

UNDERSTANDING THE DEMAND FOR SCHOOLING

MEETING OF NATIONAL EXPERTS

20 & 21 SEPTEMBER 2004, PARIS

DRAFT COUNTRY REPORT: JAPAN

**OECD/CERI Schooling for Tomorrow Project:
Country Report: Japan**

April 2004

**Akira Ninomiya
Professor of Comparative Education
Graduate School of Education
Hiroshima University**

1 Demand and Views about Schooling in Society

1.1 Does the notion of demand feature in policy discourse and public debate?

How has the notion of “demand” been treated in a public educational policy of Japan? To what extent is the idea that the school education should be “demand-sensitive” generalized in Japan? The Central Council for Education, appointed by the Minister of Education, Culture, Sports, Science and Technology (MEXT), is carefully interested in the demand of the society toward the school education, and has been discussing how the expectation of parents and students against schools, in its final report titled *How the School Management Should Be* (March 4, 2004). For instance, in the report it is pointed out that “the demand toward school education has become diversified and advanced, in accordance with the diversification of the sense of values among people and the rapid change of social structure such as the recent globalization, information and technology progress, urbanization and declining birthrate,” and that the expectation among parents and children toward school education become advanced. The report points out that the school education, especially the public schools, cannot meet the social demand. The Central Council for Education advocates that school education reforms should meet the social demand and should realize the better quality education, especially in the age when fundamental structural changes have been promoted in various aspects of society, while the age and the society change drastically and rapidly. The notion of “demand” is being discussed in the public debate on the educational policy in Japan.

1.2 Have studies addressed changes in the way schools and education in general are presented and discussed in the media?

As for the tone of argument of the mass media, it may be said that the critical reports are easily found. They are likely to say that the schools have been the closed communities against the societies, and that they do not meet fully the social needs and do not respond properly to the rapid change of the age. Those educational issues and topics

that the mass media have taken up are as follows: the overemphasis on the achievement for the passing of entrance examinations of the universities; the weakening of the schools' capacity of educating children; the problems of the teachers who administer corporal punishment; school distrusts; truancy of the students; failure of providing the rich education opportunities for the minds; lack of the free time among children; the problems of the new system of the five school-days in a week; and other issues. So many reports and comments among the mass-media against school education are centered on the two points of being unable to meet the social needs, and of not playing the full functions expected.

1.3 What is known about how society values the different aims of education?

1.3.1 What educational purpose is highly valued in the society? Does each generation put emphasis upon the different purposes? Whether do the people think the educational purpose expected respectively to be achieved or not? In order to answer to those questions, let us review the data of *National Survey on Lifestyle Preferences* that was conducted by the Cabinet Office in 2002. The Survey asks the following ten aspects of life including 60 questions (items): (1) medical treatment and health, (2) education and culture, (3) working life, (4) vacations and the leisure life, (5) the income and the consumption, (6) living environment, (7) safe and protection of individuals, (8) families, (9) community life and (10) honored and financial supports for living. The Survey asks about how important they are and how much they are satisfied. The Survey samples range from 15 to 74 years old of males and females. In the Survey, each is asked to make an answer what is the most important in the following different life stages of "school education," "single life stage," "forming family," "enriched family life," and "aging life stage." The ratio of the person who answered "education and culture" as important at the stage of "school education" is 13.9%, and it is the top fourth among the ten items, in terms of the importance. Education is considered to be "important." Then when we look at the results of the assessment of the importance of school education purposes, it is understood that the item: "To be able to receive the education that can develop child's ability in the elementary school and the junior high school" is most chosen, and that the item: "To be able to receive the most relevant and suitable education for everybody in the high school" is most chosen (73% and 71% each). However, the fulfillment level or how much they were satisfied with those items are consistently declined since 1984. In 2004 only 14% and 13% answered that they are satisfied with the level of fulfillment of the two items.

Table 1 The ratio of those who think it important to receive education to develop the ability of the children at elementary and junior high schools

	Very important	Somewhat important	Can not make judgment	Little important	Not at all	N.A.
1978	30.3	36.6	13.9	7.7	4.9	6.6
1981	29.7	35.1	16.1	8.6	4.8	5.6
1984	36.1	37.5	12.1	6.9	4.1	3.3
1987	34.4	38.2	16.5	6.5	4.1	0.4
1990	35.3	37.3	18.9	4.8	3.3	0.3
1993	35	38.3	19.3	4.2	3.1	0.2
1996	33.1	37.4	19.4	6.3	3.4	0.4
1999	33.7	37.8	19.7	5.6	3.2	0.1
2002	36	37	18.2	5.3	3.4	0.1

Source: Cabinet Office, *National Survey on Lifestyle Preferences: Fiscal Year 2002, 2003.*

Table 2 The ration of those who are satisfied with the education develop the ability of the children

	Fully satisfied	Somewhat satisfied	Can not make judgment	Little satisfied	Not at all	N.A.
1978	6.9	23.3	31.8	13.1	3.1	21.9
1981	6.9	24.4	35.5	12.1	2.6	18.5
1984	8.4	27.4	32.1	12.3	2.7	17.1
1987	6	30.8	50.9	17.4	4.7	0.3
1990	3.2	15.9	51.7	21.9	6.6	0.7
1993	3	15.3	53.4	21.8	6	0.5
1996	2.6	13.4	55.8	20.7	6.6	0.9
1999	3	11.8	55.8	22	6.8	0.6
2002	2.6	11.4	59.7	20.6	5.6	0.2

Source: Cabinet Office, *National Survey on Lifestyle Preferences: Fiscal Year 2002, 2003.*

1.3.2 The generations of 40's and 50's showed the highest ratios of supporting the importance of those above items, and the generations of 60's and 70's showed the highest satisfaction on them. The generation of 10's showed quite higher supporting ration of the item: "To be able to receive the most relevant and suitable education for everybody

in the high school.” Most of the samples were the students from 15 to 19 who were studying at the schools. There is a difference among the generations in terms of rating the importance and the satisfaction of the educational purposes. It seems to be very important and quite difficult to think about the ideal purposes of school education in the time of the declining birth rate and rapidly aging society. Should we try to listen to the voices of the senior people or to those of the young generations?

2 The Attitudes and Expectations of Parents

2.1 What is the evidence relating to levels of expressed parental approval of/ satisfaction with what is achieved by schools?

National Congress of Parents and Teachers Association of Japan conducted the opinion survey in 1995 to the 3,600 presidents of the PTA's. Its report is titled *The PTA's Realities and the Parental Opinions on Education*. It is important to note that the parents who answered to these questions are the presidents of the PTA's. As for parents' satisfaction with the school to which their children attends, more than 65% of the parents answered that they were satisfied with the schools. Many parents were satisfied with the school in 1995, but if we do compare the ratio of the parental satisfaction in 1995 with those of 1979, it becomes quite obvious that fewer parents showed their satisfaction with the schools. The percentages of those who answered that they are very satisfied with school was 27.5% in 1979 but was only 20.8% in 1995 among the parents of elementary school children. Those at the junior high schools showed 25.6% in 1979 but only 16.4% in 1995. The same tendency of declining ratio among the parents was also easily found to the quality of teachers. Many parents got critical to the teachers' ability to teach and supervise their children in the classrooms.

2.2 What evidence exists on the priorities held by parents in general as well as different groups of parents, about the main aims of schooling and how well they assess that these priorities are actually achieved?

2.2.1 In the survey conducted by the National Congress of Parents and Teachers Association of Japan in 2002, 5,000 parents were asked “what they expect and demand toward the schools to which their children attend.” The item that the most parents wanted to both elementary and junior high schools was “education that cultivate humanity (human nature) and that does not put overemphasis upon the achievement scores.” The next items that many parents wanted was “education using more opportunities in learning in the nature,” and “education to respect the home communities and to love the own country.”

There is similarly a question: "To what kind of schools, do you want your children to go?" The contents of their expectation toward the schools were asked. According to the results, many parents, at the elementary school level, supported the following school education:

"Schools which train the basic skill through the rich natural living experience programs" (52.8%);

"Schools where there is a close partnership between the school, the home, and the community, and where there are lots of people watching the children," (35.8%);

and

"Schools which provide the diversified education programs in accordance with the different interests and abilities of children," (30.1%).

The item "Schools that provide excellent education in specific fields such as fine arts culture or science education, etc." was least supported among the parents. (1.8%)

At the junior high school level, the followings were supported mostly:

"Schools where students are able to meet different types and ability of teachers, and diversified peer groups," (35.7%)

"Schools which provide the diversified education programs in accordance with the different interests and abilities of children," (31.7%).

and

"Schools which have the clear educational philosophy and the policies" (20.5%)

The item "schools that provide excellent education in specific fields such as fine arts culture or science education, etc." was least supported among the parents at the junior high school level either. (7.6%)

In the time when the dumping down of the academic achievement among students has been pointed out, many parents prefer sending their children not to the public schools but to the private schools in order to provide better preparation for the university entrance examinations.

The data show some different expectations between the parents of the elementary schools and junior high schools.

"Schools which provide well-balanced education, with an emphasis upon the acquisition of the basic and fundamental skills," (elementary level 27.3%, junior high level 17.4%)

"Schools, with the high educational standards and the quality learning

environments, that may educate the talented in the global standards,” (elementary level 4.8%, junior high level 18.9%).

The demand and expectation toward school education in the age of globalization is emerging in Japan too.

Table 3 What do you want the schools to which your child goes to do for your child?

	Elementary Schools	Junior High Schools
Want to promote the school discipline and education	8	8.9
Want to promote the instruction to raise the achievement	8	10.6
Want to educate children to work hard	6.9	7.4
Want humanized education, not putting emphasis on achievement	28.6	26.8
Want to educate each child so that every one of them can catch up	10.3	10
Want to educate physical strength	7	6.4
Want to provide more opportunities to feel in the nature	20.6	15.8
Want to educate the mind of loving home town and own country	10.5	11.8
Others	0.1	0.3

Source: National Congress of the Parents and Teachers Associations of Japan, *The Realities of PTA's and Parental Opinions on Education*, 1995.

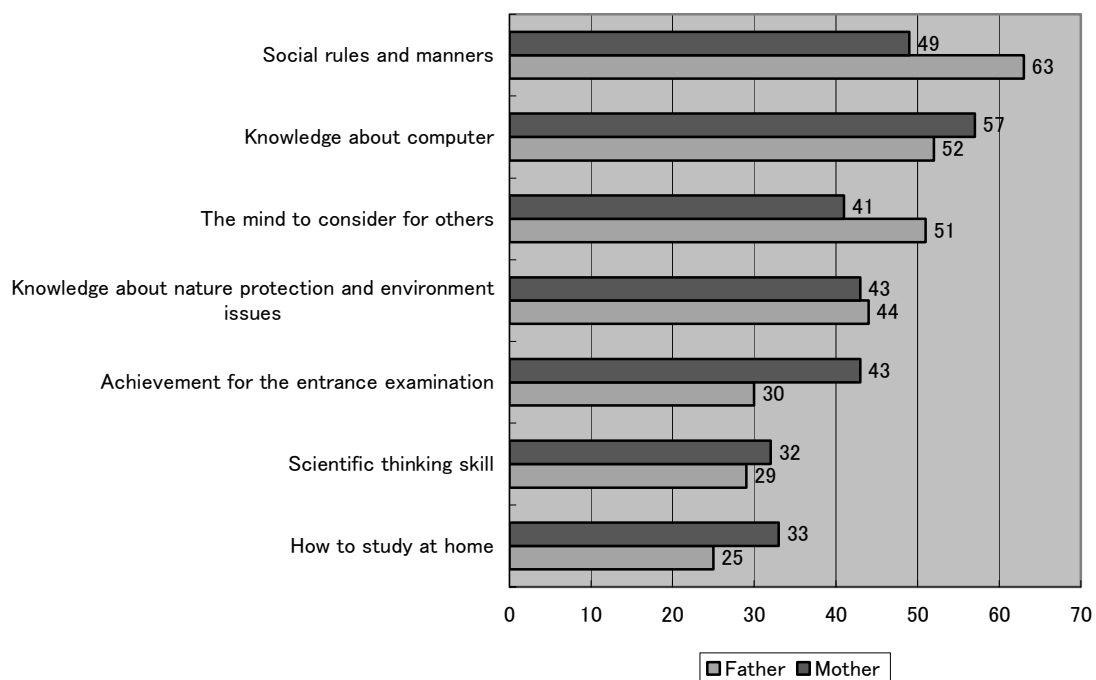
Table 4 What kinds of schools do parents want their children to go to?

	Elementary	Junior high
Schools, with the high educational standards and the quality learning environments, that may educate the talented in the global standards	4.8	18.9
Schools which train the basic skill through the rich natural living experience programs	52.8	19.8
Schools where students are able to meet different types and ability of teachers, and diversified peer groups	7.9	35.7
Schools, which provide the diversified education programs in accordance with the different interests and abilities of children	30.1	31.7
Schools which provide well-balanced education, with an emphasis upon the acquisition of the basic and fundamental skills	27.3	17.4
Schools that provide excellent education in specific fields such as fine arts culture or science education, etc	1.8	7.6
Schools which are based on the clear educational philosophy and the policies	13.8	20.5
Schools where there is a close partnership between the school, the home, and the community, and where there are lots of people watching the children	35.8	16.5
Schools which have the consistent partnership with upper stages of schools and which do not give any fear of entrance examination preparation	8.9	15.1
Others	0.3	0.4
N.A.	8.8	8.5

Source: National Congress of Parents and Teachers Association of Japan, *the Report of the Parental Opinions of the School Educational Reform*, 2002.

2.2.2 Japan Broadcasting Corporation (NHK) conducted the public opinion poll in 2002 that asked what the parents wanted or demanded to the schools. Especially what the parents wanted the schools to teach is asked. According to the results of the poll, the items of “rule and manners of the society” (father 63%, mother 49%) and “knowledge related to information technology of computers and others” (father 52%, mother 57%) are the ones that most of the fathers wanted the schools to teach. Up-to-date knowledge and the advanced technology are expected to be taught at the schools, in addition to the socialization function of school education. Parents are likely to expect and demand to the schools the caring and educational functions, which are supposed to be those of the family and homes, but not the “preparation for the entrance examinations”. They expect more “discipline” and “education for the humane minds to consider for others,” to the school education. Behind this scene, there is a tendency of the family and the home to loose their powers and functions of doing so. This is called “the declining power of education among the families.”

Figure 1 What should the school teach



Source: NHK. *Public Polls*, 2002.

2.2.3 Let us have a look at what the youth (12-17 years old) expect to the schools (What do they demand from the school?). According to the results of *the supplementary survey of the 6th World Youth Survey*, conducted by only Japanese government, the Ministry of Public Management in 1999, the item which was most supported by the youth’s as the

reasons and significance of going to schools is “good friends” (80%). On the other hand, the item supported by the parents is “general basic knowledge” (78%).

While the items of “specialist knowledge” and “skills which you can use in employment” are supported by many parents (47% and 31% respectively), they are less supported by the youth (18% and 15% respectively). The item of “educational record and qualification” is supported by both parents and youths (42% and 37%).

2.3 Is there any basis to the assertion that parents tend to be conservative regarding education of their children?

2.3.1 Evidence to prove the insistence assumed that parents tend to become conservative for the children’ educations are not found. In principle in Japan many parents do wish their children to receive quality and enough school education, to find the stable jobs in the future, and if possible, wish their children to get into the world. This hope or wish itself seems to be traditional and conservative if we should say. Therefore, the parents’ expectation for the education is conservatism and traditional rather than radical. Of course there seem to be the radical parents who wish and do want to provide the different types and the different nature of education that “school education”, among those parents who are eager to the home-schooling movements in Japan. They think that the traditional and conventional school education systems do not meet their needs, and that they establish the new different system of education. They are not conservative but rather radical and progressive.

2.3.2 All people were recommended to value the school as a device for the development of the nation and the society, and to receive the school education, in the modernization process in 19th and 20th centuries. The Government introduced the utilitarian promotion plan to encourage the people to send their children to the school in order for them to get into the world, (finding the jobs and making money). In the modernization period, the schools were regarded as investment for the future of individuals and of the villages.

It has been taught that only the promotion of man who forms a “democratic and peaceful society” is a function of the school in Japan after the war. Therefore, the provision of the school education that centers on the compulsory education is naturally considered to be “Public good,” and there are no doubts in providing educational service by tax. However, in providing higher educational service, the student is caught as “customer” or “clients,” and the aspect of providing the higher education service which meets the student’s needs is accepted and emphasized in recent years. The advancement rate to higher education institutions has increased, and the number of the students is declining. Those who wish to study at universities and colleges may easily to do so as they want, because any one is able to receive higher education service. The capacity may

exceed the demand on higher education. Then, it can be said that the higher education service will already have been considered as personal “consumer goods.”

2.3.3 According to the questionnaire survey that targeted the company employee (4,614 people) whom Keizai Koho Center (Economic Public Center) conducted in 2003, only 47% of the respondents think that the schools function well to educate and train the team-work spirit and skills, and consideration for others which are really required in their social lives. The other half does not think that the schools function well. The company employee of 50's and 60's showed more dissatisfaction than those of 30's and 40's. Dissatisfaction with the role of educating the humanity is stronger among these generations of 50's and 60's.

2.3.4 In *the 2nd Basic Survey on Life and Opinions of the Youth*, which was conducted in 2001 by the Cabinet Office, not only the youth's opinions but also the parents' opinions were surveyed. It is understood to answer; almost all surprisingly parents are “satisfied” with school education. 80% of the parents were satisfied, and 20% was not satisfied with school education. Interesting aspect of the survey result is the fact that 85% of the mothers whose children study at the grades of 4 to 6 of the elementary schools answered “being satisfied”, while 22.4% of the fathers of the children whose children study at the grades of 4 to 6 answered “being dissatisfied with.” 77% of both mothers and fathers of the junior high school students showed their satisfaction with school education. There is no much difference of opinions between mothers and fathers. It may be concluded that most of the Japanese parents are satisfied with the services provided by the schools. But because of these results, we may not be able to say that they do not expect school education innovation and reforms. If we ask the opinions about the concrete issues in school education, the parents in Japan also has a very severe opinion about the problem of individual concreteness.

2.3.5 The compulsory education system of Japan doesn't admit the implementation of the compulsory education in places other than the school like the home schooling etc. based on the notion of “obligation of attending to the school”. It can be said that the enrollment ratio, almost 100%, is extremely high. It has the assumption that there is no student who doesn't attend the school. Moreover, a lot of children have entered a public school, and those who are enrolled at private schools are extremely small at the compulsory education stage. “Course of study” that is a nationwide standard is provided, and teacher's qualifications are united on a nationwide scale, and the requirement for school-establishment is nationwide standardized. The textbook is free. The educational service is impartial and must be fair because the compulsory education system by which the Government has the responsibility. About the one to which it economically becomes

poor by the Japanese people, economical support is provided, and all children can receive the compulsory education irrespective of an economical situation of the home. There is a student who cannot enter high school and/or university for economic reasons, because post-compulsory school education is not free. However, almost all students can receive senior high school education (more than 95%), and only 2% is the dropping out rate among them. They finish the senior high school education. Moreover, about 45% of high schools graduates go on to the university and college education. We have enough capacity to accept all students who wish to receive higher education. If there is an unfair feeling among the Japanese people, it may be the fact that the ones whose family background are advantageous, are more likely to be able to enter the leading and good national or private universities. For instance, in the past some data showed that students who study at the Tokyo University were from the more affluent family background in terms of higher annual income of the parents. For example, in accordance with the survey about the present status of living of the students in Tokyo University of 2003, an average annual income of the parents of the students of Tokyo University is about 10 million yen, which is much higher than those of other national or private universities. And about 50% of the freshmen of Tokyo University were the graduates of the 6 years of private junior and senior high schools. However, it doesn't become evidence that an unfair feeling to the education spreads among the people as for this. An educational opportunity is still regarded as being equal in Japan. The problem is in the point how to provide an educational opportunity of foreigner's children who do not have a Japanese nationality in the national educational policy. The ideal way of substantial service might be asked though there is no change in the policy principle of offering the chance to receive the equal education with the Japanese people.

3 The Participation in Decision-making in the Schooling Process

3.1 What light does research shed on the level of involvement of parents and other members of the community in the directions taken by schools in the day-to-day directions and local governance of schools as institutions?

3.1.1 In the country report of Japan for *Parents as Partners in Schooling* (OECD/CERI, 1997), it is explained as follows:

Problems to involve parents in Japan do not seem to be, as in most other countries, primarily related to a wish to increase political democracy or local autonomy-although these have to be invoked if the reforms are to become a reality. Whereas in many OECD member countries the support of parents is

solicited in order to improve children's academic performance, the aim in Japan is to increase family and community input in terms of social and personal development, and to discourage parents from emphasizing "cramming" at the expense of other forms of learning."

PTA comparatively has power in some regions and if it is excluded to take part in events on the school calendar, and the influence of the parents and the community people to the school policy has not been exercised actually.

3.1.2 The parental or community people participation on the school management is now being encouraged by the recent national educational policies. Especially it is by the introduction of the deregulation and the decentralization policy of the government. This can be very called a radical reform about the educational administration and about the ideal way of the school management in Japan.

For instance, PTA was a group that aimed at studying an educational problem, and it was not until 1995 that PTA did not participate in the government policy-making process directly. In this year, the representative of the National Congress of Parents & Teachers Association of Japan was appointed to the committee of the 15th stage Central Council for Education for the first time, and participated from the standpoint of PTA in the educational policy plan in Japan. It was the first time that PTA regularly participates in the policy-making process about schooling at the national level though the representative of PTA in each region (prefectures and municipalities) also has participated in advisory councils and in a variety of and committees set up by the local boards of education.

It was not permitted to participate in the school management immediately of the parents' school participation at the school level because the PTA is not the organization to participate in the school management but one to learn together about education of children. It is thought that this principle will not be changed in the future.

The newly institutionalized mechanism of the school management participation of parents at the community level is the "school councilor system."

At the same time, the most reformative school management reform project that had been begun in fiscal year 2003 was groping for the school management participation at the community level in a more radical way. The project that is called alias "Community-School-Project," started as a trust project of the Ministry of Education, Culture, Sports, Science and Technology.

This is the experiment on the public local schools of a new type that the community people really and actively participate in the school management ("community schools" or, community management schools), which are managed based on the need of the communities. The experimental projects of community schools were admitted only in a

few prefectures (cities). Then, the Ministry of Education, Culture, Sports, Science and Technology came to begin the system that admitted the school management participation in the region in March, 2004 based on an intermediate result of the previous experimental projects in a few regions.

It can be said that the measure that promotes direct participation of the local community and the parents in the public school management came to be developed positively by Japan.

3.1.3. Let us introduce the outline of the new school councilor system. This was promulgated by the revised regulations of School Education Law, together with the promulgation of the ministerial ordinance titled “Ministerial Ordinance that Revised a Part of the School Education Enforcement Law” in January, 2000, responding to the recommendation of the institutionalization of the school councilor being proposed by the Central Council for Education report titled with *How the Local Administration on Education should be* in September, 1998. This system became effective in April, 2000.

The outline of the system of the school councilor is as follows.

(1) Installation

The local education boards may establish the school councilor system based on their discretion. They may determine the numbers of people and terms of office of the school councilor.

(2) Management

The school councilor can give one’s views about the school management according to the principal’s demand. The principal judges the matter to demand the opinion from the school councilor.

(3) Trust

Those who set the schools up entrust the school councilor by the principal’s recommendation. They entrust it from the person who has understanding and discernment concerning the school education to the school councilor excluding the staff at a school concerned.

(4) Expected effect

The school councilor may be accountable to the community by performing the followings about school management, in accordance with the community and school realities:

- (a) Understanding and reflecting the opinions among the parents and community people,
- (b) Promoting the cooperation of community people and the parents,
- (c) Promoting publicity of realities and activities of the school management.

As a result, the school principals may be able to listen to the voices of the parents and the community people about his/her school management, and about

the school education goals and programs, and the way of promoting the school-community cooperation and partnership. Then the principals with the full understanding among the parents the community people and with corporation may be expected to promote unique educational activities independently and positively.

3.1.4 According to the survey-report titled *Present Status of the School Councilor System in the Local Public Schools*, conducted by the Ministry of Education, Culture, Sports, Science and Technology, in January 2004, it is found that, about the prefectures and ordinance-designated cities levels,

- (1) 58 authorities introduce the system (96.7%) at the prefectures and the ordinance-designated large cities level
- (2) 2,063 local authorities introduce the system (64.2%) at the municipality-level and 712 local authorities are under consideration (22.2%).

As for the school level:

- (1) 27,287 schools establish the councilor system (62.4%)
- (2) 10,515 schools are now under consideration (24.1%).

As for the kinds of schools:

- (1) 15.4% of the kindergartens introduces,
- (2) 66.7% of the elementary schools introduces,
- (3) 69.1% of the junior high schools introduces,
- (4) 79.9% of the senior high schools introduces,
- and
- (5) 79.1% of the special education schools introduce.

The number of school councilor in the whole country is 124,909, and it increases more than about 30,000 from the last survey. The school that assumes 4 to 7 councilor has increased most (62.3%). The man is more dominant to woman (7:3). As the occupational category of the school councilor, they are from the residents' association concerned (16.2%), Social Education organizations concerned (14.9%), social welfare organizations concerned (14.2%), and people from academic background (11.5%) and the guardians (parents) (18.4%). 95.4% of the schools appoint the councilors by the end of the academic term (March).

3.1.5 At that time in 2000, when the school councilor system began, as shown in the survey conducted by the National Congress of Parents and Teachers Association of Japan, *The Report of the Parental Opinions of the School Educational Reform* (September, 2002), those who answered that "the school councilor system had already been introduced, and participated as a councilor" accounted for only 7.1%. Moreover, those

who showed the participation desire when he or she was elected to the school councilor accounted for 40% or more by answering to the either answers of “participate positively” or “participate as much as possible”. It is understood that quite a lot of parents showed the participation desire for the school councilor system affirmatively.

School matters that they wanted to be examined when participating as a school councilor, were: “correspondence to the problems of bullying, truancy and other misconducts” (46.5%), “content methods of the teaching and educational achievement” (31.2%), and “activities outside the school study, club activities, and experience type of activities” (28.4%). Only 15.8% of the parents answered “school management policies and educational goals”. A lot of parents held back or were not confident in being involved in school management issues, or they might feel that it was unauthorized.

Moreover, the survey asked how the PTA’s should be involved in the school councilor system. Then more than 40% of them answered that “it had to be positively related as the organization,” while 32.3% answered that “Do not know.”

3.1.6 The meaning and the aim of “school councilor system” as the educational administration improvement measure are well explained in the report of the Ministry of Education, Culture, Sports, Science and Technology titled *How the Local Administration on Education should be*, submitted in September, 1998. This report explains as follows in the paragraph 6, titled “the community people participation in the school management” of the Chapter 3 titled “establishment of the independence and the autonomy of school” and advised a positive introduction of the system:

In order that the school meets the community people’s trust, and that the home and the community are enough collaborative and cooperation to perform educational activities, it is necessary to promote some measures to have the school being opened and to clarify the responsibility and accountability of the school management. It is necessary from these viewpoints, to explain the results of the self-assessment and evaluation of the school about its educational goals, and about the concrete educational plans based on it, and the state of arts of the implementation.

At school level, the good partnership between homes and communities and schools is well maintained by vitalizing the PTA’s activities, and through holding the small educational meetings at different communities, in order to work together to help children to develop fully with the full collaboration between the homes, communities and schools.

It will be necessary to install the mechanism that the school understands and try to reflect the parents’ and community people’s intentions and that schools should be managed with full cooperation from those people, in order to promote

the school-making to have it being opened to the community further more. It is necessary to examine it, including the revision of the law, to install the school councilor system according to the condition of the local communities, in order that the principals may have the advises in necessary, and listen to the different opinions about the school management done by him/her, asking participation of the man of learned specialist outside the school. Moreover, the school councilor is expected to publicize the school management to the people to contribute to the school-community partnership and cooperation.

3.1.7 The new experiment on the innovative school management and administration, called community school project, as one of the ideal ways of school management participation has begun.

National Commission on Educational Reform was proposing of the introducing a new type of schools (“Community School” etc.), early in December, 2000. In its background, there is the notion of activating the schools and of meeting the people's demands. They thought that it is necessary to activate an educational world of Japan by enabling of establishing the new types of schools, offering various educational opportunities, promoting a newer attempt, and drawing the person who has the entrepreneurial spirit into the school education. It is proposed as in the following:

The Proposal 3: WE should examine the possibility for the municipalities to establish the new type of schools in which community people will participate in its management (“Community School”) based on specific needs of the community. This project is for the municipalities to recruit the school principals through public open application system, to allow the voluntary people to establish the school based on the examination of its establishment by the municipalities. The principal will appoint the management team and run the school management with the authority of adopting the teachers.

The Government proposed more positively of introducing the community school as a new type of public school, in the *First Report* (promotion of the practical research for the legislation to introduce the community school) reported in 2001, by the Council for Regulatory Reform. It was proposed as drafted to prepare for the legislation revision to expand the discretionary power of the school, to have more reflection of the parents and community people’s intention, and to maintain the originality of the school about the school administration and management, including an establishment of the “Regional School Conference (tentative name)” which consists of the representatives of the parents and the community people, decision-making of teachers personnel affairs and school budget, of curriculum, of selection of the textbooks and other instructional materials,

and of class-organization. The model school is demanded to set up.

Then, the Ministry of Education, Culture, Sports, Science and Technology, points out the following reasons to review the ideal way of school management, as proposed in the interim report of the Central Council for Education, titled *How the School Management should be (Final Report)* published in March, 2004; The criticism to what should be of the management of public schools did not happen only after recent years. The Central Council for Education has, up to now, proposed the improvement of what should be of the management of the school from various viewpoints. Especially, in the Report of October 1998, titled *How the Local Administration on Education should be*, the Central Council has proposed the ideas of expanding the school discretion power concerning the personnel affairs, budgeting and curriculum, in order to realize the school-making with its characteristics and originality with creativity based on its own responsibility and judgment of each school, and in order to establish the independence and autonomy of each school. It has proposed also to introduce “the school councilor system” to have the school being more open to the community.

The various improvements that base these proposals have advanced at the board of education and the school levels, and the schools have changed steadily. Moreover, some improvements have advanced from the viewpoint of more positive collaboration with the homes and the communities, and of introducing energies outside schools. For instance, the system of the school councilor has been introduced at a lot of schools; The reform of the school management by the use of the talent in the society who have excellent knowledge and skills, and/or community people, as the volunteer teachers etc., has been promoted; Recruiting the people outside the schools to be appointed as the principal or vice-principals, based on easing the qualification requirement has also been encouraged. The Central Council for Education came to propose the ideal way of the school management participation in the community from the viewpoint of making the schools being more positively opened to the community while evaluating current reforms of school management like those.

The ideal way of the school management comes “public school of a new type in which the community participates”, and the new way of school management will be tried and experimented in Japan.

The Central Council for Education notes that it may be possible to introduce and realize the school councilor system by flexible use of the present various programs, and further that it should be expanded in many schools, based on the reviewing of the practical research results done so far. At every school it proposes the new system should be promoted to have the school open to the community. It is necessary for the school to provide opportunities and system through which parents and community people can consult with the school without any hesitation.

However, the Central Council for Education pointed out that there were some “schools

that had the problems in operation, and that were surely not able to necessarily obtain an expected result” as for the “school councilor system.” And it proposed, that “it is necessary to examine a new mechanism, that is, it can maintain the more positive relations to the school management, exceeding the role of just giving one's views in responding to principal’s demand.” An important proposal was given to the reform of Japanese school management and administration, that “the new mechanism that the parents and the community people independently participated in the school management, taking a constant authority and the responsibility, should be institutionalized in the system, and that the Government should offer it as one of the choices of new school management.”

3.1.8 The parents are likely to be more supportive and positive to the participation to the school management based on the idea of the new type of community school model. According to the report of the National Congress of Parents and Teachers Association of Japan, titled *The Report of the Parental Opinions of the School Educational Reform* (September, 2002), about 60% answered either “think it is good,” or “think it is somewhat good,” and showed an affirmative opinion about the community school. 26.4% answered “don’t know,” and so very few parents were negative against the community school idea. The person who answered that they want to participate in the installation and management of the school of a new type such as the community schools is less than 10%. There seems to be resistance in the participation, although 45.7% of them said that they are interested in participation in school management.

3.1.9 Specified schools as community school projects in fiscal year 2002 are nine schools of seven projects:

- Akitsu Elementary School, Narashino City, Chiba Prefecture.
- Gotanno Elementary School, Adachi Ward, Tokyo.
- Goshominami elementary School, Kyoto City, Kyoto Prefecture.
- Minamigaoka Elementary School, Tsu City, Mie Prefecture.
- Koyo Junior High School, Shingu City, Wakayama Prefecture.
- Kouki Junior High School, Seiki Junior High School and Kounan Elementary, Okayama City, Okayama Prefecture.
- Tsuchido Elementary School, Onomichi City, Hiroshima Prefecture.

3.1.10 According to the final report of the Central Council for Education, titled *How the School Management should be* published in March, 2004, it is proposed to develop the new school management in which the community people participate, based on the results of the experimental projects of those schools, and the new structure of the participation is described. This is a school management innovation which does change fundamentally

the ideal way of the future school management and administration in Japan. We may conclude that the answer to the question of how the schools must meet the demand of the nation and the community people is ready there. Let us cite a long list of the basic ideas and the principals of the new structure of the so-called community school:

(1) Which schools can be of community management school model?

- Though it is thought that the elementary school and the junior high school where the connection with the community is especially deep, become the community management school model, the local boards of education may assign kindergartens or senior high schools to the model, in accordance with the local conditions.
- It should be one of the necessary actions to expand choices of what should be of the school management, to institutionalize the community management school newly as one of the means. Therefore, it is suitable to assume the introduction to be done by an appropriate judgment of the local boards of education based on the realities of the schools and the community characteristics, or based on the opinions of parents and community people.

(2) Basic structure

(a) Establishment of the “school management conference”

- It is necessary to establish the “school management conference”, in the community management school as one of the mechanism to secure the participation of the parent and the community people. The school management conference is an organization of the council system, and as the committee, consist of the principal, the school personnel, the parents, the community people and the person related to the board of education etc. They should be entrusted by the local board of education. It is thought that the committee's number, composition, the procedure of the trust of the committee, the term of office, and the matter concerning proceedings of the school management conference, etc. will be provided in the board of education rule. When the committee of the school management conference is entrusted from the viewpoint that secures the principle of the neutrality of education and the fairness, it is necessary to examine the imposition of the confidentiality of information etc.

(b) Role of the school management conference

- The school management conference has three main functions:
 - 1) To determine the basic policies of school,
 - 2) To reflect the needs of the parents and the community,
 - 3) To monitor activities of school.

The school management conference is expected to play the role taking part in a

basic decision making at the school to give approvals according to the proposals by the principals concerning for example, a basic policy of the curriculum organization at the school and a basic policy concerning the budget execution and the personnel allocation, etc. It should have the standpoint that the responsibility of the setting and the achievement of an educational target of a school concerned are shared with the principal.

The principals manage the school matters based on the approved basic policies. Thus, the school management conference is demanded to function jointly with the principal for the management of a school concerned.

Moreover, the members of the school management conference, as representatives of the parents and community people, are required to understand demand and needs of the parents and community people fairly and widely, and to reflect them in the school management. In addition, it is expected of the appeal for the improvement, based on the reviewing and assessment of the educational activities at the school with the guideline of the basic principles.

The conference is accountable to parents, community people, and stakeholders such as school personnel for its own activities. Moreover, it comes for the role to be asked the responsibility whether to accomplish enough, when an expected educational target is not achieved enough at a school concerned.

- It is a problem of especially giving the important effect to the success or failure of the school management that bases the intention of the region with the trait to obtain what kind of principal and the school personnel at the school. Therefore, the public advertisement of the principal, the participation of the school management conference in the selection, and the demand of school personnel's human affairs, etc. had been tried in a current research of the practical research school projects.

It seems to be necessary to make the school management conference in addition to a present opinion report by the principal and the report unofficially by municipal boards of education, take part about principal and school personnel affairs, and it is advised for the board of education that have the final authority for personnel affairs, to try to realize the demand (wish) of the school management conference, etc. as much as possible considering the outline of the community management school system.

- When municipal boards of education specify a municipality-owned elementary school or the junior high school for the community management school, the school personnel at a school concerned is regarded to be necessary to follow a procedure of the prior consultation with the prefectural boards of education that have the authority of appointment of school personnel, because they are the school personnel of the prefecture expense.

- Giving a constant authority that undertakes the school management to the parents and the community people, and giving what authority concretely to the school management conference, and providing how to locate the principal and the relation to the board of education in that case in the law, these are really the new aspects of local education administration system. Therefore, it is necessary to do an enough examination in the light of what should be of the entire local educational administration so that an independent effort of the board of education is promoted when it undertakes the institutionalization.

(c) Expansion of principal's discretionary power

- It is important to expand the discretion power of the school principal as the person of final decision-making authority, in order to make school management more effective, utilizing the creative activities of the school.

In addition to the expansion of the principal's authority to appoint the teachers under the participation of the school management conference, some possible measures should be positively taken by the local boards of education in their discretion, such as appointment of the part-time staff, or increasing the discretion budget of the principals, etc.

(3) Monitoring and evaluation

- The community management school is the one that the parents and the community people participate, taking the responsibility for the school management that has been concluded up to now in the administration. The self-evaluation by a school concerned is important to promote the education that makes the best use of its public nature, and fairness and equity that the community management school should bear as a local public school. In addition, it is necessary for the boards of education to check and evaluate the educational activity of the community management school, including the activity of the school management conference, and to disclose information of the result, for instance, through the internet, and to make the best use of the result for the educational activity of other schools.

- In the check and the evaluation that the board of education does, it is necessary to establish the adequate items and to evaluate them, for example, if the functions expected to the school management conference is fully performed, if they secure the public nature, fairness and neutrality, or maintenance of the educational standards, or if concrete attainments are provided to making-school to meet the need of the community. In that case, it might be also effective to set up the assessment committee by the third party, and to listen to the opinions from the parents and the community people widely. It is thought that the improvement of the educational activity is demanded from the community

management school according to the result of the check and the evaluation, or the necessity for the measures taken of the cancellation of the specification is caused, too.

- In order that smooth management of the community management school is achieved, and that the expected goals are achieved, the board of education should provide the adjustment concerning the management of the community management school in its rules, and maintain the system of coordination and evaluation of the administration of the community management school. Moreover, it is necessary to support the school management of a new type positively at the Government level through the collection and offer of information concerning the community management school, and the research and development concerning the evaluation method.

3.1.11 Then let us review the impact and influence of the “school assessment and evaluation” upon the decision making process in school. According to the results of the report, titled *Execution Condition of School Evaluation and Provision of Information in Public School* by the Ministry of Education, Culture, Sports, Science and Technology (January, 2004), the execution rate of an external evaluation was about 40% in the school evaluation that was extending after 2002.

The self-evaluation execution rate of the different school type is as follows:

Kindergarten	61.8%
Elementary School	95.6%
Junior High School	94.8%
Senior High School	69.6%
Special Education Schools	76.7%

The external evaluation execution rate of the different school type is as follows:

Kindergarten	15.9%
Elementary School	50.6%
Junior High School	48.4%
Senior High School	37.8%
Special Education Schools	39.6%

As for the execution condition according to prefectures, especially those of the external evaluation, there is great difference between the prefectures.

Most of the persons who execute the external evaluation are the parents (67%). Then the members of the school council (52%) and the executive offices of the PTA’s are appointed as the external evaluators. Moreover, student (30%) and community people (16%) also are participating.

3.1.12 In the report of the survey above, the items on which an external evaluation is

undertaken are as follows:

School management	91%
School events	73%
School-home/community partnership	71%
Class management	67%
Teaching research and improvement	67%

It is understood that the opportunity for the parents to make comments on school management has been opened in Japan. Actually, 40% of the schools answered that cooperation with the parents was promoted by the evaluation practice.

3.1.13 The National Congress of Parents and Teachers Association of Japan conducted the survey and issued the report, titled *The Report of the Parental Opinions on the School Educational Reform*' (September, 2002). Many parents answered that they were likely to participate in the "school events" (63.7%). 17.2% of the parents did not participate and collaborate in any items. In any other items, the parents showed low participation in the activities of the schools. Only 3% of them were likely to join and cooperate for the activities.

4 Pupil Choices and Values

4.1 What do young people think about their schooling-its relevance and quality?

4.1.1 This chapter discuss about what the youth hope, what they expect for, and to what extent their expectations are met. Let us analyze how Japanese youth are satisfied with school education or schools.

The surveys referred here are:

- *The 2nd Basic Survey on the Life and Opinions of Youth (9-24 Years Old)*, conducted by the Cabinet Office in 2001.
- *The 6th World Youth Survey*, conducted by the Ministry of Public Management in 1999,
- *the Survey on the Future Prospect of Senior High School Students*, conducted by the Japan Youth Research Institute in 2002,
- *Public Polls*, conducted by NHK in 2002.

Surprisingly enough, Japanese youth are much more likely to be satisfied with school lives according the results of those surveys. Almost 80~90% of the respondents show their satisfaction with the school education. It is necessary for us to have more precise

analysis of those data if possible

For example, according to the result of *the 7th World Youth Survey* released in 2004, 36.0% answered that they are “satisfied” and 42.6% answered that they are “slightly satisfied” with the school education.

Table 5 To what extent are you satisfied with your school?

	Japan	Korea	USA	Sweden	Germany
Satisfied	36.0	24.5	52.1	39.7	38.0
Slightly satisfied	42.6	44.5	29.9	42.7	45.2
Slightly dissatisfied	13.7	19.3	8.9	10.9	12.3
Dissatisfied	5.8	8.8	6.8	6.1	3.2
N.A.	1.9	2.8	2.3	0.5	1.3

Source: Cabinet Office, *The Seventh World Survey*, 2004.

According to the results of *the 2nd Basic Survey on the Life and Opinions of Youth (9-24 Years Old)*, 92.4% of elementary school children, 89% of junior high school students, 84.3% of senior high school students and 86.1% of college students answered that they feel “so pleasant in their school life”. These results are unbelievable. They are happy with schools. Why are they so satisfied with school lives? Maybe, what they expect to the school lives are almost met, although what they expect may be different from what we, adults, think they expect. They expect the school lives to have more and good opportunities to play and live together with their friends, while we expect that they are pleased with the lessons and school environments. The concept of good school may be different between youth’s and ours.

4.1.2 Then let us examine what really the youth expect of school education. According to *the Survey on the Future Prospect of Senior High School Students*, conducted by the Japan Youth Research Institute, the items supported by the senior high school students are as follows:

“It is necessary to stress useful methods and techniques of instruction for the entrance examination” 83.9%

“It is necessary to stress practice, training, and laboratory” 82.1%

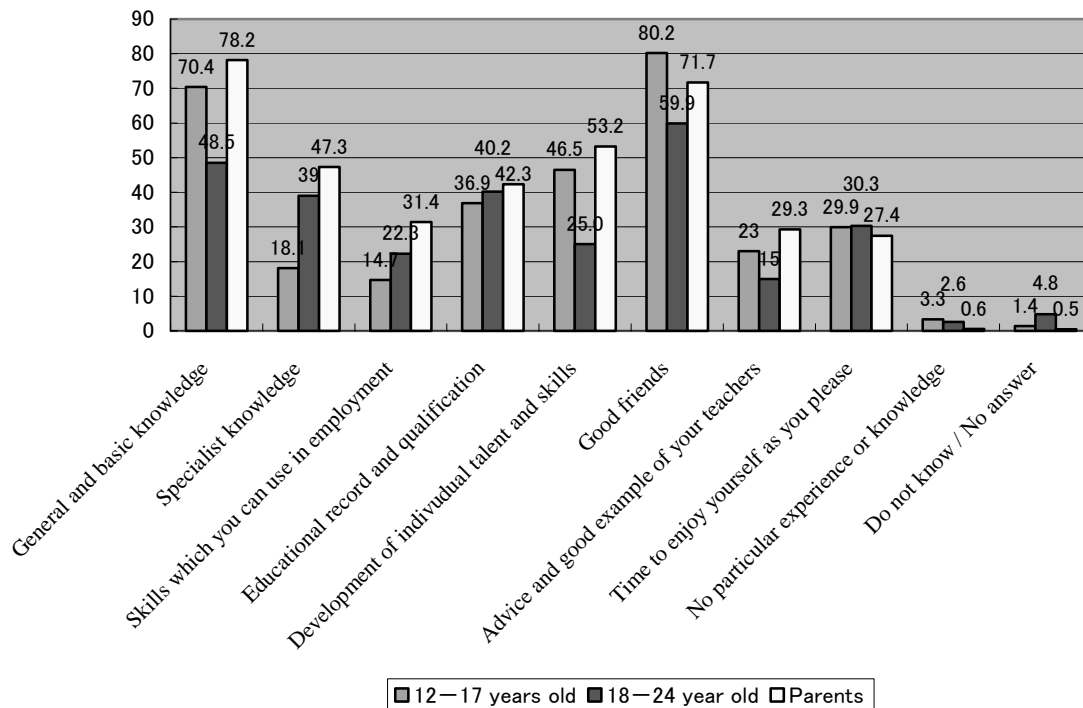
“It is necessary to stress vocational subject’s instruction” 80.9%

Japanese students are more likely to expect vocational and practical education than American students or than Chinese students.

According to *the 6th World Youth Survey* conducted by the Ministry of Public Management and its supplementary Survey conducted by only Japanese government in 1999, the youth had given “good friends” (12-17 years old: 80.2% and 18-24 years old:

59.9%) as a meaning of going to school. The youth who supports “general and basic knowledge” of course is not a little (12-17 years old: 70.4% and 18-24 years old: 48.5%). In the parents' answer, 78.2% support “general and basic knowledge”, and 71% of them answer “good friends” as a meaning of going to school.

Figure 2 What is the meaning of going to school?



Source: Youth Affairs Administration, Management and Coordination Agency, *The Japanese Youth, in comparison with the Youth in the World: a Summary Report of the Sixth World Youth Survey, 1998*, Tokyo: Youth Affairs Administration, Management and Coordination Agency, 1999; Ministry of Public Management, *The Japanese Youth, in Comparison with the parents, Junior and Senior high school students: a Supplementary Survey of the 6th World Youth Survey II, 1999*.

4.1.3 *Benesse Educational Institute* asked the research team the research on achievement: that is, *Educational Survey to Foster New Scholastic Attainments (2001)* (The representative of the research team is Hiroyuki Tanaka, Assistant Professor of Department of Education at Osaka University). He did ask how important elementary and junior high school students think of various learning behavior. According to this, it was “to give advice and solve problem for your friend” that receives a lot of answers of “very important.” The ratio is 70.8%, and 60.6% respectively. “friend” occupies the most important factor for their meaning of going to school.

Next, the matter related to the school education function comes up. For instance, “to make announcement and express thought in a dignified manner in public” (63.9%), and “to learn various things in various ways” (63.3%) for the elementary school children.

For junior high school students, “to keep working pretty hard” (53.3%), and “to make

announcement and express thought in a dignified manner in public” (53.3%).

What most students expect for the school is to keep the relation with friends, and schools are the “place” and “opportunity” for them to maintain relationship with friend. This way of understanding gets popular in Japan. “Learn” and “study” come after “friend.”

4.2 What are the rates of absenteeism from compulsory school and how does this vary from the beginning of the primary cycle to the end of the lower secondary cycle?

4.2.1 In Japan it seems to be more important to understand the students’ absenteeism not from the viewpoint of “truancy,” but from the notion that students can not come to schools, or that they do not want to come to schools. In Japanese they are called “Futoko”(Non-attendance).

It is understood that it is significant to think in the educational policy debates, from the viewpoint of the children who cannot go to school due to bullying or corporative punishment, not due to just “truancy” or sick, although “Futoko” is categorized into the long-term absenteeism in the school statistics.

The transition of the number of long-term absence children at the compulsory education school rises to the right shoulder going up until 2001 according to the report titled *How the Treatment of Futoko should be* (March, 2003). It turned to decrease in 2002. The number of “Futoko” student increases as the school year goes up. Especially, it increases greatly between the first grader and 2nd graders in the junior high school, and between the first grader in the junior high school and the 6th grader in the elementary school. One in every 275 elementary students (0.36%) and one in every 36 junior high school students (2.81%) are classified as the long-term absentees of “Futoko.” The ratio has risen rapidly in the junior high school.

4.2.2 In addition, it is pointed out by the Research Team on “Futoko” at the Ministry of Education that causes and backgrounds of “Futoko” are not from the one factor, but from complicated factors caused by family, schools and the person him/herself. But some generalized factors and causes are listed as follows:

- (1) Personalization of the interest, that they are likely to put their interests and sense of making lives upon the private matters, rather than public ones.
- (2) Changing of the relative significance of the schooling in their lives,
- (3) Changing of way of understanding about the school among the parents and of the attitudes toward schooling, and of the children themselves.

It accounts for 44.5% most in the survey who chose the item of “problem over friendship” as the cause, and 27.6% for the item of “poor academic attainment”, and

20.8% for the item of “problem over the relationship with teacher.”

As for the background of “Futoko”, such problems are listed: lack of self-esteem, increasing number of children who can not have any future prospect of vocation and profession, lack of motivation toward studying, poor tolerance against the desire, and/or lack of the sense of obligation that they have to go to school.

As for the parental backgrounds, the following causes are listed: declining of educative function of family, lack of confidence of parents against the discipline, difficulty of parent to be independent from the children, and lack of economic and social sense of affordability. There are some parents who insist that going to school is not everything.

4.2.3 According to the *School Basic Survey* in fiscal year 2002 (*Current state of various problems in the student discipline*, December, 2003) of the Ministry of Education, Culture, Sports, Science and Technology, the opportunities of their becoming “Futoko”, are as follows:

“One that originates at the school life”	35.5%
“One that originates in person in question's problem”	35.5%
“One that originates in the home life”	19.4%

In each category, the following is chosen most:

“Problem over friendship”	19.0%
“Problem of related to the person in question”	29.1%
“Problem over the parent and child relation”	9.8%

As for the elementary school children, the reasons of “one that originates in the home life” and of “problem of related to the person in question” are highly chosen. As for the junior high school students, the reasons of “one that originates at the school life” and of “one that originates in person in question’s problem” are highly chosen.

As for the reasons why children continue to be “Futoko,” 26.9% of them choose the item of “complicated reasons,” 26.1% of them point the item of “emotional confusion like uneasiness,” and 20.5% point the item of “spiritless-ness.”

Moreover, the proportion of “play and delinquency” type is 0.9% for elementary school children, but it accounts for 12.2% for the junior high school students.

4.2.4 In *How the treatment of the “Futoko” should be* (March, 2003), attention defect/the cruelty in attention-deficit hyperactivity disorder (ADHD) and learning disabilities (LD) and child-abuse at home and staying indoors (Hikikomori), etc. are new tasks and problems that should be able to come within the sweep in the future.

As for the relation between “Futoko” and those staying indoors, it is reported that about 40% of the consultation numbers for one year of “Staying indoors” has the experience of

the “Futoko” in schools at all three levels of elementary, junior and senior high schools (The Survey of the Youth Health Center in November 2000).

This is the data based on the persons of “Staying indoors”, and so it does not tell us that those of “Futoko” become “Staying indoors,” in the future. It is misunderstanding. But on the other hand, in order to solve the problem of “Staying indoors,” it seems to be important to tackle with the solution of “Futoko” problems. Social significance is found in dealing with the issue of “Futoko,” in the society as general.

4.2.5 According to *the Survey on the Future Prospect of Senior High School Students*, conducted by the Japan Youth Research Institute, about 80 percent (78.9%) of the high school student are happy with their school life although only 38% of them feel that “school life present a great challenge.” 64.7% of them “want to absent from school.” 74.1% answer that “want to skip lectures,” and 71.5% answer that they “feel dissatisfied with the way of this school.” Therefore the high level of their satisfaction with the schools is very negative. Those who feel that they want to skip lectures or to stop away from school increased in 2002 comparing with the data of 1980.

Table 6 What do you feel about schooling?

	Year	Quite Often	Often	A Little	Not At All
Want to be absent from school	1980	20.5	44.6	20.3	14.3
	2002	27.1	37.6	19.4	15.8
Present a great challenge	1980	11.6	33.8	35.9	18.2
	2002	9.8	28.2	39.8	21.6
Feel dissatisfied with the way of doing here	1980	35.0	42.0	16.7	5.9
	2002	34.5	37	18.9	9.4
Enjoy school life	1980	33.9	45.0	13.1	7.6
	2002	39	39.9	11.8	8.8
Want to skip lectures	1980	26.2	47.5	17.6	8.6
	2002	35.8	38.3	15.5	10.3

Source: Japan Youth Research Institute, *the Survey on the Future Prospect among Senior High School Students*, 2002.

Table 7 What do you feel about schooling? (By the groups of achievement)

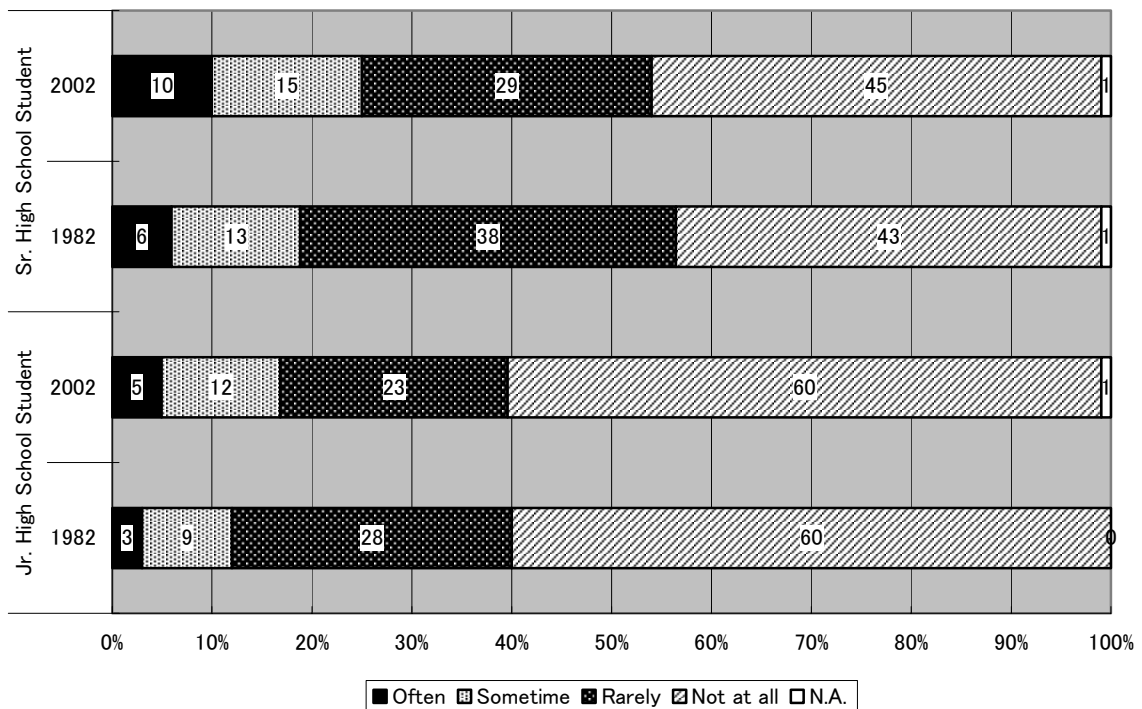
	Upper	Middle	Low
Want to be absent from school	57.2	65	71.6
Present a great challenge	46.5	34	33.9
Feel dissatisfied with the way of doing here	-	-	-
Enjoy school life	85.3	79.2	72

Want to skip lectures	66	72.8	83.6
-----------------------	----	------	------

Source: Japan Youth Research Institute, *the Survey on the Future Prospect among Senior High School Students*, 2002.

4.2.6 In the public opinion poll that NHK did in 2002, the ratio of the student who answered, “often” or “sometimes” to the question how often do you feel not going to school, are 17% among junior high school students, and 25% among senior high school students. These are comparatively low numerical value. How to catch the mind or the way of thinking of the junior high school student and the high school student is quite difficult and different according to the surveys, and a problem is very complex and difficult. Which data tells us more closely the truth?

Figure 3 How often do you feel like not going to school



Source: NHK. *Public Polls*, 2002.

4.3 What is the room for students and their parents to choose different programs of study and how far are these primarily in the hands of schools and the education authorities?

4.3.1 The chance of the students’ participation on the school management is now opened through the policy of external evaluation which sometime include students as evaluators in the schools, although the student’s participation in the decision making of schools is

not done in shape of direct participation on the decision making. The student's school management participation in Japan is a future task to be dealt with.

4.3.2 Senior high schools can offer various subjects and courses, and students may select the school and the course from an academic course to the vocational courses, or select various programs in the one school building of the newly introduced Comprehensive Department. As for the high school system of Japan, they become more diversified and more flexible, and are able to meet the parental and the students' needs, by adequately designing of the programs.

5 The Diversity in the Structure of School Systems and Influence over the Curriculum

5.1 What formal distinctions, if any, are there between types of school distinguished in terms of such factors as ability/selectivity of the student intake? Public/private, religious affiliation, or specialization based on linguistic or curriculum grounds?

5.1.1 The school curriculum at the compulsory education level is in principle organized to have high commonality because of its nature of completion of education, but at junior high school level, students may choose the subjects in accordance with the career-hopes or with the level of mastery, by expanding the optional subjects. However, the optional subjects system is not necessarily developed based on the recognition of the diversity of "demand" in the process of providing the school education service. Such a system-making is considered and emphasized in the post-compulsory education level.

5.1.2 There are some creative efforts at the compulsory education level, to train the basic skills and knowledge, of small class size, team-teaching, book-reading movement, daily exercise of basic skills of reading and calculation, and of class organization based on the mastery levels, and articulated curriculum of elementary and junior high schools. The partnership programs between junior and senior high schools are also experimentally developed.

5.1.3 "Scholastic Attainment Frontier School" program executed as a measure for the improvement of basic skills, has been introduced by the following details. The Central Council for Education advocated to promote diversification of curriculum in its report of 1996, and referred again in 1997 in its second report, both titled *the Model for Japanese Education in the Perspective of the 21st Century*. The Council stated the necessity of "consideration for children who are behind in learning", and "the further development education that responds to individuals' abilities and aptitude," and of introducing the small class size of instruction. To do action research on the quality

individualized instruction to meet the different needs of the students, “Scholastic Attainments Frontier School” program was launched. The Council advocated the promotion of this program, by referring to the successful results of these trials.

5.1.4 At high school stage, the programs called “Super-science High School” and “Super-English Language High School” are developed. Though the necessity of the education according to an individual ability and the aptitude was shown in the second report of The Central Council for Education, it advocated to improve “the various opportunities for the talented and well motivated students in some specific fields”, and to educate the excellent students in the specific fields by improving their ability and individuality. Then, it comes for some high schools to come to execute such a program, and to satisfy various advanced demands.

5.1.5 The Ministry of Education, Culture, Sports, Science and Technology came to admit “Privately-managed schools established by the public authority” in the public school system, although the conventional public schools have been established, publicly maintained, and publicly managed. These schools are established by the public authority and managed by the private companies or bodies. The person who has enough results such as the school juridical persons is enabling to manage these schools. This is what the Central Council for Education *How the School Management should be (final report)* in March, 2004 has thought, in order to secure the public nature and neutrality of those publicly established schools. It assumes, “the local government can consign various business to private organization, and efficient school management be expected.” But it assumes that only kindergarten and high school are suitable for the privatization of their management. This depends on the assumption that the direct harm will be given to children if these schools are closed due to their ineffective management and weak quality of education provided. Therefore, it concluded the idea that it is a principal that those who establish schools must manage them, and that this kind of privatization may be considered only in the policy of special deregulated districts. And at the same time, when this privatization policy is introduced in the special deregulated districts, (1) for the moment, it is limited only to kindergartens and senior high schools, excluding compulsory education schools; and (2) management of schools may be trusted to only the school juridical persons. The discussion concerning structural reform of the special deregulated districts was likely to admit the NPO corporation and the company to manage schools, but in the third drafted compulsory education is to be excluded and only the schools for “Futoko” may be managed by those NPO corporation.

5.1.6 A religion-affiliated school system in Japan is limited only to private schools. It is supposed not to provide any religious education at public schools from the constitution

principle of the secularism and separation of church and state. The ratio of the independent private schools in Japan account for only 0.9% at the stage of the elementary school according to *School Basic Survey Report (2003)*' of the Ministry of Education, Culture, Sports, Science and Technology. Then it accounts for only 6.2% at the junior high school stage, and 29.3% at the stage of the high school. The distribution of 246 private schools located in Tokyo by their religious affiliation shows that there are a lot of independent private schools which do not have any relation with the religion. Its ratio is 79%. Christian schools account for 14%. Buddhist schools account for 7%.

The religious education and religion activities in the independent private schools are permitted, and religious education is provided freely.

However, even at the independent private schools, any specific religious education should not be compelled to the students. The secular programs (moral education) must be prepared for the students who do not attend the religion classes. Of course, the chance of entrance is given in an independent private school regardless of the sect.

Fundamental Laws of Education states in the article 9, that the attitude of religious tolerance and the position of religion in social life shall be valued in education, and that the schools established by the state and local public bodies shall refrain from religious education or other activities for a specific religion.

Table 8 Share of Private sector of education

	Total	Private	% of Private	Students	Private	% of Private
University	702	526	74.90%	2,803,901	2,061,035	73.5
Junior College	525	463	88.20%	250,065	227,551	91.0
Senior High School	5,450	1,318	24.20%	3,809,801	1,115,147	29.3
Junior High Schools	11,134	700	6.30%	3,748,319	232,728	6.2
Elementary Schools	23,633	179	0.80%	7,226,911	68,063	0.9
Kindergarten	14,174	8,389	59.20%	1,760,442	1,392,588	79.1

Source: Ministry of Education, Culture, Sports, Science and Technology, *School Basic Survey Report*, 2003.

5.1.7 In the category of the vocational and technical senior high schools, there are fishery schools, agriculture schools, industry schools and commerce schools. There are agriculture, industry, commerce, fishery, home economics, nursing, information, and welfare, etc. from the viewpoint of vocational education departments.

Table 9 Number of senior high schools by the kinds of departments

	full-time	part-time
--	-----------	-----------

	schools	Students			schools	students		
		total	male	Female		total	male	female
total	5, 272	3, 691, 177	1, 858, 316	1, 832, 861	824	110, 469	67, 169	43, 300
academic	4, 056	2, 695, 629	1, 318, 237	1, 377, 392	573	72, 954	40, 929	32, 025
agriculture	347	103, 032	59, 303	43, 729	31	2, 624	1, 765	859
technology	621	310, 246	281, 052	29, 194	157	19, 745	17, 733	2, 012
commerce	825	288, 944	100, 377	188, 567	116	9, 281	4, 658	4, 623
Fishery	49	11, 713	9, 074	2, 639	—	—	—	—
Home Economics	386	59, 758	5, 898	53, 860	20	851	131	720
Nursery	120	14, 494	535	13, 959	10	389	24	365
ICT	11	397	211	186	1	51	29	22
Welfare	53	3, 381	680	2, 701	3	259	59	200
Others	611	102, 082	41, 859	60, 223	4	1, 151	516	635
Comprehensive Dept.	205	101, 501	41, 090	60, 411	10	3, 164	1, 325	1, 839

Source: Ministry of Education, Culture, Sports, Science and Technology, *School Basic Survey Report, 2003*.

5.1.8 The '*White Paper on the National Lifestyle*' in Fiscal Year 2000 that the Cabinet Office released, points out the rise of the concern to a private school by describing as follows:

Recently, the number of those who feel the charm in a private school has increased while the satisfaction rating to the education is decreasing. The ratio of the person who goes to a private junior high school keeps rising from 3% of 1985 with 6% in 2001 (6.2% in 2003) according to the Ministry of Education, Culture, Sports, Science and Technology *School Basic Survey* in 2001. In a private school, it has a unique school tradition compared with public schools, and it provides the education with the trait in conformity with the spirit of Foundation. In order to increase the satisfaction rating among the people, it is possible to promote establishing private elementary and junior high schools, or introducing the policy of more flexible school district system of public schools, by allowing the children to go to the school located outside from the designated district.

5.2 What are the legal/constitutional possibilities for the exercise of choice by parents and students, as regards attendance at, or foundation of, the different types of school described in 5.1 or enrolment at different public schools of the same type?

5.2.1 School choice is possible. The Ministry of Education worked out making the designated school district system more flexible in 1997, and the school choice program begins to extend. In some districts, parents and children may choose the school. It was the oldest case with Sapporo City that the flexible designated school system was put into practice. The small school which was losing pupils was designated as “Specially Authorized Small School” so that any children, who can commute to it and want to study in the rich nature, can attend from the any place of the city. The past school choice was given to the small schools located in the densely populated areas, or to the schools for “Futoko.”

5.2.2 It is Shinagawa Ward in Tokyo that introduces the first school choice program in Japan. It was in 2000. 17% of the elementary school parents and 24% of junior high school parents chose the different schools for their children other than those they are designated to send children.

The local government that introduced the school choice system of the elementary school and the junior high school as of fiscal year 2003 is 33 municipalities. In addition, the municipality who plan to introduce the school choice is about 20 municipalities in fiscal year 2004.

5.2.3 The Ministry of Education already issued the ordinance to make the designated school zone system more flexible in 1997. As for the reference, let us introduce the ordinance itself as follows:

Municipal boards of education are assumed to designate the elementary school or the junior high school in cities, towns, and villages concerned for those parents to send children according to the place where they live, if there are more than two schools, in accordance with the School Education enforcement Law. In that case, municipal boards of education usually set the school district (zone) beforehand by each school, and are specifying the school that the parent should send their children based on this.

(omitted)

Municipal boards of education may introduce the flexible school zone based on the following principles:

- 1. The full consideration should be given to the intention and opinions of the parents and various programs should be developed in accordance with the needs of the community.**
- 2. Boards of education may admit changing of the schools to go to if there is a good reason to do so, such as geographical, physical, or bullying**

related reasons, based on the parental request.

3. The mechanism of entering school outside the designated zone should be fully noticed to the parents. And the channels must be prepared for the parental consultation.

5.3 In what way, if at all, is the group representative of the civil society and parents involved in defining the school curriculum?

5.3.1 The Central Council for Education advocates, in the report titled *Strategy on the Enhancement and Improvement of the Curriculum and the Guidance now in the Primary and Secondary Education* (October, 2003) that community people should be more involved in the school educational activities, with being more interested in the school curriculum and teaching.

5.4.1 In Japan the Courses of Study describe the required value education by regulating the secular curriculum guideline of Moral Education, The content is as follows when taking it as an example of the case of the elementary school.

Elementary School Course of Study

< General rules >

The moral education aims at developing the morality as the base of educating Japanese who may make the best use of the spirit of the respect for man's life and dignity in the life at homes, schools, and in society , and who has a rich mind, contribute to the creation of the culture of rich individuality and to the development of a democratic society and nation and who is willing to contribute to a peaceful international society and to develop the future with independent mind, based on the foundation spirit of the education provided in Fundamental Law of Education and School Education Law.

< Chapter 3 Moral Education > 1 goals

The goal of moral education is to educate the moralities of moralistic feelings, the moral judgment power, the will to practice, and the attitude, etc. through the entire educational activity of the school by the place in which it shows in the *general rules*.

5.4.2 Citizenship Education is provided in Social Studies of 'Junior High School Course of Study' and in Civics of 'High School Course of Study'. The contents of citizenship education at junior high schools are as follows:

Junior High School Course of Study

< Chapter 2 Subject, Section 2 Social Studies, 1 Goal>

- **To educate the basics for the necessary competence as the founder of the democratic, peaceful nation and society, who live in the international society, by increased concern in the society with broader perspectives, by improved thinking multilaterally based on the documents, by deepening the understanding of Japanese country and history, and by training the basic knowledge as citizens.**

(Field of Civics)

Goals

- (1) To realize the relation between the meaning of the esteem of the dignity of the individual and human rights, especially freedom and the right and the responsibility and the obligation, and to promote the deeper understanding concerning democracy, and to train the basic knowledge necessary for the citizens who bear sovereignty of the people.**
- (2) To promote greater understanding about relations between an improvement of the life of the meaning of the democratic form of government and the people and an economic activity and modern social lives, etc. centering on relations between the individual and the society, and to pay attention to various problems of the society, and to foster the attitude that tries to be thought voluntarily.**
- (3) To realize the importance of mutual respect of the sovereignty of each country in deepening international interdependence, in order for the achievement of the global peace and the increase of human welfare, and to cooperate each other in order to attempt the peace and prosperity.**
- (4) to educate the ability and the attitude to have more interest in the social matters in modern society, to collect, select and analyze multilaterally the documents, and to grasp correctly the facts, and to make fair judgments and to express ones own idea properly.**

5.4.3 We do not provide any religious instruction at public and national schools as regulated by the Constitution and the Fundamental Law of Education, although we should be educated to learn how significant it is to have religious tolerance in our lives and respect of other religions.

6 Bibliographies

- **National Congress of the Parents and Teachers Associations of Japan, *The Realities of PTA's and Parental Opinions on Education*, 1995.**

- Central Council for Education, *The Model for Japanese Education in the Perspective of the 21st Century (First Report)*, 1996.
- Central Council for Education, *The Model for Japanese Education in the Perspective of the 21st Century (First Report)*, 1997.
- OECD/CERI, *Parents as Partners in Schooling*, Paris: OECD, 1997.
- Central Council for Education, *How the Local Administration on Education should be*, 1998.
- Ministry of Education, Culture, Sports, Science and Technology, *Education in Japan 2000*, Tokyo: Gyosei, 1999 (in English).
- Youth Affairs Administration, Management and Coordination Agency, *The Japanese Youth, in comparison with the Youth in the World : a Summary Report of the Sixth World Youth Survey, 1998*, Tokyo: Youth Affairs Administration, Management and Coordination Agency, 1999 (in English).
- Ministry of Public Management, *The Japanese Youth, in Comparison with the parents, Junior and Senior high school students: a Supplementary Survey of the 6th World Youth Survey II*, 1999.
- National Educational Research Institute, *Survey on the Concepts of Schooling*, 1999.
- National Commission on Educational Reform, *17 Proposals for Changing Education*, 2000(in English). It is also available in the Web:
<http://www.kantei.go.jp/foreign/education/report/pdfs/report.pdf>
- Council for Regulatory Reform, *The First Report* (promotion of the practical research for the legislation to introduce the community school, 2001
- Cabinet Office, *the 2nd Basic Survey on the Life and the Opinions of Youth*, 2001.
- Japan Youth Research Institute, *the Survey on the Future Prospect among Senior High School Students*, 2002.
- Ministry of Education, Culture, Sports, Science and Technology, *Japanese Government Policies in Education, Culture, Sports, Science and Technology 2001*, 2002
- National Congress of Parents and Teachers Association of Japan, *the Report of the Parental Opinions of the School Educational Reform*, 2002.
- NHK, *Public Polls*, 2002.
- Cabinet Office, *National Survey on Lifestyle Preferences*, 2002.
- Central Council for Education, *Strategy on the Enhancement and Improvement of the Curriculum and the Guidance in the Primary and Secondary Education*, 2003.
- Central Council for Education, *How the School Management should be (Interim Report)*, 2003.
- Ministry of Education, Culture, Sports, Science and Technology, *Japanese Government Policies in Education, Culture, Sports, Science and Technology 2002*, 2003
- Cabinet Office, *The Seventh World Survey*, 2004.
- Central Council for Education, *How the School Management should be (Final Report)*,

2004.

- **Ministry of Education, Culture, Sports, Science and Technology *Present Status of the School Councilor Systems in the Local Public Schools, 2004.***