



The Progress for Benefit Scholarships and the Prospect for Free Education : The Realization Based on the Constitution and International Laws, Not by the Amendment of the Constitution

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The Progress for Benefit Scholarships and the Prospect for Free Education

The Realization Based on the Constitution and International Laws, Not by the Amendment of the Constitution

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Note. The Society for Scholarship is “a society that aspires for the expansion of the scholarship system for the people and advance free education”. The member organizations (at 2017/6/7) are Zenroren, Zengakuren, Zenkyo, Zenkokushikyoren, the Labor Union in Public Corporations, Igakuren, Zeninkyo, the Union of University Part-time Lecturers in Tokyo Area, the Liaison-council of Parents of Public High School Students in Aichi, the Executive Committee on High School Students’ Meeting in Tokyo Area, the Labor Union in JASSO and other individuals.

I. Chronological Table of the Scholarship System and the Society for Scholarship

Year	Events (● shows that it is related with the national government)
[1944] 2/17	●The Japan Scholarship Foundation Act was promulgated and enacted.
[1981] 7/10	●Provisional Commission for Administrative Reform submitted the initial report. (The educational scholarship project was transformed into an interest-bearing system by implementing external funds. The tuition costs were increased.)
10/26	- The liaison that opposes the radical revision of the educational scholarship system was organized.
[1984] 2/14	- Miwa, S. (1984). Financial and Educational Issues concerning the Interest-bearing Scholarship. In The Liaison (Ed.), <i>Education Costs in Danger: Light of the Scholarship System Cannot Be Put Out</i> . Sorinsha.
6/27	- Miwa gave an unsworn testimony at the Committee on Education, the House of Representatives. (A statement against implementing an interest-bearing system under the Japan Scholarship Society Bill.)
8/7	- The Liaison. (1984). <i>The Records of Deliberations on The Japan Scholarship Foundation Act in the 101th Session of the Diet</i> (366 pages total, not for sale).
	● Complete Amendment of The Japan Scholarship Foundation Act.

<p>[1989] 7/</p>	<p>(Establishment of interest-bearing school expenses.)</p> <p>The “additional resolution” of the House of Representatives: “based on the interest-free loan system... will examine when the finance gets improved”, “maintain the system of the exemption from repayment”, “will consider withdrawing from the reservation about Article 13, 2(b)(c) of the International Covenant on Economic, Social and Cultural Rights, through looking closely at various trends.”</p>
<p>[2001] 11/17</p>	<p>- The campaign to collect 30 million signatures to support advancements in attentive education began. (Cooperating with the Society on Advancements in Attentive Education [called by Miwa and 7 other people], Zenkyo, Zenkokushikyoren, Nikkokyo (at the time), Kyosokyoto. It is currently called the “National Signature-collecting Campaign that Demands Attentive Education”)</p>
<p>[2003] 2/20</p>	<p>- The liaison of each society that opposes the abolition of the Japan Scholarship Foundation’s scholarship system and demands for its expansion was organized. (chairman: Miwa) →Dealing with public corporation reform (the principle of privatization) implemented by Prime Minister Koizumi’s “structural reform”.</p>
<p>6/18</p>	<p>- Miwa, S. (2003). Issues of Scholarship Policy: The Loan System and the Allowance System. In The Educational Scholarship Union & The Liaison (Eds.), <i>Bring an accusation against the falling nation’s “abolition of the scholarship”</i>: <i>The Light of Scholarship System Cannot Be Put Out</i>. Kenyukan.</p>
<p>8/8</p>	<p>●Act on the Independent Administrative Institution Japan Student Services Organization was promulgated.</p> <p>- The “additional resolution” of the House of Councilors: “based on an interest-free scholarship”</p>
<p>[2007] 12/14</p>	<p>- Miwa, S. (2003). A Milestone to the Expansion of Public Scholarship System: The Testimony and the Materials of the Opposition Movement against the Abolition of the Japan Scholarship Foundation. In The Educational Scholarship Union (Ed.), <i>What Was Questioned in the Diet at the Time? - The Abolition of the Japan Scholarship Foundation and the Future of the Scholarship System</i> (Educational Scholarship Union, 184 total pages).</p> <p>- The society that aspires for the expansion of the scholarship system for the people and advancement of free education was organized. (“The Society for Scholarship”, at the House of Representative’s 1st office building, the member organizations: Zenroren, Zenkyo, Nikkokyo, Zenkokushikyoren, Zengakuren, the</p>

	<p>Labor Union in Public Corporations and the Labor Union in the JASSO)</p> <p>Until 2017/4/20, the organization had held the officers' meeting 90 times, published "The Society for Scholarship News" (no.1-102 (May 8)), held assemblies, petitioned at government offices, members of the Diet, and related organizations, conducted signature-collecting campaigns, publicized on the streets, participated in study meetings and lectures, sent messages, etc.</p> <p>●The cabinet approval to "the consolidation and rationalization plan" for independent administrative institutions (financialization and privatization of scholarship programs).</p>
12/24	
[2010]	
3/9	<p>- Miwa gave an unsworn testimony at the Committee on Education, the House of Representatives. (A statement for the Free Upper Secondary Education bill.) <i>The Minutes of the Committee on Education, Culture, Sports, Science and Technology of the House of Representatives in the 174th Session of the Diet. No.5.</i></p> <p>●The Act on Free Tuition Fee at Public High Schools and High School Tuition Support Fund Program (Free Upper Secondary Education Act) was promulgated.</p>
3/31	
[2012]	
9/11	<p>●The cabinet approved withdrawal from the reservation on Article 13, 2(b)(c) of the International Covenant on Economic, Social and Cultural Rights.</p> <p>*The article states: "secondary education" and "higher education shall be made equally accessible to all ... by the progressive introduction of free education"</p>
[2013]	
6/26	<p>●The Act on Promotion of Child Poverty Countermeasures was promulgated.</p> <p>"Educational aid", "Article 10. The State and any local public entity shall adopt policies necessary to help the protectors of disadvantaged kids in schooling, school expenses, learning and other matters concerning education."</p>
11/8	<p>- Miwa gave an unsworn testimony at the Committee on Education, the House of Representatives. (A statement against the High School Tuition Support bill.) <i>The Minutes of the Committee on Education, Culture, Sports, Science and Technology of the House of Representatives in the 185th Session of the Diet. No.4.</i></p>
11/27	<p>●The Act on High School Tuition Support Fund Program (the High School Tuition Support Act) was promulgated.</p>
[2014]	
12/1	<p>Income cap (¥9.1 million), High School Supplemental Scholarship Fund</p>
12/1	<p>- The Society for Scholarship. (2013). <i>The Proposal: Let's Create the Education Security System Which Opens a Bright Future</i> (the initial proposal).</p> <p>- At the election for the members of the House of Representatives, the Society for Scholarship sent "A Written Inquiry on Tuition, Education Expenses and</p>

12/7	Scholarship" to each political party. - Each political party replied (For: LDP, DP, Japan Innovation Party, The Party for Future Generations, JCP, People's Life Party, SDP Against: none
[2015]	Unanswered: Komeito)
2/12	<p>●Prime Minister Abe's administrative policy speech at the Diet.</p> <p>"By promoting the drive to change interest-bearing scholarships into interest-free scholarships, every students in need will be able to receive an interest-free scholarship" "For students who get jobs in local provinces, we will make a new system which will exempt them from repayment of the scholarship."</p>
10/26	<p>●The Ministry of Finance's plan: to reduce the subsidy for operational expenses of national universities by 1% each year for 15 years. (The Ministry of Education's estimation: increase of tuition fee from ¥530,000 to ¥930,000 would be necessary in 15 years.</p>
[2016]	
1/22	<p>●Prime Minister Abe's administrative policy speech at the Diet.</p> <p>"A new scholarship system starts, which changes the amount of repayment in proportion to the income after the graduation."</p>
2/10	<p>●The Expert Committee on the Income Contingent Scholarship Loan. (2016).</p>
3/1	<p><i>The Initial Report.</i></p> <p>●The Budget for FY 2016</p> <p>National universities: "management by their own income, not relying on the subsidy for operational expenses".</p> <p>Scholarships: interest-free scholarship (460,000 → 474,000 students), interest-bearing scholarship (877,000→843,000 students).</p> <p>Tuition exemption: national universities; 5.7%→5.9%, private universities ; 4.2%→4.5%. There were no benefit scholarships.</p>
4/27	<p>- At the election of the members of the House of Councilors, the Society for Scholarship sent "A Written Inquiry on Tuition, Education Expenses and Scholarship" to each political party.</p>
6/2	<p>●"The Plan for Engagement of All Citizens" (cabinet approval): "As for the benefit scholarship, based on the issues such as intergenerational fairness and the source of revenue, we will proceed the examination for the establishment, and attempt to expand the benefit scholarship for the children in truly severe situation".</p>
8/2	<p>●"Economic Policy to Realize an Investment for the Future" (cabinet approval):</p>
12/19	<p>"As for benefit scholarship, through the budget-making process of FY 2017, we will draw a conclusion about the contents of the system, and realize it."</p>

[2017] 3/31	<p>● The Project Team for Benefit Scholarship System of the Ministry of Education, Culture, Sports, Science and Technology. (2016). <i>On the design of the benefit scholarship system (discussion summary). The Support Plan for Entering Higher Education.</i></p>
4/1	<p>● The amendment of the Act on Japan Student Services Organization was promulgated. (Article 17(2): allowance for school expenses, “particularly excellent person”, article 23(2): allowance for school expenses fund)</p> <p>● The Budget for FY 2017: ¥106.1 billion (up by ¥3.8 billion, and ¥820.3 billion of Fiscal Loan Fund).</p> <p>(1) The “establishment of Benefit Scholarship” = 2,800 people in 2017. The “full implementation” starts from 2018. (2) Lending interest-free scholarship to all the applicants (“substantial abolishment of the academic standards applied to the children in low-income households”). (3) Dealing with the sound implementation of the new income contingent scholarship loan. (4) Measures to ease the interest burden on the students and others. (5) Securing the soundness of universities’ and other institutions’ scholarship programs (improving consultation system for repayment and other measures). (6) Measures for publicity and public relations of the new system (sending scholarship advisors).</p>
4/19	<p>● The Japan Student Services Organization promulgated the names of universities and their percentage of delinquencies.</p>

II. Establishment of Benefit Scholarships and the Argument for the Constitutional Amendment concerning Free Education

1. Establishment of Benefit Scholarship

“To establish a benefit scholarship” was included in the budget of FY 2017 of the national government’s scholarship (the Japan Student Services Organization, JASSO). The details of the basic concept are described in the discussion summary report by the Project Team for Benefit Scholarship System of the Ministry of Education, Culture, Sports, Science and Technology (MEXT) held last year. It was an epoch-making turning point in the history of scholarships in Japan, in which scholarship loans continued for 73 years from 1944. While the full implementation will only start from 2018, part of the program is carried out in advance (for 2200 students in low-income households attending private universities or living alone, and 600 students in need of social care).

However, even after full implementation from 2018, eligibility is limited to 20,000 students for each grade (60,000 total students at the completion) of universities (including junior colleges, technical colleges, specialized training colleges) and households exempted from resident tax (which are about 150,000 students. Income standards for a household of

parents and 2 children is no more than ¥ 2.95 million). The amount of the benefits is ¥20,000 per month (national university living with parents), ¥30,000 (national university living alone / private university living with parents), ¥40,000 (private university living alone) (¥240,000-¥480,000/year), and even after full implementation, it covers only 5% of 1,320,000 borrowers from the JASSO (2015) or 2% of 3 million university students. The amount of funds only covers 1/4 or 1/5 of the average living expenses of students (education costs and living expenses) (national university: ¥1,500,000 | private university: ¥1,980,000) calculated by the JASSO, “The Investigation of Student Life” (2014).

In addition, eligibility of the “allowance for school expenses” is limited to “particularly excellent person” (the amendment of the JASSO Act, Article 17(2)), which contravenes the idea of relief for the economically vulnerable, and when “academic achievement is particularly poor”, or “an inappropriate act as a student” is recognized, the students are required to return the allowance. All subsidizers are school referrals (5,785 schools), one student for each school and proportional distribution by the number of households exempted from resident tax. Criteria for the selection is “high and satisfactory academic achievement”, “excellent results in other school activities except outside classes” (according to the report). Also, the percentage of delinquencies from universities are published from 2017, which speeds up the selection of each universities.

The benefit scholarship was included in the “Plan for Dynamic Engagement of All Citizens” (approved by the Cabinet on 2016/6/2) and the “Economic Measures for Realizing Investment for the Future” (approved by the Cabinet on 2016/8/2). The project team from MEXT summarized the concrete plan based on approvals made by the Cabinet.

However, it is insufficient as a benefit scholarship. Therefore, its drastic expansion is a challenge, such as the scale and the standards on the income and the academic achievement, so as to make a true scholarship. Japan’s funding to higher education accounted for only 0.56% of its GDP (in 2013), which is 49.6% of the average of the 34 member states (1.13%), at the 33th place. Therefore, at least, it must be expanded immediately to the average level. Only Japan and Iceland do not have benefit scholarships in the member countries. Benefit scholarships make up average 60% of all the scholarships in the member countries.

By the way, in the scholarship project of FY 2017, ¥7 billion of advanced implementation is expended from the “allowance for school expenses fund”, which is newly established in the JASSO. And the expansion of interest-free scholarship (¥88.0 billion→¥88.5 billion), preparation for implementing a “income contingent scholarship” (¥2.8 billion), the expansion of the tuition exemption (national university: 59,000→61,000 students | private university: 48,000→58,000 students) are carried out as well. However, the amount of the subsidy for operational expenses to national universities, and subsidized aid to private universities remained at the same level, which disturbs a reduction of tuition costs.

Scholarship work is conducted not only by the national government (the JASSO),

but also by 3,788 institutions (1,041 local government, 2,203 schools, 490 charitable corporations, etc.) which cover 428,000 students, ¥121.1 billion (13% of the national government's project costs: ¥926.4 billion), including 202,000 students who get benefit scholarships (local government: 31,000 students, schools: 125,000 students, charitable corporations: 44,000 students) (according to research by the JASSO).

2. Arguments concerning Free Education

(1) Trends of Political Parties

At present, while free education is a common policy among each political party, there are arguments that advocate free education as a reason to “amend” the Constitution.

The Liberal Democratic Party (LDP, the party in power), which declares constitutional amendment, held the first meeting of the “Specially Assigned Team on Securing Permanent Source of Revenue” (chairman: ex-Minister of Education, Culture, Sports, Science and Technology Hase) for free education on 2017/2/15. The LDP is to summarize the scheme to secure the source of revenue for making tuition costs from early childhood education to higher education free, including the establishment of the “national education debt” or the “child insurance”, in the interim report at the end of May.

The Japan Innovation Party (an opposition party) advocates free education as one of the three pillars in the original bill of the constitutional amendment (at the party convention on 2016/3/26). The party made a decision to write: “by amending Article 26, which specifies the provision for compulsory education, make education from early childhood to higher education free”, and “no one get deprived of the chance for the economic reason”.

Goshi Hosono, the acting leader (resigned on 4/13) of the Democratic Party (DP), and his group expressed an option to incorporate free education in the original bill of the constitutional amendment (at the press conference on 2017/1/17), and start campaigns on journals (*the Chuo koron*, May 2017). Thus it is controversial even inside the DP.

Komeito (the party in power) stated that “the examination for free education should begin now” in its policy vision (at the 11th party convention on 2016/9/17), though there was no mentioning about the relation with the Constitution. The Japanese Communist Party (JCP) wrote in its platform that the JCP “protects all the articles on the Constitution including the Preamble”. The JCP declared that “the tuition fees of universities are to be decreased each year to achieve half price in 10 years” at the election of members of the House of Councilors on July 2016 as its policy.

Constitution Research Council of the House of Representatives held a free debate on the theme of “new human rights”. The LDP and the Japan Innovation Party advocated the realization of free education through constitutional amendment, Komeito expressed cautious comments, the DP, the JCP, and the Social Democratic Party (SDP) advocated that there is no need to amend the constitution for the realization.

(2) The Constitution & the Basic Act on Education, and Free Education

①Article 26 of the Constitution

Article 26 of the Constitution integrally prescribes “the right to receive equal education” and the provision of a free system. The article prescribes, “All people should have the right to receive equal education... such compulsory education shall be free”. It was necessary to develop the period of “compulsory education” from elementary and junior-high school level, which was specified by Article 6 of the original Basic Act on Education, to including high school and higher education, as social responsibility grows corresponding to the progress of the time. As of 2017, it has been 70 years since the constitution was promulgated. The system of available free to all at the level of high schools and higher education can be interpreted that it is coincident with the spirit of the article 26. There is no need to amend the Constitution.

Historically, the period of compulsory education including preschool education is expanding at the ratio of one fourth of the average life. (In 1898, the ratio of the period of compulsory education to the average lifespan was 11 years old to 44 years old. The ratio in 1947 was 14 years old - 52 years old. In 1970 the ratio of the period of quasi-compulsory education, (for the rate of enrollment in high schools was 82%) to the average lifespan was 17 years old - 72 years old. In 2013, the ratio was 20 years old - 83 years old (for the rate of enrollment in higher education was 80%).

②Article 4 of the Basic Act on Education

The Basic Act on Education that prescribes the “Equal Opportunity in Education” (Article 3) substantially secures “the right to receive equal education”. It specifies that the people “must not be subjected to discrimination in education based on race, belief, sex, social status, economic position, or family origin” (Clause 1), the national and local governments “shall take measures to provide financial assistance to those who, in spite of their abilities, encounter difficulties in receiving education for economic reasons” (Article 2, as well as Article 4 of the revised act of 2006). The national government at the time interpreted that “measures to provide financial assistance” was directed to benefit scholarship, the reduction or the abolition of tuitions for high schools and universities (= free education), or providing dormitories. Based on Article 14, which prescribes “equal protection under the law”, Article 4 prohibits discrimination on account of “economic status”, which is not specified in the Constitution, thereby especially emphasizing thorough equality in education to achieve substantial equality of the people. Free education at all levels can be implemented on the basis of this Article.

III. Dealing with the “2018 problem” and the design of the “education security system”

1. International Rule of Expanding Public Education and the “2018 Problem”

The international postulate (rule) of Article 13 of the International Covenant on Economic, Social and Cultural Rights is as follows:

- ① education shall be directed to achieve full development of character, the sense of dignity, and the promotion of friendship and the maintenance of peace,
- ② free education at all levels (including direct and indirect costs without income limit),
- ③ the development of a school system,
- ④ an adequate fellowship system (by benefit scholarship, putting importance on disadvantaged individuals),
- ⑤ the materialistic conditions for teaching staffs shall be continuously improved (at all levels of education).

“General Comment” of the Committee on Economic, Social and Cultural Rights

While the length of each text of the Covenant on Economic, Social and Cultural Rights has only a few lines, the normative content is explained in the “general comment” of the committee. As for the Article 13, “General Comment No. 13 (the right to education (article 13 of the Covenant))” (1999/12/8, 60 total paragraphs) states as follows;

Paragraph 44: “Progressive realization means that state parties have a specific and continuing obligation ‘to move as expeditiously and effectively as possible’ towards the full realization of Article 13. On the meaning of ‘free’, see the paragraphs of General Comment 11 in Article 14”.

The related parts of General Comment 11 (1999/5/10, 11 total paragraphs) are as follows:

Paragraph 7; “Free of charge” means that “direct costs” and “indirect costs, such as compulsory levies on parents (sometimes portrayed as being voluntary, when in fact they are not), or the obligation to wear a relatively expensive school uniform, can also fall into the same category.”

Paragraph 58; “Violations of Article 13 may occur through the direct action of state parties (acts of commission) or through their failure to take steps required by the Covenant (acts of omission).”

Paragraph 59; “violations of Article 13 include: ...the failure to take “deliberate, concrete and targeted” measures towards the progressive realization of secondary, higher and fundamental education in accordance with Article 13 (2) (b)-(d)”.

(4) “Concluding Observation” of the Committee on Economic, Social and Cultural Rights

Also, the Committee on Economic, Social and Cultural Rights is publishing “concluding observation” corresponding to the actual condition of each country periodically, in order to strengthen the execution of the treaty by signatory countries. The committee was established as an institution attached to the Economic and Social Council of the United

Nations in 1985.

“Concluding observations on the third periodic report of Japan” (2013/5/17), which was published after the withdrawal from the reservation about Article 13 (2) (b)(c) by the Government of Japan (2012/9/11), states as follows:

Paragraph 7; “the term “progressive realization” imposes an obligation to achieve full realization of the Covenant rights as expeditiously and effectively as possible.”

Paragraph 27; “The Committee is concerned at the exclusion of Korean schools from the State party’s tuition fee waiver programme for high school education”.

Paragraph 29; “The Committee recommends that the state party include entrance fees and textbook costs as soon as possible in its tuition fee waiver programme as to progressively provide entirely free secondary education”.

The deadline of the next periodic report is May 31 of 2018 (as specified in the paragraph 37 of the third concluding observation). Including this observation, the measures that the committee requires the Government of Japan to take are as follows at least;

- ①Expeditious development of concrete action plan for free education,
- ②Inclusion of Korean schools in the State party’s tuition fee waiver programme for high school education,
- ③Inclusion of the entrance fees and textbook costs in the tuition fee waiver programme,
- ④Elimination of direct costs (such as tuition fees) and indirect costs (such as school payments),
- ⑤ Implementation of benefit scholarship (putting importance on the equalization of disadvantaged individuals),
- ⑥Steady enforcement of the "Recommendation concerning the status of teachers" at all levels of education (such as small classes, the resolution of overwork and non-regular employment),
- ⑦Preparation of the monitoring system which prevent the course of study and textbooks and others from violating the targets of education specified in the Article 13 (1) (such as the full development of the human personality and the sense of its dignity, friendship and peace).

As an example of concrete action plan for free education related with ①, “education security system” can be considered as described later.

The Government of Japan is required to take some kinds of measures within a year from June 2017 to the deadline. This is what we call the “2018 Problem”.

By the way, the second “concluding observation” from August 2001 recommended the Government of Japan to consider withdrawing from the reservation on Article 13 (2) (b)(c) (paragraph 34). This was regarded as the “2006 Problem” and the “Society of the Article 13 of the International Covenant on Economic, Social and Cultural Rights” (the joint representative: Miwa) was organized as a body to take action. Responding to the demands of each domestic organizations, the DP (the party in power) decided to withdraw from the

reservation by the cabinet approval in September 2012.

2. The Design of the “Education Security System”

As a concrete action plan for “the progressive introduction of free education” specified in Article 13, the design of “education security system” must be considered. The system integrates free education, supports schooling and benefit scholarships, by concentrating on and prioritizing low-income person at the same time as the progressive introduction of free education at all levels without income limit.

It is a system that provides the standard education cost at each level of education and learning so as to secure “the right to receive an equal education”, which is the people’s lifelong fundamental human rights, regardless of their economic status. In accordance with the Labor Standards Act, the “standard of living” of the “social security system”, the “amount of basic fiscal demand” of the local allocation tax system and the like, the “standard of education security”, which covers from the age of zero years old to elderly age, is theoretically settled (by the division of school stages, installation personnel, region, residence status, the number of students enrolled etc.). The “education security cost”, which is the standard education cost is the amount of money determined by deducting “households’ burden of the cost” (contingent on the income) from the “standard of education security”, thereby providing the amount of money close to the standard education cost preferentially to low-income persons. The eligibility requirement is school enrollment, academic standard not taken into account. This method is common as a scholarship system in the Europe and the United States. Specific examples can be considered as follows.

In this case, the annual income of households is divided in 6 levels. The ratio of households is exemplified in accordance with data from MEXT (The Research Office on Education of the Research Bureau of the House of Representative, the documents presented at the 185th Diet), which shows the distribution of households with high school students (2011). The annual income differs by the school stages.

Formula of Education Security System: A “Cost of Education Security” = B “Standard of Education Security” – C “Households’ Share of the Cost”

B→

A	A	A	A	A	C
				C	
A	A	C	C	C	C
		C	C		

Households by annual income (6 levels)	①	②	③	④	⑤	⑥
Households with HS students (¥ million)	~2.5	~3.5	~5.0	~6.0	~7.0	7.0~
The percentage of the households	12	8	15	12	11	42

Note. Retrieved from “The Ratio of Households” by the Ministry of Education, Culture, Sports, Science and Technology (The Research Office on Education of the Research Bureau of the House of Representative, the documents presented at the 185th Diet)

The Examples of A (see table 1 for the examples of B)

Public Elementary School: B = ¥0.30 million	0.30	0.24	0.18	0.12	0.60	0
Public Junior-high School: B = ¥0.45 million	0.45	0.36	0.27	0.18	0.90	0
Public high School: B = ¥0.40 million	0.40	0.32	0.24	0.16	0.80	0
Private high School: B = ¥1.00 million	1.00	0.80	0.60	0.40	0.20	0
National Universities: B = ¥1.50 million	1.50	1.20	0.90	0.60	0.30	0
Private Universities: B = ¥2.00 million	2.00	1.60	1.20	0.80	0.40	0

B: Standard of Educational Security

Table 1. The Actual Conditions of Households’ Burden of Education Costs

The National average of the annual costs per student in 2014. The figures are given in millions.

Schools	Public (national universities)			Private		
	Total	Other expenses	School expenses (tuition)	Total	Other expenses	School expenses (tuition)
Kindergarten	0.222	0.084	0.138 (0.064)	0.498	0.142	0.357 (0.209)
Elementary	0.322	0.219	0.102 (-)	1.536	0.604	0.932 (0.450)
Junior-high	0.482	0.314	0.167 (-)	1.339	0.312	1.026 (0.440)

High	0.410	0.167	0.243 (0.008)	0.995	0.255	0.744 (0.258)
Universities	1.499	0.851	0.648 (0.509)	1.978	0.617	1.332 (1.207)

Notes. Retrieved from “The Investigation of Children’s Education Cost in 2014” by the MEXT, “Investigation of Student Life” by JASSO. “Other expenses” is virtually the cost of home education. “Other expenses” at universities means living expenses. “School expenses” include the cost of school lunch, except for high schools and universities. The average expenditure of households (households with 2 or more people) is ¥2,912,000 in 2014 (from the Prime Minister’s Office’s “Family Income and Expenditure Survey”).

2. Perspective on the Source of Revenue

If the budget on education is secured at the same level as the average of the OECD countries (the ratio of public expenditure on educational institutions to the GDP), it will be an increase of ¥6.3 trillion (the GDP of ¥482 trillion in 2013 \times 1.3% [the OECD countries’ average ratio 4.8% - the Japan’s ratio 3.5%]), which is an increase of ¥630 billion/year in a 10-year plan. The estimated amount of funds required for free education through kindergartens to universities and benefit scholarships is approximately ¥4 trillion (¥4.1 trillion estimated by the LDP). The rest of the budget (¥2 trillion) can be allocated for implementing the class size of 30 students and the resolution of non-regular employment, realizing the same educational condition as that of the Europe and the United States. By this way, the expense of ¥0.5 million on support for education costs per student for 3 million university students (2.99 million students in 2014) equals to ¥1.5 trillion. In the case of ¥1 million on support for school expenses per student, total expense equals to ¥3.0 trillion.

The source of revenue can be secured plentifully by a progressive taxation to large corporations and the rich. The keynote of the government circle and the Ministry of Finance is the reduction of social security and raise of the consumption tax, losing point of view on the importance and priority of education. The progress of free education and benefit scholarships is an important policy challenge related with industries and the fate of Japanese society, to ensure the sound growth of the next generation, and as a resolution to a declining birthrate and help with the increase in labor force.

○Internal reserves of large corporations (retained earnings of business corporation with ¥1 billion and over in capital, Jan.-Mar. 2017, up by 7.0% from the ¥374.2 trillion at the same period last year = up by ¥26.2 trillion): ¥400.0 trillion. 2% of it equals ¥6 trillion (23% of the increase of ¥26.2 trillion from the previous year).

○Personal financial assets: ¥648 trillion (and ¥336 trillion of overseas assets, ¥984 trillion total assets)

○Overall debt stock of the governments (the national government, local governments and

social security funds in the end of 2016): ¥1,285 trillion.

The worst debt among major countries. (The Japan's debt-to-GDP ratio is 240%, while Europe and the U.S. is no more than 100%.) If interest rate increases, it will be a trigger to state bankruptcy. However, since most of the personal assets of ¥1,752 trillion are national debt (¥840 trillion, of which commercial banks hold 38.1% in 2013), it can be avoided for the time being.

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