

Education in the Asia-Pacific Region:
Issues, Concerns and Prospects 63

Nobuko Kayashima
Kazuo Kuroda
Yuto Kitamura *Editors*

Japan's International Cooperation in Education

History and prospects



ASIA-PACIFIC EDUCATIONAL
RESEARCH ASSOCIATION



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Education in the Asia-Pacific Region: Issues, Concerns and Prospects

Volume 63

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Nobuko Kayashima • Kazuo Kuroda •
Yuto Kitamura
Editors

Japan's International Cooperation in Education

History and Prospects

 Springer

Editors

Nobuko Kayashima
JICA Ogata Sadako Research Institute for
Peace and Development
Japan International Cooperation Agency
(JICA)
Tokyo, Japan

Kazuo Kuroda
Graduate School of Asia-Pacific Studies
Waseda University
Tokyo, Japan

JICA Ogata Sadako Research Institute for Peace
and Development
Japan International Cooperation Agency (JICA)
Tokyo, Japan

Yuto Kitamura
Graduate School of Education
The University of Tokyo
Tokyo, Japan

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Series Editors Introduction

This volume on Japan's International Cooperation in Education edited by Nobuko Kayashima, Kazuo Kuroda, and Yuto Kitamura is the latest book to be published in the long-standing Springer Book Series "Education in the Asia Pacific Region: Issues, Concerns and Prospects." The first volume in this Springer series was published in 2002, with this book being the 63rd volume to be published to date.

This book looks at Japan's international education cooperation from the 1950s to present times. With historical and critical perspectives, this important contribution to the field maps out the country's education cooperation in a comprehensive book, ranging from basic education to higher education, and technical-vocational assistance. Written by respected scholars and practitioners in the field, this volume gives readers a nuanced take on Japan's international education cooperation, which has remained scarce in English literature. The role of other players, such as that of nongovernmental organizations and international organizations, provides for a balanced account, alongside a discussion of the driving forces and political implications of such cooperation. This book will no doubt remain an innovative and significant contribution in education and development for years to come.

In terms of the Springer Book Series in which this volume is published the various topics dealt with in the series are wide ranging and varied in coverage, with an emphasis on cutting-edge developments, best practices, and education innovations for development. Topics examined in the series include: environmental education and education for sustainable development; the interaction between technology and education; the reform of primary, secondary, and teacher education; innovative approaches to education assessment; alternative education; most effective ways to achieve quality and highly relevant education for all; active aging through active learning; case studies of education and schooling systems in various countries in the region; cross-country and cross-cultural studies of education and schooling; and the sociology of teachers as an occupational group, to mention just a few. More information about this book series is available at <http://www.springer.com/series/5888>.

All volumes in this series aim to meet the interests and priorities of a diverse education audience including researchers, policy makers, and practitioners; tertiary students; teachers at all levels within education systems; and members of the public who are interested in better understanding cutting-edge developments in education and schooling in Asia-Pacific.

The reason why this book series has been devoted exclusively to examining various aspects of education and schooling in the Asia-Pacific region is that this is a particularly challenging region which is renowned for its size, diversity, and complexity, whether it be geographical, socio-economic, cultural, political, or developmental. Education and schooling in countries throughout the region impact on every aspect of people's lives, including employment, labor force considerations, education and training, cultural orientation, and attitudes and values. Asia and the Pacific is home to some 63% of the world's population of seven billion. Countries with the largest populations (China, 1.4 Billion; India, 1.3 Billion) and the most rapidly growing mega-cities are to be found in the region, as are countries with relatively small populations (Bhutan, 755,000; the island of Niue, 1600).

Levels of economic and socio-political development vary widely, with some of the richest countries (such as Japan) and some of the poorest countries on earth (such as Bangladesh). Asia contains the largest number of poor of any region in the world, the incidence of those living below the poverty line remaining as high as 40% in some countries in Asia. At the same time many countries in Asia are experiencing a period of great economic growth and social development. However, inclusive growth remains elusive, as does growth that is sustainable and does not destroy the quality of the environment. The growing prominence of Asian economies and corporations, together with globalization and technological innovation, is leading to long-term changes in trade, business, and labor markets, to the sociology of populations within (and between) countries. There is a rebalancing of power, centered on Asia and the Pacific region, with the Asian Development Bank in Manila declaring that the twenty-first century will be "the Century of Asia Pacific."

We believe this book series makes a useful contribution to knowledge sharing about education and schooling in Asia Pacific. Readers of this or other volumes in the series who have an idea for writing their own book (or editing a book) on any aspect of education and/or schooling, that is relevant to the region, are enthusiastically encouraged to approach the series editors either directly or through Springer to publish their own volume in the series, since we are always willing to assist prospective authors shape their manuscripts in ways that make them suitable for publication in this series.

School of Education, RMIT University,
Melbourne, Australia

Rupert Maclean

School of Education, University of
Tasmania, Hobart, Australia

College of Education, Zhejiang
University, Hangzhou, China

Lorraine Pe Symaco

30 July 2021

Foreword

There were two major turning points in the history of the modern Japanese education system: the introduction of modern education at the beginning of the Meiji era and the post-war education reforms following World War II. In 1872, only 4 years after the Meiji Revolution, the new Government promulgated the School Education Order, which aimed to establish a national school system open to all children regardless of social status, parental occupation, or gender. Although expanding education amid the social revolution of the Meiji period was fraught with challenges, primary education reached the stage of near universal access within 30 years of the proclamation of the School Education Order. Subsequently, from the 1890s, Japan expanded its access to secondary and higher education. The second major turning point was the post-war education reforms that followed World War II. Although these reforms were largely attributed to U.S. initiatives, Japan not only adopted these changes but also promoted further reforms that led to the foundation of the current education system, including democratizing education content, introducing a “single track” school system and the enhancement of coeducation, and extending the length of compulsory education.

These two turning points in the history of modern Japanese education have two common features. One is that Japan introduced these education reforms concurrent with significant social changes, and second, these reforms were made through boldly adapting overseas knowledge, technologies, institutional frameworks, and values to the Japanese context. Behind these efforts was an understanding of the importance of education in social development and nation building. After World War II, Japan began to engage in international cooperation while repeatedly emphasizing that *Hitozukuri* (human resource development) is essential for nation building, which is based on its own historical experiences.

The Japan International Cooperation Agency’s Ogata Sadako Research Institute for Peace and Development has been conducting a series of research projects to track the history of Japan’s ODA. As part of this effort, this book compiles the results of the history of Japan’s development cooperation in global education. By analyzing abundant documents and data, the publication reveals how Japan’s own

development experiences have shaped its development cooperation in global education as well as its response to trends in the field.

The environment surrounding international cooperation is undergoing drastic changes, including the expansion of globalization and the economic growth of developing economies. Under these circumstances, analyzing and recording the history of Japan's international education cooperation over the past 65 years is of great significance. This history provides the reader with a deeper understanding not only of Japan's history of educational cooperation, but also that of developing countries. By illuminating the achievements of those who paved the way before us, this book aims to inform future improvements in international cooperation.

President
Japan International Cooperation Agency
Tokyo, Japan
January, 2022

Shinichi Kitaoka

Preface and Acknowledgments

Approximately 65 years have passed since Japan made its first efforts toward international education cooperation in developing countries. In 1954, the Japanese Government Scholarship program for foreign students was established, one of the earliest Japanese official development assistance (ODA) projects in the education sphere. In the same year, 17 students from Asian countries were accepted into the program. Subsequently, technical cooperation projects for agricultural and industrial vocational training in four Asian countries were launched in 1959. From today's perspective, these projects were small in scale. However, as Japan's ODA grew along with the country's rapid economic development, educational cooperation projects expanded to include a variety of subsectors, ranging from basic education to higher education, along with technical and vocational education and training (TVET). Today, development cooperation throughout the world has evolved under the new framework for global governance embodied by the Sustainable Development Goals (SDGs). Consequently, Japan's international education cooperation also faces a significant paradigm shift.

At this juncture in Japan's international education cooperation, this book provides the first comprehensive record of Japan's education cooperation, which has never previously been the subject of study. After 65 years, Japan's early educational cooperation projects are still not widely known and historical materials are in danger of being lost. In addition, few people fully grasp the complete picture of Japan's educational cooperation due to the many actors involved and the broad scope covered from basic education to higher education and the field of TVET. Therefore, providing a full picture from the 1950s to the present is important in terms of the historical record. Furthermore academic literature on Japan's international education cooperation in English has hitherto been scarce, and this book seeks to fill this gap by making these important resources available for international readers. The opportunity to learn in detail about cooperation in a specific sector—educational cooperation—will help international readers to better understand Japan's ODA in general.

Against this background, the JICA Ogata Sadako Research Institute for Peace and Development, a part of the Japan International Cooperation Agency (JICA),

organized a study group on “Japan’s International Cooperation in Education”. The study group was established in April 2017, and brought together Japanese researchers in the field of education development, as well as NGO staff and JICA staff who have long engaged in the arenas of educational cooperation. The Study Group collected a wide range of documents on past Japanese education cooperation projects and programs and conducted interviews and surveys of experts in international education cooperation. In the data collection, the Study Group compiled a comprehensive dataset of Japanese ODA education projects from the 1950s to the 2010s. Lists of education projects are also available in Japanese and English on the website of the JICA Ogata Research Institute. Thirteen workshops were held from May 2017 to May 2018 to discuss the data collection and analysis and examine the draft book chapters. The project resulted in a Japanese book titled *Nihon no Kokusaikyōikukyōryoku: Rekishi to Tenbo* (Japan’s International Cooperation in Education: History and Prospects) published by the University of Tokyo Press in September 2019 and was highly evaluated by Japanese researchers and practitioners of international cooperation. The present English-language book is based on the Japanese edition and has been revised for an international audience.

This book highlights the following three features. Firstly, it presents a complete picture of Japan’s international education cooperation, composed of basic education, TVET, and higher education. Most of the existing literature on education development goes no further than analyzing basic education after the 1990s. In particular, up until the publication of this book, hardly any literature has provided a detailed account of higher education and TVET cooperation. However, Japan’s educational cooperation started with these areas and, at present, still considers basic education, higher education, and TVET as the three central pillars. Therefore, this book addresses these three areas, using a well-balanced approach to provide a precise and comprehensive picture of Japan’s international education cooperation. In addition, some individual chapters highlight international organizations, NGOs, Japan Overseas Cooperation Volunteers (JOCV), and ODA loans, which thus far have not received much attention but have given rise to many substantive achievements in cooperation. International cooperation provided by these actors is expected to become even more prevalent in the future.

The second feature is that empirical research results are indicated utilizing policy documents, relevant literature, and project data. In preparing this book, comprehensive materials and data on Japan’s international education cooperation were collected through the dedicated efforts of the research staff of the JICA Ogata Research Institute, and the analysis of these materials and data led to many significant new findings. This book presents empirical research results based on primary sources, together with plentiful data.

Thirdly, each chapter includes both a historical description and an analytical one. This book is not an official history of ODA written by the government or an ODA agency but a thoroughly academic research book compiled by experts in educational development. Each chapter’s author provides a historical description of a particular theme. Additional pages have been dedicated to allow room for deeper analysis from the perspective of each researcher, discussing the aims of Japan’s international

education cooperation, the contributions made, issues faced, and how they were overcome. Throughout each chapter, this book presents a comprehensive history of international education cooperation along with detailed academic analysis from the perspectives of each author based on their unique professional qualifications.

The structure of the book is as follows: Chap. 1 provides an outline of Japan's international education cooperation trajectory and explains the book's purpose, aims, and analytical perspectives. Following this introduction, Part I elaborates on education cooperation policies before and after 1990 (Chaps. 2 and 3). Part II discusses basic education cooperation, including primary and junior high school building construction (Chap. 4), improvement of classroom practices of teachers with a focus on the area of science and mathematics education (Chap. 5), and administrative capacity building and improvement of school-based management (Chap. 6). Part III elaborates on TVET projects executed by JICA and the Association for Overseas Technical Cooperation and Sustainable Partnerships (AOTS) (Chaps. 7 and 8), while Part IV discusses higher education, including the development of higher education institutions (Chap. 9) and ODA scholarship programs for international students (Chap. 10). Part V then explores the programs and actors that have played an essential role in education cooperation but have been heretofore underexamined or difficult to categorize by sub-sector, including education cooperation through international organizations (Chap. 11), the role of NGOs (Chap. 12), the use of ODA loans (Chap. 13), and the work of JOCVs (Chap. 14). Lastly, Chap. 15 explains the driving forces shaping Japan's international education cooperation and political implications of the analysis presented in each chapter.

As this research aims to trace and analyze the history of Japan's international education cooperation over approximately 65 years, it could not have been completed without the contributions of a great number of organizations and individuals who provided materials and data including interviews. We would like to express our sincere gratitude to all who supported this research project and made this book possible and believe that many readers will benefit from the insights and experiences shared. Although we cannot mention every name, we would like to acknowledge the following people and organizations in particular. Firstly we would like to thank the following organizations and government agencies: the Ministry of Foreign Affairs, the Ministry of Education, Culture, Sports, Science and Technology, the Ministry of Finance, the Ministry of Economy, Trade and Industry, the Japan Student Services Organization (JASSO), the Association for Overseas Technical Cooperation and Sustainable Partnerships (AOTS), the National Federation of UNESCO Associations in Japan (NFUAJ), the Asia-Pacific Cultural Centre for UNESCO (ACCU), the Shanti Volunteer Association (SVA), Action with Lao Children, the Community Action Development Organization (CanDo), Plan International Japan (PLAN), Save the Children Japan (SCJ), and World Vision Japan (WVJ).

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International education cooperation is at a historical turning point. Even as the issues of education development, relations between developed and developing countries, and diverse stakeholders change, the quest for ways to improve international education cooperation will continue into the future. Currently, education systems worldwide are experiencing an unprecedented crisis caused by the COVID-19 pandemic, and new approaches to educational cooperation are being sought as the world looks toward a post-COVID future. We hope that this book, which gives an account, in English, of the history of Japan's international education cooperation over more than a half-century, can help to promote a better and broader understanding of Japan's ODA internationally, leading to the enrichment of Japan's international education cooperation.

Tokyo, Japan
January, 2022

Nobuko Kayashima
Kazuo Kuroda
Yuto Kitamura

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Contributors

Naoko Arakawa Independent Consultant, New York, NY, USA

Yoko Ishida Center for the Study of International Cooperation in Education (CICE), Hiroshima University, Higashihiroshima, Japan

Shinichi Ishihara The Project for the Enhancement of Education, Research and University Management Capacity at Vietnam-Japan University (VJU), Hanoi, Vietnam

Jun Kawaguchi Faculty of Human Sciences, University of Tsukuba, Tsukuba, Japan

Nobuko Kayashima JICA Ogata Sadako Research Institute for Peace and Development, Japan International Cooperation Agency (JICA), Tokyo, Japan

Izuru Kimura Japan International Cooperation Agency (JICA), Tokyo, Japan

Yuto Kitamura Graduate School of Education, The University of Tokyo, Tokyo, Japan

Rie Koarai The Japan NGO Network for Education (JNNE), Tokyo, Japan

Kazuo Kuroda Graduate School of Asia-Pacific Studies, Waseda University, Tokyo, Japan

JICA Ogata Sadako Research Institute for Peace and Development, Japan International Cooperation Agency (JICA), Tokyo, Japan

Hideki Maruyama Faculty of Global Studies, Sophia University, Tokyo, Japan

Takafumi Miyake The Japan NGO Network for Education (JNNE), Tokyo, Japan

Taeko Okitsu Department of Communication and Culture, Faculty of Humanities, Otsuma Woman's University, Tokyo, Japan

Yasuo Saito National Institute for Educational Policy Research, Tokyo, Japan

Yuki Shimazu Graduate School of International Development, Nagoya University, Nagoya, Japan

Miki Sugimura Department of Education, Faculty of Human Sciences, Sophia University, Tokyo, Japan

JICA Ogata Sadako Research Institute for Peace and Development, Japan International Cooperation Agency (JICA), Tokyo, Japan

Atsushi Tsujimoto JICA Ogata Sadako Research Institute for Peace and Development, Japan International Cooperation Agency (JICA), Tokyo, Japan

Shoko Yamada Applied Social System Institute and Graduate School of International Development, Nagoya University, Nagoya, Japan

Kazuhiro Yoshida Center for the Study of International Cooperation in Education (CICE), Hiroshima University, Higashihiroshima, Japan

Abbreviations

| | |
|----------|---|
| ADB | Asian Development Bank |
| AOTS | The Association for Overseas Technical Cooperation and Sustainable Partnerships |
| ASEAN | Association of South-East Asian Nations |
| BEGIN | Basic Education for Growth Initiative |
| BHN | Basic Human Needs |
| DfID | Department for International Development |
| EFA | Education for All |
| EFA-FTI | Education for All—Fast Track Initiative |
| EMIS | Education Management Information System |
| ESD | Education for Sustainable Development |
| GNP | Gross National Product |
| GPE | Global Partnership for Education |
| IMF | International Monetary Fund |
| ISCED | International Standard Classification of Education |
| JANIC | Japan NGO Center for International Cooperation |
| JBIC | Japan Bank for International Cooperation |
| JDS | The Project for Human Resource Development Scholarship |
| JICA | Japan International Cooperation Agency |
| JNNE | Japan NGO Network for Education |
| JOCV | Japan Overseas Cooperation Volunteers |
| JSDF | Japan Social Development Fund |
| MDGs | Millennium Development Goals |
| NGO | Nongovernmental Organization |
| NIEs | Newly Industrialized Economies |
| NPO | Nonprofit Organization |
| ODA | Official Development Assistance |
| OECD | Organisation for Economic Co-operation and Development |
| OECD/DAC | Organisation for Economic Co-operation and Development/ Development Assistance Committee |

| | |
|---------------|---|
| OECF | Overseas Economic Cooperation Fund |
| OTCA | Overseas Technical Cooperation Agency |
| PISA | Programme for International Students Assessment |
| PRS Grant Aid | The Grant Aid for Poverty Reduction Strategy |
| SATREPS | Science and Technology Research Partnership for Sustainable Development |
| SBM | School-Based Management |
| SDGs | Sustainable Development Goals |
| SWAPs | Sector-Wide Approaches |
| TICAD | Tokyo International Conference on African Development |
| TVET | Technical and Vocational Education and Training |
| UNCTAD | United Nations Conference on Trade and Development |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNICEF | United Nations Children's Fund |
| UPC | Universal Primary Completion |
| UPE | Universal Primary Education |
| USAID | United States Agency International Development |
| WFP | World Food Programme |
| WCEFA | World Conference on Education for All |

Chapter 1

Japan's International Cooperation in Education: An Overview



Nobuko Kayashima, Kazuo Kuroda, and Yuto Kitamura

1.1 Purpose and Scope of the Book

International education cooperation throughout the world is at a historical turning point. After World War II, developing countries in Asia, Africa, and Latin America gained independence from colonial rule and strove to build nation-states by establishing modern education systems. The notion of “international cooperation in education” came into being during this postwar period, as former colonial powers began providing education sector assistance for their former colonies, including accepting international students from these countries. Members of the international community, including international and nongovernmental organizations (NGOs), were also involved in such assistance. For over 70 years, international education cooperation has grown significantly as a subsector of international cooperation. It is estimated, however, that there are still 773 million illiterate adults and 258 million children not receiving primary or secondary education worldwide and there is also a crisis of quality in education (UNESCO, 2020). Furthermore, the explosive increase in the global movement of people, rapid globalization of the economy, advancements in information and communications technology, and emergence of a

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N. Kayashima (✉)

JICA Ogata Sadako Research Institute for Peace and Development, Japan International Cooperation Agency (JICA), Tokyo, Japan
e-mail: Kayashima.Nobuko@jica.go.jp

K. Kuroda

Graduate School of Asia-Pacific Studies, Waseda University, Tokyo, Japan

JICA Ogata Sadako Research Institute for Peace and Development, Japan International Cooperation Agency (JICA), Tokyo, Japan

Y. Kitamura

Graduate School of Education, The University of Tokyo, Tokyo, Japan

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knowledge-based economy are prompting educational transformation on a global scale. Whereas in the past educational aims and policies were discussed and implemented within the framework of nation-states, the international community has recognized the current worldwide crisis in education as a global issue and is building a global framework of governance for collaboration, cooperation, and problem-solving.

In Japan, *hitozukuri* (human resource development) is considered the foundation for development and has been a cornerstone of Japan's Official Development Assistance (ODA) efforts in education, as expressed in various government policy documents and statements. Based upon this philosophy, Japan initially focused its cooperation efforts on technical and vocational education and training (TVET) and higher education. However, cooperation efforts in basic education expanded after education was explicitly recognized as a priority area for ODA in Japan. This was influenced by the worldwide "Education for All" (EFA) movement of the 1990s. Over the past 60 years, Japan's long-standing involvement in unique education cooperation efforts has come to characterize its ODA, including large-scale projects to support the establishment of universities, industrial technical education provided in cooperation with private enterprises, and the dispatch of teachers as Japan Overseas Cooperation Volunteers (JOCVs). This wide range of international education cooperation efforts from primary to higher education has developed and shifted focus over time.

By reflecting on the past at this historic juncture in international education cooperation, this book explores a vision for Japan's future international education cooperation initiatives. It provides a comprehensive record of Japan's international education cooperation history, discussing distinctive features and shifts over time. It examines the ideals driving Japan's international education cooperation, the contributions made, and the challenges faced and overcome, drawing some valuable implications for future policymaking and implementation.

The scope of Japan's international education cooperation analyzed in this book is as follows:

1. Educational subsectors covered: Basic education (such as early childhood education, primary education, secondary education, and nonformal education), TVET, and higher education
2. Period covered: From the 1950s, when Japan commenced ODA, to the middle of the 2010s
3. Executing agencies covered: Public/private organizations and individuals in Japan, including the Government of Japan, the Japan International Cooperation Agency (JICA), and NGOs

Therefore, international education cooperation, as discussed in this book, consists of ODA projects and non-ODA projects. ODA projects include technical cooperation, grant aid, and ODA loans provided by the Ministry of Foreign Affairs (MOFA) and JICA (including JICA's predecessors) in the education sector; the Japanese Government Scholarship Program for foreign students by the Ministry of Education, Culture, Sports, Science and Technology (MEXT); cooperation extended by the

Ministry of Finance (MOF), MOFA, and MEXT in the education sector through collaboration with international organizations; and private industrial human resource development offered by the Ministry of Economy, Trade and Industry (METI) and the Association for Overseas Technical Cooperation and Sustainable Partnerships (AOTS). Non-ODA projects include education cooperation by NGOs. In addition to the support provided by these government agencies and NGOs, Japan's international education cooperation encompasses diverse forms of educational cooperation offered by universities, private enterprises, religious bodies, philanthropists, and so forth. However, it is extremely difficult to grasp the overall picture of Japan's international education cooperation when considering all of these types of cooperation. Therefore, this book focuses solely on the ODA projects of the government agencies and non-ODA projects of NGOs—in other words, projects that can be analyzed empirically.

1.2 International Education Cooperation in Japan's ODA

1.2.1 *Features of Japan's Educational Cooperation in Comparison to Overall ODA*

Japan's ODA has long been characterized as narrowly focusing on developing economic infrastructure, relying on loan projects, and emphasizing aid to the Asian region. Moreover, the system of management and implementation of Japanese ODA has been characterized as fragmented, with responsibility split among different government ministries and agencies. Considering these claims, this section aims to highlight the features of Japan's international cooperation in education through ODA.

Many scholars have argued that Japan's ODA is heavily focused on the development of economic infrastructure (Kato, 2016; Takahashi & Owa, 2017; Yoshida, 2009). Table 1.1 indicates the percentage of ODA for economic infrastructure and services, for social infrastructure and services, as well as for education and total commitments in education by major Development Assistance Committee (DAC) countries in 2018. As shown in previous research, at 67%, “economic infrastructure and services” does account for a high percentage of Japan's total ODA, the largest among the DAC countries. By contrast, “education” represents only 4% of the total, the second smallest share among the DAC countries. However, one of the reasons for this small share is the scarcity of large loan projects in the education sector. In addition, cooperation projects in higher education and TVET are not classified as education sector projects but are instead listed under the project's specific area of expertise. Nevertheless, Japan's commitments in educational cooperation are small compared to other advanced countries.

With regard to Japan's ODA policymaking and implementation systems, many studies have discussed the lack of centralized ODA policymaking capabilities, with

Table 1.1 Sector-specific ODA commitments by major DAC countries as a percentage of each country's total ODA (2018)

| | ODA for economic infrastructure and services | ODA for social infrastructure and services | ODA for other purposes | ODA for education | ODA commitments in education (US \$, Mil.) |
|------------------------------|--|--|------------------------|-------------------|--|
| United States | 6% | 81% | 13% | 8% | 1,500 |
| Germany | 29% | 49% | 22% | 14% | 2,431 |
| Japan | 67% | 18% | 15% | 4% | 660 |
| France | 18% | 47% | 35% | 18% | 1,185 |
| United Kingdom | 9% | 55% | 36% | 6% | 380 |
| Average of all DAC countries | 25% | 53% | 22% | 10% | 314 |

Data: OECD Statistics (<https://stats.oecd.org/>)

ODA implementation scattered across many ministries and agencies (Orr, 1990; Rix, 1980, 1993; Sato, 2016). Studies have also noted how this characteristic extends to the realm of educational cooperation (Kamibeppu, 2002; Yamada & Yoshida, 2016).

Educational cooperation project implementation is divided between several ministries and agencies based on their area of expertise and authority. For example, while MOFA and JICA implement grant aid, ODA loans, technical cooperation, and other projects, MEXT carries out the Japanese Government Scholarship Program for foreign students. Likewise, different ministries are responsible for cooperation with different international organizations and multilateral development banks, such as the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the World Bank. Furthermore, METI and AOTS are responsible for industrial human resource development in the private sector.

Though these international education cooperation projects are all funded through the Japanese government's ODA budget, there is a lack of close coordination among the various ministries and agencies. Instead, cooperation projects tend to be carried out in accordance with the policy agenda and implementation policies of the ministries and agencies in charge rather than under a unified implementation scheme for ODA projects in the education sector. The ministries and agencies responsible for implementing Japan's international education cooperation projects, as discussed in Chap. 2 onward, are shown in Fig. 1.1.

The third characteristic of Japan's ODA is the large share of loan projects (Akiyama & Nakao, 2005; Kato, 2016; Kawai & Takagi, 2004). However, this characteristic does not apply to educational cooperation. The proportion of loan projects in Japan's education cooperation was 26% in 2018, significantly less than that of total ODA at 71% (Table 1.2). Though loan project commitments vary greatly from year to year, data from 2015 to 2017 indicate that the total percentage of loans

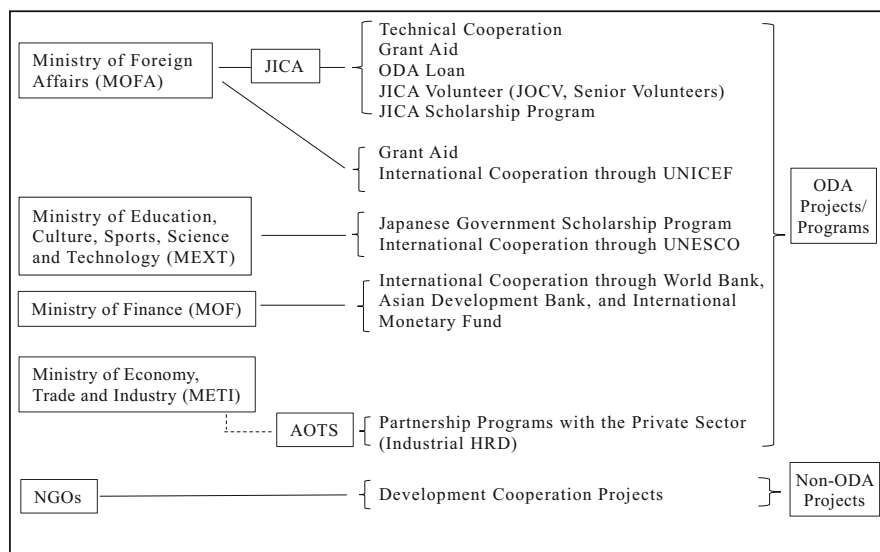


Fig. 1.1 Japan’s ODA implementation system in the education sector

Source: Created by the author

Notes: Table contents are limited to the international education cooperation projects discussed in this book. Since the 1950s to the present, policymaking and implementing agencies for international education cooperation projects have undergone major changes, and data listed above are as of 2020

Table 1.2 Japan’s technical cooperation, grant aid, and ODA loan commitments as a percentage of total education ODA (2018)

| | Grant aid | Technical cooperation | ODA loans | Total |
|-----------|-----------|-----------------------|-----------|---------------------|
| Education | 25% | 50% | 26% | 100% (\$660 mil) |
| Total ODA | 15% | 14% | 71% | 100% (\$19,294 mil) |

Data: OECD Statistics (<https://stats.oecd.org/>)

in the education sector was 16% in 2015, 0% in 2016, and 19% in 2017—20% or less in all 3 years. Technical cooperation accounts for nearly 50% of Japan’s ODA for educational cooperation, with 20–30% represented by grant aid. In the past, loan projects have been used to construct facilities to promote economic development, mainly in the fields of transport and energy, and only a small number of loan projects have been carried out in the education sector. Education development projects comprised only 1.8% of all loan projects implemented up to 2015.

Finally, this section compares Japan’s regional commitments in educational cooperation with its total ODA commitments. As consistently cited in previous research, countries in the Asian region have been the principal recipients of Japan’s ODA (Kato, 2016; Kawai & Takagi, 2004; Takahashi & Owa, 2017). Yet in 2018, while 74% of Japan’s total ODA was directed to Asia and only 8% to Africa, 26% of ODA in the education sector was directed to Asia and 43% to Africa (Table 1.3). This indicates that Japan places greater emphasis on educational aid to Africa than to Asia.

Table 1.3 Japan's ODA commitments in education by region as a percentage of total education ODA (2018)

| | Asia | Africa | America | Oceania | Europe | Unspecified |
|-----------|------|--------|---------|---------|--------|-------------|
| Education | 26% | 43% | 4% | 5% | 0% | 22% |
| Total ODA | 74% | 8% | 2% | 1% | 0% | 15% |

Data: OECD Statistics (<https://stats.oecd.org/>)

As discussed in previous sections, Japan's ODA in the education sector shares some general characteristics of Japanese ODA and not others. While ODA in education lacks the same unified policy and implementation systems missing in other ODA sectors, ODA loans are uncommon in education cooperation compared to Japan's high percentage of ODA loans overall. Many educational cooperation projects provide support to African countries, in contrast to the heavy focus on Asian countries in Japanese ODA generally.

1.2.2 Previous Literature on Japan's International Cooperation in Education

The characteristics of Japan's international education cooperation and its historical development have not been well examined in previous research, particularly in the English-language literature. This section introduces the few studies written in English. Studies that discuss Japan's international education cooperation in general are of Yamada and Yoshida (2016), Kamibeppu (2002), and Yoshida (2009). Yamada and Yoshida (2016) discuss the evolution of Japan's educational cooperation from the 1950s to the 2010s, examining influential factors at the domestic and global levels. Kamibeppu (2002) gives a detailed analysis of the development of Japan's educational cooperation from the 1950s to the 1990s, with a focus on subgovernments in education and ODA, examining their policies, initiatives, and interrelationships. His studies are unique in that they present abundant information on educational cooperation by the Ministry of Education (MOE), for which few records are available. The background paper written by Yoshida (2009) for UNESCO's EFA Global Monitoring Report 2010 gives an overview of Japan's ODA during the first decade of the twenty-first century. The report presents various data to highlight the goals, priorities, and recent trends in Japan's educational cooperation, as well as Japan's initiatives in basic education.

Another subset of English literature on Japan's international cooperation in education offers in-depth analyses on specific topics. Kuroda and Hayashi (2015) examine shifts in the educational cooperation policies of JICA, MOE, and MOFA from the 1990s onward, with the focus of the analysis on self-help efforts, quality and equity of education, and peace. The research also emphasizes the importance of utilizing the integrated approach of peace, human rights, and development, which forms the fundamental basis of Japan's position in the education sector. Yoshida

(2015), who analyzes Japan's educational cooperation policy and projects after 2000, argues that Japan should leverage its rich education cooperation experience in the field to contribute to international discussions on education development. To achieve this, however, Japan must first enhance its capability to translate the knowledge of field-level improvements into policy processes for educational development. King (2016) analyzes the Japanese characteristics of the Development Cooperation Charter of 2015 and shows that human resource development is a central focus of Japanese ODA. Furthermore, the Charter has strongly influenced the educational cooperation policies of MOFA and JICA, as reflected in the JICA Position Paper on Education Cooperation. Hotta (1991) examines the MOE's educational cooperation and scholarship programs for foreign students during the 1980s, while Yokozeki and Sawamura (1999) analyze the issues JICA faced as it expanded cooperation in basic education during the 1990s. Sawamura (2002) explores the potential for Japan to make a unique contribution to debates about knowledge development in international cooperation in education by leveraging Japanese cultural values and intellectual traditions.

Finally, empirical studies on Japan's international cooperation in education should be mentioned. Maeda (2007) analyzes power relations among stakeholders in development cooperation through a case study of JICA's technical cooperation projects in mathematics and science education in Cambodia. Nakamura (2007) analyzes a project carried out by CanDo, a Japanese NGO working in Kenya from the perspective of self-help efforts.

The studies presented here represent the major studies on Japan's international cooperation in education written in English. These studies provide valuable data and suggestions, but none give a comprehensive history of Japan's diverse international education cooperation. To date, no study has covered the entire period from the 1950s to the present day, providing a balanced analysis of the basic education, TVET, and higher education subsectors while examining the different policymaking organizations and implementing agencies such as MOFA, MEXT, JICA, and NGOs. In this respect, this book is highly significant, as it represents the first effort to present an overall picture of Japan's international cooperation in education.

1.3 Chronological Overview of Japan's International Cooperation in Education: A 65-Year History of Cooperation

1.3.1 The Emergence of Educational Cooperation in Japan: Early Focus on TVET and Higher Education (1950s–1970s)

Japan's ODA and implementation system were gradually established from the 1950s to the 1970s—a period of system development. These three decades focused on educational cooperation in TVET and higher education.

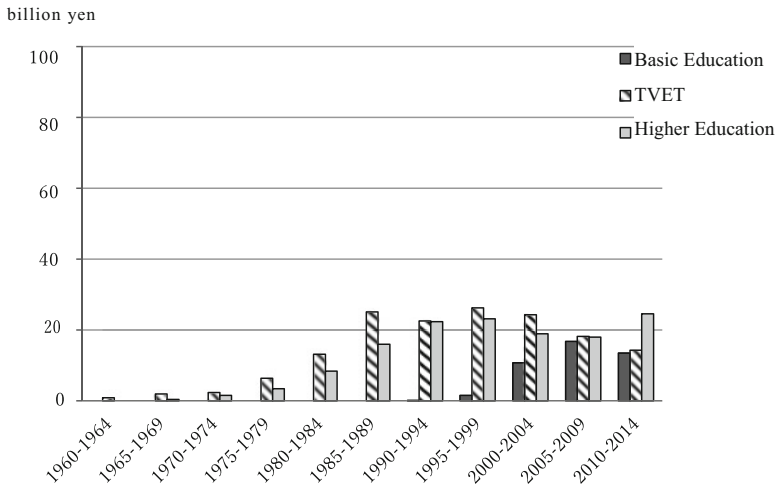


Fig. 1.2 JICA technical cooperation projects in education (cumulative amount for every 5 Japanese fiscal years)

Source: Created by the author based on the project list provided by the Review Committee on Japan’s International Cooperation in Education

Note: Technical cooperation indicates technical cooperation projects implemented by JICA and its predecessors

Japan’s first ODA projects involved the dispatch of experts and the acceptance of trainees, both of which began in 1954. However, such intermittent efforts failed to meet the huge human resource development needs of newly emerging independent countries. In response to these needs, technical training centers for training local skilled manpower were built in these countries at the end of the 1950s, marking the beginning of MOFA’s and, subsequently, JICA’s continuous and extensive technical cooperation in TVET. This period also witnessed the commencement of industrial human resource development support provided for developing countries in cooperation with private enterprises (ODA projects by AOTS, which was affiliated with METI). In higher education, MOE launched the Japanese Government Scholarship Program in 1954. Later, in the mid-1960s, technical cooperation projects by the predecessors of JICA began in the medical field for university schools of medicine and hospitals. Technical cooperation projects related to TVET began around 1960, followed by similar projects in the area of higher education (Fig. 1.2). Subsequently, in the 1970s, grant aid to establish vocational training institutes and provide facilities and equipment to universities was initiated to support TVET and higher education (Fig. 1.3).

During this period, cooperation in basic education was limited compared to that for TVET and higher education. It consisted only of the dispatch of JOCVs by JICA, Science Education Cooperation Projects undertaken by the MOE, and projects

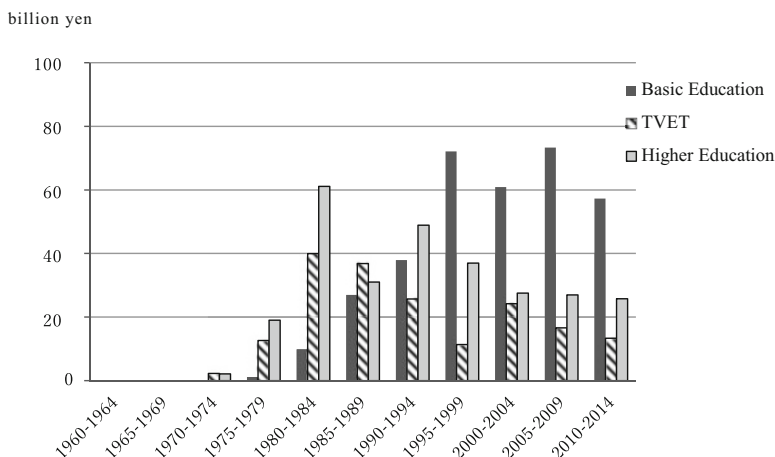


Fig. 1.3 JICA & MOFA grant aid projects in education (cumulative amount for every 5 Japanese fiscal years)

Source: Created by the author based on the project list provided by the Review Committee on Japan's International Cooperation in Education

Note: Grant aid indicates grant aid projects implemented by MOFA/JICA that disbursed 100 million yen or more

carried out by the MOE in cooperation with UNESCO. These projects were very small in scale compared with those in TVET and higher education. Movement within the MOE to provide support for basic education, particularly in Asia, began in the 1960s but lost momentum in the mid-1970s as ODA stakeholders in Japan increasingly objected to cooperation in basic education (Saito, 2008).

In the 1960s and 1970s, UNESCO advocated for the formulation of education development plans and the spread of primary education in each region. On the other hand, the prevailing view among major donor countries and aid agencies, including the United States and the World Bank, was that the human resources required for modernization and industrialization in developing countries should be promoted through secondary education and technical training. While MOE's collaboration with UNESCO and Science Education Cooperation followed UNESCO's trends, the education cooperation programs conducted by MOFA and JICA were more in line with the view that emphasized human resource development for nation-building and focusing on TVET and higher education.

1.3.2 *Period of Hitozukuri Cooperation Under the Rapid Expansion of ODA (1980s)*

During the 1980s, Japan's ODA expanded substantially through successive ODA medium-term targets, and *hitozukuri* (human resource development) became a

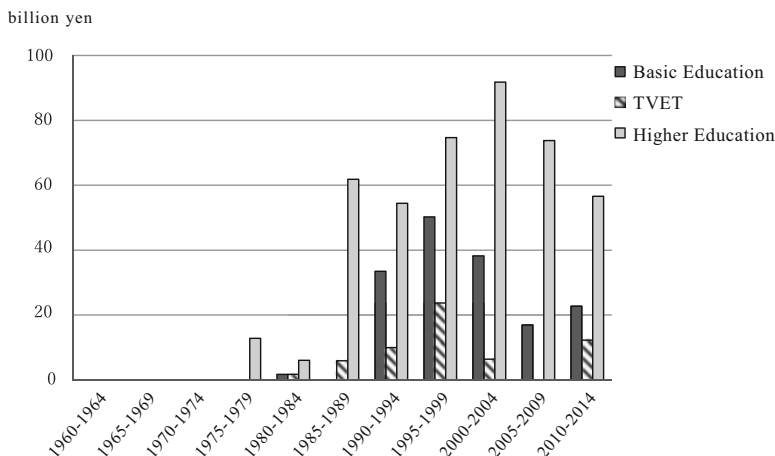


Fig. 1.4 JICA ODA loan projects in education (cumulative amount for every 5 Japanese fiscal years)

Source: Created by the author based on the project list provided by the Review Committee on Japan’s International Cooperation in Education

Note: ODA loans indicate ODA loan projects and programs carried out by the Overseas Economic Cooperation Fund (OECF), Japan Bank for International Cooperation (JBIC), and JICA (on a commitment basis) and do not include Private Sector Investment Finance projects by ODA. Some ODA loan projects are multi-(sub)sectoral projects that consist of several sector or subsector components. In these cases, since it was difficult to obtain complete information on the projects’ component costs, the total costs of each multi-(sub)sectoral project, instead of the costs of each project component, are used

driving philosophy of Japanese educational cooperation. The term *hitozukuri* has multiple meanings; in some cases, it refers widely to technical cooperation emphasizing the development of human resources engaged in development projects, and in others, it relates to overall education development for cultivating human resources in developing countries. Japan prioritized and approached cooperation in TVET and higher education based on these understandings of *hitozukuri*.

The concept of *hitozukuri* is rooted in two philosophies: firstly, that “human resource development is key to nation-building, based upon Japan’s belief rooted in its own development experience and in its experience through providing international cooperation in East Asia” (MOFA, 2004, p. 17) and, secondly, the idea that the development of human resource enables self-help efforts leading to autonomous development. JICA’s achievements in educational cooperation during the 1980s (Figs. 1.2, 1.3, and 1.4) show that, supported by the rapid expansion of ODA budgets and the policy of emphasizing *hitozukuri*, JICA substantially expanded education cooperation in TVET and higher education. In particular, the ratio of engineering-related projects was increased in both TVET and higher education to meet local needs for industrialization in developing countries, mainly in Asia.