Third Party Evaluation Report 2013
Ministry of Foreign Affairs of Japan

Evaluation of "Human Resource Development in the area of Development" and "Supporting Development Education"

February 2014
International Development Center of Japan Inc.

Preface

This report under the title of Evaluation of “Human Resource Development in the area of Development” and “Supporting Development Education” was undertaken by International Development Center of Japan Inc.(IDCJ), entrusted by the Ministry of Foreign Affairs (MOFA) in FY2013.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the development of partner countries and to finding solutions to international issues which vary with the times. Recently, more effective and efficient implementation of ODA has been required not only in Japan but also in the international community. MOFA has been conducting ODA evaluations every year mainly at the policy level with two main objectives: to improve the management of ODA; and to ensure its accountability. The evaluations are conducted by third parties to enhance their transparency and objectivity.

This evaluation study was conducted with the objectives of reviewing “Human Resource Development in the area of Development” and “Supporting Development Education” for Japanese, drawing on lessons from this review to make recommendations for reference in policy planning on future assistance to “Human Resource Development in the area of Development” and “Supporting Development Education” by the Government of Japan and its effective and efficient implementation, and ensuring accountability by making the evaluation results widely available to the general public.

Yuriko Minamoto, Professor, Graduate School of Governance Studies, Meiji University served as a chief evaluator to supervise the entire evaluation process, and Kaoru Hayashi, Professor, Department of International Understanding, Faculty of International Studies, Bunkyo University served as an advisor to share his expertise on theme. Both have made enormous contributions from the start of this study to the completion of the report. In addition, in the course of this study, we have benefited from the cooperation of MOFA, the Japan International Cooperation Agency (JICA), participants of each programs, and staffs in non-governmental organizations (NGOs). We would like to take this opportunity to express our sincere gratitude to all who were involved in this study.

Finally, the Evaluation Team wishes to note that the opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

February 2014
International Development Center of Japan Inc.

Note: This English version of the Evaluation Report is a summary of the Japanese Evaluation Report of “Human Resource Development in the area of Development” and “Supporting Development Education”.

Evaluation of "Human Resource Development in the area of Development" and "Supporting Development Education" (Brief Summary)

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Period of the Evaluation Study

July 2013 – February 2014

Field Survey Country

None

A participant of the NGO Internship Program at work

Background, Objectives and Scope of the Evaluation

The Ministry of Foreign Affairs of Japan (MOFA) and Japan International Cooperation Agency (JICA) have been making conscious efforts to develop and secure the services of excellent human resources in order to implement Japan's development cooperation for excellent results. The objectives of this evaluation study are listed below.

(1) The evaluation team comprehensively evaluates "Human Resource Development in the area of Development" and "Supporting Development Education" in the light of the significance of such training and support

(2) The evaluation team derives recommendations for the future planning and implementation of Japan's assistance programs based on the evaluation results concerning "Human Resource Development in the area of Development" and "Supporting Development Education"

Brief Summary of the Evaluation Results

●Development Viewpoints

(1) Relevance of Policies

In regard to the relevance of policies, a certain consistency is ensured as a whole. However, in regard to consistency with the needs for development specialists, there are no clear policy and strategy. There is no clear target set; therefore, no concrete strategy was evolved for "Human Resource Development in the area of Development" and "Supporting Development Education" at the policy level. In this context, the relevance of plans to materialize policies is judged to be low.

(2) Effectiveness of Results

In regard to the effectiveness of results, a certain positive contribution is achieved as a whole. In regard to "Human resources are developed to implement development cooperation for excellent results (Principal Objective 1)", each capacity development program for NGOs has recorded some progress which has direct implications for the improvement of their activities. As such progress is linked to the development of human resources and enhancement of the organizational strength of NGOs, these programs are judged to have greatly contributed to Principal Objective 1. Meanwhile, the contribution of another program designed to develop the capacity of human resource working at the front line in the area of development is rather limited due to the limited scope of the abilities to be improved and the small number of places for programs. In regard to "Interest, understanding and support are enhanced for development cooperation (Principal Objective 2)", a significant contribution has been made in terms of the training of teachers because teachers have been trained to act as

"cores" in the implementation of development education within and outside of schools and local "networks" of teachers have been formed to promote development education.

(3) Appropriateness of Processes

In regard to the appropriateness of processes, it is deemed to be high as a whole.
In the case of the programs for NGO Human Resources Development, the process to examine and formulate a plan or strategy is judged to be highly appropriate. In the case of programs for Human Resource Development in the area of Development and programs for Supporting Development Education, there is no permanent system for discussion or review with the broad participation of stakeholders because of the characteristics and circumstances of these programs. In addition, because of the absence of a corresponding plan for these programs, it is difficult to analyze the program examination and formulation process under these programs. In regard to "The process to formulate a plan and to determine a program menu" and "The process to implement and improve a program", the appropriateness of processes is high, because each program employs a process to reflect the opinions of participating experts and stakeholders

●Diplomatic Viewpoints

From the diplomatic viewpoints, the evaluation team has reviewed the diplomatic impacts in reference to three aspects. They are ① activities by organizations and persons which have utilized some programs of "Human Resource Development in the area of Development" and "Supporting Development Education", ② activities by NGO staff members to assist the rehabilitation of areas devastated by the Great Sichuan Earthquake and ③ the number of Japanese nationals working for international organizations and understanding of and support for international cooperation among the Japanese public. The results of this evaluation indicate that "Human Resource Development in the area of Development" and "Supporting Development Education" in Japan have comprehensively produced impacts for the facilitation of Japanese diplomacy even though the direct causal relationship is somewhat unclear.

Main Recommendations

(1) Formulation of consistent policies and plans based on the policy framework and Japan's high-level policies
(2) Continuation and enhancement of the training of human resources equipped with strong practical capabilities
(3) Continuation and enhancement of the assistance for strengthening of the personnel and organizational structure of NGOs
(4) Continuation and enhancement of the assistance with the importance of development education in mind
(5) Emphasis on and enhancement of efforts to maintain and expand local "cores" such as teachers and "networks" established locally
(6) Development of a system and process which represent the opinions of experts and stakeholders involved in the implementation of Supporting Development Education
(7) Continuation and expansion of collaboration with important external organizations for development education

Media training as part of the International Development Professional Training Program

Participants to the NGO Internship Program

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Attachment: Policy Framework for "Human Resource Development in the area of Development" and "Supporting Development Education" (Draft)

Abbreviation

Abbreviation	Official Name
BOP	Base of the Pyramid
IDPTP	International Development Professional Training Program
JANIC	Japan NGO Center for International Cooperation
JICA	Japan International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
MEXT	Ministry of Education, Culture, Sports, Science and Technology in Japan
MDGs	Millennium Development Goals
MOFA	Ministry of Foreign Affairs of Japan
NGO	Non-Governmental Organization
ODA	Official Development Assistance

Chapter 1 Evaluation Implementation Policy

1-1 Background and Objectives of Evaluation

Since the late 1980's, the Government of Japan has been making conscious efforts to develop and secure the services of excellent human resources in order to implement Japan's development cooperation for excellent results. In 2003, the Ministry of Foreign Affairs of Japan (MOFA) revised Japan's Official Development Assistance (ODA) Charter and mentioned the promotion of human resources development, development research and development education as components of an important strategy to encourage public participation. In the ODA Review Final Report published in June, 2010, MOFA emphasized human resources development as one of the priority policies for Japan's ODA. To be more precise, MOFA and JICA have been implementing a number of programs designed to promote the training of development specialists featuring Japanese nationals.

Today, wide-ranging bodies provide development education. These bodies include teachers, NGOs of which the main activity is development education, government agencies and international organizations. The activities of these bodies are also diverse as are the training needs of development specialists. It is not easy to obtain sufficient understanding and constructive support by the Japanese public in regard to the significance of development cooperation and an expansion of ODA because of the state of economy and public finance in Japan. Under these circumstances, it is believed that the promotion of development education will play a very important role in obtaining the understanding and support of the public for Japan's ODA.

In view of the above background, this evaluation study has been conducted with the following objectives.

(1) The evaluation team comprehensively evaluates "Human Resource Development in the area of Development" and "Supporting Development Education" in the light of the significance of such training and assistance.

(2) The evaluation team derives recommendations for the future planning and implementation of assistance programs based on the evaluation results concerning "Human Resource Development in the area of Development" and "Supporting Development Education".

1-2 Scope of Evaluation

The evaluation team has primarily evaluated three types of programs listed below by means of analyzing them at the policy and program levels. These programs are implemented by MOFA and JICA to promote the training of Japanese development specialists. The subject period of evaluation is assumed to be the last five years or so in consideration of ① the time of submission of the ODA Review Final Report (2010) which is the latest document spelling out the desirable direction for the subject programs for evaluation at the policy and program levels and ② the possibility of obtaining reference materials regarding the subject programs for evaluation and the commencement years of these programs.

(1) Programs for Human Resource Development Programs in the area of Development
- International Development Professional Training Program (IDPTP)
- Development Staff Training Programs

(2) Programs for NGO Human Resources Development

- NGO Internship Program
- NGO Overseas Study Program
- Training for NGO Organizational Capacity Strengthening through the "Improve Organizational Skills & Capacity!
- Dispatching of Advisors to NGOs for Strengthening NGOs' Management Skills and Capacity
- Project Cycle Management Training for NGOs

(3) Programs for Supporting Development Education

- International Cooperation Lecture Service
- ODA Delivery Lectures
- JICA Essay Contest on International Cooperation for Junior and Senior High School Students
- Acceptance of Visitors to JICA Domestic Offices
- Study Tour Program for Teachers
- Training for Development Education Leaders
- Global Education Contest

1-3 Evaluation Methodology

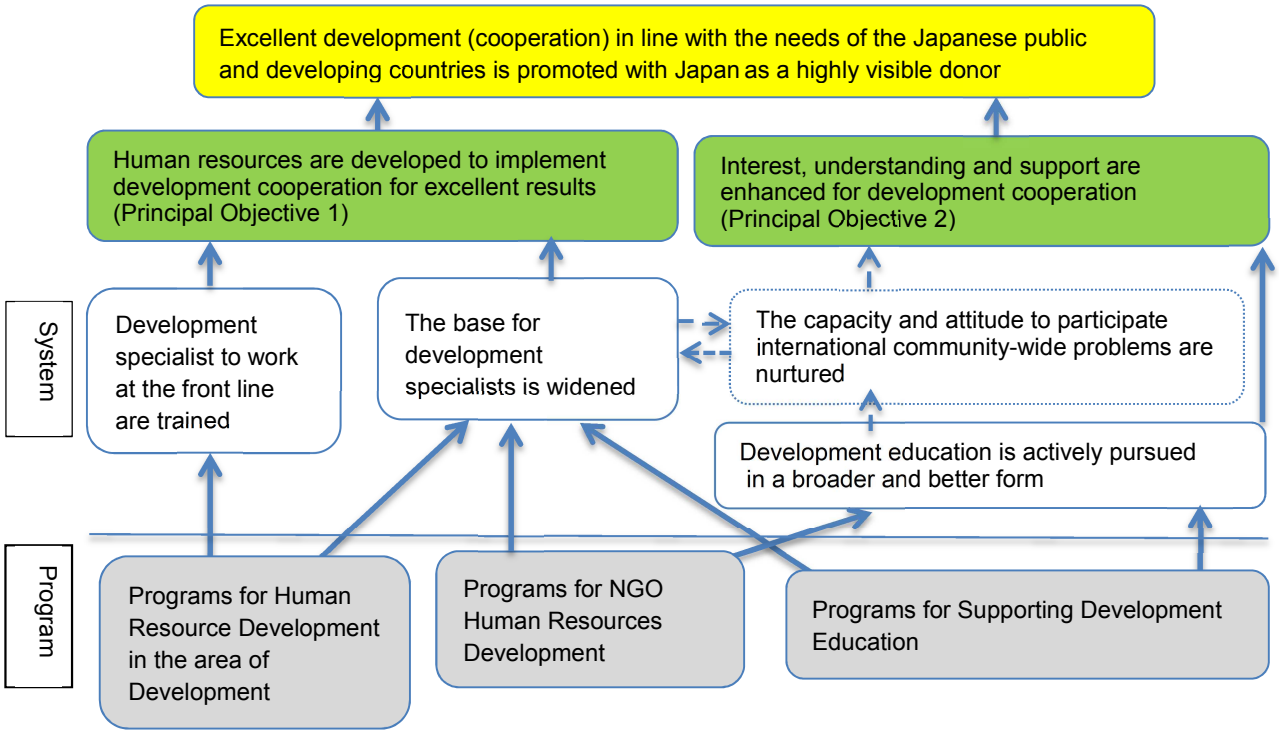
1-3-1 Evaluation Analysis Method and Framework

The analysis for this evaluation followed the ODA Evaluation Guidelines (8th Edition released by MOFA in May, 2013). Firstly, the evaluation team prepared an objective framework, followed by evaluation using the three evaluation criteria of "relevance of policies", "effectiveness of results" and "appropriateness of processes" for evaluation from the development viewpoints and the criterion of "diplomatic impacts" for evaluation from the diplomatic viewpoints.

(1) Objective Framework

Fig. 1 is an objective framework prepared for the purpose of this evaluation study. In regard to "Human Resource Development in the area of Development" and "Supporting Development Education", there are two principal objectives: ① Human resources are developed to implement development cooperation for excellent results (Principal Objective 1), and ②Interest, understanding and support are enhanced for development cooperation (Principal Objective 2). This evaluation study, therefore, primarily focuses on these two principal objectives.

Fig. 1 Objective Framework for “Human Resource Development in the area of Development” and “Supporting Development Education”



Note: Arrows indicate the flow linking the two principal objectives.
Source: Prepared by the evaluation team.

(2) Evaluation from Development Viewpoints

For evaluation from the development viewpoints, the evaluation team has analyzed various programs in criteria of the “relevance of policies, “effectiveness of results” and “appropriateness of the processes” as set forth in the ODA Evaluation Guidelines. The key points for this analysis in relation to these three evaluation criteria are explained as follows.

(a) Relevance of Policies

In regard to the relevance of policies, the evaluation team has analyzed the relevance of directions aimed at by various programs involving “Human Resource Development in the area of Development” and “Supporting Development Education”. To be more precise, the programs as shown in Fig.1 was analyzed in consistency with ① Japan’s high level policies such as the ODA Charter, Medium-Term Policy on ODA and ODA Review, ② needs for development specialists, ③ other programs for “Human Resource Development in the area of Development” and “Supporting Development Education”, ④ international priority issues (MDGs and others) and ⑤ education and regional policies and plans.

(b) Effectiveness of Results

In regard to the effectiveness of results, the evaluation team has analyzed the contribution made by the programs for “Human Resource Development in the area of Development” and “Supporting Development Education” to achieve the sub-objectives of “Human resources to implement excellent development cooperation are trained (Principal Objective 1)” and “Interest in, understanding of and support for development cooperation are enhanced (Principal Objective 2)”, based on the objective framework (Fig. 1). As shown in Table 1, after the clarification of the effectiveness of the results of individual programs by taking the important points described below into consideration, the effectiveness of the subject programs as a whole was evaluated.

- The scope of this evaluation covers a collection of a number of individual programs.
- There are many programs outside the scope of this evaluation, such as programs to support volunteers and NGOs (JICA Partnership Program and Grassroots Grant Aid), which can equally contribute to the achievement of the two principal objectives mentioned above in Fig 1.

Table 1 Relationship between Individual Programs and Principal Objectives, and Flow from Individual Programs to Overall Evaluation

Principal Objectives		Human resources are developed to implement development cooperation for excellent results (Principal Objective 1)	Interest, understanding and support are enhanced for development cooperation (Principal Objective 2)
Overall Scope of Evaluation		**O**	**O**
		⇧	⇧
Individual Programs	Programs for Human Resource Development in the area of Development	**O**	Δ
	Programs for NGO Human Resource Development	**O**	**O**
	Programs for Supporting Development Education	Δ	**O**

Note: O and Δ indicate the strength of the relationship of individual programs with either of the principal objectives. O indicates a stronger relationship than Δ.
Source: Prepared by the Evaluation Team.

(c) Appropriateness of Processes

In regard to the appropriateness of processes, this evaluation study analyzed “The process to formulate a plan and to determine a program menu” and “The process to implement and improve a program” for the purpose of “Human Resource Development in the area of Development” and “Supporting Development Education”. For each principal objective, the first step was to establish the fact that which stakeholders reach the stage of plan formulation/improvement under what kind of system and through what kind of procedure and decision-making process. This was followed by clarification of the smoothness and density of communication between stakeholders and of the occurrence of problematic matters in order to review whether or not the processes in question are appropriate and efficient processes to ensure the relevance of the policies and effectiveness of the results.

(3) Evaluation from Diplomatic Viewpoints

For evaluation from the diplomatic viewpoints, this evaluation team has reviewed the following three aspects to determine their diplomatic impacts.

① Activities by organizations and persons which have utilized some programs of “Human Resource Development in the area of Development” and “Supporting Development Education”.
② Activities by NGO staff members to assist the rehabilitation of areas devastated by the Great Sichuan Earthquake.

③ The number of Japanese nationals working for international organizations, and understanding of and support for international cooperation among the Japanese public.

1-3-2 Evaluation Processes

This evaluation study has been conducted from July, 2013 to February, 2014. During this period, the evaluation team holds the consultation meeting three times with the participation of relevant MOFA and JICA officials. The concrete implementation processes for this evaluation are described below.

(1) Development of evaluation designs
The Evaluation Team developed a draft evaluation implementation plan which included the objectives, scope, methods and work schedule of the evaluation and confirmed this plan with the relevant MOFA and JICA officials.

(2) Document review and interview survey in the Tokyo area
Relevant information was gathered in line with the implementation plan. To be more precise, existing analysis and evaluation reports, etc. were also utilized. The information included the application guidelines and reports of existing individual programs and the JICA's performance evaluation reports. At the same time, interviews were conducted with relevant people, those working for contractors, academics and users of individual programs.

(3) Domestic field survey in local areas (Chubu and Tohoku Region)
Based on the findings of the document review and interview survey in the Tokyo area, a field survey was conducted in local areas (Chubu and Tohoku Region). This field survey verified local activities for the NGO Human Resources Development and Supporting Development Education. As part of the field survey, a series of interviews was conducted with users of each program as well as local organizations collaborating with these programs.

(4) Analysis and compilation of the report
The evaluation team analyzed the information obtained by the document review and interview survey. Comprehensive evaluation was made for each evaluation item referring to the relevant criteria. Factors facilitating or impeding positive effects were then extracted to form recommendations. Finally, all of the findings and recommendations have been compiled in this report.

Chapter 2 Outline of "Human Resource Development in the area of Development" and "Supporting Development Education"

2-1 Programs for Human Resource Development in the area of Development

The International Development Professional Training Program (IDPTP) began in FY 2011. In three years, 107 trainees (50 in the first year and some 30 each in the second and third years) completed the course. The latest yearly budget size is less than 100 million yen.

Media training as part of the International Development Professional Program

2-2 Programs for NGO Human Resources Development

The NGO Internship Program began in FY 2010 and 20 NGOs accept interns every year under this program. Half of these interns are now in their second year as the internship at each NGO can last up to two years. Each year, the number of applicants is approximately double the number of available places, resulting in a call for an increase of the number of placements. The executed budget amount has been unchanged at some 45 million yen for 20 NGOs each year. The NGO Overseas Study Program began in FY2007. Even though the number of participants fluctuates from one year to another, the executed budget amount is around 25 million yen each year.

Among the training programs organized by JICA for NGOs, the Project Cycle Management (PCM) Training for NGOs has seen a trend of increase in the number of participants of more than 300 people a year since FY2010, while the number of participants of other programs has been declining. Following the revision of the implementation method for "Training for NGO organizational capacity strengthening through the 'Improve organizational skills & capacity!'", the project management course has been withdrawn, leaving only the organizational management course. JICA's executed budget amount per year has been steady for the last few years.

2-3 Programs for Supporting Development Education

ODA Delivery Lectures are organized by MOFA based on actual requests. Their number has been around 30 – 40 a year even though the actual number of lectures varies from one year to another. This program is becoming better known throughout Japan.

JICA encourages Japanese people to be more interested and more involved in international cooperation activities. In this regard, the JICA Global Plaza was established as a hub for citizen participation in international cooperation in Tokyo in 2006. The cumulative total number of visitors exceeded the one million in October, 2013. The JICA Global Plaza Nagoya has already attracted more than 300,000 visitors since its opening in 2009. The number of organizations registered with the Global Plaza has been rapidly increasing. In contrast, the number of participants in other programs has been almost flat for the last six years while the number of those receiving delivery lectures has slightly declined since FY 2011, presumably because of the reduced teaching hours for overall educational curriculum at elementary and junior high schools in Japan. In regard to the JICA Essay Contest on International Cooperation for Junior and Senior High School Students, the number of entries considerably increased in FY 2008, presumably because of the fact that "the environment", the essay theme, was easy to write about. The number of participants in the Training for

Development Education Leaders has shown an increasing trend in recent years, partly because of the new arrangement of joint sponsorship of the seminar with a local NGO. In terms of the budget size, the JICA Global Plaza has shown a slightly increasing trend.

Chapter 3 Evaluation from Development Viewpoints

3-1 Relevance of Policies

In regard to the relevance of policies, a certain consistency is ensured as a whole.
Both “Human Resource Development in the area of Development” and “Supporting Development Education” are highly consistent with such Japan’s high-level policies as Japan’s ODA Charter and Japan’s Medium-Term Policy on ODA. Every high-level policy points out the importance of an active commitment to human resource development in the area of development, NGO human resources development, and supporting development education.

When trying to analyze the consistency of these programs with the needs for development specialists, it is obvious that there are no clear policies or strategies (clear design) giving ① the definition of a development specialist and required abilities and ② the target level and desirable direction for development in connection with the training of development specialists. There is no clear targets set to be achieved at the policy level; therefore, no concrete strategy was evolved to train development specialists or to support development education. Moreover, MOFA and JICA do not necessarily implement their training of “Human Resource Development in the area of Development” and “Supporting Development Education” in a coherent manner with common and uniform goals. Consequently, the status is unclear for each program for human resource development in the area of development, or the consistency is unclear for each program with the needs for development specialists. As such, the relevance of plans to materialize policies is low. However, it must be pointed out that each program has positively contributed to the development of the essential abilities required of a development specialist when the status of each program was checked against the list of abilities required of a development specialist in the last five years.

This evaluation study has also confirmed that there is a high level of consistency between the programs and ① other programs of “Human Resource Development in the area of Development” and “Supporting Development Education”, ② international priority issues and trends in the international community and ③ education and regional policies and plans.

Although the above evaluation results justify a high evaluation score for many aspects, there is a major problem of the absence of clear targets to be achieved at the policy level and of concrete strategies, illustrating the present situation where “Human Resource Development in the area of Development” and “Supporting Development Education” is not conducted in a coherent manner with common and uniform goals.

3-2 Effectiveness of Results

In regard to the effectiveness of results, a certain positive contribution is achieved as a whole. However, it must be noted that ① it is impossible to quantify the achievement level of either objective mentioned in the objective framework (Fig. 1) through comparison of the target value and achieved value as neither indicators nor target values are set for these principal objectives and ② it is difficult to precisely measure the degree of contribution of “Human Resource Development in the area of Development” and “Supporting Development Education” to the achievement and improvement of the principal objectives.

In regard to the Principal Objective 1, the contribution of “Human Resource Development in the area of Development” and “Supporting Development Education” was analyzed in relation

to “Development specialists to work at the front line are trained (Sub-Objective 1 of Principal Objective 1)” and “The base for development specialists is widened (Sub-Objective 2 of Principal Objective 1)”. Concerning the capacity development of NGOs, each relevant program achieved some progress which has direct implications for the improvement of its activities (① expansion of the scope of the program, ② increase of the amount of donations and membership and ③ promotion of the program led by trained personnel). As such progress is linked to the development of human resources and enhancement of the organizational strength, programs designed to develop the capacity of NGOs are judged to have greatly contributed to the target matters. Meanwhile, the contribution of the program to develop the capacity of development professionals working at the front line is rather limited. This is partly because it is only some two years old, yet and its contents are challenging and designed to improve the leadership quality, including the ability to debate and express oneself at international conferences, etc., of its trainees on the international stage. The limited scope of abilities for development to be improved and the small number of places for training have also restricted the contribution of this program.

A participant of the NGO Internship Program at work

In regard to the Principal Objective 2, the contribution of “Human Resource Development in the area of Development” and “Supporting Development Education” was analyzed in relation to “The development education is actively pursued in a broader and better form (Sub-Objective 1 of Principal Objective 2)” and “The capacity and attitude to participate in efforts to tackle global problems are nurtured (Sub-Objective 2 of Principal Objective 2)”.
Concerning the training of teachers, relevant programs have made a major contribution as core teachers trained to implement development education within and outside of schools have developed local networks based on their schools. These core teachers are involved in various efforts related to development assistance within and outside of school and have achieved significant results at those schools implementing development education in earnest. Each program offers information as well as learning opportunities for those involved in development education and plays an important role as part of overall development education while providing the initial momentum for the practical implementation and full-scale expansion of development education. As such, programs related to Principal Objective 2 are judged to have made a certain contribution in terms of the vitalization of development education, particularly the geographical spread of development education in Japan. Finally, positive outcomes are expected in the coming years through the collaboration of local education boards, etc. to improve the environment for the implementation of development education.

Participants to the NGO Internship Program

Based on the above evaluation results, each principal objective is judged to have been achieved to a certain extent even though there are some pending issues to be dealt with. Because of the fact that there are many external factors affecting the achievement of the principal objectives, it is difficult to conclude that “Human Resource Development in the area of Development” and “Supporting Development Education” have made a significant contribution. Meanwhile, it is safe to conclude that they have made some positive contribution under restrictive circumstances.

3-3 Appropriateness of Processes

In regard to the appropriateness of processes in terms of “The process to formulate a plan and to determine a program menu” and “The process to implement and improve a program”, the appropriateness of processes is deemed to be high as a whole.

Firstly, in regard to the process to formulate a plan and to determine a program menu, the analysis results for each subject program for evaluation are described as follows. In the case of the programs for NGO Human Resource Development, a system has been developed around a council coordinating MOFA, JICA and NGOs to realize the collaboration of stakeholders. Active participation in the process in question has been promoted through deliberations at the said council and other platforms, questionnaire survey with NGOs and opinion exchange meetings. As such, the process in question reflects the intentions and opinions of NGOs to a certain extent. Therefore, “the process to formulate a plan and to determine a program menu” is implemented in an adequate manner. Moreover, in regard to the collaboration system between MOFA and JICA, there has been almost quarterly meetings of MOFA and JICA to share and exchange basic information. Accordingly, “the process to formulate a plan and to determine a program menu” is judged to be highly appropriate as far as those programs for which a plan or strategy has been formulated are concerned. In contrast, in regard to the programs for Human Resources Development and Supporting Development Education, there is no permanent system for discussion or review with the broad stakeholders because of the characteristics and circumstances of these programs. Furthermore because of the absence of a corresponding plan for these programs, it is difficult to analyze the program examination and formulation process under these programs. Meanwhile, in the case of “The process to formulate a plan and to determine a program menu”, each program employed a process to reflect the opinions of participating experts and stakeholders in tune with the situation of the program. As such, the process to determine a program menu as well as the contents of a new program is judged to be highly appropriate.

Secondly, in regard to “The process to implement and improve a program”, each program emphasizes the process to evaluate and review the program implementation results so that the evaluation and review results can be used to improve the program in subsequent years while incorporating the opinions of stakeholders. In the program implementation process, there is full awareness of the importance of the “quality” and “efficiency” viewpoints and active efforts to consider and improve the efficiency and effectiveness of activities are made despite a limited budget. These efforts are believed to have achieved certain positive effects. The publicity of a program has been actively pursued from the viewpoints of ① publicity to wide-ranging target organizations and/or persons, ② publicity through collaboration with program-related key bases and ③ individual responses as well as general publicity to those persons who have used a program or program-related facility. Therefore, the process to implement and improve a program is judged to be appropriate.

Based on the above evaluation results, the appropriateness of processes of “Human Resource Development in the area of Development” and “Supporting Development Education” is comprehensively high because of the high evaluation scores of many evaluation items related to the program implementation process even though there are some items in need of improvement.

Chapter 4 Evaluation from Diplomatic Viewpoints

From the diplomatic viewpoints, the evaluation team has reviewed the diplomatic impacts in reference to three aspects which are described in 1-3-1(3).

In practice, “Human Resource Development in the area of Development” and “Supporting Development Education” are essentially means to implement international cooperation and ODA for excellent results, and it is difficult to evaluate their direct impacts on Japanese diplomacy. There are several cases, however, where “Human Resource Development in the area of Development” and “Supporting Development Education” have produced diplomatic impacts.

There are many NGOs which have used the programs for NGO Human Resources Development and which have received awards from the government of developing countries or international organizations (11 NGOs have received various awards from six developing countries and 3 international organizations) and also the Foreign Minister’s Commendation of MOFA (five NGOs in the last six years). In the case of assistance in the aftermath of the Great Sichuan Earthquake, NGOs with experience of participating in the programs for NGO Human Resources Development were involved in various types of post-earthquake rehabilitation work. Their activities have been repeatedly reported and highly appraised by the Chinese mass media. In regard to the question of the changing sentiments towards Japan in the post-earthquake years, the voices of Chinese people which have benefitted from Japanese assistance have also been frequently reported, significantly affecting the general feeling towards Japan among the Chinese public. The positive evaluation results of the activities of Japanese NGOs by developing countries and the international community have contributed to the establishment of a favorable diplomatic relationship between Japan and developing countries. Therefore, support for the training of NGO staff is judged to have made a certain contribution to the effective implementation of NGO activities in developing countries through the development of human resources and strengthening of the organizational capacity of individual NGOs.

Public understanding and interest have been steadily increasing toward “assistance for developing countries”, “efforts to achieve international peace” and “contribution to the solving of global issues”, according to the Public Opinion Survey on Diplomacy conducted by the Cabinet Office of Japan,. Such public opinion underpins the continuation and expansion of ODA as part of Japanese diplomacy. Supporting Development Education appears to have contributed to the formation of such public opinion, especially among young people.

Based on the above evaluation results, “Human Resource Development in the area of Development” and “Supporting Development Education” in Japan are judged to have comprehensively produced positive impacts to facilitate Japanese diplomacy even though the direct causal relationship with diplomatic impacts is not fully substantiated.

Chapter 5 Recommendations

5-1 Recommendations for Policy Formulation

This evaluation study has been conducted based on the Objective Framework (Fig.1) while taking the ODA Charter and other documents and reference materials related to “Human Resource Development in the area of Development” and “Supporting Development Education” into consideration. As there is no official policy system governing “Human Resource Development in the area of Development” and “Supporting Development Education”, a complicated process of trial and error has been the dominant feature of such training and support in the field. Using the concept of program theory evaluation, the gathered information has been compiled into Attachment: Policy Framework (Draft) for “Human Resource Development in the area of Development” and “Supporting Development Education”. This policy framework is presented here as a reference material for the further examination and formulation of concrete policies and plans related to the principal objectives of this evaluation study. In the compilation of the policy framework (Draft), careful consideration was given to the importance of establishing high-level policies which clarify the objectives, i.e. intended outcomes, of “Human Resource Development in the area of Development” and “Supporting Development Education” based on the full awareness of these objectives mentioned in the policy framework (Draft).

Two overall goals can be set for “Human Resource Development in the area of Development” and “Supporting Development Education”. These are (i) “Diverse Japanese individuals and organizations play active roles in development cooperation in line with the needs of Japan and developing countries (first overall goal)” and (ii) “Interest in, understanding of and support for development cooperation are enhanced throughout Japan (second overall goal)”.

In the case of the first overall goal, there are two policy objectives: (i) “Human resources to implement excellent development cooperation are trained (first objective)” from the perspective of facilitating the training of development specialists and (ii) “Players and human resources who can act as partners for development cooperation are increased (second objective)” from the viewpoint of promoting the use of the existing human resources in the development sector. To realize the first objective, various activities are in progress in collaboration or role-sharing with graduate schools and other players and also with other programs of MOFA and JICA, targeting five capabilities, (i) International-level leadership capability, (ii) Professional capability to deal with development issues, (iii) Communication capability and language ability, (iv) Independence, activeness, challenging spirit, cooperativeness and flexibility and (v) Understanding of and experience with developing countries. Both “Human Resource Development in the area of Development” and “Supporting Development Education” programs contribute to capacity development in capabilities of (i), (ii), and (iii). To realize the second objective, other programs of MOFA and JICA play a central role in enabling such players as local government bodies, universities, private sector and individuals to acquire experience and know-how regarding developing countries and international cooperation through on- the-job training (OJT). In the case of NGO players which are important as development players, support takes place from two viewpoints: (i) Capacity development through support for NGO Human Resources Development and (ii) Collaboration to develop experience and know-how regarding developing countries and international cooperation through OJT arranged by grant aid cooperation for collaboration with Japanese NGOs and the grassroots-level socio-economic development projects.

In the case of the second overall goal, the principal policy objective is “Development education is actively pursued in a broader and better form”. In regard to programs for Supporting Development Education, as the scope of such programs is limited to “support”,

three means of achieving the policy objective come into play. These are (i) The training of teachers, etc. to “Establish regional cores and networks”, (ii) Promotion of the understanding of the importance of development education on the part of administrations and schools and the development of teaching tools to “Establish an environment for the implementation of development education” and (iii) Sufficient information and opportunities for those involved in development education. Both MOFA and JICA have been providing wide-ranging programs to support the realization of the policy objective in question. For the realization of the overall goal of “Interest in, understanding of and support for development cooperation are enhanced throughout Japan”, however, it is essential for “Information on development cooperation and developing countries to become widely available” through publicity activities.

The super goal set here is “Excellent development (cooperation) in line with the needs of the Japanese public and developing countries with Japan as a highly visible donor”.

There are several differences as listed below between the policy framework (draft) prepared based on the concept of program theory evaluation and the objective framework (Fig.1) prepared as the framework for this evaluation study.

1. The framework clearly explains the abilities, etc. to be developed or trained.
2. The framework shows a system to realize the policy objective of “diverse Japanese individuals and organizations play active roles in development cooperation in line with the needs of Japan and developing countries” which is put forward from the dual viewpoints of “capacity development” and “utilization”.
3. The framework clearly sets out the general status of the subject programs for the present evaluation as well as other programs and programs to realize “capacity development” and “enhanced interest in, understanding of and support for development cooperation”.
4. The framework clearly sets out the status of related programs, etc. of MOFA and JICA.
5. The framework clarifies the definitions of hitherto abstract terms, such as the “base” for the recruitment of development specialists.

(1) Formulation of consistent policies and plans based on the Japan’s policy framework and Japan’s high-level policies

For the future advancement of “Human Resource Development in the area of Development” and “Supporting Development Education”, the formulation of concrete policies and plans based on the policy framework (draft) is important for the purpose of strategically implementing the relevant programs. In the process of formulating policies and plans, full attention should be paid to the following points from the viewpoint of effectively and clearly realizing a policy system.

(a) The capability required of MOFA and JICA to assist the training and targets for training must be clarified based on the definition and required capabilities of development specialists based on the results of the relevant examinations.

(b) The contents and level of the objectives to be achieved at the policy level must be clarified.

(c) The status and expected role of each player must be clarified along with the strategy and methodology to realize the policy objectives.

(d) The policies and plans must reflect the opinions and ideas of the stakeholders through full exchanges of opinions.

It must be noted that the roles to be played by MOFA and aid organizations are limited in the process of realizing the policy objectives related to “Human Resource Development in the area of Development” and “Supporting Development Education” because of the influence of many external factors. To deal with this problem, the EU has adopted a declaration which indicates the basic direction of EU aid as a consensus among wide-ranging organizations and stakeholders beyond the framework of government agencies.[1] This joint declaration document titled “The European Consensus on Development: The Contribution of Development Education and Awareness Raising” clearly spells out the objectives, principles, target groups and processes of development education which should be promoted by the European Commission, European Parliament, EU member states, NGOs and civil society organizations to improve the recognition of development education. The document expects the stakeholders to share a common understanding and puts forward recommendations for each type of stakeholder. For Japan, it is worth considering the adoption of an approach whereby wide-ranging bodies, including such government ministries as MOFA, Ministry of Education, Culture, Sports, Science and Technology (MEXT), and Ministry of the Environment, JICA and NGOs specializing in development education, come together to thoroughly discuss issues related to “Human Resource Development in the area of Development” and “Supporting Development Education” with a view to issuing a joint declaration as their consensus. Once such a joint declaration becomes a reality, it will be possible for MOFA and other related organizations to formulate policies, principles and plans, which are their own but which are also consistent with those formulated by other bodies based on the basic ideas expressed by the joint declaration, to materialize effective activities.

In this evaluation study, the policy framework (draft) shown in attachment is proposed in view of the fact that the study involves the evaluation of policies related to “Human Resource Development in the area of Development” and “Supporting Development Education”. When the programs of MOFA and JICA are clearly placed in a different policy system from the policy system for “Human Resource Development in the area of Development” and “Supporting Development Education”, it is possible that a policy framework is not required. It is, therefore, necessary to conduct a thorough examination of the design and desirable state of (programs for) “Human Resource Development in the area of Development” and “Supporting Development Education” as well as the very necessity for a policy framework.

(2) Implementation of priority programs based on formulated policies and plans

When implementing “Programs for Human Resource Development in the area of Development”, “Programs for Supporting Development Education”, and “Programs for NGO Human Resources Development”, it is essential to try to achieve the latest plans based on the policies and plans formulated after the production of a policy framework. It is important to clearly establish the status of each program and to provide prioritized support which contributes to the achievement of the policy objectives based on the relevant plans and also to provide those types of support which are not offered by other players or organizations.

[1] This joint declaration was concluded by the European Commission and governments of European Union member states and attempts to establish a common understanding of development education and the need to improve the recognition of development education in the EU.
http://www.coe.int/t/dg4/nscentre/ge/European_consensus-en.pdf

5-2 Recommendations to Raise the Effectiveness of Results

(1) Continuation and enhancement of the development of human resources equipped with strong practical capabilities

There are already many universities and graduate schools providing courses related to international development and a number of under-graduate and post-graduate students of these courses actually exceeds the demand. The current challenge is to produce human resources which are equipped with the strong practical capabilities required at the front line of development. It is, therefore, essential to continue and strengthen programs, etc. which are designed to produce such human resources.

For example, JICA already provides different types of training program to strengthen work-ready specialists and it is essential that such training programs continue in a way which allows the wider participation of many different players and stakeholders.

The JICA Internship Program is very popular and the demand for this program by universities and students is likely to remain strong as it helps universities educate students to be capable of working on the global stage after graduation. Although the implementation of the present program focusing on the training of specialists is significant, it is necessary to improve the program from a broader viewpoint to make it consistent with the overall goals presented here in the policy framework, i.e. “interest in, understanding of and support for development cooperation are enhanced throughout Japan” and “diverse Japanese nationals and organizations play active roles in development cooperation in line with the needs of Japan and developing countries”.

(2) Continuation and enhancement of the support for strengthening of the human resources and organizational structure of NGOs

In regard to NGOs, continuous inputs by MOFA and JICA are required to bolster their operating foundations. It is also necessary to reinforce the collaboration with the JANIC (Japan NGO Center for International Cooperation) and other intermediate support organizations (for example, collaboration with the practical training organized by the JANIC for mid-level managers), while paying a proper attention to such recent trend and challenge surrounding NGOs as training and securing the service of capable managers. It is also important for the NGO-MOFA Regular Meetings to continually focus on the development of human resources. From the viewpoint of promoting and supporting smaller NGOs, it is essential to examine how to develop a mechanism to effectively utilize external resources, including pro bono services.

(3) Continuation and enhancement of the support with the importance of development education in mind

Although the number of teachers interested in international education is increasing, the current teaching environment is not ideal for teachers to actively pursue international education and development education partly because of the reduction of teaching hours allocated for overall educational curriculum under the revised Teaching Guidelines set by the MEXT. At the same time, there are examples of international education being sought in various subjects under the same guidelines. This situation suggests the importance of making front line teachers recognize the value of international education and development education if such teaching is established under the standard curriculum. Given the increasing necessity of international education and development education in the coming years, it is important to request the MEXT that it clearly indicates these types of education in the Teaching Guidelines if possible.

As supporting for development education currently plays an important role when teachers want to start or improve international education and development education, it is highly desirable that MOFA and JICA continue the existing programs.

(4) Emphasis on and enhancement of efforts to maintain and expand local “cores”, such as teachers and “networks” established locally

It is important to make efforts to maintain and expand local “cores”, such as teachers and “networks” established locally as a result of supporting development education. Established “cores” and “networks” are major achievements of supporting development education and should form the foundations for the further vitalization of development education in the coming years.

As support for “networks” to encourage self-motivated efforts is believed to be important, the contents of such assistance should be carefully determined taking the local circumstances into consideration. MOFA and JICA should consider the active provision of certain types of support, including the establishment of a forum for educational exchanges and inter-regional collaboration, which prefectural governments find difficult to implement. One idea is to launch a regional conference on international cooperation to which prefectural education boards, schools, international exchange associations and NGOs involved in development education in the region are invited.

5-3 Recommendations Regarding the Implementation Process of Assistance

(1) Development of a system and process which represent the opinions of experts and stakeholders involved in the implementation of Supporting Development Education

Supporting Development Education has been actively implemented by JICA as one of the leading programs for the participation of citizens. However, there is no system or process to consolidate and reflect the opinions of experts and stakeholders by means of the regular exchange of opinions on the general contents of this support. As the example of the NGO-MOFA Regular Meetings shows, it is useful to establish a forum for the exchange of opinions with experts and stakeholders. Even if there are differences in terms of positions and ideas, joint work and collaboration can be expected to develop through the gradual progress of a mutual understanding of the differences. Because of the significance of development education of not only expanding the understanding of and support for international cooperation and ODA but also of playing an important role in the future advancement of the internationalization of Japanese society in a preferable manner, it is highly significant for JICA with its massive stockpile of local information and related resources to develop a system which is designed to consolidate and reflect the opinions of experts and stakeholders. It is worth examining the significance and contents of the “guidelines for development education at schools” formulated by individual EU member states as part of the discussions by experts and stakeholders.

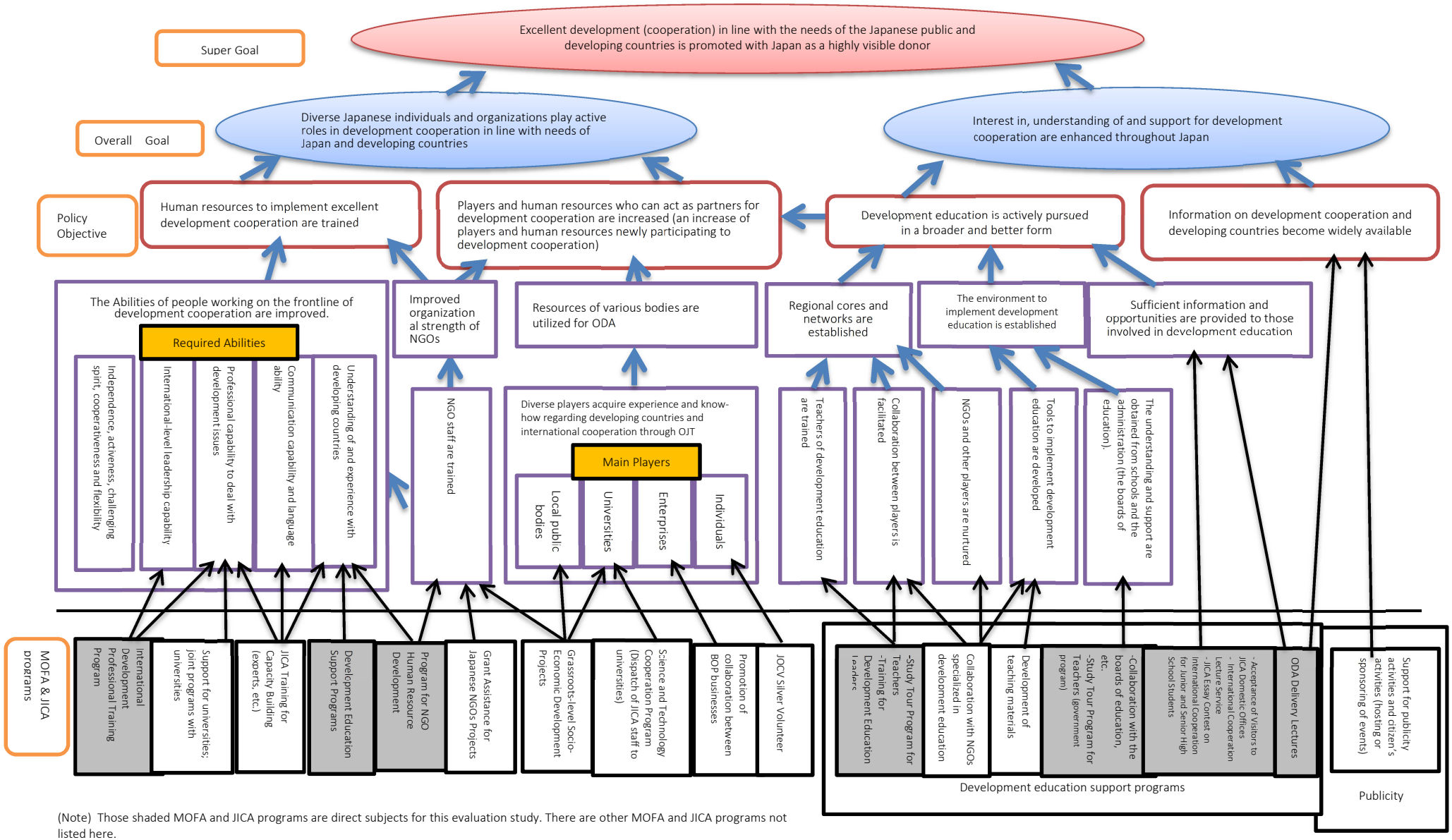
(2) Continuation and expansion of collaboration with important external organizations for development education

Supporting Development Education is implemented based on the understanding that teachers are the main players in development education with JICA providing support for teachers. As can be easily inferred from such understanding, development education is characterized by many external factors. Accordingly, it is essential to actively seek and

expand collaboration with important external organizations in development education if policy objectives related to development education are to be successfully achieved.

JICA has already been implementing a number of programs. to facilitate collaboration with external organizations, including the Regular Meetings with the MEXT, collaboration with the Saitama Prefectural Board of Education (acceptance of advisors and dispatch of prefectural staff members for training), collaboration with NGOs specializing in education and local international associations and the acceptance of trainees for the program for teachers to develop social experience over a long period (JICA Hokkaido International Center (Sapporo)). Active efforts to expand the scope of individual collaboration lead to more comprehensive and effective collaboration, achieving some positive outcomes to promote development education. It is required the continuation and expansion of collaboration with external organizations such as education boards and stakeholders by taking the specific circumstances in each locality into consideration.

Attachment: Policy Framework for “Human Resource Development in the area of Development” and “Supporting Development Education”(Draft)



(Note) Those shaded MOFA and JICA programs are direct subjects for this evaluation study. There are other MOFA and JICA programs not listed here.

Source: Prepared by the Evaluation Team