



Women's Health

Best Practices in Sex Education Implemented by Local Governments

December 2017

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1.1 Project Overview

Project Objective

Knowledge about sex and health is vital in order for women to live according to their own plans based on their own initiative. Although the national Government has policies in place that aim to enhance sex education throughout the general educational system, the way these policies are being implemented varies from region to region. This project highlights best practices in sex education projects lead by prefectural governments. The objective of this project is to contribute to the promotion of sex education within educational institutions throughout Japan through the wide sharing of these practices.

Research Method

Information was first gathered from publicly available resources on the sex education projects being implemented across Japan. Interviews were then conducted over the phone with the people in charge of each project. An independent team selected the projects to be highlighted as best practices based on the criteria below.

- Basic policies on sex education
 - ✓ Clear prefectural policies relating to sex education
 - ✓ Implementation of sex education activities led by the prefectural government targeting educational institutions
- Implementation of effective and sustainable projects
 - ✓ Theme selection based on prefectural issues
 - ✓ Continuation for at least 3 years; implementation of project evaluation initiatives
- Collaboration with local stakeholders
 - ✓ Cooperation with major community stakeholders, such as boards of education, medical providers, and so on

Lastly, face-to-face interviews were conducted with people from the governments of the following prefectures, which were selected as the places where the very best practices are being implemented (in alphabetical order):

- Aomori Prefecture
- Gunma Prefecture
- Niigata Prefecture (including Health Centers of Kashiwazaki City, Tokamachi City, and Minamiuonuma City, which are all collaborating with the Niigata Prefectural Government)
- Saitama Prefecture

The interviewees included project officers from the prefectural government and lecturers such as obstetricians and midwives who conduct sex education in schools.

1.2 Research Results

Key takeaways on the promotion of effective sex education projects are as follows.

- **Policy on the implementation of sex education**
 - ✓ Prefectures should have clear policies for sex education, including frameworks for sex education, or the inclusion of sex education in prefectural education plans.
 - ✓ Prefectures should use a combination of budgets to fund initiatives, including Ministry of Education, Culture, Sports, Science and Technology (MEXT) comprehensive school health support project funding, local government budgets (which may come from multiple departments and municipal budgets), and school budgets.
- **Activities**
 - ✓ **Planning: Project themes should be based on region-specific issues, recent issues, and school needs**
 - Prefectures should set themes based on MEXT's Courses of Study, the opinions of regional health care providers and education stakeholders, and feedback from school teachers and students.
 - ✓ **Implementation: Project should use scientifically correct information and concrete examples**
 - Prefectures should make use of medical experts such as obstetricians, gynecologists, and midwives as external lecturers to teach about recent issues in sex education and other specialized topics.
 - An agreement should be reached in advance about the circumstances of each school and the mind and body development of the students among school teachers, external lecturers, local government officials before external lecturers conduct classes for students. In addition, prefectures can work to promote an even quality of classes by encouraging lecturers to share opinions and presentation materials.
 - The sharing of best practices and concrete lesson plans can help reduce the burden on teachers and improve the quality of classes.
 - ✓ **Evaluation and Improvements: Prefectures should implement project evaluation research**
 - Prefectures should conduct quantitative and qualitative research studies and analyses that consider the opinions of project participants, and changes in knowledge levels before and after the implementation of each project. The results of such studies should be discussed with relevant stakeholders and reflected in plans for subsequent fiscal years.
- **Collaboration among stakeholders**
 - ✓ Sex education projects for educational institutions are usually carried out by the school health education divisions in each prefectural government. These divisions should work for collaboration with other health and medical divisions in order to facilitate the introduction of external lecturers to schools, or the provision of information on individual health topics.
 - ✓ Prefectures should collaborate with local medical associations, dentist associations, pharmacist associations, and midwives to reflect the opinions of experts to the contents of sex education classes, and to facilitate dispatches of external lecturers to schools.

1.3

Main Lessons on the Promotion of Sex Education

HGPI's view on the promotion of sex education by local governments is as follows.

- **Support for sex education projects by the national Government**
 - ✓ Local government initiatives could be strengthened by further efforts by the national Government to communicate the importance of sex education.
 - ✓ Evidence-based classes help students understand that sex education issues affect them personally, and that helps them remember the lessons. A framework should be set up to allow schools to easily acquire batches of current, usable, and reliable national and local data.
- **Use of external lecturers**
 - ✓ The use of regional health care providers as external lecturers can be helpful to students, because they can offer concrete examples from local areas as well as expert knowledge. These lectures also tend to be interesting for students, so students remember them.
 - ✓ When dispatching health care providers to schools, time should be set aside to allow students to share contact information with providers or have a consultation with them in order to solve the problems of the students.
- **Training teachers and external instructors**
 - ✓ When dispatching external lecturers for sex education lessons, it is better to select people who have received appropriate training on the actual situation at the school they will visit, as well as the school's thoughts about sex education.
 - ✓ It is difficult for external lecturers to handle everything. Health education and health teachers will continue to be important stakeholders responsible for health classes. On the other hand, some research respondents have noted that health education and health teachers do not seem very interested in teaching such classes. Moving forward, the importance of sex education and related knowledge should be communicated not only directly to teachers, but also as a part of the teaching license acquisition process.
- **Sharing other sex education project best practices**
 - ✓ This project focused on activities by prefectural governments, but many other municipalities, professional bodies, educational institutions, and civil society organizations are conducting sex education projects as well. A platform should be established to share best practices.
- **Measuring the impact of education**
 - ✓ Some interviewees stated a desire for the creation of concrete methods that could be used to measure the impact of education over the medium- to long-term. It is important that measurement indicators and methods be established in order to improve sex education initiatives even further.

2.1 Case 1: Aomori Prefecture

Sexual and reproductive health education by obstetrician/gynecologists that has been integrated into local curriculum for 35 years

■ Basic Information

- Guidelines for sexual and reproductive health education
 - ✓ “Systematic and cross-sectional guidance through integrated school educational activities - Sex education in schools- (*Sukoyaka Aomorikko* 6)” (March 2011)
- Outline of the intervention
 - ✓ Lectures on sexual health are provided by school obstetrician/gynecologists to prefectural high schools and special needs schools.
 - ✓ Training sessions and seminars are provided for school teachers.

■ Background

In 1978, there were a few prominent cases of prostitution and self-induced abortions by high school girls in Aomori Prefecture. In response to those cases, an obstetrician from a prefectural medical association proposed that obstetricians help to provide students with a formal education on “sexual and reproductive health.” The obstetrician, who still serves as a school doctor, recognized the need for sex education in schools through the experience of seeing many teenage girl patients with problems such as unwanted pregnancies or sexually transmitted diseases (STDs). As a result of that obstetrician’s efforts, a project was launched in 1980 to deploy school obstetrician/gynecologists at prefectural girls’ high schools. Since 1992 the project has been integrated into the Prefecture’s system for sexual health education for both boys and girls at co-ed schools.

■ Overview of Activities

- Deployment of school obstetrician/gynecologists

Target	<ul style="list-style-type: none"> • Students from 61 prefectural high schools (full-time, part-time, and correspondence schools) and 16 special needs schools. The program generally targets first-year students, although that depends on the opinions of schools/school doctors. In FY2016, 10,375 students attended lectures • Sometimes teachers also participate in the lectures, such as nurse-teachers, teachers specialized in health and physical education or student guidance, or health managers
Lecturer	<ul style="list-style-type: none"> • There are six educational blocks in the prefecture. One obstetrician is assigned to each block as a school doctor, with a few other obstetricians to assist them
Budget	<ul style="list-style-type: none"> • Salaries for school doctors are included in the prefectural budget
Frequency	<ul style="list-style-type: none"> • Once a year
Overview	<ul style="list-style-type: none"> • At the beginning of the fiscal year, schools plan out program content in response to a notice sent to them by the Prefectural Government. This is done through direct consultation with school doctors • Lecture content is based on official guidelines with a focus on hot topics in Aomori, including the ways that people can become pregnant, contraception, the prevention of STDs, and menstruation control • Course evaluations are conducted using questionnaires before and after each session. Reports are written on the sessions and questionnaires. The Prefectural Government collects feedback from each school and reports on council meeting so that the comments can be reflected into the program for

	subsequent years
Special Features of the Program	<ul style="list-style-type: none"> • The lessons provided to high school students are more practical than the lessons given to junior high students. For instance, high school students might receive lessons on the types of oral contraceptive pills and their usage. Pictures and movies are utilized to help students understand content • Meetings and textbook sharing sessions are conducted among lecturers one or twice a year

➤ Seminars on sexual and reproductive health

Target	<ul style="list-style-type: none"> • Teachers from elementary, junior high, high schools, and special support schools, as well as school doctors and other professionals involved in community health in the prefecture • 115 teachers participated in FY2017
Lecturer	<ul style="list-style-type: none"> • Lectures are provided by professionals specialized in sexual health from both inside and outside Aomori prefecture, including prefectural officials, school obstetrician/gynecologists and doctors from medical associations
Budget	<ul style="list-style-type: none"> • Funding is provided by the Prefectural Government via a prefectural medical association
Frequency	<ul style="list-style-type: none"> • Once a year
Overview	<ul style="list-style-type: none"> • The first iteration of the program began in FY1994 and focused on HIV/AIDS education. It included information related to sexuality, life, and mental health. From FY1997 onwards, the theme of the program has been sexual and reproductive health education • The FY2017 program included reviews of the past sex education curricula, sexual abuse and crime, LGBT-related issues, the protection of the rights of children, HIV/AIDS, and other topics

➤ Teacher training on sexual and reproductive health education

Target	<ul style="list-style-type: none"> • Teachers from elementary, junior high and high schools in the prefecture (including substitute teachers) • 50 teachers participated in FY2016
Lecturers	<ul style="list-style-type: none"> • School obstetrician/gynecologists
Budget	<ul style="list-style-type: none"> • Funded as a “School Health Support Project” of the Ministry of Education, Culture, Sports, Science and Technology (MEXT)
Frequency	<ul style="list-style-type: none"> • Once a year
Overview	<ul style="list-style-type: none"> • Training takes place over the course of two meetings. A preliminary study meeting is first held where teachers develop teaching plans on topics around sexual education. This is followed by a training session in which teachers continue their learning through group work and practical lesson sessions

■ **Strengths of the Initiative**

- Since the program has been going on for 35 years, the obstetricians’ lectures are now well accepted and integrated in school curriculums. (Comment from the Prefectural Government/Lecturer)
- Program activities are well balanced, covering both input from students and teachers. (Comment from the Prefectural Government)

■ **Current Issues of the Initiative**

- Ensuring the availability of school obstetricians
 - ✓ It is necessary to foster young obstetrician/gynecologists for the future. There is a concern over the decline in the number of young doctors who want to specialize in obstetrics/gynecology in the prefecture. (Comment from the Prefectural Government)

- ✓ Although many junior high schools and private schools also offer lectures on sexual health led by school obstetricians, there are not enough obstetricians to provide lectures everywhere. It is now essential to strengthen partnerships with midwives, public health nurses, nurse-teachers and school teachers. In doing so, each stakeholder should try to share common ground and work to ensure the quality of the education being offered. (Comment from lecturer)
- Conduct of effective program evaluation
 - ✓ Although the program was conceived as a way to respond to the problems and needs of local communities, no significant decline has been observed in cases of self-induced abortions among young girls. It is critical that students recognize how these issues affect them personally, and utilize the knowledge the program provides to plan out their own lives. Measuring the long-term impact of the program continues to be a challenge. (Comment from the Prefectural Government)

■ Direction for Future Development

- Continuation of the Project
 - ✓ Prefecture will continue to implement and secure a budget for this well-balanced program. (Comment from the Prefectural Government)
- Fostering of doctors to be involved in sex education
 - ✓ More doctors need to be involved. The program should conduct lectures for doctors providing information on the role and content of sexual health education. (Comment from lecturer)

■ Expectations for Other Stakeholders

- Government
 - ✓ The “School Health Support Project” run by MEXT is a flexible program which enables interventions catered to the needs of each region. The Prefecture hopes that program will be continued. (Comment from the Prefectural Government)
- School teachers and parents
 - ✓ Class teachers should participate as well. Class sessions could also be utilized as an opportunity for parental learning and education through parental visits. (Comment from a lecturer)

Interviewees

- ◆ Prefectural Government
 - Ms. Kanae Sakagami, Supervisor (Sub-Manager), Physical Education and Health Group, Sports and Health Department, Aomori Prefectural Education Office
 - Ms. Minako Hamahashi, Supervisor, Physical Education and Health Group, Sports and Health Department, Aomori Prefectural Education Office
- ◆ Lecturer (School Obstetrician/Gynecologist)
 - Mr. Yutaka Hasuo, Director, Aomori Women’s Healthcare Research Institute

Interview date: November 2017

2.2 Case 2: Gumna Prefecture

Providing learning opportunities to all students, by incorporating the project into the prefectural education plan

■ Basic Information

- Gunma's sex education policies (public resources)
 - ✓ Undisclosed to the public
- Outline of the initiative
 - ✓ Lectures targeting students from public elementary, junior high and high schools (full-time and part-time schools)
 - ✓ Seminars targeting teachers from elementary, junior high, high schools, and special support schools

■ Background

- The project has been operational for more than 10 years. The initial focus of the project was HIV/AIDS, as can be seen in the project's title, "sexuality and HIV/AIDS."

■ Overview of Activities

- Lectures on life, sexual/reproductive health and HIV/AIDS education (hereafter referred to as the "lectures")

Target	<ul style="list-style-type: none"> • Provide lectures by experts to all public elementary and junior high schools, and prefectural high schools (full-time and part-time schools). For high schools, the lecture is provided to either all students or just first-year students. It is also recommended to be offered to part-time schools and special needs school • Conduct of lectures is set by the "Phase 2 Gunma Prefecture Education Promotion Basic Plan", with a target of 100% of all the schools mentioned above by 2018 • For FY 2016, lectures were implemented in 80% of elementary and junior high schools and 100% of high schools
Lecturer	<ul style="list-style-type: none"> • A request is sent to the medical association (obstetricians' association) to identify potential lecturers. 16 lecturers have been listed up in FY2017 • For elementary and junior high schools, lecturer information is shared among school nurses and health supervisors, who send lecturers requests
Budget	<ul style="list-style-type: none"> • For high schools, the project is funded by the prefectural Government every two years. Budgets for major cities (Maebashi, Takasaki) are contributed by health and physical education departments, and budgets in other cities are contributed by health and prevention departments. When lectures are not funded by the prefectural Government, they are conducted at the school's expense • For elementary and junior high schools, normally each school funds activities themselves using PTA membership fees and so on. Sometimes other budgets are utilized, such as budgets from the prefecture's child welfare department or municipalities
Frequency	<ul style="list-style-type: none"> • Once a year
Overview	<ul style="list-style-type: none"> • For high schools, every year implementation plans are submitted by schools in June, in response to notices sent out by the prefectural Government. The content of lectures is decided upon by lecturers and

	<p>schools. After the implementation of lectures, reports are submitted by February with details on the lecturers and content covered. In case a lecture is not implemented, a request is sent to the school to carry out the lecture next year in line with prefectural policy</p> <ul style="list-style-type: none"> • For elementary and junior high schools, local education offices consolidate performance results from municipalities and report to the prefectural Government in March every year • Although lecture content depends on lecturers and schools, junior high and high schools generally focus on scientific views on sexuality, secondary sexual characteristics, the prevention of STDs, childbirth and infertility, dating-related domestic violence, and other topics. Student participants are selected according to age. Elementary schools mainly focus on life and childbirth. Recently, new topics such as LGBT-related issues are also included in the content of lectures • Implementation results are reported at the “Gunma Prefecture School Health Council,” which is held once a year. Sometimes, the latest issues around sexual health are shared and discussed during the council meeting
Expectations for deploying external lecturers	<ul style="list-style-type: none"> • School teachers need to give lessons based on official guidelines and textbooks. External lecturers help to complement these lessons, providing information on the latest issues and technical matters • Lectures by external specialists also have a positive effect of stimulating interest among students

➤ Teachers’ training on sexual/reproductive health and HIV/AIDS education (hereafter referred to as “training”)

Participants	<ul style="list-style-type: none"> • School nurses, health supervisors, physical education managers, student guidance counselors, and the management from elementary, junior high, high schools and special support schools in Gunma prefecture • 300 teachers participated in FY 2016 (elementary schools). The prefectural Government requested one representative from each school, and the participation rate was 80-90%
Lecturer	<ul style="list-style-type: none"> • Mainly external lecturers, including officers from the Ministry of Education, Culture, Sports, Science and Technology (MEXT), and health education investigators
Budget	<ul style="list-style-type: none"> • Implemented as a prefectural project
Frequency	<ul style="list-style-type: none"> • Once a year (training targets elementary schools one year and junior high and high schools the next)
Overview	<ul style="list-style-type: none"> • Guidance is provided by MEXT, based on the handbook on the national health education

■ **Strength of the initiative**

- Partnerships within the prefectural Government, as well as with external stakeholders
- ✓ Cost sharing with other departments has been continued for more than 10 years. Additionally, the board of education and other departments collaborate with each other and share information, including through the distribution of materials used in the training on dating-related domestic violence for school nurses.
 - ✓ The “Gunma Prefecture School Health Council” includes representatives from medical associations, dental associations, and pharmaceutical associations. Participants have opportunities to receive technical advice and support from them.

■ Current Issues of the Initiative

- Expanding project to elementary and junior high schools
 - ✓ Although projects for elementary and junior high schools aim to achieve the target of 100% implementation, it is challenging to increase the number of schools implementing the initiatives as the budget is not provided by the prefectural Government.
- Selection of topics and information to be offered
 - ✓ “Sexuality and HIV/AIDS education” is considered a part of “health education.” It is difficult to determine which topics should be focused on, as issues around health education are diverse and include newly emerging issues such as LGBT-related issues, sexual crimes, internet related problems, and so on. There is a limitation on the number of issues that can be covered in lectures as well.
 - ✓ For newer issues, it is challenging to collect the latest evidence-based information.

■ Direction for Future Development

- Continuation of activities
 - ✓ Gunma Prefecture will continue the project and aim to achieve the targeted number of lectures to be conducted in FY2018.

■ Expectations for Other Stakeholders

- Government (MEXT)
 - ✓ MEXT should continue active interventions, such as by securing funding for sexual health education and by organizing training sessions.
 - ✓ MEXT should help the Prefecture by providing information on new topics and clarifying its concrete goals and plans for education.

Interviewee

- ◆ Prefectural Government
 - Health and Physical Education Division, Gunma Prefectural Board of Education Secretariat

Interview date: December 2017

2.3 Case 3: Niigata Prefecture

Providing sexual and reproductive health education (AIDS/STD Prevention) through a community- and needs-based approach led by health centers

■ Basic information

- Guidelines for sexual and reproductive health education (public materials)
 - ✓ Undisclosed to the public
- Outline of the intervention
 - ✓ Health centers organize lectures on AIDS and sexually transmitted diseases (STDs) in educational institutions as an AIDS countermeasure promotion project, which is one part of disease countermeasures.

■ Background

The project has been carried out for more than 20 years. It seems to be initiated or promoted as an HIV/AIDS education project for adolescents, as indicated in the “Stop HIV/AIDS project by health centers” document published by the Ministry of Health, Labour and Welfare (MHLW) in 1993, although the specific details of the project’s beginnings are now unknown.

■ Overview of Activities

As “sexual behavior” relates to both AIDS/STD prevention and the prevention of unwanted pregnancies, this project is implemented through coordination with the Maternal & Child Health Division.

- Lectures on AIDS and STDs (hereafter referred to as the “lectures”)

Target	<ul style="list-style-type: none"> • Students from public and private elementary schools, junior high schools, high schools, special needs schools, universities and technical schools. Target schools and grades are selected by each health center • 9,730 students from 44 schools participated in FY2016
Lecturer	<ul style="list-style-type: none"> • Each health center selects a lecturer according to the characteristics of the community. Normally the lecture is offered by local obstetricians/gynecologists, midwives, or staff from health centers
Budget	<ul style="list-style-type: none"> • Costs are managed by the “Specific Disease Prevention Project (HIV/AIDS Project)” of the Prefecture’s Health Initiatives Division (Infection Control Office). The allocation of the budget is decided upon following the annual submission of implementation plans by the 12 health centers in the prefecture. These forms contain information on dates, venues, participants, lecturers, and lecture content
Frequency	<ul style="list-style-type: none"> • Once a year at each school
Overview	<ul style="list-style-type: none"> • Health centers decide on lecture content according to the issues and needs in the community • The Health Initiatives Division reviews lecture content through the reports shared by health centers at the end of the fiscal year • The state of the initiatives carried out by each health center is shared at the Health Center Disease Infection Control Office Conference

■ Strength of the Initiative

- Health center initiatives and ownership
 - ✓ Local health centers, which work closely with their communities, lead the planning and

implementation of community-based projects, and are therefore able to develop content specific to the needs in each community.

- Cost sharing by two projects
 - ✓ As sexual behavior is a common issue for not only the AIDS countermeasure promotion projects of the Health Initiatives Division Infection Control Office, but also the health support projects of the Maternal & Child Health Division, the framework of this project allows for joint planning and implementation.

■ Current Issues of the Initiative

- Securing the availability of lecturers
 - ✓ There is a critical shortage of doctors, especially obstetricians, in Niigata prefecture, making it challenging to secure human resources for the project. Lectures are therefore sometimes offered by a public health nurse from health centers. Lecturers are selected strategically by health centers, to provide an opportunity for networking between the residents and local obstetricians/midwives.

■ Direction for Future Development

- Continuity of the project
 - ✓ The prefectural Government will continue advocating for the project in order to secure the necessary budget and to enable health centers to maintain their active and unique interventions.

■ Expectations for Other Stakeholders

- Government (MHLW)
 - ✓ Secure a budget for AIDS countermeasures promotion projects.
- Schools
 - ✓ Flexible actions to respond to the needs and reality of the students, including the provision of lessons by external lecturers in order to offer content beyond the official guidelines.

Interviewee

- ◆ Prefectural Government
 - Health Initiatives Division, Welfare and Health Department, Niigata Prefecture

Interview date: December 2017

Health Center Activities: Case Study 1 *Kashiwazaki Health Center*

■ Background

- This project has been implemented continuously for more than 15 years. Since 2013, information exchange meetings have been held as part of the “Project on establishing continuous support systems around pregnancy” (hereafter referred to as the “meeting”). The meeting was initiated to discuss the way forward based on current issues. Participants include doctors, midwives from midwives’ associations, nurse-teachers, public health nurses/midwives from municipal childcare support centers, municipal contact points for boards of education, village maternal health managers, and public health nurses from health centers. They discussed issues including continuous preventive education for adolescents, establishing post-partem support systems and for women experiencing artificial abortions. As a result, information exchange meeting members confirmed the necessity of

strengthening school support systems and preventative education in efforts to provide continuous preventative education to adolescents. These efforts are being implemented within adolescent sexual education meetings.

■ Overview of Activities

➤ Lectures on adolescent sexual health

Target	<ul style="list-style-type: none"> • All 8 prefectural high schools and special support schools managed by the Kashiwazaki Health Center. Most schools target first or second year students • All of the 13 public junior high schools have also been targeted since FY2017, although only some were targeted in FY2016 and previous years. Lectures are offered in response to requests sent by schools. In FY2017, lectures were implemented in 10 schools • For elementary schools, lectures are conducted independently
Lecturer	<ul style="list-style-type: none"> • Obstetrician/gynecologists and midwives from among the members of the information exchange meeting, as well as public health nurses from health centers
Budget	<ul style="list-style-type: none"> • Funding is provided by the prefectural Government for high schools, and by municipal boards of education for junior high schools. Elementary schools fund lectures themselves
Frequency	<ul style="list-style-type: none"> • Once a year
Overview	<ul style="list-style-type: none"> • The subjects depend on schools and target grades, but mainly include AIDS/STD prevention, the image that students have about sexuality, mechanisms of pregnancy and contraception, menstruation/premenstrual syndrome (PMS) and control measures, and information on where to seek advice • A questionnaire was conducted before and after lectures were carried out in FY2017, as suggested by information exchange meeting members. Students were asked about their image and knowledge of sexuality, actions they could take to avoid STDs and unwanted pregnancies, and how to ask someone for support when needed. The results are currently being analyzed at health centers, but some positive changes have been recognized in levels of knowledge as well as images related to sexuality
Special Features of the Lectures	<ul style="list-style-type: none"> • Provide practical information such as community data, real case examples, and contact details related to consultations • As there was a reported need for sexual education from a male point of view, the project sent a male obstetrician to schools with a high proportion of boy students

■ Strength of the Initiative

- Collaboration among different professionals
 - ✓ The information sharing meetings enable lecturers, health centers and schools to share common grounds and continue the project effectively.

■ Current Issues of the Initiative

- Project evaluation
 - Indices to measures mid- to long-term impacts. (comment from Health Center)

- Selection of lecture methods and target audience
 - Effective indices in light of the actual situation of students as understood through the pre- and post-lecture surveys. (comment from Health Center)
 - The issue of how to provide lectures at special support schools and involve parents effectively. (comment from a Lecturer)

■ Direction for Future Development

- Continue the project
 - ✓ Create a sustainable system to deploy external lecturers. (comment from Health Center)
- Provide opportunities for individual support
 - ✓ Examine and identify approaches where guidance is provided in response to individual needs, in consideration of current issues, including increasing diversity in the way people express their sexuality and the way that young people live. (comment from a Lecturer)

■ Expectations for Other Stakeholders

- Government
 - ✓ It is hoped that the national Government will secure a budget for sexual education and continue its active engagement on this issue. (comments from both Health Center and Lecturer)
- External lecturers
 - ✓ Guidance should be given according to the needs of students and actual situation in each community. (comment from Health Center)

Interviewees

- ◆ Health Center
 - Community Health Division, Health and Welfare Department, Kashiwazaki Regional Promotion Bureau, Niigata Prefecture
- ◆ Lecturer (Adolescent Sex Education Lecturer)
 - Ms. Naomi Ishiguro, Midwife, Yuiku Maternity Home

Interview date: December 2017

Health Center's Activities: Case Study 2

Minami-Uonuma Health Center

■ Background

- Issues around STDs, including HIV/AIDS, were reviewed in 2010. Information exchange meetings on sexuality related issues have been conducted since 2011. The meetings highlighted the need for effective sexual health education for adolescents, as well as the shortage of human resources to provide lecturers.

To address this issue, the Health Center recruited lecturers and developed education materials through four discussion meetings on “adolescent sexuality and health support.” These meetings were held between 2014 and 2016. Meeting members included nursing school teachers, nurse-teachers from junior high and high schools, midwives from medical institutions and a midwifery association, public health nurses from the Minami-Uonuma Health Center and municipal public

health nurses, and members from the municipal board of education. Regarding the recruitment of lecturers, the Health Center made an initial approach to potential lecturers mainly via professionals participating in the Training on Adolescent Health Support. Official requests were sent to the lecturer's organizations if they accepted. The materials developed for this project were used in practice in FY 2016, and an evaluation was conducted based on questionnaire given to students and lecturers. As the results showed a positive effect in improving levels of knowledge as well as the image the students had about sexuality, the same materials are still being used, with updates to statistics and data.

■ Overview of Activities

➤ Deployment of external lecturers

Target	• Third-year students from 7 public junior high schools in Minami-Uonuma city
Lecturer	• 7 midwives or public health nurses selected from medical institutions, municipalities, at-home midwives' associations, medical schools, and health centers
Budget	• Each school pays its own expenses for the deployment of lecturers
Frequency	• Once a year
Overview	<ul style="list-style-type: none"> • A one-hour lecture is provided based on the materials developed, covering themes such as the prevention of AIDS/STDs, body mechanisms, means to prevent unwanted pregnancies, and information on where to seek support. Sometimes additional topics are included according to the problems seen in each school • Initiatives are shared by during information exchange meetings that take place during the Training on Adolescent Health Support
Special Features of the Project	<ul style="list-style-type: none"> • The Health Center tries to respond to the requests by schools based on preliminary meetings with them, and decides on the content of health education • The Health Center makes careful consideration of the way issues should be explained, making sure to use expressions that are easy for students to understand

■ Strength of the Initiative

➤ Collaboration among different professionals

- ✓ The Health Center's jurisdiction covers on one city and one town, so face-to-face partnerships are a strength of this project. It is easy to share information and opinions.

■ Current Issues of the Initiative

➤ Ensuring the availability of lecturers

- ✓ Each institution sends offers to lecturers, but the project largely relies of the passion of lectures. It is unclear just how long this system will continue to function.

➤ Updating education materials

- ✓ When to review and revise the existing materials to reflect on the changing social environment for adolescents.

■ Direction for Future Development

➤ Ensuring the continuity of the project

- ✓ There are plans to set a venue within FY2019 for a discussion on future initiatives.

■ Expectations for Other Stakeholders

- Schools
 - ✓ Schools need to incorporate new approaches and information, in line with current situations and the changing social environment that adolescents face.
- Municipalities
 - ✓ Although currently the Health Center plays a primary role in connecting schools and other stakeholders, it would be better to hand over management of this project to municipalities.
 - ✓ The Health Center hopes adolescent education will be made part of the Childcare Support Project in the future.

Interviewee

- ◆ Health Center
 - Pharmaceuticals and Prevention Division, Health and Welfare Department, Minami-Uonuma Regional Promotion Bureau, Niigata Prefecture

Interview date: December 2017

Health Centers' Activities: Case Study 3

Tohkamachi Health Center and Maternal & Child Health Unit/Health Promotion Division at the Municipal Citizen Welfare Department

■ Background

- This activity started from stakeholder gatherings at Tohkamachi Health Center, in response to focused HIV/AIDS interventions by the national Government and the official launch of "Healthy Parents and Child 21." It has been operational for more than 10 years.

■ Overview of Activities

- Regular meetings for school nurses from high schools

When	<ul style="list-style-type: none"> • Implemented every February as a part of a regular meeting for school nurses from prefectural high schools, in partnerships with the Health Center and Tohkamachi City
Participant	<ul style="list-style-type: none"> • School nurses from 6 high schools in the areas covered by Tohkamachi Health Center
Overview	<ul style="list-style-type: none"> • Share problems seen in each school • Discuss lecture content for the following year

- Deployment of lecturers to offer sexual health education

Target	<ul style="list-style-type: none"> • All students from 6 prefectural high schools, special support schools, and secondary schools in the area • Elementary and junior high schools (excluding the aforementioned secondary schools) organize their own separate programs
Lecturer	<ul style="list-style-type: none"> • Lecturers are assigned according to requests indicated in plans submitted by schools. Negotiations with lecturers are done by each school • Lecturers include local obstetricians, midwives from midwives'

	associations, nursing school teachers, retired nurse-teachers, and so on
Budget	• Four schools are funded by the prefecture and two schools are funded by the municipal health department
Frequency	• Once a year
Overview	<ul style="list-style-type: none"> • AIDS/STD prevention, bodily mechanisms, unwanted pregnancy prevention mechanisms, and information on where to consult when assistance is needed • For high schools: unwanted pregnancies, LGBT issues, suitable ages for pregnancy, and cervical cancer. For junior high schools (first through third year students), menstruation symptoms (PMS) and control measures, messages to encourage students to have positive self-images, and so on • Subjects covered mainly include body mechanisms, how to prevent unwanted pregnancies, the prevention of STDs, and information on where to consult when assistance is needed • Some schools collect requests from students prior to lectures, and compare changes in the levels of knowledge before and after lectures • The health center also monitors chronological changes in the levels of knowledge about STDs and contraception
Special Features of the project	• Utilize materials to help understanding and stimulate interest among students according to their ages, including the use of community data and pictures/movies

■ Strength of the Initiative

- Collaboration among different professionals
 - ✓ Conducted as a joint project of the Health Center and the city Government.
 - ✓ School nurses and lecturers (doctors/midwives) cooperate with each other to solve problems in the community.
- Providing supportive environment for students
 - ✓ Students can feel comfortable with the topic and that it is easier to seek advice since the lecturers are local healthcare providers.

■ Current Issues of the Initiative

- Ensuring quality of the lecture
 - Need training sessions for lecturers (obstetricians, midwives, public health nurses) to enable them to offer quality education catered to the needs of schools and students. (comment from Health Center)
- Support to individual cases
 - Although the deployment of lecturers is effective in improving overall knowledge levels, efforts are needed to strengthen support for individual issues. (comment from the city Government)

■ Direction for Future Development

- Ensuring quality of the lecturers
 - ✓ There is a need to provide lecturers with opportunities to learn from each other, such as use of open lectures for the lecturers themselves. (comment from Health Center)
- Close partnerships with school nurses

- ✓ A system should be set up to provide personal counseling and support to students, in coordination with school nurses, using the access the city Government has to local information on pregnancy and delivery situation. (comment from the city Government)
- ✓ Since elementary schools, middle schools, and high schools conduct a consistent sexual education program, there is a need for OBGYN institutions, school nurses, and the local government to coordinate and discuss issues and measures. (comment from the city Government)

■ Expectations for Other Stakeholders

- Government
 - ✓ It is hoped that the national Government will provide places for students where they can access correct information, advice and support. (comment from Health Center)
- Schools
 - ✓ It would be desirable for schools to use a unified set of educational materials. (comment from the city Government)

Interviewees

- ◆ Health Center
 - Community Health Division, Health and Welfare Department, Tohkamachi Regional Promotion Bureau, Niigata Prefecture
- ◆ City Government
 - Health Promotion Division, Tohkamachi Municipal Citizen Welfare Department

Interview date: December 2017

2.3 case 3: Saitama Prefecture

Providing equal opportunities for all students to acquire the same level of knowledge by enhancing teaching materials and teacher training

■ Basic Information

- Saitama's sex education policies (public resources)
 - ✓ *Heisei 29 Nendo Gakko Kenko Kyoiku Hikkei* ("FY2019 School Health Education Handbook"; Available only in Japanese)
 - ✓ *Shin – Naruhodo Hoken Gakushu (Heisei 27)* ("New – I Understand Health Education (2017)"; Available only in Japanese)
- Outline of the initiative
 - ✓ Training for teachers on best practices, the latest issues in the field of sex education, and the flow of classroom lessons.
 - ✓ Annual efforts to develop sex education policies based on feedback from teachers.

■ Background

- In light of a push by the national Government to put more effort into sex education, in 2005 Saitama Prefecture launched the "Committee to Promote Sex Education Practice in Saitama Prefecture" (later renamed in 2017 as "Committee to Resolve Sex Education Issue in Saitama Prefecture") (hereafter, the "Committee"). Current committee members include professors from the Faculty of Education at Saitama University (chairpersons), the principal of a local school (Vice Chairperson), three teachers each from a local elementary school, a local junior high school, and a local high school (one school nurse and two teachers of health and physical education), and administrative staff members from local governments.
- The Committee works to propose lesson plans for sex education based on discussions with schools about their needs. The Committee conducts research on lessons, and Committee members test out lessons at their own schools. The Committee also holds workshops for teachers.

■ Overview of Activities

Based on the ideal that all students have the right to learn correct information about sex, the Committee focuses its efforts on teachers. The Committee keeps track of a network of Health Departments, etc. that schools can call upon if they want to have them come into classes to complement lessons based on the Courses of Study set out by the Ministry of Education, Culture, Sports, Science and Technology (MEXT).

- Workshops for teachers who conduct sex education (hereafter referred to as the "workshop")

Target	<ul style="list-style-type: none"> • Teachers of health and physical education, school nurses and health supervisors from elementary, junior high, and high schools. Approximately 500 people participate each year out of a target audience of 1,500 schools in Saitama Prefecture. Many of them are school nurses
Lecturer	<ul style="list-style-type: none"> • Lecturers are selected based on advice from Committee members and experts • Model lessons are conducted by Committee members to demonstrate best practices
Budget	<ul style="list-style-type: none"> • Workshops are funded by MEXT as a designated school general health support project (funding has been secured through FY2017)
Frequency	<ul style="list-style-type: none"> • Once a year

Overview	<ul style="list-style-type: none"> During workshops, local government staff members give opening remarks, followed by the introduction of model lessons (best practices), and a presentation from an external lecturer Each workshop has a theme based on MEXT's Courses of Study. However, they may also provide detailed information on topics such as infertility and syphilis, which are problems in recent years To respond to the needs in the field, the results of the feedback questionnaire filled by participants are discussed by the Committee and incorporated into plans for future fiscal years. Many teachers have expressed opinions about the actual implementation of lessons (teaching methods and use of class time)
Special Features of the Workshops	<ul style="list-style-type: none"> The theme of the Workshop is examined and discussed every year to allow participants to learn the wide range of information necessary for their classes Lecturers teach about not only sex education lessons, but also offer hints on health education in general, in order to increase participant engagement in the Workshop

➤ *The School Health Education Handbook*

Target	Teachers of health education at elementary, junior high, and high schools
Budget	Funded as a project of Saitama Prefecture
Frequency of Revisions	Once a year
Overview	<ul style="list-style-type: none"> Discusses important points and philosophies related to school health education, the positioning of health education, the latest information on sex education topics, case studies, and so on. It has sections on sex education and AIDS education The Handbook also introduces other reference materials created by the National Government and Saitama Prefecture such as <i>Shin – Naruhodo Hoken Gakushu</i> (Heisei 27) (“New – I Understand Health Education (2017)”; Available only in Japanese), which is published by the Saitama Prefectural Board of Education and Saitama Prefectural School Health Council The Handbook is revised each year based on information from the “State of School Health Education Survey” on the utilization of the Handbook in schools, and opinions of the Handbook gathered during Workshops
Special Features of the Handbook	<ul style="list-style-type: none"> The Handbook aims to help teachers by providing specific lesson plans where possible Anyone can download the Handbook from the Saitama Prefecture website

■ **Strength of the Initiative**

➤ Extensive teaching materials

- ✓ Saitama Prefecture creates teaching materials like the *School Health Education Handbook* every year, which presents a clear vision on health education and case examples. Saitama Prefecture made the decision to publish the Handbook on its website because there were many inquiries about it from the governments of other prefectures. (Comment from Prefectural Government)

- Collaborations with other stakeholders
 - ✓ There is a close partnership with Health Departments. For example, a booklet published by the Wellness and Longevity Division was introduced at the Workshop one year when the theme was infertility, and utilized in a model lesson at a high school. (Comment from Prefectural Government)
 - ✓ Because a school nurse sits on the board of directors of Saitama Society of Maternal Health, its academic conferences always set aside time for presentations on health education. This is a valuable opportunity to communicate the actual situations at schools to academia. (Comment from a Lecturer)

■ Current Issues of the Initiative

- Medium- to long-term evaluation of activities
 - How should the impact of these initiatives on not only teachers, but also students, be evaluated? How should the mid- to long-term impacts be evaluated? (Comment from Prefectural Government)
- Overflow of information on sexual health
 - Recently, information can be easily available through the internet, but not all of the information is correct. Some students follow this information without questioning it and act inappropriately. (Comment from a Lecturer)

■ Direction for Future Development

- Continuation of activities
 - ✓ The Prefectural government will try to secure an independent budget to continue the initiative. (Comment from Prefectural Government)
- Strengthening external lecturer dispatch support
 - ✓ Connections have been made with medical associations, associations of dentists, pharmacist associations, and midwife associations in Saitama Prefecture, but organized collaborations are not taking place. The Prefectural government hopes to create a system that will allow schools to find external lecturers easily, such as by creating a list of lecturer candidates. (Comment from Prefectural Government)

■ Expectations for Other Stakeholders

- The National Government
 - ✓ The national Government should continue to send the message that "sex education is important." (Comment from Prefectural Government)
 - ✓ The national Government should strengthen training for health education teachers, for example, by increasing the number of credits required at training institutions, including universities, so they can give appropriate guidance at schools. (Comment from a Lecturer)
 - ✓ The national Government should make it easier to find reliable data that can be utilized in classrooms, such as nationwide survey results. (Comment from a Lecturer)
- To Health and Physical Education Teachers
 - ✓ Teachers should first correctly grasp the purpose and content of each lesson before teaching classes. (Comment from a Lecturer)

Interviewees

- ◆ Prefectural Government
 - Mr. Hironari Masuda, Chief of Health and Physical Education Division, Prefectural Schools Department, Education Bureau, Saitama Prefecture
 - Ms. Naomi Takeda, Supervisor of Health and Physical Education Division, Prefectural Schools Department, Education Bureau, Saitama Prefecture
- ◆ Lecturer
 - High School Nurse-Teacher, Saitama Prefecture Committee on Sex Education

Interview date: November 2017

The Project Team

The “Best Practices in Sex Education Implemented by Local Governments” Project Team

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