

# The Changes of Japan's Global Competence Education Policies: An Analysis Based on Historical Institutionalism

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### Abstract

Japan's global competence education policy has been changing, adjusting and improving with the changes of the situation at home and abroad in the past 70 years, and has formed a relatively mature system. Based on the historical institutionalism, this paper analyzes the historical evolution and institutional logic of Japan's global competence education policy, and finds that over the past 70 years, Japan's global competence education policy has gone through three stages: the initial exploration period catering to the international mainstream, the comprehensive development period facing internationalization, and the promotion and innovation period seeking international leadership. From the perspective of change path, Japan was defeated in World War II, becoming the world's second largest economic power and Koichiro Matsuura as the eighth director general of UNESCO, which are the key nodes of the changes in Japan's global competence education policy. From the perspective of dynamic mechanism, the change of Japan's global competence education policy is not only dominated by the diplomatic strategy of the Japanese government, but also affected by the trend of globalization.

**Key words:** Japan; Global competence education; Historical institutionalism; Policy

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### **1. INTRODUCTION**

The history of global competence education in Japan can generally be traced back to the 1940s. After the end of the World War II, under the influence of UNESCO and the joint efforts of Japanese non-governmental organizations and American educational missions, the Japanese government began to incorporate "students' global vision and ability to deal with international issues" into its educational policy objectives, thus forming the prototype of global competence education policy. After nearly 80 years of long and complex evolution, the main contents of Japan's global competence education policy are varied due to different needs in different periods of time. At present, Japan's global competence education policy is aimed at "analyzing local, global and crosscultural issues, understanding and appreciating the views of others and world views, conducting open, appropriate and effective interaction with people from different cultural backgrounds, and being able to take action for collective well-being and sustainable development". Many concepts develop in parallel, including "international understanding education", "global education", "intercultural understanding education", "multicultural education", "sustainable development education", "development education" and "international education". The focus of its global competence education policy is also changing with the development of the times. Japan's global competence education has long been subject to the global and local debate of Japanese national training, and sought development in the game and balance between the two. In fact, how to balance and integrate national culture and globalization in global competence education is not only a prominent problem hindering the development of global competence education in Japan, but also a difficult problem for the development of global competence education all over the world.

Against this background, the paper has two goals: First, this paper reviews the historical process and policy focus of the development of Japan's global competence education policy, and analyzes what stages and processes its changes have gone through. Second, examine the changes of Japan's global competence education policy, explore the key opportunities and potential driving forces of the changes, and try to understand the institutional logic.

To reach the goals, this study attempts to analyze the historical evolution and institutional logic of Japan's global competence education policy from the perspective of historical institutionalism. It includes three parts: The first is the analysis of historical evolution. Based on some landmark events, the long process of policy evolution is divided into several stages, and its policy focus is summarized. The second is the analysis of change path, which is on the decisive role of key events on the establishment of policy direction in the process of Japan's global competence education policy change according to the concept of "key nodes". The third is the dynamic mechanism analysis, which mainly analyzes the impact of various dynamic factors on policy changes, and interprets the institutional logic of Japan's global competence education policy changes.

In the next sections, first the conceptual and analytical framework is further elaborated, and a literature review related to Japan's global competence education is offered, followed by the description of the changes of Japan's global competency education policy. Finally, ending with discussion and conclusions.

## 2. CONCEPTUAL AND ANALYTICAL FRAMEWORK

Historical institutionalism, rational choice institutionalism and sociological institutionalism are three important schools of new institutionalism, which prevailed in the field of political science in the 1990s. Historical institutionalism has three important characteristics: first, it tends to solve the major substantive problems inherent in society and the public; second, it pays attention to the important role of time and series in the institutional change; third, it analyzes the macro background and the comprehensive effect of various elements in the institutional development (Pierson & Skocpol, 2002). In other words, historical institutionalism emphasizes how institutions are generated and embedded in some specific process. Thelen (1999) summarizes them as the "key node and development power" in the institutional change. This contains two relative but analytically different claims: One is the key founding moment of institution formation, that is, the "key node", which drives countries to move forward along different development paths; The second is the strengthening features of the continuous development of the system, namely, the "dynamic mechanism", which is mainly reflected in the changing environmental conditions and continuous political manipulation in the institutional change.

As an important theory of politics, historical institutionalism can provide an appropriate analytical framework for the study of the process, path and power of policy change in a long historical stage in the field of public policy. this study attempts to analyze the historical evolution and institutional logic of Japan's global competence education policy from the perspective of historical institutionalism. It includes three parts: The first is the analysis of historical evolution. Based on some landmark events, the long process of policy evolution is divided into several stages, and its policy focus is summarized. The second is the analysis of change path, which is on the decisive role of key events on the establishment of policy direction in the Japan's global competence education policy change according to the concept of "key nodes". The third is the dynamic mechanism analysis, which mainly analyzes the impact of various dynamic factors on policy changes.

### **3. LITERATURE REVIEW**

With a few exceptions, research into Japan's global competence education in particular within the policy of Japan's global competence education is extremely limited. Sakamoto and Roger (2022) used a qualitative survey targeting professionals, researchers, university teachers and students to determine the attributes that are seen to comprise global competence, and the challenges faced in achieving global competence in the Japanese context, and then suggested that educators need to tap into learners' individual identities and aspirations, rather than pursuing generic and decontextualized approaches to the development of global competence.

Internationally, educational research focusing on global competence education is relatively abundant. Olson and Kroeger (2001) define the concept of global competence: having sufficient substantive knowledge, perceptual understanding, cross-cultural communication skills for effective interaction in an interdependent world. Many people in competitive global organizations have such knowledge, understanding, skills and culture conducive to improving these abilities. Mansilla and Chua (2017) define the exclusive teaching method of global competence education as a set of teaching methods commonly existing in global competence education. It can cultivate students' ability and temperament to understand topics of global significance and take targeted actions. Zhao and Liu (2021) focused on the UK global competence education policy, curriculum and teaching, and discussed the "self-other" relationship in the UK global competence education. In addition, United Nations Educational, Scientific and Cultural Organization [UNESCO] (2013) proposed that global competence education aims to empower learners, enable them to participate and play an active role locally and globally, meet and solve global challenges, and finally become an active contributor to a more just, peaceful, tolerant, inclusive, safe and sustainable world. Asia-Pacific Economic Cooperation [APEC] (2017) defines global competence education as "education to cultivate students' ability to critically analyze global and intercultural issues from multiple perspectives, understand how differences affect the views, judgments and ideas of themselves and others, and conduct open, appropriate and effective interaction with others from different backgrounds on the basis of common respect for human dignity. The International Affairs Office of U.S. Department of Education (n.d.) proposes that global competence education mainly aims at cultivating students' global and cultural competencies, which means the knowledge and skills that individuals use to succeed in the era of globalization, participate in international affairs with global influence and play an effective role, and emphasizes the cultivation of individual critical thinking, communication, social emotion and language skills. Among them, "understanding and appreciating other parts of the world, different religions, cultures and views" is the core element of global and cultural competence. It can be seen that although a universal definition of global competence has not been formed at present, the basic spirit and core concept of global competence emphasized by various international organizations, major countries, regions and different scholars are consistent, that is, learners' necessary character and key ability to deal with the opportunities and challenges brought by the global world of multi-cultural coexistence and the development of science and technology.

## 4. CHANGES AND ANALYSIS OF JAPAN'S GLOBAL COMPETENCE EDUCATION POLICIES

On the basis of the landmark events or key policy documents in the process of historical evolution, the development of Japan's global competence education policy can be divided into three periods: initial exploration catering to the international mainstream, all-round development facing internationalization, and promotion and innovation seeking international leadership. The policies in different periods not only show the coherence of historical logic, but also have the unique characteristics of their respective times.

## 4.1 Initial Exploration Catering to the International Mainstream (1945-1965)

At the end of the Second World War in 1945, Japan, as a defeated country, was in a helpless situation in the international community. In order to return to the international community, the Japanese government

actively responded to the call of UNESCO and focused on the implementation of global competence education with the concept of international understanding education as the core throughout the country. In June 1949, the Japanese government promulgated The Law on the Establishment of the Ministry of Education, Culture and Sports. A new "foreign-related UNESCO section" was set, which is mainly responsible for international affairs of cooperation with the Ministry of Foreign Affairs, coordination with the UNESCO representative office in Japan, the popularization of the concept of UNESCO in Japan and the implementation of UNESCO resolutions on Japan. The secondary education department of the Ministry of Education, Culture and Sports established the "international understanding education" group in 1950, which is mainly responsible for the formulation of international understanding education policies; The primary education department of the Ministry of Education, Culture and Sports also published a special issue Special Collection • Guidance on International Understanding in its publication Primary Education Materials. These measures provide policy guidance and reference for the development of international understanding education in Japan. In 1952, the seventh General Conference of UNESCO officially adopted The Plan of Educational Cooperation Experimental Activities for Survival in the World Common Society, which aims to cultivate international understanding and peaceful attitude through educational experiments all over the world. The National Committee of Japan's UNESCO actively responded to the plan and issued The Guide to International Understanding Education in Schools in 1958, which clearly defined the basic concept of international understanding education in Japanese schools, namely "safeguarding world peace, respecting basic human rights, understanding the culture of other countries and strengthening international exchanges" (Zheng, 2019, p.182). At the same time, Japan's Ministry of Education, Culture and Sports also took this as a reference. In 1958 and 1960, it successively revised the learning guidance essentials of junior middle school and senior high school, incorporated international understanding education into the curriculum and teaching contents of ordinary schools, and promoted international understanding education to gradually run through the whole stage of secondary education. Since then, in order to further promote the full implementation of international understanding education in general school education, Japan's Ministry of Education, Culture and Sports successively published The Relevant Manual of Social Education to Achieve International Understanding and The Experiment of Social Education to Achieve International Understanding (I, II) from 1962 to 1963. International Understanding Education was integrated into the curriculum and teaching of Social Sciences in general schools.

In short, after World War II, driven by the strategic goals of "changing Japan's post-war being occupied, reversing Japan's negative impression in the international community and regaining its independent political and economic status recognized by the international community", Japan attaches great importance to the educational concept with the theme of "peace, democracy and mutual understanding" put forward by UNESCO, The main feature of Japan's global competence education policy during this period is that "the initiative of UNESCO to promote and implement international understanding education" is absolutely followed ".

## 4.2 All-round Development Facing Internationalization (1966-2004)

Coping with international development is the main feature of Japan's global competence education policy formulation in this period. In 1966, the Ministry of Education, Culture and Sports of Japan issued The Expected Image of Japan, a later secondary education policy report, which proposed that "Japan should not only obtain peace, but also contribute to peace", "the Japanese who are between the East-West confrontation and the North-South confrontation" should be "the people of the world who recognize Japan's mission" and "the Japanese facing the world", It indicates that the development of Global Competence Education in Japan has entered a new stage. On this basis, in 1974, Japan's Central Education Review Conference submitted a policy report entitled International Exchanges in Education, Academia and Culture", and formulated courses and teaching contents based on international policies such as "foreign education", "international exchange" and "education of children of returnees" under the framework of intercultural and international understanding. It emphasizes the necessity for Japanese students to discuss global issues under the international and domestic environment brought by internationalization and the framework of international exchanges. Taking this as a node, Japan's global competence education gradually deviated from the concept of UNESCO and began to explore the development path of "international talent training".

After entering the 1980s, the Japanese government stepped up the pace of cultivating "international Japanese". In June 1985, the provisional Education Review Conference, an educational advisory body directly under the cabinet of Japan, submitted a policy report on educational reform — *The Basic Concept of Reform*, which proposed that "meeting the era of internationalization and implementing educational reform from the perspective of internationalization is an important issue related to the survival and development of our country" (Lv & Zhou, 2004, p.6). Since then, it submitted the second and third policy reports on Japan's education reform in January 1986 and April 1987, focusing on the policy model of "overseas student policy, exchange of foreign higher education institutions, international cooperation in academic research, international understanding education, language (foreign language) education, education for children of overseas personnel and children of returned personnel" (Lv & Zhou, 2004, p.6). In August 1987, the provisional Education Review Conference submitted the final consultation report on Japan's education reform. While requiring the cultivation of "internationalized Japanese", it also emphasized "Japanese consciousness" and "respect for Japanese culture and tradition". While emphasizing internationalization, it also integrated the concept of localization into the Global Competence education policy. In March 1989, the Japan education curriculum review conference issued The Essentials of Learning Guidance (revised in 1987), which clearly put forward that "to cultivate excellent international people, we must first cultivate excellent Japanese", marking that the focus of Japan's global competence education policy began to tilt towards localization on the premise of taking into account internationalization. In July 1996, Japan's 15th Central Education Review Conference submitted a policy report entitled The Form of Education in Japan in the 21st Century. Based on the concept of localization, the report discussed the development of Global Competence Education in Japan from the aspects of enriching international understanding education, improving intercultural language education, improving and enriching the education of overseas children, returned children and foreign children. It clearly expresses the new requirements put forward by the Japanese government for global competence education in the era of globalization, that is, it required to form an understanding of different cultures, establish self-awareness as a Japanese, and cultivate the language ability of foreign exchange and expression, so as to make young students qualified "citizens of the world" (Wang, 2008, p.67). In 2003, the Ministry of Education, Culture, Sports, Science and Technology of Japan issued The Heisei 15<sup>th</sup> Annual White Paper on Science of the Ministry of Education, Culture and Sports, emphasizing that in order to "cope with internationalization", the cultivation of "Japanese living in the international community should be strengthened".

All in all, since the late 1960s, as Japan has gradually stepped into the ranks of the world's economic powers, Japan has paid more and more attention to displaying the image of Japan and the Japanese on the international stage, and has strengthened cooperation with countries around the world. As a result, the focus of Japan's global competence education policy has also changed from UNESCO's concept of education for international understanding, which aims at world peace and an international mind, to the concept of "domestic demand" that responds to international development.

### 4.3 Promotion and Innovation Seeking International Leadership (2005 Till Now)

After entering the 21st century, under the deliberate promotion of the Japanese government, the Japan Committee for UNESCO, which had been inactive for many years, was restarted, and it submitted *The 10-year Plan for Education for Sustainable Development* (2005-2014) to UNESCO and was adopted. Based on this, the 57th UN General Assembly adopted Resolution 254, which designated 2005-2014 as the "United Nations Decade of Education for Sustainable Development".

At the domestic level, the Japanese government actively promoted the implementation of sustainable development education. In December 2005, the Japanese government established a joint meeting of relevant ministries and commissions on sustainable development education centered on the cabinet office, the Ministry of Foreign Affairs, the Ministry of Education, Culture, Science and the Ministry of Environment, and further formulated the "implementation plan of the United Nations Decade of sustainable development education in Japan" in March 2006. At the same time, in December 2006 and June 2007, the basic objectives of compulsory education were incorporated into The Basic Law of Education as "respecting life, cherishing nature, cultivating attitudes conducive to environmental protection" and "promoting natural experience activities inside and outside schools, cultivating the spirit of respecting life and nature, and promoting attitudes towards environmental protection" (Wang & Zhang, 2007). In August 2015, the Japan committee of UNESCO released a report entitled Further Promoting Education for Sustainable Development. Reviewing the achievements of Japan's sustainable education development in the "United Nations Decade of education for sustainable development", it released the post promotion countermeasures of sustainable development education: first, strengthen the dissemination of the concept of sustainable development; second, further deepen the practice of sustainable development education in school education; Third, sort out Japan's sustainable development education experience to provide reference for countries all over the world. In May 2016, Canada, France, Germany, the United Kingdom, Italy, Japan and the United States held a seven nation summit in Kurashiki, Okayama Prefecture, Japan, which finally adopted the Kurashiki Declaration. Among them, "achieve 'social inclusion' through education and respect the common values of the world to deal with the problems faced by the world today, such as poverty, refugees, immigration, youth unemployment and the escalation of violence", "prevent all violence that damages human dignity and discrimination through education, realize a symbiotic society for cultivate citizenship based on common values (respect for life, freedom, tolerance, democracy, pluralistic symbiosis, respect for human rights, etc.), promote mutual

understanding and cultivate moral awareness by realizing intercultural dialogue "," cultivate the qualifications and abilities needed in the new era of globalization, including the ability to raise new problems independently and cooperate with others to solve problems, create new values, maintain contact with the world society and live a better life ", "cultivate the spirit of tolerance for different ideas and values through international cooperation in education, and cultivate the important and broad abilities needed to build a multicultural symbiotic society ". All these are closely related to sustainable development education (Ministry of Education, Culture, Sports, Science and Technology [MEXT], 2016). In August 2016, the Ministry of Education, Culture, Sports, Science and Technology issued The Heisei 28th Annual White Paper on Science of the Ministry of Education, Sports, Science and Technology. In the general part of Chapter 10 "strengthening international exchanges and cooperation", the long-term use of "education for international understanding" and "International Education" were replaced by "education for sustainable development" and "UNESCO cooperative school activities" (MEXT, 2017), marks the transition from "international understanding education" and "Intercultural Education" to sustainable development education.

In a word, education for sustainable development is the focus of Japan's Global Competence Education Policy in the 21st century. During this period, the Japanese government put forward higher requirements for its international positioning, hoping to make more "Japanese voices" on the international stage and lead the development of education around the world. Therefore, "promoting the in-depth development of sustainable development education and exporting successful experience to countries all over the world" has become the main feature of Japan's Global Competence Education Policy during this period.

### 5. DISCUSSION AND CONCLUSION

From the perspective of historical institutionalism, we can try to explore the institutional logic behind the change of Japan's global competence education policy, that is, the policy has evolved to this day under what macro historical background and through what development path. Historical institutionalism holds that the system depends on a series of concepts and material basis, and the change of the basis may lead to change (Thelen, 1999). From the perspective of focus, Japan's defeat in World War II, becoming the world's second largest economic power and Koichiro Matsuura's appointment as the eighth director general of UNESCO are the key nodes of the changes in Japan's global competence education policy. There are slow but continuous gradual changes among the three key nodes. From the dynamic factors of change, the change of Japan's global competence education policy is not only dominated by the internal conditions - the diplomatic strategy of the Japanese government, but also affected by the external factors - the trend of world globalization.

## 5.1 Japan's Global Competence Education Policy Change Path Node

Looking at the change path of Japan's global competence education policy, there are three prominent key nodes. The key nodes are the key time or key event nodes connecting the two periods of institutional stability. They are generally the turning points of the two periods in the process of historical development, which usually lead to the sudden change of institutional path (Gao, 2018). Focusing on the historical development of Japan's global competence education policy, Japan's defeat in World War II in 1945 is the starting point of its global competence education policy. In order to reverse its negative image and regain the acceptance of the international community, the Japanese government has actively responded to the call of UNESCO for the development of International Understanding Education and formulated a series of policies. Since then, global competence education has been preliminarily developed in Japan. In 1968, with the support of the United States, Japan became the second largest economic power in the world. The rapid economic development prompted the Japanese government to have an increasingly urgent desire for its independent international status, and began to integrate into the international society in all aspects. Education is no exception, emphasizing the cultivation of International talents. Japan's Global Competence Education Policy ushered in the second key node. Koichiro Matsuura served as the eighth director general of UNESCO in 1999. Koichiro Matsuura's election reflects Japan's strategic plan to gain more international voice and lead global development. Therefore, it has become the third key node of the turning point of Japan's global competence education policy.

#### 5.2 Dynamic Mechanism of Global Competence Education Policy Change in Japan Internal Factors — the Diplomatic Strategy of the Japanese Government

In Japan, the development of education presents an unique phenomenon, that is, the formulation of education policy is often guided by serving the political strategy. At the end of the Second World War in 1945, Japan was defeated. After the war, Japan was in a helpless situation in the international community. It is urgent to be accepted by the international community and restore its international status. Therefore, since the mid-1940s, under the motivation of returning to the international community, the Japanese government has actively responded to the global competence education concept with the theme of "world peace and intercultural understanding" put forward by UNESCO, and formulated a series of global competence education policies based on this. This situation lasted until the late 1960s, when Japan became the second largest economic power in the world after the United States.

Since the late 1960s, the Cold War confrontation between the United States and the Soviet Union has reached its peak. As a crucial "anti-Communist barrier" in the strategic territory of the United States in the Far East, Japan has received strong economic and political support from the United States. Therefore, it has entered a period of rapid economic development and gradually stepped into the ranks of world economic powers. With the increasing improvement of Japan's international economic status, Japan has an increasingly strong demand to further strengthen exchanges and cooperation with countries around the world. The desire to enhance its political status in the international community has also increased. Therefore, Japan began to pay attention to displaying the image of Japan's country and people on the international stage, and transformed various fields through new policies to meet the needs of its own internationalization. In the field of education, the Japanese government no longer adheres to the global competence education model with the spirit of UNESCO as the core, but puts forward a new understanding of world peace, development and Japan's international status. Japan's global competence education policy has changed from a supporting policy dominated by the concept of UNESCO to a national education strategy of international countermeasures.

Since the 21st century, the Japanese government's demand for international voice has become more urgent. Driven by this, the Japanese government took the opportunity of Koichiro Matsuura's appointment as the eighth director general of UNESCO in 1999 to actively integrate into the international community and put forward an education plan for sustainable development for UNESCO. Its relationship with UNESCO has also changed from initial "initiative and cooperation" to "equal cooperation". Since the 21st century, Japan's global competence policy has changed to focus on sustainable development education and actively promote the popularization and implementation of sustainable development education in schools at all levels in Japan, reflecting the Japanese government's desire to use UNESCO as a platform to carry out cooperation and economic promotion with countries around the world through sustainable development education, so as to make more "Japanese voices" on the international stage, Political intention to dominate more international discourse.

### 5.3 External Factors — the Trend of Globalization

In addition to political strategy, the trend of globalization is also a key factor affecting the formulation of Japan's global competence education policy, which runs through the whole process of the change of Japan's global competence education policy. The era of globalization began in the early 20th century. It is a period of unprecedented rapid movement of people, finance, materials, capital and information. Its movement forms have also become extremely complex and diverse. The interdependence of countries around the world and the internationalization of society are becoming more and more distinct. Governments of all countries realize that the world is gradually becoming a whole. Only the unity and cooperation of every individual living on this earth can achieve better development (Teng & Du, 2018). After World War II, Japan's domestic social and economic development has also suffered serious damage, and all waste is waiting for prosperity. The advent of the era of globalization provides an opportunity for its economic development. In this context, the Japanese government has formulated a series of global competence education policies, committed to the full integration of the international community in the era of globalization.

With the formation of "Globalization 3.0" in the 21st century, the wave of globalization has swept the world. There are more and more political, economic and cultural intersections between different countries and regions. Individuals have become the protagonists. Skin color or cultural differences between the East and the West are no longer an obstacle to cooperation or competition. The continuous innovation of software and the popularization of the network enable people all over the world to easily realize their own social division of labor through the Internet and a new wave of globalization, all borders are being wiped out. The world has become flat and shrunk from small to small. The problems of environment, energy, population and peace are no longer internal problems of a country, but become problems of common concern and cooperation among countries all over the world. Affected by the unprecedented deepening trend of globalization, ensuring Japan's dominant position in global competition and cultivating talents who adapt to the globalized society and lead the trend of the times have become the core subject of the education policy of the Ministry of Education, Culture, Sports, Science and Technology. Therefore, sustainable development education with concern for global development issues as the core content has become the key content and future direction of Japan's global competence education policy.

In short, at this stage, Japan's global competence education policy emphasizes cultivating students' awareness and ability to care about common problems of global development and to be a "Japanese leading the development of the world". Among them, the Japanese government emphasizes that the concern about common problems of global development reflects the globalization thought in Japan's global competence education, and the "Japanese leading the development of the world" inherits Japan's traditional culture and national spirit. It has realized the integration of the two opposing positions of the nation-state and the globalized world, and its experience is worth learning from.

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