

日本における教員免許状制度の大転換

- 教員免許状更新制度をめぐる問題を中心に -

浪本 勝年*1

A Drastic Change in the System of Teacher's Licenses in Japan

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まえがき

この論文は、1967年に創立された History of Education Society (UK) (HES, イギリス教育史学会) が、長年友好関係にあるオーストラリア及びニュージーランドの教育史学会との共催の下にシドニーで開催された2008年の年次研究大会 (Second joint meeting of the Australian and New Zealand HES and HES (UK) held at Sydney University Village, Australia, 8th -11th December 2008) において、筆者が口頭発表 (2008年12月10日) した原稿に若干の加除修正を行なったものである。なお、今次大会テーマは、Work! Work! Work! Work and the History of Education であった。

当日の発表会場は Room 3 で、司会は開催地オーストラリアの Dr. Keith Moore (Senior Lecturer at Queensland University of Technology) であった。

前年の2007年に引き続き日本から今回もまたこの学会に参加した武庫川女子大学の山崎洋子教授が小生の発表に際し、声援を送ってくださった。感謝を表明する次第である。



(空路 Sydney へ)



(報告会場入口に立つ筆者)

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発表内容は、「改正」教育基本法（2006年12月22日公布・施行）後、2007年に制定されたいわゆる教育三法の一つ「教育職員免許法及び教育公務員特例法の一部を改正する法律」（2007年6月27日公布、法律第98号）により、世界的にもめずらしい教員免許状更新制度の内容及び問題点についてであった。

発表のあと、世界の教職員組合の研究をしているカナダの Professor Emeritus Harry Smaller (York University) などから厚意ある質問をいただいた。

次の写真は、当日の筆者の発表風景の一コマである。



(10th December 2008, The University of Sydney)

Abstract

Teachers working hours are very long in Japan. Japanese teachers are very busy in working at schools not only to teach the subjects but also to be involved in pupils' guidance and extra-activities. Both Ministry of Education and Teachers' union admit that Japanese teachers have been overworking for many hours. On top of that the class size of the primary and secondary schools in Japan is very big. Central Government regulation prescribes class size should be less than 40 pupils. And in fact there are over 30 pupils.

More over they are to be required to renew their licenses every 10 years since April 2009. On 20 June 2007 the ruling parties in Japan had forced to pass the revised Act of teacher's licenses, which requires teachers to renew their licenses every 10 years to update their education information and skills. This means a drastic change for teachers.

In Japan from 1900 they did not need to renew their licenses because they were valid throughout life. But roughly 80,000 teachers are required to take a 30-hour training course every year by the Act.

The Ministry of Education published the details in its regulations on 31 March 2008, planning how to renew the licenses of teachers. Teachers are required to go through a 30-hour training course mainly at the Universities and to pass the examinations. The certificates of the University make them be judged competent by local boards of education. Those who do not take the course or fail in the examination at the end of the course at the Universities will lose the validity of their licenses and their jobs.

Japanese teachers are now very reluctant since this renewal system causes them to have more obligation. And as a result of that, they must work harder besides of their usual responsibility.

[Handouts] (1) Transition of teacher's licenses System (1880-2009) in Japan.

(2) The table of the target persons in the teachers in service who are bound to participate in the course of renewal of teacher's licenses.

(3) Appendix 1 'New laws to reshape education system', *Japan Times*, Thursday, 21 June 2007 (omission).

(4) Appendix 2 'Education reform for what?', *Japan Times*, Saturday, 23 June 2007 (omission).

I The main principles of teacher education system since the Second World War In Japan

The two main principles of teacher education system since the Second World War in Japan were set up in 1949 when the Act of teacher's license was promulgated.

One is the open system in teacher education and the other is teacher education at the university. Let me explain them in detail.

These principles were adopted mainly by the reason of reconsideration of pre-war system. This pre-war system was completely controlled by the central government of Japan and in fact it was totally under the stereotyped teacher training.

Under the new teacher education system, which is put into practice mainly at the university since Second World War, students could get the teacher's licenses when they get certain credits at the university. It was a completely opened system for teacher education to students at any school in university.

After the completely opened system was revised, the current accreditation system was introduced in 1953. That means that universities are required to fulfill the conditions proposed by the recommendations of National Council of Teacher Education in order to let students get the teacher's licenses. And universities could get accreditation by Ministry of Education if they could satisfy the conditions. In these universities, students could get the teacher's licenses, which is valid lifelong and for all parts of the country.

According to the survey by the Ministry of Education, about 80% of all the Universities and 60% of all the colleges in Japan have the accreditation as of April 2006.

One of the most controversial issues these days is the 30-hour training course for teachers. It is required by the renewal system of teacher's license (RSTL), and is to be taken place at the Universities from April 2009.

The introduction of RSTL means a drastic change of teacher Education.

More over they are to be required to renew their licenses every 10 years from April 2009. This means teachers have to Work, Work, and Work!!



(Conference Dinner Party が開催された船)



(Dinner Party の Menu)

II Transition of teacher's licenses System (1880-2009) in Japan

In Japan from 1900 they did not need to renew their licenses because they were valid throughout life as is shown in the Handout 1.

【Handout 1】

Transition of teacher's licenses System (1880-2009) in Japan

As of 10 Dec. 2008 by NAMIMOTO Katsutoshi

Year	Events concerning teacher's licenses
1872	Modern school system started
1880	Teacher's license system was established
1881	Period of validity for primary school teacher's license was set at five years
1886	<ul style="list-style-type: none"> • General teacher's licenses conferred by Ministry of Education was valid all parts of the country (validity : indefinite period) • Local teacher's licenses conferred by Ministry of Education was valid in the corresponding district only (validity: five years or indefinite period)
1900	Imperial ordinance for teachers licenses was promulgated Indefinite system was established (It shall end 31 March 2009) Primary school teachers should have teacher's licenses given by the authorities <ul style="list-style-type: none"> • General teacher's licenses conferred by Ministry of Education was valid for all parts of the country • Local teacher's licenses conferred by Local government was valid for only the corresponding district
1913	Ministry of Education formed a common policy for teacher's licenses and abolished the dual license system Teacher's licenses became to be given only by the governor and were valid all parts of the country
1945	<i>Japan's defeat in WW II</i>
1947	<i>The Fundamental Law of Education was promulgated</i>
1949	The Act of Teacher's license was promulgated (Teacher's license was given to the students who got the required credits at the Universities)
1953	Accreditation system for teacher education was introduced to the Universities
2006	<i>"Revised" Fundamental Law of Education was promulgated</i>
2007	Revised Act of teacher's licenses was promulgated (The renewal system of teacher's licenses has been introduced)
2008	The regulations of the renewal system of teacher's licenses was promulgated
2009	The renewal system of teacher's licenses is to start in April

(Source: Ministry of Education)

III The target persons in the teachers in-service who are bound to participate in the 30-hour training course

Roughly 80,000 teachers are required to take a 30-hour training course every year by the Act as it is shown in the Handout 2.

【Handout 2】

The table of the target persons in the teachers in-service who are bound to participate in the course for renewal of teacher's licenses

div.	Birth Date	Age (as of 2009.3.31)	deadline	Time period to participate in the training course	Estimate figures of teachers
1	1955.4.2 ~ 1956.4.1 1965.4.2 ~ 1966.4.1 1975.4.2 ~ 1976.4.1	53 43 33	2011.3.31	2009.4.1 ~ 2011.1.31	86,000
2	1956.4.2 ~ 1957.4.1 1966.4.2 ~ 1967.4.1 1976.4.2 ~ 1977.4.1	52 42 32	2012.3.31	2010.2.1 ~ 2012.1.31	77,000
3	1957.4.2 ~ 1958.4.1 1967.4.2 ~ 1968.4.1 1977.4.2 ~ 1978.4.1	51 41 31	2013.3.31	2011.2.1 ~ 2013.1.31	81,000
4	1958.4.2 ~ 1959.4.1 1968.4.2 ~ 1969.4.1 1978.4.2 ~ 1979.4.1	50 40 30	2014.3.31	2012.2.1 ~ 2014.1.31	77,000
5	1959.4.2 ~ 1960.4.1 1969.4.2 ~ 1970.4.1 1979.4.2 ~ 1980.4.1	49 39 29	2015.3.31	2013.2.1 ~ 2015.1.31	74,000
6	1960.4.2 ~ 1961.4.1 1970.4.2 ~ 1971.4.1 1980.4.2 ~ 1981.4.1	48 38 28	2016.3.31	2014.2.1 ~ 2016.1.31	69,000
7	1961.4.2 ~ 1962.4.1 1971.4.2 ~ 1972.4.1 1981.4.2 ~ 1982.4.1	47 37 27	2017.3.31	2015.2.1 ~ 2017.1.31	85,000
8	1962.4.2 ~ 1963.4.1 1972.4.2 ~ 1973.4.1 1982.4.2 ~ 1983.4.1	46 36 26	2018.3.31	2016.2.1 ~ 2018.1.31	83,000
9	1963.4.2 ~ 1964.4.1 1973.4.2 ~ 1974.4.1 1983.4.2 ~ 1984.4.1	45 35 25	2019.3.31	2017.2.1 ~ 2019.1.31	82,000
10	1964.4.2 ~ 1965.4.1 1974.4.2 ~ 1975.4.1 1984.4.2 ~ 1985.4.1	44 34 24	2020.3.31	2018.2.1 ~ 2020.1.31	105,000

(Source: Ministry of Education)

IV Problems in terms of the renewal system of teacher's licenses at the university

The followings are the problems in terms of the renewal system of teacher's license at the university

(1) How to compose the content of the course

The course consists of 30-hour lectures, basically five days with six hours each day.

The Ministry of Education shows how to make an evaluation.

The result is considered carefully because it might cause the teachers to lose their jobs when they fail.

(2) How to carry out and reflect the questionnaire about the courses by teachers.

The Ministry of Education requires that we reexamine the courses by questionnaire before and after the course. It is considered how to carry it out and reflect it in the course afterward.

(3) How to decide the tuition fee of the courses which is to be paid by the teachers themselves.

(4) How to determine when to carry out the courses, and how the university set the size of the classes

[付記] シドニー中心部にある開放的な最高裁判所を訪れ、自由に傍聴するとともに昼食もとった。



(New South Wales 最高裁判所前で)



(最高裁判所の改装中を示す掲示)



(最高裁判所の庁舎)



(最高裁庁舎14階にあるbuffet案内表示)