

**Part III. Toward the Application of Japan's Educational
Experience to Developing Countries**

Chapter 14. Toward the Application of Japan's Educational Experience to Developing Countries

Part I of this report gave an overview of the history of Japanese education, seen afresh from the perspective of educational development, and focusing primarily on the period since the promulgation of the Education Ordinance in 1872. It looked back at the way in which Japan established a modern school education system, and the way in which it enabled the school system to develop in terms of qualitative and quantitative factors. Part II on the other hand presented extracted data within the perspective of "Japan's educational experience," and gave an ordered overview of the ways in which the various issues that appeared were tackled. Part III brings together the essence of Part I and Part II, and after clarifying the characteristics of Japan's educational development, offers some considerations on ways of thinking, devices and resources, concerns and issues that need to be taken into account in terms of the application of "Japan's educational experience" to developing countries.

It should also be emphasized that the purpose of this report is to consider as objectively as possible how Japan, in the days when it was itself a developing country, achieved its own educational development, and to introduce Japan's experience as a reference source for developing countries. We would therefore like to emphasize once again that the objective is not to suggest that Japan's experience can be transplanted to developing countries as it stands, or that the same kind of development can be recreated in a different context.

1. Historical Changes Over Time in Japan's Educational Policy

We will begin by looking at the broad flow of educational development in Japan, using the account given in Parts I and II as a reference point.

Regardless of whether the decision-making process

in terms of educational policy was democratic or not, the form in which school education developed in Japan was that the administration took the lead in passing laws and regulations concerned with educational policy, which was then realized and implemented through the efforts of local autonomous bodies, schools and local society. By following the course of laws and regulations as well as the reports of important advisory bodies, it should be possible to obtain a broad overview of the process of educational development. On the basis of this presumption, Diagram 14-1 brings together from the perspective of educational development the historical pattern of changes in Japan's educational policy.

The time divisions in this diagram are not necessarily identical with those in Part I, Chapter 1, "The modernization of Japan and educational development," but by using the divisions in the diagram, it is possible to make broad divisions in Japan's educational development, marked by the three great "education reforms" and by the series of laws and regulations passed in 1900. It should then be possible to highlight the main points in each stage of development through these divisions. In the following paragraphs, therefore, Japan's educational development has been divided into 4 stages: 1) "Introduction of modern school education" (1868-1899); 2) "Expansion of the education system" (1900-1945); 3) "Postwar reconstruction of the education system" (1945-1969); and 4) "Strengthening of education in response to social change." In accordance with these divisions, we analyze policy changes focused on key points in educational development issues and policy changes seen from the perspective of school education development. Table 14-1 brings together specific measures adopted in each period for dealing with various issues.

Diagram14-1 Historical changes of educational policies

Era	Social conditions	Stage of educational development	School enrollment rates (%)					Education policies		
			Year	Primary	Lower secondary	Upper Secondary	Higher	Quantitative expansion	Qualitative upgrading	Management
Meiji	Modernization	Introduction of modern school education (1868-1899)	1873	28.1				1869 Legal structure for universities 1870 University regulations Overseas study regulations 1870 Middle and elementary school regulations		1871 Establishment of Ministry of Education
								1872 The Education Ordinance (centralized educational administration; school district system)		
								1872 Tokyo Normal School established 1872 Translated textbooks introduced		
								1879 Education Order (democratic education system; relaxation of attendance enforcement)		
								1880 Revised Education Order (centralization, strengthening of compulsory attendance, emphasis on Morals)		
							1886 Elementary School Order Normal School Order 1886 Middle School Order 1886 Imperial University Order		1885 Cabinet system established First Minister of Education: Mori Arinori	
									1885 Collection of municipal school fees made compulsory	
								1890 Imperial Rescript on Education 1897 Normal School Order		
								1899 Vocational School Order Girls' High School Order		1899 Creation of office of chief supervisor and school supervisor
				Expansion of the education system (1900-1945)	1900	81.5		8.6	1900 Abolition of fees for compulsory education 1907 Extension of compulsory education from 4 to 6 years	1900 Introduction of automatic grade progression 1903 Specialized College Order
Taisho	Liberalization		1910	98.1		12.3	1918 University Order	Taisho Progressive Education	1917 Special Council for Education	
Showa (prewar)	Militarism		1930	99.5		18.3	1943 Japan Scholarship Foundation Law	1933 Nationally authorized elementary school textbooks 1941 National School Law	1940 Law concerning the National Treasury's Share of Compulsory Education Expenses	
Showa (postwar)	Democratization	Reconstruction of the education system (1945-1969)	1945	99.8			45.3	1947 Fundamental Law of Education, School Education Law	1947 Courses of Study issued (Unit-based experiential learning)	1947 Formation of the Japan Teachers Union 1948 Board of Education system
								1954 Law to Promote Education in Isolated Areas: Law to encourage attendance by children with physical disabilities 1956 School Lunch Law: Law concerning the National Treasury's Share for the Encouragement of School Attendance by Pupils having Financial Difficulties	1950 Educational Personnel Certification Law 1950 Industrial Education Promotion Law 1953 Science Education Promotion Law	1952 Central Council for Education 1956 Law concerning the Organization and Functions of Local Educational Administration
								1963 Introduction of free distribution of textbooks		
			1950	99.6	99.2		46.7			
Since the high economic growth period	Diversification	Strengthening education in response to social needs (1990-present)	1970	99.8	99.9		81.4	14.8	1971 Report by Central Council for Education (Third Education Reform) 1973 Law to Secure Capable Educational Personnel 1975 Private School Promotion Subsidy Law 1978 Establishment of Graduate Universities of Education	1974 Establishing legal status of principal and deputy principal
								1984 National Council on Educational Reform (NCER) established 1987 NCER final report		
								1987 Start of probationary training for new teachers		
			1980	99.9	99.9		95.5	30.7		
			1990	99.9	99.9		95.6	40.2	1998 Report by the Curriculum Council (Integrated Study Period, etc.)	
			2000	99.9	99.9		95.4	54.4	2002 Implementation of new Courses of Study	

Basic Educational Matters Later Secondary Education and Professional Training Matters Higher Education Matters Matters of general concern

Primary: Elementary and prewar middle school: Ratio of school enrollment (excluding foreigners) to the compulsory school age population (school attendees, excluding foreigners, + those granted exemption from attendance + those whose whereabouts are unknown for 1 year or more).

Lower Secondary: Prewar middle school: Percentage of all students proceeding to the main course of the old-type middle school, girls' high school (excluding practical course), vocational school, and Normal School (Part 1).

Upper Secondary: Upper secondary school: Ratio of enrollment in one of the following schools to the age population corresponding to upper secondary school students (15 to 18): upper secondary school (excluding those on correspondence courses), latter part of secondary school course (since 1999), schools for the blind, deaf or disabled (upper secondary section), college of technology – grades 1, 2 and 3 (since 1932), training institute for teachers in national technical schools (1965), training institute for teachers in national schools for the disabled (1970, 1975). Students enrolled on correspondence courses are not included.

Higher: University: Ratio of enrollment in one of the following institutions to the age population corresponding to university students: university (excluding graduate school), junior college, college of technology – grades 4 and 5 (since 1962), specialized course of specialized training colleges (since 1965), training institute for teachers in national technical schools (1965), training institute for teachers in national schools for the disabled (1970, 1975). Students enrolled on correspondence courses are not included.

Sources: Data taken from various documents published by the Ministry of Education, Japan.

1-1 Changes in Educational Development by Issue

Looking at changes in the main points of educational policy in terms of educational development by issue, it is possible to identify a shift in major emphasis from “quantitative expansion of education” to “qualitative upgrading of education,” and to see a continuing emphasis on “improvement of educational management.”

In the initial period, which we have labeled “The Introduction of modern school education,” the “Early Meiji Education Reforms” were implemented, focusing primarily on the promulgation of the Education Ordinance in 1872; the aim, on the basis of government modernization policies, was the construction of a modern school system, using the systems of Western countries as models. During this period, educational management also received attention, education-related laws and regulations aimed at consolidating educational administration and school education systems were put in place, and measures were also implemented to deal with the need to secure educational budgets and to set up an education-related information system. On the occasion of these various reforms, research reports on the situation in other countries, and the suggestions of foreign advisers were utilized. Legal measures were also introduced concerning teacher training, which was directly linked to the qualitative upgrading of education and the establishing of a framework for a teacher licensing system. In parallel with these developments, a framework was established to enable schools and local autonomous bodies, which had direct responsibility for supervising schools, to take measures on their own initiative to improve school enrollment, and in this way, school education was reappraised in line with the reality of local conditions. But all this said, in 1873, the school enrollment in primary education was still no higher than 28.1%, so in the early part of the Meiji era, the top priority remained the dissemination of school education.

In the second period (1900-1945), labeled “Expansion of the education system,” very radical reforms, such as the abolition of fees for compulsory

education, and the introduction of an automatic grade-progression system in schools, were implemented by means of a series of laws and regulations passed in 1900, amounting to a major educational reform. At the same time, various measures were taken to improve the situation for girls, who were very liable to be disadvantaged in terms of education, and institutions providing education for the physically disabled, including those with visual and auditory impairments, were also made compulsory. From the point of view of educational management, support from the national treasury was implemented for compulsory education costs, and with a lightening of the principle, that had hitherto been applied, that those who received benefits should bear the costs, the burden of education costs borne by the national treasury became steadily heavier. As a result of the various measures taken, enrollment at primary education level climbed to over 80%, and increasing emphasis came to be placed on improvements in areas such as the education system, educational content and teaching methods, and on qualitative improvement of education as seen in the results achieved in these various fields. It is also in this period that research and training activities spontaneously developed by teachers with the aim of achieving qualitative improvement of education, were vigorously developed. In subsequent years, attention continued to be focused on qualitative upgrading, and new educational patterns generated by the private sector, of which the “Progressive Education Movement of the Taisho Era” is a representative example, were positively developed. But with the onset of World War II, Japanese school education suffered a mortal blow.

In the postwar period (1945-1969), labeled “Postwar reconstruction of the education system,” radical reforms of the educational administration and educational finance systems as well as of the school education system were undertaken with democratization of education and equality of educational opportunity as the main fundamental principles. In this period, the highest priority was attached to restoration of the school system and to

Table 14-1 Japan's experience by stage of educational development

	Quantitative expansion	Qualitative upgrading	Management improvement
Introduction period	<ul style="list-style-type: none"> • Establishment of schools by residents • Start of public funding for school education expenses • Peripatetic supervising in school districts • Penalties for non-attendance at school introduced and strengthened • Information dissemination and efforts to enlighten residents • Consciousness-raising of interested parties by awards and other means • Formation of a support structure for school education • Reappraisal of the school system • Diversification of school calendar and timetables • Education content simplified and made more practical • Encouragement of girls' education by local government • Establishment of sex-segregated education or co-education • Debates and research at local government level 	<ul style="list-style-type: none"> • Expansion and comprehensive structuring of teacher training process • Structuring and improvement of teacher licensing system • Promotion of research and development by designated schools • Adoption of textbook authorization system 	<ul style="list-style-type: none"> • Utilization of research on education systems in other countries • Formulation, implementation and improvement of policies based on recommendations, guidance and advice from overseas specialists • Introduction of an examination system for appointment of bureaucrats • Education-related legal infrastructure put in place • Statistical system put in place • Prioritization and sliding-scale distribution of education budgets • Income generation started • Unification of educational and general administration • Clarification of central-local divisions in terms of authority, functions and jurisdiction • Introduction of board of education system • Strengthening of school supervisory system • Introduction and continued implementation of school staff meeting • Principle of "beneficiaries bear the costs" for school education expenses
Expansion period	<ul style="list-style-type: none"> • Compulsory education made free of charge • Shift to automatic grade-progression system • Encouragement of girls' education by local government • Creation of child-care schools and classes • School-age children's registers and attendance demands • Education provision suited to girls' needs • Debates and research at local government level • Arrangement of intensive courses for women teachers' creation • Establishment of simplified learning centers by residents • Public funding of school education expenses 	<ul style="list-style-type: none"> • Support for self-initiated research activities by teachers • Cooperation with research activities by academic societies • Shape of appropriate learning and selection of teaching methods • Blackboard lesson planning – skill improvement • Construction and application of class development models • Improvement of teaching skills through school-based training • Accumulation and transmission of shared experiences • Cooperation between researchers and teachers • Introduction of research on teaching materials • Implementation of basic school survey 	<ul style="list-style-type: none"> • Introduction of system of special advisory bodies • Gradual increase in state funding of compulsory education costs
Reconstruction period	<ul style="list-style-type: none"> • Introduction of regular rotation system for teachers • Public assistance for private schools • Establishment of school education-related public fund • Reappraisal of school system • Laws and regulations for schools in isolated areas • Introduction of system for designating isolated area schools 	<ul style="list-style-type: none"> • Improvement in teachers' conditions of service and status • Teacher training becomes more sophisticated and specialized • Introduction of an appointment examination for teachers • Systematic provision of in-service teacher training • Implementation of school-based study training • Professional teacher bodies become 	<ul style="list-style-type: none"> • Structuring of education laws and regulations • Further provision of educational laws and regulations • Introduction of new board of education system • Expansion of discretionary powers of schools and confirmation of autonomy • Structuring of lesson planning • Strengthening of school

<p>Reconstruction period (continued)</p>	<ul style="list-style-type: none"> • Improvement of conditions for teachers serving in isolated areas • Simultaneous implementation of policies in education and in other related areas • Introduction of wide-area personnel policies for teachers • Facilities and equipment to suit schools in isolated areas • Single-class schools, mixed-grade schools; development and introduction of teaching methods based on survey of actual school conditions • Implementation of macro and micro surveys of children's conditions • Provision of laws and regulations for "children requiring special attention" • Securing educational opportunity for disabled children • Provision of repayment scholarships 	<p>organized</p> <ul style="list-style-type: none"> • Establishment of methods to control the curriculum • Provision and dissemination of Courses of Study • Regular revisions of the Courses of Study in line with stages of development and school and classroom needs • Information transmission lectures on the new curriculum • Regular publication of guidance documents for teachers • Promotion of private-sector publications and research journals • Promotion of research and development in designated schools • Introduction and structuring of lesson planning • Compilation and implementation of lesson draft • Reappraisal of the teacher training course • Adoption of the textbook authorization system • Free distribution of textbooks • Critical review of educational activities • Introduction of the school record (per child) • Introduction of the Curriculum Implementation Situation Survey • Participation in international achievement surveys 	<p>management and administration ability on part of principal and deputy principal</p> <ul style="list-style-type: none"> • Strengthening of problem-solving ability by means of in-school training • Expansion of participation in school management by parents and local residents through increased systematization and organization • Promotion of school autonomy by children
<p>Strengthening period</p>		<ul style="list-style-type: none"> • Improvement of teachers' conditions of service and status • Regular implementation of school evaluation (school education diagnosis, etc) • Shift from the special education to the specially supported education • Creation of new Graduate Universities of Education • Introduction of obligatory training for newly appointed teachers 	<ul style="list-style-type: none"> • Cooperation with teachers' union • Regular re-appraisal of direction • Introduction of private-sector vitality • Prioritization and sliding-scale distribution of education budgets • Expansion of discretionary powers of schools and confirmation of autonomy • Setting of separate educational objectives by school • Formation of school management organization and allocation of special responsibility duties • Strengthening of school management and administration ability on part of principal and deputy principal • Strengthening of problem-solving ability by means of school-based training • Expansion of participation in school management by parents and local residents through increased systematization and organization • Promotion of school autonomy by children

equality of educational opportunity. As part of an overall package of postwar democratization policies, "Postwar Education Reforms" were implemented by means of the "Fundamental Law of Education," promulgated in 1947, and other legal and regulatory measures. For example, among the various measures implemented were the establishment of national criteria such as the Courses of Study, put in place with the aim of regulating the quality of education, policies designed to secure, train and upgrade high-quality teachers, and policies concerned with the construction and implementation of an educational evaluation system. At the same time, in addition to qualitative upgrading, weight was again placed on quantitative expansion. As a result, very rapid recovery in terms of school enrollment and attendance was seen in elementary and lower secondary schools, and in 1950, enrollment rates during the 9 years of compulsory schooling comprising elementary and lower secondary schools, reached the high figure of 99.2%. In addition, with the aim of achieving equality of educational opportunity, various measures were judged to be necessary to further strengthen and improve the school enrollment environment; specifically, policy measures were implemented aimed at children living in isolated areas, children with physical disabilities, and children who had difficulty in attending school for economic reasons, and new laws such as the "School Lunch Law" and the "School Health Law" were passed. As a result, in 1960, the enrollment in elementary schools reached 99.8%, and in lower secondary schools, 99.9%.

With the school system firmly in place and high enrollment rates achieved at all levels of education, attention focused in the fourth period on "Strengthening of education in response to social change." In terms of educational development, the main emphasis was put on the qualitative improvement of education. During this period, as a response to the very rapid changes that Japan had experienced during the 1960s in its socio-economic structure, a completely fresh look was taken at the education system, and comprehensive reforms aimed at a total restructuring of the school system were

undertaken. Improvements were also made to teachers' service conditions with a view to raising the level of teacher motivation, and measures were devised to improve school management and administration, putting emphasis on the unique and distinctive features of individual schools. The 1970s saw the virtual completion of a school education system stretching from pre-education right through to higher education, and after this, the main focus of attention was more narrowly limited to the qualitative upgrading of education in response to social change.

With regard to improvements in educational management, this has been a consistently emphasized area from the early years of the Meiji era right up to the present day, but the direction of movement from the standpoint of the delegation of authority and responsibility is completely reversed in the two areas of educational administration and educational finance. In the area of educational administration, weight gradually shifted, in line with a process of decentralization and regional delegation, from central government to local autonomous bodies, and then from local autonomous bodies to schools. Particularly since the 1970s, school improvements have begun to be systematically investigated by schools themselves, and efforts to make a reality of autonomous school management are taken forward in a very positive way. On the other hand, in the area of educational finance, there has been a shift in the proportion of educational costs borne by different parties, so that we have seen a transfer of the burden from schools and parents to local autonomous bodies, and from local autonomous bodies to central government. It was in the 1940s that the pattern of an equal apportionment of the burden of necessary educational expenses between central government and local autonomous bodies was established, and this kind of pattern has persisted up to the present day.

It goes without saying that the above account has focused on major points of emphasis in educational policy, and concrete efforts to get to grips with policy implementation have been carried out in parallel in the quantitative, qualitative and management issues.

1-2 Changes by Level of Schooling¹

If we look at changes in the main points in educational policy by level of education, it is clear that in policy terms, by around 1920, the system of school education at all levels was examined in a comprehensive way, and as a system, a modern school education system was virtually completed. This system was remodeled as part of the Postwar Education Reforms into a single-track (6-3-3-4) system, which has remained in force up to the present day.

However, if we look at the actual situation of school enrollment at different levels, we can see sharp increases in different levels of education at different periods. Specifically, there was a sharp increase in primary education during the period of “expansion,” in the former part of secondary education during the first half of the period of “reconstruction,” in the latter part of secondary education and in pre-school education during the second half of the period of “reconstruction” or during the first half of the “strengthening” period, and in higher education during the “strengthening” period. In real terms, the various levels of school education were consolidated in terms of this kind of time-scale, and the school system was completed in the 1970s.

In the early stages of the introduction of a modern school system, emphasis was put on promoting overseas study by top-class students with the aim of absorbing advanced academic knowledge, skills and systems from the West, and on the strengthening of higher education centering on the technical transfer of skills from invited specialist teachers from overseas. But as Japanese who had acquired a high level of specialist knowledge and skill during their overseas study returned to Japan, and took the lead in Japan's educational development, so the main point of emphasis shifted to ensuring the complete dissemination of primary education among all children.

As the dissemination of primary education expanded, the main point of emphasis shifted to the earlier part of secondary education, to which children would advance after graduating from elementary school. Following the end of World War II, immediately after compulsory education was set at 9 years, comprising 6 years in elementary school and 3 years in lower secondary school, enrollment rates for the compulsory education period exceeded 99%.

From around 1950, the numbers of those wanting to go on to the latter stage of secondary education began to show a steady increase, and with entry into the 1960s and the full-scale development of high economic growth, there were increasing demands from the people for a strengthening of upper secondary education. Enrollment rates at upper secondary school stood at 81.4% in 1970 and rose to 95.5% in 1980.

In addition, at around the time when upper secondary education was being strengthened, pre-school education was also consolidated. Pre-school education in Japan is carried on in kindergartens under the jurisdiction of the Ministry of Education, and in day nurseries under the jurisdiction of the Ministry of Health, Labour and Welfare, but if we look at enrollment rates for kindergartens only, these stood at 53.8% in 1970, rising to 64.4% in 1980. If the enrollment rates for day nurseries are added in, it is clear that already at this time, a large majority of children in Japan had the opportunity to receive pre-school education.

Moving on in time, from the 1960s to the 1970s the main emphasis shifted to higher education, and there was a sharp increase in the number of junior colleges and universities. Enrollment rates at institutions of higher education stood at 14.8% in 1970, rising to 30.7% in 1980, 40.2% in 1990, and 54.0% in 2000. Since the 1980s, the mass proliferation of higher education has been seen as a problem area.

At the present time, more reforms are being implemented aiming at the diversification of higher

¹ School education levels are generally categorized into pre-school, primary, secondary (lower and upper) and higher education. In the case of Japan, in principle, pre-school education is carried out in kindergartens and day nurseries, primary education in elementary schools, the former part of secondary education in lower secondary schools and the latter part in upper secondary schools, and higher education in universities.

education through such means as the proliferation of newly established graduate schools.

As the explanation in the above paragraphs has shown, all levels of school education in Japan have been comprehensively examined as a system, but in the early days of the introduction of a modern education system, effort was put into a quantitative expansion of primary education, and when virtually complete dissemination of primary education had been achieved, the main emphasis shifted to the qualitative upgrading of education and to the expansion of secondary and higher education.

2. Characteristics of Educational Development in Japan

On the basis of the facts and discussion marshaled in Part I and Part II of this Report, "Japan's Educational Experience," it is possible to identify 5 characteristics of educational development in Japan:

the existence of initial characteristics as an accelerating factor in educational development; educational policies in terms of national priority policies; comprehensive and gradual educational improvements; central government authority in terms of administration and decentralized authority in terms of finance; and creativity and originality in the classroom. These 5 characteristics not only offer important perspectives for consideration of one country's educational policy, but can also be thought of as preconditions for any application of Japan's educational experience to developing countries.

The following paragraphs examine each of these characteristics in detail.

2-1 The Existence of Initial Conditions as Accelerating Factors in Educational Development

As pointed out at the start of Chapter 1, education in Japan was able to develop as rapidly as it did because Japan was blessed with the following 5 socio-environmental conditions: a legacy of cultural maturity and traditional education; the secular character and linguistic uniformity of

education; recognition of the issue of national unity through education; the emergence of a system of appointing people on the basis of educational attainments; and the possibility of choosing from a wide diversity of models.

Listing these conditions in this way does not of course mean that if they are not present, educational development cannot be achieved. The presence of these conditions should rather be interpreted as showing why educational development could be carried out more quickly than might otherwise be the case. For example, at the time when a modern school system was first introduced, school construction and management was carried out on the basis of the principle that those who get the benefits should bear the cost, but the reasons why the people could be expected to bear economic burdens and why it proved possible to disseminate school education so quickly can be thought of in terms of an existing foundation of enthusiasm for education among the people and expectations that employment prospects and social status would be decided on the basis of educational attainments. But even without acceptance of this principle that the beneficiaries bear the costs, if the state is able to push forward arrangements in a steady way, then preparations may take time, but there is certainly no reason why the dissemination of school education should be impossible.

In Japan, it was possible to accelerate the speed of educational development because skilful use was made of the initial conditions set out above. And among the factors that made this accelerated development possible were the fact that the government and local autonomous bodies were able to identify and make effective use of the conditions for promoting its policies, and that they had the abilities needed to analyze conditions, produce policy drafts, and implement policies.

2-2 Educational Policies in Terms of National Priority Policies

Despite the differences in background factors in the Meiji era and the postwar Showa era in Japan, problems associated with both quantitative expansion and qualitative upgrading were cleared up within the

very short space of 30 years. It can justly be claimed that educational development moved forward at a very brisk pace. In addition to the fact that individual policies were effective, the primary reasons for this achievement can be found in the fact that within the framework of development policies, as expressed both in the modernization policies in the Meiji era and the democratization policies in the postwar period, education policy was accorded a very high priority. Furthermore, the government on its own initiative investigated the situation in other countries, made positive use of human resources by sending students overseas and employing foreign instructors, and incorporated the educational experience of other countries into its own educational development, so that it was able, within the space of a very few years, and after a repeated process of trial and error, to formulate policies in a form suitable for Japan. It is clearly reasonable therefore to identify as reasons for success the existence of "self-help" in terms of indigenous efforts and the extent of a receptive attitude vis-à-vis the educational experience of other countries.

2-3 Comprehensive and Gradual Educational Improvements

Within the framework of Japan's educational development, since the time of promulgation of the Education Ordinance, comprehensive reform policies have been implemented over a wide range, including the education system, educational administration and finance, the curriculum and teacher training. An examination of policy directions and results shows that, apart from "Educational Reforms" in the early Meiji era (1868-1885) and after World War II (1945-1950), it was not the case that reforms were rapidly realized. Rather, it was the case that in a context of consistency on the part of the government and a sense of continuing commitment on the part of the administration, "Educational Improvements" were constantly carried on. The term "improvements" denotes a process of collecting information and emphasizing surveys of the current situation, and on the basis of accumulated information, regularly re-evaluating policies, and in this way, moving steadily

forward in the direction of more efficient and more effective policies. There is a clear distinction between approaches of this kind and rapid reforms that accompany large-scale change. The steady educational improvements of the kind referred to here may seem at first glance to be slow, but since modifications are made on the basis of many different kinds of accumulated efforts, it is easy to gain the understanding of large numbers of educationalists and the general public, enabling steady and realistic progress to be made.

It should also be noted that regular monitoring is an essential element in improvements. Through monitoring, attention can constantly be paid to the educational needs of the people, and by reflecting the opinions of the business world, with its direct links to economic development, and international thinking and trends in the area of educational development, it is possible to make amendments speedily and relatively easily to the current situation.

2-4 Central Authority in Administration and Decentralization in Finance

Attempts have been made many times in Japan, centering on the system of boards of education, to implement policies of democratization, liberalization, and decentralization, but apart from one period after World War II, the educational administration system in Japan has been one in which, fundamentally, central government authority has been the driving force. In many developing countries today, decentralization of educational administration is uppermost, and a centralized educational administration system is viewed in a negative light. But from Japan's experience, it is clear that centralized educational administration run by the bureaucracy has been very effective in ensuring that educational reforms and improvements are developed all over the country on an equal basis.

On the other hand, in the area of educational finance, right from the initial stages of introducing a modern school system, devolution of authority and decentralization was practiced to a considerable extent in terms of both collecting and allocating funds. In principle, the system put in place has been

one where responsibility for funding rests at higher education level with central government, at secondary education level with prefectural authorities, and at primary education level with municipal authorities. Since the time of the early Meiji era, significant burdens have been placed on parents and local communities on the basis of the principle that beneficiaries bear the cost. This was possible because there was general understanding among the people of the importance of education, and because there were expectations of the benefits of education as a device for achieving social mobility and a rise in living standards.

As a result of the policies and practices outlined above, an extremely efficient system was established, whereby the elite bureaucracy at the top gave orders, which were transmitted downwards. In this way, a mechanism was put in place enabling central government to demonstrate strong initiatives. On the other hand, at least until the 1970s when educational problems clearly emerged as a social problem, the people showed a firm understanding of administrative policies in education, in which they had a strong interest, and with a general acceptance of financial burdens, a system based on ongoing cooperation was established, and numbers of educational policies were able to move quickly and steadily toward implementation.

2-5 Creativity and Originality in the Classroom

However fine and effective educational ideas and policies may seem in theory, unless they are implemented in schools and classrooms, they have no meaning. It follows that the most important and fundamental improvements are those implemented in schools and classrooms by teachers who have actual daily contact with children. In Japan, teachers interpret educational policies in their own ways, and bear the professional responsibility of making a reality of policies in schools and in the classroom. At the same time, there is a continuing demand for even better patterns of education to be identified on the basis of the realities of school and classroom life, and it can be assumed that there is a definite degree of

willingness to respond to this demand on the part of many teachers.

In order to train and secure teachers of this kind, the administration implemented a range of comprehensive policies; these have included the establishment of a teacher qualification and licensing system, expansion of the initial teacher training system, provision of in-service training for teachers, and improvements to teachers' working conditions. On the other hand, for their part, teachers not only acquire appropriate knowledge, skills and expertise as educational professionals and participate in training opportunities provided by the administration, but also implement peer reviews of teaching among themselves and enhance their professional skills by taking an active part in school-based study training sessions or out-of-school study groups. At the same time, they invest significant effort into creating networks that facilitate the constant transmission of information and exchange of opinions with one another. Moreover, through these opportunities for professional enhancement in vertical and horizontal directions, there has been an increase in homogeneity among teachers in terms of their perceptions of education, schools, children and teaching materials. Through processes of the kind described, individual teachers have been enabled to practice creativity and ingenuity in responding, in the educational sphere, to the characteristics of their pupils, and it is a reasonable assumption that as a result, the quality of education has been enhanced.

3. Toward Application of "Japan's Educational Experience" to the Educational Development of Developing Countries

Transferring Japan's experience as it stands to developing countries with their different historical and social backgrounds is out of the question, but it is fair to assume that researching this experience and then constructing options within the framework of educational development is more efficient than starting from nothing and constructing policies through a process of trial and error.

But this said, when it comes to a question of applying Japan's educational experience to the educational development of developing countries, it is a prerequisite that there are persons in the developing countries concerned who think they would like to make positive use of this experience. It is also desirable that the countries concerned have the resources required for educational development, and that there is a system and legal infrastructure that make educational development activities possible. In addition, it is a standard expectation that structures for implementing activities have been strengthened, and that a system has been set up which is able to play a leading role in activity implementation on the basis of a thorough understanding of the content. If the preconditions listed here are not completely met, it will be necessary to carry out preliminary activity so that they are met before cooperation begins, or to incorporate them into the activity content at the time cooperation starts.

With the above outline as background, the following paragraphs will look at how Japan's educational experience can be applied to developing countries.

3-1 Cooperation that Matches the Degree of Educational Development

It will be clear from the explanation given up to this point that in Japan, educational policies, which are given shape as "Educational Reforms," display the characteristics of a long-term perspective matching Japan's needs at the time in question. The content of such reforms covers all stages of education and many different kinds of educational problems, and the reforms have played a vitally important part in realizing educational development. With regard to the specific ways in which problems have been tackled, reforms have normally been implemented in a continuous fashion, covering both quantitative and qualitative factors, but at the time when modernization was introduced into Japan, the main emphasis of reforms, which focused on the primary

education sector, shifted from emphasis on quantitative expansion to emphasis on qualitative upgrading. On the other hand, during the heyday of democratization policies after World War II, quantitative expansion and qualitative upgrading were pursued at the same time, with a focus on primary education, and when a set amount of expansion had been achieved in both the primary and secondary education sectors, the emphasis shifted to expansion of pre-school and higher education, and at the same time, weight was put on qualitative enhancement designed to enable primary, secondary and higher education to respond to social changes in Japan.

If the experience of Japan's educational development as outlined in this Report is considered as one model, an approach that could be considered is the symptomatic therapy model adopted to date of "implementing aid in line with the stage of educational development."² Under this approach, the level or stage of education in the developing country is checked against Japan's educational experience, and the specific policy or strategy that Japan adopted at the time in question is then introduced, and when deemed necessary, the policy or strategy concerned can be implemented as educational assistance.

3-2 Utilization of Experience in the Form of Case Studies

Looking at the patterns of need for educational cooperation as shown by developing countries, there is a large body of experience pointing to the needs, which include setting up an educational system, strengthening educational administration and finance, formulating different kinds of national criteria, and securing educational equality. When implementing cooperation for needs or topics of the kind shown here, the usual pattern is to introduce to the counterpart persons in the developing country, at the stage of identification of conditions or project formation, an example of Japan's experience in the form of a case study, and then to conduct discussions

² JICA (1994) "*Kaihatsu to Kyoiku, Bunyabetsu Enjo Kenkyukai Houkokusho* [Development and Education, Study Report for Development Assistance], 3 suggestions are usually made in terms of educational aid: expanding educational aid; prioritizing basic educational aid; and implementing aid in accordance with the stage of educational development.

on specific cooperation content at a deeper level than had previously been done. Utilizing Japan's experience by way of getting the developing country to make the necessary efforts, through its own initiatives, to put in place the preconditions needed to initiate cooperation, is also a possibility. In particular, in a case where Japan's experience in educational development and the current state of educational development in the developing country are running on the same track, the case study introduced from Japan will easily blend with the specific image of cooperation, and because it is then possible to estimate in advance the positive and negative impacts of cooperation, this can be considered as a very effective method of securing commitment to cooperation on the part of the developing country.

3-3 Utilization in Terms of Activity Options

When the conditions in a developing country in terms of an analysis of the education sector become clear at the time of project formation, it is possible to select as project components the options that are considered likely to be effective in solving the problem issues that are being faced on the basis of a comparison with Japan's educational experience. If it is then possible to summarize the information on Japan's educational experience in a form that shows the extent to which it can be used, and arrange it in the form of an educational cooperation menu, then the effectiveness of aid can be expected to rise. And with regard to specific individual items from "Japan's educational experience," if a detailed analysis of the relevant preconditions is possible, then by enabling the direction and the approach to be clarified at the time of implementing cooperative activity, it can be presumed that there will be definite effects in terms of a further rise in aid effectiveness.

Moreover, if a Japanese expert for educational cooperation is able, before being dispatched, to carry out preliminary study on the relevant issues by attending lectures or by reading this Report or related other documents, it will be possible to set out options aimed at solving the problems anticipated after arrival in the country concerned.

In addition, in cases where the possibilities of cooperation are rated as being high, by carrying out more detailed surveys, and by assembling the results in the form of manuals and so on, the possibility that Japan's educational experience can be utilized for cooperation is likely to rise, and at the same time, the scope of educational cooperation is likely to broaden.

4. Points for Special Attention in Terms of the Application of Japan's Educational Experience

It is necessary to examine what kind of approaches and methods are likely to be of use as reference points when it comes to the specific details of applying Japan's educational experience to developing countries. With this in mind, we have set out in Appendix 1 examples of specific activities that Japan has undertaken in the past, and have examined the possibilities of application and listed the necessary preconditions for application from the following four perspectives: required time; required budget; level of technical skill; necessary labor. The results are discussed in the following paragraphs.

4-1 When Applying "Japan's Educational Experience," Labor is Required.

In terms of any application of "Japan's educational experience," regardless of the time or funding required, and regardless of the degree of technical difficulty, a fixed amount of labor will always be necessary. This is a matter of course when embarking on anything new, but particularly when consideration is being given to making use of another country's experience in the development of one's own country, it is a matter of extreme importance. The procedures that will normally be followed are that the persons concerned will assemble information about the educational experience of the other country, examine from many different angles the possibility of applying it to their own country, make appropriate amendments, and construct a model. Subsequently, through a process of repeated trial and error, they will gradually move to the process of applying the experience to their own country. Given the existence

of this kind of process, the persons concerned will need above all else, firm resolve, strong motivation, and a willingness to engage in unflagging effort.

If we delve further, on the basis of the above preconditions, into the possibility of application, it is clear that application becomes easier, the closer the activity is to the place where education is actually carried out, i.e. the school and the classroom, and that application becomes much more difficult as the activity moves onto a higher plane of national policy. When applying Japanese experience in practice, it is necessary to examine specific methods of application while keeping the above points in mind.

The following two sections examine application at the level of the school and classroom and at the level of country policy.

(1) Application at the level of the school and the classroom

When it is a question of activities concerned with, for example, “improving children’s educational environment,” “improving and disseminating teaching methods,” “implementing appropriate school monitoring and evaluation systems,” or “raising the level of school management ability”, activities which are close to the school and require only a limited budget, such as self-motivated actions by schools or teachers, then there is a high possibility that it will be comparatively easy to apply Japan’s educational experience. In the case of activities that take place in a school or a local activity, the number of persons involved is small, so it is easy to achieve a meeting of minds, and because the financial outlay is relatively small, agreement can easily be reached. In addition, it is not necessary to make high-level political judgments or go through complicated administrative procedures, and it is comparatively easy to begin to get to grips with the actual problems. In addition, because the target group is clearly defined and it is easy to grasp the sense of problem awareness, needs, the level of interest, and so on, it is eminently possible to initiate activities on this sort of foundation, and to develop the activities gradually in a form that suits the ability of your targets.

For example, let us consider the case of “school-

based training.” Assume that a school-based training program has been planned because of a certain teacher’s initiative. The school principal, who is responsible for school administration, agrees (depending on the circumstances, permission may be required from the local education administrator responsible for supervising the school), and provided other teachers give their agreement, the program can be implemented. Even if the plans for the program are not spelled out in detail, in the case of points that seem to cause day-to-day difficulties or that raise questions, by taking as the starting point, discussions between colleagues, exchanges of opinion, or the sharing of information, any feelings of resistance can be kept to a minimum. And if the program is implemented regularly and its results are summarized in the form of information for common use or experience, it is possible to think of information being shared between schools or reports being made to educational administrators. If the programs receive support from appropriate people, they can be implemented in different schools, and a more vigorous exchange of opinions can be generated between schools. Furthermore, if the results of school-based training programs of this kind can be introduced at a regional seminar and opinions brought together in a consolidated form, it may be possible to think of them having an influence, as opinions from the school or classroom level, on educational policy framed by the administration or on the drafting process of educational planning. It may be that in ways such as these, major educational reforms can be set in motion.

As described here, if it is possible to adopt a graduated approach that has taken the widest possible consideration of local conditions, then even where there is Japanese experience which may seem at first glance difficult to implement, it is undoubtedly still possible to think of reaching the final objective in the end.

(2) Application of experience at national policy level

With regard to tackling issues of national policy, such as setting up an educational system,

strengthening educational administration and finance, establishing various kinds of national criteria concerned with education, securing educational opportunities for all children, or arranging pre-service or in-service training for teachers and securing a teaching force, significant outlays in terms of budgeting and labor will be required in addition to considerable time, and because of the comprehensive perspective involved, the level of technical skill will be high. Moreover, since activities of this kind affect all the people in the country, the involvement of many interested persons may be anticipated, so high-level political judgments will be unavoidable and it will be very difficult to think of an immediate application of Japanese experience. But this said, by presenting Japanese experience in the form of case studies, it is possible to verify whether actions currently taken by developing countries are sufficient, and when inadequacies are revealed, additions can be made in the form of supplementary activities, and in this way it is reasonable to think that a contribution can be made to the realization of effective policies. Because it is also possible to anticipate to a certain extent what kind of impact those actions will have, there is also a possibility of contributing to the educational development of the country by activating the imaginative powers of concerned parties and eliciting their understanding and eagerness.

4-2 The Main Preconditions for Introducing and Implementing Different Attempts to Tackle Problem Issues

Many of the "main preconditions for introduction and implementation" of Japan's educational experience are listed in the Appendix, grouped under the following four headings: assembling statistics and grasping various needs through surveys; raising the level of understanding among interested parties and target group; strengthening the system for taking responsibility for implementation and enabling initiatives to ferment; and setting a legal and regulatory system in place. These preconditions have already been identified on a number of occasions within the framework of international

educational cooperation as important factors regulating the capacity of the developing country to accept reforms or as necessary preconditions for the implementation of aid, and in the analysis presented in this Report, the same results have been reached. In those developing countries where these conditions have already been put in place, it can be assumed that they will be able to apply Japan's educational experience on their own initiative, but in those countries where the conditions are not in place, additional support will be necessary.

5. Future Issues Regarding the Utilization of Japan's Educational Experience

When thinking of future occasions for the utilization of Japan's educational experience in developing countries, it is necessary to incorporate the following items:

5-1 Dissemination of Information Concerning Japan's Educational Experience

Educational development in developing countries is the responsibility of developing countries themselves, and if Japan's educational experience is to be applied, the developing countries need to think on their own account about how they could make positive use of this experience. At the present time, we still cannot say that Japan's educational experience is sufficiently understood in developing countries, so it is necessary to ensure that educationists in developing countries are widely informed about the possibility of using Japan's educational experience in the service of their own country's educational development. The most effective method of achieving this objective is to encourage research on Japan's educational experience by educational researchers, administrators and teachers in developing countries. With this aim in mind, it is necessary to take positive steps to supply information on Japan's educational experience to developing countries.

5-2 Analyses of the Educational Sector that Include Historical Aspects

When we think of the developing countries that are the targets of educational cooperation, we need to have an accurate grasp both of their present level of educational development and of the process through which they have passed to reach this level. Previous surveys, which have concentrated on getting an overall grasp of educational problems as they exist today, are not sufficient. It is important to pay close attention to historical aspects while getting a grasp of what kind of solutions have been reached, how the problems that exist today were formed and how they have developed in the countries concerned. In this way, it will be possible to select more appropriate examples from Japan's educational experience in the form of options that will contribute to solving the problems of the developing countries.

5-3 Implementation of Cooperation on the Basis of a Wide Social Perspective

Education is closely linked to a country's culture, religion or languages, and its value systems, and the extent of dissemination and educational content are greatly influenced by the country's political and economic situation. It follows that educational cooperation must be undertaken after a sufficiently thorough study has been made of the cultural, social, economic and political background of the developing country concerned. This point has already been emphasized in the past and included in items for implementation, but unlike cooperation in the area of neutral technological transfer, where standardization has already been completed, when presenting Japan's educational experience to developing countries, there is a need for a more cautious attitude than has been adopted in the past. The most desirable method of proceeding is for each developing country to

undertake an analysis and consideration of its own circumstances in different sectors, to make a critical examination of Japan's educational experience, and only then, if there are elements in that experience which seem to have the potential to be applied to educational development in the country concerned, for Japan's experience to be introduced and trials implemented, with appropriate amendments added by the developing country on the basis of its own judgment.

5-4 Examining the Pattern of Technical Cooperation

In the context of applying Japan's educational experience, the most appropriate procedure, in line with existing patterns, is for joint study of the possibilities of application to be undertaken by Japanese and by interested parties from the developing country concerned within the framework either of dispatching Japanese specialists or by inviting educationalists from the developing country to undertake study and training in Japan. However, within the context of emphasis that has been put on the need for a shift in the modality of international aid, from the pattern practiced to date of project-type aid involving the dispatch of specialists or the arranging of programs for researchers in Japan, to a pattern of financial aid, the effectiveness of single project-type aid has been put in question, and there is a possibility that its implementation will become more difficult. In order to implement cooperation that utilizes Japan's experience, it will be necessary to consider carefully changes in the modality of cooperation and to examine afresh in what ways cooperation can be enabled.

< MURATA Toshio >

Appendix The Potential for Application of "Japan's Educational Experience"

[Objectives of the analysis]

This appendix has been compiled with the aim of enabling those involved in co-operative activities in developing countries to form an image of what kind of timescale, budget, technical skill and effort is likely to be required when utilizing Japan's educational experience.

[Procedural items]

- (1) The reference point in compiling the framework for the analysis was the Development Objectives Chart in "Approaches for Systematic Planning of Development Projects, Basic Education" (JICA, 2002)
- (2) The items listed in the analysis column headed "Aspects of Japan's Educational Experience as Reference Points for Developing Countries" consist of the main action points extracted from Chapters 2 through 13 in Part II of this Report.
- (3) The points listed in the column "Main Preconditions for Introduction and Application," referring to the items in (2) have taken as reference points the points listed in Chapters 2 through 13 of Part II of this Report, and the reality of developing countries.
- (4) Referring to the items listed in the column "Aspects of Japan's Educational Experience as Reference Points for Developing Countries," the period when full-scale commitment to the issue began has been marked with a star "★" in the column "Start of full-scale commitment"

Introduction Period	Expansion Period	Reconstruction Period	Strengthening Period
The period in the Meiji era from the early years (around 1870) to the late years (c. 1899), when the focus was on introducing a modern school system.	The period from 1900 (late Meiji era) to 1945, marked by qualitative and quantitative expansion of education in such ways as the abolition of fees for compulsory education, automatic progression through grades, and so on.	The period from 1945, when Japan's school system had been completely destroyed by war, to around 1970, marked by confrontation with a range of problems brought to the surface by the influence of the period of high economic growth.	The period from 1970, the time of the "Third Education Reform" initiated by the Central Council for Education, up to the present day.

- (5) As "Criteria for Judging of the Potential for Application" in the context of actual educational cooperation, 4 items have been listed : period of time required for a series of activities, comprising decision-making, planning, implementation and evaluation (particular emphasis on period of time needed for decision-making; budget needed to realize the activities; level of technical skill; and effort required to implement the activities. A three-level evaluation is used, and the meaning of the evaluation symbols is as listed below.
- (6) The three-level evaluation represents average values derived from a three-year project lasting from May 2000 to April 2003 and from surveys in 10 countries (Guatemala, Honduras, Bolivia, The Philippines, Myanmar, Tanzania, Senegal, South Africa, Lesotho, and Egypt), and are presented as an aim for developing countries. In practice, the evaluation results will change in line with the actual situation of each country.

Time required	Budget required	Technical skill	Effort required
Long	Large	High	Large
Medium	Medium	Medium	Medium
Short	Small	Low	Small

* "Time required" indicates the time required for a series of activities comprising "decision-making planning implementation evaluation"

Objectives	Sub-objectives	Aspects of Japan's Educational Experience as Reference Points for Developing Countries (Figures in brackets refer to chapters)	Main Preconditions for Introduction and Application	Start of full-scale commitment			Criteria for the Judging Potential for Application			
				Introduction Period	Expansion Period	Reconstruction Period	Strengthening Period	Time required	Budget required	Technical Skill
Quantitative expansion of educational services	Public subsidy for school education-related activities Establishment of schools by parents and local communities Compulsory education made free of charge (abolition of tuition fees) Introduction of regular personnel rotation system Public subsidies to private education	Public subsidy for school education-related activities Establishment of schools by parents and local communities Compulsory education made free of charge (abolition of tuition fees) Introduction of regular personnel rotation system Public subsidies to private education	<ul style="list-style-type: none"> Strong initiative and resources on the part of central government Understanding on the part of community residents and support from the administration Financial resources Readiness for change on the part of schools Delegation to local government of power to appoint and dismiss teaching staff Agreement of teachers' unions Respect for private education and creation of educational juridical bodies Establishment of a public financing system 							
Improvement of children's educational environment	Encouragement of attendance by guidance patrols in school district area Formulation and strengthening of penalties for non-attendance Use of the media for information transmission and citizen enlightenment Consciousness-raising of concerned parties by the award of commendations, etc. Consciousness-raising of residents by formation of school education support organizations	Encouragement of attendance by guidance patrols in school district area Formulation and strengthening of penalties for non-attendance Use of the media for information transmission and citizen enlightenment Consciousness-raising of concerned parties by the award of commendations, etc. Consciousness-raising of residents by formation of school education support organizations	<ul style="list-style-type: none"> Co-operation of parents and concerned organizations Understanding and co-operation of schools and residents Initiatives by the administration and schools Initiatives by the administration and schools Understanding and co-operation of community leaders 							
Quantitative expansion of education	Re-appraisal of the school system so as to match actual conditions Diversification of the school calendar and timetable Making educational content simpler and more practical Change to automatic grade progression system	Re-appraisal of the school system so as to match actual conditions Diversification of the school calendar and timetable Making educational content simpler and more practical Change to automatic grade progression system	<ul style="list-style-type: none"> Social demands concerned with school system changes Establishment of school and local autonomy Securing flexibility in curriculum management Raising the specialist level of teachers strong political commitment structured learning environment and national standardization raising the level of trust by society in school education Change in school objectives and the view of a school 							
Greater flexibility in the education system	Establishment of segregated education / co-education system Encouragement of girls' education-related activities that stress local initiatives Activation of debate and research by local autonomous bodies Creation of schools or classes where girls can look after smaller infants Creation of a school register and enforcement of attendance Provision of education that matches girls' needs Rapid provision of a training course for women teachers	Establishment of segregated education / co-education system Encouragement of girls' education-related activities that stress local initiatives Activation of debate and research by local autonomous bodies Creation of schools or classes where girls can look after smaller infants Creation of a school register and enforcement of attendance Provision of education that matches girls' needs Rapid provision of a training course for women teachers	<ul style="list-style-type: none"> Balance between social needs and gender considerations Stronger regional devolution Transfer of financial resources from the center to local regions Creation of a form where citizens can debate freely Social consensus on the need for women teachers School-based initiatives and support by the administration Foundation for activating a spirit of competition among schools and communities Balance between social needs and gender considerations Strong initiative by the administration 							

Objectives	Sub-objectives	Aspects of Japan's Educational Experience as Reference Points for Developing Countries (Figures in brackets refer to chapters)	Main Preconditions for Introduction and Application	Start of full-scale commitment				Criteria for the Judging Potential for Application		
				Introduction Period	Expansion Period	Reconstruction Period	Strengthening Period	Time required	Budget required	Technical Skill
Quantitative expansion of education	Improvement of education in rural areas (correction of disparities between areas)	Establishment of simple education facilities by local residents	<ul style="list-style-type: none"> Existence of local education leaders and enthusiasm among residents Organized, planned pressure on the administration by teachers Administrative co-operation at central and local levels Implementation of a survey of isolated schools Provision of financial resources (subsidies, etc) and establishment of rational criteria Strong initiatives on the part of local autonomous bodies 							
		Formulation of a legal and regulatory structure (Law for the Promotion of Education in Isolated Areas)								
Quantitative expansion of education	Secured access to school education for "children requiring special consideration"	Introduction of a system for designating isolated schools	<ul style="list-style-type: none"> Promotion of regional devolution and transfer of power to appoint and dismiss teaching staff Provision of financial resources (subsidies, etc) and establishment of rational criteria Implementation of teacher-initiated, practical education research such as lesson study 							
		Improvement of conditions of service for teachers in isolated areas								
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Simultaneous implementation of education policies and policies in related areas (public health, regional development, etc)	<ul style="list-style-type: none"> Secured financial resources and prioritized distribution Strong commitment to the people by central government and local autonomous bodies Liaison with other areas (social welfare, public health, etc) Secured financial resources and social agreement 							
		Implementation of broad area teacher transfer policies								
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Establishment of school facilities that match the actual conditions of isolated areas	<ul style="list-style-type: none"> Statistically supported accurate teacher demand and supply forecast Statistically supported accurate teacher demand and supply forecast Social demand for high-quality teaching force Justification and continuity guaranteed by system of laws and regulations Exclusion of political pressure and guarantee of objectivity Clarification of the image of an ideal teacher Provision of economic support measures, such as scholarships, for students 							
		Introduction of teaching styles, e.g. same unit and mixed grade teaching, matching the actual conditions of each school								
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Public financing for school education expenses	<ul style="list-style-type: none"> Statistically supported accurate teacher demand and supply forecast Statistically supported accurate teacher demand and supply forecast Social demand for high-quality teaching force Justification and continuity guaranteed by system of laws and regulations Exclusion of political pressure and guarantee of objectivity Clarification of the image of an ideal teacher Provision of economic support measures, such as scholarships, for students 							
		Implementation of large-scale, detailed situation survey								
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Establishment of a legal and regulatory system	<ul style="list-style-type: none"> Statistically supported accurate teacher demand and supply forecast Statistically supported accurate teacher demand and supply forecast Social demand for high-quality teaching force Justification and continuity guaranteed by system of laws and regulations Exclusion of political pressure and guarantee of objectivity Clarification of the image of an ideal teacher Provision of economic support measures, such as scholarships, for students 							
		Guarantee of equal opportunity for disabled children by means of special schools and classes, correspondence courses, and so on								
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Establishment of a repayable scholarship system	<ul style="list-style-type: none"> Statistically supported accurate teacher demand and supply forecast Statistically supported accurate teacher demand and supply forecast Social demand for high-quality teaching force Justification and continuity guaranteed by system of laws and regulations Exclusion of political pressure and guarantee of objectivity Clarification of the image of an ideal teacher Provision of economic support measures, such as scholarships, for students 							
		Provision and improvement of a teacher licensing system								
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Expansion and unification of pre-service teacher training	<ul style="list-style-type: none"> Statistically supported accurate teacher demand and supply forecast Statistically supported accurate teacher demand and supply forecast Social demand for high-quality teaching force Justification and continuity guaranteed by system of laws and regulations Exclusion of political pressure and guarantee of objectivity Clarification of the image of an ideal teacher Provision of economic support measures, such as scholarships, for students 							
		Improvement of teachers' status and working conditions								
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Implementation of teacher appointment examination	<ul style="list-style-type: none"> Statistically supported accurate teacher demand and supply forecast Statistically supported accurate teacher demand and supply forecast Social demand for high-quality teaching force Justification and continuity guaranteed by system of laws and regulations Exclusion of political pressure and guarantee of objectivity Clarification of the image of an ideal teacher Provision of economic support measures, such as scholarships, for students 							
		Upgrading and specialization of teacher education								

Objectives	Sub-objectives	Aspects of Japan's Educational Experience as Reference Points for Developing Countries (Figures in brackets refer to chapters)	Main Preconditions for Introduction and Application	Start of full-scale commitment			Criteria for the Judging Potential for Application			
				Introduction Period	Expansion Period	Reconstruction Period	Strengthening Period	Time required	Budget required	Technical Skill
Qualitative upgrading of education	Increase in teacher numbers and upgrading of teachers' awareness, knowledge and skills	Systematic provision and diversification of in-service training Implementation of school-based training (school-based research / professional training) Organization of professional teacher bodies	<ul style="list-style-type: none"> Clarification of a teacher's "image" in line with experience and professional ability Provision of research lectures and relaxation of provisions permitting teachers to attend Accurate perception of research needs Leadership by school principal and enthusiasm of individual teachers Provision of physical and psychological conditions allowing exchange of opinions among teachers Interest and understanding of the need on the part of teachers Consideration for cultural and social background conditions defining teachers 							
	Curriculum improvement	Encouragement of practical R & D at designated schools Support for teacher-initiated research activities Co-operation with specialist research organizations such as academic societies Establishment of methods of controlling the curriculum (Courses of Study, textbooks, Cumulative Record) Establishment and dissemination of Courses of Study as unified curriculum criteria Periodic revision of Courses of Study in line with conditions of economic and social development and actual needs Implementation of information lectures about curriculum changes Periodic publication of guidance documents aimed at teachers Encouragement of private-sector and research publications	<ul style="list-style-type: none"> Strengthening of research guidance system Understanding on the part of persons responsible for school management and administration Positive co-operation vis-à-vis research by the administration Laws and regulations guaranteeing strict obligation Upgrading of specialist level of teachers Strengthening of educational assessment Grasp of the needs of society and the educational workplace Strengthening of the implementation structure of the administration Clarification of medium and long-term vision Implementation of survey investigations by advisory body, e.g. Council or Commission Provision of explanatory study materials on the Courses of Study Secured activity budgets and provision of dissemination routes Positive provision of information by the administration 							
	Improvement and dissemination of educational (teaching) methods	Sharing and accumulation / continuity of teaching skills and experience by school-based research, autonomous research groups, academic societies, etc. Fusion of theory and practice by co-operation between researchers and teachers (e.g. lesson study) Selection of appropriate learning styles and teaching methods Construction and application of lesson development models	<ul style="list-style-type: none"> Leadership by school principal and enthusiasm of individual teachers Provision of physical and psychological conditions allowing exchange of opinions among teachers Increased understanding and more emphasis on scientific nature of educational research Provision of physical learning environment Firm acquisition of basic knowledge and skills required by professional teacher 							

Objectives	Sub-objectives	Aspects of Japan's Educational Experience as Reference Points for Developing Countries (Figures in brackets refer to chapters)	Main Preconditions for Introduction and Application	Start of full-scale commitment			Criteria for the Judging Potential for Application			
				Introduction Period	Expansion Period	Reconstruction Period	Strengthening Period	Time required	Budget required	Technical Skill
Qualitative upgrading of education	Improvement and dissemination of educational (teaching) methods	Improvement of blackboard writing planning and skill Introduction and establishment of annual and unit teaching plans Compilation and practical implementation of teaching plans by teachers Reappraisal of pre-service teacher training	<ul style="list-style-type: none"> Basic understanding of the relationship between blackboard writing and teaching plans Basic understanding by teachers of the curriculum and teaching materials Cultivation of views of children, lessons and teaching materials on the part of teachers Administration initiatives and understanding of pre-service training institutions 							
	Improvement and dissemination of textbooks / teaching materials and equipment	Adoption of a textbook authorization system Introduction of research of teaching materials (as part of lesson study) Distribution of textbooks without charge at compulsory education stage	<ul style="list-style-type: none"> Raising the moral level of concerned persons (prevention of bribery, confirmation of political neutrality, etc) Basic understanding by teachers of the curriculum and teaching materials Clarification of national criteria by means of Courses of Study, etc. Secured financial resources 							
Improvement of educational management	Implementation of appropriate school monitoring and evaluation	Implementation of "basic investigation of schools" Critical consideration of classroom activities by such means as lesson study Introduction of the Cumulative Record Introduction of the Curriculum Implementation Situation Survey Participation in international surveys of academic achievement levels Periodic implementation of school appraisal and school education diagnosis	<ul style="list-style-type: none"> Clear expression of methods of effectively utilizing investigation results, and sufficient understanding on the part of those being investigated Creation of an atmosphere conducive to constructive criticism Upgrading of specialist level of teachers Provision of a monitoring implementation system Administration initiatives and political judgment Understanding of school appraisal by persons concerned with the school 							
	Construction of a policy framework	Research into the education systems of other countries and utilization of the results Policy formulation, implementation and improvement on the basis of recommendations, guidance and advice from foreign advisors Introduction of "Deliberative Councils" with the function of advisory bodies	<ul style="list-style-type: none"> Establishment and utilization of a think-tank or specialist bureau within a Ministry, and upgrading of its specialist qualities Introduction of a system of sending students on overseas study and methods of using them positively after their return Establishment of a flexible administration system that allows for repeated improvements Speedy decision-making by the administration Clarification of the position, function and role of advisory bodies 							

Objectives	Sub-objectives	Aspects of Japan's Educational Experience as Reference Points for Developing Countries (Figures in brackets refer to chapters)	Main Preconditions for Introduction and Application	Start of full-scale commitment			Criteria for the Judging Potential for Application					
				Introduction Period	Expansion Period	Reconstruction Period	Strengthening Period	Time required	Budget required	Technical Skill	Effort Required	
Improvement of educational management	Construction of a policy framework	Co-operation with teachers' union Periodic reappraisal of educational direction	<ul style="list-style-type: none"> • Legalization of teacher union activity and appropriate realization of discussions • Guarantee of political neutrality and continuity on the part of the administration 									
	Upgrading of educational administrative ability	Introduction of an examination system for appointment to the bureaucracy Establishment of a system of education laws and regulations Establishment of a system of educational statistics	<ul style="list-style-type: none"> • Structured ordering of the system of bureaucracy • Adoption of the rule of law and strict compliance with democratic decision-making • Establishment of a system of periodic education investigations 									
	Improvement of educational finance	Prioritized distribution of the educational budget Application of the principle that the beneficiary pays the costs so as to cover incidental expenses by residents Income generation by the school	<ul style="list-style-type: none"> • Specification of prioritized list by fields and items • Understanding on the part of parents and local residents • Effort by the administration and schools • Clarification of distribution of roles between central government and local autonomous bodies • Reappraisal of the tax system and establishment of a system of local grants • Specification of basic needs • Division of roles between the government and the public and construction of a system of cooperation 									
		Gradual increase in the share of compulsory education expenses borne by the national treasury Introduction of private-sector vitality										
	Promotion of regional devolution	Unification of general administration and educational administration Clarification of authority, functions and jurisdictional duties regarding central educational administration and local educational finance Introduction of board of education system Strengthening of system of inspectors	<ul style="list-style-type: none"> • Establishment of a system of local autonomy • Promotion of regional devolution • Clarification of location and role within the general administration system • Understanding of the importance of monitoring 									
		Principle of "beneficiary bears the costs" in terms of education-related expenses Establishment and continued implementation of the "Staff Conference" system (deliberative body within the school) Expansion of school discretion and confirmation of school autonomy	<ul style="list-style-type: none"> • Understanding on the part of parents and local residents • Fund-raising efforts by schools and communities • Leadership by the principal, deputy principal, and special responsibility teachers, and understanding by all teachers of the nature of the Staff Conference • Development of independence and autonomy on the part of teachers and pupils • Clarification of a system of allocating responsibilities for school management and administration 									
	Upgrading of school management and administrative ability	Strengthening of administrative and management ability on the part of the principal and deputy principal Establishment of guidance plans (annual events, timetable, etc)	<ul style="list-style-type: none"> • Implementation of an appropriate selection system of administrative staff and study by administrators • Grasp of the educational needs of children and communities 									

Objectives	Sub-objectives	Aspects of Japan's Educational Experience as Reference Points for Developing Countries (Figures in brackets refer to chapters)	Main Preconditions for Introduction and Application	Start of full-scale commitment			Criteria for the Judging Potential for Application			
				Introduction Period	Expansion Period	Restriction Period	Strengthening Period	Time required	Budget required	Technical Skill
Improvement of educational management	Upgrading of school management and administrative ability	<p>Strengthening of teachers' problem-solving ability by school-based training</p> <p>Establishment of educational objectives by school</p> <p>With the system of special responsibility teachers as the mainstay, promotion of the formation and allocation of duties of a school management organization (executive body within the school)</p> <p>Promotion of school autonomy by children through a class meeting or children's meeting.</p> <p>Organized and systematic expansion of participation in school management (making a school) by parents and residents</p>	<ul style="list-style-type: none"> Provision of time to allow school-based training to take place Establishment of a national curriculum Provision of a legal foundation for administrative posts and their duties Leadership by the principal, deputy principal, and special responsibility teachers, and understanding by all teachers of the division of administrative duties Clarification of the roles and responsibilities of teachers and children Consciousness-raising of parents and residents, and understanding and cooperation on the part of teachers 							

Note : Educational administration : Educational finance : School management : Promotion of school enrollment and attendance in the early Meiji era
 : Girls' education : School enrollment and attendance promotion policies for children in difficult circumstances in the postwar period : Education in isolated areas
 : Tackling the problem of repeaters and dropouts : The educational curriculum : Lesson Planning – Lesson Structuring
 : Teacher education and training : Lesson study

Appendix: Educational Statistics

1. School Education

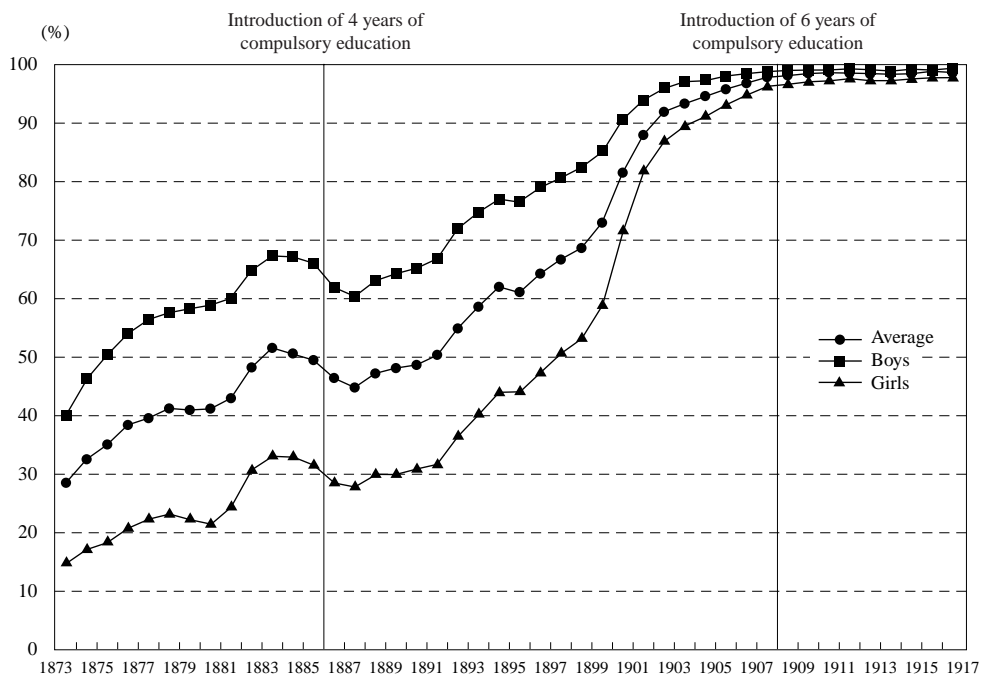
1-1 Changes in the Primary Education Enrollment Rate

As a result of the promulgation of the Education Ordinance in 1872, a school education system was put in place and school building construction was implemented, but the fact that a disproportionate amount of the cost of maintaining and managing schools was borne by local people combined with distrust of the educational content to bring about a rising level of discontent among residents, leading in 1873 even to cases of schools being burned down. In these circumstances, the enrollment rate remained low for a number of years. Under the revised Education Order of 1880, attendance enforcement regulations were strengthened, and as a result of this and of curriculum revisions, attendance rates started

to go up. However, as a result of the economic depression triggered by the cost of the aftermath of the Seinan War of 1877, and of the stricter enforcement of the collection of tuition fees, attendance rates, which had shown an upward trend, once again went down.

Subsequently, in 1886, a 4-year compulsory education system was started, and in 1889, the system of subsidies from the national treasury, which had been halted in 1880, was again resumed. In addition, the economic upturn following Japan's victory in the Sino-Japanese War also contributed to the encouragement of school attendance, and in 1905, about 30 years after the establishment of a modern school system, school enrollment rates exceeded 95%, and in 1907, compulsory school attendance was extended to 6 years.

Diagram A-1 Changes over time in school enrollment rates in Japan (elementary school)



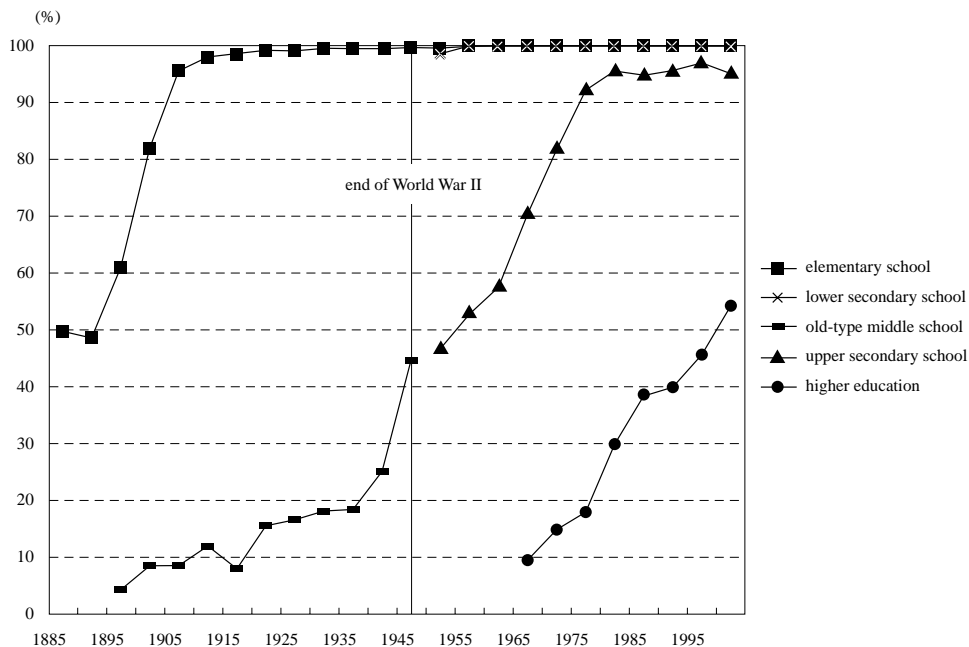
Source: Data from the Ministry of Education

1-2 Changes in Enrollment Rate by Stage of Education

On the basis of the new education system set up after the end of World War II, the duration of compulsory education was extended to 9 years, and in 1950, the enrollment rate at lower secondary schools reached 99.2%. (However, as a result of poverty, family separation and so on after the war, there were many cases of children who were absent from school for long period or who had to work during the daytime and study at night, so in large cities such as Tokyo and Osaka, cases began to be seen of lower secondary schools offering night

classes.) The system of upper secondary schools started from 1948, and transition from the old-type middle schools proceeded smoothly. The enrollment rate rose steadily from an initial figure of 46.7% in 1950, in the early stages of the existence of these schools, to a figure of 92.5% in 1975. Higher education institutions had existed from the beginning of the modern education system, but for a long period, entry was reserved for the elite. The postwar period saw national economic growth and, accompanying this, the expansion of mass higher education, with an enrollment rate in 2000 exceeding 50%.

Diagram A-2 Changes in enrollment rate by stage of education



Note1: "Elementary schools" and "lower secondary schools": the ration of enrolled pupils, excluding foreigners, to the compulsory school age population (enrolled pupils, excluding foreigners, + pupils granted postponement or exemption of attendance + children with no known address for one year or more).

Note2: "Upper secondary schools": the ratio to the appropriate age range population of those attending schools that include: (upper secondary schools (excluding corresponding courses), upper division of secondary schools (since 1999), schools for the physically disabled (upper division), Grades 1, 2 and 3 of colleges of technology (since 1932), national training institutions for industrial school teachers (1965), and national training institutions for teachers at schools for the disabled (1970,1975). Students on correspondence courses are not included.)

Note3: Higher education: the ratio to the appropriate age range population of those attending educational institutions that include: (universities (excluding graduate schools), junior colleges, Grades 4 and 5 (since 1962) as well as specialized courses (since 1992) of colleges of technology, postsecondary course at specialized training colleges (since 1976), national training institutions for industrial school teachers (1965), and national training institutions for teachers at schools for the disabled (1970,1975). Students on correspondence courses are not included.)

Note4: With regard to old-type middle schools, the figures shown represent the percentage proceeding to the main course in old-type middle schools, girls' high schools (excluding practical course), vocational schools, and part 1 of "normal schools."

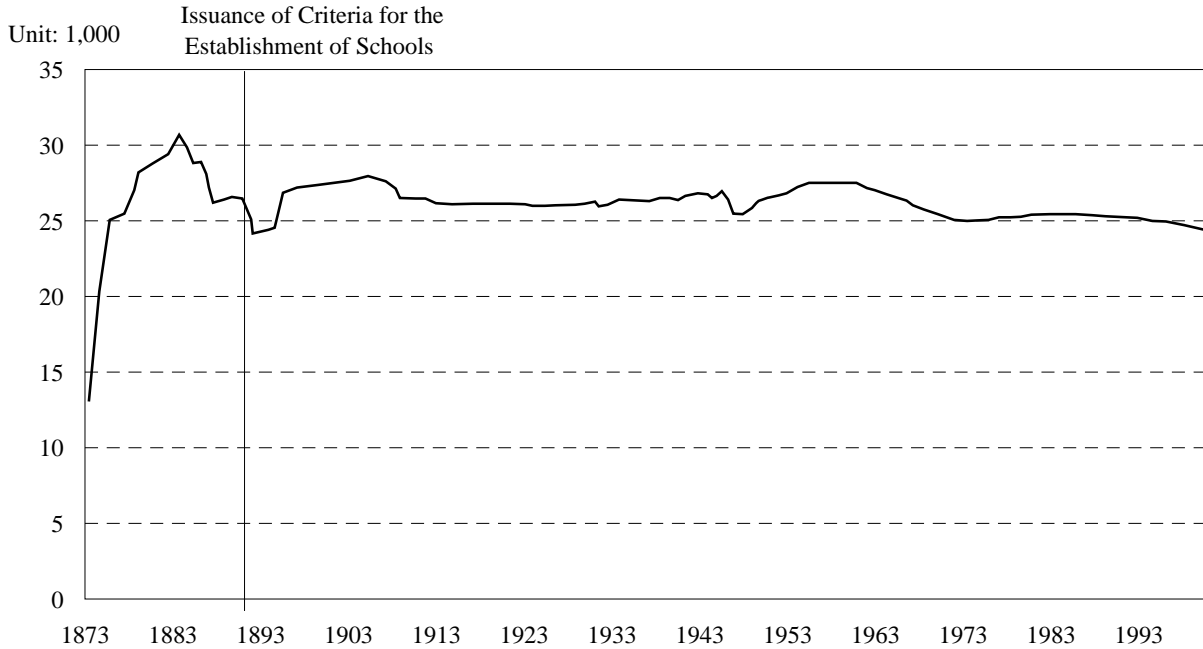
Sources: Data from the Ministry of Education

1-3 Changes in the Number of Elementary Schools

The number of educational schools established by 1875, 3 years after the promulgation of the Education Ordinance in 1872 has remained virtually unchanged

up to the present day. However, until the Standard Rules regarding School Equipment were established, and the Criteria for the Establishment of Schools were clarified in 1891, many schools were housed in private homes, temples, and elsewhere.

Diagram A-3 Changes in the number of elementary schools



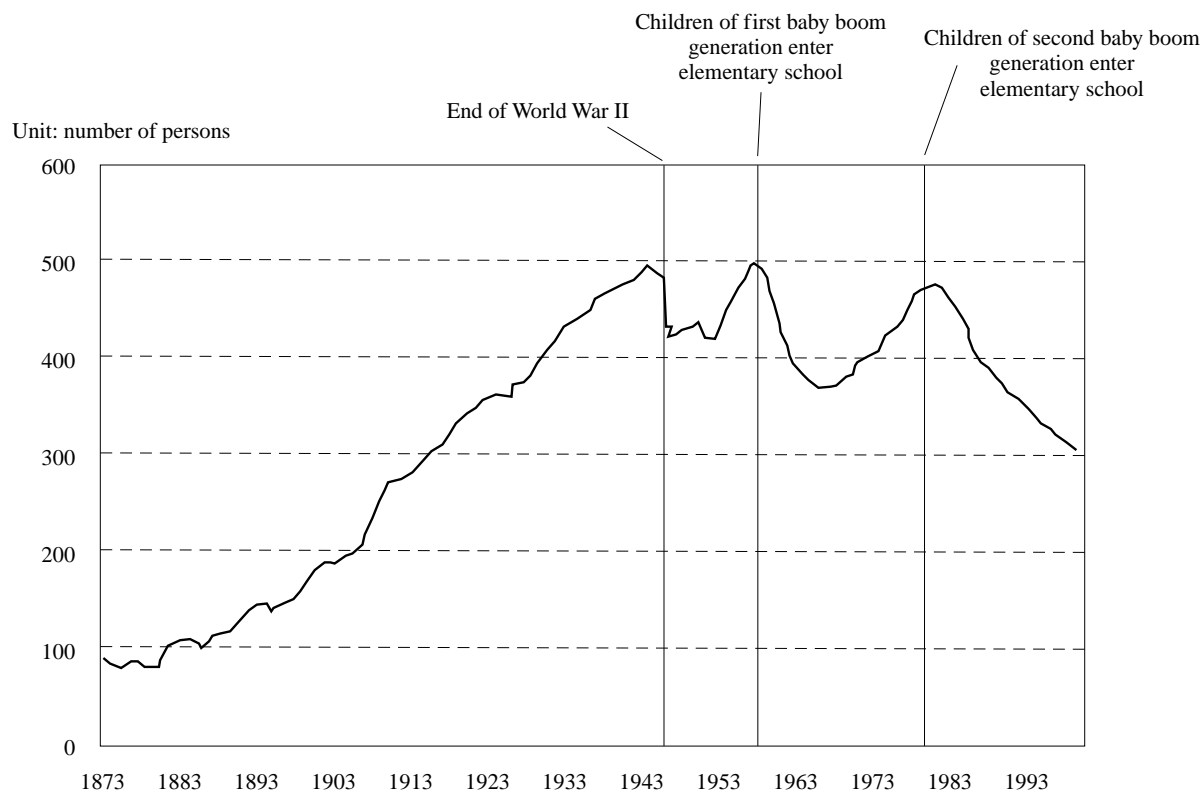
Sources: Data from the Ministry of Education and the Ministry of Finance.

1-4 Changes in the Number of Children per Elementary School

From the time of establishing a 9-year compulsory education system in 1909, the number of children attending school increased in line with an increase in

the birthrate, reaching a peak of about 500 children per school in 1944. Thereafter, with the exception of 2 baby boom periods, the numbers of children attending school declined in line with a decreasing birthrate.

Diagram A-4 Changes in the number of children per elementary school



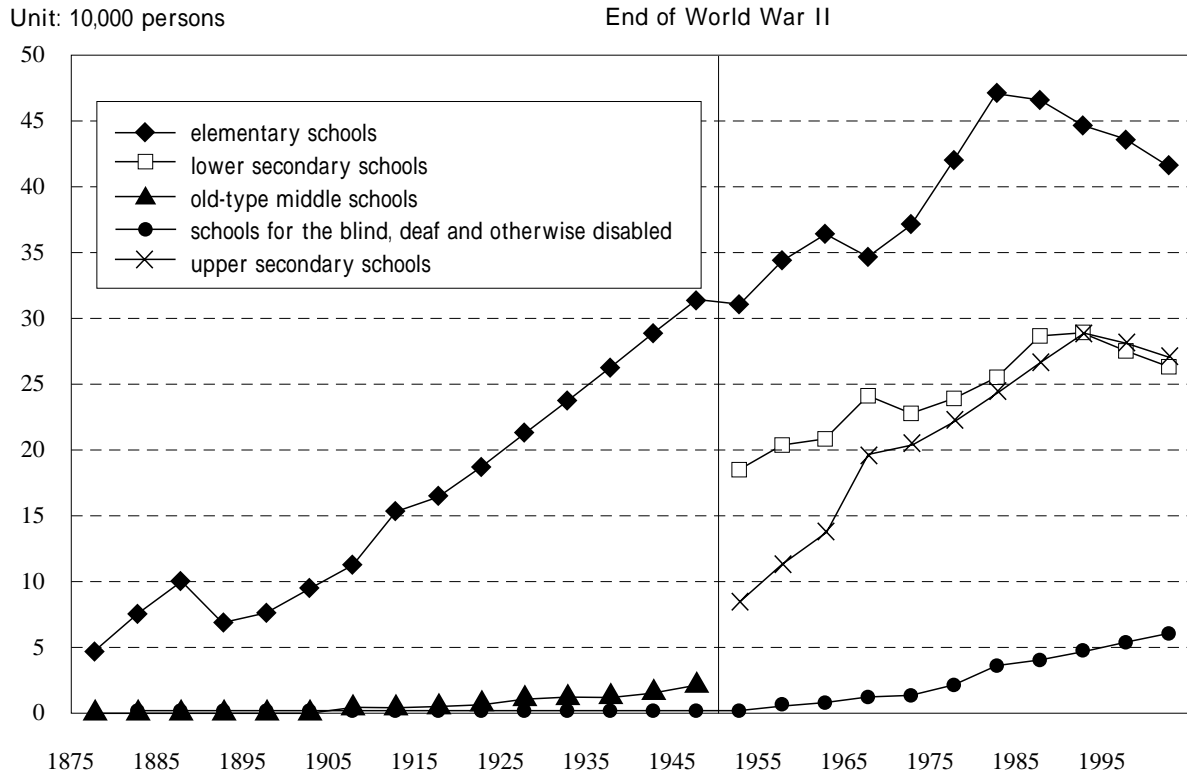
Source: Data from the Ministry of Education and the Ministry of Finance.

1-5 Changes in the Number of Teachers by Education Stage

The number of teachers in elementary, lower secondary and upper secondary schools increased steadily until around 1985, but from that time on, in line with the decrease in the number of children, the number of teachers also showed a decline. With regard to schools for the blind, deaf and otherwise

disabled, these were gradually put in place after World War II, and from the 1970s, following the completion of the “Seven-Year Plan for Schools for the Disabled” in 1979, and legal measures in the same year to make attendance at these schools compulsory, establishment of schools for those with various disabilities took off in earnest, and the number of teachers also increased.

Diagram A-5 Changes in the number of teachers by education stage



Note1: Total figure for national, public and private schools

Note2: Total figure for main schools and branch schools

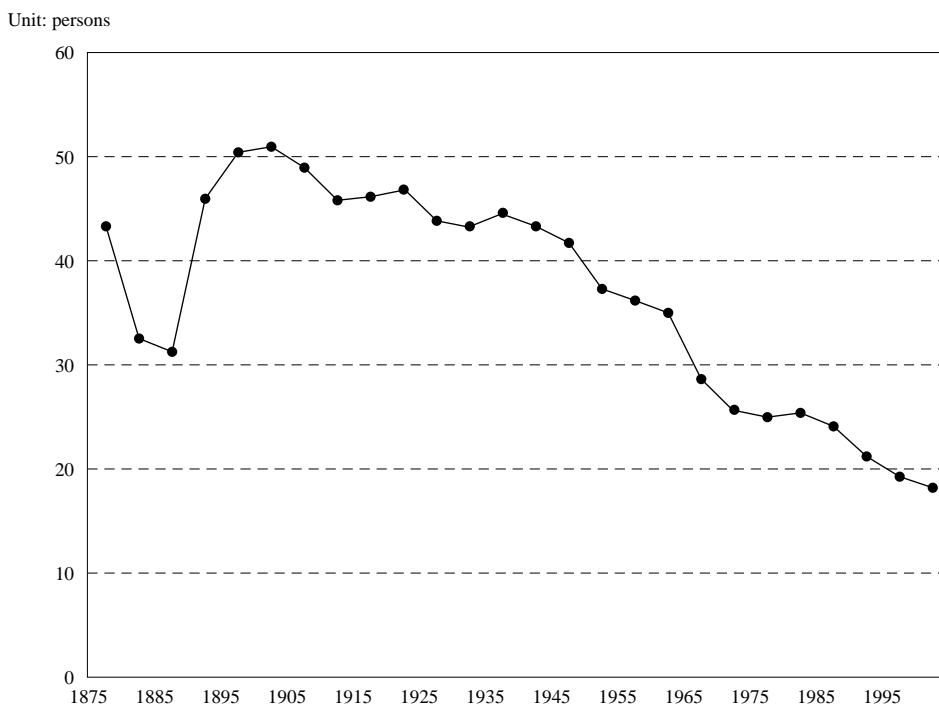
Source: Data from the Ministry of Education and the Ministry of Finance.

1-6 Number of Pupils per Teacher

For some years after the promulgation of the Education Ordinance, emphasis was put on securing and training teaching personnel as well as on increasing attendance rates, and as a result, the number of teachers increased. However, with the sharp increase in the number of children from the late

1890s, the number of teachers failed to keep pace, and the ratio of pupils to teacher increased sharply, reaching 50 pupils per teacher at the peak point. Thereafter, the number decreased gradually, and from 1995 on, the number of pupils per teacher was less than half that at the peak period.

Diagram A-6 Number of pupils per teacher



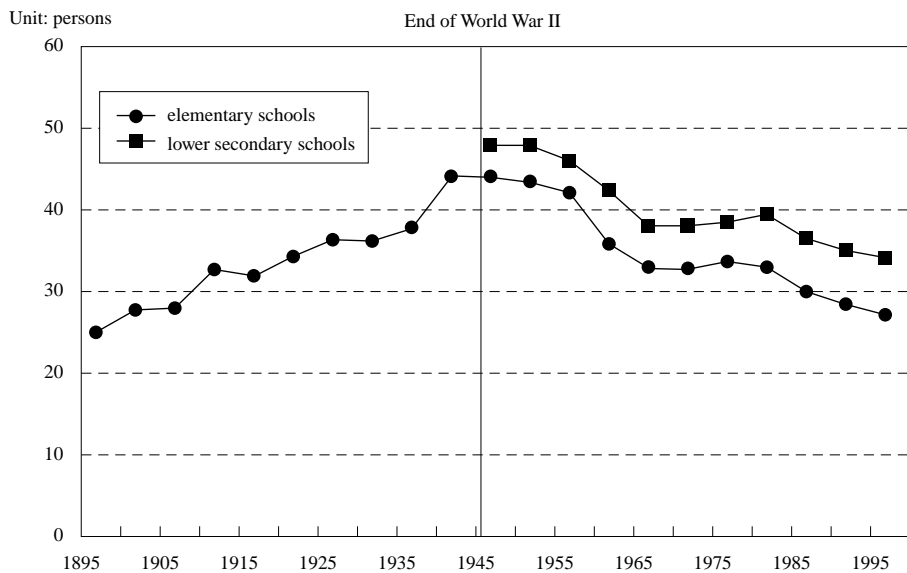
Source: Data from the Ministry of Education and the Ministry of Finance.

1-7 Changes in the Number of Pupils in a Class

From the Meiji era onwards, the number of pupils in a class increased in line with the increase in the number enrolling in elementary school, and in the postwar period, until the 1960s, the number was more than 40. When the normalization of lower

secondary schools was achieved after the war, the number of pupils per class reached nearly 50. However, as a result of the increase in school-building and in recent years, the influence of the falling birthrate, the number of school pupils steadily decreased, and the number of pupils in a class also showed a decrease.

Diagram A-7 Changes in the number of pupils in a class



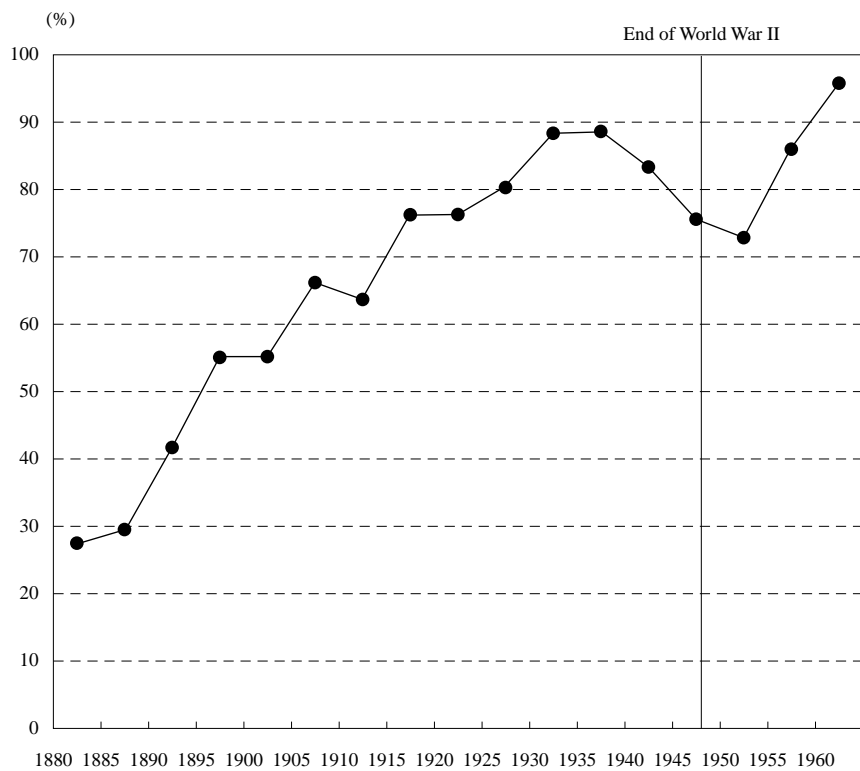
Source: Data from the Ministry of Education

1-8 Changes in the Percentage of Qualified Teachers (Elementary School)

In the years immediately after the promulgation of the Education Ordinance, the number of qualified teachers was less than 30%, but with the establishment of Normal Schools and other measures,

the number gradually rose, and even in the prewar period reached nearly 90%. After the war, there was a temporary decrease in qualified teachers, but after 10 years, things returned to normal, and in 1960, the figure reached 95%.

Diagram A-8 Changes in the percentage of qualified teachers (elementary school)



Source: Data from the Ministry of Education

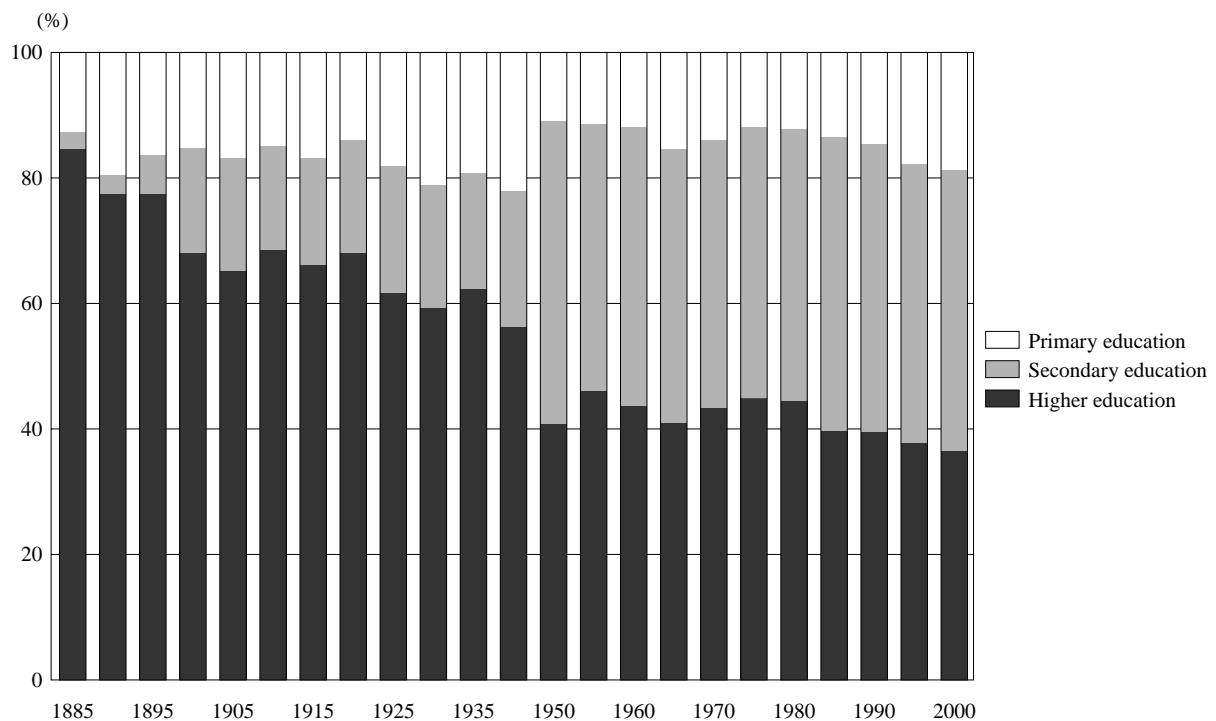
2. Education Costs

2-1 Changes in the Proportion of Education Costs by Education Stage

At the beginning of the Meiji era, because the implementation of universal primary education was the highest priority issue, this sector also accounted for the greater part of education costs, reaching the high figure of 84.3% in 1885. When universal primary education had been achieved, the proportion of costs taken up by secondary and higher education increased. The proportion of secondary education costs was no higher than 2.8% in 1885, but after universal secondary education was achieved in 1889 with the revision of the “Middle School Order,” the

proportion of costs in 1900 showed a large rise to 16.5%, and the figure subsequently continued to rise. When the new type of lower secondary school was made part of compulsory education after the war, the proportion of costs for this education stage rose to 40%, more than twice the prewar figure. In the area of higher education, for some years after the start of the Meiji era, the figure for costs hovered around 10%, but increased to 21.5% in 1930 with the expansion of higher education. In the postwar period, priority was put on strengthening higher education, and while the relative percentage of costs taken up by higher education decreased, with the advent of mass higher education in recent years, the relative proportion of costs have shown an increase.

Diagram A-9 Changes in the proportion of education costs by education stage



Note1: “Secondary education” before 1940 includes the new type of lower secondary schools

Note2: “Higher education” after 1940 includes teacher training

Note3: “Secondary education” after 1950 includes lower secondary schools, schools for the blind, deaf and otherwise disabled, and upper secondary schools.

Note4: “Higher education” after 1950 includes universities, junior colleges, specialized training colleges, and miscellaneous schools.

Source: Data from the Ministry of Education

2-2 Changes in Public Education Expenses Borne by National and Local Governments

The national government did provide subsidies from the early years of the Meiji era, and reduced the burden of municipal (city, town, village) expenses when these showed signs of increasing. Following the enactment in 1918 of the “Law Concerning the National Treasury’s Share of Municipal Compulsory Education Expenses,” which had the objective of raising the level of education over the country as a whole, responsibility for a portion of the salary of elementary school teachers was taken over by the national government, whose share of education expenses rose from 7.8% in 1881 to 24.3% in 1921. And in 1940, with the enactment of the “Law Concerning the National Treasury’s Share of Compulsory Education Expenses,” the national government assumed the burden of half the cost of the salary of elementary school teachers, and thereafter, the national government’s share of education expenses settled at around 30%. The rise in the share of education expenses borne by prefectures was very gentle in prewar times, but from 1940, when the salaries of municipal elementary school teachers became the responsibility of prefectures, the

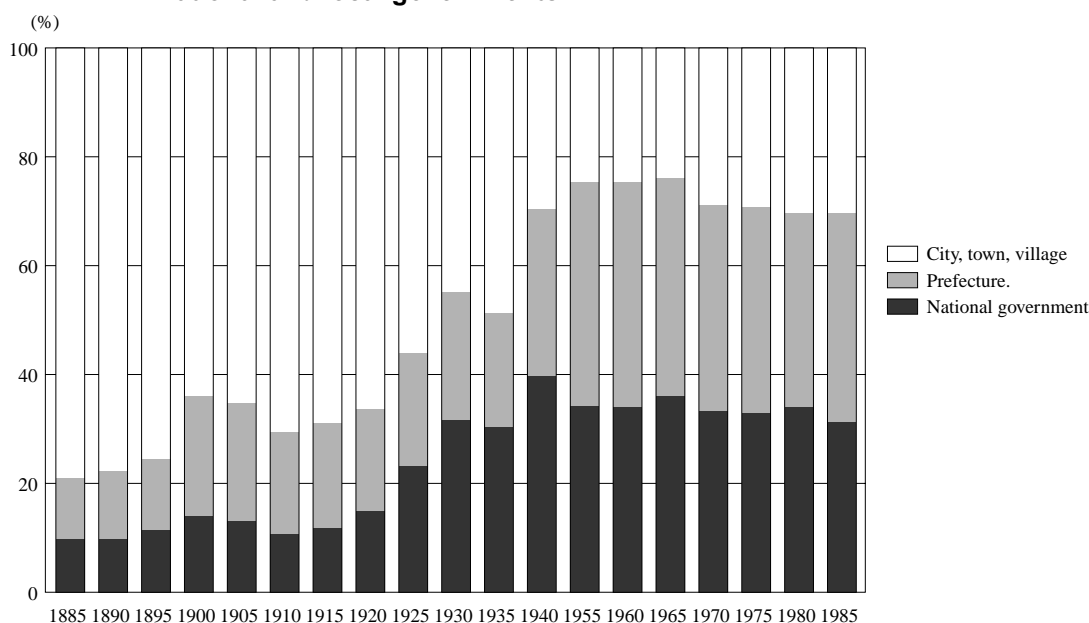
prefectural share of education expenses doubled from around 20% to 40%. As the financial burden on national and prefectural governments became greater, the burden on local, municipal governments decreased, from 76% in 1881 to 49% in 1935, and 25% in 1955, before settling at around 30% in 1980.

Table A-1 Changes in public education expenses borne by national and local governments

	Year	National	Prefectural	Municipal
Prewar	1885	1,036	1,222	8,643
	1890	931	1,188	7,487
	1895	1,598	1,874	10,772
	1900	5,834	8,845	26,347
	1905	5,666	9,012	28,143
	1910	9,010	15,835	60,472
	1915	10,566	17,158	62,437
	1920	44,066	55,783	200,558
	1925	100,388	92,582	249,458
	1930	143,320	105,612	204,010
1935	151,100	103,102	242,878	
1940	270,673	199,697	201,540	
Postwar	1955	126,668,000	151,670,000	93,668,000
	1960	208,954,000	250,578,000	152,960,000
	1965	499,465,000	549,865,000	335,681,000
	1970	951,513,000	1,095,098,000	837,756,000
	1975	2,664,905,000	3,075,362,000	2,378,647,000
	1980	4,744,756,000	4,927,083,000	4,333,881,000
	1985	5,201,696,000	6,270,114,000	5,096,369,000

Source: Data from the Ministry of Education

Diagram A-10 Changes in the relative share of the burden of education expenses borne by national and local governments



Source: Data from the Ministry of Education

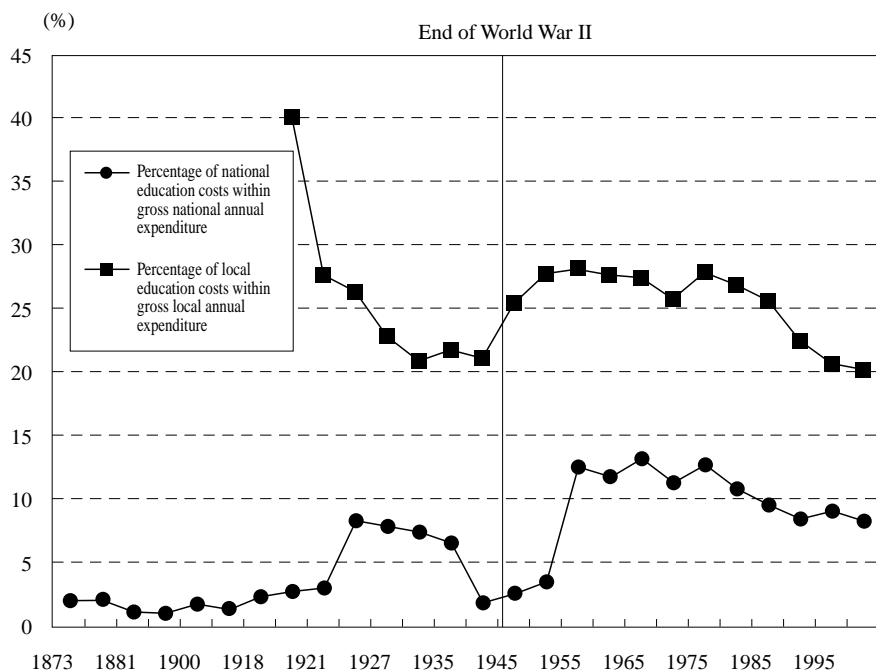
2-3 Changes in the Ratio of Education Expenses to Gross Annual National and Local Expenditure

The proportion occupied by education expenses within gross national annual expenditure rose, in line with the increased burden of education costs borne by the national government, from a mere 1.8% in 1885 to 4.7% in 1950. As reasons why the government burden increased in the postwar period, a number of factors can be adduced, including heavy government expenditure on rebuilding war-damaged schools and establishing the new system of lower secondary schools, also various policies with specific targets, such as the promotion of education for

children in isolated areas, the promotion of industrial education, and the promotion of science education.

At local government level, in prewar days, when efforts were put into the dissemination of primary education, a significant part of the budget was allocated to education. This decreased steadily, and in recent times, around 20% is allocated to education. Characteristics of a breakdown in educational costs at local government level are that personnel expenses of teachers and other educational personnel are borne by prefectural governments, while a large proportion of the building costs of elementary and lower secondary schools is borne by municipal governments.

Diagram A-11 Changes in the proportion taken up by education expenses in the gross annual expenditure of national and local government



Source: Data from the Ministry of Education

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