

Part 3

Program-level Evaluation



Part 3 Program-level Evaluation

Part 3 introduces program-level evaluations conducted by JICA in fiscal 2004.

Program-level evaluation evaluates and analyzes a set of projects in relation to a specific country, development issue, or cooperation scheme in a cross-sectional manner. Its objective is to examine the effectiveness of a JICA program comprehensively and draw out recommendations and lessons that can lead to improving the program. Evaluation results are disclosed completely to ensure transparency and accountability. They are also used for formulating and revising program implementation policies such as JICA Country Programs and thematic guidelines, modifying cooperative approaches for effective program implementation, and formulating and implementing individual programs and projects.

JICA selects themes strategically from a medium-term perspective in line with priority issues in JICA's cooperation and international aid trends, and conducts evaluation systematically. In fiscal 2004, underlining JICA's efforts for human security and strengthening program approach and focusing on drawing out lessons useful for effective implementation of such efforts, JICA conducted the evaluations shown in Table 3-1.

Program-level evaluation is carried out as ex-post evaluation, in principle. However when most projects in new cooperation fields are still under way and are not ready for evaluation of their final effects, in order to implement more effective cooperation JICA reviews its past undertakings and experience to extract lessons in some cases. In fiscal 2004, JICA reviewed peace-build-

ing assistance in Afghanistan.

Program-level evaluation is planned and implemented after setting evaluation questions and examining evaluation methods suitable for the theme. For example, in the Gender Evaluation in Participatory Community Development, the beneficiary's opinions were deliberately collected by means of interviews and their empowerment was analyzed and assessed using a qualitative method. In the Volunteer Program (Japan Overseas Cooperation Volunteers)—Cases of Malawi, Vanuatu, and Honduras, in addition to similar qualitative analysis, a questionnaire survey was conducted targeting JOCVs and their host organizations in order to examine the effects of the JOCV as quantitatively as possible. An analysis and evaluation was also performed in combination with a quantitative approach.

In addition, from the perspectives of increasing objectivity of evaluation results and securing expertise, participation of external experts and external evaluation commissioned for specialized organizations are being promoted for program-level evaluation. As part of such efforts, all program-level evaluations ensure the participation of external experts in the theme concerned as evaluation advisors. Some evaluations are contracted out to external organizations such as universities and consulting firms equipped with expertise in the theme concerned. Among the evaluations conducted in fiscal 2004, "Economic Partnership" was contracted

Table 3-1 Program-level Evaluations (Conducted in Fiscal 2004)

	Title of Evaluation	Target Country
Thematic Evaluation	Gender Evaluation in Participatory Community Development	Guatemala, Nepal
	Thematic Evaluation on Communicable Disease Control in Africa	Ghana, Kenya, Zambia
	Volunteer Program (Japan Overseas Cooperation Volunteers) —Cases of Malawi, Vanuatu and Honduras	Malawi, Vanuatu, Honduras
	Program Evaluation (Basic Education Sector in Honduras)	Honduras
	Synthesis Study of Evaluation in Higher Education	Thailand, Laos, Kenya, Tanzania
	Economic Partnership	Indonesia, Thailand, Philippines, Malaysia
Review	Peace-building Assistance: Review of Assistance to Afghanistan	Afghanistan

out to a collaboration between a university and a consulting firm. Furthermore, in order to increase the objectivity of evaluation results as well as improve the quality of future evaluations, JICA has third-party experts who are not involved with the evaluation concerned conduct secondary evaluation of evaluation results, disclosing reports of secondary evaluation results along with the evaluation results concerned.

Out of program evaluations conducted by JICA in fiscal 2004, Part 3 provides summaries of two thematic evaluations in relation to assistance that reaches people in need and empowerment, which are important perspectives of human security “Gender Evaluation in Participatory Community Development” and “the Volunteer Program (Japan Overseas Cooperation Volunteers)—Cases of Malawi, Vanuatu and Honduras,” as well as two evaluations with the focus on cooperation impact from the viewpoint of a program approach “Thematic Evaluation on Communicable Disease Control in Africa” and “Program Evaluation (Basic Education Sector in Honduras).” And, lastly, this part presents a summary of “Peace-building Assistance: Review of Assistance to Afghanistan.”

The original reports introduced here can be viewed in full text from on JICA’s website (www.jica.go.jp/english/evaluation/index.html).



Thematic Evaluation

Chapter 1 Assistance that Reaches People in Need

People-centered development assistance that reaches people in need and empowers those who play a key role in future development is one of the principle concepts of human security. Chapter 1 introduces two thematic evaluations that deal with the assistance that reaches and empowers people. The first evaluation, “Gender Evaluation of Participatory Community Development,” analyzes the effective methodology of JICA projects for assisting participatory community development from a gender perspective, and assesses relationships between changes in the target

communities in terms of empowerment of the residents and efforts based on the gender perspective. The second evaluation, “the Volunteer Program (Japan Overseas Cooperation Volunteers)—Cases of Malawi, Vanuatu, and Honduras,” reports on the results of an evaluation of the activities of the Japan Overseas Cooperation Volunteers Program, which conducts participatory and grassroots assistance that reaches people, in the three countries as a case study.

1 Gender Evaluation of Participatory Community Development

1-1 Outline of Evaluation Study

(1) Background and Objectives

JICA has been promoting community development through residents’ participation in efforts to strengthen the assistance that directly benefits people at the grassroots. However, important perspectives to assess the development of the given community, such as residents’ participation and gender perspectives, have not necessarily been adequately explored. The reality is that various efforts have been made at the level of each project. This evaluation study analyzed the efforts of JICA’s participatory development projects in terms of a gender perspective, and aimed to draw out lessons with the purpose of contributing to the implementation of more effective and efficient implementation of participatory projects in the future.

First, in this study, participation was defined as “a process to empower citizens, both men and women, through voluntary engagement in development, to share information on various social and institutional issues that could impede self-realization and improvement of living conditions and well-being in their own community, and to acquire the means to solve problems.”

Based on this concept, the following hypotheses were set: The adoption of approaches which incorporate gender perspective in participatory community development instills empowerment in both men and women at the individual, household, and community levels, which eventually enhances the self-sustainability and efficiency of the project. Through the study of the hypothesis, verification of the effectiveness of participatory community development in terms of gender perspective was achieved.

(2) Evaluation Study Period and Team

1) Evaluation Study Period

June 2004 to December 2004 (Field studies were conducted in Guatemala and Nepal from August to October 2004.)

2) Evaluation Study Team

The evaluation study was organized and supervised by the Office of Evaluation of the Planning and Coordination department. An Evaluation Study Committee was set up, consisting of the Gender Equality Team of the department and the external evaluation advisors listed below. Based on the strategies discussed and finalized at the Evaluation Study Committee, the external advisors, the Office of Evaluation, and a consultant (IC Net Limited) undertook the actual studies and compiled reports.

Evaluation advisors

Yoshiaki Nishikawa, Professor, Faculty of Economics, Kurume University

Yoko Fujikake, Associate Professor, Graduate School of Tokyo Kasei-Gakuin University

Yumiko Tanaka, JICA Senior Advisor

(3) Projects Subject to the Study

Six projects that had been completed between 2002 and 2004 were selected for the evaluation study (Table 3-2). These six projects included four Technical Cooperation Projects and two development studies in specific sectors (rural development, forest conservation, and administrative support), aiming at participatory community development. Out of the six projects, field studies were conducted for two projects each in Nepal and Guatemala.

Table 3-2 Projects Subject to the Study

Country	Project Title	Scheme	Abbreviation	Project Period
Bangladesh	Participatory Rural Development Project	Technical Cooperation Project	Bangladesh PRDP	2000.4- 2004.4
Nepal	Community Development and Forest/Watershed Conservation Project (Phase 2)	Technical Cooperation Project	Community Development Project in Nepal	1999.7- 2004.7
Philippines	The Cebu Socio-economic Empowerment and Development Project	Technical Cooperation Project	Cebu SEED	1999.3- 2004.8
Laos	The Agricultural and Rural Development Project in Vientiane Province (Phase 2)	Technical Cooperation Project	Agricultural and Rural Development Project in Laos	1997.11-2002.10
Guatemala	The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region	Development Study	Central Highland Project in Guatemala	2000.2-2003.3
Kenya	The Master Plan on Integrated Rural Development Project in Baringo Semi-arid Land Area (Marigat and Mukutani Divisions)	Development Study	Baringo Rural Development Project in Kenya	1997.7-2001.12

1-2 Framework of the Study

(1) Evaluation Hypotheses and Evaluation Questions

According to the above-mentioned objectives, the following three hypotheses were developed for this evaluation study.

- 1) Participatory development is not necessarily conducted based on a gender perspective. In addition, participatory development does not automatically lead to the empowerment of citizens.
- 2) Participatory development based on a gender perspective promotes the empowerment of both men and women.
- 3) Participatory development based on a gender perspective promotes the empowerment of individuals (both men and women), households, and communities, generating a positive development impact.

In order to verify the evaluation hypotheses, the following three questions were designed.

Question 1 (Analysis of Implementation Process)

What kinds of efforts based on a gender perspective were made and what outcomes were generated by the target project?

Question 2 (Verification of Changes)

What kinds of changes (positive/negative) did the efforts

based on a gender perspective bring to the local communities and the residents?

Question 3 (Extraction of Lessons)

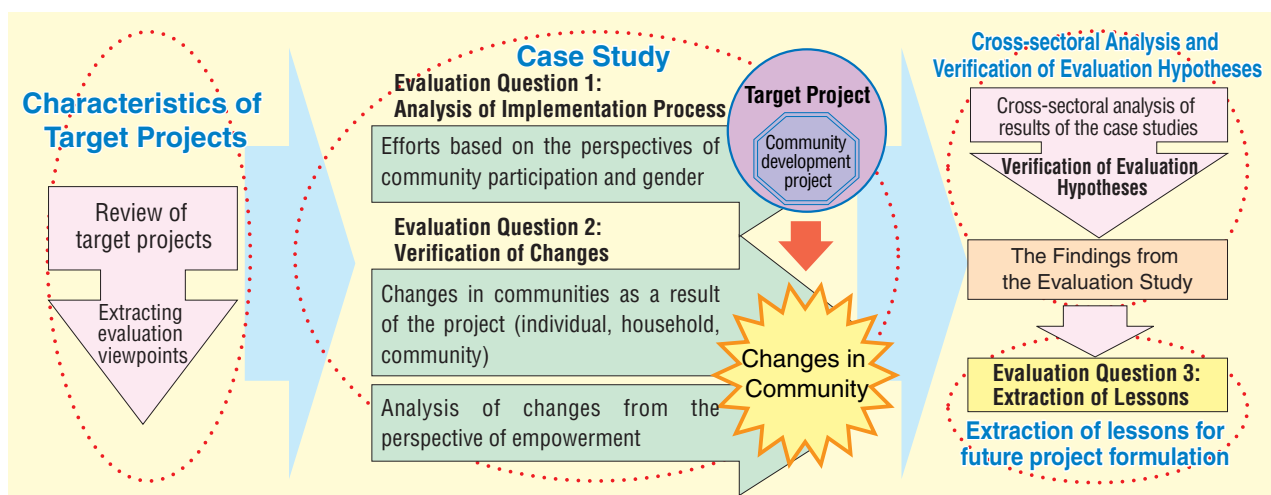
What lessons were extracted from questions 1 and 2?

(2) Evaluation Methods

Based on the three evaluation questions above, this study analyzed the implementation process and verified the changes as shown in Figure 3-1. For the first question, the implementation process of the target projects was analyzed from the perspective of community participation and gender. For the second question, the changes brought about by the projects were analyzed from the perspective of empowerment. From these analysis results, lessons were drawn. Major evaluation methods include document reviews, interviews with domestic stakeholders as domestic surveys, interviews with local stakeholders, and questionnaire surveys conducted by local consultants as field surveys.

1-3 Characteristics of Target Projects

This section reviews the information concerning the socio-economic conditions and gender situations in the partner countries of the target projects primarily using documents and it also examines the characteristics of the projects from the perspectives of

Figure 3-1 Framework of Gender Evaluation in the Thematic Evaluation

community participation and gender.

(1) Perspective of Community Participation

All six projects aimed at achieving a project purpose through the implementation of community development activities involving community participation. Community participation in this context was regarded as a means for improving the efficiency and effectiveness of the project implementation and its sustainability. It should be noted that there was no mention of the sharing of recognition of community participation among the stakeholders in any documents.

From the document materials, the definition of the citizens who were expected to participate, the details of their participation, and who was actually expected to do what were not clear at the planning stage of each project. Regarding the implementation stage, there was no detailed information on the changes in community participation, such as the gender of participants in the implementation process, the attitude of participating citizens, nor on outcomes and impacts, though there were various kinds of activities to promote participation.

(2) Gender Perspective

As far as analysis of the documents is concerned, all the projects except one define the term “gender” as the difference between men and women, and the cultural and social background and structure that have formed the concepts and norms of gender were not discussed. All the projects but two did not explicitly position the gender perspective in the project purposes.

In reality, participation of women and capacity improvement were actively promoted, primarily centered on gender focal points*, in all the projects, where activities through women’s groups were carried out. However, the evaluation on the effectiveness and achievements of the implementation process were not confirmed from the documents.

1-4 Case Studies

In order to collect more accurate information on activities based on community participation and gender with which the document review revealed constraints, field surveys were conducted for two projects: the Central Highland Project in Guatemala and the Community Development Project in Nepal. The results from the field surveys were then verified from the perspectives of community participation and gender. In particular, after verification of the project implementation process from the perspectives of community participation and gender, changes resulting from the project implementation were analyzed in relation to the project purposes and from the perspective of empow-

erment, and the findings were then examined. As shown in Table 3-3, the field surveys targeted a wide range of concerned parties at the macro level (mainly the central government), the mezzo level (mainly local governments) and the micro level (mainly local residents, key informants in the target community,** and participants in the project).

For the analysis from the perspective of empowerment, evaluation was based on the following theory: The general interpretation of “empowerment” is that “individuals or organizations obtain independent decision-making capabilities and economic, social, legal, and political power with awareness (and exercise their capabilities), and eventually achieve social reforms.”*** For the purpose of this evaluation, empowerment was considered to have been achieved if changes observed at the individual, household, and community levels were linked to the forces which brought changes in gender relationships and community structure, or if such changes eventually occurred. “Individual empowerment,” as used in this evaluation study, means that the changes to an individual brought about by the project resulted in the individual gaining economic, social, or cultural powers that will bring changes in relationships with others. “Household-level empowerment” means that changes or empowerment of an individual brought about by the project resulted in changes in the hierarchy or gender relationships within the household. Household-level empowerment also includes cases where changes in the household influenced by other factors changed the relationship between a husband and wife. “Community-level empowerment” means that the changes (or empowerment) of individuals or households stated above resulted in changes in the structure of a community and of gender relationships. Community-level empowerment also

Table 3-3 Targets of the Field Surveys

	Guatemala	Nepal
Macro-level	<ul style="list-style-type: none"> • C/P organizations • Steering Committee • Organizations in charge of gender issues • Other donors 	<ul style="list-style-type: none"> • C/P organizations • Organizations in charge of gender issues • Other donors
Mezzo-level	<ul style="list-style-type: none"> • C/P organizations (local level) • Local administrations 	<ul style="list-style-type: none"> • C/P organizations (local level) • Local administrations • Ministry of Women
Micro-level	<ul style="list-style-type: none"> • Key informants (male and female): influential individuals, representatives of the community, nurses • Project participants (male and female) • Spouses of project participants (male and female) • Non-participants of project (male and female) <p>Total: 132 people</p>	<ul style="list-style-type: none"> • Key informants (male and female): influential individuals, representatives of the community, midwives, social workers, literacy facilitators • Project participants (male and female) • Spouses of project participants (male and female) • Non-participants of project (female) <p>Total: 111 people</p>

* Experts or parties concerned with the project who have a role in carrying out activities from a gender perspective

** In this evaluation, regional societies that were evaluated are called “communities.” Community in this case means a group defined by area and social relationships in each target region. It corresponds to “region” in the Central Highland Project in Guatemala and “ward” in the Community Development Project in Nepal.

*** Development and Gender: International Cooperation for Empowerment (2002) written and edited by Tanaka, et al.

includes cases where external factors, including the project, influenced and changed the way of thinking and actions of community decision-making organizations or key persons, thus resulting in changes in the existing social structure and gender relationships. On the other hand, sometimes changes brought about by the project weakened individual powers. While there are cases where such changes strengthened the social structure in a household or community, there are also cases where such changes expanded the gender disparity. Those cases were considered as negative empowerment in this evaluation study.

The results of the field studies conducted with the above stated perspectives are shown below.

(1) The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region of the Republic of Guatemala

The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region of the Republic of Guatemala (hereinafter referred to as the Central Highland Project in Guatemala) was conducted as a development study from 2000 to 2003 for the purpose of formulating a sustainable rural development plan to reduce poverty and provide technology transfers to the counterparts (C/P). A rural development activity called the Pilot Program for Poverty Eradication was implemented to assess the feasibility of the plan. The case study was conducted for one of the four target regions in the project.

1) Positioning of Community Participation and Gender Perspective

This project positioned community participation as a crucial factor for ensuring sustainability of the project purpose, which was the improvement of residents' living standards. Specifically, community participation was believed to contribute to the enhancement of residents' capabilities through the information collected on the residents' needs by a community participatory survey at the planning stage, and the residents' participation in the implementation of the community development program at the implementation stage. The community development program was implemented based on three principles: 1) The program is implemented in a bottom-up way instead of a top-down way; 2) The program is planned, as a rule, based on the problems and the needs identified by the target community and residents; and 3) The program is implemented through the participation of residents. There was recognition among the Japanese experts that one of the purposes of community participation was to rebuild trust among the community, trust that was destroyed by the civil war. However, there was no clear definition as to which residents should participate in the project.

The position of the gender perspective in this project was not stated at the planning stage and specific input plans for activ-

ities based on the perspective (such as dispatch of gender experts) were not formulated. However, at the implementation stage, various activities in consideration of gender were implemented. The Master Plan for Sustainable Rural Development (hereinafter referred to as "M/P") created at the end of the planning stage that was applied to the first half of the project specifically states the importance of gender equality. At the implementation stage, the rural development program was implemented based on this M/P.

2) Implementation Process of the Project

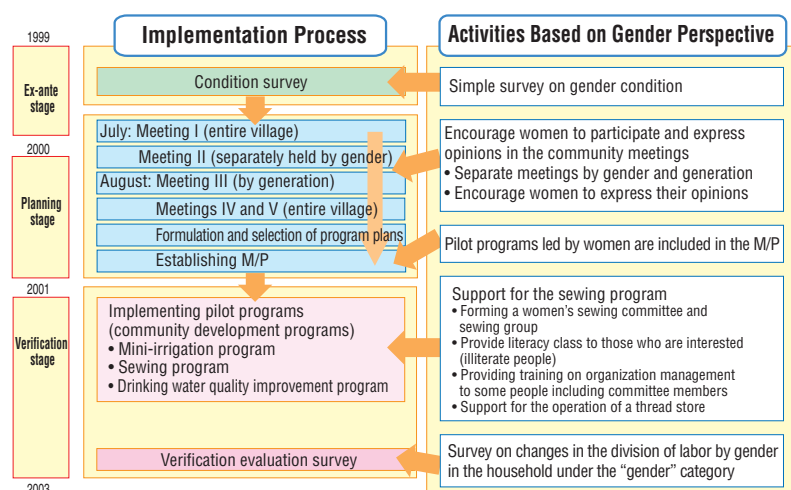
The evaluation was conducted for the three stages, ex-ante, planning, and implementation, that correspond to the implementation process of the project. After studying the conditions of the target community at the ex-ante stage, a sustainable rural development plan (M/P) was established at the planning stage based on the community participatory survey conducted under three objectives: 1) analyzing the current conditions of the communities in the four selected regions; 2) identifying community's problems, needs, and potentials from the residents' view; 3) extracting development approaches using a community participation method (pilot program plan). In the implementation stage called the verification survey, priorities from the development approaches in the M/P established at the planning stage were selected and implemented with community participation. The objectives of the verification survey were 1) monitoring and evaluation of technical relevance through the implementation of the pilot program; 2) monitoring and evaluation of the implementation organization, support system, and operation conditions (maintenance and management) of the pilot program; 3) monitoring and evaluation of the improvement of residents' problem-solving capabilities. After the verification survey was completed, each program was evaluated (verification evaluation), lessons learned were extracted through the verification evaluation, and incorporated into the M/P. In the Xeatzan Bajo Region (hereinafter referred to as "Bajo") targeted for the case study, three pilot programs—mini-irrigation program, drinking water quality improvement program, and sewing business promotion program—were selected from 11 development approaches (project plans) and implemented as shown in Figure 3-2.

3) Changes as a Result of the Project and Empowerment at Each Level

In the activities in Bajo Region of this project, community development programs that reflected the residents' needs extracted through community meetings were selected at the planning stage, and those programs were implemented with the residents' participation. In some cases, participants of the rural development programs achieved the project purpose, "poverty reduction through improving capacity and livelihood," by the participation. Therefore, it can be said that the community participation contributed to the achievement of the project purpose.

On the other hand, it was revealed that the participation was limited to one group of residents. The participants in the sewing

Figure 3-2 Implementation Process and Activities Based on Gender Perspective in the Xeatzan Bajo Region



program were limited to women who made huipil and the participants in the irrigation program were limited to men who owned farmlands in the irrigation area. Also noteworthy is that attitudes of participants vary by gender. For example, there were cases where women's needs were not reflected in the decisions because women could not express their opinions even though they attended the community meetings. Moreover, there was a disparity among women; for example, women who were not directly involved in the implementation of any program could not receive any benefit from any program. It was found that due to limited consideration of the gender condition of the local residents, the implementation of the project unintentionally created disparity in the regional community, resulting in the creation of disparity or inequality among people of the same gender as well as between men and women. Through this evaluation study, it became apparent that this imbalance among participants was one of the factors that lowered the sustainability of the community development programs themselves. For example, it made the position of project activities in the entire rural development plan ambiguous. Activities limited to women (sewing) or men (irrigation) prevented mutual coordination and cooperation.

In the project in the Bajo Region, activities in consideration of gender were regarded as having the same meaning as activities for women. Through the activities for women, women were encouraged to participate in community meetings and express their opinions at the meetings, and women's needs were reflected in the community development plan (rural development plan), although in a limited way. The encouragement for women's participation in meetings and community development programs also contributed to the promotion of women empowerment. In some cases, not only individual-level empowerment but also household-level empowerment was realized in the sewing program.

(2) Community Development and Forest/Watershed Conservation Project in Nepal (Phase 2)

The Community Development and Forest/Watershed

Conservation Project in Nepal (hereafter referred to as the Community Development Project in Nepal) is a technical cooperation project targeting two wards (Kaski and Parbat) in hill areas of Midwestern Nepal. Phase 1 was implemented from 1994 to 1999, Phase 2 from 1999 to 2004, and the Follow-up Phase from July 2004 to July 2005.

Phase 1 was a pioneer project for JICA's community participatory projects implemented for the purpose of improving the residents' livelihood through voluntary activities and, as a result, the natural environment and soil productivity improved. It was also implemented as a package cooperation with the Greenery

Promotion Cooperation Project, which was a group dispatch of Japan Overseas Cooperation Volunteers. Phase 2, based on the experience gained in Phase 1, aimed at establishing a rural resources management model involving the residents' positive participation from the planning to the evaluation stages of the activities. This evaluation targeted Phase 2 and two wards (a ward is an administrative unit smaller than a village) from the 10 Village Development Committees (VDC) of the two districts in the project target area.

1) Positioning of Community Participation and Gender Perspective

This project adopted a community participatory approach, meaning the project purpose, the establishment of a rural resources management model, would involve residents' participation from the planning to the evaluation stages. In particular, the positive participation of residents in the planning and implementation stages of the project was expected to improve their organizational management skills and implementation capabilities from planning to monitoring of community development programs.

The operation guidelines of the project placed importance on a community participatory approach as a core concept, and clearly stated the positioning of such approach as follows: "The most important concept of the project is the recognition that the enhancement of capabilities for the residents to individually understand and solve problems is crucial for sustainable rural resource management since residents are the ones who make a living utilizing the rural resources. In the project, assistance is provided to residents through subprojects (community development programs) in all areas, where a community participatory approach is adhered to throughout. Therefore, all project activities must be implemented using a bottom-up method, based on the recognition that residents' positive participation must be encouraged."

Residents' contribution of labor was adopted as a form of participation in community development. Although there was no description of the participants, the contents of activities included

activities that involve socially disadvantaged residents such as women and people in the lower caste (occupational caste: OC) according to the basic concept regarding gender and equality stated below.

This project positioned the perspectives of society and gender as crucial factors for the achievement of its purpose. The project operation guideline referred to gender and equality as a basic concept, as well as the above-mentioned community participation. Specifically, it states that “in order to properly promote the integrated rural resource management by community participation, it is necessary to involve all residents in the management equally. Therefore, the project must give cautious and appropriate consideration to maintaining equality in all activities of the project in order to increase equality of benefit and participation of the socially disadvantaged people, including the poor, OCs, and women. Any activities that run counter to that principle shall not be supported.” It also referred to the implementation of a special program (POWER*) for the capacity development of residents who receive non-favorable treatment. In this project, expressions such as “gender and social equality” and “social gender” are used in order to ensure that the poor and OCs as well as women are included in the category of socially disadvantaged people (the socially vulnerable) and to confirm that an unequal social structure lies behind it.

2) Implementation Process of the Project

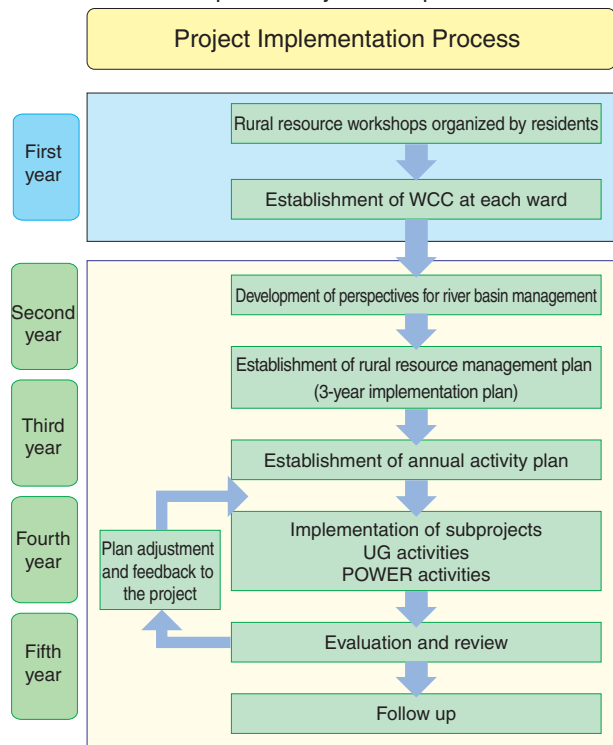
This project was implemented according to the process shown in Figure 3-3, aiming at establishing a rural resource management model with a community participatory approach, under the overall goal of poverty reduction and conservation of the natural environment in hill areas in Midwestern Nepal. Micro-level activities and programs mainly for wards included the establishment of a Ward Conservation Committee (WCC) consisting of representatives from villagers, the formulation of a rural development plan by the WCC, and the development and implementation of community development programs called subprojects in accordance with the plan.

The subprojects were implemented through the users group (UG) organized for each subproject and under the supervision of the WCC. Other community organizations include a POWER Group of illiterate women.

3) Changes as a Result of the Project

In this project, community participation was clearly positioned as a crucial factor for achieving the project purpose at the planning stage. Additionally, utilizing and upgrading the roles of an existing community decision-making organization called the Ward Development Committee (WDC), a new community decision-making organization called the Ward Conservation Committee (WCC) was established. Through the WCC, the project planned to provide assistance suited to the existing social

Figure 3-3 Implementation Process of Community Development Project in Nepal



structure of the community. To that end, residents were involved in the planning of rural resource management at the community level. At the center of the project activities were the implementation of community development programs, called subprojects, based on the plans established through the above-mentioned process. Subprojects were implemented through a UG and a community organization called POWER, both of which were formed as part of the project, with support from the WCC. The WCC undertook the maintenance, management, and monitoring of the subprojects. The community activities were conducted with detailed assistance from motivators who connected residents and the project, and mid-level technicians (MLT) of the counterpart government.

In conclusion, the entire process of the project adopted a community-participatory approach. Benefits from and participation in the project enhanced the community’s capacities, producing positive changes at all levels from individual, to household, to regional community.

On the other hand, the project also created disparity. The project considered the gender of participants, and established priority and numerical targets for participation of the socially vulnerable to promote their participation. However, the participatory forms varied and those which resulted in empowerment were limited. Similarly, while participation in the form of labor contribution to the UG was mandatory to all beneficiaries, decision-making on UG activities was limited to only some residents. The participation without the right of decision-making limited empowerment.

*It is also referred to as the POWER Program. POWER is an acronym of “Poor people,” “Occupational caste” and “Women’s Empowerment for Resource” management program.

Among the project's activities, the POWER group's activities aimed at direct empowerment through training and subprojects targeting only the socially vulnerable. However, there were regulations regarding the number of participants (limited to 30),

requirements for participation (illiterate people), etc., which limited participation. There were also cases where people gave up participation for geographical reasons or because of opposition from peers. In these cases, the implementation of the project



8

Examples of Gender Empowerment Obtained from the Case Study

In this case study, interviews and questionnaire surveys were conducted to verify the changes and empowerment at the micro level targeting a wide range of local residents, key informants of the communities, and male and female participants in the project (132 people in Guatemala and 111 people in Nepal). Examples of empowerment confirmed through these surveys are stated below from the viewpoints of the individual, household, or community.

1. The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region of the Republic of Guatemala

● **A case of a woman who was empowered by a non-participant in the project (individual woman's empowerment)**

"When the project began, I was so busy with taking care of my baby that I could not participate in community meetings and the sewing program. I could not take a literacy class either. But I often go to the thread store created by the project. Since my husband controls our household finance, I need to ask my husband for money when I need to buy something for the house. (...) Now that the thread store in the village operated by the sewing group sells things in small amounts at a reasonable price, I can buy materials anytime I want to make textiles and as a result, my income has increased. I also feel secure knowing that I have my own income all the time. I can now buy cheap living wares with my own income and I don't have to ask my husband for money every time."

(Non-participant, a customer of

the thread store, in her 20s)

● **A case where the relationship between a husband and wife changed as a result of the wife's participation in a literacy class (household-level empowerment)**

"My husband is a tailor (using a sewing machine). Because I could not read or write before, I could not take orders when a customer came while my

husband was away. But I can read and write now thanks to the literacy class I attended. Now I can take orders by writing down messages from customers and filling out invoices. My husband trusts me with business now and he is happy that he doesn't have to worry about his business when he goes out."

(A member of the sewing group, participant in literacy class, in her 20s)

● **A case where the regional community was changed by women leaders (community-level empowerment)**

"When the sewing program started, I participated as an ordinary member. Then when the second committee was organized, I became a committee member. (...) I was then a deputy chief but now I am the committee chief. The committee activities are hard but thanks to being a committee member, I was able to learn accounting. We are very happy that we now have our own bank account in Patzun and we can withdraw or deposit money on our own. I was also able to expand my view of the world thanks to the opportunities to visit places I have never been before to purchase thread. (...) Though I am grateful for these various experiences, I still find it difficult to deal with many things sometimes. But if I quit, 600 women who come to the thread shops will be in trouble and that thought keeps me going."

(A sewing committee member, 29 years old)

2. Community Development and Forest/Watershed Conservation Project in Nepal (Phase 2)

● **A case of a POWER member who was empowered through participation in the WCC (decision-making organization) (individual woman's empowerment)**

"There are 10 POWER members in Ward 1 of my village (Saraukhola). Among them, seven are OCs and two who participate in the WCC as POWER representatives are also OCs. The two POWER representatives, who are OCs and had never attended any committees, including the WCC, with men, initially

could not express any opinions even though they attended the WCC meetings. Through POWER activities, they gained confidence, have become used to attending WCC meetings, and gradually started to express opinions on behalf of POWER. These are definitely the changes brought by POWER."

(Saraukhola Village Motivator, a male in his 30s)

● **A case where conversation between husband and wife changed because of wife's participation in a POWER literacy class (empowerment of a household)**

"My husband never valued my abilities because I was illiterate. But I learned reading and writing at a POWER literacy class, and I am now able to exchange letters with my husband who is working away from home. My husband was surprised that I really learned reading and writing through training, and he now approves of the POWER activities. Through the exchange of letters, my husband became appreciative of my capability for social activities and we now discuss community problems and our problems at work."

(A POWER member,

Ward 6, 38-year-old OC)

● **A case where a WCC male member changed his perception of gender through training (community-level empowerment)**

"The two main male members of the WCC in my ward (accountant and secretary) disregarded the importance of gender activities, and had negative views about female group activities. At WCC meetings, they disturbed POWER members' attendance and expression of opinions. (...) But when they saw the economic success of the OC women's livelihood improvement group in other communities on a study tour, they were inspired by the effect that the economic success of women can bring. After returning from the study tour, they started helping the purchase of pigs to support the POWER livelihood improvement activities in our ward."

(Motivator in Thumki, a male in his 30s)

resulted in the expansion of disparity between participants and non-participants. Such an imbalance of participation not only created disparity in the regional community but also became a factor that inhibited the sustainability of the programs, group activities, and the entire community at large.

This project clearly positioned a gender perspective as a crucial factor for the achievement of the project purpose from the planning stage. Accordingly, as stated above, activities for empowerment of the socially vulnerable, especially women, were carried out through POWER. Additionally, the WCC and POWER were called on to improve the recognition of gender issues. These activities contributed to promoting changes and correcting disparities in gender relationships at the household and community levels as well as enhancing individual empowerment.

On the other hand, it has to be noted that participation in activities focusing on gender was limited to only some residents in the target communities. The unbalanced participation in the POWER group has already been described above. The call for the improvement of recognition of gender issues only targeted the WCC and POWER, leaving the UG, which many residents (mainly males) participated in, relatively unfocused. As a result, many residents could not take direct part in the gender activities. Those people who could not participate could not receive the benefits from such gender activities, resulting, in part, in the disparity and lowered sustainability of the community development programs.

1-5 Verification of Evaluation Hypothesis by Cross-sectoral Analysis of the Evaluation Results

(1) Verification of Hypothesis 1

Participatory development is not necessarily conducted based on gender perspective. Furthermore, participatory development does not automatically lead to the empowerment of citizens.

In this study, it has been revealed that there were gender disparities in the selection of target residents and in the forms of participation in the projects with community participation. There were cases where participation in projects did not automatically result in empowerment. The main reasons for this are that appropriate consideration was not given to the gender condition of target communities when determining the selection criteria of participants in the project, and that there were some people who could not participate even though they met the selection criteria because the number of participants was uniformly limited. There were also cases where, although community development programs and activities by community groups were organized by the residents themselves and implemented with the community participatory approach, the decisions were made only by males or



Women weaving ethnic costumes in the sewing program (Central Highland Project in Guatemala)

a few influential males, and thus, those activities did not result in gender empowerment in the community due to lack of recognition and understanding regarding gender among the residents themselves.

The participatory approach adopted by the projects subject to the case study has various aspects such as residents' attendance to community meetings, expression of opinions, involvement in the decision-making, institutionalization, selection and registration of group participants and committee members, enrollment in training, contribution to the implementation of a subproject, and enjoyment of benefits generated by the subproject. However, in the project, appropriate consideration was not necessarily given to the participation of women and socially disadvantaged women and men in light of these aspects, confirming the fact that the participatory approach alone does not automatically promote the empowerment of male and female residents.

(2) Verification of Hypothesis 2

Participatory development based on gender perspective promotes empowerment of both men and women.

The case study revealed that there were some cases where activities aiming at correcting the existing gender codes and gender disparity in the target communities promoted female participation and realized empowerment of women. There were also cases where empowerment of women resulted in changes in gender relationships and the empowerment of men. It was found out that when codes made the participation of women in community meetings and development programs more difficult than that of men, women's groups were formed. The case study also confirmed cases where activities to enhance female awareness and capabilities through literacy classes and study tours for the purpose of correcting gender disparity and efforts for improving living conditions resulted in the empowerment of women.

However, as for men, no cases where appropriate consideration was given to more socially disadvantaged men were observed. Therefore, the aspect of gender activities, in which consideration was given to the disparity among men promoted the empowerment of men, was not sufficiently verified.

(3) Verification of Hypothesis 3

Participatory development based on a gender perspective promotes the empowerment of individuals (both men and women), of households, and of communities, generating a positive development impact.

It was confirmed that when an approach in consideration of gender was taken in participatory development, empowerment at each level of individual (both genders), household, and community was further promoted, thus generating positive development effects.

Gender activities include activities to correct the existing gender codes and gender disparity in the target communities as stated above. In these cases, female participation was encouraged, resulting in psychological, economic, and sociocultural empowerment of individual women. Also confirmed were cases where empowerment of individual women brought changes in gender relationships in households and the empowerment of men. At the community level, there were cases where the gender awareness of men increased through involvement in the decision-making process in the village, and the gender understanding of the entire community was promoted, thus resulting in the effective implementation of participatory community development programs.

In the projects studied, the necessity of considering various gender codes and gender disparity in the target communities and the underlying social structures (poverty, caste, etc.) was recognized to some extent, but did not necessarily materialize as actual activities. Consideration of disparity and differences among the same gender was inadequate, unlike that given to differences between men and women.

One of the factors contributing to the limited gender activities in the community participatory development is probably that the contents of and approaches for community participation and gender activities were not examined sufficiently at the planning stage of the project, and the review and monitoring were insufficient in the implementation process. It was confirmed that when gender activities were either standardized or limited, various disparities occur between different genders, among people of the same gender, in individuals, households and the community, possibly lowering the sustainability of the community organization activities and community development programs.

1-6 Lessons Learned for Future Projects

Lessons learned that are deemed effective for the formulation and implementation of effective participatory community development in the future were extracted based on the above stated analysis and are explained with the implementation process below.

(1) Lessons Learned about the Basic Concepts regarding Community Participation, Community Development and Gender

1) Concepts, methods, and forms of participatory community development vary at JICA. Therefore, it is important to share

the concept of community participation in the planning stage of a project to set a clear direction.

- 2) Since the target residents in community development vary each time, it is important to give consideration to and analyze the individual needs and diversity of both male and female residents in the target community.
- 3) A gender perspective means giving attention to the differences between men and women and analyzing the underlying social structure; however, differences among people of the same gender also need to be analyzed.

(2) Lessons Learned in the Planning Stage

- 1) In order to promote effective participatory development, it is necessary to clearly position empowerment in consideration of gender (gender empowerment) in the planning stage of a project. For that, the following activities should be effective:
 - a. In order to share the concept of gender empowerment among the concerned parties, it is important to clarify and specify in a document the relationships between the project purpose and gender empowerment at the planning stage.
 - b. Activities for gender empowerment should be included in the project outcomes and activities.
 - c. Gender experts (regardless of gender) and gender focal points by counterpart should be included in the implementation of gender empowerment.
 - d. In order to avoid limiting target participants and project activity methods to a limited number of residents, monitoring and evaluation activities in consideration of gender should be included in the implementation process of a project.
- 2) At the beginning of the planning stage or program implementation stage, it is necessary to analyze various needs and problems of the target community residents, gender roles, and resulting restrictions through a baseline survey (social gender survey), and plan a project according to the analysis results.

(3) Lessons Learned in the Implementation Stage

- 1) In the implementation stage of a project, it is important to select targets in line with the gender condition of the target community and implement cooperation accordingly. Specifically, the following activities are recommended:
 - a. Collect and analyze information depending on the condition of residents when identifying the residents' needs in order to appropriately address various development issues and needs.
 - b. Implement gender activities aiming at gender empowerment, such as a literacy class for socially disadvantaged residents.
 - c. Enhance activities for female capacity development through female group activities considering the condition of women who find social participation especially difficult.
 - d. Implement activities for socially disadvantaged male resi-

dents.

- e. Implement activities to improve gender awareness for both male and female residents of the target community in order to enhance the project effects and improve sustainability.
- 2) When implementing participatory activities, it is necessary to consider gender as well as differences in the needs of the participants, and flexibly change the contents and speed of the activities instead of standardizing them.
- 3) In order to flexibly address the gender condition of the target community, it is necessary to utilize local resources such as existing community groups and to select a facilitator from the residents.
- 4) Through gender training and workshops, it is necessary to improve the project-related parties' (experts, counterparts, etc.) recognition of gender activities.

(4) Lessons Learned in the Monitoring and Evaluation Stage

In order to implement participatory community development projects more effectively in light of gender empowerment, it is

important to focus on gender at the monitoring and evaluation stage as well as at the other stages. In addition to the ex-post gender evaluation conducted in this study, the regular project evaluation processes such as mid-term and terminal evaluations need a gender perspective. Specifically, activities such as conducting gender evaluation by the evaluation survey team, involving gender analysis experts in the survey team, and monitoring daily activities by placing gender focal points can be considered. The perspectives for these activities are as follows:

- 1) When conducting an evaluation, it is necessary to confirm the project implementation process in light of gender and differences in attitude (form) of the participants.
- 2) Changes in the community brought about by the project should be evaluated from the perspectives of both positive and negative empowerment.
- 3) In order to understand the changes brought about by the project from the perspective of empowerment of the entire community, non-participants and early leavers of the project activities should be included in the evaluation survey.

2 Volunteer Program (Japan Overseas Cooperation Volunteers) —Cases of Malawi, Vanuatu, and Honduras—

2-1 Outline of Evaluation Study

(1) Background and Objectives

JICA dispatches volunteers overseas under such programs as the Japan Overseas Cooperation Volunteers (JOCV) Program, which marked its 40th anniversary in 2005. The JOCV Program works with local people to meet the grassroots needs of developing countries. As a program that promotes and supports the participation of Japanese citizens in international cooperation efforts, the JOCV Program is one of the pillars of JICA's programs.

Since its transformation into an independent administrative institution in fiscal 2003, JICA has made efforts to develop evaluation methods suitable for the nature and characteristics of the JOCV Program in order to evaluate these programs more systematically. Finally, it was decided that the program be evaluated from three viewpoints: "contribution to social and economic development or reconstruction in the partner country," "promotion of friendly relationships and mutual understanding between Japan and the partner country," and "sharing of volunteer experiences with society." In fiscal 2004, through the Secretariat of the Japan Overseas Cooperation Volunteers, JICA officially introduced the evaluation into the JOCV Program.

Thematic Evaluation: The "Volunteer Program (Japan Overseas Cooperation Volunteers Program)—Cases of Malawi, Vanuatu and Honduras—" was carried out to complement evalu-

ations on volunteer programs already being implemented by the Secretariat of the JOCV. Its objective is to comprehensively assess the cooperation effects of the JOCV Program over a longer period of time from the above three viewpoints through three case studies, and to obtain lessons for improving the program.

(2) Evaluation Study Period and Team

1) Evaluation Study Period

December 2004 to July 2005 (Field studies were conducted in Malawi from March 27 to April 17, 2005, in Vanuatu from April 23 to May 15, 2005, and in Honduras from April 23 to May 16, 2005.)

2) Evaluation Study Team

The Office of Evaluation of JICA supervised this thematic evaluation. The study committee consisted of two external experts (evaluation advisors) and the Secretariat of the Japan Overseas Cooperation Volunteers. Evaluation was conducted in accordance with policies determined by the study committee. The Office of Evaluation and consultants (KRI International Corps.) were responsible for research and reporting.

Evaluation Advisors

Hideo Kimura, Professor of the Graduate School of Arts and Sciences, The University of Tokyo

Akiko Seto, Principal of the Japan College of Foreign Languages, Non-profit Education Foundation

(3) Projects Subject to the Study

Considering a whole range of issues, including the history and total number of JOCVs dispatched, the ratio of the JOCV Program to JICA programs as a whole, and the possibility of whether effective lessons for programs in other countries can be drawn from a model case, Vanuatu (in Oceania), Malawi (in Africa), and Honduras (in Latin America) were selected as evaluative target countries. JOCVs dispatched during the past 10 years (from the first group in fiscal 1995 to the first group in fiscal 2004) were selected as evaluative target individuals.

2-2 Framework of the Study

(1) Evaluation Questions

The following evaluation questions were designated under the objectives described in 2-1 (1).

- 1) What effects did the dispatch of the JOCVs contribute to social and economic development or reconstruction in the partner country, promotion of friendly relationships and mutual understanding between Japan and the partner country, and sharing of volunteer experiences with society?
- 2) What were the factors that influenced the achievement of these effects?
- 3) How should the JOCV Program improve in order to generate greater effects?

(2) Evaluation Methods

To examine the above three viewpoints, the following evaluation methods were used.

- Document Reviews: reports from JOCVs, JICA Country Programs, PRSPs, various reports, etc.
- Interview Surveys: parties from the partner countries—ministries, organizations that have hosted volunteers, beneficiaries, etc. (about 160 individuals/groups); volunteers being dispatched (about 80 individuals); parties related to JICA (about 40 individuals); and others

- Questionnaire Survey: host organizations: 90 organizations (58%) responded; ex-volunteers: about 130 individuals (about 25%) responded; volunteers being dispatched: about 110 individuals (about 83.7%) responded; and volunteers to be dispatched: 386 individuals (94.8%) responded
- Observation: observation of volunteers' activities

2-3 Survey Results and Cross-sectoral Analysis

The survey results with regard to each viewpoint are summarized below.

(1) Viewpoint 1: Contribution to Social and Economic Development or Reconstruction in the Partner Country

1) Correspondence with Needs

Table 3-4 shows an overview of JOCV dispatches to the individual countries. For all three countries, the focal dispatch sectors correspond to the development issues and priority sectors described in the partner countries' development plans or PRSPs. The JOCV Program also plays an important role in the JICA Country Program; the correspondence between the focal dispatch sectors and the priority sectors stipulated in the program was also verified. In Honduras in particular, the JOCV Program has been recognized as a valuable aid resource. The JOCV Program for the country intends to provide continuous, focused input under a mid- and long-term perspective. The program is characterized by a strategic determination of focal dispatch sectors and areas based on collaboration with other JICA schemes.

In these countries, JOCVs work in areas that are not easily accessible by other development assistance programs, such as remote islands, and remote and rural areas. In Vanuatu, for example, JOCV is the only program that has been engaging in continuous cooperation activities in remote islands and such areas, where 80% of the nation's population live. In Honduras, the number of JOCVs dispatched to the impoverished area designated as a priority area in the PRSPs has been growing in recent years. In Malawi, many volunteers have been dispatched to rural areas and provincial cities. Making the most of its characteristics,

Table 3-4 Overview of JOCV Dispatches

	Vanuatu	Malawi	Honduras
Starting year of JOCV dispatch	1988	1971	1976
Total number of volunteers dispatched	135 (*1) (6th in Oceania)	1,246 (*1) (1st in Africa)	857 (*2) (1st in Latin America)
Focal dispatch sectors	Education, health and community development	Education, health and agriculture	Human resources (education, etc.), health and agriculture, forestry and fishery
Ratio of the JOCV Program to JICA technical cooperation as a whole (expense-based) *3	About 50%	About 46%	About 30%

*1: as of March 31, 2005 *2: as of April 2005 *3: for the past 10 years (1995-2004)

the JOCV Program makes direct approaches to host organizations and local residents in need, and provides cooperation that reaches local people. In short, the JOCV Program meets the developmental needs of the countryside including remote islands, and remote and rural areas in the partner countries.

Host organizations and other aid agencies pointed out that since JOCVs live and work with local people they have a good understanding of local circumstances and provide advantages in field operations due to their mobility and flexibility.

2) Self-evaluation of JOCVs

a. Setting of Objectives

While the outline of activities to be conducted by JOCVs is described on the application form submitted by the partner country's government when a request for dispatch is made, the setting of specific objectives and the design of an operational plan are the volunteers' own responsibility in principle. They set their objectives according to local circumstances and their own knowledge and skills based on agreement with the host organizations. It was verified that volunteers set their individual specific objectives, although the range of objective varies according to the volunteer. The objectives and the contents of activities are modified as required by local circumstances.

For volunteers who belong to a "group dispatch*" project, in many cases, the project's objective, targets, framework and period are already set, and the outline of volunteer activities and minimum tasks to be implemented are defined. In these cases, the method of objective setting is somewhat different from that of volunteers dispatched individually. Volunteers dispatched as a group set more specific objectives such as developing, in collaboration with volunteers of other occupational types, a universal model toward the reduction of grade-repeat and dropout ratios in primary education. In group dispatch, there are fewer cases of voluntary modification of the objectives and contents of activities than in individual dispatch.

b. What Kind of Efforts Volunteers Have Made during Their Activities

During their activities, volunteers in all three countries practiced such things as understanding relationships in the local community where they work, actively communicating with co-workers and local people, making efforts to adjust their activities to the conditions of the local community and learning the local language. These viewpoints show that many of the volunteers believe that in implementing their activities, it is important to try to communicate with local people and to understand local

culture and customs, and to actually practice these things. There are cases where volunteers try to learn Chewa (a local language of Malawi), believing that it is most important to understand conversations between counterparts and farmers, try to communicate with local people by playing soccer with the young people and children, always make proper greetings, and address people by name.

c. Levels of Achievement and Satisfaction

According to the results of the questionnaire survey, about 40-50% (about 70% of ex-volunteers in Vanuatu) of the volunteers evaluate the level of achievement of their objectives as "very good" or "reasonable." Volunteers say, for example, "Looking at a class of 200 students, I felt that it was my task to teach these students. And I believe I have achieved the task" or "I think the training has improved the quality of the trainees. It is very different from that of teachers who have not been trained." On the other hand, some volunteers feel that they are still on their way to achievement, through trial and error. Some of them say, "Sometimes I feel a sense of temporary satisfaction, but looking back on the past year, my involvement in this project does not seem to be having a particularly useful effect" or "I am not yet sure what the local people need."

Asked if they are satisfied with their participation in the JOCV Program, over 80% of the volunteers in all three countries responded "very satisfied" or "reasonably satisfied." The level of achievement and that of satisfaction do not necessarily correspond. Many volunteers feel that they have learned something through their activities and local life, saying, "I am happy to observe changes in the students. When the teachers tell me that it has become easier to teach, I feel satisfied," "I have learned a lot. This was my first time to live and work overseas. I have learned that there are various kinds of people" and "I have learned a lot. In particular, I have become stronger. Now I can survive in an inconvenient environment and communicate with various people. I am satisfied that I participated in the JOCV Program."

On the other hand, volunteers expressed concerns, mainly during the interview survey, over the continuity and sustainability of their activities. One of the volunteers appointed to an organization that constantly hosts JOCVs points out that a consecutive dispatch of volunteers does not really generate a sense of "buildup." This comment shows that even in cases where JOCVs have been dispatched in the past, there is not necessarily a strong sense of continuity. Some wonder what impacts their isolated activities can leave, questioning the continuity of their effects. In Malawi, many volunteers have been dispatched to provide service

*Group dispatch is a type of dispatch in which several volunteers implement collaborative activities toward a common goal. Several volunteers of one or more occupational types are dispatched to one area in some cases, while several volunteers are dispatched to several areas in other cases. Of the programs covered by this evaluation, group dispatches include: the Lobi Horticultural Appropriate Technology Extension Project, in which a team of volunteers was dispatched to Malawi; and the Model Project for Synthetic Reinforcement of Basic Education (MODEL), the Project of the Improvement of Teaching Method in Mathematics (PROMETAM), and the Project of Vector Control of Chagas Disease, all of which were in Honduras. Of these, PROMETAM and the Chagas project are group dispatches in collaboration with technical cooperation projects.

to meet the lack of human resources in the public sector. Some of these volunteers suggest that it is better to train teachers than for volunteers to serve as teachers.

d. Contributing and Inhibiting Factors

Major contributing factors in the achievement of objectives referred to were: good relationships with co-workers and local people; cooperation with other volunteers; practical experience and knowledge obtained before dispatch; and the volunteers' own efforts and ideas. Major inhibiting factors referred to include: lack of language ability; low interest on the side of co-workers and local people, and the lack of cooperative people; lack of practical experience and lack of knowledge; and the policy of activities and JICA's support systems.

Regarding relationships with co-workers and local people, it was confirmed, as described in section b. above, that volunteers actively tried to communicate with local people and to learn about local culture in order to conduct their activities smoothly. It has become clear that their own efforts lead to good relationships. Relationships are also mentioned as an inhibiting factor, as in low interest on the side of co-workers and local people and the lack of cooperative people. This shows that the foundation of volunteers' activities is strongly related to relationships. Whether they can build good relationships and whether they have contact with cooperative people greatly affects the achievement of their objectives.

One example of cooperation with other volunteers referred to as a contributing factor is the active organization of subcommittees and section meetings in Vanuatu and Malawi. These subcommittees and section meetings not only serve as an information-exchange forum but also implement activities for the solution of common tasks including the joint preparation of teaching materials and the joint organization of workshops, contributing to connecting and extending the activities of individual volunteers. Cooperation with other volunteers is also referred to as a contributing factor for group dispatches to Malawi and Honduras. Major advantages of this approach referred to include: it enables volunteers to exchange information on activities and to share operational methods; it can be implemented smoothly because it has a clear direction; it can easily ensure commitment from the partners; it ensures the continuity of activities; and it can allow the achievement of a broader activity than on an individual basis, enabling cooperation that has greater effects. Collaboration was also observed in the three countries between volunteers and JICA experts (JOCVs as program officers in Vanuatu) such as policy advisors dispatched to the central ministries of the partner country. These experts act as a link between JOCVs engaged in fieldwork and at the policy level within the central ministries. The survey results on group dispatches implemented as projects are described in "Present Status and Tasks of Dispatches to Projects" below.

3) Evaluation by Partners

a. Level of Knowledge of JOCV Activities

The level of knowledge of JOCV activities held by host organizations and related ministries were generally high in all three countries. According to the results of the questionnaire survey, over 80% of the host organizations were familiar with JOCV activities "very well" or "to some extent." The interview survey has confirmed that the level of knowledge by the partners is generally high for group dispatches. Beneficiaries also knew what the JOCVs were doing, although the level of their knowledge varied. In some cases, however, without having discussions between volunteers and host organizations in advance, activities to be implemented have been determined by the volunteers and reported to the organizations. Some volunteers dispatched to a country's capital have worked in the communities only to a limited degree. Even in rural areas, some dispatched volunteers have not had sufficient opportunities to meet beneficiaries because these volunteers travel across several areas and stay in one area only for a short time. In these cases, some beneficiaries said that they did not know the details of the JOCV activities.

b. Level of Usefulness and Contribution of JOCV Activities

Overall, JOCV activities are highly appreciated by host organizations as well as local people. According to the results of the questionnaire survey, around 90% of the respondents think that JOCV activities have been "significantly helpful" or "helpful" in improving the issue(s) of their organization.

The field study has collected various evaluations of JOCV activities. In Vanuatu, for example, there is no teaching guidance or textbook for music education at the primary level. Music instruction by JOCVs led to the establishment of a music panel group associated with the Vanuatu Ministry of Education, and the group is now preparing teaching guidance and a textbook. The ministry believes that the volunteers have introduced a new idea to the country. There are other examples of host organizations appreciating changes in specific attitudes, behaviors and abilities of local students and people, saying, "People now follow the practice of washing their hands and brushing their teeth," "Students have gained confidence in playing music in public," and "The calculating ability of students has improved." In Malawi, the managers of host organizations and counterparts appreciate the effects of JOCV activities, saying, "Farmers now can grow vegetables as professionals. They have skills that are different from any other areas," and "Farmers did not work in the fields during the winter before the project was implemented, but now they grow vegetables throughout the year." In Honduras, a host organization says, "The volunteers are highly motivated in giving demonstrations, and these demonstrations also heighten the motivation of teachers." Participants of the training organized by volunteers say, "The volunteers are excellent. Though there is some language barrier, whenever I have questions about the train-

ing, I go ask them. I would like more time to learn from them.”

The importance of a bottom-up approach in communities is also pointed out by various respondents. For example, ministries and host organizations appreciate, as part of the characteristics of the JOCV Program, that it can deal with tasks more flexibly than other technical cooperation schemes and that it can understand local needs through cooperation activities in local communities. Regarding collaboration with technical cooperation projects in Honduras, other aid organizations pointed out that experts and volunteers pool their comparative advantages to complement each other, leading to good results. Beneficiaries also have favorable impressions of volunteers’ grassroots activities. They say, “The volunteers themselves stepped into a paddy field and showed us the practical techniques of growing rice, soaked in mud,” and “I am very satisfied with the volunteers’ activities. What pleased me most was that they paid attention to a humble farmer like me. They took trouble to come here, listen to me, and take action.”

c. Contributing and Inhibiting Factors

In the questionnaire to host organizations, over 90% mentioned volunteers’ commitment to their task as a contributing factor. In the interview survey, many also said that volunteers were dedicated to their activities, worked hard, and were punctual. Some of the contributing factors they referred to were the same as those referred to by volunteers, such as good relationships with co-workers at host organizations and support from host organizations for JOCV activities. Other contributing factors mentioned by host organizations include volunteers’ adaptation to local customs such as participation in local ceremonies including village funerals, wearing local clothes and learning the local languages. In this respect, beneficiaries also evaluate volunteers highly, saying, “They respect local society. They work hard” and “They eat what we eat.” These comments show that volunteers’ attitudes toward their activities are appreciated, contributing to the establishment of good relationships between them and the local people, including co-workers and beneficiaries.

Major inhibiting factors referred to were language ability and time issues such as a time-lag between a request for dispatch and the actual dispatch, the timing of dispatch and the period of dispatch. Co-workers and beneficiaries point out that although the problem of language ability is prominent in the early days of dispatch, it gradually resolves as volunteers stay longer and learn the local languages. Still, many host organizations suggested the necessity of enhanced language training before volunteers start their activities. Some respondents think that language ability is not as great a problem as volunteers feel depending on the host organization and local society. On the time issues such as the time-lag between a request for dispatch and the actual dispatch, and the timing of dispatch and the period of dispatch, some host organizations suggested that the period of dispatch be extended, the



A JOCV conducting a music class (Vanuatu)

timing of dispatch correspond to school terms in the partner country, and the timing of dispatch be adjusted so that a newly dispatched volunteer can communicate with his/her predecessor to ensure the continuity of activities. Many host organizations pointed out that this communication had not existed. This remark corresponds with volunteers’ concerns over the continuity and sustainability of activities.

4) Present Status and Tasks of Dispatches to Projects

The JOCV Program in Honduras is characterized by the fact that some of the dispatches to the country are group dispatches in collaboration with other schemes. Toward a strategic implementation of the JOCV Program, JICA is now reviewing how to position group dispatch in programs and how to promote its collaboration with other projects. This evaluation deals with the Honduras cases, because they are examples of the issues reviewed by JICA.

Our case study on Honduras deals with three group dispatches: the Model Project for Synthetic Reinforcement of Basic Education (MODEL), the Project of the Improvement of Teaching Method in Mathematics (PROMETAM) and the Project of Vector Control of Chagas Disease. All three are cases where several JOCVs have been dispatched to projects that have predetermined cooperation periods and objectives. Of these, PROMETAM and the Chagas project are technical cooperation projects in collaboration with the dispatch of experts.

Advantages of this type of dispatch are: 1) Since it is a group dispatch, the activities of volunteers collaborate with and complement each other organically; 2) Collaboration with a technical cooperation project enables both the experts and volunteers to pool comparative advantages to complement each other’s activities; and 3) Its implementation as a project ensures clear objectives and a specified operational period, enabling result-based activities.

Group dispatches have positive effects on JOCV activities themselves as well, such as: 1) Objectives and activities are clearly defined; 2) Since a group dispatch is clearly positioned, understanding and cooperation of the partner country can easily be ensured, leading to a comfortable environment for activities; 3) Volunteers can exchange information and opinions with other volunteers as well as receive support from experts; 4) The project budget is available; 5) The continuity of activities is ensured; 6) A

group can implement a broader range of activities than individuals, providing cooperation that has greater effects; and 7) The level of achievement is high.

On the other hand, group dispatches also have such negative aspects as: 1) Since a group dispatch is implemented within the framework of a project, volunteers sometimes have smaller discretion over their activities; 2) Since the schedule and operational duties of a project are set, volunteers may feel a sense of time limits and pressure; 3) Communication and relationships within a group or project can be difficult; and 4) The level of individual satisfaction can decrease depending on the contents of the project and on the individual's view of the JOCV Program.

A comparison between individual projects suggests that these positive and negative aspects generally involve trade-offs. For example, when the contents of activities are determined in detail within a project framework, the certainty of result achievement is higher, while the restriction on activities is likely to become stricter. Under a more flexible framework, volunteers have greater discretion, while the level of achievement can vary considerably depending on the circumstances and individual. When the project is not well organized or the continuity of activities is not sufficiently ensured, the achievement of project results can be affected.

In the JOCV Program, the achievement of a certain level of satisfaction of individual volunteers should be ensured. It is necessary to set a project framework in such a way that the position of JOCV activities within the project is clearly defined, while individual volunteers can use their own ideas and work at their own discretion to a certain extent. To dispatch more volunteers to projects in the future, it will be required, for example, to set target outputs necessary for the achievement of a project objective, but to leave the planning of how to achieve these outputs to volunteers' own discretion. To ensure a certain level of volunteers' satisfaction and the utilization of the comparative advantages of the JOCV Program, it is desirable to set terms of reference (TOR) for JOCV activities in such a way that volunteers can make direct contact with local people and work on a community basis.

5) Discussion

Our survey results show that in the countries targeted by these case studies, plans for the JOCV Program are designed according to the development issues of the partner countries. The results also show that cooperation that meets local needs is implemented at a grassroots level. The characteristics of the JOCV Program—that volunteers work in local communities with local people—is appreciated by beneficiaries, host organizations, and other aid organizations.

In their activities, many JOCVs try to actively communicate with local people and understand local customs and culture and adapt to local society. Their cooperation activities have achieved certain results, although the level of achievement varies depend-

ing on the host organization and individual volunteer. It was proved that various types of dispatches and activities, including group dispatch and subcommittees, helped to achieve greater effects. Although there are operational problems to be reviewed in these various mechanisms, combining various types of dispatches into a program is important to ensure effective implementation of the JOCV Program in the future.

The survey results also present some tasks. Problems referred to as inhibiting factors by both JOCVs and the partner countries, such as language ability, the time-lag between a request for dispatch and the actual dispatch, the timing of dispatch, the continuity of activities and support systems by the JICA offices, should be addressed. In order to generate long-term effects, tasks to be achieved in the partner countries need not necessarily be solved within the JOCV Program; for activities that provide a service, for example, possible measures are to implement various types of volunteer dispatches and combine a JOCV dispatch with other technical cooperation projects. It should be noted, however, that while planning various types of cooperation including group dispatch would be effective, we should not forget to design a dispatch plan that takes advantage of being with local people, which is one of the JOCV Program's characteristics. In other words, an environment that exploits the strength of volunteers should be provided.

(2) Viewpoint 2: Promotion of Friendly Relationships and Mutual Understanding between Japan and the Partner Country

1) Self-evaluation by JOCVs

a. Focus and View of JOCV Activities

In the questionnaire survey, volunteers were asked which of the three viewpoints of the JOCV Program they focused on before dispatch and at the time of the survey (after returning to Japan or during dispatch). Before dispatch, contribution to development in the partner country was perceived as the most important of the three viewpoints in all three countries. Awareness of the importance of promotion of friendly relationships and mutual understanding and sharing of the volunteers' experiences with Japanese and international societies after returning to Japan has increased at the time of the questionnaire compared to the time before dispatch in all three countries. This trend is more prominent among ex-volunteers.



Interview with farmers for whom JOCVs provide support (Malawi)

In the field study, it was observed that many volunteers spontaneously took actions that led to the promotion of friendly relationships and mutual understanding because it was necessary to do so in order to proceed smoothly with their activities and lives. This attitude is evident from the results of the survey from Viewpoint 1 as well; many volunteers believe that to implement their activities, it is important to try to communicate with the local people and understand local culture and customs, and to actually practice them. Perhaps volunteers' activities and daily-life experience in local society deepen their awareness of Viewpoint 2: promotion of friendly relationships and mutual understanding between Japan and the partner country, leading to the increased importance attached to this viewpoint compared to the time before dispatch.

b. Communication with Local People

How much communication is made with people in the partner country varies depending on the circumstances of the individual volunteers. In general, however, communication is frequently made on an everyday basis. In all three countries, many of the volunteers communicate with people from host organizations (bosses, co-workers, etc.), other volunteers, host families, and neighbors. In particular, volunteers dispatched to remote areas and islands seem to become incorporated into village life, closely communicating with villagers. They have learned local languages and actively communicate with local people in daily life.

In all three countries, many volunteers spend their free time with local friends and acquaintances. However, in Vanuatu and Honduras, volunteers dispatched to the capitals or in a group tend to spend their free time with Japanese friends or acquaintances.

The most popular topic of conversation with local people is Japanese life in general (food, information on daily life in Japan, etc.). Many volunteers "explain when asked" or "talk daily" about this topic, indicating that they provide information on Japan during daily activities instead of deliberately trying to communicate information about Japan and Japanese culture.

c. Promotion of Friendly Relationships and Mutual Understanding

Asked about their impression of the partner countries, more than half of the volunteers admit that their views on local people, culture and customs have changed as their activities go on. Comments such as "I had thought they wanted to improve their living standard and to be rich, but I found that they respected the practices and customs of their country and area. I felt I should work based on them," "Before dispatch, I was sorry for the partner country because they were poor. But after I came here, my unnecessary sympathy has gone. Everyone lives happily" show that the participation in the JOCV Program has promoted volunteers' understanding of a different culture or has made them

accept a different culture including different values and thoughts. Furthermore, some volunteers admit that their own values and mentality have matured, saying, "In the early days of my dispatch, I could not accept the people around me. But my capacity has broadened as I gradually started to like them" and "I do not judge things by their appearances any more." These changes are also common to the three countries.

2) Evaluation by Partners

a. Relationship with JOCVs

In all three countries, about 90% of the host organizations feel that the volunteers developed an excellent relationship or good relationship to some extent. Asked what kind of volunteers' practices have promoted friendly relationships with their organization and the local people, just below 80 to about 90% of the host organizations in all three countries mentioned active communication by volunteers, their learning of local languages, their adaptation to local life, and their respect for local customs. There are some volunteers who have not established close communication with local people. However, beneficiaries also appreciate the existence of good relationships, saying, "I trust their activities," "They visit our schools frequently. They are very close to us" and "They have become incorporated into the local community and are friendly."

b. Promotion of Friendly Relationship and Mutual Understanding

Impressions and understanding of Japan and Japanese people held by local people develop through daily communication with volunteers and through watching their working attitudes and behaviors. Asked what they have learned from volunteers and their activities, about 80% of the host organizations mentioned their attitude and approach toward the work (such as punctuality, professionalism). Asked what they have learned or know about Japan and Japanese people, they referred to diligence, punctuality, and politeness, i.e., humility and respect for others. Nearly 80% of the host organizations have learned these things from volunteers through daily communication, suggesting that local people form an impression of Japan and Japanese people by watching volunteers at work every day. On the other hand, the level of knowledge of general information on Japan including Japanese geography, culture, and language is generally low in the three countries, although this level varies depending on the respondent and on the extent of their communication with volunteers, and some respondents show a deep interest in the subject. In short, local people view the working attitude of volunteers favorably, which leads to a good impression of Japan and Japanese people.

In particular, rural farmers had no previous knowledge about Japan and Japanese people and have not really improved in specific knowledge on Japan. The field study has confirmed, howev-

er, that through daily contact with volunteers, farmers have formed a good impression of them, saying, “He was kind,” “They look different from us, but when I talked to them I found that they are no different from us” and “They said they liked this place.” It was observed that these impressions of volunteers have turned into a favorable impression of Japanese people.

3) Discussion

In referring to the promotion of friendly relationships and mutual understanding between Japan and the partner country, the notion of friendly relationships and mutual understanding is so wide-ranging that past research and surveys have not clarified what such promotion means. The purpose of this evaluation, therefore, was to examine what effects the JOCV Program has had in terms of friendly relationships and mutual understanding.

It was found by this evaluation that regarding cultural exchange, which was considered a typical example of friendly relationships and mutual understanding, it was practiced in daily life, whereas local people are not very familiar with general information on Japan such as Japanese culture and customs. Rather, it was found that Japanese values such as commitment to one’s job, punctuality and respect for others had become known to local people and that these attitudes of volunteers led to the formation of local impressions about Japan and Japanese people.

It was also found that the JOCV field activities were based on relationships. The activity process starts with the promotion of friendly relationships, followed by the development of understanding of the partner’s customs and values. Changes and development in the volunteers’ own values were also observed. These are the effects and characteristics of the promotion of friendly relationships and mutual understanding in the JOCV Program.

If the JOCV Program aims for the promotion of friendly relationships and mutual understanding, it is necessary to better clarify what mutual understanding is and what we expect from the program. Based on the results of this evaluation, JICA’s strategy related to Viewpoint 2—what should be aimed for and what should be evaluated in the JOCV Program in terms of the promotion of friendly relationships and mutual understanding—should be thoroughly reviewed.

(3) Viewpoint 3: Sharing of Volunteer Experiences with Society

In the past JOCV Program, sharing of volunteer experiences with society was considered a secondary viewpoint and many of the volunteers dispatched during the evaluation target period were not provided with an explicit explanation of this issue. This evaluation, therefore, started with exploring volunteers’ awareness of this viewpoint and their willingness to practice it. Changes in volunteers’ values and awareness were also surveyed, because many volunteers experienced such changes through their participation in the JOCV. In addition, to understand the effects of the

JOCV Program on this aspect from various perspectives, changes in volunteers’ attitudes caused by their participation in the JOCV were surveyed. Volunteers’ attitudes after returning to Japan were classified into three categories: 1) personal attitudes in daily life, 2) contribution to society through volunteer activities where ex-volunteers act as human resources and 3) communicating one’s JOCV experiences to the public. For the purpose of this evaluation, the latter two categories— 2) and 3)— are deemed as activities for sharing volunteer experiences with society.

1) Willingness to Practice

According to the results of the questionnaire to ex-volunteers, the ratio of the volunteers who think that it is important to share their JOCV experiences with Japanese and international societies after returning to Japan has increased from 24% before dispatch to 50% at the time of the survey after returning to Japan (Table 3-5). Combining those who consider it important and fairly important, a total of 89% gave a positive response after returning to Japan, showing high awareness of the importance of sharing their experiences. Eighty-five percent of the ex-volunteers say that when they returned to Japan, they thought of utilizing their JOCV experiences for Japanese and international societies (Table 3-6).

2) Changes in Values and Awareness

Table 3-7 shows the results of the questionnaire survey to ex-volunteers on changes in their values and awareness caused by their participation in the JOCV Program.

Examining individual categories, the category that shows the greatest change is “perceived changes in my understanding of different cultures,” followed by “changes in my perception of

Table 3-5 To what extent do you consider it important to share your JOCV experiences with Japanese and international societies after returning to Japan?

Answer choice	Before dispatch → after returning to Japan
Important	24% → 50%
Fairly important	35% → 39%
Not very important	35% → 9%
Not important	3% → 0%

Number of respondents: 130 ex-volunteers
Source: Results of the questionnaire to ex-volunteers

Table 3-6 When you returned to Japan, did you think of utilizing your JOCV experiences for Japanese and international societies and the host country? (Willingness to practice)

Answer choice	Number of respondents	%
Yes	110	85%
No	17	13%
No answer	3	2%
Total	130	100%

Japan.” Many of the volunteers also feel that there have been “perceived changes in my self-development.” The category with the least change is “changes in my view of my career path.”

Of the individual questions, those that show the greatest changes are, in decreasing order, “My understanding of different cultures has deepened,” “I feel closer to foreigners,” and “I have gained a new perspective on Japan.” Questions that show relatively small changes are “My technical skills and knowledge have improved” and “My future vision has become clearer.” In terms of the ratio of the respondents, over 90% perceive a change in such issues as “My understanding of different cultures has deepened” and “I feel closer to foreigners” and over 80% in “I have gained a new perspective on Japan.” On the other hand, fewer than half of the volunteers are aware of their changes related to “My technical skills and knowledge have improved” and “My future vision has become clearer.”

3) Changes in Attitude

For the purpose of this evaluation, volunteers’ attitudes were classified into the following three categories: 1) personal attitude in daily life, 2) contribution to society through volunteer activities where ex-volunteers act as human resources and 3) communicating one’s JOCV experiences to the public.

Tables 3-8 and 3-9 show the results of the questionnaire to ex-volunteers on how their participation in the JOCV Program has changed their attitudes.

Looking at Table 3-8 by category, “personal attitude” occurs more frequently than “activities for sharing one’s experiences with society.” Of the attitude categories, those appearing most frequently are, in decreasing order, “to try to be environmentally friendly,” “to learn about and experience different cultures,” and “to communicate with foreigners.” For other categories, there are more negative than positive answers. Looking at individual questions, the question with the greatest change is “to try to be

environmentally friendly by saving water and electricity and by other means,” followed by, in decreasing order, “to offer help to foreigners who are in trouble,” “to experience foreign cultures” and “to learn about the host country and other foreign countries.”

Questions with fewer changes are “to find a job in the field of international cooperation,” “to utilize local languages,” and “to send donation and relief supplies to countries that suffer disasters; to participate in volunteer activities for these countries.” In terms of the ratio of the respondents, about 80% of the respondents “try to be environmentally friendly by saving water and electricity and by other means,” while about 60% “offer help to foreigners who are in trouble,” “experience foreign cultures,” and “learn about the host country and other foreign countries.” Fewer than 20% of the volunteers “find a job in the field of international cooperation,” “utilize local languages,” or “send donations and relief supplies to countries that suffer disasters, or participate in volunteer activities for these countries.” There are not many respondents who “find a job in the field of international cooperation” perhaps because not every ex-volunteer is interested in finding a job in this field. There are not many positive answers to the latter two questions probably because such opportunities are limited in Japan.

Eighty-nine percent of the ex-volunteers “have communicated their JOCV experiences to the public” (Table 3-9), showing that many ex-volunteers have communicated their JOCV activities or information on host countries to the public in some way. Most (82.8%) “communicated/communicate on special occasions,” followed by 79.3% who “communicated/communicate when asked.” In more than 40% of the cases, “special occasions” mean “lectures at orientations for applicants for volunteer activities,” “cooperation in development education including the JICA Salmon Campaign Program,” and “talking about the contents of one’s JOCV activities at one’s workplace.”

Table 3-7 Changes in Values and Awareness (Average Values)

Category	Question	Average value*	Average per category
Perceived changes in my understanding of different cultures	My understanding of different cultures has deepened	3.5	3.5
	I feel closer to foreigners	3.5	
Changes in my perception of Japan	I have gained a stronger identity as a Japanese	3.2	3.3
	I have gained a new perspective on Japan	3.4	
Perceived changes in my improvement in ability	My technical skills and knowledge have improved	2.4	2.8
	My language ability has improved	3.1	
Changes in my view of my career path	My future vision has become clearer	2.5	2.6
	The JOCV experience has influenced my career choice	2.8	
Perceived changes in my self-development	Now I can cope with things more flexibly	3.2	2.9
	I have gained confidence	2.8	
	I have become more active	2.8	
	I have become more independent	2.9	
	I have become more patient	2.9	
Total average		3.0	

*For each question, four answer choices were scored as follows and average values were calculated: 1 point was given to “I don’t think so at all,” 2 points to “I don’t really think so,” 3 points to “I think so to some extent” and 4 points to “I very much think so.”

Number of respondents: 130 ex-volunteers Source: Results of the questionnaire to ex-volunteers

Table 3-8 Changes in Attitude 1
—Personal Attitudes and Social Contribution Activities where Ex-volunteers Act as Human Resources—

Category	Attitude category	Question	Average value*	Average per category
Personal attitude	To communicate with foreigners	To actively make opportunities to see foreigners	2.4	2.5
		To offer help to foreigners who are in trouble	2.7	
		To communicate with foreigners daily	2.2	
	To learn about and experience different cultures	To learn about the host country and other foreign countries (local language, culture, history, etc.)	2.7	2.7
		To learn about Japan (Japanese language, culture, history, etc.)	2.6	
		To experience foreign cultures (to eat foreign food, see foreign movies, etc.)	2.7	
	To study my field of specialization, international cooperation, etc.	To study my field of specialization in which I have worked as a JOCV	2.2	2.2
To study international cooperation and development		2.2		
To try to be environmentally friendly by saving water and electricity and by other means		3.0	3.0	
Total average for personal attitude			2.5	
Contribution to society through volunteer activities where ex-volunteers act as human resources	To participate in volunteer activities	To send donation and relief supplies to countries that suffer disasters; to participate in volunteer activities for these countries	1.6	1.8
		To do volunteer activities in my local community, etc.	1.9	
		To participate in international exchange activities	2.0	
	To participate in NGO/NPO activities		1.7	1.7
	To utilize local languages		1.6	1.6
	To find a job associated with my JOCV experience		2.1	2.1
	To find a job in the field of international cooperation		1.5	1.5
Total average for the social contribution activities			1.8	

* For each question, four answer choices were scored as follows and average values were calculated: 1 point was given to "I don't think so at all," 2 points to "I don't really think so," 3 points to "I think so to some extent" and 4 points to "I very much think so."

Number of respondents: 130 ex-volunteers Source: Results of the questionnaire to ex-volunteers

Table 3-9 Changes in Attitude 2—Communicating One's JOCV Experiences to the Public—

Q. Have you ever communicated your JOCV experiences or information on the host country to the public?

Answer choice	Number of respondents	%
Yes	116	89.2%
No	14	10.8%

Q. If you have communicated, on what occasions?

Answer chosen	Number of respondents	%
Communicated/communicate daily	54	46.6%
Communicated/communicate when asked	92	79.3%
Communicated/communicate on special occasions	96	82.8%
Other	12	10.3%

Q. If you have communicated, on what kind of occasions?

Answer choice	Number of respondents	%
Cooperation in development (international cooperation) education including the JICA Salmon Campaign Program (predecessor of the current Lecture Program on International Cooperation)	49	42.2%
Organization of meetings for talking about my experience	36	31.0%
Lectures at seminars, etc.	37	31.9%
Writing	17	14.7%
Appearing on TV or the radio	11	9.5%
Preparation of a homepage or posting information on the Internet	9	7.8%
Lectures at orientations for applicants for volunteer activities	56	48.3%
Lecturing JOCVs who have preparatory training before their dispatch on local circumstances of a host country	15	12.9%
Talking about the contents of my JOCV activities at my workplace (including former workplaces)	48	41.4%
Other	16	13.8%

Number of respondents: 130 ex-volunteers Source: Results of the questionnaire to ex-volunteers

4) Support for Activities for Sharing JOCV Experiences with Society

To promote ex-volunteers' activities for sharing their experiences with society, JICA and other related organizations have certain support systems. JICA is enhancing its support systems, whose main body is the Secretariat of the Japan Overseas Cooperation Volunteers. Their major support systems include the provision of opportunities, such as the Lecture on International Cooperation, to communicate JOCV experiences to the public; support for the development of careers after returning to Japan, including placement of career counselors, organization of career pioneering support seminars, and the provision of job information; and implementation of NGO-activity support projects for ex-volunteers who want to engage in grassroots international cooperation activities. Activities for sharing JOCV experiences with society are also implemented through various organizations including the Japan Overseas Cooperative Association, the Supporting Organization of JOCV and ex-volunteer associations.

In recent years, some universities and graduate schools have been providing special admission opportunities for ex-volunteers, while some schools officially give credits for participation in the JOCV Program. Some local governments even implement a special examination for those who have experienced international contribution activities for ex-volunteers as part of their teacher employment examination. These indicate that ex-volunteers are expected to play a role in international cooperation as well as in education for international understanding.

5) Discussion

As described above, awareness of the importance of activities for sharing JOCV experiences with society is fairly high among ex-volunteers, showing that many of them experience changes in terms of mentality and humanity through participation in the JOCV Program. In addition, many of them have changed their daily attitude, or communicate their experiences to share them with society. On the other hand, the survey results show that only a limited number of ex-volunteers engage in activities to contribute to Japanese and international societies.

Based on these survey results, it is important to analyze what the JOCV Program expects from ex-volunteers and to explain this to them before and during dispatch referring to specific examples to raise their awareness. For the purpose of this evaluation, activities for sharing volunteer experiences with society consist of "social contribution activities where ex-volunteers act as human resources" and "communicating JOCV experiences to the public." However, attitudes categorized as personal, such as "to communicate with foreigners," "to learn about and experience different cultures," "to study my field of specialization, international cooperation, etc." and "to try to be environmentally friendly" can also have a social impact. It would help, therefore, to implement a sur-

vey on the values of these attitudes in Japanese and international societies. Attitudes such as "to find a job in the field of international cooperation" and "to utilize local languages" are not much implemented, probably both because not every ex-volunteer is interested in these issues and because such opportunities are limited. It is important, after exploring the above background, to summarize what sharing of volunteer experiences with society the JOCV Program aims for.

2-4 Recommendations

1) To design a plan for an effective JOCV Program, it is important to make the most of the characteristics of the current JOCV Program such as the fact that it can understand local needs because it works with local people.

The results of this evaluation show that the JOCV Program has characteristics such as great grassroots effects, cooperation towards poverty reduction and the correction of disparities between areas because it operates in remote islands and areas, and understanding of local needs because volunteers live close to local people. When implementing the JOCV Program, therefore, it is important to recognize these characteristics well and ensure a dispatch plan that makes the most of them. For example, the utilization of the JOCV Program as a means to realize poverty reduction and human security would be effective, because the characteristics of the JOCV Program enable it to provide what is needed such as assistance that directly reaches local people.

2) In a dispatch program where volunteers provide service to meet the lack of human resources in the partner country, a strategy that considers the program's long-term effects should be reviewed so that the effects will last.

In some cases, volunteers are dispatched to provide services to meet the lack of human resources in the partner country. During the first and second generations of a dispatch, this type of dispatch may be necessary to understand the partner's needs. However, a dispatch strategy and plan should be designed not only for the short-term effect of compensating for the lack of human resources, but also in order to achieve a long-term effect so that ultimately, the partner country can develop their own human resources to meet their needs.

For this purpose, it is most important to ask the partner country to understand this long-term perspective. In addition to service provision by individual volunteers, it is also effective to implement activities that have a lasting effect on the partner country by forming volunteer networks and by collaborating with other technical cooperation projects. It would also be useful to combine the service provision under the JOCV Program and other technical cooperation projects in order to have a joint impact on the partner

country.

If a dispatch on a service-provision basis has continued for so long that no solution can be found, it is worth considering the termination of the dispatch in question.

3) It is important that people from the JICA overseas office participate in the process in which volunteers and host organizations decide the objectives and plans to bring JICA's policies in line with the needs of the organizations and to support the setting of objectives and operations.

Although individual volunteers try to understand local circumstances and set their objectives and the contents of activities, the range of objective setting varies depending on the volunteer because of differences in the individual's view of the JOCV Program. Some volunteers have not had sufficient discussion with their host organizations, determining the activities to be implemented on their own and reporting them to the organizations.

It is important, therefore, that the JICA overseas office supports consensus making between volunteers and host organizations during the process of setting objectives and activities. In the stage of directing activities, it is effective for the JICA office to support matching the tasks suggested by volunteers with the policies of the partner country and JICA, as well as the needs of host organizations, in order to set objectives and to plan. In a succeeding dispatch, in particular, it is desirable that the legacies of past dispatches be passed on to ensure lasting operational effects. Ensuring the continuity and consistency of activities is also desirable for the partner country. It is suggested that the JICA office play a coordinating role so that the process of setting operational objectives and plans corresponds with the direction of past dispatches.

4) In order to implement smoother, more effective dispatches, the following recommendations are made in relation to support systems including improvement in language ability and implementation systems such as the timing of dispatch and the formation of networks with other volunteers.

Both volunteers and host organizations mention the lack of language ability as an inhibiting factor. To improve language ability, such measures as language training relevant to the volunteer's field of specialization (technical terms, teaching methods, etc.) and brush-up training after a certain period from the start of dispatch would be effective.

Regarding the timing of dispatch, many partner countries hope that the time-lag between the dispatch period of one volunteer and that of his/her successor will be removed. Although efforts have been made to remove this time-lag, there are many unpredictable cases that lead to a time-lag; depending on the

recruiting season, there are only a limited number of applicants or successful candidates, or a candidate may cancel his/her participation. To resolve this situation, further measures should be taken such as bridging this time gap by dispatching short-term volunteers. It is also important to take the possibility of a time-lag into consideration when designing a program plan.

In individual dispatches, it would be useful to establish collaboration and networks with other volunteers and human resources. The promotion of subcommittees and section-meeting activities and the establishment of information networks involving JOCVs in other countries and other dispatched human resources such as experts, senior members, and senior volunteers would help. Some volunteers feel anxious about proceeding with activities based only on their own knowledge, skills, and experience. An environment where they can receive appropriate advice and information from others would be important to them.

5) Group dispatch, dispatch to projects, and collaboration with other schemes are effective measures for extending the effects of the JOCV Program all over the partner country. However, the following issues should be noted in implementing these approaches.

The results of this evaluation show that group dispatch, especially approaches such as dispatch to projects and collaboration with other schemes, is an effective measure for further extending the effects of the JOCV Program all over the partner country. However, there are still problems in terms of their operation. The following issues should be noted. First, it is important to clarify the position and limitations of the JOCV Program and what role is expected of individual volunteers, and to accurately communicate these points to volunteers. For the smooth operation of the JOCV Program, it is also effective to explain well to volunteers in advance and ensure their understanding about what abilities (specialty, language ability, communication ability, etc.) are expected to what extent and who coordinates the whole project. The importance of maintaining the characteristics of the JOCV Program as a volunteer activity should also be strongly noted.

6) In order to enhance the promotion of friendly relationships, and mutual understanding and sharing of JOCV experiences with society, it is important to review again what is expected in the JOCV Program in terms of these viewpoints. Then, it is important to communicate to volunteers before and during dispatch the necessity of mutual understanding, friendly relationships, and activities for sharing JOCV experiences with society, as well as their effects as presented in this evaluation.

When setting the promotion of friendly relationships and

mutual understanding as an evaluative viewpoint, it is necessary to stipulate what the promotion of friendly relationships and mutual understanding aimed at by the JOCV Program means, and what is expected of the JOCV Program in this respect. In addition, it is recommended that ex-volunteers' experiences related to mutual understanding and friendly relationships found in this evaluation be communicated to volunteers to be dispatched. To learn what past volunteers focused on in their activities and what kind of behaviors and attitudes have promoted the partners' understanding will help newly dispatched volunteers in their activities.

Although sharing JOCV experiences with society has not been positioned clearly in the past JOCV Program, its impor-

tance is well recognized, especially among ex-volunteers. Several changes in their values and attitudes were also observed. Based on these survey results, it is necessary to clarify what is expected in the JOCV Program in terms of activities for sharing JOCV experiences with society. Subsequently, it is necessary to raise the awareness of volunteers and motivate them even more before and during dispatch. It is also necessary to take measures to raise their awareness by explaining in detail what is expected in this respect in the JOCV Program, referring to specific examples made by ex-volunteers. During dispatch, it is important to occasionally tell volunteers at volunteers' general meetings or when they return to Japan that they are expected to share their experiences with society.

