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Current State and Problems of Japanese Higher Education



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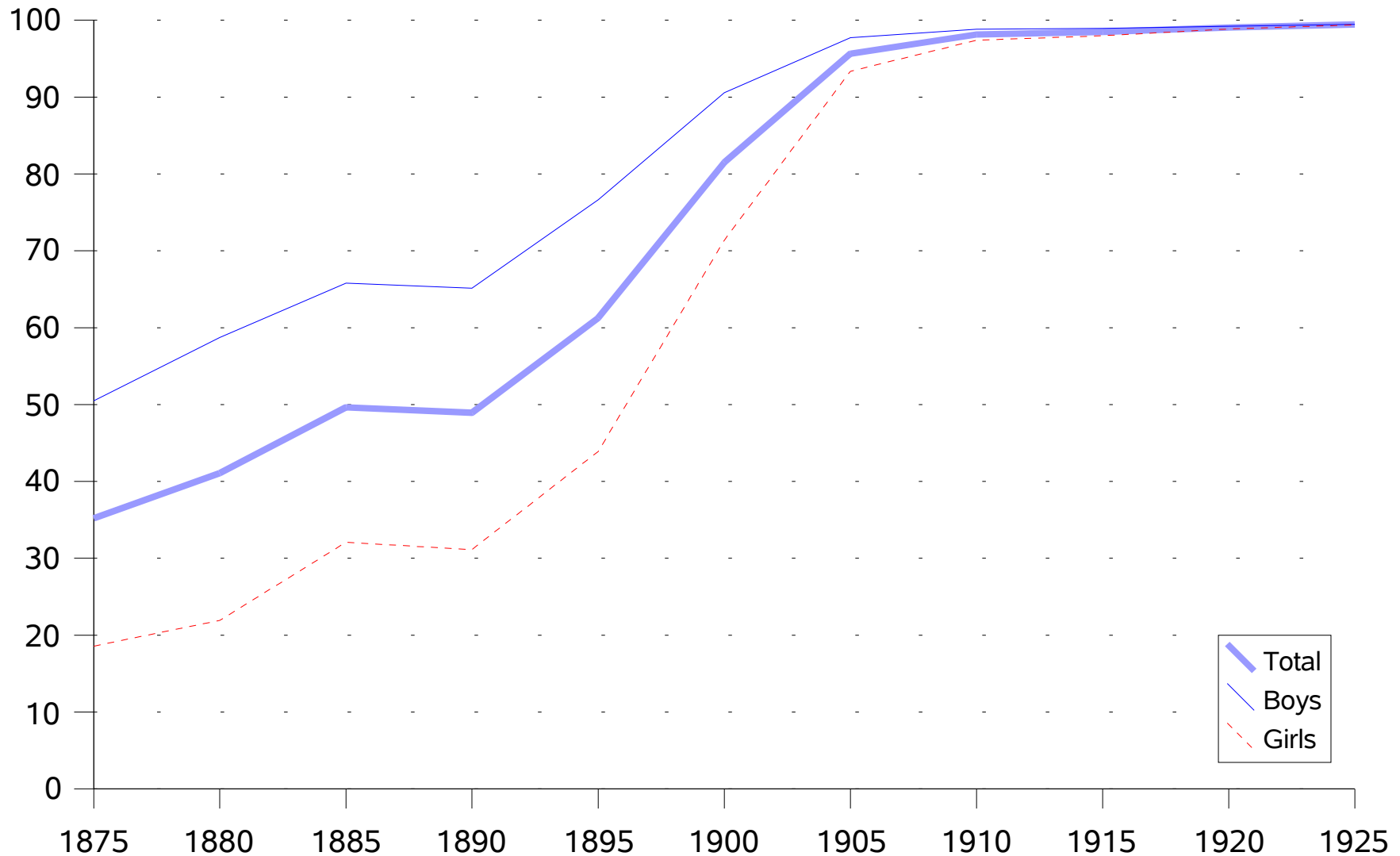
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I Education system in Japan

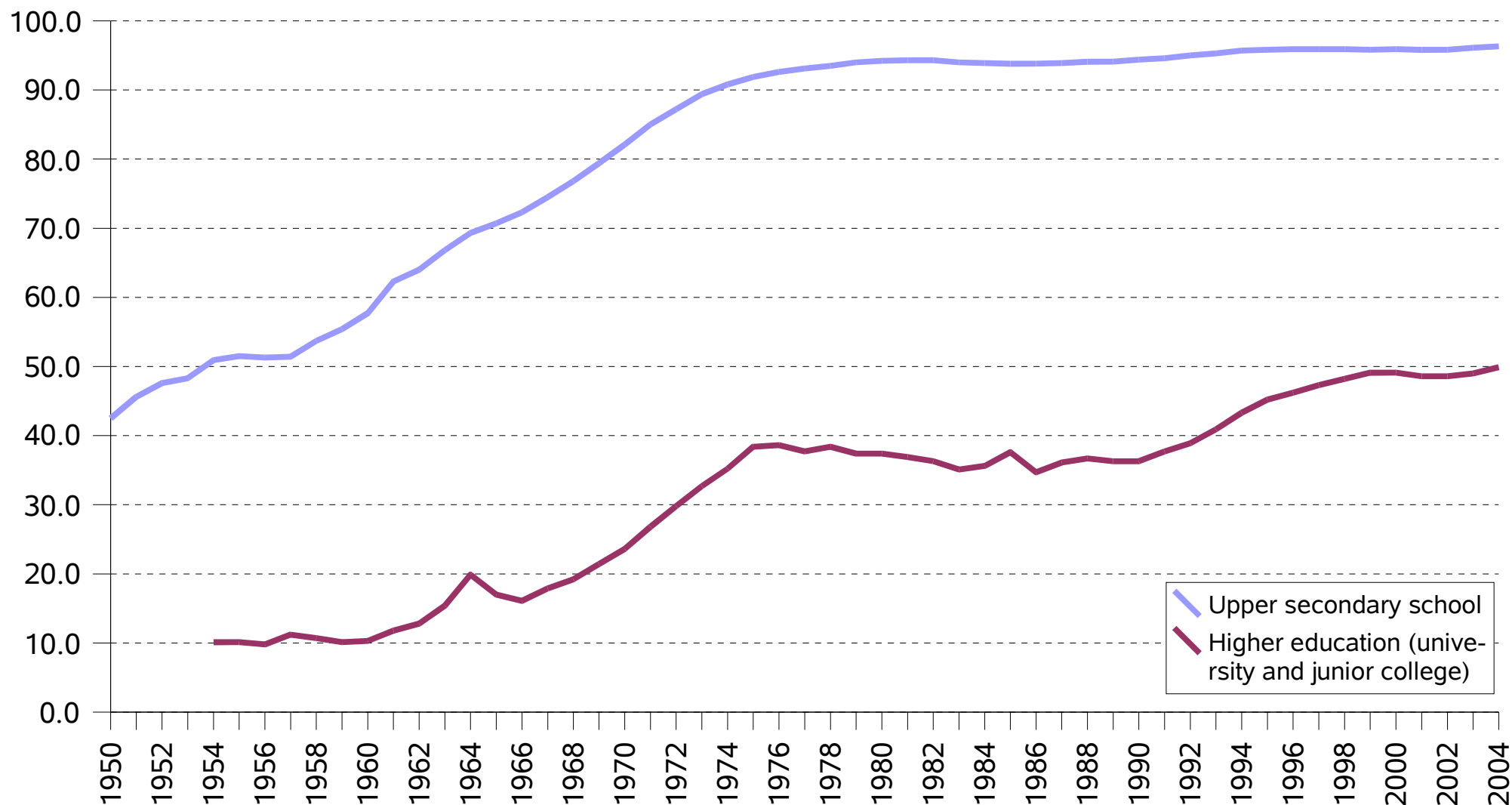
1. Development of the modern education system

- Development of *Terakoya* in the Edo period
- Introduction of a modern education system after the Meiji Restoration (1868) - Education System Order (*Gakusei*)
- Generalisation of elementary education at the beginning of the 20th century

Percentage of children in full-time elementary education between 1875 and 1925



Percentage of students enrolling in upper secondary schools and higher education institutions (universities and junior colleges)



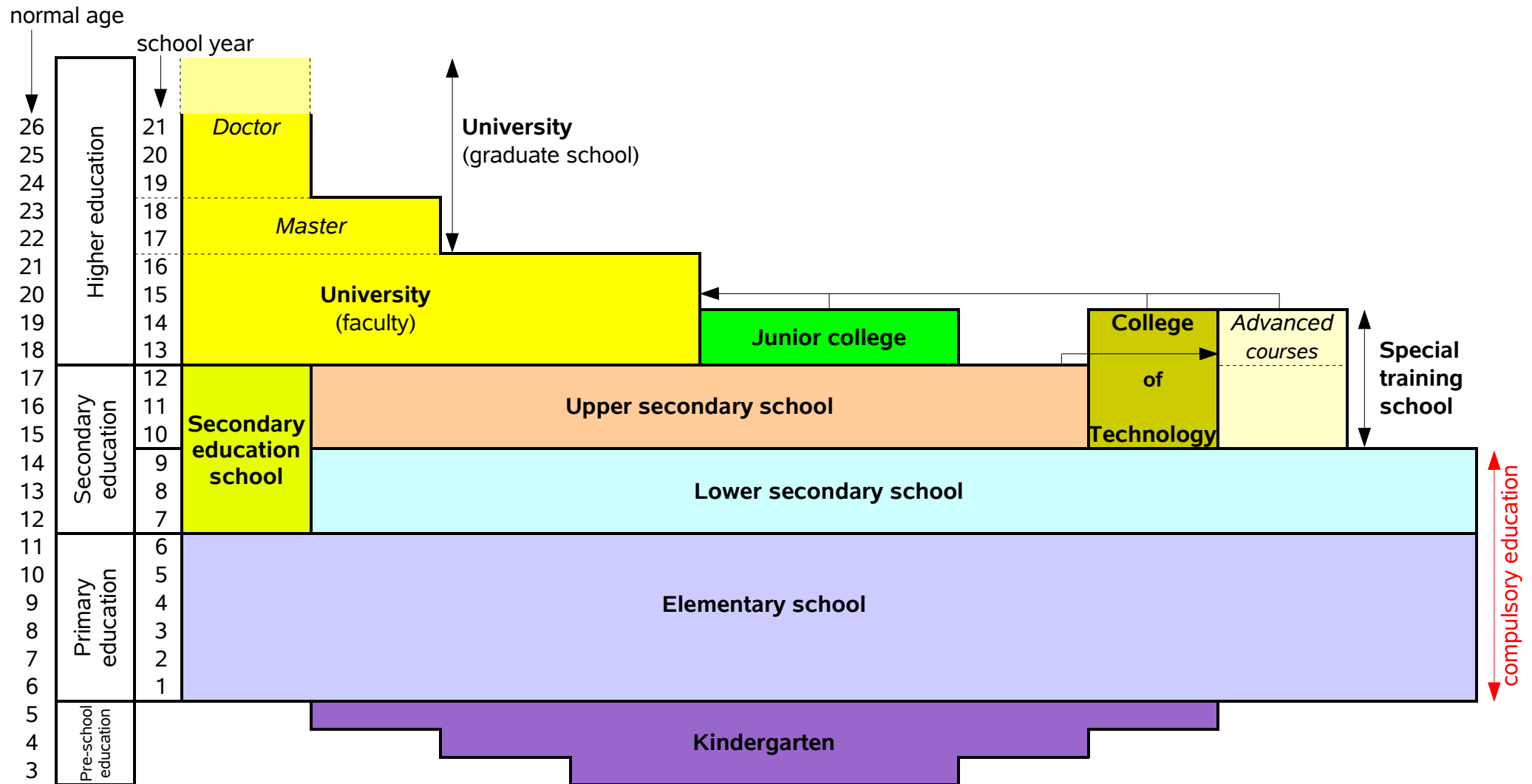
2. Organisation of the school system

- A number of amendments and revisions to the system under the *Gakusei* (School System Order)
- Characteristics of the pre-war school system:
 - a relatively short period of compulsory education, common to all;
 - a multiple track system after that period

After World War II

- Entire revision under the occupation
- Nine-year compulsory education
- Unified into a single track system
 - universities being open to every graduate of an upper-secondary school
 - abolition of distinction among higher education institutions, except the junior colleges as an interim system

Organisation of the present school system



Number of schools, students and teachers as of 1st May 2004

	<i>Number of schools</i>	<i>Number of students</i>	<i>Number of teachers*</i>
Kindergarten	14,061	1,753,396	109,853
Elementary school	23,420	7,200,929	414,887
Lower secondary school	11,102	3,663,512	249,801
Upper secondary school	5,429	3,719,048	255,629
Secondary education school	18	6,051	470
Special education schools (for handicapped children)	999	98,796	62,255
College of technology	63	58,681	4,474
Junior college	508	233,749	12,740
University	709	2,809,323	158,756
Special training school	3,443	791,540	40,675
Miscellaneous schools	1,878	178,115	11,267

A very good performance in primary and secondary education

- Ranking in the OECD's PISA 2000
 - first group for mathematics and science
 - second group for reading
- PISA 2003
 - still in the same groups as the PISA 2000
 - Japan slightly lowered its ranking by country.

PISA 2000: Top 10

	Reading	Mathematics	Science
1	Finland	Japan	South Korea
2	Canada	South Korea	Japan
3	New Zealand	New Zealand	Finland
4	Australia	Finland	UK
5	Ireland	Australia	Canada
6	South Korea	Canada	New Zealand
7	UK	Switzerland	Australia
8	Japan	UK	Austria
9	Sweden	Belgium	Ireland
10	Austria	France	Sweden

PISA 2003 : Top 10 and Japan

	Reading	Mathematics	Problem-solving
1	Finland	Finland	South Korea
2	South Korea	Japan	Hong Kong
3	Canada	Hong Kong	Finland
4	Australia	South Korea	Japan
5	Lichtenstein	Lichtenstein	New Zealand
6	New Zealand	Australia	Macao
7	Ireland	Macao	Australia
8	Sweden	Holland	Lichtenstein
9	Holland	Czech Republic	Canada
10	Hong Kong	New Zealand	Belgium

14 Japan

II Higher education in Japan

1. Foundation of modern higher education institutions
 - Establishment of the University of Tokyo (later Imperial University, then Tokyo Imperial University) by the Government in 1887
 - Other imperial universities in major cities

- Characteristics of these institutions
 - Governmental institutions
 - Organised on the continental European model (especially Germanic)
 - Bureaucratic system with quasi-autonomous academic units (faculties)

- Other institutions
 - Governmental institutions other than imperial universities
 - Local public institutions
 - Private institutions
- Specialised School Order in 1903
- University Order in 1918
 - acknowledgement of the university status to non-governmental institutions

Number of higher education institutions as of 1943

	<i>Universities</i> [imperial universities]	<i>Specialised Schools</i>	<i>Total</i>
Governmental (national)	19 [7]	58	77
Local public	2	24	26
Private	28	134	162
Total	49 [7]	216	275

Characteristics of pre-war higher education

- Well-organised bureaucratic administration system in governmental institutions
- Coexistence of three sectors of higher education institutions – governmental (national), local public and private
- Absolute priority to the national institutions, especially the imperial universities

After the war (as of 1949)

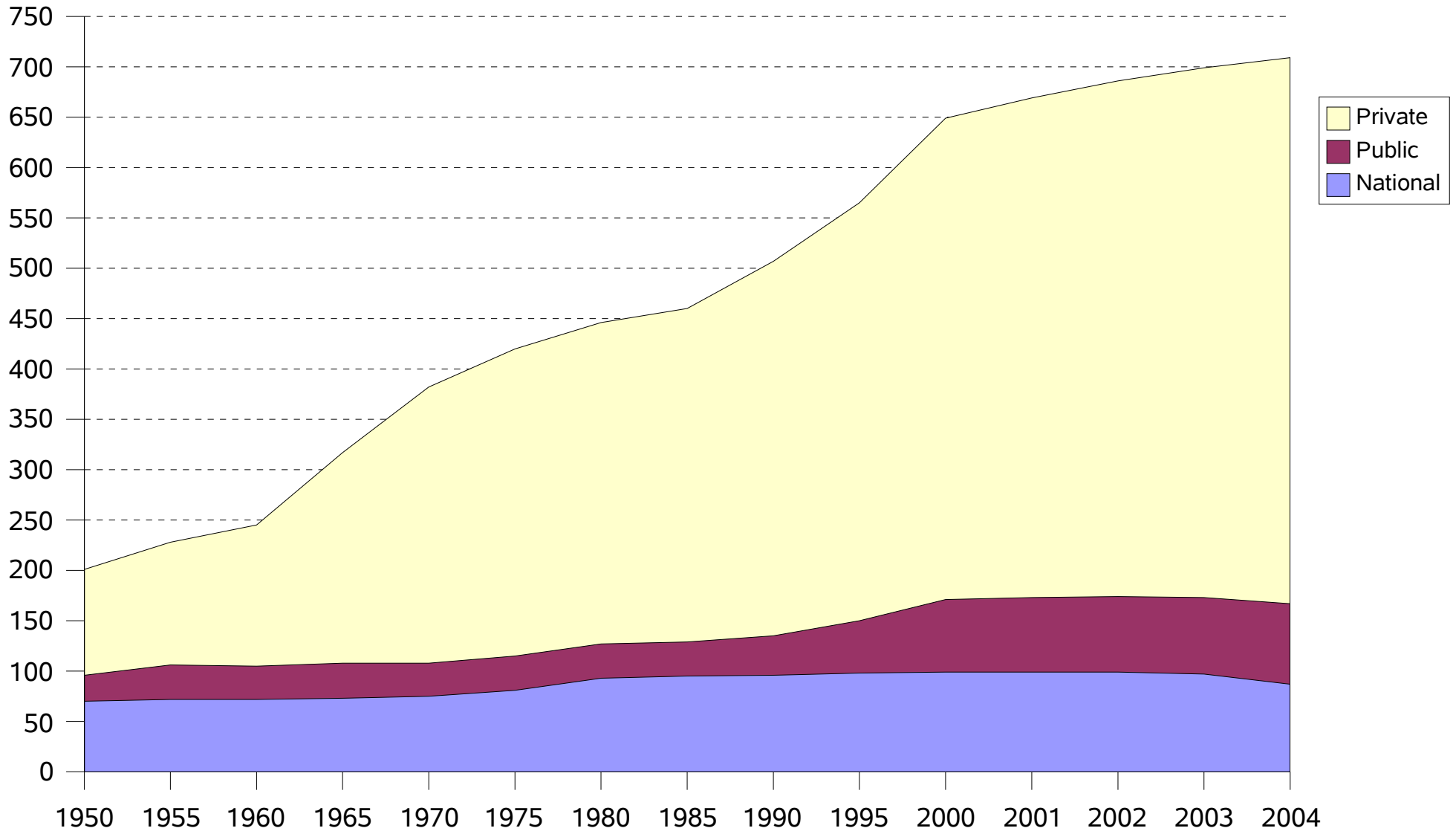
- 70 national universities without difference in legal status among them
- 17 local public universities
- 81 private universities
- Junior colleges (regarded as provisional)

2. The expansion of higher education and its decline

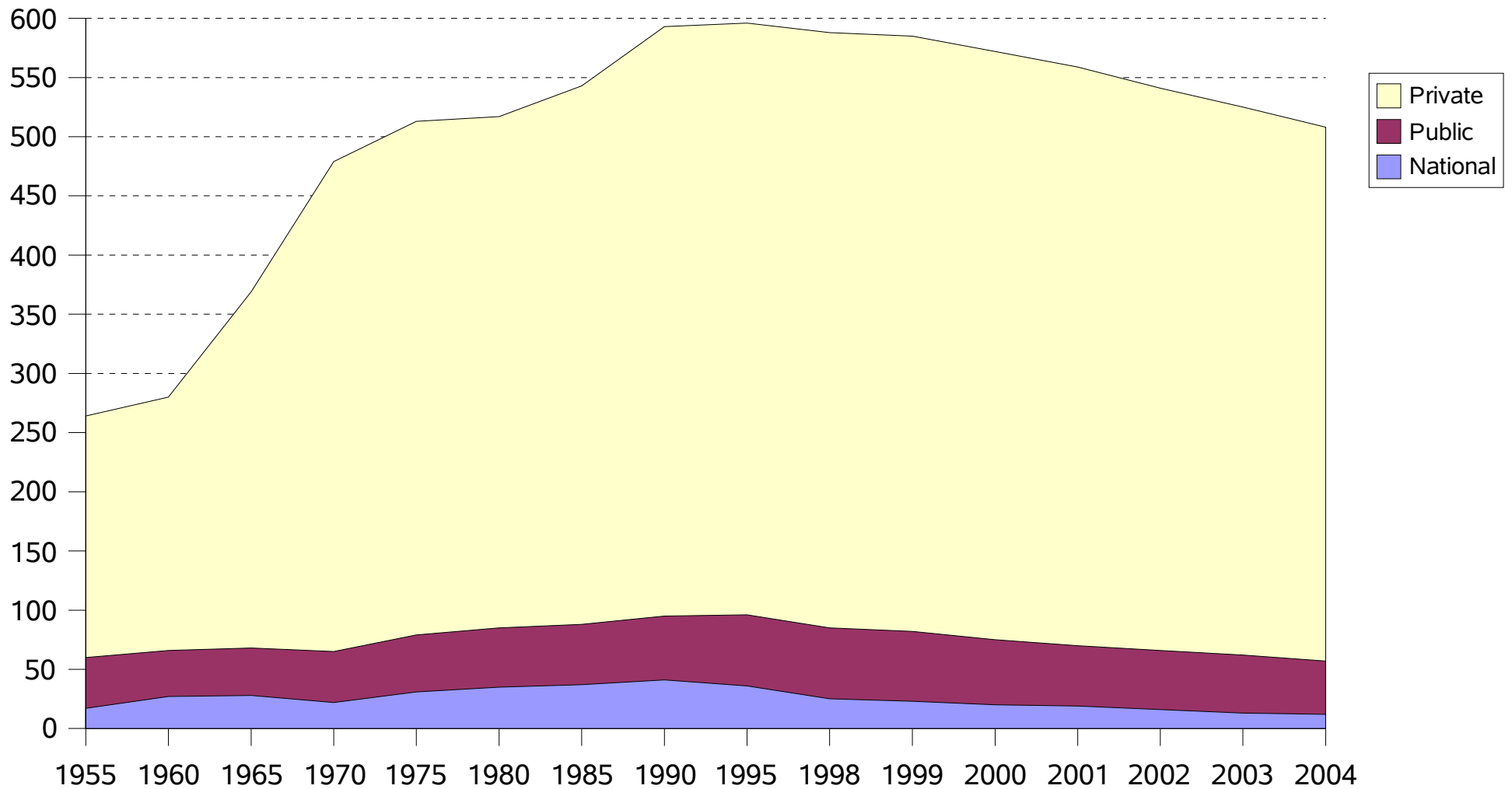
- Rapid growth of higher education in the 1960s and early 1970s
- Number of institutions
 - 1960 : 245 universities and 280 junior colleges
 - 1975 : 420 universities and 513 junior colleges
- Multiplication of students from 1960 to 1975
 - Universities : 2.77 times
 - Junior colleges : 4.28 times

- Enrolment ratio (of the age cohort)
 - 10.3% in 1960
 - 38.4% in 1975

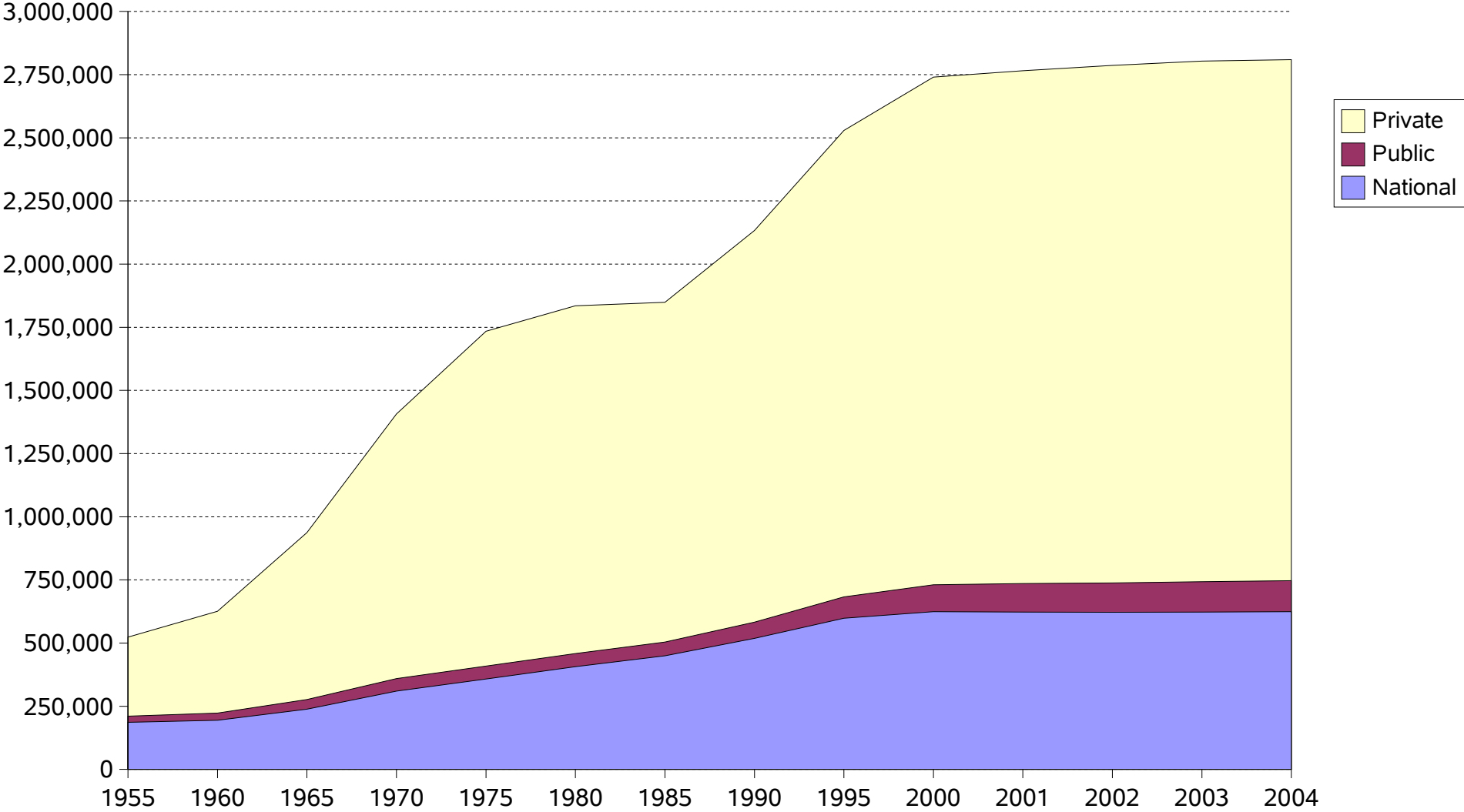
Number of universities by sector



Number of junior colleges by sector



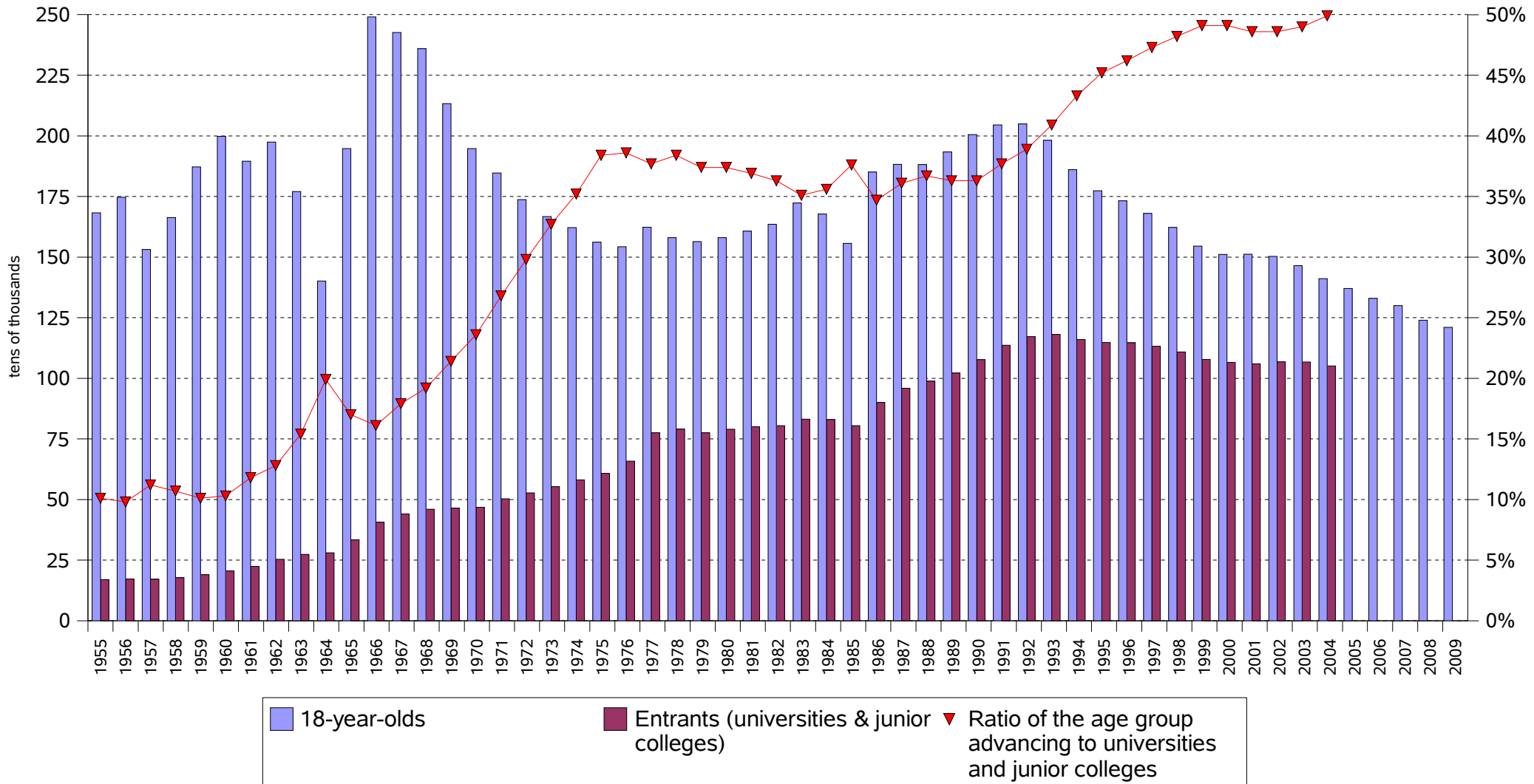
Students enrolment in universities



Second expansion in the 1980s and early 1990s

- Number of universities
 - 1980 : 446 universities (93 national, 34 public and 319 private)
 - 1995 : 565 universities (98 national, 52 public and 415 private)
 - 2004 : 709 universities (87 national, 80 public and 542 private)

Trends in 18-year-old population and access to higher education



III Recent developments in higher education reform

1. Incorporation of national universities

- Change in the status of the governmental institutions
- Legal personality and more autonomy

a. Progress towards incorporation

- Proposals for incorporation
 - *Teikokudaigaku dokuritsuan shiko* [Private study on independence of the Imperial University] in 1899
 - Michio Nagai's *Daigakukosya* [university corporation] in 1962.
 - The Central Council for Education's proposal on incorporation of national universities

- Discussion at the National Council on Educational Reform in the late 1980s
- Some governmental consultative organs' recommendations in the framework of administrative reform of the government
- Unanimous rejection on the part of national universities and the Monbusho (Ministry of Education)

- A new administrative system "Independent Administrative Institution (IAI)" in 1999
- 57 new autonomous governmental corporations in April 2001
- Study on the incorporation of national universities in this framework

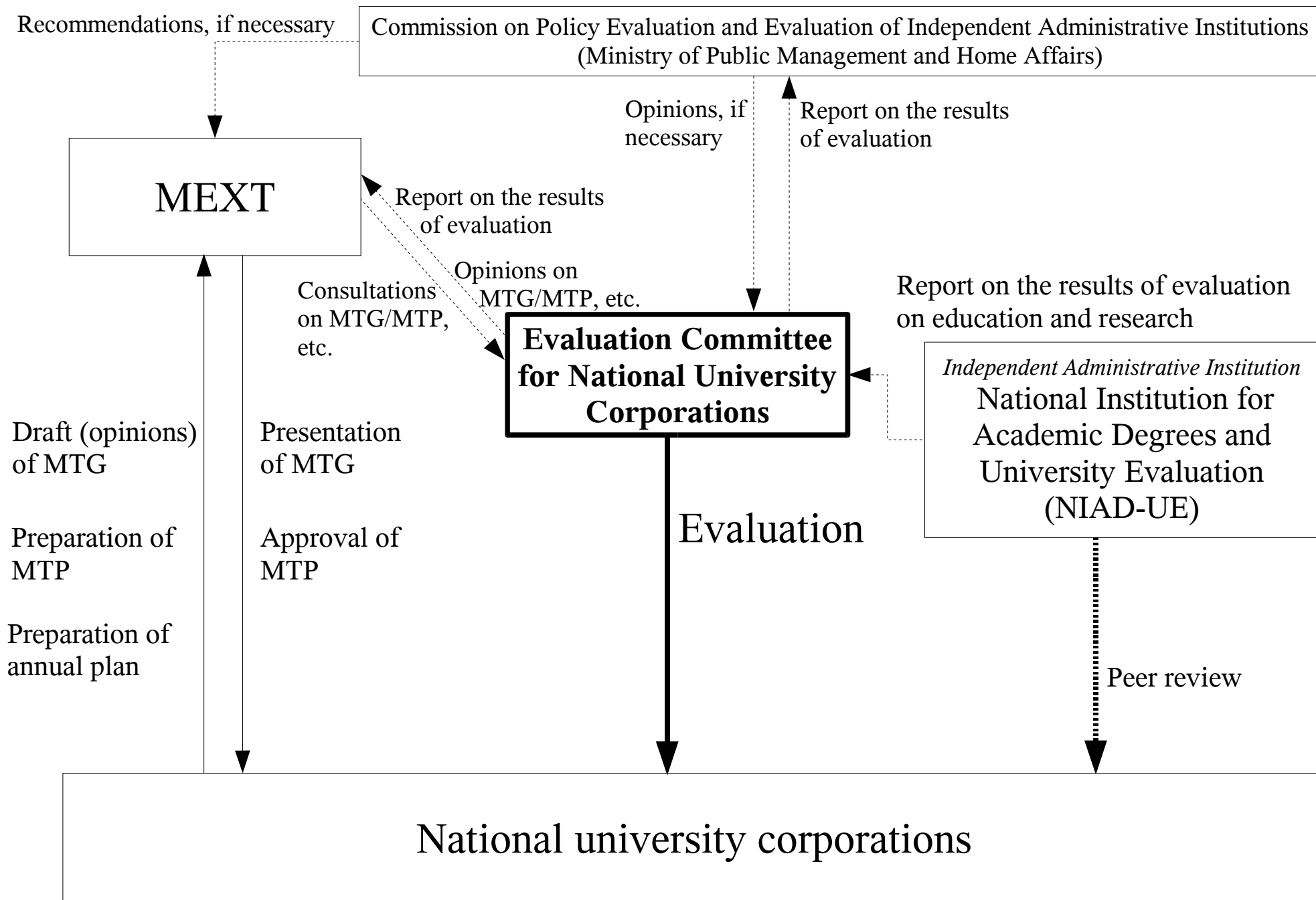
- A ministerial study on the incorporation of national universities from 1999
- Laws on the incorporation of national universities in 2003
- Incorporation on 1st April 2004

b. The national university corporation system

(1) Goals/plan and evaluation

- A legal personality to each national university
- Block funds
- Definition of
 - goals by the Minister of Education
 - a plan by each university (then approved by the Minister of Education)

- An evaluation committee in the Ministry of Education
 - academic and non-academic members
 - president : Ryoji Noyori (2001 Nobel laureate in chemistry)
- Report from the NIAD-UE with respect to matters essentially related to education and research

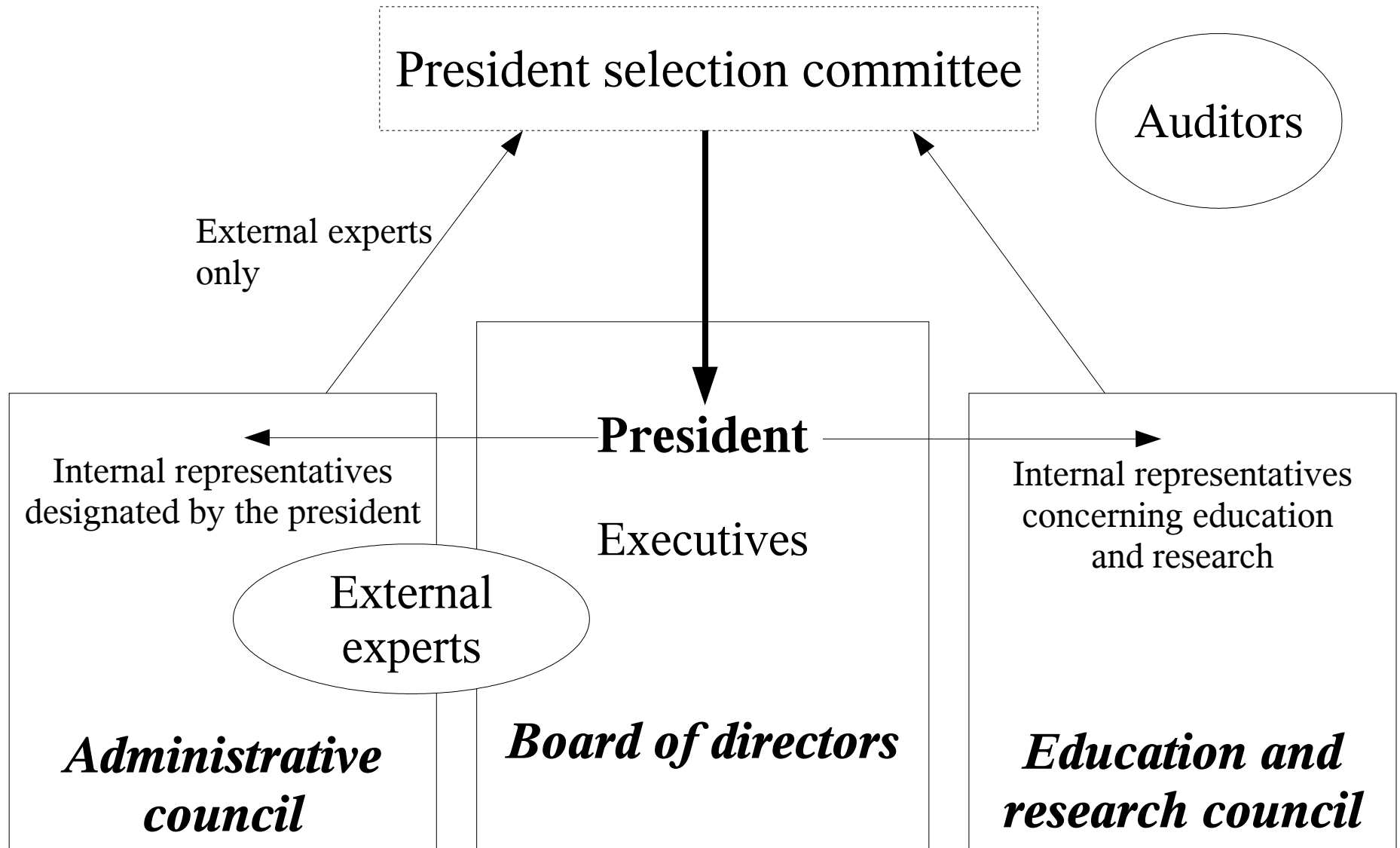


MTG: medium-term goals MTP: medium-term plan

(2) Governance and management

- President of the university
- Deliberative bodies
 - board of directors
 - administrative council
 - education and research council
- Structure of the secretariat at the discretion of each university

National University Corporation



- Participation of external persons in university management
 - one executive (member of the board of directors) at least
 - not less than half of the members of the administrative council

(3) Personnel

- Non-public servant status
 - increased flexibility in personnel affairs
 - without staff quota management by the Government
 - salary of the staff (academic and non-academic) in the block grant (operational grant)

	<i>Public servant type</i>	<i>Non-public servant type</i>
<i>Guarantee of status</i>	Stipulated by law	Stipulated by rules of employment of each corporation
<i>Rights of labour</i>	Disputes are prohibited.	Disputes are not prohibited.
<i>Recruitment of administrative staff</i>	Selection among successful candidates in the national public service examination	According to the criteria defined by each corporation
<i>Dual employment, side business, and political activities</i>	Restricted by the National Public Service Law	Stipulated in the employment rules of each corporation
<i>Foreigners</i>	Impossible to appoint them to management positions	Possible to appoint them to management positions
<i>Salaries and working hours</i>	Determined by each corporation	(idem)
<i>Medical insurance and pensions</i>	Similar to the national public servants	(idem)
<i>Provisions of the penal code such as bribes</i>	Similar to the national public servants	(idem)

(4) Students' payment

- A scope to decide tuition fees and entrance fees, based on the standards determined by the MEXT
- Fees in 2004
 - tuition fees : 5208000 yen (around 5,200 US dollars)
 - entrance fees : 282,000 yen (around 2,800 US dollars)

c. After incorporation - what has happened and problems

- Finance
- Governance
- External people
- Evaluation
- Distinction between the public and private sectors

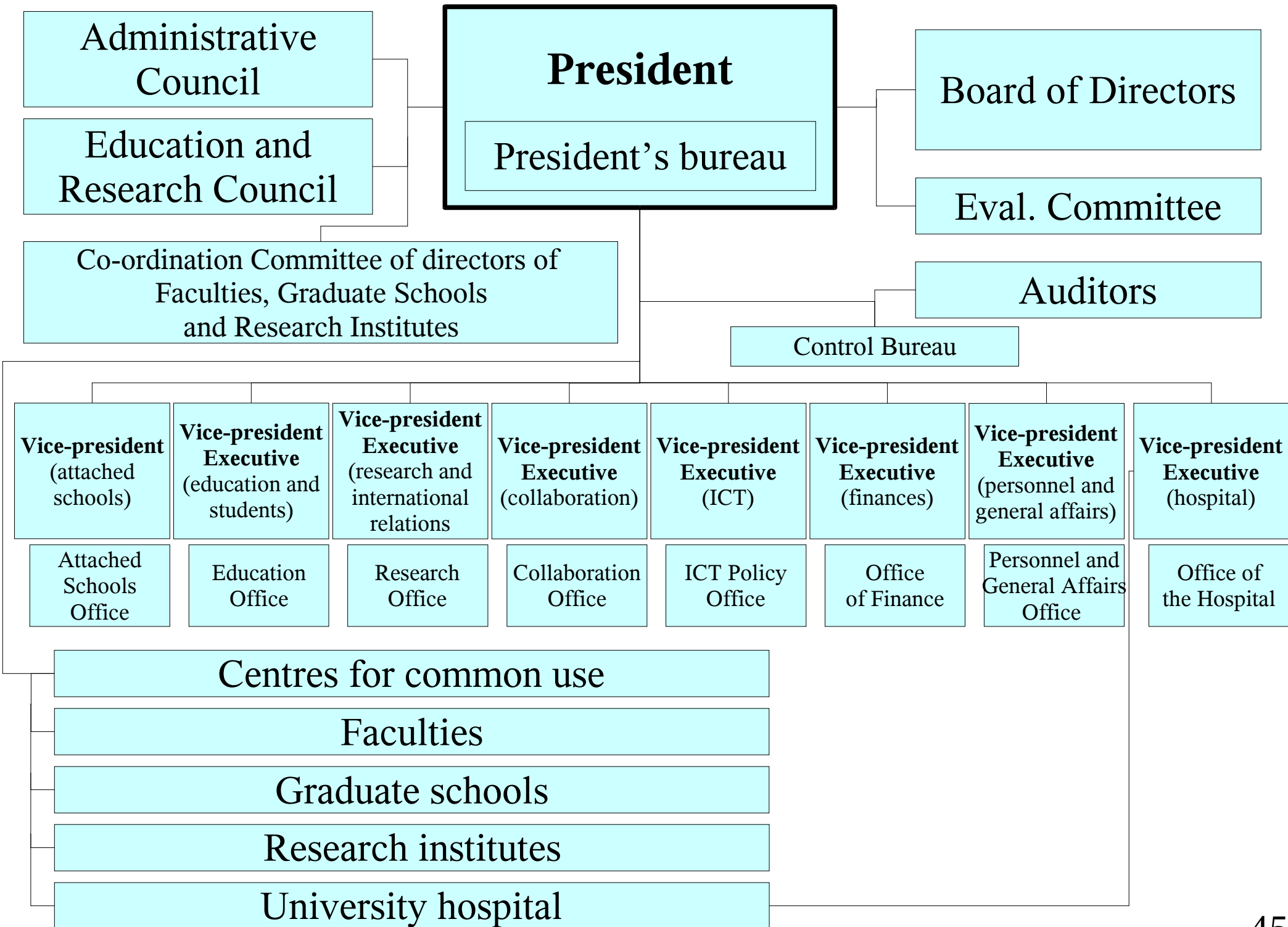
(1) Financial stability of national universities

- Operational grant to be diminished from FY2005
- Rise of the standards of fees set by the MEXT
- Difficulty in finding other sources

- Cost of the increased autonomy
 - Confrontation with student and staff unions, particularly with respect to revisions of fees
 - Pressure from the community
- Different fees among national universities?
- Very precarious situation of national universities

(2) Improvement of the university governance

- Efforts for dissolution of the "dual structure" – academic and administrative
- Construction of an administrative structure centring on the president
 - ex. Hiroshima University (next page)



- Leadership of the president
- Wide (and positive) participation of constituent members
- Development of non-academic staff

- Danger of an excessive concentration of powers
- Shared governance (R. Birnbaum)

(3) Participation of external people in university administration

- Effective participation of external experts in order to be responsive to society - How?

External members of the Administrative Council of Hiroshima University

<i>Name</i>	<i>Occupation (former)</i>
W. Imanaka	President, Chugoku Newspaper
K. Inai	President, Japan Audio Visual Educational Association (Former Secretary to the Minister of Education)
B. Johnstone	Professor of Higher and Comparative Education, State University of New York at Buffalo (Former President of State University of New York)
M. Ogasawara	President, Board of Education of Hiroshima Prefecture
M. Onami	Special Advisor, Kyoto Tachibana Women's University (Former President of Ritsumeikan University)
T. Shiiki	Lawyer
S. Takasu	Chairman, Chugoku Economic Federation / Chairman of the Board of Directors, Chugoku Electric Power Co. Ltd.
K. Tanabe	Secretary-General, Tokyo Conference for the Collaboration in Chugoku (Former Director-General, Chugoku Bureau of Economy, Trade and Industry (METI Chugoku))

(4) The evaluation

- Underdeveloped evaluation methods
- Time consuming

(5) Blurred distinction between public and private sectors

- Competition between the public and private sectors for the same resources (competitive research funds, students, etc.)
- Incorporation of national universities has made them closer to the private sector.

2. The University Council and the de-regulation in higher education

a. The University Council and its recommendations

- Discussion at the National Council on Educational Reform (*Rinjikyokushingikai*)
- Establishment of the University Council in 1987

- Background

- Progress in scientific research and changes in human resources;
- Rise in the percentage of students continuing to higher education and diversification of students;
- Growing need for lifelong learning and rising social expectations of universities.

- Abolition of subject areas – one of the most important recommendations
 - structure curricula reflecting their own educational ideals and objectives
 - no definition of subject areas, such as general education and specialised education
 - no requirement on obtaining a certain number of credits in each subject area (acquisition of a minimum total number of credits only)

1998 Report *A Vision for the University of the 21st Century and Future Reform Measures : Distinctive Universities in a Competitive Environment*

- Improve the **quality** of education and research with the purpose of nurturing the ability to investigate issues;
- Secure university **autonomy** by making the educational and research system structure more flexible;
- Establish university administration and management with **responsible decision-making and implementation**; and
- **Individualise** universities and continuously improve their education and research by establishing **multiple evaluation systems**.

2002 revision of the School Education Law

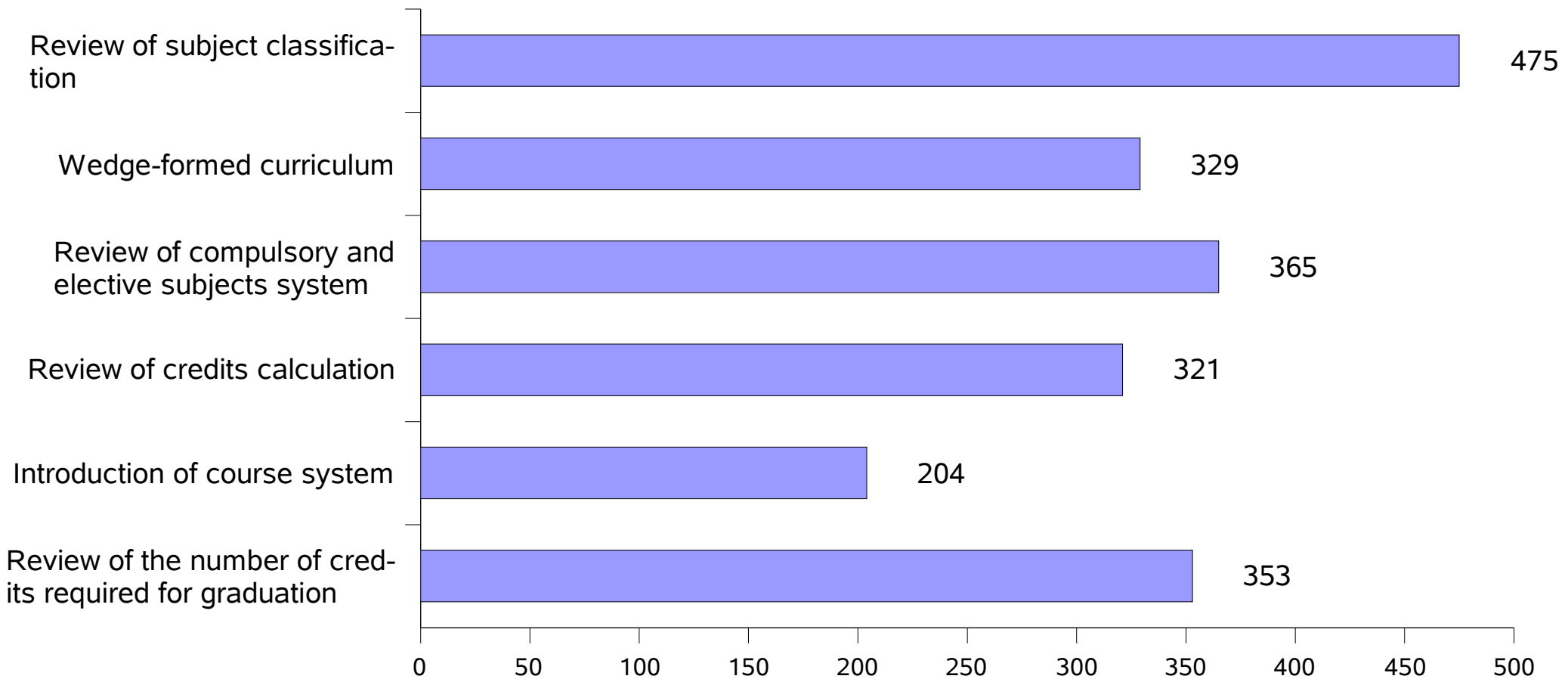
- More flexibility for a reorganisation of faculties and departments
- Introduction of a continual third-party evaluation system for all universities

b. Diversification of higher education institutions and their programmes

- Universal phase (M. Trow)
 - Enrolment ratio : 49.1% in 1999
 - Over 50% in 1987, if the non-university sector is included

- Definite abandonment of the planned higher education policy
- Acceleration of diversification of higher education institutions

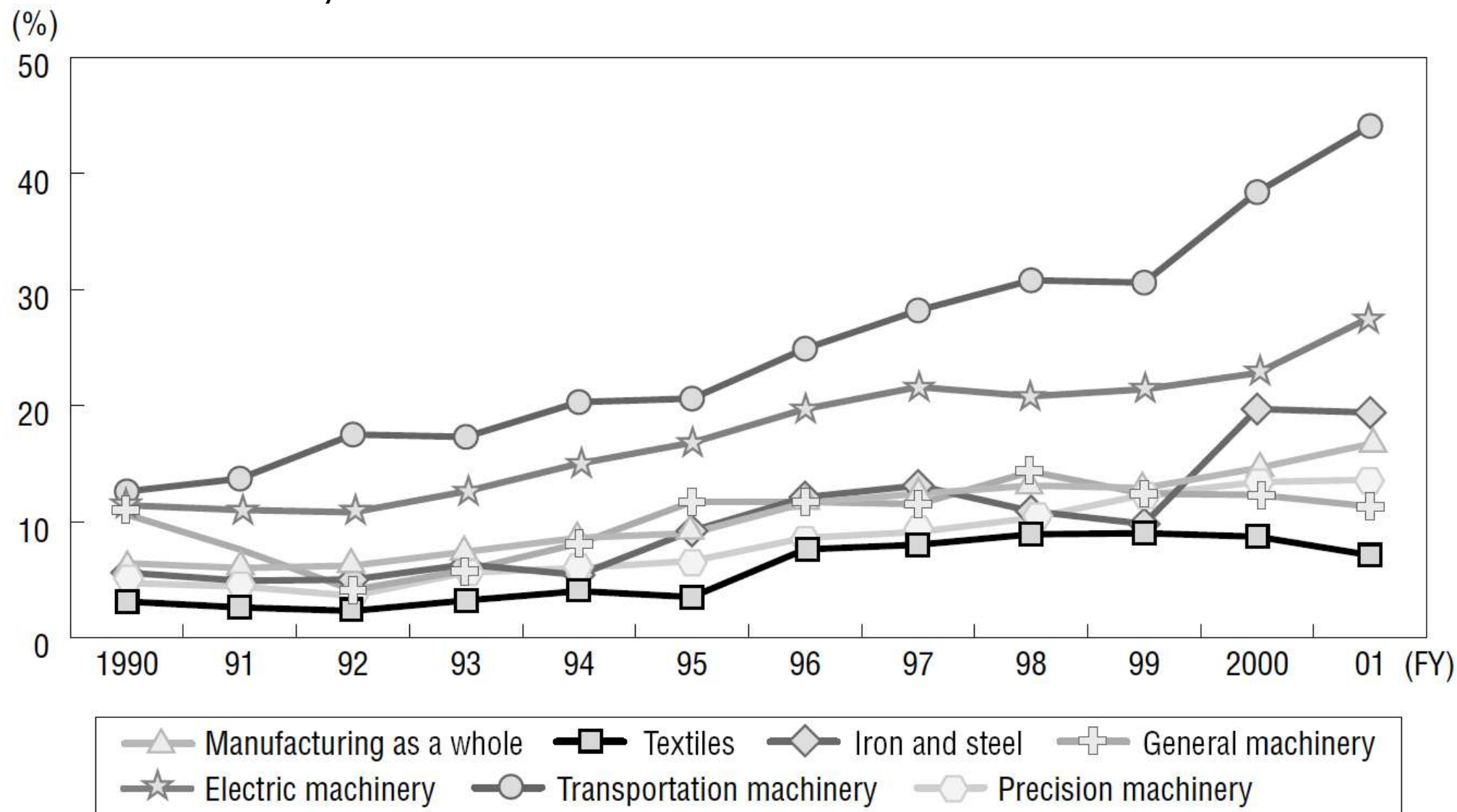
Implementation of curriculum reform in universities (2001)



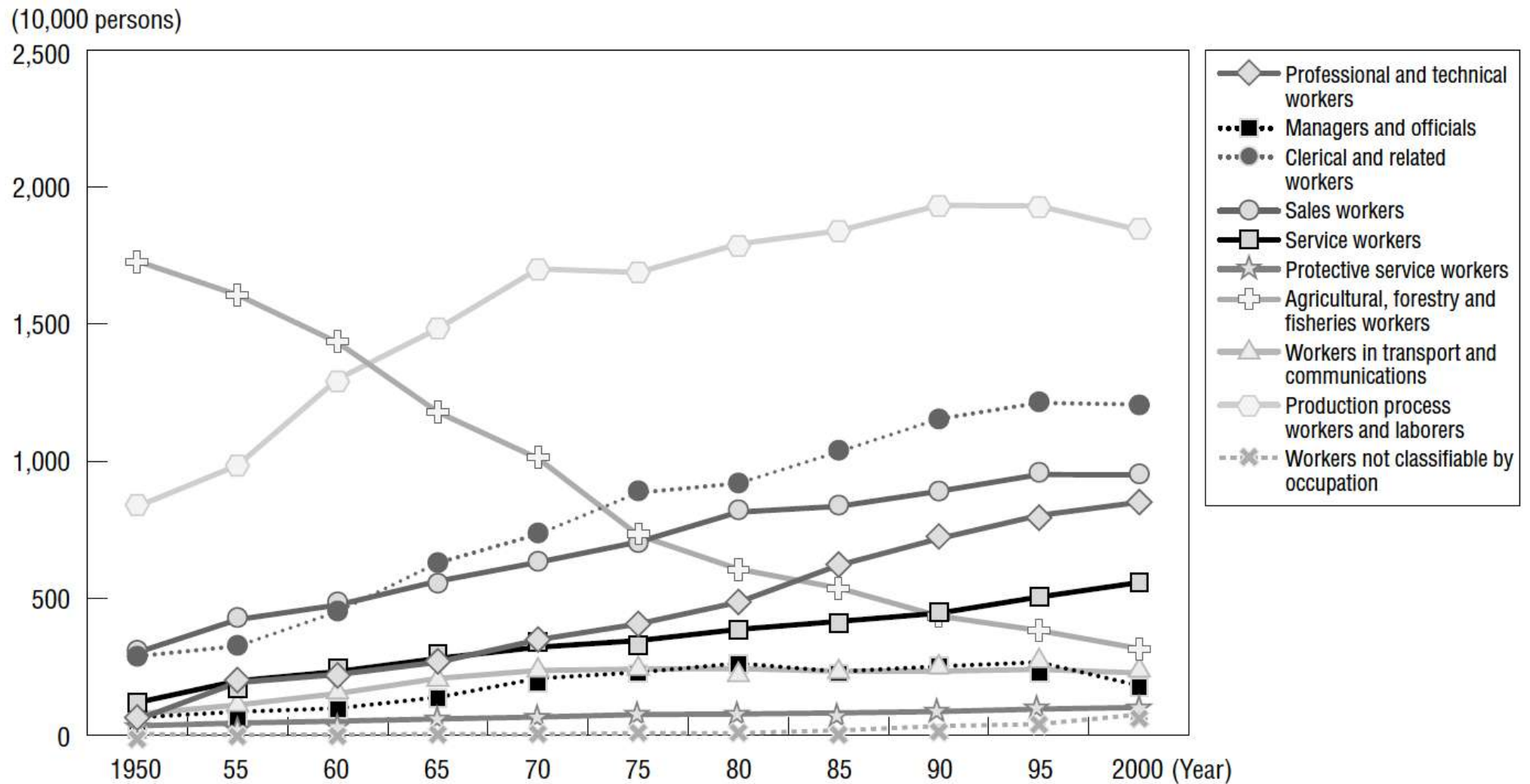
c. Development of human resources in knowledge-based society

- Knowledge : key to the development
- Lifelong learning
- Adult students

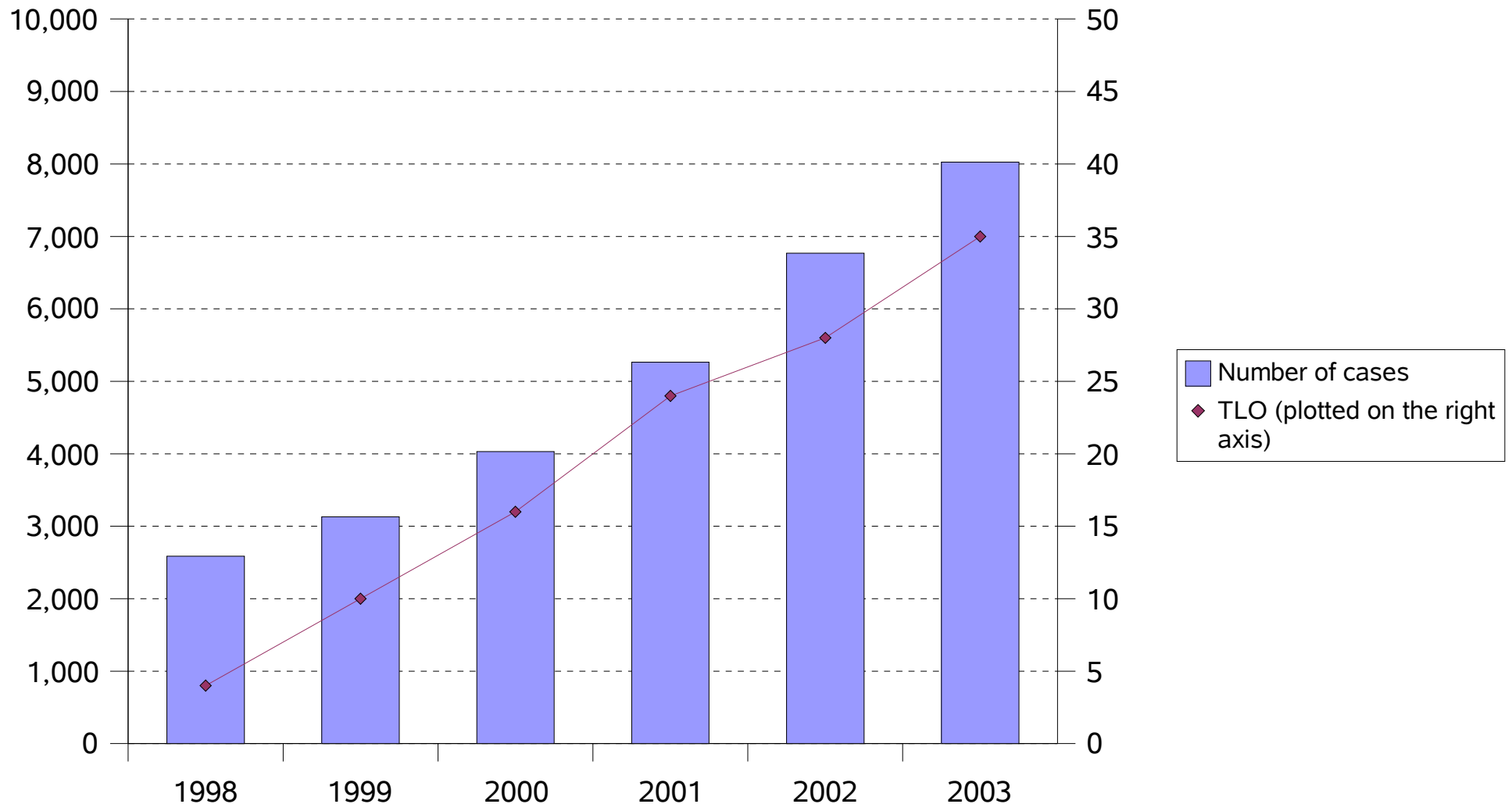
Japan's foreign production ratio by industry



Number of employees by occupational classification



Number of cases of co-operative research implemented between national universities and the industry / Number of the TLO recognised by the Government

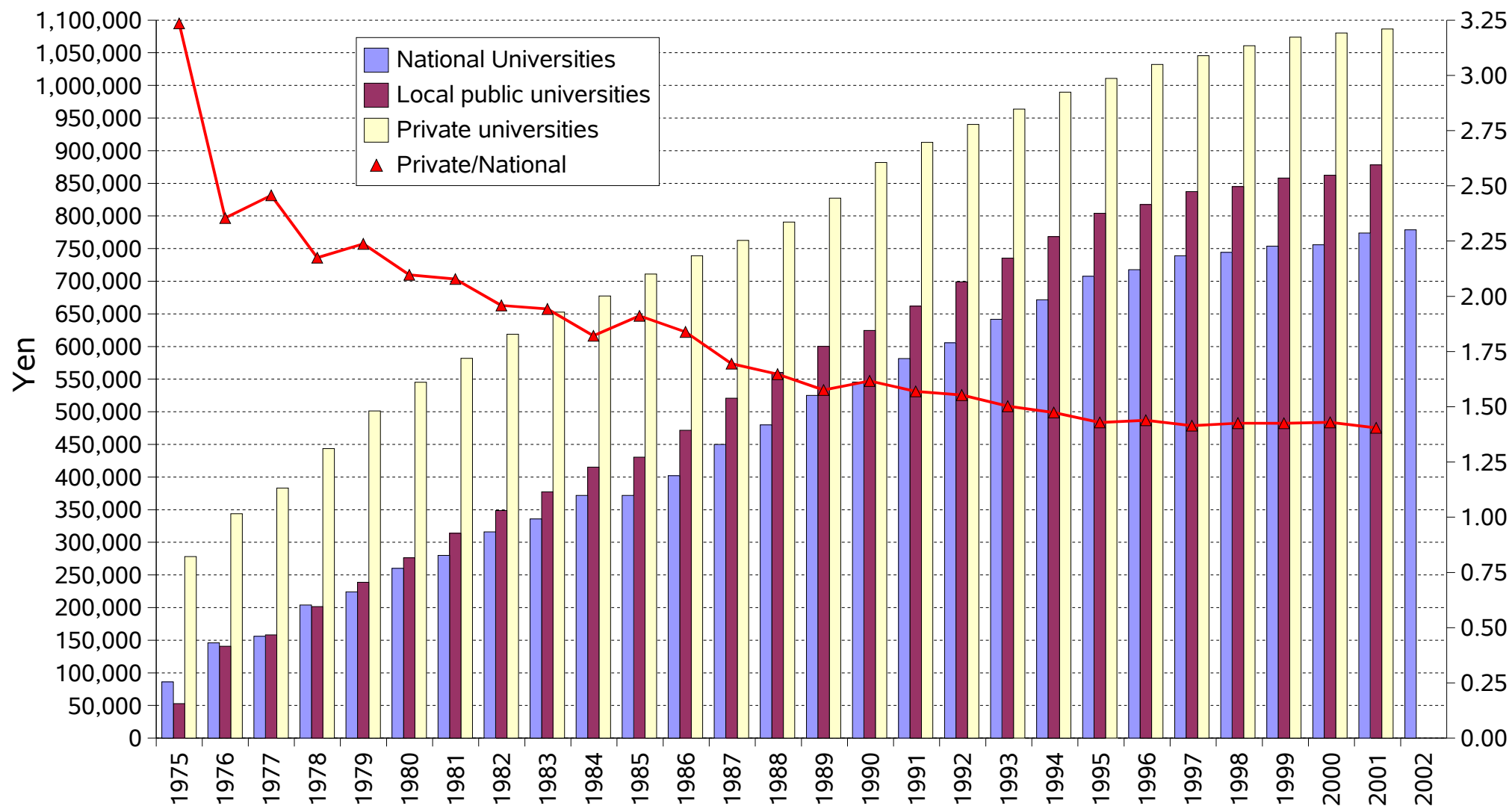


3. University financing – increasing competition between public and private sectors

a. The spiral of tuition fees

- Governmental funds to HE institutions in the FY2003
 - 97 national institutions and others : 1,525,606 million yen
 - 989 private universities and junior colleges : 321,750 million yen

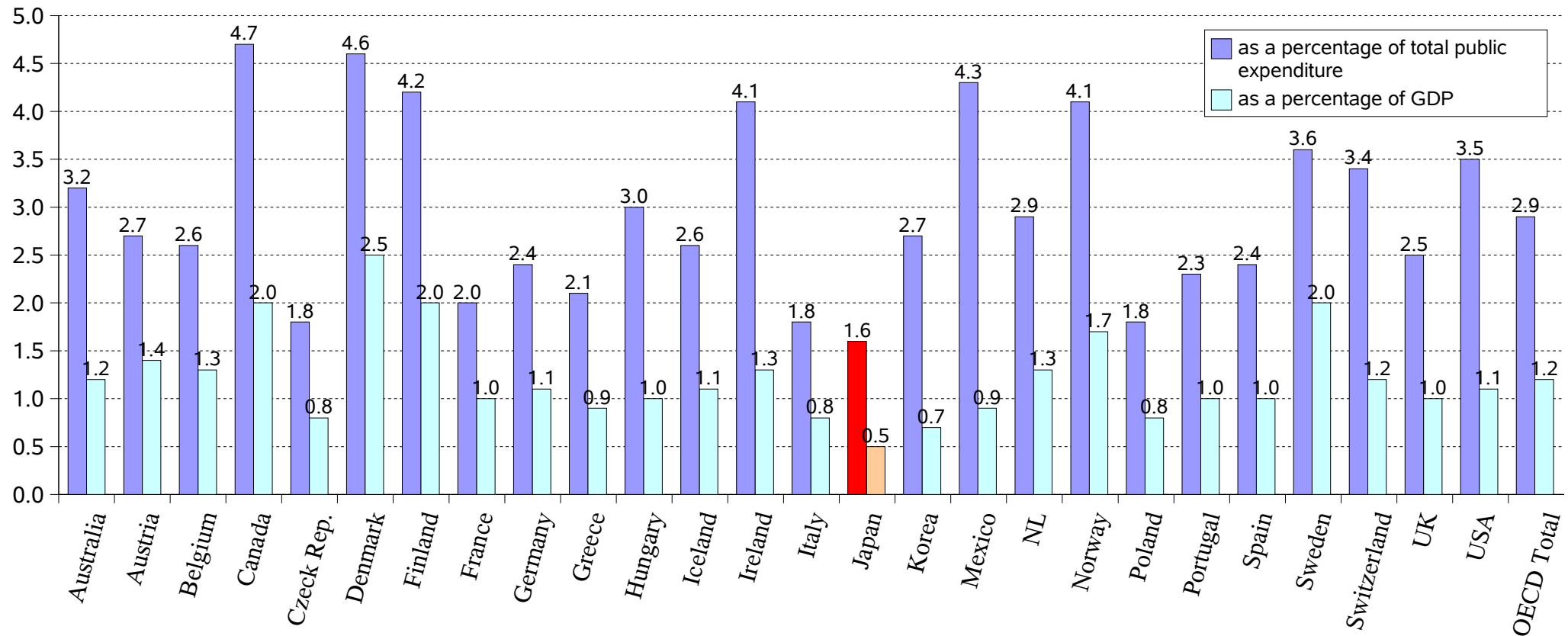
The first year tuition fees (entrance fees included) by sector and the ratio of tuition fees of private universities to those of national universities



b. Poor public expenditure on higher education

- Pressure towards the reduction of public expenditure on HE
 - decrease in subsidies to private universities
 - increase in tuition fees of national universities

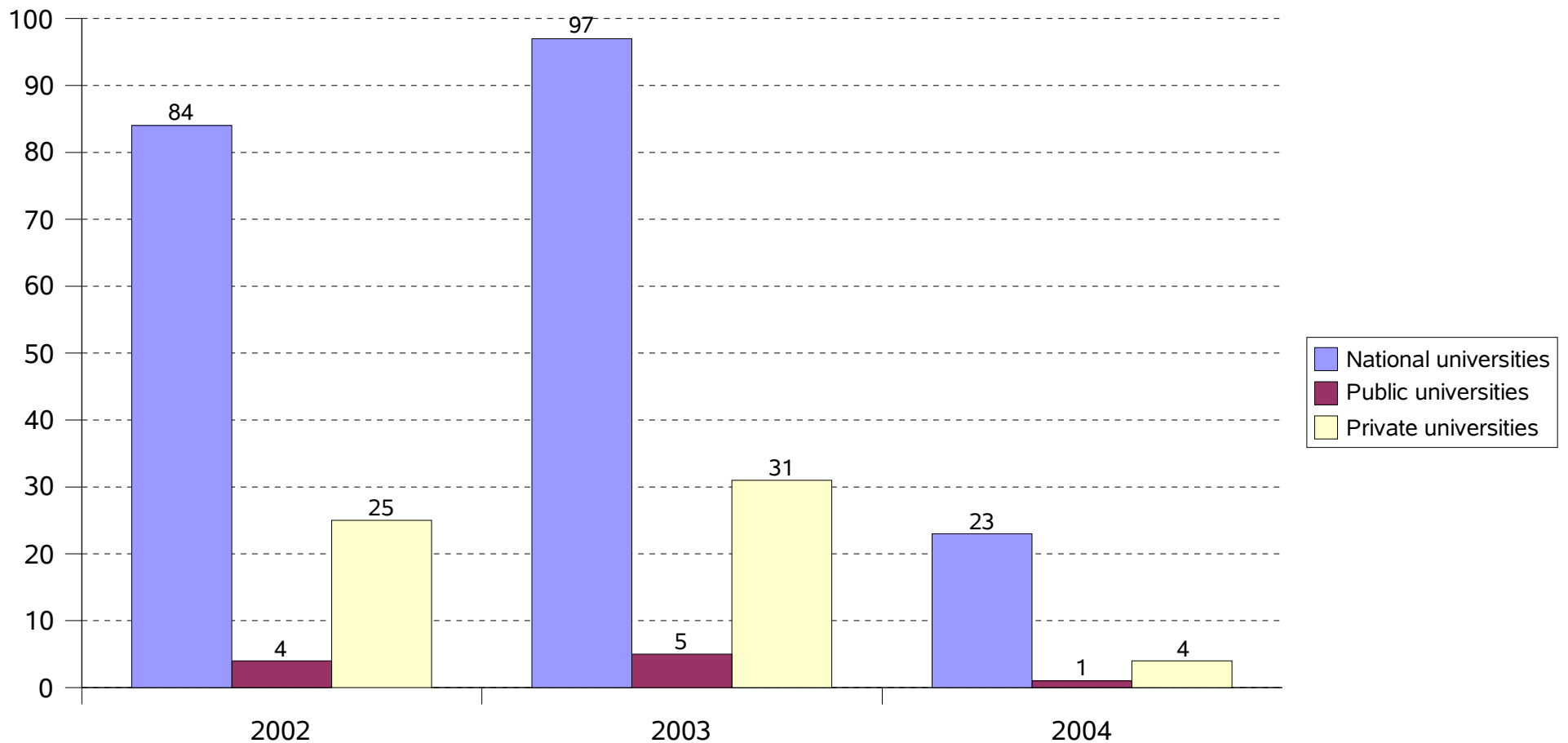
Public expenditure on higher education (2000) in OECD countries



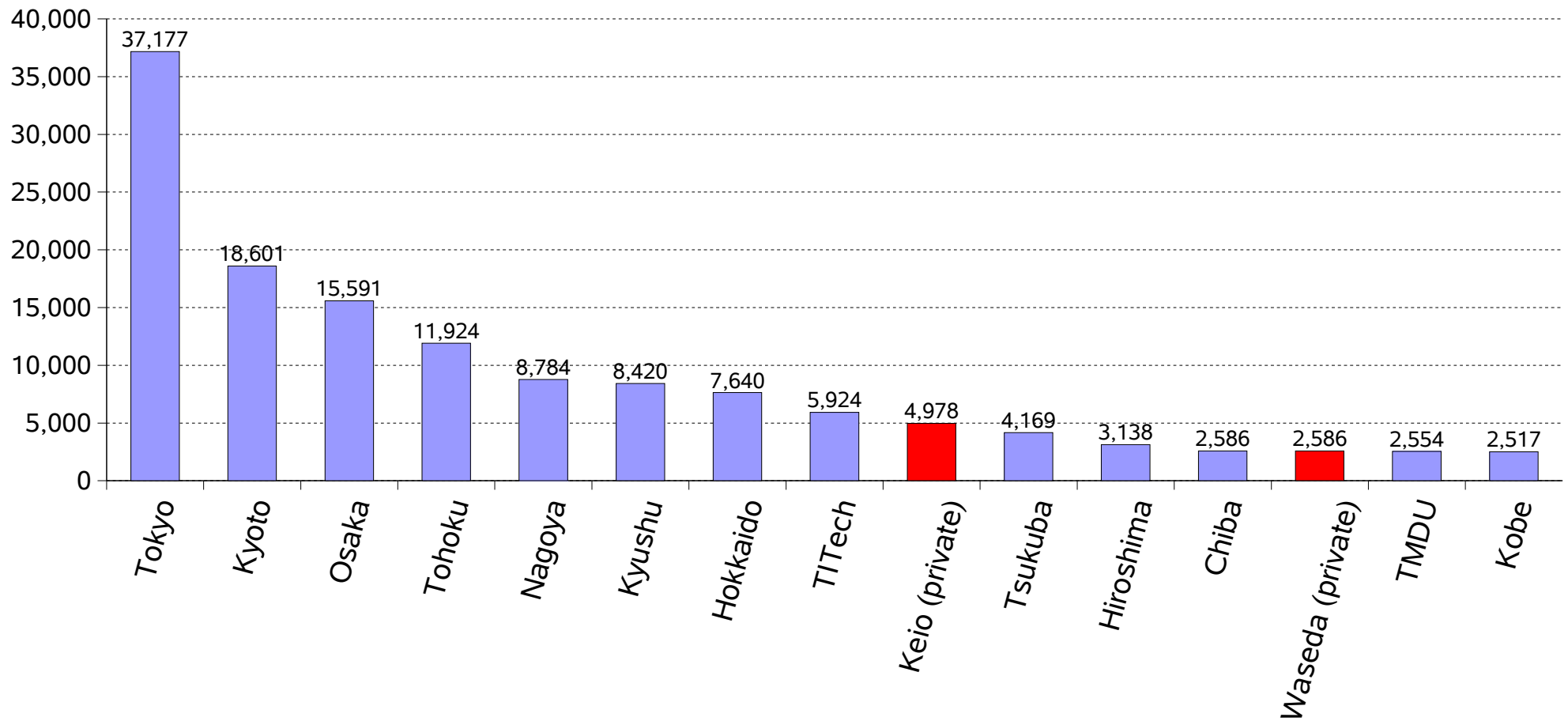
c. Increase in competitive funds open to public and private institutions

- Competitive funds open indifferently to public and private institutions

Number of COE projects adopted by the MEXT, by sector



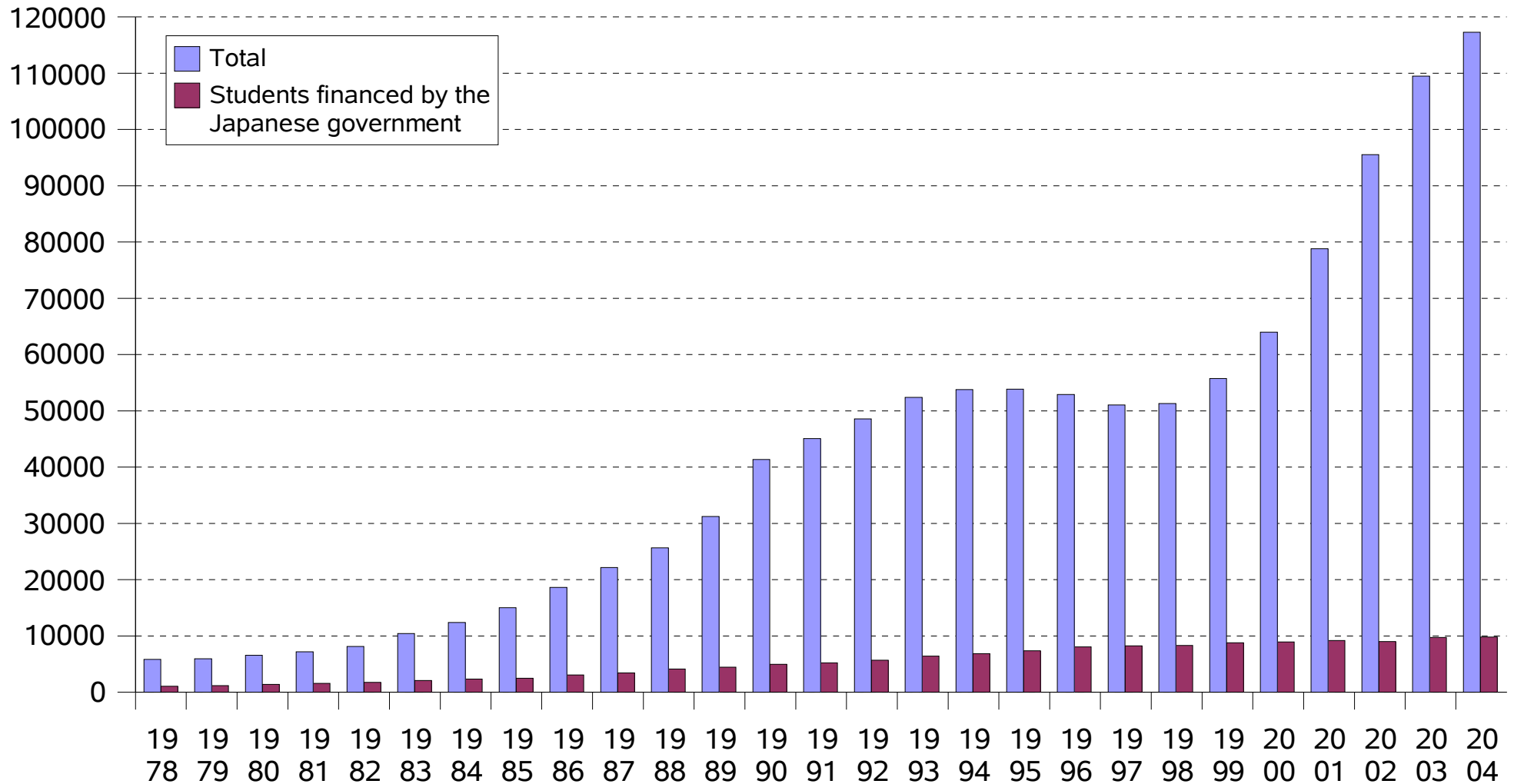
Top 15 universities ranked by the amount of competitive research funds awarded by the Government (million yen)



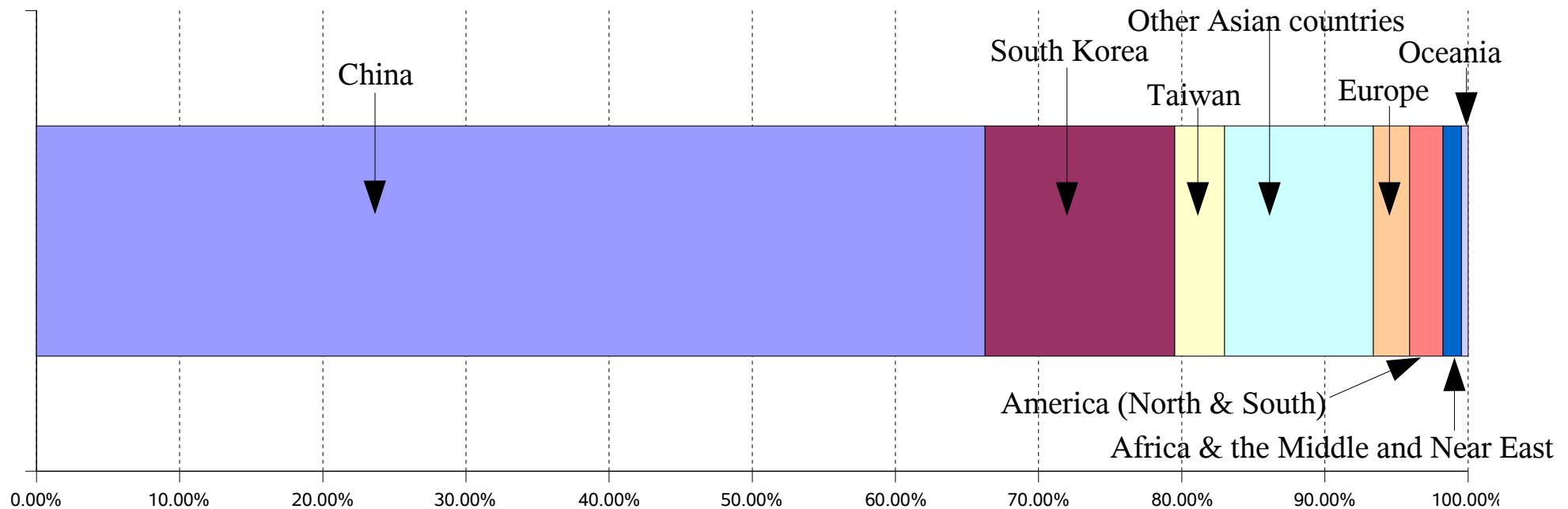
4. Internationalisation of higher education

- Nakasone Plan in 1987
 - More than 100,000 international students in Japan before 21st century
- Japan Student Services Organisation
http://www.jasso.go.jp/index_e.html

Number of international students in Japanese higher education institutions



Breakdown of the international students by their region of origin (2004)



- Revision of the legislation concerning the foreign universities in Japan
 - Temple University Japan (USA)

Closing remarks

- Three major factors for HE reform
 - diversification in students
 - changes in the demand for human resources
 - increased reliance of industry on academic research activities
- Differentiation of HE institutions
- Continual university reform by academics