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FROM GPS TO GRIPS

AN OVERVIEW OF A QUARTER OF A CENTURY

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SEPTEMBER 2001

Graduate School of Policy Science, Saitama University
National Graduate Institute for Policy Studies

The soil... the growth of graduate programs in policy studies overseas

In 1968, Professor Toru Yoshimura visited the United States on the invitation of the US Department of State to investigate institutes of higher learning. Professor Yoshimura recognised the importance of policy studies that were newly founded and rapidly developing in the US. From the 1950s, the field of social science was marked by two developments. First, there was a cross fertilisation of the social science traditions of Europe and the United States. This trans-Atlantic mix of researchers improved the philosophical foundation and the methodological approaches used in social science. Second, the American federal and state governments increased the use of social science in developing public policy. In 1972, a second visit was made to the US to further investigate policy-oriented social science studies, and public policy studies. Graduate level research and education was provided at a number of institutes of higher learning including the John F. Kennedy School of Government at Harvard University, Woodrow Wilson School of Public and International Affairs at Princeton University, George Washington University, Rand Graduate Institute, University of California at Berkeley and the University of Michigan. Some of the public policy schools provided training to mid-career government officials.

There was no such graduate program in Japan at that time, and Professor Yoshimura suggested to the Japanese Ministry for Education that a graduate program catering to mid-career government officials would be valuable. However, career officials had access to substantial in-house training and the value of an externally provided program was not fully recognised.

The seed... the establishment of a centre for policy research in Japan, Centre for Behavioural Science and Data Analysis

The first step to the eventual establishment of a graduate program in policy science was the foundation of a multi-disciplinary research facility. Accordingly, the Centre for Behavioural Science and Data Analysis was established in Saitama University in 1973.

Professor Yoshimura was appointed the director of the Centre for Behavioural Science and Data Analysis and full-time associate professors and technical officials were employed. Instructors from various faculties of Saitama University were assigned to engage in temporary

research projects as research fellows of the centre. Further, five to six visiting researchers were annually invited from outside the university. From 1978, foreign researchers were also invited to join the centre adding even more variety to the research activities of the Centre for Behavioural Science and Data Analysis.

The Centre for Behavioural Science and Data Analysis engaged in short-term and long-term projects related to policy development and education. Educational programs of the centre were open to undergraduate students of all faculties. The Centre for Behavioural Science and Data Analysis pioneered inter-disciplinary educational programs. Lectures were offered in multi-disciplinary studies, in topics that were not covered by individual faculties. The Centre for Behavioural Science and Data Analysis continued operations until 1997 with support from faculties of Saitama University.

The sapling... establishment of a graduate program in policy studies in Japan, GSPS

With the successful establishment and operation of the Centre for Behavioural Science and Data Analysis, a graduate degree program in policy science, offered by an independent graduate school, was again proposed to the Ministry of Education. It was suggested that this graduate school of policy science would promote research and development of new policy oriented trans-disciplinary social studies and nurture policy analysts who may be expected to play prominent roles in various fields including the public sector.

While the ultimate goal was the establishment of an independent graduate institution, the Graduate School of Policy Science (GSPS) was established at Saitama University in 1977. The School however maintained features of an independent school in its system of appointing academic staff and its provision of education programs. For example, GSPS was not a conventional graduate school directly linked to other departments and undergraduate courses. Also, as is the case with an independent school, full-time academic staff were appointed who could dedicate themselves to research and education in GSPS. Professor Yoshimura was appointed as the first dean of GSPS.

The Graduate School of Policy Science was designed to incorporate both doctorate and master degree courses and as such it was the first attempt to establish a full-fledged graduate school in policy science in Japan. At the time policy makers in various public sector organizations were finding that graduate



Graduate School of Policy Science , Saitama University

education in policy science was valuable and research institutions also realized the need to nurture researchers equipped with high-level analytical skills. To meet such social and cultural needs GSPS targeted mid-career officials with experience in policy implementation.

Difficulties in recruiting both staff and students to the newly founded school meant the early experience of GSPS was not unproblematic. At the time few researchers engaged in policy-oriented social science studies. The school was able to recruit 12 academic staff. With increasing acceptance of the discipline over the past decades, there has been a corresponding increase in researchers in policy science. When GRIPS was instituted in 1997, 30 academic staff transferred from GSPS to GRIPS. The number of faculty members has increased to around 70 since.

The recruitment of mid-career domestic students presented an even harder task. At that time, there was not enough public recognition of the importance of graduate education for mid-career officials. In the first year (1977), GSPS received one student, from the Ministry of Agriculture, Fisheries and Forestry. In 2001, the school enrolled around 50 students in the programs conducted in Japanese and over 100 in the English programs. Reflecting on the growth in numbers of both staff and students, we may say that GSPS played a truly “pioneering” role in promoting the study of policy science in Japan.

A growing plant... introduction of a policy program for international students

Japanese policymakers discussed the importance of deepening international understanding of Japan through policy study on Japan's experience. It was hoped that through comparative study of Japan and their own countries, foreign students could enhance their policymaking and analytical abilities. Further, through such activities, the international network of public officials of Japan and other countries could be expanded. Under this vision, discussions were held from 1982 to 1983 about setting up special programs for foreign students.

It was finally decided that the Graduate School of Policy Science at Saitama University would establish an international program (later renamed Public Policy Program) and enrol foreign students, mostly from East Asia. The course would be taught entirely in English. In 1984, thirteen young government officials of ASEAN countries - two from the Philippines, three from Indonesia, six from Thailand and two from Malaysia - were selected and admitted to the International Program. All students received scholarships from the Japanese government. The aim of the International Public Policy Program was to nurture government officials and policy analysts who have a high ability of policy-making and policy analysis. At the time, there were no such programs in other national universities or educational institutions in Japan.

The program was established to promote regional study on the Pacific Rim and contribute to staff training in these countries. Core subjects included: the politics, economics, society and structure of post-war Japan; and quantitative, political and economic approaches to policymaking. Students also investigated case studies in various policy fields. The program involved discussions with a variety of administrative agencies and public institutions, and fieldtrips to private enterprises.

One objective of the International Program was to demonstrate to foreign students the realities of public administration and policy development in Japan. For this purpose, an exchange facility was negotiated with relevant government ministries and agencies to appoint staff to the school. Since April 1984, with the appointment of Shun Wakiyama from the Ministry of International Trade and Industry as the first director of the International Public Policy Program, many incumbent administrators have been seconded to GSPS. The agencies that

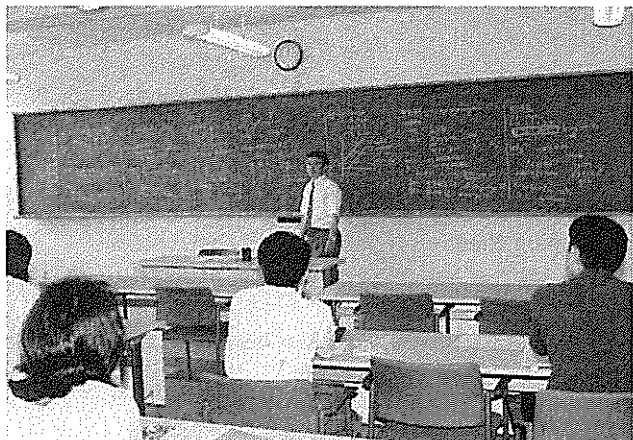
participated have included the Ministry of Home Affairs, the Ministry of Agriculture, Forestry and Fisheries, the Ministry of Education, the Ministry of Finance, the Ministry of Construction and the Posts and Telecommunications Ministry.

One of the hurdles faced with the establishment of a program for foreign officials was housing of these officials. A budget request for the construction of a lodging house for foreigners was submitted to the Ministry of Education and a building of 50 flats was funded. The building was named "International House" and placed under the control of the Department of General Affairs at Saitama University. It was the first time the beneficiary payment principle method was employed in a national university and International House has served as a model for other national universities that have constructed dormitories for foreign students. The International House was completed in September 1984 and has provided a comfortable living environment for foreign students of the International Program.

Branches... further programs for international and domestic students

Launch of the International Development Program:

Japan, with its remarkable economic growth in the post-war period, had come to play an important role in the international community. The provision of official development assistance (ODA) was one of the main means by which Japan contributed to the international community. Japan's role in the provision of ODA was not limited to providing financial and technical assistance for individual project management but extended to overall corroboration in policy operation of developing countries.



Prof.Ooyama teaching domestic students

When it began extending aid to developing countries, Japan faced a great shortage of professionals possessing the relevant expertise in the area of development assistance. Training of specialists in international cooperation was a social imperative of the time. Against the background of these social needs, GSPS launched the International Development Program (IDP) in April 1991, initially only for domestic students. The IDP sought to develop research and education programs based on a Japanese approach toward development, not only through studying and assimilating models of development that had been advanced by Western countries. The program sought to avoid the bias toward a rational economics approach. Instead the program addressed development issues from a wider perspective and sought to provide a fair assessment of the role that the government should play in development.

The curriculum was composed of the following components.

- Theoretical subjects necessary to understand the basics of international development issues such as political science, economics and development theory.
- Subjects on the politics, economy and society of Japan in order to study the process of Japan's economic growth.
- Subjects on planning, implementation and evaluation of various projects that are promoted in developing countries.
- Subjects on international trade and environment in relation to developing countries, i.e. problems that accompany development.

Adding to these, subjects in English by native speakers were set up to enhance English proficiency of students who need to acquire good command of English both in speech and writing in order to communicate with specialists of international organizations and officials of developing countries in international conferences.

Since 1997, the program has also been accepting 5 to 7 foreign students every year, funded by a scholarship from the Asian Development Bank.

Launch of the IMF Program:

In the early 1990's, many countries with centrally planned economic systems were facing the

enormous challenge of making the transition to more market-oriented systems of economic management. It was believed one of the problems of such a transition would be that policymakers of these countries lacked the basic understanding of the mechanisms of a market economy and basic knowledge of economic policy and management. In order to address this issue, the IMF decided to start a project to invite young bureaucrats working on economic affairs in Asian countries with state-controlled economic systems, to Japan through a scholarship funded by the Japanese government. It was hoped that this program would help them acquire practical knowledge indispensable for the macroeconomic management of the market economy. The IMF program at the Graduate School of Policy Science commenced in 1993.

The 11 targeted countries for the program are China, Vietnam, Laos, Cambodia, Mongolia, Kazakhstan, Kyrgyz Republic, Uzbekistan, Turkmenistan, Tajikistan and Myanmar. Students comprise young economic policy makers working in finance ministries or central banks. The program was set up as a one-year course and all the lectures of the IMF program are conducted in English. The curriculum is built on three pillars.

- Economic theory: macroeconomics, microeconomics, international economics, econometrics, development economics, accounting & financial management etc.
- Studies of major policy issues in macroeconomic management: structural reform (privatisation etc.), fiscal and monetary policies, development of banking system, industrial policy, legal groundwork for market economy etc.
- Studies of Japan's experiences, including modernization process of Japan, economic development of Japan etc., and the lessons to be learnt from this for the transition economies.

In October 1993, seven young members of the ministries of finance or central banks of Cambodia, China, Vietnam, Kazakhstan, Turkmenistan, Mongolia and Kyrgyz Republic were enrolled in the IMF program. The number of students gradually increased to 25 in 1996 and has been around the same level since. Each of three regions - South East Asia, China and Mongolia, and Central Asia - sends approximately one third of the total number of students each year.

Launch of the Tax Program:

In the mid-1990's, the World Bank requested the establishment of a Tax program. Ten people from Asia and Africa have completed the program since the start of the program in 1997. The program is designed for young government officials from developing countries working in tax administration or equivalent departments. The program aims to provide students with the conceptual understanding and technical competence for careers as future leaders in taxation in their home countries. The course provides specialized education in economics and law as well as practical training, in cooperation with National Tax College Japan. In 1998, the Customs Program was added. The two programs have developed into the Public Finance Program that was taken over by GRIPS in October 2000.



Graduation Ceremony at GSPS

Tree with strong roots... an independent national graduate institute for policy studies, GRIPS

Although GSPS had become firmly rooted in Saitama University, the original plan to establish a new independent graduate institute with GSPS as its core had not been forgotten. Consequently, a committee to study the future of policy studies and education in Japan was set up by the Ministry of Education in 1992. The committee consisted of 11 leaders from academic, business and political circles and was chaired by Professor Hiroshi Kato of Keio University. Dean Yoshimura was appointed as his deputy. After two years of study and discussion, the committee submitted a report to the Ministry of Education, the contents of which were summarized as follows:

"Economic and social factors and political and administrative systems that supported the economic

growth of post-war Japan have lost their validity in the situation of present-day Japan. In order to meet today's social needs, it is indispensable to study the actual business of policy management in a concrete, systematic and continuing manner and accumulate these research results. In reality, however, our perception about the present state of affairs is not accurate and our knowledge about better alternatives is poor due to the lack of sufficient studies about desirable policies. In highly practical-oriented disciplines such as policy studies, there has not been enough research and education in Japan. We cannot deny that academic studies have lost touch with reality in these disciplines. In order to fulfil its international responsibility and win trust in the world community, it is imperative for Japan to foster talented individuals with policy analysis and policymaking ability as well as to accumulate results of concrete policy study on actual developments in the world. For this purpose, it is earnestly required to institute an organization that can accumulate human and other resources for policy study and reach critical mass for the breakthrough of research standard."

The committee proposed that an independent graduate institute with the legal status of a national university was the best form for an organization with such functions. It also stressed the importance of cooperation with institutes for policy studies in central government ministries, graduate schools of national, public and private universities, universities and graduate schools abroad and other research institutes. As for its location, it was suggested that the new graduate school should be located in the Tokyo metropolitan area because of its convenient access to the central government ministries and other institutions. Based on the committee's recommendations, preparations for the foundation of the new independent graduate school truly took off in 1994 and finally, after 20 years of groundwork, the National Graduate Institute for Policy Studies (GRIPS) was established in October 1997.

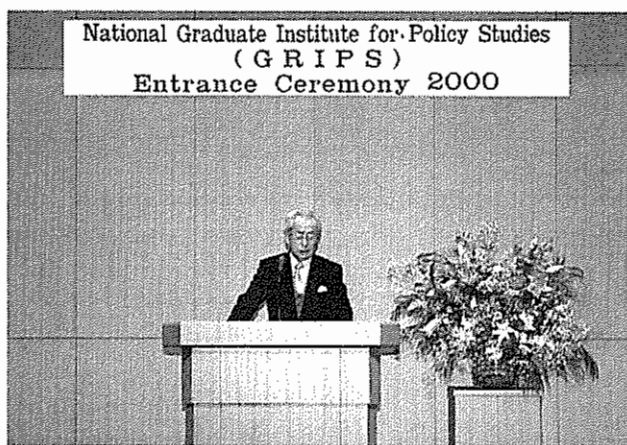
The National Graduate Institute for Policy Studies (GRIPS) combines four basic functions: education, training, research and dissemination of information. At present, all education programs offered at GRIPS are at Master's degree level but a Doctoral Program is scheduled to accept its first students in 2002. Two new programs for domestic students, the Regional Policy Program and Cultural Policy Program were introduced in April 2000. The degree programs provide a combination of a broad disciplinary curriculum, an applied research focus, and a commitment to international, state and regional policy issues. This multi-faceted approach provides a basis for a comprehensive and integrated understanding of economic

development and socio-political change. The Master's degree programs use both English and Japanese as the language of instruction. However, programs for international students are taught entirely in English so that foreign students can study without having any prior knowledge of Japanese. The Master's Programs are primarily aimed at young officials working in the key ministries or central banks in their respective countries.

The Doctors Program aims to train individuals to perform high-level policy analysis and to prepare them for leadership positions in the public sector, and to train distinguished policy researchers, policy evaluators and policy implementation experts and prepare them for research- or teaching-oriented positions in universities, research institutes and government agencies. The Ph.D. program seeks to encompass both academic knowledge and professional understanding of the management and policy-making dimensions of public policy problems.

A Policy Research Centre has been established within GRIPS as an overarching entity within which several research units for policy studies have been set up. The research units conduct research for a period of 5 to 7 years on relevant policy issues facing the world today and in the near future. Currently, six research units have been established working on the following projects: Policy Information Project, Ageing Society Project, Culture and Education Policy Project, Science and Technology Policy Project, Legislative Affairs Project and Policy Evaluation Project. An International Development Strategy Project is scheduled to join in October 2001.

Most of the academic staff of the Graduate School of Policy Science have been transferred to, and are now employed by, GRIPS. Because it did not have its own campus yet, no students were enrolled in GRIPS until April 2000. In the interim, education in the



First GRIPS Entrance Ceremony for International Students

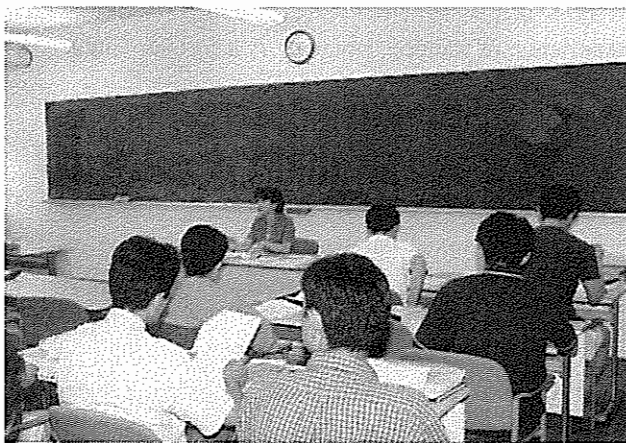
Saitama University Graduate School of Policy Science was continued. The period of transition toward the National Graduate Institute for Policy Studies created the opportunity to gradually implement new ideas concerning course design and program administration.

Launch of the International Development Studies Program:

The interim period was also used to prepare for the introduction of some new programs. In October 2000, the International Development Studies Program was launched by cooperation of GRIPS (under the Ministry of Education) and FASID (under the Ministry of Foreign Affairs). It was the first joint project of its kind in Japan and aims to foster leaders in the field of development policy. The program is designed to cover a broad range of issues in international development with due attention being paid to emerging global and regional concerns. Through coursework, students are provided with an understanding of the basic framework of international development problems as well as standard economic theories and quantitative methods to analyse development problems. Also, the program aims to provide a deeper understanding of issues such as the role of governance, poverty reduction, technology and environment in the development process. In addition to coursework, most students will be assigned a 6-month's internship to gain practical experience in an international or other relevant organization.

Launch of the Young Leaders' Program:

Another program prepared in the transition period is the Young Leaders' Program, which is scheduled to start in October 2001. Graduates from the Young Leaders' Program are to become future leaders in the policy arena in their home countries and are expected to play a key role in the development of their



Prof.Oota teaching domestic students

countries and in building relations of friendship and trust with Japan and countries around the world. The program covers a wide range of aspects concerning public administration and policy-making, including seminars with Japanese politicians, high-level government officials and corporate directors, fieldtrips, internship etc. Since designing strategies for future development of a given country requires adjusting to the ever-changing international realities, ample attention will also be given to comparative studies and the importance of cultural understanding and mutual appreciation between cultures. For the first year the program has accepted 17 students from designated Asian and Eastern European countries.

Launch of the Graduate Program on Japanese Language and Culture:

The Graduate Program on Japanese Language and Culture is also scheduled to start in October of 2001. The program is targeted at foreigner teachers of Japanese as a foreign language. The aims of the program are firstly, to train people who will be able to take the lead in Japanese language education in their home countries. Graduates from this program are expected to become organizers and advisors of Japanese language studies in universities and to set up Japanese language programs in, for instance, ministries and business society. A second function is to educate professionals with in-depth knowledge of Japan and the Japanese language and prepare them to occupy key positions in ministries, private sector, NGOs etc. where they will be dealing with Japan. The Japan Foundation Japanese Language Institute, the National Research Institute for Japanese Language and GRIPS will jointly manage the program. The Japan Foundation Japanese Language Institute has a long term expertise and experience in training Japanese as a foreign language; The National Research Institute for Japanese Language has expert researchers who have been studying the Japanese language from a comparative perspective; and GRIPS will bring in its expertise in the field of policy studies, in particular in the area of cultural policy. The program will offer education that goes beyond professional knowledge and expertise in teaching Japanese language to nurturing a wide and deep sophistication in Japanese culture.

From October 2001, GRIPS will be offering 4 degree programs for Japanese students, 5 programs conducted in English for international students and a graduate program on Japanese language and culture for the training of Japanese language teachers.

GSPS - 25 years of experience behind the new National Graduate Institute for Policy Studies

In September 2001, when students who entered the international programs in October 1999 complete their courses, the Graduate School of Policy Science will cease to exist. Looking back, we realize that the history of the Graduate School of Policy Science is one of continuous “innovations and challenges”. GRIPS is designed based on a quarter of a century of experience, achievements and self-examination, and when necessary adjusting to the changes and new realities in global politics and the economy. In this sense, attempts of the Graduate School of Policy Science were in their nature pioneering experiments. However, the foundation of GRIPS is certainly not the only fruit of the Graduate School of Policy Science. It has a history in its own right of which it can be proud. GSPS has around 700 graduates who form a diverse alumnus across the world, with many of the early graduates now occupying leading positions in major departments and agencies in central or local governments in their respective countries. We can only hope that they continue to take pride in what they have learned in the Graduate School of Policy Science and carry over their identity as GSPS alumni to the new GRIPS.

Chronicle of GSPS/GRIPS

- 1973 **Centre for Behavioural Science and Data Analysis established**
- 1977 GSPS established
- 1977 **launch of Public Policy Program for domestic students**
- 1984 launch of International Program
- 1991 launch of International Development Program
- 1993 launch of IMF program
- 1997 launch of Tax Program
- 1997 **GRIPS established**
- 1998 launch of Customs Program
- 2000 launch of GRIPS/FASID Joint Program
- 2000 launch of Regional Policy Program for domestic students
- 2000 launch of Cultural Policy Program for domestic students
- 2001 launch of Young Leaders' Program
- 2001 launch of Graduate Program on Japanese Language and Culture