

Innovation in Higher Education in Japan

with

New Trends to the Promotion of University Extension

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Introductory Remarks

In Japan, beginning in 1967 and lasting to 1969 and still now, many universities have been thrown, on their campuses, into melee, very serious, grave, violent and inflammatory which is unprecedented and unparalleled in their histories.

It has to be said, in a word, that it has come from the defectiveness and inadequateness of the current university system. To solve and settle it, the university, as a whole, has been forced to be changed and renewed, from a conventional one into a newly systematized and organized one with a freshly established curriculum.

At present, the situation is now in chaos, though various ideas of new universities have been expressed and varied plans discussed. Desired, matured and effective results, however, are being yielded and embodied gradually.

The Central Education Council, one of advisory organs to the Education Minister, carried out a large-scale research, seeking more than eighty thousand enquêtes concerning the reformation of the university system, in August, 1969, and is now deliberating and crystalizing its ideas and plans of higher education in Japan.

The Liberal Democratic Party, the party in power, is now busy in forming plans of a university centralizing the graduate course, and at the same time a TV and radio university.

There are also many university professors as well as educational critics who are making public their suggestions and ideas in regard to universities to be newly born.

The opposition parties are expressing their views and opinions of universities to be newly systematized and organized.

It appears that a new definite university system comes into existence within one or two years.

It is very worthy of paying attention that, new universities are expected to be open to extra-mural students or the general public, meeting their needs, not to mention of providing good organizations of conducting profound study and internal education.

Development of Higher Education Institutions

Modern Japan has come into existence since the Restoration of Meiji in 1868, when the Occidental culture and civilization were rapidly introduced into the country. The modern school system in Japan has its origin in the beginning of the Meiji Era, and the School Ordinance was promulgated for the first time in 1872.

Since then, public and private schools, including kindergartens, primary and high schools, vocational (technical, business, agricultural, fishing, etc.) schools, colleges and universities have been successively established year after year.

University of Tokyo was the first university in modern Japan, and was established by the Government in 1878. Following it, other Government universities have been founded year after year. These universities (providing 3 year courses) were created in accordance with the Education Laws at that period, "to develop advanced learning and technology, meeting the nation's needs, and at the same time to conduct profound research." They were in practice nurseries of government officials, though they officially aimed at cultivating intellectual elites in general. They were modelled on the continental universities of that period, and much influenced by the Governmental powers. Besides them, many privately-owned (and a few local government) schools for higher education were founded in that epoch. Most of these schools grew to university status (providing 3 year courses like those at the Government universities), following the enactment of the new University Ordinance in 1918.

The aim of the university was set in the 1918 University Law as follows: "the university aims at educating students the theories of learning and science and their application to life, at the same time professors make profound study of them, and endeavour to build students' character, cultivating their patriotic sentiments." By 1945, there existed 46 universities, Government, public, and private, the total number of students being about 140,000. With the end of the War, the Japanese educational system underwent drastic changes in higher as well as primary and secondary education.

In 1946, United States Education Mission to Japan visited Japan, and advised to the Education Ministry of Japan as follows;

- (1) Pre-war Japanese higher educational facilities were open only to the privileged. Hereafter they would find it wiser to open to women and many other persons who want to pursue higher education.
- (2) Specialization of study begins early in the lower stages of study, and the whole system of education is over-specialized and one-sided to professional education. General education in higher education has to be much regarded, for the educational system has to be democratized.
- (3) The university must be given perfect freedom of learning.

At this juncture, the traditional *raison d'être* of the continental universities, which Japanese universities so far held, was, so to speak, grafted, here in Japan, with

new, democratic ideals of American universities. The way of grafting was not enough, adequate and satisfactory, remaining various causes of subsequent students' disputes and managerial confusion concerning university education and organization.

In 1947, following the enactment of the new School Education Law, the "new-system university" was inaugurated, providing 4 year courses. Students were admitted to pursue them after 12 years of schooling, that is, 6 years of primary, 3 years of junior high and 3 years of senior high schools. Former universities were reorganized into the new-system, and many other new-system universities, and junior colleges (providing 2 or 3 year courses) were founded to promote the study of learning and science, and to develop Japanese industry, meeting growing social needs.

The new-system university has its following objects;

- (1) to give culture of high level.
- (2) to give knowledge necessary for specialized professions.
- (3) to make a deep study of learning and science, and cultivate scholars.

The aim of the new-system university is defined in the Law as follows;

"the university, as the center of learning, is to give students a broad range, as well as a specialized field of learning and science, conducting deep research of them, and thus to aim at students' development of intellectual, moral and applicable abilities."

Students at those universities increased by May, 1969, to the enormous figure of 1,355,000 at 379 universities (Government, public, and private), and the number of junior college students rose to more than 263,000 at 473 colleges (Government, public, and private), total higher education students numbering 1,618,000 at 852 institutions. University students who were majoring in letters (letters, law, commerce, economics, etc.) have greatly outnumbered those specializing in sciences (natural sciences, engineering, medicine, dentistry, pharmacy, agriculture, fishing and forestry, etc.), and those at universities concerned with the training of teachers. More than half of students in junior colleges were majoring in letters and domestic sciences.

Recent trends of university and its student increase were as follows;

In 1948, the new-system university started with 12 universities.

In 1949, the number of the universities increased to 178.

In 1969, the number of higher educational institutions was as under;

universities	379
junior college	473 (beginning in 1950, with 149)
technical colleges	60 (beginning in 1962, with 19)

The number of students of higher educational facilities increased to 1,618,000 in 1969, percentage to the same year class youths being 21.4%.

university students	1,355,000	(17.9%)
junior college students	263,000	(3.5%)
male ...	26.6%	(univ. ... 24.7%, j. c. ... 1.9%)

female ... 16.1% (univ. ... 5.8%, j. c. ... 10.3%)

Every year around 750,000 senior high school graduates apply for entry to higher educational institutions, and approximately 450,000 youths enter higher educational schools.

Problems ought to have been solved were as undermentioned;

- a) In post-war, the number of higher educational institutions increased very rapidly. It might be a favourable trend so far it went, but it resulted in very severe entrance examinations for the "name" (ivy or prestige) universities. And it was responsible for not only distorting young men's character and moral development, but also distorting the whole educational system.
- b) The number of universities should have been adjusted according to national planning of education as a whole.
- c) The increase of universities (private ones occupying 70%) sometimes brought to lowering of educational contents as well as facilities and equipments.
- d) The size of some universities became very large and even mammoth, with tens of thousands of students. Mammoth universities should have been adjusted and controlled to a normal and appropriate size, putting out of the way careless finance and slovenly management.
- e) Governmental and public subsidies ought to have been much increased to higher educational facilities, especially to privately-owned ones, making away with strikes against fee hike.
- f) Educational contents should have been more intensified, making away with mass lectures, and watering the fixed number of fresh students.
- g) Student dormitory life and dining rooms should have been more democratized, and have been more left to student management, on their responsibility.
- h) Universities should have much more met current social needs, and university extension activities should have been carried out further more.
- i) Universities ought to have evolved from orthodoxy and conventionalism to ones adapted to current needs and contemporarism.

Recent University Disputes

In autumn of 1967, in the department of Medicine, University of Tokyo, disputes arose concerning the intern system (unpaid) and from other causes, following them the whole campus of the University fell into hot disputes resulting from various dissatisfactions and discontents hitherto, and lecture-rooms were blocked, lectures and studies were abandoned. In 1968, the University could not hold the commencement. In 1969, both the entrance and graduation ceremonies could not be held. Other universities also ran bitterly into disputes, and rooms were blocked and lectures abandoned by students. University disputes were more and more escalated. By summer in 1969, 117, nearly one-third of, Japanese universities got into melee.

The subjects or causes of disputes may be divided into four broad groups, as follows;

- 1) Universities should be more democratized.
- 2) University educational contents should be much more reformed.
- 3) Conventional universities should be reconstructed, and universities of new ideology and order should be founded.
- 4) A group of students even aimed at changing the existing social order itself into new one, making the most of the universities as bases to work on.

The Government, universities themselves, senior high schools, home education, industrial circles and the society as a whole are all responsible for above-mentioned student disputes and disorder, and they must endeavour to find measures to settle them. Thus, on the 17th of August, 1969, the University Normalization Law was enacted. And, early in August, 1969, the 26th committee dealing with higher education, of the Central Education Council carried out a large-scale investigation, in the way of seeking enquêtes concerning the renewal of the university system. Through the influences of the Law and from other causes, university disputes appear now to have been settled, and the peace order of the universities seems to have been restored.

Disputes pertaining university education must be solved and settled positively by the universities, listening to outside opinions and suggestions.

Campus peace order too should be held by the university authorities, but in case of uncontrollability, the universities may be obliged to leave it to be restored by powers outside the campuses.

As to the University Normalization Law

The Provisional Measures Concerning University Management was put in force on the 17th of August, 1969. It is also called the University Normalization Law. It gives authority to the Education Minister to suspend the education and research activities of the dispute-faculty for not more than six months, if necessary for more three months, and to stop those activities of the faculty which was already crippled by disputes for more than nine months. It is clear that the priority of the university concerning its education, research and management becomes difficult to be held, and is distorted through the influences of the Law.

And so, the Law was received by many dispute-universities in turbulent atmospheres. However, the number of higher educational institutions involved in disputes, which reached to more than one hundred universities in Japan, began to decrease considerably after the Law was enforced, and so-called "seriously crippled" universities began to be restored to their normal states. Lectures have been started, and the students who once deserted the campuses, have come back again, and at some universities they attend even more earnestly than before.

As of December 20th, all the Government universities were expected to make official announcements that they would accept freshmen in next academic year as usual. (In 1969, three top Government universities, University of Tokyo, Tokyo University of Foreign Languages and Tokyo University of Education, could not receive new students, because the campus disputes made entrance examinations impos-

sible.)

The Education Ministry attributes the rapid normalization of the campus situation in the country to the voluntary efforts of university authorities in recognition of the meaning of the University Normalization Law.

On enquêtes concerning reformation of the university system

(Conducted by the Central Education Council, in August, 1969)

- (1) Total number of questionnaires.....85,444
(including 152 voluntaries)
- (2) Items of questionnaires 21
(under 5 major parts)
- (3) Way of replying;
- | | |
|-------------------------|-------------------------|
| 1) Pros | 6) Cons with conditions |
| 2) Pros with proposals | 7) Cannot decide |
| 3) Pros with conditions | 8) Cannot reply |
| 4) Cons | 9) Others |
| 5) Cons with proposals | 10) Unknown |
- (4) Men investigated;
- | | questionnaires sent |
|---|---------------------|
| 1) Men of universities
(Presidents to assistants, together with
administrators, of 377 universities,
Government, public and private) | 76,600 |
| 2) Presidents of junior colleges | 473 |
| 3) Directors of technological colleges | 60 |
| 4) Principals of senior high schools | 4,000 (about) |
| 5) Directors of the boards of education | 46 |
| 6) Prefectural superintendents of educational affairs | 46 |
| 7) Prefectural governors | 46 |
| 8) Presidents of companies (with capital more
than 100 million yen) | 1,000 (about) |
| 9) Recent graduates (within 5 years, from universities) | 2,000 (about) |
| 10) Critics | 1,000 (about) |
| Total | 85,444 |
- (5) Method of questioning Sending of questionnaires by mail
- (6) Time limit of replying August 31st, 1969
- (7) Publication of findings Sept. 22nd, 1970 (primary)

21 items of questionnaires are as follows;

A How we should harmonize the characteristics of the university as a research institute and an educational facility?

A-1 The university has so far carried out the two missions, that is, pursuing

research and conducting education. However, the spread and popularization of university education has been much growing and will be continuing on one side, and the substantiality and advancement of research have been required on the other side. How do you think of meeting these two requirements, and of contriving the enrichment of university education?

What is your opinion on improving the existing single-typed constitution of the university, and on providing varied-types of higher education with different aims, characteristics, periods of study, names, etc.?

A-2 Existing faculties, courses of study (and chairs, and subjects of study) are organizations of teachers themselves from the viewpoint of research, as well as those of education for students. What is your opinion on dividing teacher organization into two, one of the research field and the other of the education area with different phases respectively?

A-3 The post-graduate courses have been inseparably attached to the departments of the university, from the viewpoint of administration. But, there is an opinion that the organization of teachers and study facilities of the graduate courses should be separated from those of undergraduate courses, for the advancement of research. What do you think of it?

B How we should meet various requirements for contents of university education?

B-1 The current curriculum of the university consists of specialized education, and general education, basic education, languages and physical training.

It cannot be said the idea of the curriculum, since the start of the new-system university, beginning in 1948, especially of general education has not been fully realized. And so, hereafter, general education should not be carried out uniformly at each university. What do you think of the opinion?

B-2 And, there is an opinion that the content and method of language teaching in general education should be changed so that it may be of practical use for ordinary students, excluding those who will be majoring in foreign literatures. What do you think of the opinion?

B-3 Students' expectation to university education has been much multiplied, and university education itself has been much specialized. And so, education which puts priority to general learning becomes important. There is an opinion that the university of "General Culture" ("Liberal Arts") shall be given consideration. What do you think of it?

B-4 The period of study of the new-system university is generally four years, but it need not be uniformly the same, regardless various fields in which students are majoring. And also, at present, the significance of graduate courses, especially of the "Master" courses is varied, viewing from the fields of study in which students are specializing. And so, a systematic institution which combines elastically the undergraduate and graduate courses should be considered. What do you think of the opinion?

B-5 With the popularization of university education, students' life on the campus

has been variegated. Besides, it is difficult for the university to fix the limits that are able to serve them and responsible for them in regard to their extra-mural life. So the task of the university shall be free and separated from offering accommodation to them and counselling for their individual life. What do you think of the opinion?

- C How should improve the complicated intra-mural administration of the university?
- C-1 With the complication and enlargement of university organization, it becomes more and more difficult to manage and administrate works of education and research, as well as student personnel services, systematically under the consensus of men of the university. But, so far, these works of education, research and management have been considered to be indivisible, and so, teachers were compelled to participate in the management of the university, too. There is an opinion, however, that men in duty of management should be trained, and they shall take charge of management. What do you think of it?
- C-2 For the smoothness of management and administration, and for the development and advancement of the university, it needs to listen, as well as possible, to requests of students, younger teachers and younger members of administration staff. But, it is not appropriate to recognize, as a regular procedure, to make students participate in the decision of university administrators and teacher personnel affairs. What do you think of the opinion?
- C-3 For the smoothness of university administration and management, it need hardly be said that the scale and structure of the university should be reasonably conditioned. And so, the conception of a synthetic and all-round university shall be re-examined, and elements and things indispensably necessary for research and education shall be taken up clearly. Therefore, elements and things which have been formally integrated, shall be partly segregated from organizational structure, but connected and cooperated with each other managerially, as a whole. Thus, university organization and formation shall be renewed, What do you think of the opinion?
- D How we should secure the development of the university institutionally?
- D-1 In old times, research and study were mainly carried out by the university intra-murally, and it was seldom that the university was open to the society extra-murally. At the period of the formation of modern states, the university was often confronted with the powers of states. And thus, the university tended to consider its autonomy closely, resulting, on the contrary, that university intra-structure was left behind in the march of social development. And, therefore, the university shall fulfil the requests of the society, and make them factors to develop itself. What do you think of the opinion?
- D-2 To get most qualified persons as university teachers, it needs, not only to promote their salaries and treatment, but also to call the qualified persons publicly,

screen them fairly, and renew their term of service after evaluating their achievements periodically, and to make also smooth exchanges of personnels inter-universities as well as between the university and the society in general. To that effect, the university personnel system shall be renewed. What do you think of the opinion ?

D-3 Generally speaking, university teachers' work is much evaluated, if they make efforts to get achievements in research. And so, they tend to strive more in the field of research. But the conditions to make them do their best in the field of educating and guiding students, are not well arranged. And so, in this point, it is necessary to elaborate some institutional devices. What do you think of the opinion ?

E How we should improve mutual relationship between the university and the society ?

E-1 With the growing and increasing expectation of the society to university research and education, finances necessary for them will be more and more depended on Governmental and public expenditures. And, mutual relationship and cooperation between the university and the general society will be more and more deepened. From this viewpoint, it becomes rather irrational that differences among universities, Governmental, public and private are kept on. And so, we should consider anew of a new type of the university which has public characteristics, and is much supported by Governmental and public subsidies, and in which research and education can be effectively conducted. What do you think of the opinion ?

E-2 Hitherto, the foundation of the university has been authorized if it simply accords to the university standard fixed, without much consideration of its number and sort. Hereafter, in case of the university being newly founded or enlarged, national adjustment between the national planning and the university is needed, taking consideration of its proportion of research and education of specified fields, and its regional placement, too. What do you think of this opinion ?

E-3 That the university conducts researches entrusted by private companies accords its original aim. If the profit resulting from the researches may be fairly shared, and the proper management of funds, and fair handling of materials are guaranteed, the university conducting the entrusted researches should be positively encouraged in any fields of research. What do you think of the opinion ?

E-4 The university may not be a special educational facility for a small, limited number of youths, but for many members of the society who are looking for opportunities for gaining higher education. Taking consideration of the above, the university shall become an institution for educating not only young men of a fixed class of age, but also many members of the society who may utilize it at any time for getting higher education. What do you think of the

opinion?

F Other problems as to the university system.

F-1 Even though the university system is renewed, the aim of reformation of the university, will not be attained, if the teachers who are major members of the university do not have good understanding of educating students and managing the university. The source of supplying university teachers is mainly the students of graduate courses, and they are chiefly trained for researchers. And so, we should work out a way in which the university teachers get training necessary for being educators and administrators. What do you think of the opinion?

F-2 Qualification of graduating from specially fixed universities is used to be extremely evaluated in Japan. And this causes competition for entry to such universities excessively severe, resulting in making it flexure in the whole system of education, and it becomes an obstacle to fair competition of real abilities. And so, to improve the trend, qualifications necessary for special professions shall be recognized by public qualification tests, without considering graduation from specified universities as a sole or major qualification. What do you think of the opinion?

F-3 The method of screening applicants for entry to the university shall be considered coordinately from various viewpoints, not only from the principle of fair competition, but also whether those allowed to enter are really suitable to get university education or not; whether hard work to overcome the competition influence badly to the growth and development of youths concerned or not. Which one of those methods undermentioned do you think best?

- (1) Attaching importance to the senior high school report, in addition to the results of thesis and interview tests to be given by each university.
- (2) Deciding coordinately the senior high school report and the result of a unified test to be conducted nationally.
- (3) Better methods, if any.
- (4) It need not change the current way of the entrance examinations.

(Screening by the entrance examinations to be conducted by each university, referring to the senior high school report.)

F-4 If you have any other concrete proposals, in addition to the above, concerning primarily important problems pertaining to the reformation of the university system, please write them.

Findings:

Total of persons replied	21,576
	(including 194 invalids)
% of replying	25.163%
Men of the university replied	17,572

% of replying	23.196%		
		replied	%
1) Men of universities		17,572	23%
2) Presidents of junior colleges		229	35%
3) Directors of technological colleges		51	85%
4) Principals of senior high schools		2,332	59%
5) Directors of the boards of education		25	54%
6) Prefectural superintendents of educational affairs		34	74%
7) Prefectural governors		16	35%
8) Presidents of companies (with capital more than 100 million yen)		358	37%
9) Recent graduates (within 5 years, from universities)		441	22%
10) Critics		324	34%
Total		21,382	

As to the Improvement of the System of University Entrance Examinations

	(A)	(B)
	Attaching importance to the senior high school report, in addition to thesis and interview tests to be conducted by each university	Deciding coordinately the senior high school report and the result of a unified test to be carried out nationally
1) Men of universities	29%	27%
Government	26	29
public	27	28
private	36	24
2) Presidents of junior colleges	55	25
3) Directors of technological colleges	47	26
4) Principals of senior high schools	36	43
5) Directors of the boards of education	32	24
6) Prefectural superintendents of educational affairs	15	59
7) Prefectural governors	18	19
8) Presidents of companies	37	29
9) Recent graduates	34	27
10) Critics	37	28
11) Voluntaries	35	27

	(C)			
	Needless to change the current univer- sity entrance exami- nation system	with some modifications of (A), (B) or (C)	No reply	Other proposals
1) Men of universities	20	18	6	44
Government	22	18	6	45
public	21	18	5	45
privaty	17	17	6	41
2) Presidents of junion colleges	7	13	1	39
3) Directors of technological colleges	12	12	4	51
4) Principals of senior high schools	15	5	1	38
5) Directors of the boards of education	16	20	8	40
6) Prefectural superintendents of educational affairs	15	3	9	53
7) Prefectural governors	13	25	6	19
8) Presidents of companies	14	17	3	44
9) Recent graduates	21	17	1	41
10) Critics	18	4	3	49
11) Voluntaries	22	14	4	61

The Ratio of Pros and Cons of Men of Universities

	pros	cons	cannot decide	cannot reply	others	unknown
A-1	77.5	14.2	6.4	1.2	0.3	0.3
-2	55.8	31.1	9.9	2.0	0.6	0.6
-3	64.3	23.9	8.8	1.4	1.1	0.5
B-1	80.9	12.4	4.2	1.2	0.9	0.4
-2	84.5	10.0	3.7	0.9	0.6	0.4
-3	38.7	41.8	13.7	4.5	0.7	0.6
-4	84.0	8.0	5.1	1.7	0.8	0.5
-5	52.2	34.7	10.1	1.7	0.8	0.6
C-1	70.5	20.5	7.0	1.2	0.4	0.5
-2	71.6	22.1	3.9	0.8	0.8	0.8
-3	77.4	5.7	8.4	6.6	0.6	1.2
D-1	80.6	6.6	7.1	2.5	0.6	0.6
-2	86.3	5.7	6.4	0.7	0.5	0.5
-3	80.1	9.9	5.8	2.3	1.1	0.8
E-1	63.1	19.4	12.2	4.1	0.7	0.6
-2	78.5	12.6	6.6	1.5	0.5	0.4
-3	69.8	18.6	9.3	1.4	0.5	0.7
-4	86.8	6.6	4.4	1.2	0.4	0.6
F-1	65.0	20.4	10.3	2.8	0.9	0.6
-2	72.9	15.5	9.2	1.1	0.7	0.7

Replies of Men of Universities

	No. of replies valid	%
Presidents	140	38%
Professors	6,520	30
Assistant professors	4,230	26
Lecturers	2,002	20
Assistants	3,339	15
Administrators	1,149	
(excluding 192 of unknown status)		

The writer's comments on reasons why pros ratio is high or low(men of universities)

B-1 (80.9%)

Because of the way of introducing general education into Japanese university education being inadequate.

B-2 (84.5%)

Because of the way of foreign language teaching in university education being misdirecting in Japan.

B-3 (38.7%)

Because of the significance of general education being not fully realized by the Japanese.

B-4 (80.4%)

Because of Japanese people's requests for improving too unified university education being great in post-war Japan.

D-1 (80.6%)

Because of the Japanese university being too closed to the society even in post-war.

D-2 (86.3%)

Because of younger teachers' and staff members' dissatisfaction with the current personnel system being growing.

D-3 (80.1%)

Because of a part of Japanese university teachers being too enervated and contented.

E-4 (85.8%)

Because of people's requests being great for new universities open to the society, in place of conventional universities closed to the public.

The writer's opinions on 21 items

A-1 The aim, character and term of study may be various.

But, for the time being, the names of universities had better not be changed because the Japanese got used to them.

-2 Some of the universities may set aims chiefly on advanced study of learning and

science, while others may set aims mostly on educating students. But, in case of the latter universities, educating students had better go hand in hand with conducting advanced study.

- 3 The post-graduate courses had better be closely related to the undergraduate courses. But, among many universities like above-mentioned there should be a few which mainly aim at higher research of learning and science.

B-1 In the university, general education aims at wider ranged study, correcting the tendency to the narrowness of specified education. Whatever subjects the students may major in he should include general education in his study.

- 2 It is said that Japanese students lack their ability in foreign languages for practical use. Language teaching should be carried out for practical use and for building up students' character as well as for advanced study of specified learning.

- 3 It is hoped that the university of "General Culture" ("Liberal Arts") will be established, though at present, Japanese universities put priority on professional education. In the future it is desirable that many of the women's universities put priority on general culture.

- 4 The term of study may be adequate from three to five years. In case of post-graduate course joined with undergraduate course, six to nine years will be adequate.

- 5 In this point, it may differ according to the number of students. In large universities, students are too numerous for universities to take care of them in various ways. In smaller ones it may be possible to serve them in their intra-mural life.

C-1 As universities are becoming larger and more complexed, it is admissible to divide the management of them from education and research. But, both of these had better be closely related to each other. The scale of universities should not be too large.

- 2 The participation of students in deciding teacher personnel affairs and other serious matters of universities may only be allowed in an informal form.

- 3 Agreed to it. But it is very necessary to define deliverately, and take up carefully the elements indispensable to university formation.

D-1 Universities open to the society is much desired. Besides, university extension activities to the general public shall be much more systematically carried out in Japan.

- 2 There may be other ways to improve teacher personnel affairs.

- 3 Universities are not research institutes, and so they shall carry out educating students as well as conducting research, even though more or less bias may be admitted.

E-1 Private universities should not be distinguished from the Government and public ones. Large sums of subsidies should be given from the Government,

to the leading private universities which can match Government or public ones in their functions.

- 2 Agreed to it. Hereafter the new founding and enlargement of universities shall be adjusted, taking consideration of their proportion of specified learning and their regional placement according to the national planning.
 - 3 University-industry cooperation shall be more encouraged, under reasonable conditions such as mentioned.
 - 4 Universities should be open to ordinary adults, and university graduates be reeducated and refreshed.
- F-1 Training necessary for university teachers and administrators had better be conducted deliberately after they get qualifications for profound researchers.
- 2 Public qualification tests for special professions are desirable, without attaching much importance to the fact which university the applicants graduated from.
 - 3 An adequate way of entrance examinations for universities is suggested as follows: attaching importance to the senior high school report, unified tests for qualifications for admission to university will be carried out on a nation-wide scale. If necessary, thesis and interview tests will be also given by each university.
 - 4 Major opinions concerning the reformation of the university.
 - (1) Universities should be founded according to the national planning of education.
 - (2) Too many students for one university is not desirable.
 - (3) Universities should be open to the community.
 - (4) Universities have to carry out university extension activities more systematically.
 - (5) Universities of "General Culture" are suitable and adequate for women students.

The Central Education Council (Mr. Tatsuo Morito, Chairman) has been deliberating how to reform the university educational system, and its 26th committee dealing higher education (Prof. Issaku Koga, Chief) drew up an education reform plan on Dec. 30, 1969 to meet the needs of the times. In the preface, it says that there are many reform plans submitted to the committee from different circles in Japan. After this draft goes through discussions, it hopes the Government together with the university will promote the reform of the university. The committee desires to be given different suggestions, so that the committee can improve the reform plan as well as possible. The draft plan suggests the following five points;

1) According to the latest statistics [one to five Japanese young men go to higher educational institutions. Before 1945, the aim of the university was to educate selected young men who were to be some kind of leader in their fields of study, but, so many youths wish to enter universities at present, that the existing higher educational system can hardly answer the needs of the times. It is no longer sufficient for them to educate the selected few only, but they should educate great many ordinary

young men and adults.

2) On the other hand, more and more students are taking post-graduate courses in order to meet the rapid technological renovation. The present-day society much requires greater, deeper, and specified brains for the future advanced world.

3) The scale of some universities have become very large, and sometimes mammoth, and the present administrative systems of these universities, have become too out of date. The faculties of them want to separate their administrative work from their proper works.

4) Up to the present time, universities in Japan were closed for those who wanted to renew their study after their university graduation or who wanted to get some university education after they began work early in the society. So hereafter, universities should be open to those who want to study, that is, they should be open to adult education.

5) At the same time, universities should continue their priority. Universities should secure their independence and freedom, but on the other hand the Government should give ample financial assistance to them.

Besides the above innovative ideas, the following suggestions are offered;

1) Apart from the Ministry of Education, another organization, "Higher Education Planning Council", temporarily called, should be set up. It is a new administrative organ which deals with the regional placement of universities, according to the national demand and plan.

2) The so-called general education should be given side by side with specified education.

3) To open university education for the public, a TV and radio broadcasting university should be established.

4) University professors should be divided into two groups, one who mainly pursue their research, and the other who chiefly engage in teaching students.

5) In order to get persons who are suitable for professors, there will be organized a professor selecting committee, at each university.

6) The Government as well as local self-governments will secure the administrative rights.

7) In order to adjust the difference in quality among Government, public and private universities, the Government should give financial aids to them.

So that the above requirements may be fulfilled, universities should be classified as following six patterns;

1) Ordinary universities of the conventional type where students choose their courses and receive general education with specialized education.

2) Universities for specialists (lawyers, ship officers, teachers, artists, etc.).

3) Research universities where the graduates of ordinary universities will engage in advanced studies. These universities would also be made available for retraining and refreshing of educated people working in business firms or various other fields of

activities.

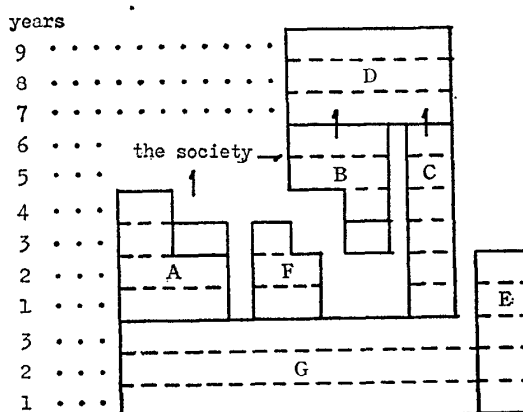
4) Graduate schools for doctoral candidates who graduated from either universities of specialists or research universities.

5) Five year colleges for graduates of secondary schools (three years of senior high schooling and two years of college study).

6) Junior colleges (two or three year courses after completing senior high schools).

The chart of the six types of higher education.

- A Ordinary univ.
- B Research univ.
- C Specialist univ.
- D Graduate inst. for doctoral candidates
- E Five year colleges for senior high school graduates
- F Junior colleges
- G Senior high schools



The committee states these reforms, the six types of universities, are necessary, because the existing all-round, inclusive education at university level is not truly conforming with current social needs. It also states that it is desirable for each university to set the required length of study for pursuing courses, not like the conventional ones uniformly set it for four years.

It also proposes that the Government sets up a national planning council which will help universities improve their quality, by means of guidance and financial assistance.

As for the professors, hitherto they have been employed life-long. This system should be replaced by contracts valid for only a certain number of years. They will be renewed or become automatically void on the basis of the judgements of a committee of screening teachers at each university.

The Central Education Council is hoping to complete the basic plan for the reform of the higher education system, in the course of 1970.

Recent Trends to the Promotion of University Extension

Social (meaning adult) education is not so old as school education in Japan, and it is a relatively new branch of education. However, it has also made headway and been improved since the Meiji Era. It was 1930 that social education established its position in central and local governments, though World War II kept back its further development. With the end of the war, the Japanese educational system underwent a drastic change and renovation in both school and social education, and began to play an important role in building up a new democratic nation. In 1949, the

Social Education Law was newly decreed, following the enactment of the Law of Fundamental Education and the New School Education Law, both in 1947. Subsequently, several laws were enacted relating to social education, namely the Museum Law in 1951, the Library Law in 1953, and the Law Concerning the Promotion of Youth Study Classes in 1953, and Provisions Concerning the Social Education Correspondence in 1962. Social education is defined in the Social Education Law as "education mainly for youths and adults (physical training and recreation included), excluding education provided in schools."

It cannot be said that Japanese universities and colleges played important parts in adult education before 1945. The important functions or missions of the university was regarded as two, that is, the education of intra-mural students and the advancement of learning and science, and thus extension services and similar activities were not highly evaluated, and sometimes were ignored or neglected, although at that period some of the teaching staffs of Japanese universities already knew the third function which some universities of other countries had begun to accept, that is, the services to the community through advanced technical and vocational education as well as education in general culture and ways of living.

Since 1945, however, the role of universities and colleges in extra-mural education, as well as the role of senior high schools in social education, have been regarded as important year by year, and considerable progress has been made in university and college extension.

The year 1964, however, was very significant in the history of the Japanese university extension, because the Japanese Council of Social Education, which is another advisory organ to the Minister of Education, presented a report "On the promotion of university extension," which has long been expected, to the Minister on July 17th of that year. The summary of the advisory report stated that the importance of adult education had been much recognized recently; that many non-Governmental organizations and institutions, to say nothing of the National and local governments, were striving to offer adults appropriate and generous educational opportunities, but, owing to recent developments in science, industry and economics, as well as the high standard of living, people's requests for adult education were increasing, and at the same time, a wider range of subjects was being requested; that the university which was the highest institution in the Japanese educational system, researched profoundly in specified fields, and educated intra-mural students at the highest level, as the centre of research and education; that in view of the urgent needs for adult education, however, the university was expected among social educators, to be an institution not only for the education of young students who would become the next generation of the society, but for the education of adults in general, or extra-mural students who were playing active roles in the politics, economics, industry and culture, so that they might be enlightened and develop intellectually, culturally, and morally, through attending university extension programmes;

and that many Japanese universities, of course, undertook already educational activities for members of the communities in which the universities were located, but, it might be said that one of the big tasks of universities in the near future was that of carrying out their external activities more systematically and purposefully, and at the same time, enriching and expanding the scope of contents of their extra-mural programmes.

And then, the Council advised the Minister to promote university external activities on a large scale, at the same time, requesting universities to give full recognition to extension work, and to take proper steps for providing organizations necessary for its advancement, and for devising appropriate budgetary and legislative means. The recommendations of the Council's report were related to:

(1) development and intensification of university extension work, (2) promotion of cooperative services for local development, (3) promotion of establishing university branch schools, (4) improvement and development of correspondence courses, broadcasting and publishing activities.

On the presentation of the advisory report, the Education Ministry was faced to the task of implementing it. Although, the Ministry exercises leadership in Japanese education, the Japanese universities are, at the same time, allowed to retain freedom of learning and autonomy of administration. The education authority, therefore, let the universities study the report and gauge their general attitudes. Some universities declared in favour of it. Others expressed half-hearted approval, while the rest opposed or maintained rather negative attitudes to it.

The writer thinks that the report itself made sound proposals for the promotion of university adult education. It must be noticed, however, there was no proposal in it for the establishment of regular departments, divisions or boards of adult education, though it suggested the setting up of committee for extension classes, as means of liaison and planning.

And thus, the Ministry did not recognize departments of external studies legislatively, although it was interested in increasing number of extension classes, and giving subsidies for the provision of the courses, arranged by universities, only Government and public.

It is very striking that there is still now no university with a department of adult education in Japan, although there exist many universities. Only divisions of university correspondence courses are legislatively recognized, and these at less than twenty institutions, including junior colleges.

In the mind of the Government, school education has been usually taken precedence over social education, and in university education, extra-mural activities have been rather ignored, compared with research and education. The Ministry has long regarded the university as an institution where professors pursue high learning, and give advanced education to inner students. Thus, in the School Education Law in 1947, the departments of university adult education was not and is not yet recognized legislatively.

An increasing number of professors have come to understand the full meaning and significance of extension, and they have been and are carrying it out individually or cooperatively, though not systematically through regular departments of adult education nor in the name of the universities.

On the other hand, it seems that some professors do not recognize the value of the third function of the university, and are sceptical about establishing the departments of extension. It may be true that they are occupied in conducting research and education, but it is much desired that they realize and understand better the significance of external services. Through extension universities receive much benefit from the outside world, even in connection with the first and second functions.

However, tendency of taking a serious view of university extension was promoted with the recent outburst of university disputes. One of the most noteworthy results from the disputes is that traditional universities closed to the communities will be open to the society, to meet great social needs, and universities be an educational institution, not only for intra-mural students, but also for many adults outside their campuses.

The E-4 of the 21 questionnaires conducted by the 26th Committee, the Central Education Council was set relating to this problem "University open to the general public." This item was agreed by so many people who replied to questionnaires, the percentage of approval being 87% (86.8%).

% of Approval of E-4 (all men investigated)

1) Men of universities	87%
2) Presidents of junior colleges	90
3) Directors of technical colleges.....	88
4) Principals of senior high schools	92
5) Directors of the boards of education	100
6) Prefectural superintendents of educational affairs	91
7) Prefectural governors	100
8) Presidents of companies	91
9) Recent graduates	86
10) Critics	86
11) Voluntaries	94

% of Approval of E-4 (Men of universities, divided into departments)

1) Administration offices.....	87%
2) Faculties	87
3) Departments of general education.....	87
4) Institutes attached to universities.....	85
5) Others	89

% of Approval of E-4 (men of universities, divided into status)

1) Presidents.....	91%
2) Professors	88

3) Assistant professors	87
4) Lecturers	88
5) Assistants	84
6) Others	87

% of Approval of E-4 (men of universities, divided into research fields)

1) Foreign languages and foreign literatures.....	90%
2) Other humanities	90
3) Law and political science	86
4) Economics, commercial science, and other social sciences ...	89
5) Sciences	86
6) Engineering	87
7) Agriculture	88
8) Medicine and dentistry	83
9) Others (Pharmacy, Arts, etc.)	86

% of Approval of E-4 (men of universities, divided into age groups)

20—29 years of age	84%
30—39	86
40—49	87
50—59	88
60—69	89
70—	87

The writer thinks following points should be duly taken into consideration regarding Japanese university extension work ;

- (1) There should be more careful planning, integration and systematization of current university extension work in Japan for further development.
- (2) The university should be provided for in the law, so that it may carry out the third mission easily. For instance, it should be added in the articles concerning the university, in the existing Social Education Law or the School Education Law, that "the university may conduct social education."
- (3) It is much desired that the departments or divisions of university extension work are established in universities, for making positive and effective contributions to the general society.
- (4) It is much desired that the Governmental subsidies will be given for not only open classes offered by the Government and public universities, but also some significant ones, prepared by the leading private institutions of higher education.
- (5) Universities are desired to establish their branch schools in the communities so that teachers may carry out their extension activities there residentially.
- (6) Universities may give credits and confer degrees, after deliberate screening, to those extra-mural students who got excellent results of examinations.
- (7) University correspondence education has been carried out by ten universities and seven junior colleges, all privately owned, but, it is much expected hereafter that

other leading universities and junior colleges join in this field of activities.

- (8) It is true that men of universities are busily occupied in internal education and research and study. They, however, should more recognize that they will get many things, profitable even for conducting their two proper missions, through their extension activities.
- (9) On the other hand, it is much expected that the general public, including enterprisers, labourers, workers, women, different organizations, etc. may visit universities, taking necessary steps. The universities will gladly extend hands of cooperation and guidance to their requests and needs.
- (10) It is much necessary to establish a "National Association of University Extension" for adequate planning and activities.

With the above-mentioned ideas the writer is visualizing a plan of university extension activities, forming a link in innovation in higher education in Japan.

(The substance of this paper was reported at the Conference on Innovation in Higher Education, held at University of Hawaii, under the joint sponsorship of UNESCO, University of Hawaii and East-West Center, January 19th to 24th, 1970.)