

Teacher Transfer and Appointment System in Japan

– Reference from Personnel Transfer Policies and Guidelines

1. Introduction

The legal status of teachers in Japan is divided into the following three categories:

- (1) Teachers at national schools or national government employees (as national government employees, principals and teachers at national schools have become board members or employees of national university corporations or independent administrative corporations of the national institute of technology since April 1, 2004, and by definition are employees engaged in public service)
- (2) Teachers at public schools or local government employees (prefectural government employees or municipal government employees)
- (3) Teachers at private schools or employees at private institutions

Given that their work involves special duties, namely those involving education, teachers at national schools as well as public schools are differentiated from other government employees in general, with the special title “educational public employees.”

The main topic of this report is teacher transfer and appointment at public schools in prefectures and municipalities, a group that makes up the biggest portion of the faculty population, especially focusing on those in compulsory education, namely primary schools and lower secondary schools. Most public primary schools and lower secondary schools are governed by municipalities. According to the School Basic Survey of FY2016, 98.3% of primary school teachers and 93.3% of lower secondary school teachers work at municipal schools.

Table 1: Number of Teachers per Establisher (School Basic Survey of FY2016: As of May 1, 2016)

Primary Schools	Establisher	Number of Personnel	%	Lower secondary schools	Establisher	Number of Personnel	%
	National	1,809	0.44%		National	1,618	0.65%
Public	403,163	98.33%	Public	231,192	93.29%		
Private	5,025	1.23%	Private	15,021	6.06%		
Total	409,997	100.00%	Total	247,831	100.00%		
Compulsory Education Schools	National	–	0.00%	Upper secondary schools	National	581	0.25%
	Public	934	100.00%		Public	169,951	73.65%
	Private	–	0.00%		Private	60,238	26.10%
	Total	934	100.00%		Total	230,770	100.00%

Table 1: Number of Teachers per Establisher (continued)

Secondary Schools	Establisher	Number of Personnel	%	Special Needs Schools	Establisher	Number of Personnel	%
	National	211	8.26%		National	1,490	1.83%
Public	1,661	64.98%	Public	79,501	97.81%		
Private	684	26.76%	Private	293	0.36%		
Total	2,556	100.00%	Total	81,284	100.00%		
Per Establisher	National	5,709	0.59%	Per School Type	Primary schools	409,997	42.12%
	Public	886,402	91.07%		Lower secondary schools	247,831	25.46%
	Private	81,261	8.35%		Compulsory Education Schools	934	0.10%
	Total	973,372	100.00%		Upper secondary school	230,770	23.71%
			Secondary Education Schools		2,556	0.26%	
			Special Needs Schools		81,284	8.35%	
			Total		973,372	100.00%	

A majority of teachers at public schools are called “teachers under prefectural expenditures”¹ as defined in Article 1 and Article 2 of the Act on Sharing of Faculty Salaries of Personnel at Municipal Schools, yet decisions regarding their personnel matters are made by boards of education at prefectural levels, as an exception to the rule that gives management authority to an establisher, as defined in Article 37 of the Act on Organization and Management of Local Educational Administration. In addition, Article 38 of the same act requires that municipal boards of education take internal reports on personnel matters regarding teachers under prefectural expenditures and that prefectural boards of education appoint teachers under prefectural expenditures in addition to those who work at prefectural schools, with the given authority of an establisher. Boards of education in designated cities (20 cities in 15 prefectures as of 2016), however, can appoint teachers at schools under their jurisdiction.

These acts allow teachers under prefectural expenditures to transfer to schools across municipalities, and this type of transfer makes it easy for local governments and schools to balance faculty structures (e.g., by gender and age), while such an arrangement also helps provide

¹ Teachers or other personnel at municipal schools whose salaries and other expenses are paid by prefectures.

educational service of equal quality regardless of geographical factors such as being located in cities or in remote areas, sizes and financial strengths of local governments (municipalities) and school sizes. As for teachers, periodic transfer would equalize burdens that are rooted in characteristics of each area and school in which they work, and work experience in different areas and schools is believed to foster their abilities as teachers.

Nevertheless, with their given management authority, municipalities as “establishers” (of schools) are responsible for maintaining and improving education at public (municipal) primary schools and lower secondary schools. Therefore, municipal boards of education are required by law to take some part in the personnel matters of teachers under prefectural expenditures by reporting to prefectural boards of education after hearing the views of school principals in their area of management.² By doing so, municipal boards of education have their voices heard in teacher transfer and thus fulfill the role of maintaining and improving educational standards in their regions. As such, in the current system, the prefectural boards of education are the bodies that oversee the administration of teacher transfer, yet they also share some work and authority with municipal boards of education.

As the sharing of administration and authority is implied in the law, personnel change of public school teachers is conducted in a variety of ways. In terms of transfer range, it can be conducted by an entire prefecture, a subdivision of a prefecture such as a county or a city, or an office which is a local agency of a prefectural board of education. As for the transfer cycle, each prefecture has its own guidelines.

2. Purposes and Policies of Teacher Transfer

Table 2³ is an outline of purposes and policies of teacher transfer in each prefecture. In this survey, we were able to collect information from 37 out of 47 prefectures. Even in the remaining ten prefectures, however, we presume that teacher transfer policies have been adopted, the evidence of which can be found in reports such as the meeting minutes of boards of education.

² In the case of a government-designated city, confidential reports are submitted to the boards of education in the government-designated city.

³ The table was prepared by the author based on a variety of documents published by each prefectural board of education (basic policies on educational plans, proceedings and committee minutes, and other sources).

Table 2: Summary of the purposes and policies in prefectures

Name of Prefecture	Purposes and Policies of Teacher Transfer
Hokkaido	Actively promote personnel exchanges between areas so that teachers can experience a wide variety of school education programs in different areas in order to further promote the development of the school education within the jurisdiction.
Aomori	<p>Actively promote personnel transfers for the purpose of fostering the teaching effectiveness. Ensure the proper personnel structure in view of the circumstances specific to the area and school.</p> <p>Enhance and reinforce the personnel structure in schools located in remote areas. Secure appropriate allocation of teachers engaged in special support education. Strive to resolve the issue of workplace fixation. Promote exchanges of personnel over a wide area.</p> <p>Ensure the proper personnel structure in consideration of age, gender, and other characteristics.</p>
Iwate	Perform regular personnel transfers of educational personnel in public elementary and lower secondary schools aiming to promote exchanges with a prefecture-wide perspective while ensuring appropriate personnel allocation in consideration of the personnel structure of teachers based on the Regular Personnel Transfer Policies for Educational Personnel in Public Elementary and Lower Secondary Schools and the Regular Personnel Transfer Guidelines, to ensure appropriate allocation and personnel reshuffles of educational personnel with a prefecture-wide view as well as further vitalize, enhance, and improve the prefectural education system.
Miyagi	<p>To enhance the prefectural education system and improve the quality of teachers, educational personnel are transferred to ensure their appropriate allocation in consideration of the circumstances of, and in a comprehensive long-term view of, the prefecture as a whole. Strive to appoint talented personnel giving due consideration to those having experience in education in remote areas or special support education, or within the jurisdictions of multiple education offices, etc. for a considerable period of time.</p> <p>Promote personnel exchanges over a wide area including Sendai City and exchanges between different types of school such as between municipal schools and prefectural schools, especially between city and county areas, as well as between areas designated as remote areas and other areas.</p> <p>Ensure the proper personnel structure in consideration of the circumstances specific to the school and area.</p> <p>Priority should be given to transferring those with a long duration of service at one school. Improve and reinforce the educational personnel in schools located in areas designated as remote areas or those in charge of special support education.</p> <p>For the purpose of assisting the rapid recovery from damage due to the Great Eastern Japan Earthquake, enhance and reinforce the personnel structure of educational personnel for schools located in the regions affected by the disaster.</p> <p>Personnel transfer should be carried out in close coordination with the relevant municipal boards of education and the prefectural school principals.</p> <p>Operational guidelines regarding personnel transfers for each type of school shall be provided for separately by the Superintendent of the Board of Education.</p>

Table 2: Summary of the purposes and policies in prefectures (continued)

Akita	<p>Actively promote personnel exchanges over a wide area between different types of schools and between different organizations, for the purposes of stimulating school management, increasing the quality of educational personnel, and ensuring their appropriate allocation.</p> <p>Secure appropriate allocation of supervisory personnel and mid-level educational personnel from the viewpoint of appropriately responding to educational issues surrounding schools and elevating the educational capabilities of the organization as a whole.</p> <p>Enhance and balance the personnel structure of teaching and other personnel among schools and regions.</p> <p>Pay consideration to the personnel allocation that enables them to strike balance between professional and personal life (child care, elderly care, and so forth).</p> <p>Emphasize the primary role of and cooperation with the municipal boards of education in personnel transfers of teaching and other personnel working in elementary or lower secondary schools.</p> <p>Based on the principle of decentralization, municipal boards of education shall ensure a flexible class organization in line with the situation of each school and region.</p> <p>Develop an environment in which local municipal boards of education can fully exercise their autonomy, ensuring that they are able to take further responsibility in promoting the development of attractive and unique schools.</p>
Ibaraki	<p>Promote personnel exchanges over a wide range.</p> <p>Correct the imbalance in the licensed subject, age, and gender structures of educational personnel.</p> <p>Foster the allocation of teachers with a lower secondary school teaching license for mathematics, science, and English to elementary schools.</p> <p>Promote personnel exchange between elementary and lower secondary schools.</p> <p>Promote exchange of personnel with prefectural high schools and special support schools.</p>
Tochigi	<p>Select talented personnel to carry out a personnel reshuffle.</p> <p>Strive to allocate personnel placing emphasis on fostering human resources with a view of seeing personnel transfer as an opportunity to increase the quality of the personnel.</p> <p>Ensure appropriate allocation of personnel in consideration of the service record, age, duration of service at the same school.</p> <p>Strike a balance between the personnel structures of different schools.</p> <p>Promote personnel exchange between elementary schools and lower secondary schools, as well as high schools and special support schools.</p> <p>For elementary and lower secondary schools, promote exchanges of personnel over a wide area to secure the prefecture's overall balance of personnel structure.</p> <p>For elementary and lower secondary schools, ensure appropriate personnel allocation with an aim to promote education in remote areas and special support education.</p>
Gunma	<p>Ensure appropriate allocation and exchange of educational personnel with a prefecture-wide view to further improve the prefectural educational standard.</p> <p>In selection of teaching and other personnel, the personality, aptitude, quality, ability, qualifications, service record, health condition, age, etc. shall be given careful consideration in order to employ competent personnel.</p> <p>Personnel transfers shall be carried out for the purposes of resolving educational issues in each school, and enhancing and reforming the personnel structure based on a comprehensive judgment of the qualifications and work situation of the personnel.</p>
Saitama	<p>Strive to stimulate and reform the atmosphere of the prefectural education system and elevate teaching effectiveness while putting efforts to enhance and balance the personnel structure of teachers and bridge the gaps between schools and regions. To achieve these, promote appropriate and deliberate personnel transfers with a comprehensive long-term view of Saitama City as a whole.</p>

Table 2: Summary of the purposes and policies in prefectures (continued)

Chiba	<p>Promote appropriate personnel allocation and ensure the proper personnel structure for the purposes of securing personnel sound both in mind and body and increasing the quality of personnel while strengthening the teaching effectiveness and ensuring a well-organized school administration.</p> <p>Actively promote deliberate personnel transfer over a wide area with a comprehensive view of the prefecture as a whole in order to bridge the excess and deficiency of the personnel between regions or between schools and enhance the educational system capable of responding to the characteristics specific to the type of school or curriculum.</p> <p>Transfers of educational personnel whose wages are paid by the prefectural government shall be carried out in serious consideration of confidential reports from the relevant municipal board of education while transfer within the same local municipality shall in principle be made based on the reports.</p> <p>Strive to appoint and allocate talented personnel with excellent management and supervisory skills for enhancing and revamping the school administration.</p> <p>Personnel assignment of those with disabilities shall be implemented with due consideration.</p>
Tokyo	<p>The aims of personnel transfers are to vitalize the educational system through appropriate allocation of human resources and preferable personnel structure at schools, and also to increase the quality and develop the abilities of teaching personnel through the accumulation of a great variety of experiences.</p> <p>The policies for personnel transfers are to finely change personnel for supporting the principal in the school management and human resource development, to exchange personnel over a wide area with an overall view of the prefecture as a whole and to enhance the personnel structure on islands and in remote areas.</p>
Kanagawa	<p>Ensure appropriate transfers and allocations of educational personnel in order to respond to various educational issues surrounding the schools today by enhancing the motivation of the personnel and stimulating the school education.</p>
Niigata	<p>Make personnel transfers in a prefecture-wide view to achieve a creative and vibrant school administration.</p> <p>Resolve the issue of teachers working at the same school or region for long periods of time.</p>
Toyama	<p>Promote exchanges of personnel over a wide area with an overall view of the prefecture as a whole, in close coordination with the municipal boards of education.</p> <p>Ensure appropriate personnel allocation for the primary purposes of stimulating the educational system and increasing educational standards, in view of resident addresses and requests of those being transferred.</p>
Yamanashi	<p>Strive to ensure appropriate allocation of personnel to vitalize the school education while promoting personnel exchange over a wide area with a comprehensive view of the prefecture as a whole.</p> <p>Ensure smooth conduct of personnel transfer in line with the "Operational Guidelines for Transfer of Educational Personnel" and "Guidance for Personnel Exchange in Eastern District and Other Areas".</p>
Nagano	<p>Foster the development to refresh and vitalize the educational environment at each school for the purpose of elevating educational standards in the prefecture to further enhance and develop the school educational system. In so doing, due consideration shall be paid for the transfer of educational personnel to put community-based education into practice, with a view to regarding personnel transfer as an important learning opportunity to increase the quality of personnel. Furthermore, the personnel transfer shall be carried out in coordination among the principals, municipal boards of education (including the boards of education of municipal school union), and prefectural boards of education in view of the circumstances of the area and future prospects.</p>
Shizuoka	<p>Strive to allocate personnel based on their teaching abilities, areas of expertise, and ambitions.</p> <p>Ensure a proper allocation of personnel that contributes to the promotion of creating attractive schools that generate the best learning outcomes.</p>
Aichi	<p>Ensure a fair and appropriate transfer to carry out a personnel reshuffle in line with the principle of appropriate allocation of personnel.</p> <p>Promote personnel allocation to diversify work experiences and develop human resources in a effective manner in order to appropriately respond to new educational issues.</p> <p>Promote personnel exchange over a wide area with an overall view of the Prefecture as a whole to enhance the personnel structure of teachers striking a balance between schools and between regions.</p> <p>Pay due respect to confidential reports form the relevant municipal boards of education and opinions of principals.</p>

Table 2: Summary of the purposes and policies in prefectures (continued)

Mie	<p>Ensure appropriate allocation of educational personnel that contributes to the management policy of each school.</p> <p>Pay due consideration to the views of principals.</p> <p>Strive to strengthen the school administration structure in consideration of the age, licensed subject, duration of service, and other characteristics of the educational personnel and refresh the atmosphere.</p>
Shiga	<p>Ensure appropriate distribution of educational personnel and enhance the personnel structure in a comprehensive prefecture-wide perspective to resolve educational issues surrounding schools, in consideration of change in social conditions including promotion of educational reforms after the revision of the Basic Act on Education as well as the changing roles of the prefectural and municipal governments, for the further development of the educational system of Shiga Prefecture.</p> <p>Make a personnel assignment in consideration of the licensed subject, age, aptitude, and other characteristics to enhance the organizational structure.</p>
Osaka	<p>Ensure appropriate allocation of personnel with an overall view of the prefecture as a whole with an aim to accomplish the educational objectives of each school.</p> <p>Conduct a deliberate personnel transfer under the appropriate control of personnel number in view of the circumstances of each region along with increase and decrease of the number of schoolchildren.</p> <p>Actively promote exchange of personnel between different regions, types of school, and curriculums aiming to enrich the teaching experience and increase the quality of personnel.</p>
Hyogo	<p>Make fair and appropriate personnel changes to further develop the prefectural education system by fostering a fresh and cheerful educational atmosphere and enhancing school administration.</p> <p>Perform a personnel allocation which aims at promoting the development of an attractive and secure school education for schoolchildren in close cooperation with parents and the local community through the dedication of educational personnel having a sense of ethics and being committed to their duties in fostering a unique education with the goal of "fostering an independent and spiritually rich person". To achieve these, ensure the proper personnel structure by appropriate allocation of personnel, while actively and systematically promoting personnel transfers of those who have worked at the same school for a long period of time.</p> <p>Actively promote personnel exchange between regions and between different types of school with an overall view of the prefecture as a whole to enrich their teaching experience. For this purpose, actively promote exchanges between: densely inhabited and underpopulated areas; schools with more classes and fewer classes; main schools and branch schools; full-time schools and part-time or correspondence schools; prefectural schools and other schools; and special support schools and other schools, paying close attention to the smooth conducting of personnel relocation in response to increases and decreases in the number of schoolchildren. In so doing, close mutual coordination shall be fully made with the prefectural board of education, municipal union boards of education, and prefectural schools as well as the liaison council of municipal union boards of education and public school principal's association.</p>
Nara	<p>Make fair and appropriate personnel changes maintaining the good order of personnel administration to meet educational expectations and requests from the people in the prefecture and accomplish the further development of the school education system.</p> <p>Ensure appropriate deployment of personnel with a prefecture-wide perspective to enhance and balance the personnel structure of each school.</p> <p>Strive to resolve the issue of working at the same school for a long period of time aiming to enrich teaching experience of educational personnel and refresh the atmosphere.</p> <p>Perform personnel transfers based on a comprehensive view of the prefecture as a whole from the perspective of the human resource development of junior educational personnel through the accumulation of a great variety of experiences.</p> <p>In allocating personnel, consideration shall be paid to the characteristics and experience of the personnel with the aim of enhancing student guidance.</p>

Table 2: Summary of the purposes and policies in prefectures (continued)

Tottori	<p>Ensure appropriate deployment of personnel through personnel exchanges over a wide range between different types of school so as to prevent disparity between different regions and schools.</p> <p>Reasonable consideration shall be made for the allocation and exchange of personnel to enhance the education in remote areas, special support education, part-time or correspondence education, and education in areas where a special educational consideration is required.</p> <p>Transfers of educational personnel for elementary, lower secondary, and special support schools established by the municipal governments (school union) shall be carried out in due respect of confidential reports from the municipal (school union) boards of education, provided, however, that transfer within the same jurisdiction of municipal board of education shall in principle be made based on the reports from the municipal boards of education.</p>
Shimane	<p>Ensure appropriate deployment of personnel with a comprehensive view of the prefecture as a whole while striking the proper balance within the personnel structure of each school. Priority shall be given to personnel allocation to schools in remote areas to promote the development of remote area education.</p> <p>For special support education, appropriate personnel shall be assigned to promote its development.</p> <p>Promote consistent education in coordination between elementary schools, lower secondary schools, high schools and special support schools while carrying out personnel exchanges to increase the quality of the personnel in consideration of their competencies and licensed subjects.</p>
Okayama	<p>Maintain the primary role and autonomy of the municipal boards of education while ensuring fairness.</p> <p>Promote deliberate personnel transfers in close coordination with local municipal boards of education and principals.</p> <p>Ensure appropriate allocation of personnel with a prefecture-wide perspective and in consideration of the service record of the teaching personnel.</p> <p>Actively promote personnel exchanges over a wide area extending beyond the municipal borders to expand their areas of teaching experience (region, scale, type of school, curriculum, etc.).</p> <p>Vitalize each school and increase the quality of educational personnel while appropriately responding to changes in the number of schoolchildren, and the establishment of new and reorganization of existing schools.</p>
Hiroshima	<p>Actively promote personnel development to foster the teaching ability of educational personnel, while ensuring appropriate and deliberate allocation of personnel with a comprehensive view of the prefecture as a whole for the purpose of creating a well-organized school by fulfillment of all abilities, characteristics, and motivation of each of the teachers and other personnel.</p>
Yamaguchi	<p>Educational personnel shall be allocated to each school in view of their expertise, duration of service at the present school, and personnel structure of each school.</p>
Tokushima	<p>Enhance organizational structure of educational personnel through their appropriate allocation placing emphasis on educational reform and promotion of sports and culture.</p> <p>Actively promote personnel exchanges between different areas and between different types of school from a prefecture-wide perspective to stimulate and strengthen the organizational structure of educational staff.</p> <p>Promote appropriate allocation and development of personnel placing importance on their teaching performance, competency, and aspiration, free from consideration of the age, duration of service, or gender of the educational personnel.</p> <p>Promote deliberate personnel exchanges between remote areas for fostering education and enhancing the organizational structure in schools located in remote places.</p> <p>Establish a well-organized personnel structure and education system to promote special support education and strengthen student guidance.</p>

Table 2: Summary of the purposes and policies in prefectures (continued)

Kagawa	<p>Ensure proper personnel allocation in line with school management policies initiated by principals for the development of unique educational activities, while fulfilling the accountability of each school to the guardians and local community.</p> <p>Ensure appropriate personnel distribution required for the enhancement of detailed student guidance, for the purpose of realizing education designed to cultivate students' independent learning attitudes, developing their capacities for thinking, judgement and expression, and providing fundamental knowledge and skills.</p> <p>Secure an effective assignment of personnel to enhance the student guidance and educational counseling system in line with the response policies of each school, in view of circumstances including violence, bullying and other problematic behaviors, and truancy.</p> <p>Ensure appropriate personnel allocation in close coordination with, and based on the views of, the municipal (school union) board of education to resolve educational issues surrounding each school.</p> <p>The organizational structure of each school shall be managed in consideration of the age, service record, and special abilities of the personnel.</p> <p>Promote personnel exchanges between regions with a view of the prefecture as a whole to increase the quality and abilities of the personnel, vitalize the school environment, and contribute to the maintenance and improvement of the educational standards of the prefecture. In so doing, due consideration shall be paid for the life stage of the personnel to conduct deliberate personnel exchanges.</p>
Kochi	<p>Personnel transfers shall be carried out in accordance with the Basic Plan for Promoting Education of Kochi Prefecture, for the primary purpose of producing achievements by appropriately responding to the prefecture's current educational issues, considering requests from those being transferred within the limits of such purpose.</p> <p>Secure proper organizational structure of educational personnel in view of the circumstances of the school and work situations of the personnel. Moreover, in conducting personnel transfers for elementary and lower secondary schools, consideration shall be paid for the human resource development utilizing the schools that serve as regional centers.</p> <p>Strive for an appropriate distribution of educational personnel that enables fulfillment of their abilities and motivation in order to continuously promote career education and development of unique schools that serve as regional centers.</p> <p>For educational personnel in municipal (school union) schools whose wages are paid by the prefectural government, ensure appropriate allocation of personnel over a wide area in cooperation and mutual understanding with the municipal (school union) boards of education. Educational personnel who have worked within the same municipalities for a long period of time shall be transferred in principle, while attention shall be paid to the utilization of flexible number of personnel in line with the intentions of the municipality.</p> <p>Promote diversity of personnel exchanges including exchange with schools outside of the prefecture, exchange between different types of school, assignment to graduate schools, wide-area transfer, and assignment to the secretariat of the prefectural board of education, in view of their career development, to stimulate the school environment and elevate the educational standard of the prefecture as a whole.</p>
Saga	<p>Ensure appropriate allocation of personnel with an overall view of the prefecture as a whole to enhance the prefectural education system and create a fresh atmosphere.</p> <p>Promote personnel exchanges between public schools as well as with local municipal elementary and lower secondary schools to enhance and renovate the personnel structure.</p> <p>Personnel transfer shall be carried out based on the service records of the personnel and personnel plans in line with management goals and policies initiated by the principals.</p> <p>Personnel assignment for special support schools and public lower secondary schools shall be made available for general application by teachers and open recruitment by the schools, for the purpose of creating a unique school education.</p> <p>Personnel allocation for newly established schools shall be based on a system of open recruitment and nomination for the vitalization of the school.</p>
Nagasaki	<p>Ensure a fair and smooth personnel exchange in a prefecture-wide range in close coordination with the municipal board of education to increase the educational standard of the prefecture and promote the development of unique and vigorous school environment through proper allocation of educational personnel.</p>

Table 2: Summary of the purposes and policies in prefectures (continued)

Oita	In principle, personnel transfer shall be carried out from the viewpoint of allocating appropriate personnel in the appropriate positions, in reference to the requests and service evaluations of those being transferred. The scale of personnel transfers shall be reasonably determined in view of the circumstances of the organizational structure, paying close consideration to avoid interruption in the conduct of government operations or deterioration in administrative service.
Kumamoto	The secretariat of the board of education shall ensure personnel allocation and organizational reform required for the steady promotion of "Four-Year Strategy to Create Kumamoto Where People Can Realize Happiness " and "Kumamoto's Educational Plan to Create A Path to Dream", and to respond to various issues surrounding education.
Miyazaki	Personnel transfers shall be made in consideration of such factors as age and licensed subject to ensure the appropriate personnel structure. Actively promote personnel transfer between schools in remote areas and schools in flatland areas for the promotion of education in remote areas. Strive to avoid workplace fixation in the same school or region for the purposes of broadening the perspectives of educational personnel and enriching their teaching experience. In allocating personnel, due consideration shall be paid to factors such as marital status, health condition, living conditions including nursing care of family members , separation from family members, and long-distance commuting for the realization of the personnel's work-life balance.
Okinawa	Transfers of educational personnel shall be performed to ensure appropriate allocation of personnel, to refresh the atmosphere, and to enhance and improve the education schools provide. To achieve these, personnel allocation must be fairly carried out with the recognition that all educational personnel take charge of part of the prefectural education equally in a comprehensive view of the prefecture as a whole.

Summaries of teacher transfer purposes listed by each prefecture are as follows:

1. To have a comprehensive view of the prefecture as a whole;
2. To properly maintain the organizational structure of educational personnel at schools;
and,
3. To encourage teachers to gain experience and facilitate development of their professional skills.

The first purpose, “To have a comprehensive view of the prefecture as a whole,” means to establish appropriate positions for teachers in order to balance the quality of education in given areas. It amounts to a measure that aims to maintain public education standards in terms of equalizing human resources at each school. This includes consideration of human resources to prevent any disparity between schools in remote areas and more densely populated flatlands.

The second purpose, “To properly maintain the organizational structure of educational personnel at schools,” means to establish a more effective learning environment by having appropriate structures of faculty organization at each institution and by enhancing those structures. Such actions are expected to foster school spirit as periodic changes in teachers occur rather than the maintenance of a long-term, fixed structure of teachers.

The third purpose, “To encourage teachers to gain experience and facilitate development of their professional skills,” aims at preventing the stagnation of faculty mobility and further fostering the expansion of their vocational skills through work experience at schools under different circumstances such as sociocultural conditions, school sizes, and faculty organizations within each community.

3. Conditions on Teacher Transfer

Table 3 is a list of prefectures from Table 2 with specific conditions. Four prefectures have not disclosed those conditions, however, so the table has 33 prefectures in total. Please note that in making this table we have omitted the phrase “as a general rule” in the descriptions due to repetitiveness and limited space.

Table 3: Conditions on Teacher Transfer in Each Prefecture⁴

Name of Prefecture	Conditions for NOT Transferring Teacher(s)	Conditions for Teacher Transfer	Transfer Range	Other Conditions
Hokkaido		The standards for the duration of service in one school are 4 years and 6 years for newly appointed personnel and others respectively.	Depends on the conditions including scale of school, remote area, etc.	Each of 14 districts within the prefecture has its own guidelines.
Aomori	A person who has worked at the same school for a period of less than 3 years	1) A person who has stayed at the same school for more than 10 years. 2) A person who has stayed in the same town or village for more than 10 continuous years or in the same city for more than 15 continuous years.	Those who fall under 2) will be transferred to another municipality	Exceptions shall be applied for schools in remote areas
Iwate		A person who has worked in a school located in a 3rd or higher-grade remote area for more than 3 years.	Out of 6 blocks and 14 areas of the prefecture, personnel must work in more than 2 blocks and 3 areas during his or her service.	
Miyagi		A person who has a long duration of service at the same school		
Akita		A person who has worked in the same school for a long period of time and who has worked in the same region for a considerable number of years.		

⁴ The table was prepared by the author based on investigation of the boards of education in each prefecture.

Table 3: Conditions on Teacher Transfer in Each Prefecture (continued)

Ibaraki		A person who has stayed at the same school for approximately 6 years and within the same jurisdiction of the relevant board of education for approximately 10 years.		
Gunma		Actively promote transfer of a person who has a long duration of service in the same school (more than 8 years), personnel transfer for remote areas, and personnel exchange of mid-career teachers.		
Saitama	A person who has worked at the same school for a period of less than 3 years A person on a leave of absence for pregnancy, maternity, or parental reason.	1) A person within 5 years after his or her appointment. 2) A person whose duration of service at the same school is more than 7 years.	Those who fall under 1) will be transferred to another municipality.	
Chiba		1) A person who has worked at the same school or same municipality for a long period of time. 2) A person who needs to be transferred for the adjustment of the number of teachers allocated to the school or teachers in charge of particular subject. 3) A person who needs to be reassigned in consideration of the service record.	Personnel transfer over a wide area shall be carried out systematically with prefecture-wide view, in preference to personnel transfer within the jurisdiction or new recruitment.	
Tokyo	A person who has worked in the present school for a period of 6 years and who has been approved by the Tokyo Metropolitan Board of Education based on the opinion of the principal and confidential report from the relevant board of education.	A person who has worked in the present school for more than 3 years shall be designated for personnel transfer, and those who have worked at the present school for 6 years must be transferred.	Out of 12 areas within the prefecture, personnel must work in 3 different areas before transferring to the 5th school.	

Table 3: Conditions on Teacher Transfer in Each Prefecture (continued)

Niigata		A person who has worked at the same school for more than 7 years.	A person who has worked in 2 areas easily commutable from home shall be transferred to another area (a flatland area not easily commutable from home or remote area).	Age and workplace conditions need to be met.
Toyama	A person who has worked at the same school for a period of less than 2 years	A person who has worked at the same school for a long period of time shall be encouraged to be transferred. In particular, a person who has stayed at the same school for more than 10 years must be transferred.		
Nagano		The maximum duration of service at one school will be 8 years.	Out of 4 blocks and 12 areas within the prefecture, personnel must work in more than 1 block other than the home block during his or her service. Actively promote personnel transfer between urban areas, flatland areas and mountainous areas. For this purpose, transfer of personnel to schools in urban areas within the same block 3 times in a row, or transfer to schools in the same municipality 4 times in a row should be avoided. Also, personnel must be transferred to schools in mountainous areas at least once during his or her service.	
Shizuoka		All personnel will be transferred to 3 workplaces within 10 years after the appointment.		
Aichi	A person whose duration of service is less than 3 years.	1) A person who has worked at the same school for more than 6 years. 2) A person who has worked at the same school for more than 5 years since his or her appointment.	Commuting time should be up to 1 hour 30 minutes each way.	

Table 3: Conditions on Teacher Transfer in Each Prefecture (continued)

Mie	Personnel must stay in the same school for more than 3 years.	A person who has worked at the same school for a long period of time shall be transferred. Newly recruited personnel shall be transferred between the 3rd and 6th year.	Promote personnel exchange between municipalities and between different types of school in close coordination with the relevant municipal boards of education from a prefecture-wide perspective.	
Shiga		A person who has worked in the same school for a long period of time shall be encouraged to be transferred.	Actively promote exchange of a long-service person in the same area over a wide range and exchange of personnel between the northern and southern areas.	
Osaka	A person who has worked at the present school for a period of 10 years and who has a compelling reason to stay approved by the Osaka Prefectural Board of Education based on the consultation of the relevant municipal board of education in response to the opinion of the principal.	A newly appointed person who has worked at the present school for more than 4 years. The duration of service before being transfer shall be up to 6 years as a guideline. A person other than one newly appointed who has worked at the present school for more than 7 years. The duration of service before being transfer shall be up to 10 years as a guideline.		
Hyogo	A person on a leave of absence for long-term sickness, long-term temporary transfer, maternity, or parental reason.	A person who has worked at the present school for more than 3 years.		
Nara		A person who has worked at the same school for more than 10 years shall be encouraged to be transferred in view of the circumstances of the school and region. As for those who have not worked at the same school for 10 years, personnel transfer shall be carried out in phases with a long-term view.	A person whose duration of service after the appointment is more than 4 years shall be transferred beyond the border of the municipality.	

Table 3: Conditions on Teacher Transfer in Each Prefecture (continued)

Tottori	Short-term transfer should be avoided.	1) A person who has worked at the same school for a long period of time (more than 7 years). 2) A newly appointed person who has worked at the present school for more than 3 years.	A person who has worked in the same municipality for more than 15 years shall strive for an interchange of personnel with other municipalities.	
Shimane		A long-service person who has worked in the same school or schools in the same region for a long period of time shall be encouraged to be transferred. By definition, "long-service person" refers to "a person who has worked at the same school for more than 3 years and who has either worked at the same school for more than 7 continuous years or served in the same municipality for more than 15 continuous years."	Education personnel who were recruited after 1970 shall be transferred to a school in a remote area at least once before reaching approximately 55 years of age, and the duration of service at each school shall be at least 4 years.	
Okayama		A person who has worked at the same school or schools in the same municipality for a long period of time.		
Hiroshima	A person whose duration of service in the same school is less than 3 years.	A person who has worked at the same school for more than 10 years will be transferred unless there are extenuating circumstances. In particular, a person who has worked at the same school between 6 and 10 years shall be actively encouraged be reassigned. Those who have not worked at the same school for 6 years shall also be designated for personnel transfer.		Promote personnel exchanges between different types of school including special support, elementary, lower secondary and high schools, as well as serving in multiple schools concurrently.
Yamaguchi		A person who has worked at the same school for more than 7 years.		Promote personnel exchanges between different areas, between special supports, elementary, lower secondary or high schools.

Table 3: Conditions on Teacher Transfer in Each Prefecture (continued)

Tokushima	A person whose duration of service in the same school is less than 3 years.	A person whose duration of service in the present school is more than 5 years. In particular, a person whose duration of service in the present school is more than 10 years will be transferred unless there are extenuating circumstances.	When transferring personnel, consideration shall be paid to commuting distance.	One's close relatives may not work at the same school.
Kagawa		<p>1) A person who has worked at the same school for more than 3 years shall also be designated for personnel transfer.</p> <p>2) A person who has worked at the same school for more than 6 years up to 10 years shall be actively encouraged to be reassigned.</p> <p>3) A person who has worked at the same school for more than 10 years must be transferred (except for teachers expected to retire).</p>	Out of 6 areas in the prefecture, personnel must be work in 2 different areas.	
Kochi		A person who has worked at the same school for approximately 5 years or more shall also be designated for personnel transfer.	A person who has worked in the same municipality for a long period of time shall be designated for personnel transfer.	
Saga	A person who has a short duration of service in the same school shall not be transferred or redistributed; provided, however, that this shall not apply when necessary for the performance of personnel transfer.	A person who has worked at the same school for a long period of time shall be transferred or reassigned.	Promote personnel exchange between regions and between areas for the performance of transfer over a wide range.	One's close relatives may not work at the same school.

Table 3: Conditions on Teacher Transfer in Each Prefecture (continued)

Nagasaki		The standard duration of service at the same school and the maximum duration of service in the same region shall be as follows: the same school, 6 years (4 years in the case of transfer between different regions); the same region, 20 years.	Out of 2 areas within the prefecture, personnel must work in both areas during his or her service.	
Oita			Personnel transfer over a wide range in a prefecture-wide view.	Promote personnel transfers aiming to enhance coordination between elementary and lower secondary schools by officially assigning teachers with a single subject license to more than one position.
Miyazaki		Within one of six districts in the prefecture, a person who has worked in the same district for more than 15 years (3 or 4 years in the case of newly appointed teachers) shall be transferred to another district.	Actively promote transfer of educational personnel between schools in remote areas and schools in flatland areas for the promotion of education in remote areas.	
Okinawa		Strive to avoid workplace fixation within the same school or municipality.	Personnel must be work in more than 2 different districts during his or her service (out of 6 districts in the prefecture).	

Twelve prefectures have stated conditions for “NOT Transferring Teachers,” ten of which have stated that no transfer is to be enforced in a short cycle. A “short cycle” here often means less than three years. In addition, two prefectures have stated that the conditions on teacher transfer can be made invalid (not to be enforced) by the opinions of school principals and boards of education. Two prefectures have stated that no transfer is to be enforced when a teacher is on long leave (including maternity leave, paternal leave and dispatch). (As some prefectures have stated multiple conditions, the total number is greater than 12, which is mentioned above.)

As for conditions for teacher transfer, most prefectures have listed work experience in one school

or region or both for a long period of time. Among those prefectures that have specified years, the shortest that teachers can stay in one school is three years and the longest is ten years. In a region, they can stay slightly longer than in a school, for a period of up to 15 years. Some prefectures have different conditions on years allowed to be spent in one school for newly hired teachers and others.

“Transfer Range” varies by prefecture. It is determined by municipal borders, other regional borders within a prefecture based on their characteristics, commuting time and distance from one’s residence, and differentiation between remote areas and other areas.

“Other Conditions” include not having close relatives in the same school and promotion of transfer among different school types.

As stated before, all conditions here are listed as “a general rule,” and it is thus safe to assume that some flexibility applies to individual conditions of teachers.

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日本における教職員の人事異動・任用について (記述の要点)

日本の教職員の法的身分は次の三つに区分される。すなわち、①国立学校教員=国家公務員(国立学校の校長、教職員等は、2004年4月1日から、国家公務員の身分から国立大学行政法人または独立行政法人国立高等専門学校等の役員または職員となったが、基本的には公務に従事する職員と見なされる)、②公立学校教員=地方公務員(都道府県公務員あるいは市区町村公務員)、③私立学校教員=民間労働者である。

本稿では、教員の最大多数を占める都道府県立・市町村立の公立学校、特に義務教育段階の小学校および中学校の教員の任用・異動について概観した。これら公立小・中学校の設置主体はほとんどが市町村である。小学校教員の98.3%、中学校教員の93.3%が市区町村立の公立学校に勤務している(2016年学校基本調査)。

法制度の規定が事務や権限の分散を含んでいるのを反映して、公立学校教員の人事異動は実際に多様な運用が行われている。異動範囲については、全県を異動の範囲とする県や、県内を郡市ごとのブロックに分割して人事を進める県、県教委の出先機関である教育事務所を単位に異動が行われる県などがある。また異動のサイクルについても、それぞれの県で規定されているが、その示す範囲は県によって異なっている。

人事異動の目的・方針

人事異動の目的・方針の内容を確認できた37県について、その概要をまとめたところ、次のような傾向にあることがわかった。

1. 全県的な視野に立つこと
2. 学校の教職員組織を適正に保つこと
3. 教員に多くの経験をつませ、職業的能力の発達を促進すること。

人事異動の条件

さらに人事異動の具体的な条件についても、それを非公開としている県を除く33県について、その概要をまとめた。

「異動させない条件」として、それを挙げている県が12県あり、そのうち10県が短期間での異動をしないという条件を挙げている。「異動させる条件」としては、長期にわたる同一校・同一地域での勤務を挙げている県がほとんどである。具体的な年限を挙げている県では、同一校の場合最短が3年、最長で10年となっている。同一地域の場合、同一学校よりもやや長く最長で15年である。また新規採用者とそれ以外で、同一校に勤務できる年限に差をつけている県もある。