Evaluation of JICA Volunteer Program

March 2018
International Development Center of Japan Inc.
Preface

This report under the title Evaluation of JICA Volunteer Program was undertaken by the International Development Center of Japan Inc. (IDCJ), entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2017.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the development of partner countries, and has contributed to bring solutions for international issues which vary over time. Recently, in both Japan and the international community, implementing ODA requires higher effectiveness and efficiency. MOFA has been conducting ODA evaluations every year, of which most are conducted at the policy level with two main objectives: to improve the management of ODA; and to ensure its accountability. These evaluations are conducted by third parties, to enhance transparency and objectivity.

This evaluation study was conducted with the objectives of reviewing JICA Volunteer Program, drawing on lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation of future JICA Volunteer Program by the Government of Japan. The study also intends to ensure the accountability of Japan’s ODA by making the evaluation results widely available to the general public.

Prof. Ryokichi Hirono, Professor Emeritus of Seikei University, served as a chief evaluator to supervise the entire evaluation process and Dr. Yoko Fujikake, Professor of Yokohama National University, served as an advisor to share her expertise on JICA Volunteer Program. They have made an enormous contribution from the beginning of the study to the completion of this report. In addition, in the course of this study in Japan, Nicaragua and Brazil, we have benefited from the cooperation of MOFA, Japan International Cooperation Agency (JICA) and the local ODA Task Force, as well as government agencies, donors, (present and former) JICA volunteers, parties in partnerships, collaborative organizations, and organizations which former JICA volunteers work for. We would like to take this opportunity to express our sincere gratitude to all those 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.

March, 2018
International Development Center of Japan Inc.

Note: This English version of the Evaluation Report is a summary of Evaluation of JICA Volunteer Program.
Evaluation of JICA Volunteer Program (Brief Summary)

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- Consultant: International Development Center of Japan Inc.

**Target Period**
2002 to 2017 (implementation period for this evaluation study)

**Period of the Evaluation Study**
June 2017 – February 2018

**Field Survey Countries**
Nicaragua, Brazil

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**Background, Objectives, and Scope of the Evaluation**

Embodying Japan's "visible assistance," the JICA Volunteer Program has generated results and is highly regarded both within Japan and overseas. The objective of this evaluation was to conduct a comprehensive examination of the JICA Volunteer Program, and based on the results, to make recommendations for policy-making by the Government of Japan regarding the future of the JICA Volunteer Program. Additionally, lessons are drawn as a reference for effective and efficient implementation of the program. Furthermore, the study will ensure accountability to the people of Japan by making these evaluation results widely available to the public.

**Brief Summary of the Evaluation Results**

1. **Evaluation from Development Viewpoints**

(1) **Relevance of Policies (Evaluation = A: Highly Satisfactory)**

The JICA Volunteer Program has a highly satisfactory level of consistency with Development Cooperation Charter and other relevant policies. It was also confirmed to have a satisfactory level of consistency with the development needs of the recipient countries and highly satisfactory level of consistency with the needs of volunteer applicants and relevant Japanese organizations. Furthermore, it has a highly satisfactory level of consistency with global issues, and a comparative advantage not seen in similar programs in other countries and organizations. The program received high marks for most of the evaluation items.

(2) **Effectiveness of Results (Evaluation = B: Satisfactory)**

A review of volunteer dispatching during the evaluation period found that results are steadily produced, with a highly satisfactory level of effectiveness. Although individual cases vary widely, individual volunteer activity outcomes are judged to be for the most part, satisfactory. It is difficult to set quantitative indicators for the overall benefits of the JICA Volunteer Program. However, these are also judged to be for the most part, satisfactory.

(3) ** Appropriateness of Processes (Evaluation = A: Highly Satisfactory)**

The methods used in the JICA Volunteer Program are regularly reviewed. Revisions are implemented and improvements are made as needed. Monitoring of individual volunteer activities/outcomes is also conducted. Through this, many improvements to the JICA Volunteer Program have been made. Since it
is likely that improvements are being made continuously, the appropriateness of program implementation and improved processes can be evaluated as highly satisfactory. In terms of program management, information is shared and responsible officials for activities are clearly identified. Partnerships with Japanese organizations are also proactively promoted. Thus, the appropriateness of the program implementation framework, as well as cooperation and coordination with relevant agencies is highly satisfactory. Furthermore, in light of the specific nature of the program, in that it consists of voluntary participation by Japanese citizens, the appropriateness of the disclosure and transmission of information, which is conducted proactively, can also be evaluated as highly satisfactory.

2. Evaluation from Diplomatic Viewpoints

Due to the clear positioning in Japan’s diplomacy and the role of volunteers as “grassroots diplomats,” the diplomatic importance of the program is very high. The diplomatic impact (in terms of bilateral relations) is also very high, as the program is highly regarded by the dispatch destination countries, with official commendations having been awarded. Additionally, as seen from the outpouring of large donations from these countries after the Great East Japan Earthquake, the diplomatic impact (in terms of Japan’s position in the international community) is very large.

Recommendations

1. Recommendations on program design and management

(1) The program should continue to be implemented in the future, upon changing the “volunteer” title, which evokes the image of a “free labor force,” as well as correcting the division between “youth” and “senior” participants. Additionally, in light of their role as “grassroots diplomats,” necessary knowledge and communication skills must be imparted on volunteers.

(2) The position of the program should be clarified in country assistance policies and rolling plans in the longer term. New occupational categories should be set and group dispatches should be increased. Partnerships with universities, private companies, and local governments should also be expanded.

(3) Due to the difficulty into setting quantitative indicators, it is necessary to further assess clear needs, expand the scope of needs hearings, develop systems for archiving and sharing information with predecessor volunteers, strengthen public relations, and develop/disseminate techniques for quantitative monitoring and evaluation.

2. Recommendations specific to the Nikkei Communities Volunteer Program

Efforts should be made to strengthen training on the principles of Nikkei community support, expand the volunteer application requirements to include Nikkei (emigrants of Japanese descent), strengthen participation in various activities in the dispatch destination countries, expand support in Nikkei communities, as well improve name recognition for Volunteers for Nikkei Communities among the people of Japan.

3. Recommendations on treatment, respect, life planning, and support systems by stakeholders

While also making the stable employment of JICA Volunteer Coordinators a reality, the support for JICA volunteers after their return to Japan should be expanded in terms of the respect extended to them, their treatment after their period of dispatch ends, and in clear life planning.

4. Recommendations on support systems by stakeholders apart from MOFA and JICA

The Global Compact framework is an initiative that encourages companies to demonstrate responsible and innovative leadership to achieve sustainable growth. Using this concept, companies must make proactive efforts in their hiring activities; other stakeholders should also expand their support systems.
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Chapter 1 Implementation Policy for the Evaluation

1-1 Background and Objectives

Embodying Japan’s “visible assistance,” the JICA Volunteer Program has generated results and is highly regarded both within Japan and overseas. The objective of this evaluation was to conduct a comprehensive examination of the JICA Volunteer Program from development and diplomatic viewpoints, and based on the results, to make recommendations for policy-making by the Government of Japan regarding the future of the JICA Volunteer Program. Additionally, lessons are drawn as a reference for effective and efficient implementation of the program. Furthermore, the study will ensure accountability to the people of Japan by making these evaluation results widely available to the public.

1-2 Scope of the Evaluation

The JICA Volunteer Program has set three objectives: ① to cooperate in the economic and social development as well as the reconstruction of developing countries, ② to deepen mutual understanding and coexisting in societies with different cultures, and ③ to give back the volunteer experience to Japanese society. At the same time, emphasis and attention is also placed on the effects of human resource development. Additionally, at the “Round-table conference on the directionality of the JICA Volunteer Program” first held in 2015, it was pointed out that although change has been observed in the emphasis of the program’s goals to match the changing times, the core thinking and characteristics of the program have consistently been for volunteers to live and think together with the local community while using their Japanese sense of values and wisdom to tackle issues using diverse approaches, based on original ideas devised by individuals who participate in activities of their own free will. Manifesting these characteristics of the volunteer program plays an important role in the achievement of program objectives. In light of this, the following objective framework was created; the evaluation was conducted based on this framework.
The analytical processes employed for this evaluation study include the following components: (1) establishment of an evaluation implementation policy, (2) organization and analysis of the overview and performance results of the JICA Volunteer Program, (3) case studies, (4) analysis of questionnaire surveys given to Japan’s diplomatic establishments abroad, (5) analysis of questionnaire surveys given to volunteer program participants, and (6) summary of evaluation results. In component (6), an evaluation was conducted based
on the findings of components (1) through (5) described above. This evaluation was performed from development viewpoints (criteria: relevance of policies, effectiveness of results, and appropriateness of processes) and diplomatic viewpoints (diplomatic importance, diplomatic impact), following the Ministry of Foreign Affairs ODA Evaluation Guidelines (10th Edition, June 2016). For the results of the evaluation from development viewpoints, ratings were assigned for the three evaluation criteria. Additionally, based on these results, recommendations were prepared.

Table 1-3-1 Rating Standards for Evaluation from Development Viewpoints

<table>
<thead>
<tr>
<th>Evaluation Criteria</th>
<th>Rating</th>
<th>Rating Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relevance of Policies</td>
<td>A: highly satisfactory</td>
<td>A very high rating was obtained for all study items.</td>
</tr>
<tr>
<td></td>
<td>B: satisfactory</td>
<td>A high rating was obtained for most study items.</td>
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<tr>
<td></td>
<td>C: partially unsatisfactory</td>
<td>Although a high rating was obtained in multiple study items, some issues that should be improved were also observed.</td>
</tr>
<tr>
<td></td>
<td>D: unsatisfactory</td>
<td>A low rating was obtained for multiple study items.</td>
</tr>
<tr>
<td>Effectiveness of Results</td>
<td>A: highly satisfactory</td>
<td>A very high level of effectiveness was confirmed for all study items.</td>
</tr>
<tr>
<td></td>
<td>B: satisfactory</td>
<td>A high level of effectiveness was confirmed for most study items.</td>
</tr>
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<td>C: partially unsatisfactory</td>
<td>Although a high level of effectiveness was confirmed for multiple study items, some issues that should be improved were also observed.</td>
</tr>
<tr>
<td></td>
<td>D: unsatisfactory</td>
<td>Effectiveness was not confirmed for multiple study items.</td>
</tr>
<tr>
<td>Appropriateness of Processes</td>
<td>A: highly satisfactory</td>
<td>A very high rating was obtained for all study items pertaining to processes.</td>
</tr>
<tr>
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<td>B: satisfactory</td>
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</tr>
</tbody>
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1-3-2 Implementation Procedure for the Evaluation

Within the study period of June 2017 to February 2018, the following procedures were conducted for the evaluation study: (1) formulation of an evaluation implementation plan, (2) survey in Japan, (3) field survey, and (4) analysis in Japan/preparation of report.

Chapter 2 Overview and Performance of the JICA Volunteer Program

2-1 Overview of the JICA Volunteer Program

The JICA Volunteer Program has a history spanning over more than fifty years, beginning in 1965 when the JOCV were given their name. Since the program’s launch, the number of countries to which volunteers are dispatched has increased every year. In 1985, NJV began their efforts; the range of activities was subsequently expanded with the addition of SV and NSV in 1990.

The JICA Volunteer Program consists of a series of procedures from project formation to
volunteer recruitment/selection, training, support for dispatch/local activities, a program for returning to Japan, and support for the future course of volunteers. Organizations and personnel involved in program implementation include the Secretariat of Japan Overseas Cooperation Volunteers, Nihonmatsu Training Center, Komagane Training Center, as well as project formulation advisors for the volunteer program assigned to overseas offices (familiarly called “volunteer coordinators,” hereinafter referred to as “VC”).

2-2 JICA Volunteer Program Performance Results

Looking at all JICA volunteer categories during the target period for the evaluation study, the number of information session participants and applicants has recovered slightly from the dramatic decline experienced after the Great East Japan Earthquake in 2011. However, when comparing 2002 and 2016, information session participants declined by approximately 60% and applicants by 70%, with a slight downward trend in the overall number of people dispatched as well. There was also a substantial decrease in budget, especially after 2008; however, it has remained largely unchanged since 2014.

JICA has been working proactively since 2010 to promote partnership with private companies, local governments, and universities. Both the number of people dispatched and the number of partner organizations from each category show an increasing trend. In addition, the number of people dispatched under the special participation system for in-service teachers was at its highest ever in fiscal 2016. This system allows teachers at public schools, schools attached to national universities, and private schools to retain their status as teachers while participating in the program as JOCV or NJV.

In recent years, there has been an increasing trend in the number of companies looking to hire former volunteers, with heightened expectations toward JICA volunteer program participants as human resources with a global outlook. In particular, the number of positions being offered has increased sharply since 2012. There are also many local governments who have established special placement and preferential hiring measures in their employment examinations.

2-3 Comparison with Other Major Donors

Other international organizations and donors also conduct programs similar to the JICA Volunteer Program. Upon comparison with other countries, the distinctive features of the JICA Volunteer Program that came into view were: ① the gates are open to a wide range of human resources, not limited to young people; ② as an applicant requirement, only people with Japanese citizenship can apply; and ③ volunteers are dispatched to many different countries.
Chapter 3 Case Studies

3-1 Nicaragua

3-1-1 Achievements and Efforts of the JICA Volunteer Program in Nicaragua

After the end of the civil war in Nicaragua, the JICA Volunteer Program began its activities in the country after concluding a dispatch agreement in July 1991. In 1991, a needs assessment study was conducted through the dispatch of short-term emergency personnel, and volunteers were transferred from Peru. After this, two JOCV (for baseball) were dispatched to their posts in 1992. The dispatch of SV subsequently began in 2002. The total number of people dispatched as JOCV and SV has exceeded 600.

3-1-2 Relevance of Policies of the JICA Volunteer Program in Nicaragua

For the JICA Volunteer Program in Nicaragua, the relevance of policies is deemed highly satisfactory. The JICA Volunteer Program in Nicaragua is considered consistent with Japan’s high-level ODA policies, as well as the Country Assistance Policy for Nicaragua and Rolling Plans, which are based on these high-level policies. Its consistency with relevant policies and programs is also thought to be highly satisfactory. Furthermore, it also sufficiently demonstrates Japan's comparative advantage.

3-1-3 Effectiveness of Activity Results of the JICA Volunteer Program in Nicaragua

For the JICA Volunteer Program in Nicaragua, the effectiveness of results is deemed satisfactory. This is because the overall effectiveness in contributing to the three objectives of the JICA Volunteer Program is satisfactory, but some areas were judged to be inadequate. It was also discovered through interview results, among other methods, that the three specific characteristics of the JICA Volunteer Program contribute greatly in helping volunteers achieve the goals they have set.

3-1-4 Appropriateness of Processes in the JICA Volunteer Program in Nicaragua

For the JICA Volunteer Program in Nicaragua, the appropriateness of processes is deemed highly satisfactory. The program is managed using various processes developed in a systematic manner.

3-1-5 Diplomatic Importance and Impact of the JICA Volunteer Program in Nicaragua

For the JICA Volunteer Program in Nicaragua, diplomatic importance and impact is deemed highly satisfactory. The program enjoys a good reputation among its counterparts, including diplomatic officials in Nicaragua, as seen by repeated coverage in the media.

3-2 Brazil

3-2-1 Achievements and Efforts of the JICA Volunteer Program in Brazil

The Nikkei Communities Volunteer Program in Brazil began in 1986 as a youth program
for overseas development, which provided opportunities for young people to emigrate through three years of volunteer experience. Additionally, a program for emigrating senior experts was implemented from 1990 to 1995. With these as the predecessor programs, the Nikkei Communities Volunteer Program (for youth and seniors) has been conducted since 1996 with the goal of revitalizing Nikkei communities, as well as regions where Nikkei communities are located. The total number of people dispatched as NJV and NSV has exceeded one thousand.

3-2-2 Relevance of Policies of the JICA Volunteer Program in Brazil

For the JICA Volunteer Program in Brazil, the relevance of policies is deemed highly satisfactory. The JICA Volunteer Program in Brazil can be considered consistent with Japan’s high-level ODA policies, as well as the Country Assistance Policy for the Federative Republic of Brazil and Rolling Plans, which are based on these high-level policies. Its consistency with relevant policies and programs is also thought to be highly satisfactory. Furthermore, through the JICA Nikkei Communities Volunteer Program, Japan’s provision of assistance to Brazil is thought to have a highly satisfactory level of relevance.

3-2-3 Effectiveness of Activity Results of the JICA Volunteer Program in Brazil

For the JICA Volunteer Program in Brazil, the effectiveness of results is deemed satisfactory. This is because the overall effectiveness in contributing to the three objectives of the JICA Volunteer Program is satisfactory, but contributions in some areas were judged to be limited. It was also discovered through interview results that the three specific characteristics of the JICA Volunteer Program contribute greatly in helping volunteers achieve the goals they have set.

3-2-4 Appropriateness of Processes in the JICA Volunteer Program in Brazil

For the JICA Volunteer Program in Brazil, the appropriateness of processes is deemed satisfactory. The program is managed using various processes developed in a systematic manner, but it was determined that some areas involving the disclosure and transmission of information are inadequate.

3-2-5 Diplomatic Importance and Impact of the JICA Volunteer Program in Brazil

For the JICA Volunteer Program in Brazil, diplomatic importance and impact is deemed highly satisfactory. Supporting Nikkei communities, which act as a bridge to Japan, contributes greatly to cultivating a bilateral relationship of friendship and trust. It also greatly contributes to fostering “Japanophiles” in Brazil, while also having a positive impact on interactions between the human resources from each country.
Chapter 4 Analysis Results of Questionnaire Surveys Given to Japan’s Diplomatic Establishments Abroad

Questionnaire surveys were given to diplomatic establishment abroad in order to ascertain their assessment of the volunteer program in partner countries (achievement status of objectives), issues with the program, and diplomatic benefits. It was also used to discover points for improvement. Replies were received from 36 countries (95% response rate). Analysis results obtained through the survey were appropriately used and referred to for final evaluation results and while compiling recommendations.

Chapter 5 Analysis Results of Questionnaire Surveys

Questionnaire surveys were given via email to JICA Volunteer Program participants who had just returned to Japan and those who had been back for approximately five years. Replies were received from 353 people (153 people who had just returned and 200 people who had been back for approximately five years) (44% response rate). Analysis results obtained through the survey were appropriately used and referred to for final evaluation results and while compiling recommendations.

Chapter 6 Evaluation Results

6-1 Relevance of Policies

In this section, the relevance of policies is evaluated. As described below, since most of the evaluation items were rated highly, the relevance of policies for the JICA Volunteer Program is highly satisfactory.

6-1-1 Consistency with Japan’s High-level Policies on ODA

In high-level policies on ODA, importance is attached to the JICA Volunteer Program as a concrete method for civic participation and partnerships with civil society. In particular, in the Development Cooperation Charter, the advancement of the JICA Volunteer Program is mentioned from the viewpoints of being a base for people involved in development cooperation and the idea of development cooperation participants giving back to society through their expertise. The JICA Volunteer Program has a highly satisfactory level of consistency with Japan’s high-level policies and related policies.

6-1-2 Consistency with Relevant Policies

In the various growth/revitalization strategies and the Global Human Resource Development Strategy, importance is attached to the utilization of the JICA Volunteer Program, from the aspect of strengthening human resource development, which is a related field. In addition, the Second Basic Plan for Sports recommends the promotion of
Sports for Tomorrow (SFT), which uses the volunteer program as a primary scheme.

6-1-3 Consistency with the Development Needs of Recipient Countries

The number of requests from recipient countries has maintained a level of approximately 3,000 cases. The assessment and adjustment of development needs is thought to be performed in a careful manner. Conversely, since the JICA Volunteer Program is ultimately based on the voluntary participation of citizens, some cases were observed in which it was difficult to secure volunteers in the requested occupation. Consistency with the development needs of recipient countries is evaluated as satisfactory.

6-1-4 Consistency with the Needs of Applicants and Relevant Agencies in Japan

Since its beginnings as the Japan Overseas Cooperation Volunteers Program, program management for the JICA Volunteer Program has been conducted to accommodate the needs of a diverse base of applicants so that many people can participate, while still taking the development needs of developing countries into consideration. As a result of the decline of the youth population in Japan, the number of applicants has shown a decreasing trend in recent years. However, while matching the applicants’ areas of expertise and desired job type, requests from partner countries are being proactively explored. Furthermore, high praise was heard from personnel from companies, local governments, and universities with whom JICA is actively partnering. They noted that the “JICA Volunteer Program meets the needs of relevant agencies in Japan.” Therefore, the level of consistency with the needs of applicants and relevant agencies in Japan is evaluated as highly satisfactory.

6-1-5 Consistency with Global Trends and Issues

The JICA Volunteer Program has been observed interacting with organizations from other countries, and actively tackles global issues that are deeply relevant to the program, such as Sustainable Development Goals (SDGs). Therefore, consistency with global trends and global issues is highly satisfactory.

6-1-6 Japan’s Comparative Advantage and Relevance of Japan’s Assistance

The merits and comparative advantages of the JICA Volunteer Program are: ① implementation of local community-based activities by learning the local language, etc., ② emphasis on the discretion of individual volunteers, ③ activities from the unique perspective as a Japanese, and ④ a support system and clear position in development matters, due to the nature of being dispatched by JICA, an international cooperation agency. The JICA Volunteer Program has a comparative advantage not seen in similar programs of other countries or organizations.

6-2 Effectiveness of Results

In this section, the effectiveness of results is evaluated. The evaluation found that while
the JICA Volunteer Program can be rated highly overall, since the results of some items were unclear, the effectiveness of the results of the program is evaluated as satisfactory.

6-2-1 Effectiveness of Assistance Results

A review of performance during the evaluation period found that results are steadily produced, with a highly satisfactory level of effectiveness. Launched in 1965, the JICA Volunteer Program welcomed its fiftieth anniversary in 2015. The total number of long-term and short-term dispatches from 2002 to 2016, which is the target evaluation period, was 26,175 people.

6-2-2 Outcomes of Individual Volunteer Activities

To evaluate the outcomes of individual volunteer activities, information was obtained through field surveys and questionnaire surveys given to past volunteers. Based on this information, it was determined that although some areas clearly did not show adequate outcomes, it is fair to conclude that for the most part, results were achieved. Furthermore, JICA volunteers who had returned to Japan were asked the extent to which they felt they met the activity goals they had set for themselves while dispatched on assignment. More than two-thirds of questionnaire respondents answered “mostly achieved” or “somewhat achieved.”

6-2-3 Overall Benefits of the JICA Volunteer Program

Although the results are unclear in some areas, the overall benefits of the JICA Volunteer Program are deemed satisfactory.

1) Cooperation in the economic and social development as well as the reconstruction of developing countries: Cooperating in the economic and social development as well as the reconstruction of developing countries is the first goal of the JICA Volunteer Program. Although results are unclear in some areas, the level of achievement for this goal is satisfactory. In field surveys, volunteers answered that the development of human resources, which is a direct result of JOCV and SV activities, contributes indirectly to the economic and social growth of the partner country over the long term. Other responses noted that through their contribution to Nikkei society, NJV and NSV help revitalize Nikkei communities, which in turn, revitalizes the regional community. Consequently, this indirectly contributes to the economic and social development of the partner country. Additionally, a wealth of existing data was obtained during this evaluation study. From this data, a wealth of examples pertaining to JICA volunteer activity outcomes were obtained, from which it could be adequately surmised that these activities contribute to the economic and social development of the partner countries, indirectly and over the long term.

2) Deepening mutual understanding and coexisting in societies with different cultures:
Deepening mutual understanding and coexisting in societies with different cultures is the second goal of the JICA Volunteer Program. The level of achievement for this goal is highly satisfactory. In field surveys, many volunteers felt that through the JICA Volunteer Program, they were able contribute to mutual understanding by learning about the lifestyles and behavior of people in partner countries, as well as having them learn about Japanese lifestyles and behavior. There was also a comment pointing out that although there is an inclination to one-sidedly teach people in the partner country about Japanese lifestyle and technology, exploring the richness of their culture and society for mutual understanding is important. For Nikkei volunteers, it was also suggested that since Nikkei and Nikkei communities act as a catalyst, it makes it even easier to promote mutual understanding with the partner country. It was also confirmed in a series of interviews with various organizations in Japan, including relevant agencies, companies, universities, and local governments, that deepening mutual understanding and coexisting in societies with different cultures is regarded highly.

3) Giving back the volunteer experience to Japanese society: Giving back the volunteer experience to Japanese society is the third goal of the JICA Volunteer Program. Although results are unclear in some areas, the level of achievement for this goal is satisfactory. It was noted that in recent years, instead of merely giving speeches at schools and seminars about their volunteer experience, former volunteers are making use of the skills developed during their time as a volunteer in their various lines of work. These skills may include problem solving, management abilities, and negotiation skills. It was also pointed out that needs are particularly high among private companies (those involved in expanding into Africa, as well as those engaged in international cooperation and regional revitalization), and more than a few volunteers are currently working in these sectors. In response to needs in the fields of earthquake disaster recovery assistance and regional revitalization, the work conducted in the city of Iwanuma in Miyagi Prefecture by volunteers dispatched from JOCA is a good example of giving back to Japanese society. Results of a questionnaire survey given to JICA volunteers who had just returned to Japan show that more than 90% intend to give back to society through their volunteer experience. Results of a questionnaire survey given to JICA volunteers who have been back in Japan for five years show that nearly 70% of respondents (the combined total of people who answered “achieved to a certain degree” and “achieved”) feel they have achieved this goal through the activities they have been engaged in for the five years since returning.

4) Human resource development impacts: In addition to the three objectives mentioned above, the JICA Volunteer Program also has a very large impact on human resource development. According to questionnaires given to former JICA volunteers, more than 90% self-evaluated as having achieved personal growth above a certain level. It is
worth noting that among youth volunteers (consisting of JOCV and NJV), more than 70% gave themselves the highest rank in terms of personal growth, from which the size of the human resource development impact can be seen. According to interviews with the JOCV Secretariat, there has been in increase in the number of positions offered at companies for former JICA volunteers, showing that the human resource development impacts of the JICA Volunteer Program is being recognized. Also, in terms of partnerships with the private sector, interviews with companies who dispatch employees to the JICA Volunteer Program confirmed that the impact of human resource development is regarded highly. In particular, better planning/execution abilities and negotiation skill, more flexibility, and enhanced language and communication skills were mentioned. The 2005 division of short-term volunteer assignments into Type A and Type B allowed people with no previous experience on the program to be dispatched for short periods, if they passed the required exams. This opened a path for people to work in developing countries, and also played a large role in the formation of subsequent programs partnering with universities. It was thus discovered in 2018 by Fujikake\(^1\) that under the right conditions, even short-term assignments can produce a certain level of results in the partner country, and that there are short-term volunteers who have experienced personal growth as global human resources.

5) Manifestation of the JICA Volunteer Program’s specific characteristics and their contribution to program objectives: This section discusses contributions to the JICA Volunteer Program’s previously mentioned three objectives, which are made possible by three specific characteristics of the program (① voluntary participation in the program, making use of the individual’s originality and ingenuity, ② living and thinking alongside members of the local community, and ③ using diverse approaches based on a Japanese sense of values and wisdom).

(a) Characteristic 1 – Voluntary participation in the program, making use of the individual’s originality and ingenuity: The originality and ingenuity of individuals is ubiquitous in JICA volunteer activities and contributes to the achievement of results. The environment in which JICA volunteers are placed fosters capacities such as the ability to take action on one’s own, without orders from superiors. It was pointed out that since participants apply to the program voluntarily in the first place, this specific characteristic is already guaranteed.

(b) Characteristic 2 – Living and thinking alongside members of the local community:

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As demonstrated in the JICA Volunteer Program catch phrase “together with the local community,” JICA volunteers build trusting relationships with people from their host organization, counterparts, and members of the local community by spending a great deal of time with them. This trust and interaction is a base for their activities.

(c) Characteristic 3 – Using diverse approaches based on a Japanese sense of values and wisdom: It has been recognized that the Japanese point of view can contribute to many activities. It was also pointed out that after volunteers adapt to local surroundings, they are able to effectively convey Japanese values to their counterparts, such as being on-time, being organized, and making thorough preparations in advance.

6-3 Appropriateness of Processes

In this section, appropriateness of processes is evaluated. As described below, since most of the evaluation items were rated highly, the appropriateness of processes for the JICA Volunteer Program is evaluated as highly satisfactory.

6-3-1 Appropriateness of Program Implementation and Improved Processes

The methods used in the JICA Volunteer Program are regularly reviewed and revised by JICA and MOFA. Improvements are made as needed, based on revision recommendations. Additionally, a review of JICA's Medium-term Plan/Annual Plan shows that the JOCV Secretariat monitors individual volunteer activities/outcomes through the use of activity plans and results charts, and makes continuous improvements to the program and activity content based on issues, etc. that arise during implementation stages. Through this, many improvements to the JICA Volunteer Program have been made, and it is likely that these improvements are being made continuously. Therefore, the appropriateness of program implementation and improved processes is evaluated as highly satisfactory.

6-3-2 Appropriateness of Program Implementation Structure and Partnerships/Coordination with Relevant Agencies

Since the departments and organizations within JICA involved with the volunteer program are wide-ranging, when it comes to program management, particular emphasis is placed on information-sharing and the clear identification of responsible personnel. Additionally, with limited personnel and budget, work related to recruiting, selecting, and training volunteers is streamlined by outsourcing to an external organization. Partnerships with Japanese organizations are also promoted with the primary purpose of securing volunteers in certain occupations, who are difficult to find among general public applicants. In the partner countries, interaction with other international cooperation volunteer organizations is conducted through joint projects, personnel exchanges, and regular consultations. Because of this, the appropriateness of the program implementation structure and
partnerships/coordination with relevant agencies is evaluated as highly satisfactory.

6-3-3 Appropriateness of the Disclosure and Transmission of Information

The JICA Volunteer Program relies on the voluntary participation of Japanese citizens, and without applicants, the program would not be possible. In light of this aspect, budget has been secured and information is actively disclosed and transmitted, in order to publicize the program and to acquire applicants. Volunteer activities are also being proactively introduced as a topic in JICA public relations activities due to partnerships with relevant Japanese parties and because the nature of the program piques the interest of the Japanese public. The instances of the program being covered by regional mass media outlets have also shown a relative increase. As a result, the JICA Volunteer Program has a high level of recognition among the people of Japan. Therefore, the appropriateness of information disclosure and transmission is evaluated as highly satisfactory.

6-4 Diplomatic Importance and Impact

Due to the clear positioning in Japan’s diplomatic objective framework and the role of volunteers as “grassroots diplomats,” the diplomatic importance of the program is very high. The diplomatic impact (in terms of bilateral relations) is also very high, as the program is highly regarded by the dispatch destination countries, with official commendations having been awarded. Additionally, as seen from the outpouring of large donations from these countries after the Great East Japan Earthquake, the diplomatic impact (in terms of Japan’s position in the international community) is quite large. Taking all of the above into consideration, the diplomatic importance and impact of the JICA Volunteer Program can be evaluated as highly satisfactory.

6-4-1 Diplomatic Importance

Diplomatic importance is deemed highly satisfactory. First, by hypothesizing, it was assumed and then verified that the JICA Volunteer Program has been placed in an explicit and important position as a means of Japanese diplomacy. Combining all the collected information, it can be concluded that the JICA Volunteer Program has been placed in a clear and important position as a means of Japanese diplomacy.

For this evaluation study, an objective tree was created and verified, based on the Diplomatic Bluebook. In this objective tree, “Japan Overseas Cooperation Volunteers (JOCV) and Senior Volunteers (SV)” was specified and explained as the first item under “Japanese people taking active roles in the world,” which falls under “Japanese society and people and their ties with the world,” which falls under “Japan’s diplomacy open to the public.” Here, the diplomatic aspects of JICA volunteers are noted with emphasis, which shows the size of the JICA Volunteer Program’s presence. It can also be said that this positioning is appropriate, due to the relationship between the objectives and the means.
Meanwhile, in the areas of “strategic communications” and “cultural diplomacy,” which are listed under another diplomatic objective, “(efforts to) promote understanding and trust in Japan,” there may be more room for the JICA Volunteer Program to contribute. However, it is thought acceptable to position the program as an explicit means to achieving the objectives.

Furthermore, in “Grassroots Diplomats: For Better Collaboration and the Bonds of Friendship- Japan’s Overseas Volunteer Program,” prepared by MOFA in 2011, the role of JICA volunteers as “grassroots diplomats” was recognized. Stating that “JICA volunteers are effective tools for diplomacy (soft power), as well as a diplomatic strategy that will ensure Japanese influence in the international community and increase fans of Japan in the developing countries and emerging economies that will gather weight in the future,” their role is clearly acknowledged. In terms of goals and tools for diplomacy, the program’s positioning as a means for diplomacy was squarely acknowledged; diplomatic importance is thus evaluated as highly satisfactory.

6-4-2 Diplomatic Impact: Bilateral Relations

The diplomatic impact (on bilateral relations) was determined to be very large. First, by hypothesizing, it was assumed and then verified that the JICA Volunteer Program functions as a means of Japanese diplomacy and contributes to the promotion of friendly relations with various countries. Combining all the collected information, it can be concluded that the JICA Volunteer Program functions as a means of Japanese diplomacy, contributes to the promotion of friendly relations with various countries, and has a very large diplomatic impact (on bilateral relations).

6-4-3 Diplomatic Impact: Japan’s Position in the International Community

The diplomatic impact (on Japan’s position in the international community) was determined to be large. First, by hypothesizing, it was assumed and then verified that the JICA Volunteer Program contributes to the improvement of Japan’s position in the international community. Combining all the collected information, it can be concluded that the JICA Volunteer Program contributes to the improvement of Japan’s position in the international community. Thus, the diplomatic impact (on Japan’s position in the international community) can be evaluated as highly satisfactory.

It is worth noting that as an effect of the activities of JICA volunteers, various foreign countries provided assistance to Japan after the Great East Japan Earthquake. Financial assistance in the amount of 164 billion yen was received from a total of 174 countries. Of course, this is also a result of the positive effects produced by years of Japan’s bilateral diplomacy, international cooperation, and interactions in the private sector, but the effects brought about by the JICA Volunteer Program’s presence and work they conduct in the field
cannot be ignored. This can be considered evidence of the JICA Volunteer Program’s diplomatic impact (particularly on Japan’s position in the international community).

Chapter 7 Recommendations

In this chapter, recommendations are divided into various levels and summarized. The Government of Japan should make further use of the various networks built by volunteers through their experience in partner countries. Diplomatic impact can be enhanced by also using these networks after the volunteers return to Japan.

7-1 Recommendations for Program Design

Recommendation 1: Continuation of the program

The JICA Volunteer Program has generated various types of outcomes and should continue to be steadily implemented in the future.

Recommendation 2: Changing the “volunteer” title

The name “volunteer” is one reason the significance of JICA volunteers is seen as superficial, and causes them to be taken lightly. Although “volunteer” means participating in activities of one’s own free will, it also evokes the image of a “free labor force.” Conversely, the name “JOCV” is one that many program alumni prefer and use with pride. It does not suggest the element of being “without cost,” and is closer to the actual situation of activities. Applying this title, standardizing the names of the current four programs should be studied; i.e. Japan Overseas Cooperation Volunteer, Senior Overseas Cooperation Volunteer, Nikkei Community Youth Volunteer, Nikkei Community Senior Volunteer.

Recommendation 3: Correcting the division between youth and senior categories

The youth and senior categories are divided by age, and there is a large disparity between the two groups in terms of their treatment. This situation should be corrected, and disparity should be eliminated between the treatment of youth and seniors, which is vastly different. This change in treatment and the name change suggested above should be studied and implemented.

Recommendation 4: Grassroots diplomats (1): Knowledge about diplomatic issues

The role of JICA volunteers as “grassroots diplomats” has been acknowledged. This role clearly differs from that of volunteers dispatched by NGOs. In the future, if other donors begin or expand volunteer dispatch programs, JICA volunteers should be taught communication skills and imparted with knowledge so that they can properly explain various diplomatic issues related to Japan.

Recommendation 5: Grassroots diplomats (2): Knowledge about partner countries and
Japan

In the same way, in order to adequately fulfill their roles as “grassroots diplomats,” JICA volunteers should be taught communication skills and imparted with knowledge so that they (1) have a deep understanding of the politics, culture, history, and regional characteristics of the partner country, and (2) can explain the culture, history, and political situation of Japan.

7-2 Recommendations for Direction of the Program

Recommendation 6: Promoting positioning in country assistance policies and rolling plans

The JICA volunteer dispatch plan has been positioned in country assistance policies and rolling plans, but this should be further promoted to the extent possible. Specifically, the JICA Volunteer Program should be positioned in long-term country assistance policies/rolling plans and cooperation programs on a 10-year basis. Additionally, tie-ups with other ODA programs should be strengthened as JICA volunteer dispatching continues to be planned and implemented.

Recommendation 7: Establishing new occupations: starting a category for anime/manga

Interest in Japan’s new culture is growing around the world. While bearing in mind the division of roles with the Japan Foundation, new occupation categories such as “anime/manga” should be established to the extent possible. In particular, since instruction in the area of “culture” is recognized to a certain degree for Nikkei community volunteers, the creation of an anime/manga category in the Nikkei Communities Volunteer Program should be considered. Additionally, the creation of an anime/manga category as a new occupation for regular JICA volunteers will target people who do not speak Japanese as a way of introducing and disseminating Japan’s new culture. However, even if an occupation category for anime/manga is not explicitly created, anime and manga can still be used as effective tools in activities, such as in Japanese festival and day-to-day activities.

Recommendation 8: Expanding the use of group dispatches

During group dispatches, information is shared among volunteers. Since the possibility of knowledge-sharing among volunteers and the achievement of outcomes when faced with tasks are highly regarded points, similar efforts should be promoted in each country. Additionally, it is important that information is exchanged between volunteers with different types of jobs in the partner country, even when not on a group dispatch. JICA offices must proactively facilitate even more opportunities for this, including the use of “workshops” made up of volunteers from the same field in their dispatched countries. It is also necessary for embassies and consulates to more actively share information through, for example, round table discussions for volunteers in various countries.

Recommendation 9: Expanding partnerships with universities
Volunteer dispatches through partnerships with universities allow JICA to dispatch human resources who have been developed by instructors with a high level of expertise. The impact of this should be verified and organized into something for which a true impact will be generated. In recent years, partnership programs have been started at universities. Working with these university partnerships, program information sessions at universities should be held more than ever.

**Recommendation 10: Expanding partnerships with the private sector and local governments**

Partnerships with the private sector and local governments allow JICA to dispatch human resources with a high level of expertise. At the same time, companies and local governments can expect the development of global human resources. Since there is merit on both sides, partnership activities should continue to be expanded.

### 7-3 Recommendations for Program Management Aspects

**Recommendation 11: Assessing needs more precisely**

The key to manifesting volunteer outcomes is to understand the degree to which local needs are being assessed and how well the skills and knowledge of volunteers match those needs; efforts should be continued in the precise assessment of needs. Specifically, when requests for volunteers are submitted twice per year, a more detailed survey should be conducted. Also, if a volunteer candidate cannot be found during the first recruitment period, with additional recruitment continuing for the second period, checking that the content of the request has not been changed should be done in a more thorough manner.

**Recommendation 12: Expanding the scope of needs hearings**

While it is understood that the government ministry or agency in charge of receiving ODA in each country has the final decision when the country’s needs are assessed, the needs of each ministry or agency should be assessed more thoroughly to ensure that those in relatively weaker positions are not being neglected. In the case that a government has not adequately or completely assessed the needs for each sector, local NGOs often conduct activities to meet those needs. Thus, JICA volunteers should be more actively dispatched based on needs assessments and requests from NGOs, after making adjustments with the government of the partner country.

**Recommendation 13: Information-sharing with predecessors and maintaining archives**

There seems to be room for more information-sharing between volunteers and their predecessors. Although the originality and ingenuity of individuals participating of their own free will is important, there should be a system in which volunteers can aim for even better outcomes based on the experiences and outcomes of their predecessors. Specifically, the
registration system for activity deliverables, which has already been started, should continue to be developed. More archiving should be conducted to include information accumulated by successive generations of volunteers and the documents they have prepared, such as local language textbooks. Newly dispatched volunteers should be able to access and use this archived information. Methods of using these archives (including the consideration of copyrights when citing work) must be incorporated into pre-dispatch training.

**Recommendation 14: Strengthening public relations**

Public relations within Japan should be further strengthened to obtain even more support from the people of Japan, as well as to increase the number of applicants. Specifically, for the medium to long-term, sponsoring a television documentary program and running a recruitment commercial during it is suggested. This documentary would ideally be about a Japanese person working overseas, and the people likely to be watching it with interest are potential applicants. Additionally, in order to increase the number of participants through partnership systems with the private sector, public relations targeted at Japanese companies, especially companies who have joined the UN Global Compact, should be strengthened.

**Recommendation 15: Development and dissemination of quantitative monitoring and evaluation methodology**

Since it is currently difficult to quantitatively assess the effects of the volunteer program’s three objectives, quantitative monitoring and evaluation methodology should continue to be performed. In terms of the social impact of volunteer activities, the use of empowerment evaluation, which is an approach for visualizing qualitative data, should be considered. From the viewpoint of evaluating the outcomes of the volunteer program in a more detailed manner, the trial implementation of evaluation surveys from a cooperation program’s viewpoint for certain countries deserves consideration. These countries would be, for example, those for which the size of ODA is small, the volunteer program is actively implemented, and have previously worked together with other ODA programs.

**7-4 Recommendations Specific to the Nikkei Communities Volunteer Program**

**Recommendation 16: Strengthening training on the three guiding principles**

Under the basic understanding that the prosperity of Nikkei communities contributes Japan’s national interests, Nikkei community volunteers should be strongly imparted with communication skills and knowledge regarding the principles for Nikkei community support (“three guiding principles”)².

Recommendation 17: Expanding volunteer application requirements to include Nikkei

Nikkei who were raised in Nikkei communities in Central and South America should be dispatched to third countries as volunteers in the JICA Volunteer Program. Specifically, applicant requirements, which currently only allow people with Japanese citizenship, should be expanded to include Nikkei. Other donors such as the Netherlands and Belgium have already implemented similar dispatches. Nikkei dispatched to other countries in Central and South America with cultures and language similar to where they were raised would likely produce highly successful outcomes.

Recommendation 18: Strengthening participation in various activities in the partner countries and obtaining increased support for Nikkei communities

Nikkei communities are a part of their respective countries; Nikkei community volunteers should thus be involved with various types of activities in these countries, not limited to Nikkei communities, with the understanding that by supporting Nikkei communities, they are also supporting that country. Some examples of this would be activities that teach people in these countries about Nikkei communities, or volunteer activities in other regions of the country. Through these activities, and by publicizing the fact that volunteers are dispatched to Nikkei communities, aim can be taken at expanding support to Nikkei communities. For its implementation, it is worth considering a review of the occupational categories, which are currently bipolarized into Japanese language education and welfare. This would be, in a manner of speaking, the pursuit of a “more open” program for Nikkei community volunteers.

Recommendation 19: Increasing name recognition for Nikkei community volunteers among the people of Japan

Compared to the original JOCV and SV programs, name recognition for the Nikkei Communities Volunteer Program is relatively low. In view of this, the composition, history, and current situation of Nikkei communities in Central and South America, as well as the significance of assistance activities conducted through Nikkei communities should be actively publicized to promote understanding among the people of Japan.

7-5 Recommendations on treatment (working conditions), respect, life planning, and support systems by stakeholders

Recommendation 20: Stable working conditions for JICA Volunteer Coordinators

Volunteer Coordinators (i.e., VC) assigned to JICA offices play an extremely important role in the discourse with partner country counterpart agencies, as well as the effective and efficient dispatch of volunteers. Since the success of the JICA Volunteer Program can be considered dependent on their activities, stable employment for VC should be implemented. Although contracts can be renewed, the current period of two years is too
short, and the creation of a system in which VCs can make this their life’s work should be studied. Additionally, not only the contract period, but the Terms of Reference (TOR) should also be improved in order to strategically and effectively implement the mid-term processes of the volunteer program (project finding > request > dispatch > evaluation). Furthermore, in order to continuously uncover precise needs, training to enhance the expertise of the VC (specific to region, language, job type) must continue in the future.

Recommendation 21: Respect for JICA volunteers and their treatment after the period of dispatch ends

In Japan, sometimes people are left in a socially weak position, with no employment or affiliation; JICA volunteers are no exception. JICA volunteers sometimes quit their jobs to apply to the JICA volunteer system, and even in this case, it is important for them to be treated with respect by stakeholders. In addition, if they find new employment after their period of dispatch has ended, or if they return to the organization from which they were dispatched, it is hoped that their volunteer experience will be appropriately reflected in their treatment, in terms of human resources management.

Recommendation 22: Clear life plans for JICA volunteers and support after returning to Japan

Before and during dispatch: Regarding the human resources development aspect of the JICA Volunteer Program, volunteers should think more clearly about career formation (including life course) for when their volunteer period ends. In other words, relevant agencies should enhance their support systems for life-planning for volunteers, so that they are able to incorporate a two-year volunteer dispatch into their lifetimes.

After dispatch: In order to further deepen the act of giving back to Japanese society through volunteer experience, efforts should be enhanced to include, for example, subsidy systems or an increase in quotas for recommendations to enter graduate school or international organizations.

7-6 Recommendations on support systems by stakeholders apart from MOFA and JICA

Recommendation 23: Proactive efforts in the Global Compact and corporate hiring

While there has been more movement among companies and organizations to proactively employ former JICA volunteers as global human resources, there are also 480 Japanese companies who have joined the UN Global Compact initiative aiming for sustainable growth. These companies are enthusiastic about international cooperation, and through their activities, contribute to the manifestation of globally-shared values (human rights, labor, environment, anti-corruption). In order to support this movement to utilize global human resources, as well as the company-side initiative, various relevant agencies
must make proactive efforts regarding the employment of former JICA volunteers. Additionally, respective companies must also make voluntary and proactive efforts regarding the hiring of former JICA volunteers.

Recommendation 24: Enhancing the system of support by relevant stakeholders

By participating in the program, JICA volunteers are able to live alongside people in the local community or partner countries, view things on the same level, and deepen their understanding of other cultures. By understanding other people and cultures, they are able to see Japanese values and wisdom in a relative manner, and can become the actors in pursuit of “enriched living” in low-growth societies. In Japan, although there are not many institutions that have introduced the gap year system, a foundation for volunteerism continues to be formed, with universities implementing a six-term system and Japanese companies endorsing the idea of time off for volunteer work. In addition, local governments and schools use systems for dispatching in-service workers/teachers to dispatch employees as volunteers. To allow people who want to participate in the JICA Volunteer Program to actively use these types of systems, stakeholders from universities, companies, local governments, and schools, etc. must further enhance their support systems.
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