

Maintaining quality while deregulating ECEC services: contributing to Japan's Growth Strategy

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Outline

- OECD's cross-sectoral approach and findings from OECD work
- Context in Japan
- Key issues and ways to tackle them
 1. Financial burden on parents for childcare and education
 2. Lack of opportunities for women to resume working, lack of childcare places and lack of quality staff
 3. Efficiency, transparency and quality of ECEC services

OECD's cross-sectoral approach

- Comprehensive approach to policy
- Take into account interactions and trade-offs between different policy options to reconcile multiple objectives:
 - raising participation of women in the workforce
 - lifting fertility rates
 - tackling child and family poverty
 - improving availability and access to high-quality early education
 - improving economic efficiency and competitiveness
 - minimising budgetary cost
- Consider Early Childhood Education and Care within an overarching economic and social policy framework

Findings from OECD work

- Giving all children a good start in life is crucial to
 - promoting long-term economic sustainability
 - building stronger and fairer societies
- Short-term savings on spending on children's education and health have major long-term costs for society
- Reducing the economic cost of childrearing and education makes it more attractive for families to have children
- Policies across different sectors need to be designed coherently to get best results and keep budgetary cost to a minimum
- Policies that encourage women to combine work and family responsibilities boost economic output and competitiveness

Findings from OECD work

- When both parents work, additional family income helps to reduce poverty, as long as fees for childcare remain modest
- Lack of good quality early childhood education and care services or their high cost can:
 - keep women out of work; or
 - channel them into low-paid part-time jobs
- Policies that improve prospects for disadvantaged children and their families in the early years deliver the highest return on public investment

Context in Japan

OECD Secretary General recommended to the new government last year that Japan

- Channel more public resources into pre-primary education and child care and re-examine the purpose and scope of the child allowance proposals.
- Improve early childhood education and care through greater policy coherence and integration of pre-primary education and child care to improve efficiency and reduce waiting lists.

Context in Japan

Japan's New Growth Strategy (Basic Policies) states the need to....

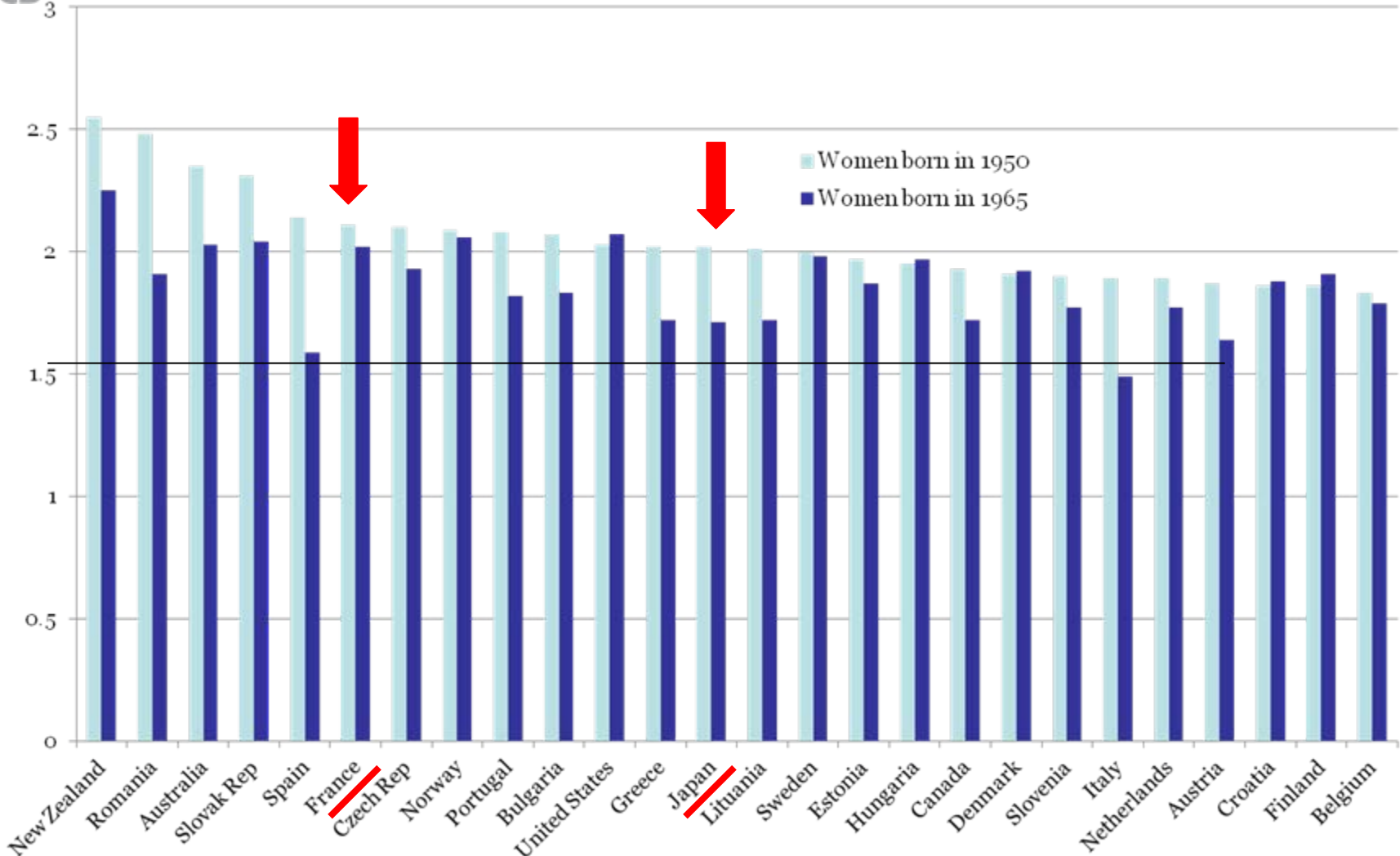
- Re-shape the M-shaped female labour participation
- Tackle the issue of “children on waiting lists”
- Facilitate the re-entry of women into the labour market after giving birth or child rearing
- Integrate ECEC and encourage various providers to enter the ECEC market

The detailed Strategy with an action plan is to be presented this month.

New PM Kan mentioned in his interview with the media that he will especially focus on job creation in day care services for children and the elderly, as jobs are key for economic growth.



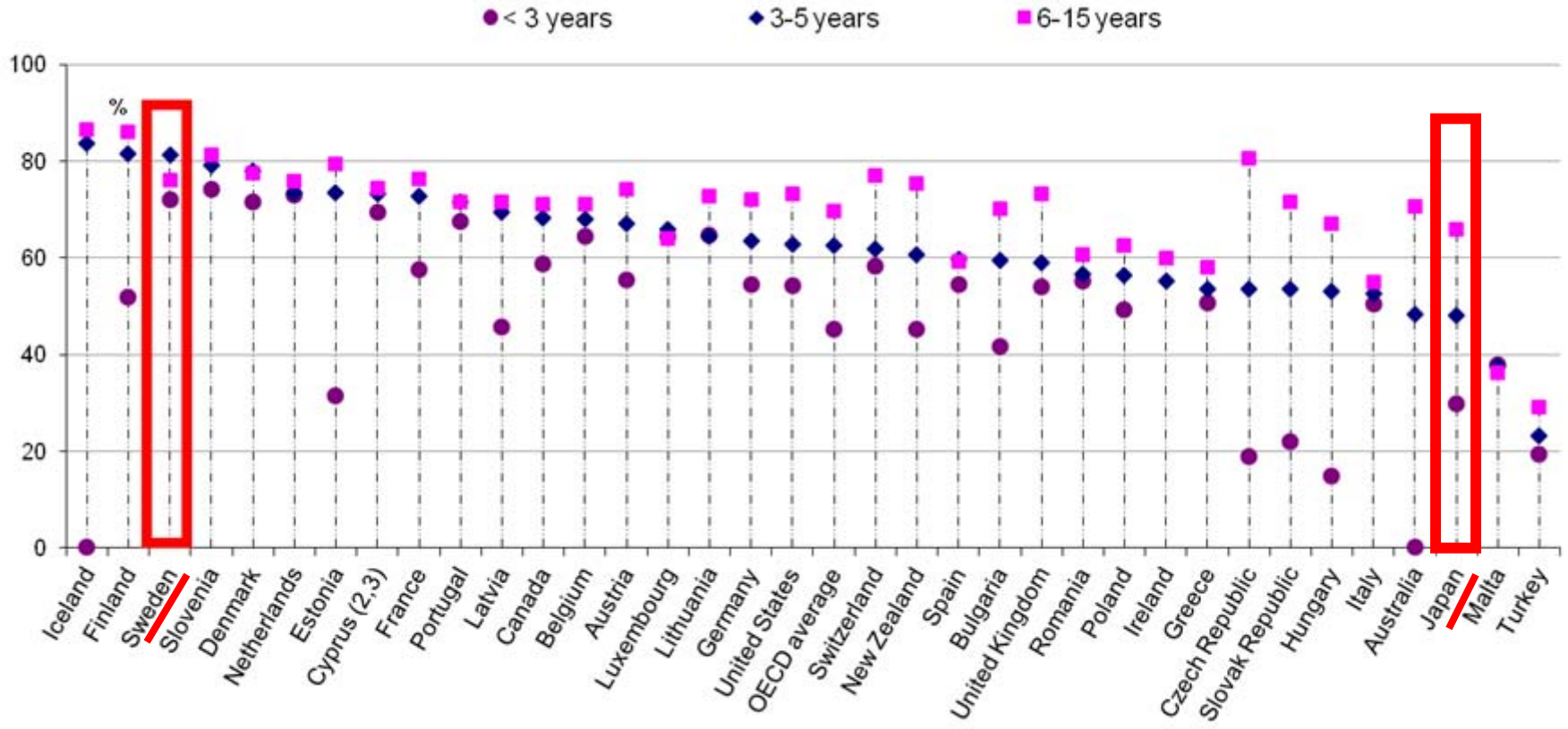
Fertility Rates 出産率



Source: OECD



Labour participation of women with children 子どもを持つ女性の就業率



Source: OECD



Three key issues

Key issues and ways Japan could tackle them

1. Financial burden on parents for childcare and education
2. Lack of opportunities for women to resume working, lack of childcare places and lack of quality staff
3. Efficiency, transparency and quality of ECEC services

Three key issues

Key issues and ways Japan could tackle them

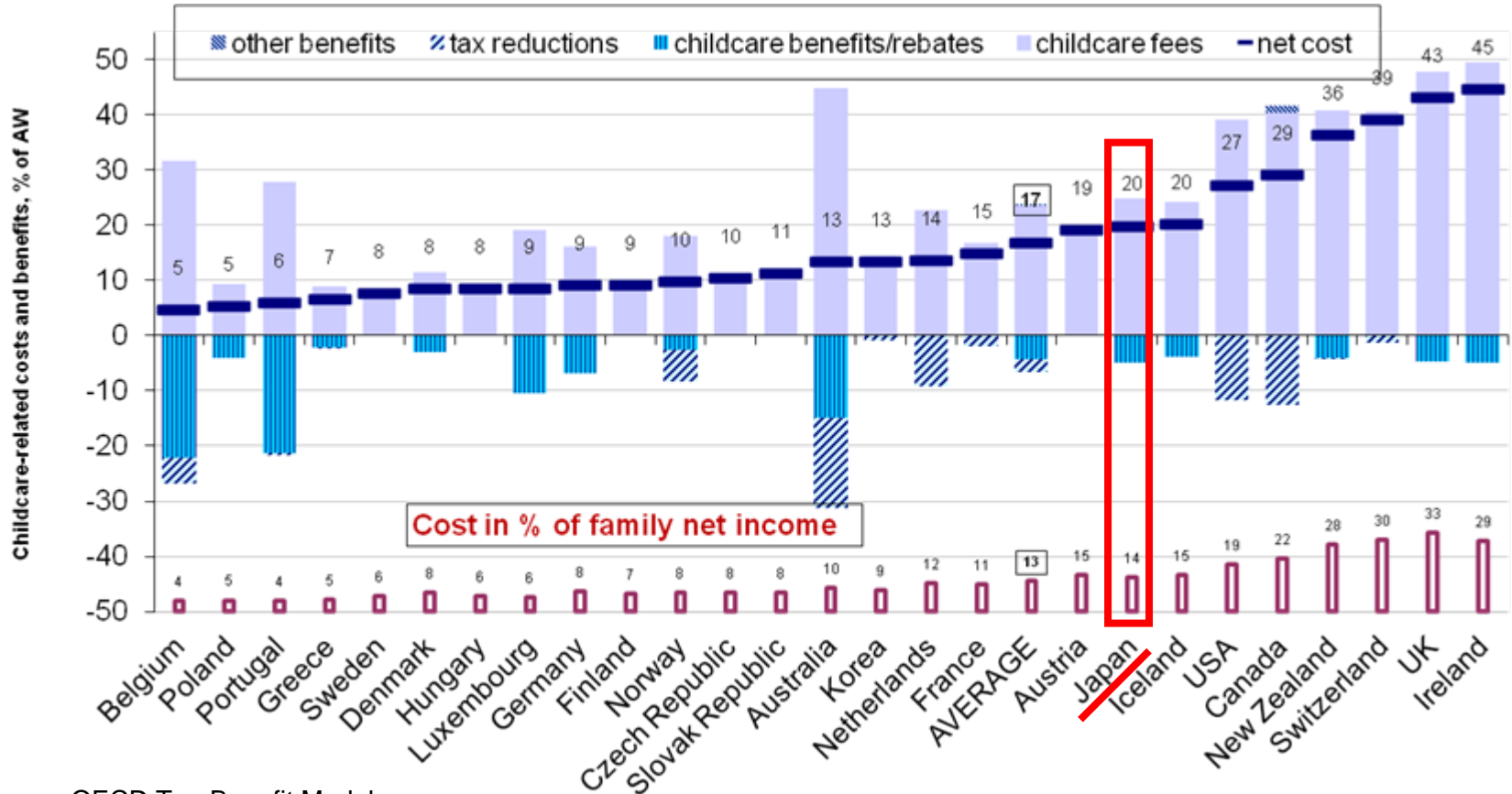
1. Financial burden on parents for childcare and education

What does the evidence show for Japan?

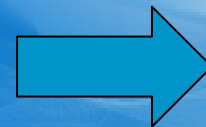
Financial burden on parents for childcare

保育に係る家計への経済的負担

“Out-of-pocket childcare costs” for a two-earner couple:
full-time care at a typical childcare centre (共働きモデル)



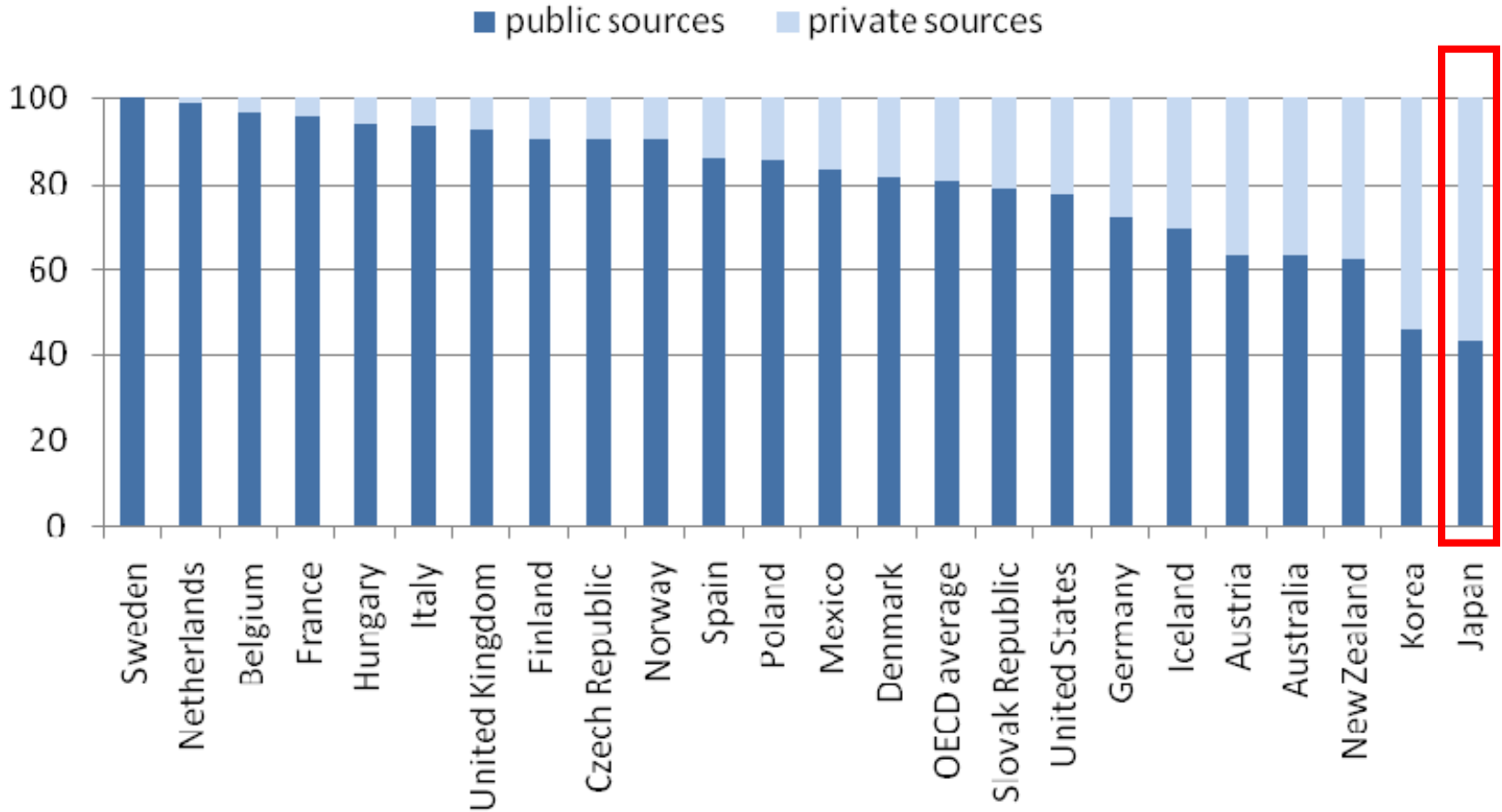
Source: OECD Tax-Benefit Models



Financial burden on parents for pre-primary

幼児教育に係る家計への経済的負担

Children aged 3 years and older, 2006

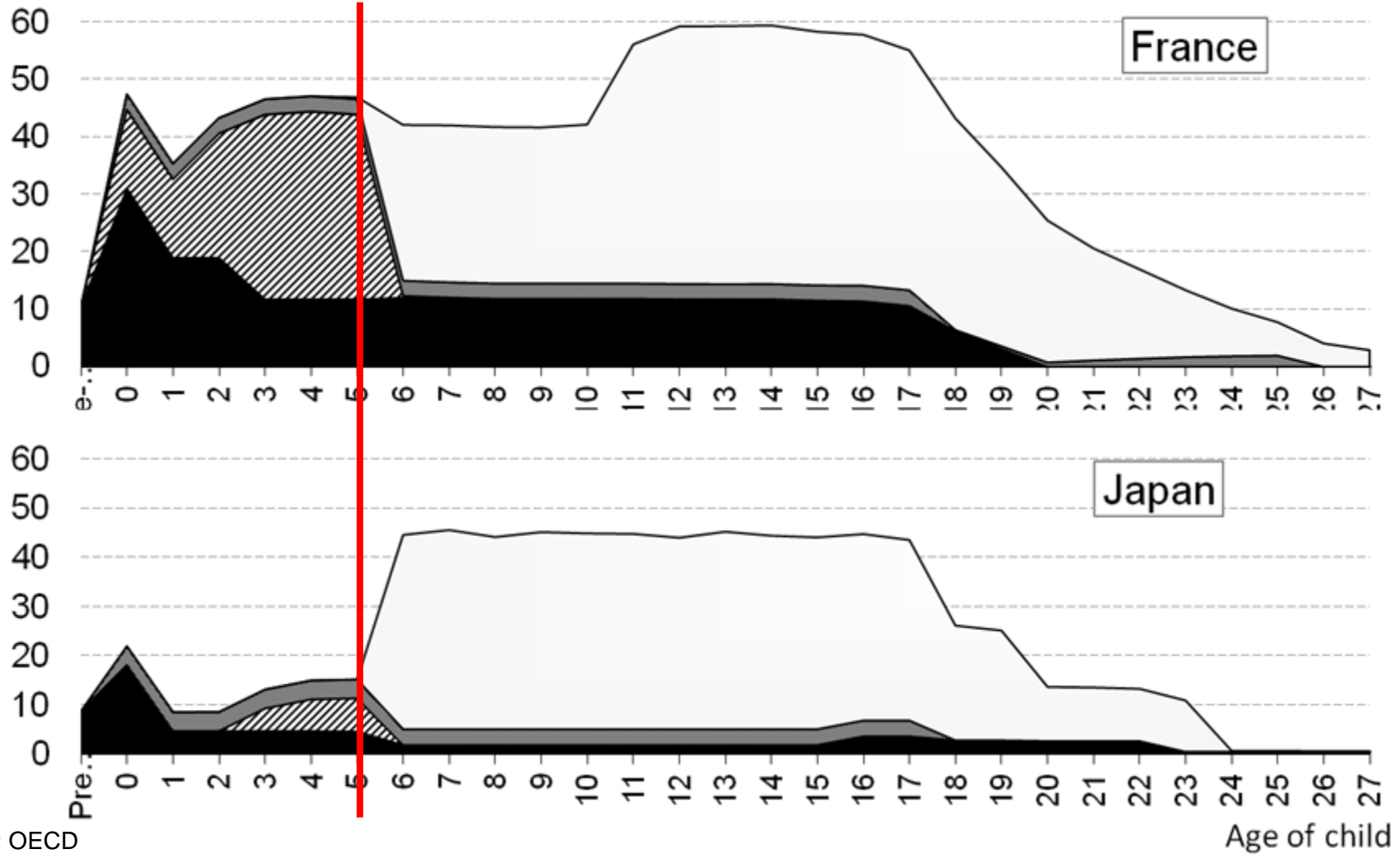


Source: OECD (2009), *Education at a Glance*

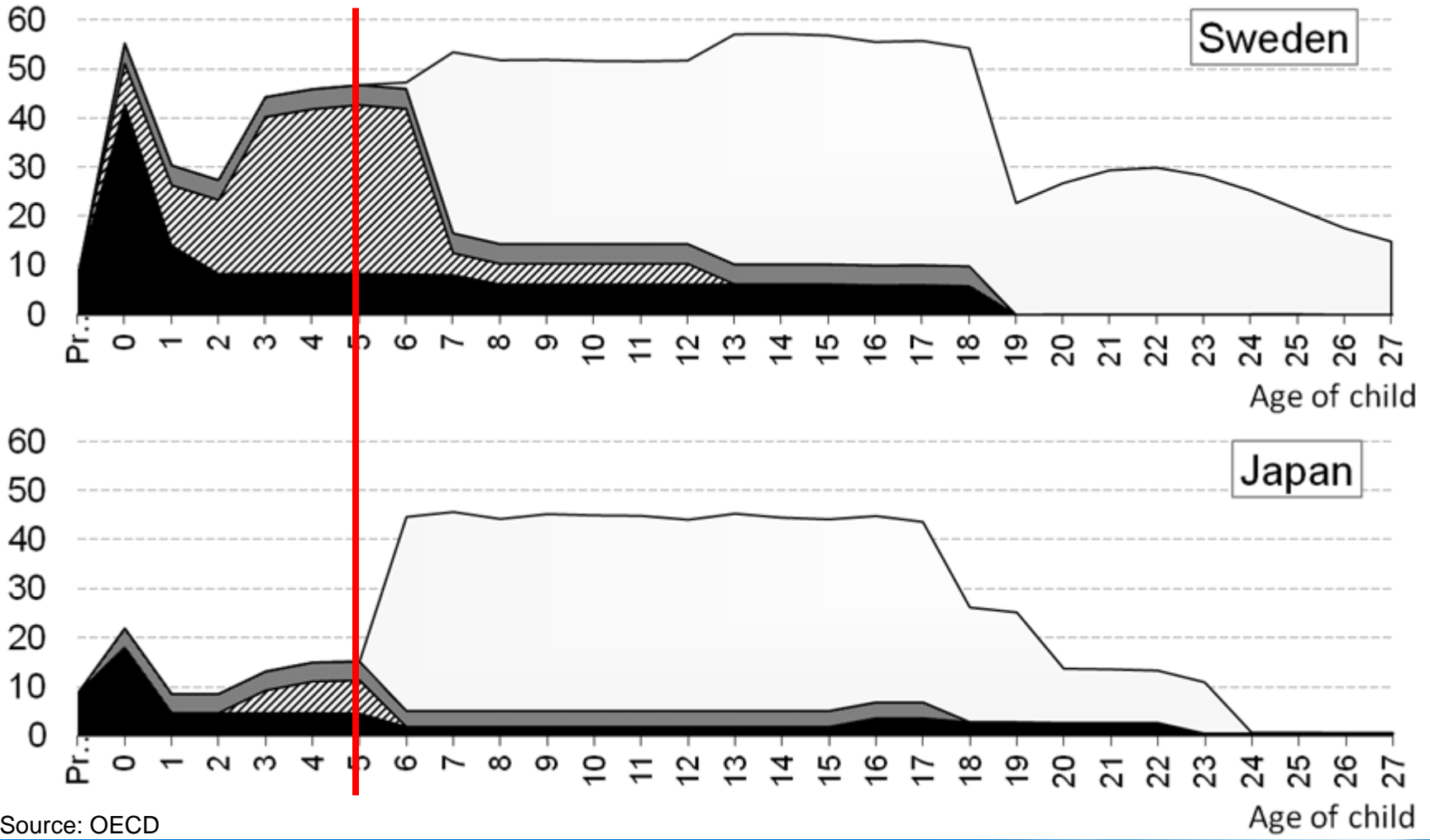


Example: public spending on children

子どもに対する公的支出



Source: OECD



Source: OECD

Policy option

Proposal:

- Channel more spending towards ECEC services in ways that reduce the financial burden for parents

Expected benefits:

- By reducing the cost of ECEC for parents, contribute to:
 - Encouraging women's participation in the labour force (adjusting the M curve)
 - Raising fertility rates (if well aligned with other policies)
 - Strengthening effectiveness of human capital formation at later ages by giving all children a strong foundation (potential growth) ** currently missing in the New Growth Strategy (Basic Policies) – the OECD would suggest embedding ECEC policy into the Growth Strategy.

Three key issues

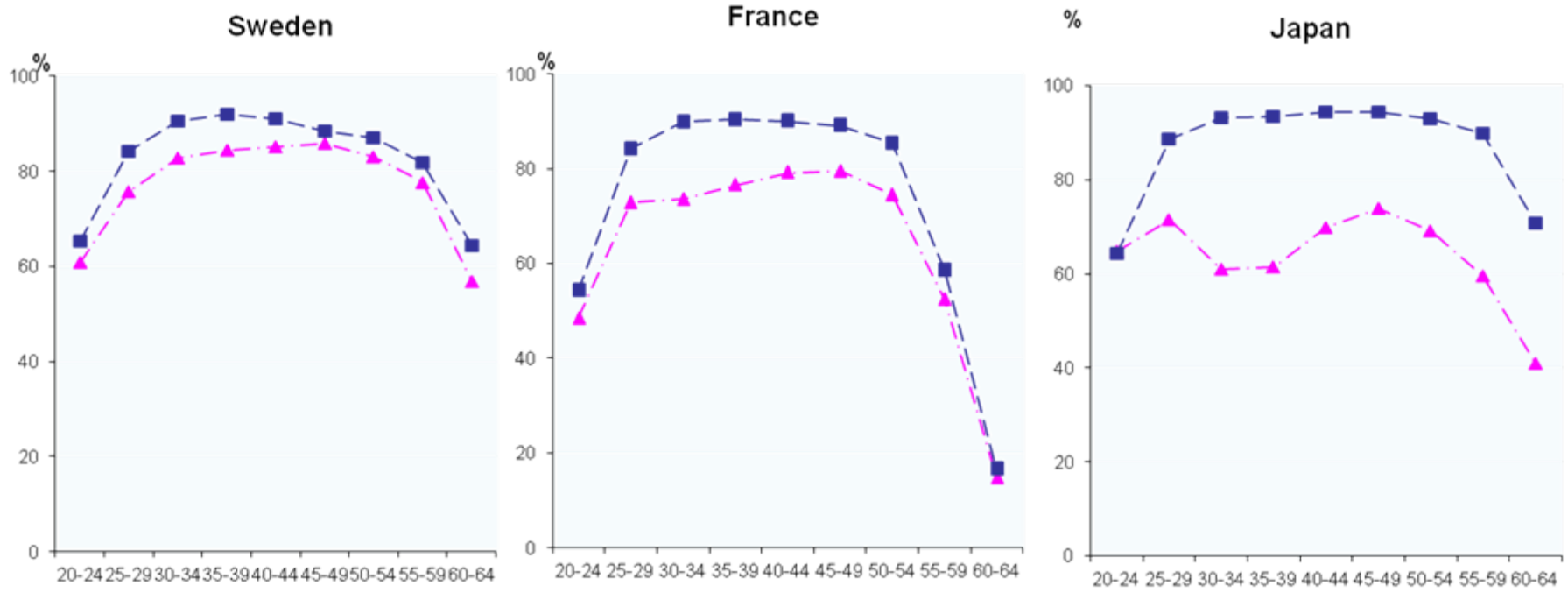
Key issues and ways Japan could tackle them

1. Financial burden on parents for childcare and education
2. Lack of opportunities for women to resume working, lack of childcare places and lack of quality staff

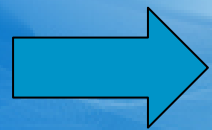
What does the evidence show for Japan?

Lack of opportunities for mothers to resume working or continue to work in Japan and...

日本では女性が再就職する又は就業しつづける機会 の欠如し...

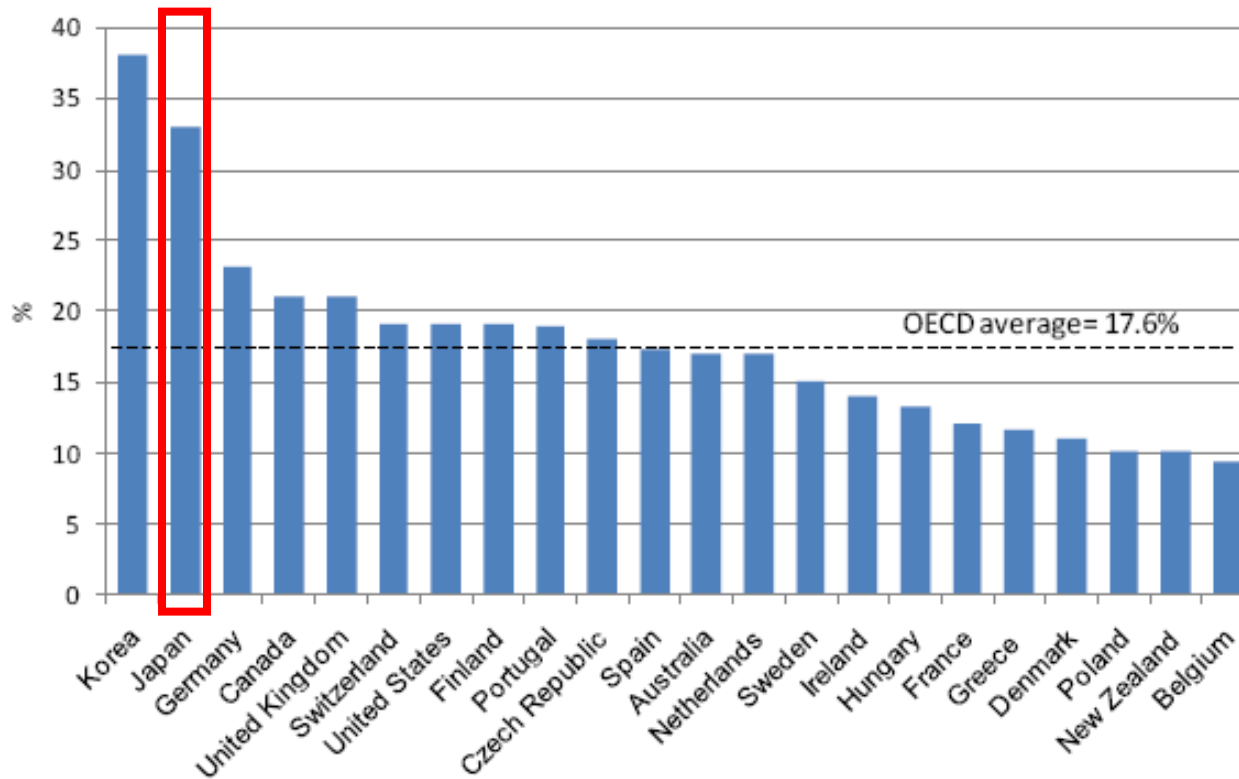


Source: OECD



Working women also earn less than men 給与は男性よりも低い。

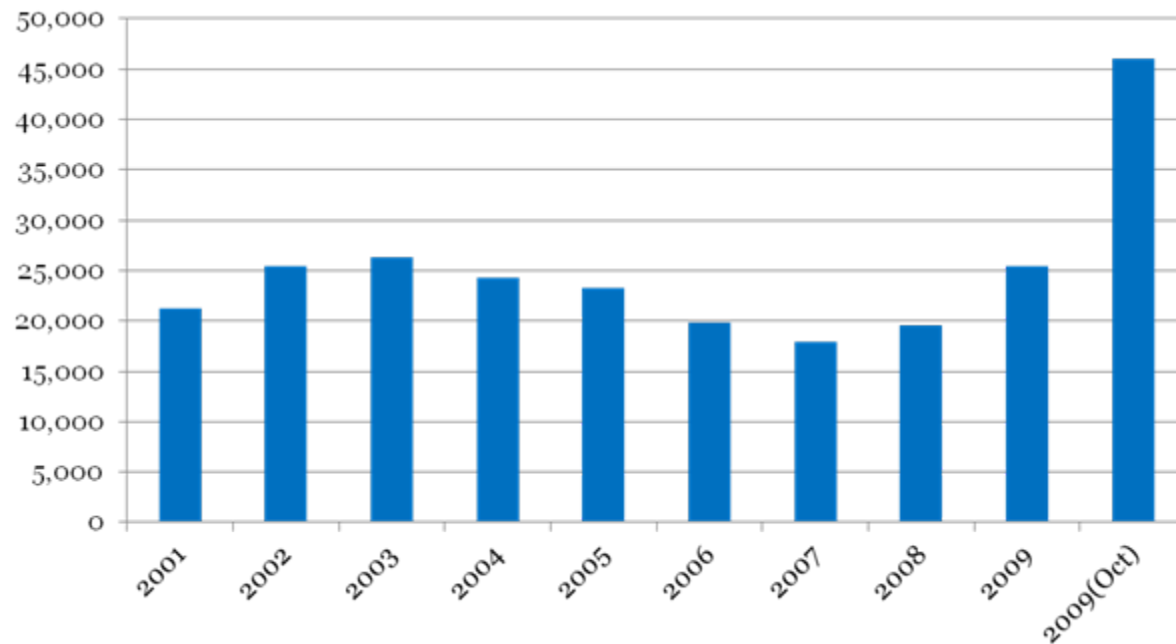
Gender gap in median earnings of full-time employees, 2006 or latest year available



Source: OECD [Family Database](#) >LMF5 and OECD [Earnings database](#).

Lack of Childcare Places 保育所の不足

Number of *Taiki Jido* (Children on the Waiting Lists)



Source: Ministry of Health, Labour and Welfare of the Japanese government

- 70% of the cities and towns have more than 50 *taiki jido*.
- 70% of the children are age 0-2..
- The number has increased drastically in recent years most likely due to the economic crisis.

保育所の拡充には、質の保証が必要。

Lack of “learning” components

- No curriculum for learning but broad guidelines for care

Less incentives for qualified childcare workers

- Average wage for kindergarten teachers is 222.8K Yen/m; for childcare workers, 217.9K Yen/m.
- No progressive career path – depends on centres, if private.
- No organised training opportunities
- Child/staff ratio for age4/5 – avr 1:18 in kindergarten; 1:30 in childcare centres

Parental needs vs children’s needs

- Care places with long hours have mixed outcomes for mothers and for children

Policy options

Proposals

- Assess and formally validate competencies women have acquired through caring for children (that meet transparent standards)
- Ease regulations on ECEC services (without compromising quality)
- Further integrate early childhood education and child care and fully utilise existing infrastructure (e.g. empty space in primary schools)

Expected benefits

- Make it easier for mothers to return to work *via* childcare sector and expand workforce in care sector while maintaining quality
- Encourage a variety of service providers and services better tailored to needs of working parents while providing high quality care
- Make more places available in response to unmet demand

Three key issues

Key issues and ways Japan could tackle them

1. Financial burden on parents for childcare and education
2. Lack of opportunities for women to resume working, lack of childcare places and lack of quality staff
3. Efficiency, transparency and quality of ECEC services

What does the evidence show for Japan?

日本におけるECECサービス、透明性の問題

■ 主に公立
 ■ 主に私立
 ■ 義務教育
 * Need to see details in the handout*
 詳細は配布資料参照

| 年齢 | 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | |
|----------|---|---|---|---|---|---|---|---|--|
| オーストラリア | | | | | | | | | |
| オーストリア | | | | | | | | | |
| ベルギー | | | | | | | | | |
| カナダ | | | | | | | | | |
| チェコ | | | | | | | | | |
| デンマーク | | | | | | | | | |
| フィンランド | | | | | | | | | |
| フランス | | | | | | | | | |
| ドイツ | | | | | | | | | |
| ギリシャ | | | | | | | | | |
| ハンガリー | | | | | | | | | |
| イタリア | | | | | | | | | |
| 日本 | | | | | | | | | |
| 韓国 | | | | | | | | | |
| ルクセンブルグ | | | | | | | | | |
| メキシコ | | | | | | | | | |
| オランダ | | | | | | | | | |
| ニュージーランド | | | | | | | | | |
| ノルウェー | | | | | | | | | |
| スロヴァキア | | | | | | | | | |
| スペイン | | | | | | | | | |
| スウェーデン | | | | | | | | | |
| スイス | | | | | | | | | |
| イギリス | | | | | | | | | |
| アメリカ | | | | | | | | | |

- ECEC is split into childcare and pre-primary education in Japan, which creates multiplicity and duplications of services.
- ECEC is highly privatised in Japan compared to other countries.
- Non-authorized childcare – only about one third is qualified

| | 施設数 | 入所児童数 | |
|----------|--------|-------|-----------|
| 認可保育所 | 22,235 | 定員 | 1,938,537 |
| | | 入所数 | 1,926,659 |
| 公営保育所 | 12,598 | 定員 | 1,087,128 |
| | | 入所数 | 996,974 |
| 私営保育所 | 9,637 | 定員 | 851,409 |
| | | 入所数 | 929,685 |
| 認可外保育施設 | 9,437 | 入所数 | 222,791 |
| 事業所内保育施設 | 3,622 | 入所数 | 53,267 |
| ベビーホテル | 1,044 | 入所数 | 25,261 |
| その他 | 4,771 | 入所数 | 144,263 |

諸外国の幼保一元化の現状

| 統合型 | 分裂型 | その他(連邦制など) |
|-----------------------------|--------------|------------|
| チリ(教育相) | ベルギー(オランダ語圏) | オーストラリア |
| フィンランド(福祉省 0-6; 教育相 for 6+) | ベルギー(フランス語圏) | カナダ |
| ニュージーランド(教育省) | チェコ | |
| ノルウェー(教育省) | ハンガリー | |
| 英スコットランド(教育省) | アイルランド | |
| スロベニア(教育省) | イタリア | |
| スウェーデン(教育省) | 日本 | |
| | メキシコ | |
| | ポルトガル | |
| | トルコ | |

2009年OECD19カ国アンケート結果

何故 統合したのか?

政治・世論

- ECEC(幼児教育・保育)に関する政治による支援・国民の理解

政策目標を一元化

- より公平な社会
- ECECの参加率向上

制度の効率的なマネジメント

- 包括的な子ども政策の実施
- よりよいデータ収集、モニタリング、政策評価
- 簡素化による制度に対する理解の深化
- 効果的な質保障と向上
- 二重行政の排除

財政

- ECECに対する公的支出の増加

カリキュラムと教育観・方法

- 一貫したカリキュラム
- ECECから初等教育へのスムーズな移行
- 子どものニーズへの理解

何故 統合しないのか?

政治・歴史・価値・所管

- 長い伝統、文化的価値、教育と保育の政治的バランス
- 国の行政との一致

しかし、統合に向けて動いている国もある

政策目標を一元化

- さまざまな政治目標の調整の必要性

効率的な制度の管理

- ECECサービスの一貫性の欠如
- 子どもの幸福や学習の上達の全体的な視点の欠如
- ECECサービス提供者の多様性による質のばらつき
- 制度改正への適応性の欠如
- 責任の所在の不明確性

財政

- 保育と教育を別々に提供するだけの財政の欠如
- 二重行政の排除による予算節約の必要性

統合型の国における行程

| 統合の対象 | チリ | フィンランド | ニュージーランド | ノルウェー | スコットランド | スロヴェニア | スウェーデン |
|-----------------------------|----|--------|----------|-------|---------|--------|--------|
| 政策、政策目標 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 |
| 行政管理 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 |
| 法体系と規制(教師・保育士、施設設置基準、労働時間等) | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 |
| 財政 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 |
| カリキュラムと教育観・方法 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 |
| 質保証(査察、モニタリング等) | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 |
| 教師の俸給 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 | 実施 |
| 保育料 | 実施 | 実施 | 実施 | 実施 | 計画中 | 実施 | 実施 |
| 資格制度;養成と研修 | 実施 | 実施 | 予定なし | 実施 | 実施 | 実施 | 実施 |
| サービスのあり方;地域;年齢;スタッフ・子どもの比率他 | 実施 | 実施 | 予定なし | 実施 | 計画中 | 実施 | 実施 |

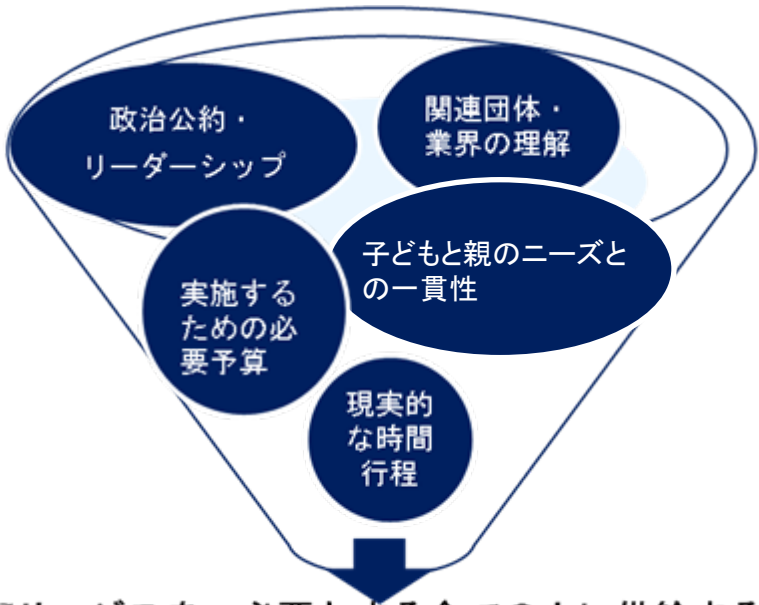
分裂型の国におおいても、統合される対象

- * 行政管理、サービスの一面(場所、運営時間、料金等); 幼稚園教諭と小学校教諭の免許の統合; 保育士と幼稚園教諭のチーム制; 0-6歳のカリキュラム; 合同研修等



諸外国の経験に学ぶ:

幼保一元化実施に必要な5つの要因と有効な手法



質の高いECECサービスを、必要とする全ての人に供給するには・・・

行政・財源管理

- 省庁間での作業会
- 省庁間で「MOU覚書」
- 一つの省庁がリード
- 地方レベル（分権）での統合を中央がサポート・管理
- 内閣内にユニット配置
- 教育省・福祉省の編成
- ECECに目的指定した財源確保（インフラ整備、質の向上など）
- etc...

政策目標・法制度・規制

- 国家レベルでの0から就学までのこども政策・ビジョン・戦略の策定
- ECECサービスに関する具体的な国家レベルでの制度・規制の策定
- 質保証のアジェンダを国家レベルで策定
- 労働政策、教育政策、社会福祉政策の意図する効果のトレードオフを分析し、政策の調整
- etc...

質の保証

- 地方自治を尊重しつつ中央による質保証
- 第3か評価システム導入
- 自己点検をシステム化
- 異なるECECサービスには異なる質基準を設定
- データ集計の協力
- モニターリングにより透明性向上
- 質を点数で評価するシステム導入
- etc...

サービス・資格・給与

- 最低基準をクリアしたアクセス増加
- 利用者のニーズを汲み取るためECEC供給者に自治の機能を与える
- 異なるステークホルダーが関与するモデルケースづくり
- 子どものみならず親なども参加できる教育、ケア、スポーツなど総合施設を利用
- 幼稚園・保育所などの運営時間など規則を統一化する
- 親やコミュニティがサービス提供者となれるようにする
- ECECスタッフの研究を統一する etc...

カリキュラム・保育方・教授法

- 0歳から就学前までの子どもに関する明確な政策目的とカリキュラム策定
- アウトカムベースの詳細の記述のあるカリキュラム策定
- 保育に、より「学び」の要素を（詰め込み式でない）但し、情動的な発達を妨げないよう
- 義務教育と一貫性のあるECECのカリキュラムを作る
- カリキュラム作りに関し、世論をヒアリングし、ステークホルダーの理解を得ながら作る。
- 諸外国のカリキュラムを参考に
- 保育方・教授法に関する委員会を設置
- etc...

親の負担・費用

- 上限を決める
- 幼児教育の無償化
- 所得制限をかけた補助
- バウチャー支給（所得制限又は全員）
- 幼児教育（5歳、又は4歳から）を小学校の一貫又は義務教育にし親の負担を軽減
- etc...

Policy option

Proposal

- Integrate early childhood education and care, tackle the problem of childcare waiting list by improving efficiency of the services, and ensure high quality ECEC services.
- Carefully plan and implement expanding services while ensuring quality so that poorer children will not miss out opportunities due to capacity constraints.
- Consider making ECEC free for a certain age group: e.g. In many OECD countries, ECEC for age 5 is either made free, part of compulsory, or largely publicly subsidised for efficiency and equity.
- Regularly monitor non-authorised childcare places (e.g. number of places, their practices, level of workforce, etc. And disseminate information about their services to the users for transparency of services.

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Expected benefits:

- Efficiency gains could be made, with integrated ECEC, by eliminating duplication of administrative costs.
- Efficiency gains could be also made by rationalisation by integrating up to the higher quality services – not down to the lower quality.
- Providing access to quality ECEC regardless of user's income status, such as by making it free, largely publicly subsidies, or compulsory for a certain age group, may increase efficiency and equity for a society at large.
- Increased transparency of the ECEC services for the users so that parents can make well-informed choices about ECEC for their children.

Some relevant OECD publications

