

The History of Ad Hoc Councils on Japanese Education, De Facto Shadow Reformers of Japanese Education (1872-2012)

～ From the Educational, Historical and Political Perspective ～

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日本における教育関係審議会の歴史とその政策的役割 ——教育的・歴史的及び政治的観点から——

浪本勝年

まえがき

この論文は、1967年に創立された History of Education Society (UK) (HES, イギリス教育史学会) が “Rulers, Rebels and Reformers” を全体テーマとして開催した2012年の年次研究大会 (HES Annual Conference 2012 held at Winchester Hotel, Winchester, Hampshire, UK, 30th November–2nd December 2012) において、筆者が口頭発表 (2012年12月1日) した原稿に若干の加除修正を行ったものである。

当日の分科会 (Social and Political: New Perspectives on Education, at Malory 2) の司会 (Chair) は、筆者が20年近く親しくしているこの学会の会長をも務めているロンドン大学の著名な Professor Gary McCulloch (Brian Simon Professor at Institute of Education, The University of London) であった。大会終了時に彼は、International Standing Conference for the History of Education 36 (ISCHE36) が2014年7月23–26日 London 大学で開催されるので、ぜひ参加するようにと、たくさんの Slips を手渡してくれた (www.ische2014.org)。

また、私が1995年度 Visiting Fellow at Institute of Education, University of London として在籍していた当時、大学院においてともに授業を聴講した平岡麻里さん (現芝浦工業大学特任准教授) やその後、知り合った西田幸代さん (University of Roehampton, London) が、小生の発表に際し、声援を送ってくださった。ともに感謝しなければならない。

発表内容は、日本における政府設置の審議会の教育政策において果たした役割についてであった。ちょうど田中真紀子文部科学大臣が、大学設置・学校法人審議会の答申を無視して3大学の設置認可を認めないという問題が発生 (2012年11月2日) していた時期であった。

私の発表については、Professor Kevin Brehony (University of Roehampton)、Estonia 出身の Vadim Rouk (Institute of Education, The University of London) などから質問を受けた。

右の写真は、当日の筆者の発表風景である。



1st December 2012, HES Annual Conference 2012, Winchester Hotel

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I Introduction

Good afternoon, everybody. I have come here in England from Japan after 12 hours flight. My name is NAMIMOTO Katsutoshi. NAMINOTO is my family name, and Katsutoshi is my first name. This is Japanese style. Originally my name is written these four Chinese letters, 浪本勝年.

My topic today is “The History of Ad Hoc Councils on Japanese Education, De Facto Shadow Reformers of Japanese Education (1872-2012) ~ From the Educational, Historical and Political Perspective ~”. I can speak Japanese very well, but when it comes to English, I must apologize the poor quality of my English. So when you have any comments and questions, please ask them slowly and easily to understand.

As one of the main factors of the reform of Japanese education, we must not avoid the role of the ad hoc councils attached to the prime minister including the specific councils on education. It is because the main important policy is implemented according to the recommendations of the councils.

My presentation this time is mainly related to the history of these councils.

II Outline of the history of Japanese education system

1 Before the Second World War (SWW)

Modern Japanese education system started just 140 years ago, in the year 1872.

As is well known Japanese education system has been highly centralized since the beginning of its start.

The system of Japanese education was often revised from the social and political points of view, mainly to lead Japan to the wealth and military power before the Second World War.

Main indexes are as follows;

1871: Ministry of Education (ME) was established

1872: Japanese modern school education system started

(Rate of school attendance 1873: 28.1% source ME)

1889: “Meiji” Constitution of Japan

1890: Imperial Rescript on education

(Rate of school attendance 1892: 55.1%)

(Rate of school attendance 1902: 91.6%)

Prime Minister’s first education panel was set up in 1917 to research and inquire the important issues on education. Including this, the Prime Ministers (PM) established five advisory bodies before WW2 and made the main renewals of education system in Japan.

2 After the Second World War (SWW)

Not only before the WW2 but also after the War almost all reforms of Japanese education have been taken place in accordance with reports by the advisory bodies set by the central Government, especially attached to the PM.

Main indexes are as follows;

1946: “Existing New” Constitution of Japan

1947: Fundamental Law of Education (2006 Revised)

1947: School Education Law (2007 Revised)

III The History of Ad Hoc Councils on Japanese Education, De Facto Shadow Reformers of Japanese Education

The main significances of the establishment of the councils attached to the government are considered as follows;

Significances of the councils

- 1 Democratization of the administration process
- 2 Introducing the expert knowledge to the administration
- 3 Giving people a chance to participate in the administration

Table 1 : Main Educational Councils attached to *Prime Minister* in Japan (1917-2012)

Names of councils (In Japanese)	Period of Establishment
« Before WW 2 »	
Special Council for Education Organization (臨時教育会議)	Sep 21, 1917 (* IP No.152) ~ May 23, 1919 (IP No.237)
Provisional Research Council on Education Administration (臨時教育行政調査会)	July 23, 1921 (IP No.338) ~ Sep 18, 1922 (IP No.408)
Educational and Cultural Policy Council Organization (文政審議会)	Apr 15, 1924 (IP No.85) ~ Dec 29, 1935 (IP No.322)
Educational and Cultural Policy Council Organization (文教審議会)	May 26, 1937 (IP No.221) ~ Dec 10, 1937 (IP No.711)
Education Council (教育審議会)	Dec 10, 1937 (IP No.711) ~ May 9, 1942 (IP No.489)
« After WW 2 »	
Education Reform Committee Organization (教育刷新委員会)	Aug 10, 1946 (IP No.373) ~ May 31, 1949 (Law No.127)
Education Reform Committee Organization (教育刷新審議会)	June 1, 1949 (Law No.127) ~ June 5, 1952 (LawNo.168)
Provisional Council on Education (臨時教育審議会)	Aug 21, 1984 (Law No.65) ~ Aug20, 1987 (Law No.65)

* IP: Imperial Proclamation

Table 2 : Main Educational Councils attached to *Education Minister* in Japan (1952-2012)

Names of councils (In Japanese)	Period of Establishment
Central Council for Education (中央教育審議会)	1952 ~ 2001
New Central Council for Education (中央教育審議会)	2001 ~ 2012
Health and Physical Education Council (保健体育審議会)	1949 ~ 2000
School Curriculum Council (教育課程審議会)	1950 ~ 2000
Educational Personnel Training Council (教育職員養成審議会)	1954 ~ 2000
Council for Promotion of Science and Industrial Education (理科教育及び産業教育審議会)	1966 ~ 2000
Council for University (大学審議会)	1987 ~ 2000
Council on Lifelong Learning (生涯学習審議会)	1990 ~ 2000

Japan surrendered to the Allied Powers in 1945, which triggered the complete renewal of the education system, including school systems.

Immediately after the defeat of Japanese Imperial Army, General Douglas MacArthur (1880-1964), the Supreme Commander for the Allied Powers, invited the US Education Mission to Japan, just as to Germany. The report of the Mission, which was submitted to General MacArthur in March 1946, pictured the completely democratic reform of whole Japanese education system.

In this process a new council was set up. It was Education Reform Committee Organization, by whose reports Japanese education system was absolutely renewed with the help of this advisory bodies set by PMs.

Unofficial council attached to PM

- 1 Committee for revising the existing government order (1951~1952) (政令諮問委員会)
- 2 the National Commission on Educational Reform (2000) (教育改革国民会議)
- 3 Education Rebuilding Council (2006-2008) (教育再生会議)

IV 21st century

At the beginning of the 21st Century Japanese Government made administrative reform aiming to bring about a simple and efficient government.

'Monbusho', Japan's Ministry of education, giving unification to the Agency of Science and Technology, changed its denomination into 'Monbukagakusho' on the day of 6 January 2001.

After Ministry of the governments was merged, in the case of education, almost all main education councils were merged into the central council for education followed by the slogan, which is "bring about a simple and efficient government".

As a result of this, two thirds of the 20 education councils were merged into the central councils for education and thus were abolished in 2001.

So almost all new education policymakings in 21st Century in Japan are followed by the recommendations of the 'New' central council for the education.

Central councils for education is composed by the 30 members appointed by the Education Minister. Recently one thirds of the members is to be female. This is mainly because of avoiding the critic of the male-dominated politics.

V Conclusion: The political issues of the councils.

The council has several small subcommittees to make recommendations for the specific fields, such as primary and secondary education, curriculum, teacher education, universities, and so on. This means 'New' central council for education is set up by the slogan of simple and efficient administration, the fact is really 'ending up as empty slogans'.

Ad hoc council is a "front", or "cover" for administration.

12 THE JAPAN TIMES THURSDAY, NOVEMBER 8, 2012

EDITORIAL

Ms. Tanaka's irrational decision

On Nov. 2, education minister Makiko Tanaka overturned the recommendations made the previous day by a ministry advisory body and decided not to approve the opening of three new universities in fiscal 2013. This is the first time in 30 years that recommendations by such an advisory body have been overturned. Although Ms. Tanaka has the final legal power to approve or disapprove the opening of universities, her action clearly constitutes abuse of discretion. She should quickly withdraw her decision.

In an apparent attempt to dodge criticism, she said Tuesday that the three universities' applications will be examined anew under new standards — probably ad hoc standards. They may eventually be allowed to open. But the confusion caused by Ms. Tanaka will continue for the time being.

In announcing her Nov. 2 decision, she listed overall problems that Japan's university system is currently facing as the grounds for blocking the opening of the three universities in question. But she has confused two different levels of questions.

The three universities are an arts university in Akita, a women's university in Okazaki, Aichi Prefecture, and a health science university in Sapporo. They had filed requests for approval of their opening with the advisory several months ago. The advisory body examined their educational, financial and other qualifications in accordance with the standards set by the education ministry. Because the body found that the planned universities satisfy the requirements, it recommended to Ms. Tanaka that their opening be approved.

Ms. Tanaka did not find any error in the advisory body's examination of the three universities' qualifications. Still she decided not to approve their opening. In fact, she did not say what is particularly wrong with the setup of the three universities.

The irrationality of her decision is highlighted by the fact that she accepted the recommendations by the same advisory body to approve the opening of new departments and graduate schools at 23 other universities.

In disapproving the opening of the three universities, Ms. Tanaka completely ignored the efforts made by them to pass the examination by the advisory body and apparently did not take into account the confusion and inconvenience that her decision will cause to students who have made preparations to enter the three universities.

Ms. Tanaka said that the quality of university education has declined as the number of universities has increased and that because the current system of approving the opening of universities is flawed, it must be changed.

As she has pointed out, the number of universities in Japan has increased more than 1.5 times from some 500 in the early 1990s to some 780 now. But her contention sounds vague.

Informed discussions must be held first on the social missions and educational needs that universities must fulfill in today's Japan. Only then will it be possible to write new permanent standards for opening universities.

'Editorial: Ms. Tanaka's irrational decision', Japan Times, Thursday, 8 November 2012



From right to left: Namimoto, Prof. Gary McCulloch, Ms. NISHIDA Yukiyo, Prof. Kevin Brehony and Mr. Vadim Rouk



From Narita airport to London Heathrow on board of Virgin Atlantic Airlines



Destination board at London Waterloo Station



Time table from London Waterloo to Winchester by South Western Trains at Waterloo Station



At Winchester Station ①



At Winchester Station ②

