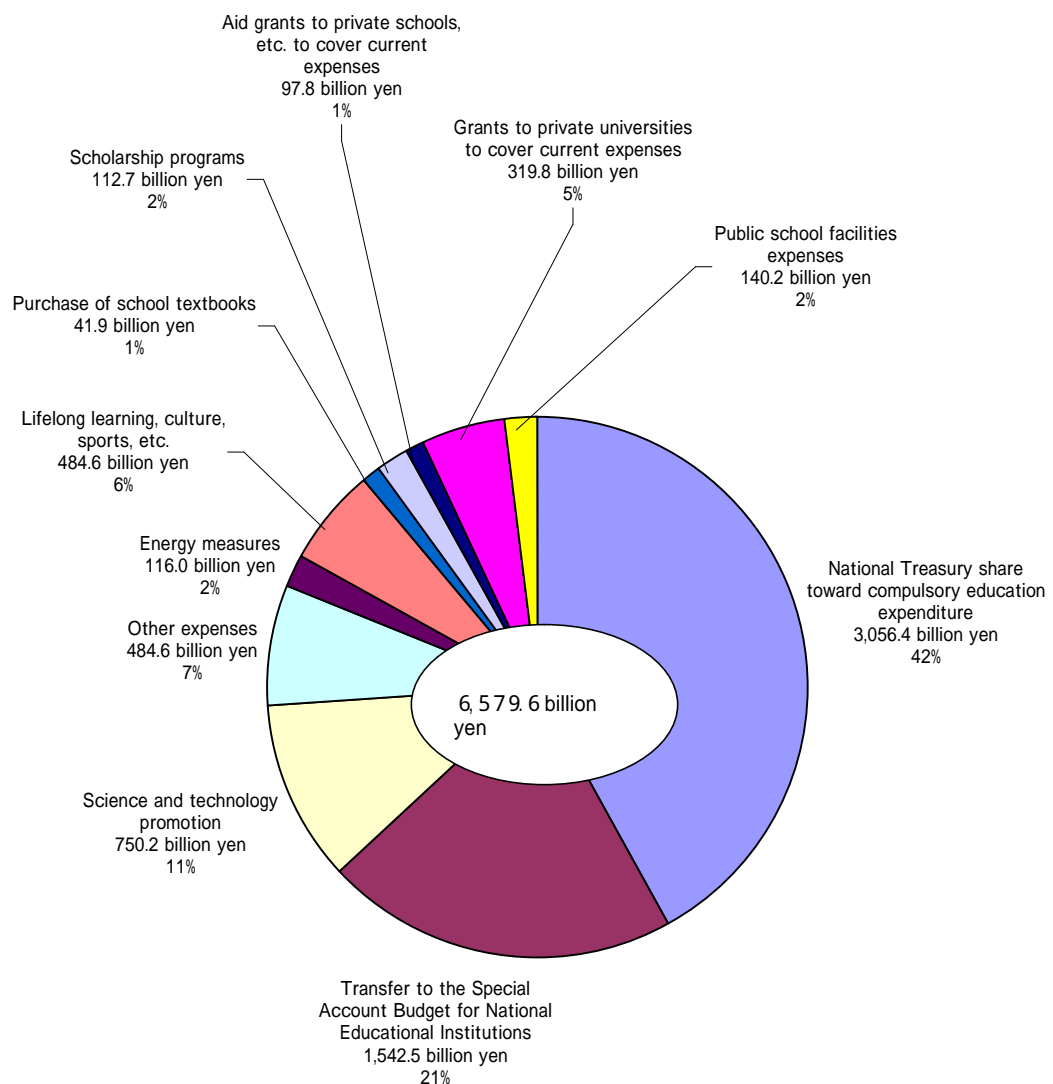
## 2 . Structure of National and Local Governments Concerned with Education, Culture, Sports, Science and Technology



### 3.(1) Budget of the National Government



### 3.(2) Budget of Ministry of Education, Culture, Sports, Science and Technology



### 3. (3)- 1 Total Educational Expenses According to Fields

(Unit : Million Yen)

Types of Schools	Gross Total	School Education									Social Education	Educational Governance
		Total	Kinder-gartens	Compulsory Education	Upper Secondary Schools	Higher Educaion	Specialized Training Colleges, Miscellaneous Schools	National Schools	Public Schools	Private Schools		
1955	437,350	407,482	8,165	260,585	63,965	65,352	9,415	33,277	323,773	50,432	7,785	22,083
1960	752,209	702,721	12,017	422,749	124,644	123,972	19,339	56,086	530,652	115,984	14,937	34,549
1965	1,788,199	1,657,087	35,022	847,525	354,459	368,226	51,855	166,655	1,121,532	368,899	40,939	90,173
1970	3,547,031	3,237,318	94,498	1,733,325	613,711	692,293	103,491	312,268	2,276,145	648,905	127,806	181,907
1975	9,611,359	8,808,843	329,796	4,943,694	1,632,269	1,726,862	176,221	748,519	6,387,777	1,672,546	382,023	420,493
1980	16,666,258	14,933,543	594,187	8,143,413	2,679,218	3,144,263	372,463	1,308,576	10,439,176	3,185,791	952,675	780,039
1985	20,424,657	18,258,314	656,344	9,242,141	3,490,667	4,253,469	615,692	1,612,598	12,168,579	4,477,137	1,225,665	940,679
1990	25,822,599	22,536,633	835,169	10,697,176	4,186,845	5,763,540	1,053,903	2,002,357	14,187,649	6,346,626	2,033,669	1,252,298
1994	29,265,721	25,084,424	921,188	11,460,576	4,588,649	7,028,516	1,085,494	2,501,640	15,393,959	7,188,825	2,710,334	1,470,962
1995	30,102,175	25,734,808	933,235	11,694,947	4,691,759	7,331,708	1,083,159	2,698,225	15,658,551	7,378,031	2,802,456	1,564,911
1996	30,321,581	25,906,644	951,460	11,727,763	4,775,734	7,389,649	1,062,037	2,666,677	15,783,860	7,456,107	2,806,349	1,608,588
1997	30,380,268	25,990,317	977,904	11,716,377	4,782,637	7,469,965	1,043,433	2,629,285	15,768,898	7,592,135	2,712,288	1,677,662
1998	30,442,790	26,060,848	978,867	11,651,782	4,742,447	7,738,824	948,927	2,833,238	15,760,562	7,467,047	2,618,805	1,763,137
1999	30,368,094	26,026,396	1,002,579	11,545,448	4,612,300	7,953,167	912,902	2,906,871	15,605,610	7,513,915	2,560,859	1,780,840
2000	30,717,165	25,671,509	998,305	11,433,561	4,612,544	7,750,767	876,332	2,872,312	15,301,432	7,497,765	2,514,796	2,530,860

\*The numbers for 'specialized training colleges and miscellaneous schools' until 1975 are expenditures from the budget for miscellaneous schools.

\*\*Total Educational Expenses' means the net total of expenses for national, public and private schools, expenses for prefectural and municipal social education, and expenses for national, prefectural and municipal administration.

### 3. (3)- 2 Relations between Total Educational Expenses and Public Fiscal Expenses for Education and Expenses for Administration and Gross Domestic Expenditure

Division	A : Total Educational Expenses	B : Public Fiscal Expenses for Education			C : Administrative Expenses			D : Gross Domestic Expenditures	B / C			A / D	B / D
		Net Total	National	Prefectural and	Net Total	National	Prefectural and		Net Total	National	Prefectural and Muicipal		
	(million yen)	(million yen)	million yen)	(million yen)	(million yen)	(million yen)	(million yen)	(million yen)	(%)	(%)	(%)	(%)	(%)
1955	437,350	372,006	126,668	330,192	1,724,217	1,018,169	1,176,197	8,597,900	21.6	12.4	28.1	5.1	4.3
60	752,209	612,492	208,954	541,475	2,909,639	1,743,148	1,989,704	16,680,600	21.1	12.0	27.2	4.5	3.7
65	1,788,199	1,385,011	499,465	1,182,590	6,235,917	3,753,842	4,365,140	33,765,300	22.2	13.3	27.1	5.3	4.1
70	3,547,031	2,883,327	951,513	2,496,051	14,169,785	8,240,989	9,814,878	75,298,500	20.3	11.5	25.4	4.7	3.8
75	9,611,359	8,118,914	2,664,905	7,129,932	36,397,245	21,026,386	25,654,468	152,361,600	22.3	12.7	27.8	6.3	5.3
80	16,666,258	14,005,723	4,744,759	12,091,854	70,939,653	43,732,802	45,780,784	245,546,600	19.7	10.8	26.4	6.8	5.7
85	20,424,657	16,568,138	5,201,696	14,335,490	90,049,680	53,542,045	56,293,463	324,289,600	18.4	9.7	25.5	6.3	5.1
90	25,822,599	20,258,332	5,875,387	17,529,598	122,693,816	70,006,713	78,473,217	450,532,400	16.5	8.4	22.3	5.7	4.5
95	30,102,175	23,766,348	6,884,823	20,175,067	143,579,377	76,747,867	98,944,511	501,960,300	16.6	9.0	20.4	6.0	4.7
97	30,380,268	23,841,818	6,893,607	20,272,036	145,773,664	79,564,487	97,673,772	520,177,400	16.4	8.7	20.8	5.8	4.6
98	30,442,790	24,018,325	7,222,451	20,157,084	152,332,330	85,230,883	100,197,545	513,244,700	15.8	8.5	20.1	5.9	4.7
99	30,368,127	23,922,858	7,304,227	19,955,063	155,021,835	90,213,023	101,629,110	514,348,700	15.4	8.1	19.6	5.9	4.7
2000	30,717,165	24,295,968	8,005,546	19,593,556	152,536,654	90,460,672	97,616,360	513,006,100	15.9	8.8	20.1	6.0	4.7

\*1 'National' and 'Prefectural and Municipal' in the 'Public Fiscal Expenses for Education' include state liabilities and subsidiaries. The 'Net Total' is the total of those amounts deducted of overlapping.  
Thus, the number of prefectural and municipal is not accorded with the total of 'Prefectural and Municipal' in Total Educational Expense According to Resources

\*2 'National' and 'Prefectural and Municipal' in 'Administrative Expenses' include the local allocation tax, the local transfer tax and national treasury disbursement.  
The 'Net Total' is the total of those deducted of overlapping

The numbers in 'Gross Domestic Expenditures' from 1955-1989 are from the Cabinet Offices Economic and Social Research Institute ed.'Report on National Economic Accounting -1980 criterion-' (68SNA),  
the numbers from 1900 are from the 'Annual Report on National Economic Accounting -2002 edition-'(93SNA)

#### 4 . ( 1 ) Transitions in the Number of Teacher Certificate Conferment

Types of Certificates	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Elementary School	34,880	39,236	36,509	31,323	29,665	28,947	27,310	27,862	25,956	25,525
Lower Secondary School	78,627	73,847	77,582	77,623	78,329	77,218	72,246	69,102	66,486	60,169
Upper Secondary School	81,269	71,441	93,380	83,460	85,759	84,879	81,231	78,797	81,905	82,067
School for the Blind	146	173	153	187	209	193	170	217	241	266
School for the Deaf	383	421	437	397	445	471	426	448	431	476
School for the Disabled	4,373	4,374	4,331	4,345	4,693	5,006	4,881	5,240	5,249	5,483
Kindergarten	45,006	45,276	45,223	44,213	43,512	43,163	41,183	40,137	39,421	39,275
School Nurse	5,837	6,859	5,877	5,057	4,843	5,039	5,069	5,054	4,652	4,521
Special Subject	92	87	188	91	94	105	88	106	88	117
Total	250,613	241,714	263,680	246,696	247,549	245,021	232,604	226,963	224,429	217,899

Special Subject is the certificate for the special subjects among the certificates for schools for the blind, deaf and disabled.

#### 4 . ( 2 ) Numbers of Universities Having Courses to Accredit Certifications According to Types

Types		number of schools	Number of Schools Having the Course to Accredit Certifications	Types of Certification							
				Elementary Schools	Lower Secondary Schools	Upper Secondary Schools	Schools for the Blind	Schools for the Deaf	Schools for the disabled	Kinderartens	School Nurses
Universities	National	99	79 (79.8%)	51	70	79	7	10	51	49	18
	Public	74	42 (56.8%)	3	32	39			1	3	7
	Private	497	399 (80.3%)	41	352	396			35	53	19
	Total	670	520 (77.6%)	95	454	514	7	10	87	105	44
Junior Colleges	National	19	(0.0%)								
	Public	51	15 (29.4%)		12					9	1
	Private	489	298 (60.9%)	35	209				1	199	26
	Total	559	313 (56.0%)	35	221	0	0	0	1	208	27
Total		1,229	833 (67.8%)	130	675	514	7	10	88	313	71
Graduate Schools	National	99	83 (83.8%)	51	75	83	5	9	50	49	18
	Public	56	31 (55.4%)	1	28	31					3
	Private	339	254 (74.9%)	25	216	252			4	23	8
	Total	494	368 (74.5%)	77	319	366	5	9	54	72	29
Advanced Courses	National	32	32 (100.0%)		1	4		5	27		
	Public	1	1 (100.0%)	1	1	1					
	Private	43	38 (88.4%)	7	30	36				7	1
	Total	76	71 (93.4%)	8	32	41	0	5	27	7	1
Training Organizations	National	6	6 (100.0%)				1				5
	Public	21	21 (100.0%)							1	20
	Private	37	37 (100.0%)	2	1					36	1
	Total	64	64 (100.0%)	2	1	0	1	0	0	37	26

\*Training Organization is the abbreviation of a designated teacher training organization. The Minister of Education, Culture, Sports, Science and Technology is supposed to consider the supply and the demand of teachers and then recognize and stipulate these organizations as suitable for teacher training based on Article 5 of the Certification Law and its Appendix1, Remarks 3

#### 4 (3) Requisite Subjects and Credits (According to School Types)

<div>Required Qualification</div> <div>Type of Certificates</div>		Basic Qualification	Minimum Credits to be acquired					
			Contents of Subjects	Subjects about Teaching	Subjects about Contents or Teaching	Subjects about Special Education	Others	Total
Elementary School Teacher	Advanced Certificate	Master's Degree	8	4 1	3 4		8	9 1
	1 <sup>st</sup> classes Certificate	Bachelor's Degree	8	4 1	1 0		8	6 7
	2 <sup>nd</sup> classes Certificate	Associate's Title	4	3 1	2		8	4 5
Lower Secondary School Teacher	Advanced Certificate	Master's Degree	2 0	3 1	3 2		8	9 1
	1 <sup>st</sup> classes Certificate	Bachelor's Degree	2 0	3 1	8		8	6 7
	2 <sup>nd</sup> classes Certificate	Associate's Title	1 0	2 1	4		8	4 3
Upper Secondary School Teacher	Advanced Certificate	Master's Degree	2 0	2 3	4 0		8	9 1
	1 <sup>st</sup> classes Certificate	Bachelor's Degree	2 0	2 3	1 6		8	6 7

#### 4 (3) Requisite Subjects and Credits (According to School Types)

Schools for the Blind, Deaf and Disabled	Advanced Certificate	Master's Degree and Certificate of Fundamental, Lower Secondary, Upper Secondary School or Kindergarten				4 7		4 7
	1 <sup>st</sup> classes Certificate	Bachelor's Degree and Certificate of Fundamental, Lower Secondary, Upper Secondary School or Kindergarten				2 3		2 3
	2 <sup>nd</sup> classes Certificate	Certificate of Fundamental, Lower Secondary, Upper Secondary School or Kindergarten				1 3		1 3
Kindergarten Teacher	Advanced Certificate	Master's Degree	6	3 5	3 4		8	8 3
	1 <sup>st</sup> classes Certificate	Bachelor's Degree	6	3 5	1 0		8	5 9
	2 <sup>nd</sup> classes Certificate	Associate's Title	4	2 7			8	3 9

\*1: Other subjects are Japanese Constitution, Gymnastics, Foreign Language Communication and Operation of Information Devices.

\*2: In addition to above is a certificate for school nurses.

\*3: In lectures and seminars, at least 15 hours per credit are needed. In experiments, practical work and skills, at least 30 hours per credit are needed.

## 4. (4) Special Part-time Teacher System

### ( 1 ) Outline of the System

This is a system to appoint someone without certification to a part-time teacher 's post by a notifying of the prefectural board of education (institutionalized in the 1988 revision of the Education Personnel Certification Law )

The teacher can be in charge of all the subjects and part of the sphere of the period of integrated studies, etc. in elementary schools, lower secondary schools and upper secondary schools.

The objectives are to respond to and vitalize the diversification of school education by utilizing the knowledge and techniques of talented working members of society.

### ( 2 ) Transitions in the Number of Notifications

	Elementary Schools	Lower Secondary Schools	Upper Secondary Schools	Schools for Special Education	Total
1989	0	6	167	0	173
1994	2	232	2,068	26	2,328
1995	2	348	2,533	35	2,918
1996	6	442	3,049	40	3,537
1997	515	913	3,563	23	5,014
1998	920	1,163	4,153	44	6,280
1999	2,140	1,604	4,803	99	8,646
2000	3,711	1,874	5,886	136	11,607
2001	5,490	2,369	6,675	161	14,695

## 5 . ( 1 ) Number of Appointees in FY2002

### ( 1 ) Applicants, Appointees and Competition Rate

Types of School	Number of Applicants		Number of Appointees			Competition Rate	
		Number of Females included	Ratio of Females		Number of Females included	Ratio of Females	Females
Elementary Schools	49,437	32,143	65.0	7,787	4,714	60.5	6.8
Lower Secondary Schools	46,574	25,754	55.3	3,871	1,905	49.2	13.5
Upper Secondary Schools	42,349	17,559	41.5	3,044	1,195	39.3	14.7
Schools for the Blind, Deaf and Disabled	5,617	3,831	68.2	1,278	791	61.9	4.8
School Nurses	7,000	6,970	99.6	708	707	99.9	9.9
Total	150,977	86,257	57.1	16,688	9,312	55.8	9.3

### ( 2 ) Number and ratio of new graduates among applicants and appointee

Types of Schools	Applicants		Appointee		Ratio of Appointment (%)
	Number of New Graduates	Ratio of New Graduates (%)	Number of New Graduates	Ratio of New Graduates (%)	
Elementary Schools	12,828	25.9	2,007	25.8	15.6
Lower Secondary Schools	14,323	30.8	900	23.2	6.3
Upper Secondary Schools	13,386	31.6	550	18.1	4.1
Schools for the Blind, Deaf and Disabled	1,070	19.0	250	19.6	23.4
School Nurses	2,198	31.4	174	24.6	7.9
Total	43,805	29.0	3,881	23.3	8.9

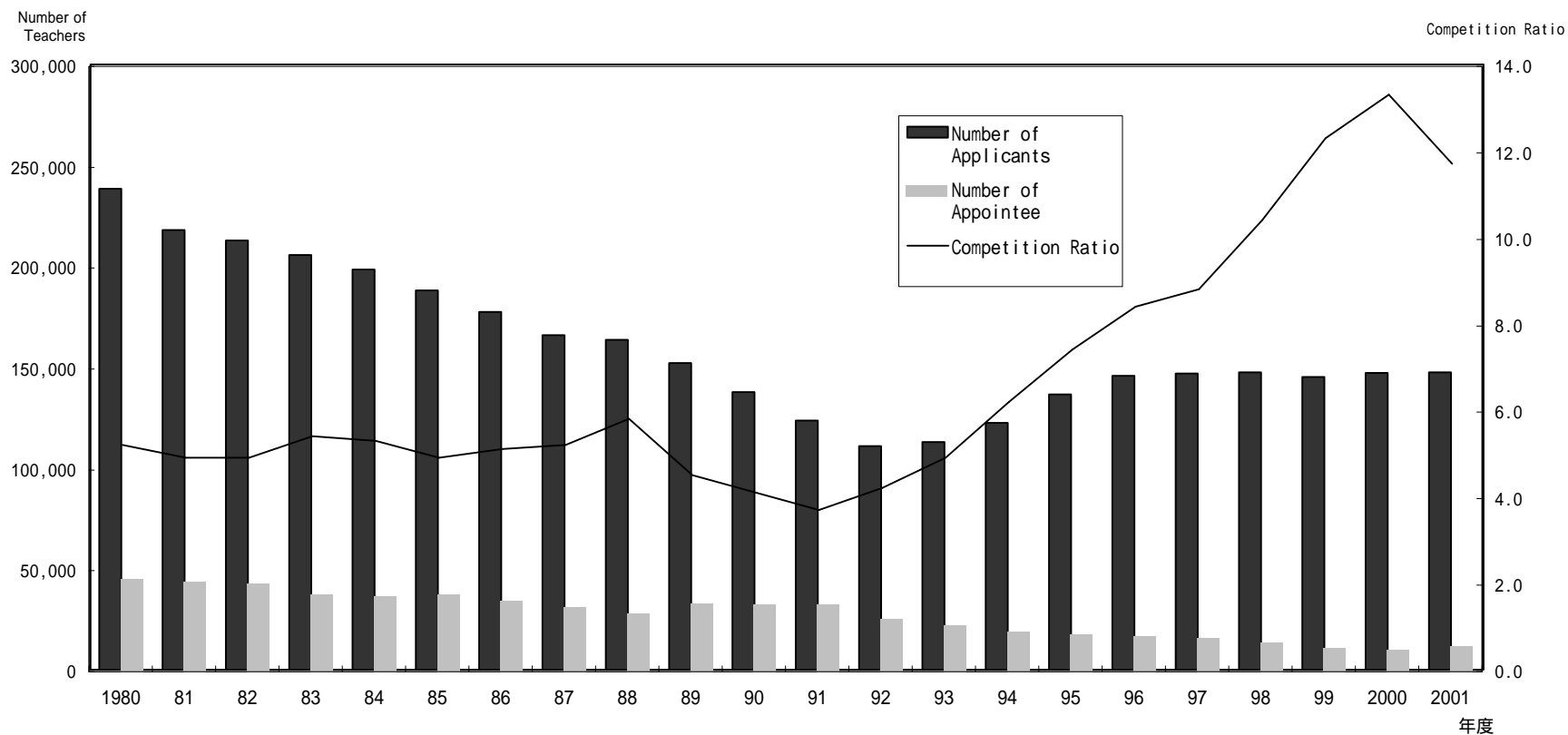
( 3 ) Appointees with Experience in Teaching and Working in Private Enterprises

Types of Schools	Appointees with Teaching Experience		Appointees with Experience in Working in Private Enterprises ( 3 or more years )		Appointee with Experience in Working in Private Enterprises ( less than 3 years )	
	Number	Ratio (%)	Number	Ratio (%)	Number	Ratio (%)
Elementary Schools	4,656	59.8	167	2.1	268	3.4
Lower Secondary Schools	2,421	62.5	79	2.0	172	4.4
Upper Secondary Schools	1,884	61.9	108	3.5	119	3.9
Schools for the Blind, Deaf and Disabled	875	68.5	20	1.6	45	3.5
School Nurses	428	60.5	19	2.7	32	4.5
Total	10,264	61.5	393	2.4	636	3.8

\* 1 Experience in Teaching means to have been a teacher (including part-time) in a national, public or private school before being appointed to a public school. Experience in Working in Private Enterprises means to have worked under steady employment excluding so-called side-jobs.

\* 2 The numbers in the diagram don't reflect appointees from the Metropolis of Tokyo, since it doesn't make public the breakdown of appointees with experience of working in private enterprises.

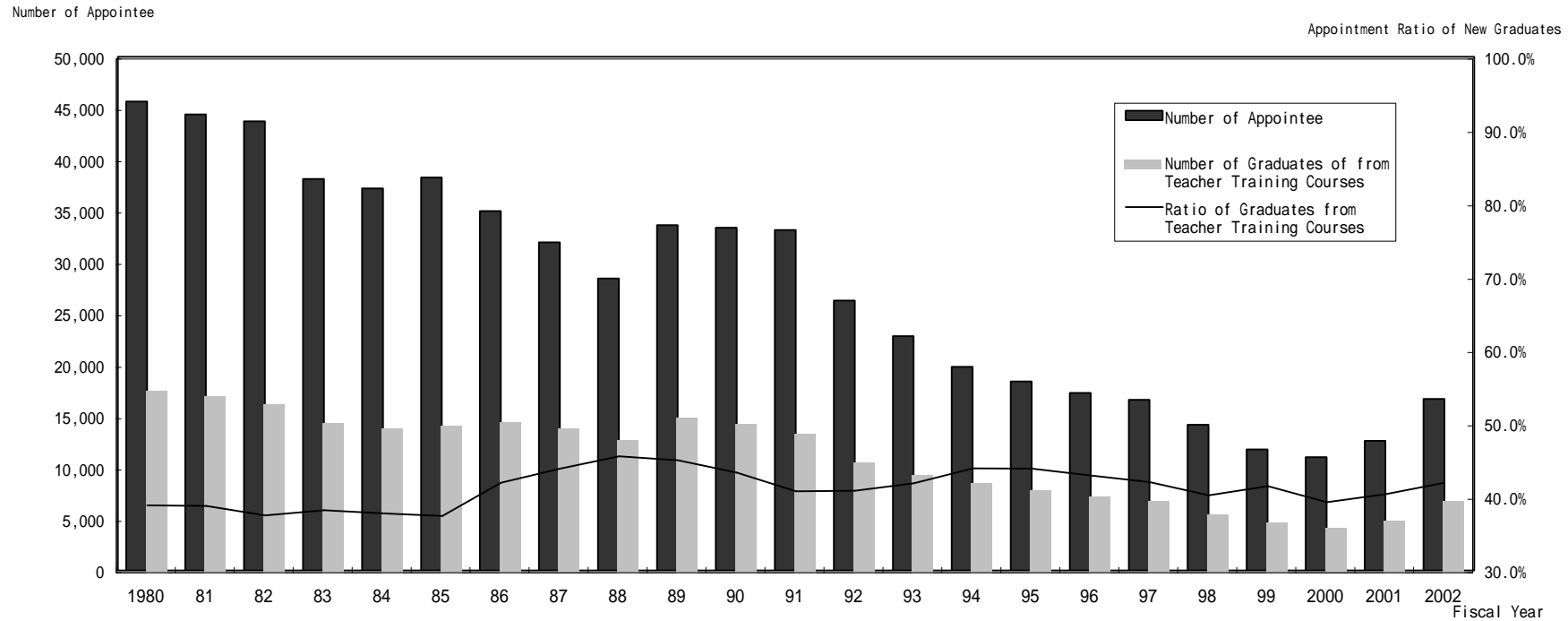
## 5 . ( 2 ) Transitions in Applicants, Appointees and Competition Rate of Pulic School Teachers (1980 ~ 2002 )



Fiscal Year	1980	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	2000	2001	2002
Applicants	238,411	217,864	212,876	205,600	198,267	188,019	177,295	165,831	163,654	152,097	137,625	123,575	110,949	112,771	122,356	136,551	145,681	146,932	147,542	145,067	147,098	147,425	150,977
Appointees	45,651	44,386	43,724	38,106	37,181	38,239	34,982	31,926	28,413	33,615	33,364	33,131	26,265	22,821	19,834	18,407	17,277	16,613	14,178	11,787	11,021	12,606	16,688
Competition Rate	5.2	4.9	4.9	5.4	5.3	4.9	5.1	5.2	5.8	4.5	4.1	3.7	4.2	4.9	6.2	7.4	8.4	8.8	10.4	12.3	13.3	11.7	9.0

Total of Elementary, Lower Secondary, Upper Secondary Schools, Schools for Blind, Deaf, Disabled and School Nurses

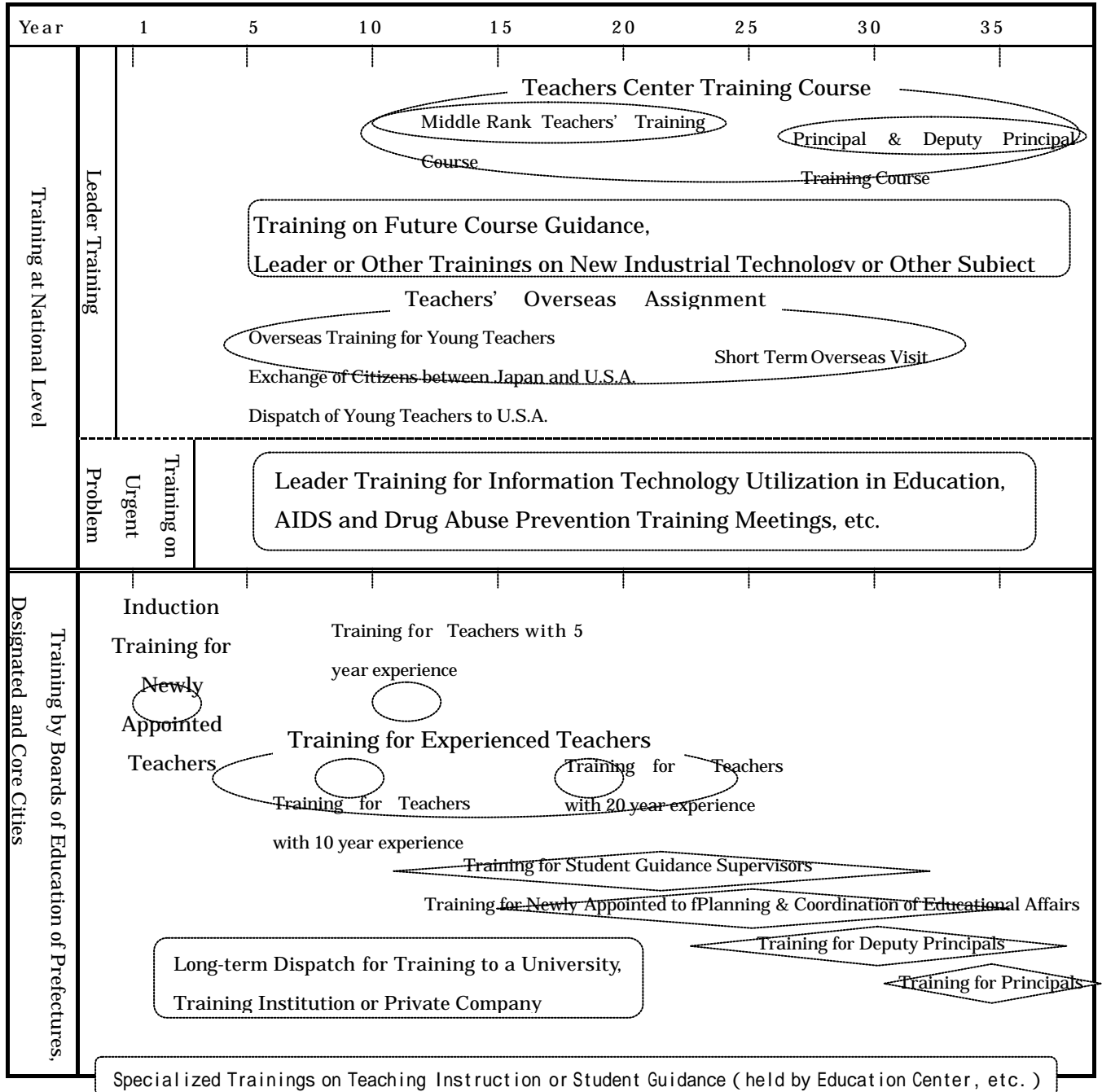
### 5 . ( 3 ) Transition of Ratios of Graduates of Teacher Training Courses(Appointment in FY1980-FY2002)



Fiscal Year	1980	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	2000	2001	2002
Appointees	45,651	44,386	43,724	38,106	37,181	38,239	34,982	31,926	28,413	33,615	33,364	33,131	26,265	22,821	19,834	18,407	17,277	16,613	14,178	11,787	11,021	12,606	16,688
Graduates from Teacher Training Courses	17,749	17,221	16,399	14,562	14,043	14,304	14,677	14,011	12,939	15,124	14,450	13,512	10,738	9,558	8,708	8,077	7,421	6,982	5,704	4,890	4,330	5,090	7,001
Ratio of Graduates from Teacher Training Courses	38.9%	38.8%	37.5%	38.2%	37.8%	37.4%	42.0%	43.9%	45.5%	45.0%	43.3%	40.8%	40.9%	41.9%	43.9%	43.9%	43.0%	42.0%	40.2%	41.5%	39.3%	40.4%	42.0%

Total of elementary, lower secondary, upper secondary, schools for the blind, deaf, disabled and school nurses

## 6 . Teacher Training System



In addition to the above, municipal boards of education, schools, etc. also have trainings on their own.