

## Abstracts

### The Current Situation of Overwork by Teachers and Future Challenges

**Hirokazu Ouchi** (Chukyo University)

This paper focuses on overwork by teachers, which has become a major social problem in recent years. This paper clarifies how the current overwork of teachers has been formed, and discusses future measures to correct overwork. The three main factors that led to teacher overwork are as follows. First, with the enforcement of the Special Wage Act in 1972 (the act prohibiting payment of overtime allowances to teachers), a system that does not pay overtime allowances to teachers was established. Second, due to excessive club activities, the number of teachers working long hours has increased. Third, the neoliberal reform of education has resulted in customer-oriented reforms without increasing the education budget or increasing the number of teachers. In order to correct overwork in education, the first step is to abolish or drastically review the Special Wage Act and establish a system to pay overtime allowances to teachers. To do so, we should start by concluding agreements pursuant to Article 36 of the Labor Standards Act on overtime and holiday work at the workplace. The second is to reduce the burden on teachers by reducing the number of days and hours of club activities through regulations on the total amount of club activities. Third, it is important to increase the number of teachers by reducing the number of students per class and the number of classes each teacher has.

### Legal Issues regarding the Working Hours of Public School Teachers: Focusing on the Unlawful Exemption from the Labor Standards Act

**Satoshi Takahashi** (Saitama University)

The purpose of this paper is to examine legal issues regarding management of the working hours of public school teachers, focusing on the exemption rules for them under the Labor Standards Act (LSA). Although the minimum working conditions for all local public employees are protected under the LSA, public school teachers are exempted from the general rules of the LSA that require agreement between the majority of employees and an employer when they extend the maximum working hours limited to within 8 hours per day and 40 hours per week. This exemption has been applied to public school teachers since the Act on Special Measures concerning Salaries and Other Conditions for Education Personnel of Public Compulsory Education Schools (SPSTS) was enacted in 1971. This paper points out that the huge working hours of teachers are caused by the exemption and misinterpretation of the SPSTS administered by the Ministry of Education, Culture, Sports, Science and Technology (MEXT). The author examines the lawfulness and constitutionality of MEXT's interpretation of the law, which denies the overtime hours of teachers and their extra compensation by treating those hours as voluntary activities. The author also analyzes the legal issues of the amendment of the SPSTS in 2019, which introduced a flexible working hour system for teachers, by describing that the system excludes teachers from their labor decision-making process and still denies their overtime hours.

### A Study on Correcting Long Working Hours of Teachers by Organizational Development: Through Developing Change Agents in Principal Training

**Daisuke Choshi** (Teikyo University)

**Kazuhiro Tsuji** (Kokugakuin University)

**Jun Nakahara** (Rikkyo University)

**Takatoshi Yanagisawa** (Yokohama City Board of Education)

In recent years, long working hours have led to a physical and mental health crisis among teachers, and to difficulties in securing human resources. Therefore, there is a growing need to correct this situation. Although the work environment in schools has been improving each year, there has been little progress in reforming work styles. Previous studies about reforming work styles have introduced some successful cases. However, these examples have not become widespread because there are large differences between

situations among individual schools. In order to reform work styles, it is necessary to adopt a solution that is suitable for each school's situation, and also to overcome the organizational inertia about work styles that has continued for a long time. So, in this study, we focused on an organizational development approach, which we implemented to reform work styles as a joint project with the Yokohama City Board of Education, and investigated its effectiveness. In order to implement it in many schools, instead of using external change agents, we trained principals as change agents. We analyzed the effects of the program from three aspects: analysis of each school's practices, the transformation of working hours, and the recognition of change agents. The results confirmed that organizational development was implemented in many schools and led to the correction of working long hours.

#### Reforming the Work Styles of Teachers: Obstacles from Inside and Outside Schools

Ryo Uchida (Nagoya University)

The purpose of this paper is to examine obstacles to reforming work styles in schools. This paper describes the current situation of long working hours in schools not as a passive attitude forced from above, but as an active attitude assumed by teachers themselves, and clarifies the involvement of parents and local residents outside the school in this attitude. With the current trend of work style reforms in the private sector and elsewhere, public opinion on the issue of teachers' long working hours has increased considerably. On the other hand, there are forces both inside and outside schools that are trying to hinder these efforts. Inside schools, there is a culture of teachers who see working regardless of money or time as a virtue. Outside schools, parents and community members have high expectations of schools, thus implicitly increasing dependence on teachers' overtime. Still, it must be emphasized that the choice to reduce the workload of schools ultimately lies with the schools themselves. As long as public opinion on work style reform is on the rise, there is a good reason for schools to come up with drastic work reduction plans.

#### Current Status of Teacher Training and Future Professional Development

Tomoko Ando (Joetsu University of Education)

In this paper, I discuss the situation of teachers as workers and the problems of their working environment, using teacher training as a starting point. Today, the teacher education system that supports the professional development of teachers is a model that provides accountability based on teacher development indicators established by each local government. This "accountability model" is expected to enhance the specialization of teachers. However, there can be two stories in this model. One story is that improving teachers' teaching skills improves the quality of education and rebuilds the legitimacy of schools. Another story is that teachers are discouraged and de-professionalized because only educational achievements indicated by numbers are evaluated. In order to avoid the second story, it is necessary to change the passive position of teachers as those who are only evaluated. It is necessary to draw out a sense of ownership in which teachers themselves manage and operate the standards of the teaching profession. I point out that in-school training and self-training can be a breakthrough in creating a community of teachers with a sense of ownership.

#### Operation and Revision of a Pay Rise System Based on Personnel Evaluation for Teachers: Focusing on Industrial Relations in a Local Government

Shinya Iwatsuki (Doshisha University)

The purpose of this paper is to clarify the operation, revision, and change of a pay rise system based on personnel evaluation. In addition, we suggest issues regarding work style reform for teachers. This article focuses on labor-management negotiations in the autumn of 2017 in a local government. As a result of the negotiations, the union's proposals were reflected, and the introduction of a ratio of 5 percent to supervisors who increase only to Step 3 was withdrawn. However, the pay rise system revised in the negotiations changed into a system in which the salary increase for teachers who had previously increased to Step 3 was reduced to Step 2, and the salary increase for teachers who had

previously increased to Step 2 was reduced to Step 1. From the perspective of labor force transactions, we can conclude that the transactions for teachers' compensation in public schools are characterized by individual transactions. We suggest that the issues regarding work style reform for teachers are: first, a compensation system based on personnel evaluation; second, the indefiniteness of teachers' jobs; third, the role of industrial relations; and fourth, teacher–teacher relationships. Finally, we present the necessity of researching work rules in public schools for further investigation.

#### International Comparison of Teachers' Work Environments: What Should We Learn from the OECD's TALIS?

**Kentaro Sugiura** (National Institute for Educational Policy Research)

The OECD Teaching and Learning International Survey (TALIS) provides an international comparison of the working environments of teachers and the situation of teaching and learning in schools through questionnaire surveys for teachers and school leaders in primary and secondary education. According to TALIS 2018, in which 48 countries and economies participated, the total working hours of teachers in Japan are remarkably longer than in other countries. While the length of time primary and junior high school teachers in Japan spend with children for teaching and counselling students is more or less at the international standard, time spent not interacting with children such as “general administrative work,” “team work and dialogue with colleagues within school,” and “participation in school management” is particularly long. On the other hand, in South Korea, the United States, the United Kingdom, Singapore, and France, for example, “purchasing teaching materials,” “school patrols,” “responding to government surveys,” “collecting school fees,” and “school public relations (website, etc.)” are not handled by teachers, but by clerical staff. Therefore, it is especially important in Japan to reduce the burden on teachers by enhancing support staff for various kinds of work related to school management. TALIS 2018 also showed that teachers in Japan have lower autonomy in determining course content, and they spend the least amount of time on professional development.

#### What Improves the Life Satisfaction of Public Elementary and Junior High School Teachers in Japan?

**Toshiyuki Kambayashi** (Meisei University)

This paper examines the effects of long working hours on the life satisfaction and leisure hours of public elementary and junior high school teachers in Japan. First, an analysis of the relationship between working hours and life satisfaction reveals that teachers who worked more than 80 hours per a week in elementary schools had lower life satisfaction. Regarding junior high school teachers, there was no clear relationship between working hours and life satisfaction. This suggests that they can obtain a sense of fulfillment in their lives from extracurricular activities, which is a factor in their long working hours. However, analyses of the interrelationship between working hours, leisure hours, and life satisfaction show that long working hours deprive teachers of time with their families and sleeping hours, and these bring about lower life satisfaction as a result. In particular, teachers who live with their families and female teachers need to have enough time with their families to improve their life satisfaction, and support for ensuring work–life balance is required. In addition, the working hours of classroom teachers in elementary schools need to be shorter. Furthermore, support from school managers is important to shorten teachers' working hours and improve their life satisfaction.