

Republic of Maldives
Ministry of Foreign Affairs

**Preparatory Survey
on the Project for Human Resource
Development Scholarship
in the Republic of Maldives**

Final Report

May 2020

Japan International Cooperation Agency (JICA)

Japan International Cooperation Center (JICE)

GL
JR
20-010

SUMMARY

1. Summary of the Preparatory Survey

Background of the Survey

The Project for Human Resource Development Scholarship (hereinafter referred to as “JDS”) was first launched in Uzbekistan and Laos in fiscal year (FY) 1999 as part of the “100,000 International Students Plan” of the Japanese government, with the aim of developing human resources who can play core roles in the formulation and implementation of social and economic development policies in developing countries. The project has later been introduced to other countries as well, and has accepted 4,662 international students from a total of 18 countries since the first intake of international students in FY 2000 up to FY 2019.

Since FY 2009, the project was gradually switched to a new system as adopted by partner countries subsequently. In this system, an intake framework in four batches is planned, based on the aid policies of the Japanese government and the development issues and the human resources development needs of the target countries. Furthermore, the target of the project is limited to civil servants who are involved in the formulation and implementation of policy in development issues.

The basic research projects conducted by JICA, “Factor Analysis Concerning Results of the JDS Projects” (FY2014) and “JDS Effect Verification” (FY2019) (hereinafter referred to as the JDS basic research), verified the effectiveness and carried out a comparative analysis of JDS in the target countries, and demonstrated the proposal of future project enforcement policies and strategies. In the FY2019 basic research, the degree recipient rate of JDS fellows was 98.7%, and the civil servants incumbent rate was still high at about 80%. In the questionnaire for returned fellows, it showed that the pro-Japanese feelings were deepened through JDS, and the knowledge and skills acquired in Japan were sufficiently useful even after a number of years had passed since they returned to their home country. Also, the fact that the senior job position incumbent rate has increased in 9 out of 11 countries since the last basic research project confirms that the rate improvement relates to the continuity of JDS. On the other hand, based on the active cases of competition with other donors, such as Australia, South Korea and China, the future directions of JDS were proposed as follows: 1. target clarification, 2. selection strategy, 3. increasing additional value, and 4. branding.

Japan and Maldives have continuously developed a good relationship since both countries established diplomatic relations in 1967, and Maldives has also been a country friendly to Japan traditionally, supporting Japan’s becoming a permanent member of the United Nations Security Council in the international arena. Maldives is located at the important point of the Indian Ocean sea lane connecting Japan and the Middle East/Africa and also has geopolitical importance toward achieving Japan’s Free and Open Indo-Pacific.

Acceptance of this preparatory survey was decided to be conducted with the aim of verifying the

appropriateness of implementation of the project and properly reflecting the policy of Japan's economic cooperation to Maldives, relevant JICA programs, etc. in the formulation of the project based upon the needs of the Maldivian government.

Objectives of the Survey

The main objectives of the survey are as follows:

- To analyze current situation in Maldives and needs for human resource development, and formulate a framework for the next four batches starting in FY 2020 (dispatch in FY 2021).
- To formulate a basic plan for each priority area, based on the framework, and estimate a budget necessary for the implementation of the project.

Method of the Survey

As part of the preparatory survey, the field survey in Maldives has been conducted from September 2019 to May 2020. In the field survey, in addition to visiting almost all central government ministries, 19 ministries out of all 20, the survey team energetically conducted interviews from 10 individual institutions, four state-owned enterprises, and one local government. This enabled to understand the human resource development needs of each ministry.

- October 2019: Field survey
 - (1) Setting priority areas (Sub-Programs) and development issues (Components) in accordance with Japanese government's economic cooperation policy for Maldives and development needs of Maldives
 - (2) Confirming the implementation structure of the project
- February 2020: Field survey
 - (1) Selecting accepting universities in Japan which would provide appropriate educational programs corresponding to each Sub-Program/Component
 - (2) Selecting target groups corresponding to each Sub-Program/Component
- February 2020: Estimating the project scale
- April 2020: Drafting the basic plan for each Sub-Program/Component

Results of the Survey

(1) Project Design

The following table shows the JDS priority areas and key development issues and accepting universities identified on the basis of the field survey conducted in October 2019 and February 2020.

The Framework of the JDS Project in Maldives (from JDS Fellows 2021 to 2024)

Priority Areas (Sub-Program)	Development Issues (Components)	Universities	Slot
1 Responding to Vulnerabilities	Environment, Climate Change and Disaster Management	University of Tsukuba (GS of Science and Technology)	2
2 Sustainable Economic Development	Economic and Industrial Policy	National Graduate Institute for Policy Studies (GS of Policy Studies)	2
3 Secure Peace and Stability	Administrative Capacity Development	Ritsumeikan University (GS of International Relations)	2

(2) Target Organizations

For recruitment targets, in light of the JDS purpose of developing core human resources in the central government ministries, confirming the needs, etc. pertaining to studying abroad in each agency, all the government ministries, all the independent institutions, and local civil servants were set as targets. Local civil servants were included because, in addition to the Maldives Government proceeding with decentralization, development of local civil servants was an urgent issue and because the career path from civil servants to central government ministries was confirmed. Final determination of the target organizations is to be made at the first Operating Committee of FY 2020 when the project starts.

(3) Consideration of Accepting JDS fellows to Ph.D. Programs

For the Ph.D. program, the survey team explained that, assuming that JDS fellows who have obtained master's degree at the first phase would be a target, the Ph.D. Program will be considered to start from the next phase and it was agreed from the Maldivian side.

(4) The Operating Committee

In the field survey conducted in October 2019, the survey team explained the structure and roles of the Operating Committee to the Maldivian side and proposed that the Maldivian members be, in addition to Ministry of Foreign Affairs, Ministry of Higher Education which will be in charge of the overall scholarship program for the Maldivian people and the Civil Service Commission, which assumes the role of human resource development of civil servants and obtained their agreement. Therefore, it was agreed that the Committee is composed of three Maldivian organizations (Ministry of Foreign Affairs, Ministry of Higher Education, and Civil Service Commission) and two Japanese organizations (Embassy of Japan in Maldives and JICA Maldives Office).

Country	Role	Member
Maldivian Side	Co-chair	Ministry of Foreign Affairs
	Member	Ministry of Higher Education
	Member	Civil Service Commission
Japan Side	Co-chair	Embassy of Japan in Maldives
	Member	JICA Maldives Office

(5) Evaluation of Relevance of the JDS Project

The consultant analyzed relevance between JDS and development programs in Maldives, based on national development plan and strategy of the Maldivian government and the general circumstances of the relevant sectors. The priority areas of JDS project match with the priority areas announced by the Maldivian government at “the Strategic Action Plan 2019-2023” and will promote the strategic orientation.

In the Country Assistance Policy for the Republic of Maldives formulated in February 2016 by the Japanese government, “Responding to Vulnerabilities and Supporting Sustainable Economic Development” is set as the basic policy of assistance (overall goal) and “Cultivating Local Industry” and “Environmental and Climate Change Measures / Disaster Management” are set as priority areas (mid-term goal). The JDS project seeks to develop the competencies of key personnel at the government authorities with responsibility for the relevant fields. JDS is highly relevant to the assistance policies of both Japanese government in relation to ODA programs.

Thus, the JDS project can be seen as a project that will help the country of Maldives to achieve the goals of its medium- to long-term development plan, by providing high-level education to key personnel in government. It is highly consistent with aid policy and the philosophy of overseas aid in Japan. By augmenting other aid programs in areas such as technical cooperation and ODA loans, the JDS project provides additional synergies for the benefit of Maldives.

2. Recommendations

(1) Implementation Coordination

In this preparatory survey, the agreement was reached with the Maldivian side on the important matters such as (i) the objective of the JDS project, (ii) system of the Operating Committee, and (iii) the accepting plan. It was a great success to obtain a thorough understanding from not only the Ministry of Foreign Affairs of Maldives, which will become a Co-Chair of the Operating Committee, but also the Ministry of Higher Education, which will be in charge of the overall scholarship program for the Maldivian people and the Civil Service Commission, which assumes the role of human resource development of civil servants. The Ministry of Higher Education has promised cooperation toward dissemination of JDS by holding a recruitment briefing, etc., and it was agreed with the Civil Service Commission on building a mechanism whereby, through imposing reinstatement obligations of certain years on both JDS fellows and the division to which such persons belong, JDS returned fellows can take advantage of the knowledge learned in Japan at such division steadily. It is assumed that the system for improving the quality of the project will be developed in the future.

(2) Points to Note on Recruitment Activities

Recruitment Strategy in light of the Free and Open Indo-Pacific Concept

Maldives is located at an important point of the Indian Ocean sea lane connecting Japan and the Middle East / Africa and has also geopolitical importance toward achieving Japan's Free and Open Indo-Pacific strategy. China, under the One Belt, One Road Initiative concept, has also made a large amount of investment and assistance to Maldives and has been proceeding with infrastructure development such as construction of the China-Maldives Friendship Bridge and housings on the artificial islands, but repayment of excessive debt is a concern. In this context, at the Maldives Partnership Forum held in 2019, Mr. Kentaro Sonoura, Special Adviser to the Prime Minister made a speech and expressed cooperation based on the Free and Open Indo-Pacific concept in the form of going along with the policy priority issues promoted by Maldives. It is important, recognizing JDS as one of the projects of this concept, under the "spirit of respecting the autonomy of the partner country and its local people and growing/developing together," to proceed with JDS public relation activities promoting the strength of Japan such as high quality rather than quantity and the differentiation from the other countries' assistance.

Recruitment Strategy for Local Civil Servants

In Maldives, in light of the limited number of the civil servants, it is desirable that a wide range of human resources be targeted. In particular, local recruitment activities will become important. Considering that the importance of developing local civil servants in the JDS project as assessed by the operating committee members of both Japanese and Maldivian sides, as well as decentralization, which is mentioned in the Strategic Action Plan 2019-2023 announced by the Maldives government, are the main subjects, how we recruit capable civil servants from local regions will be key. In addition, in Maldives, the other duties of donor scholarship offices often overlap with those of the offices in Sri Lanka. Given that the recruitment activities of the other donor scholarship programs do not spread thoroughly to the over 200 local islands where people reside, conducting recruitment activities for the local regions with JDS is thought to be effective to obtain potential excellent candidates who have not been able to apply owing to lack of information.

Recruitment Strategy Exploiting Japan's Characteristics

In order to achieve JDS objectives, obtaining excellent international students can be a precondition. Therefore, it is important to collect more excellent applicants from main targeted organizations in the recruitment activities. However, at the present time, with high mobility of higher education, the competition for obtaining international students among donors is intense.

Currently, the universities of Japan are not ranked highly in the world university rankings such as those of the Times Higher Education (THE) and Quacquarelli Symonds (QS), and in view of this situation, their international competitiveness and name recognition is low. Even in academic fields,

while the universities of Japan are thought to be strong in engineering generally, they are not necessarily thought to be strong in the social sciences, which is mainly targeted by JDS. Therefore, in order to attract attention to studying in Japan, in addition to introducing the attractiveness of universities, a different approach is required.

First, by building human relationships with persons in charge of JDS of the ministries which will be the target organizations and obtaining cooperation and information in the ministries, a certain effect is anticipated. Most applicants often obtain information from the department in charge of JDS of each ministry. In order to spread information from persons in charge of JDS to the applicant level, it is most important to build good relationships with persons in charge and obtain cooperation. It is vital to conduct steady business activities such as visiting the main government organization frequently and increasing awareness of JDS itself.

In addition, it is necessary to promote the benefits of JDS to persons in charge of the ministries. It should be actively promoted that because JDS targets administrative officers and is a program for human resource development consistent with the Maldives development issues, not only are there the added values of the program contributing to the medium- and long-term development of Maldives, with accepting universities positioned as project partners and JDS is providing, in addition to existing programs, a curriculum that conforms to the country through a special program, but also that it has arranged a consistent guidance system/accepting system and that it has hospitable support such as the regular monitoring which international students can receive throughout their period in Japan and also networking events with Japanese government officials, and individual internships with the Ministry of Foreign Affairs.

In addition, in the JICA Development Studies Program (JICA-DSP), which JICA is promoting now, the fact that international students can learn not only from research in their specialized fields but also Japan's development experience would also be an attractive point.

The Impact of Coronavirus

Regarding the spread of the coronavirus (COVID-19) infection in this year, at the present time, it is unclear whether it will impact the international students coming to Japan next year. Though it cannot be predicted at the present time if the situation concerning the coronavirus will impact the number of applicants in FY 2020, it is necessary to collect information on and note this matter.

(3) Points to Note on Selection Activities

Selection in the Light of the Situation of Maldives

There was some advice concerning JDS recruitment selection from the Ministry of Higher Education and the Civil Service Commission, which are members of the Operating Committee. One such piece of advice was a concern about whether most of civil servants could meet the level of math ability required by Japanese graduate school. Given the concern, the survey team asked the Civil Service Commission to confirm the past exam questions of math tests conducted by JDS

and obtained an opinion from it that it would be of no consequence because such exam content would be solved by civil servants if they have the math ability at university admission level. However, the Commission suggested that understanding of the applicants will develop by implementing pretest or math training before conducting a math test in the selection of JDS. For this reason, it is necessary to keep in mind the implementation of pre-training before the math test during the selection period depending on the situation of the math results of candidates for the first FY.

In addition, there was a proposal for shortening the recruitment selection period. There was an indication that because the recruitment selection periods of the other donor scholarships of Australia, the U.S., etc. are shorter than that of JDS, if an applicant who has applied for such other scholarship passes it in addition to JDS, such applicant is most likely to decline JDS during selection. In order to prevent such a situation, it is necessary to consider proceeding with shortening the recruitment selection period as much as possible, taking advantage of easier coordination between related parties compared to that with other countries because of the smaller number of accepted students from Maldives than from other countries in which JDS is conducted.

In light of these situations of Maldives, it is thought that considering the implementation of selection specific to Maldives will lead to securing high-quality candidates.

Selection Considering the Outcomes after Returning Home

Through this preparatory survey, it was confirmed that the career path of the Maldivian civil servants is not a mechanism of gradual promotion after joining a ministry and that not only the civil servants but also persons from private businesses can apply for an upper vacant office if the requirements for each post are met. Therefore, changing/leaving jobs often occurs, and in some cases persons who have experienced studying abroad under a donor scholarship have changed jobs to a workplace where is not related to their research conducted during the study-abroad period. On the other hand, because such a career path is regardless of seniority, and a person will be appointed to a higher post if such person has the ability, it has the possibility of very important people of the administrative organizations appearing in the short term if excellent human resources study abroad with JDS. In order to realize this, in addition to imposing reinstatement obligations for a certain period by the Civil Service Commission as mentioned above, it will be key to confirm with candidates their intent of contributing to development issues of Maldives through studying in Japan fully at the comprehensive interview by the Operating Committee member, which is the final selection procedure of JDS. For this reason, in the project itself, it is required that careful explanation of the evaluation criteria, emphasized as part of the comprehensive interview, should be made to each interviewer of the Operating Committee member and their understanding obtained so that interviews will be held in line with the objective.

(4) Implementation in collaboration with the other ODA project

In implementing JDS as an ODA project, further collaboration with the other ODA projects is of

importance from the viewpoint of Input for Development as with the other cases, not that of a scholarship program for individuals. Japan has provided the Maldives government with assistance in various fields including education, disaster management, and fisheries. Currently, “The Project for Formulating a Master Plan for Sustainable Fisheries,” “The Project for Digital Terrestrial Television Broadcasting Network Development,” financial advisory projects, and other assistance projects are being conducted. There is also a possibility to exploit JDS as assistance in the non-physical aspects to the counterpart organizations of Japan’s grant aid.

In addition, it seems possible to exchange opinions and share knowledge on effective recruitment of highly capable candidates and to make guidance on these scholarships during the course of recruitment such as JDS recruitment briefings among the persons in charge of Japan’s scholarship projects such as SDGs Global Leadership Program implemented by the JICA Maldives Office and Japan MEXT government-sponsored foreign student study program implemented by the Embassy of Japan in Maldives

Moreover, through this preparatory survey, the Maldives government made requests for implementing short-term training in addition to long-term study abroad. One route for consideration is that participants of such short-term training evaluate life, culture, and quality of training in Japan highly and then apply for JDS. A list of young administrative officials who have participated in JICA short-term training program in the past can be used to assess the potential candidates for JDS fellows shared with the JICA Office.

JICA Human Resource Development Project in Maldives

	Scheme	Number of persons/year
Long-term training	JDS	6
	SDGs Global Leader	1 - 2
Short-term training	Group and Region-Focused Training	20 - 30

In order to strengthen the capacity of young administrative officials, etc. who contribute to the promotion of socioeconomic development, it is thought to be possible to increase the synergistic effect of Japan’s other projects by cooperating with and supplementing the other projects, not by JDS only. With regard to a role of the implementing agent, it is important to implement JDS while being conscious of cooperation with the other ODA projects: the JICA Human Resource Development Project in Maldives, among others.

(5) Need for Enrichment Programs

Ministries and agencies visited in the field survey requested arranging for a more practical training based on an internship at government offices and enterprises during the two-year stay in Japan as a beneficial step. Further endeavors should be made, which are likely to deliver such added value for the purpose of improving JDS fellows’ skills, helping build a human relationship serving as the foundation for a good relationship between both countries and generating differentiation from

other scholarship programs. In so doing, instead of merely asking each accepting university to usefully spend special program expenses, it will be necessary to consider introducing a scheme that can be used according to JICA's intention more faithfully.

(6) Importance of Japanese Language

Acquiring knowledge of the Japanese language is helpful to understand the Japanese mind and spirituality more deeply and to help to form a bridge between Japan and Maldives in the future. Even though they stay in Japan for two years, it is limited in opportunity to deepen their understanding of the Japanese and Japanese culture. This isn't a problem, if the project only has the purpose of acquiring knowledge in a specialized academic field, but if the purpose is also to foster human resources that will contribute to the friendly relations between the two countries in the future, it is necessary that among the activities of the project there is a program that teaches Japanese language and promotes an understanding of Japanese culture. Language is the foundation of cultural understanding and it is an essential tool to communicate with the Japanese. In order to continue with the study of Japanese, it is possible to provide opportunities for which using Japanese is necessary. For this reason, internships in Japanese government agencies and companies, homestay programs that give opportunities to interact with ordinary Japanese and the like are effective.

In the FY2019 JDS Basic Research, in addition to the gradual reduction of scholarship amounts in FY2009, it was also pointed out that the withdrawal of pre-arrival Japanese training from FY2010 was a complex factor that reduced the satisfaction level of JDS fellows. Furthermore, as a certain level of Japanese conversation skill is a common feature among returned fellows who maintain their connection with Japan after returning to their home country, the effectiveness of acquiring the Japanese language has been confirmed to contribute to strengthening bilateral relations. Therefore, it is desired to restore the approx. 3-month training in the Japanese language before coming to Japan.

(7) Networking, Establishment of a Follow-up Scheme and Roles of Implementing Agent

Measures to be taken during the fellows' stay in Japan for follow-up conducted after they return home

To make continuous follow-up easier and link those activities to the results of strengthening the partnership between Japan and Maldives, loyalty to Japan needs to be increased from while JDS fellows' stay in Japan so that they will be motivated to maintain their relationship with Japan following their return. By implementing measures to maintain and develop the loyalty that was increased during their stay in Japan in post-return follow-up, better results can be expected.

In some cases, the implementing Agent is currently providing support in the target countries of the JDS project for establishing an alumni association or holding other events based on the local project office. However, it takes additional time and cost to improve the loyalty of the JDS

returned fellows who have lost a connection with Japan for a certain period of time and it is not always efficient.

For this reason, the measures provided for the JDS fellows staying in Japan and the follow-up measures provided after they return home should be discussed in an integrated manner as continuous measures.

Follow-up measures implemented after the JDS fellows return home

For sustainable follow-up activities, it is expected for the Japan side to enhance the follow-up content in collaboration with the existing JICA Alumni Association in Maldives, which is currently under suspension, while absorbing the information and experiences of Australia Awards which has been proceeding activities in order to implement measures for maintaining and improving the loyalty developed during the fellows' stay in Japan. In particular, over the several years until activities come into full swing, Japan is anticipated to support funding and facilitate activities.

The Embassy of Japan in Maldives and the JICA Maldives Office place expectations on the follow-up activities to the persons who have experienced study in Japan, taking the start of JDS project as a turning point. From this, it is suggested that the implementing agent that establishes the JDS Project Office in the Maldives will conduct follow-up activities not only for JDS returned fellows but also for all those who have studied in Japan, who are very useful in promoting understanding of Japan and building friendly relations between the two countries. The number of people who have studied in Japan in the Maldives is limited and it is not difficult to organize them, the effective use of this "diplomatic asset" needs to be considered.

Specifically, at the JDS recruitment briefing session, various uses such as having experienced students studying in Japan explain their experiences in studying abroad are expected.

Networking with Japanese administrative officers for networking

From the viewpoint of improving loyalty to Japan, the measures to be provided to the JDS fellows during their stay in Japan generally include the holding of lessons for understanding the Japanese culture and seminars for informing about development experience in Japan. However, it is desirable to implement measures utilizing the greatest characteristics of the JDS project, which mean that the JDS fellows are administrative officers involved in policy making of each country. For the JDS fellows who are expected to serve as a bridge between Japan and Maldives as a person fond of or familiar with Japan, a network with the Japanese ministries and agencies would be useful for their future career. It is desirable to provide support for establishing a network through exchange with administrative officers and the holding of seminars and workshops with the persons concerned with the Japanese ministries and agencies as a lecturer.

The network formulated by these measures is practical for the fellows' operations after they return home, giving an incentive to the fellows to maintain such network and therefore it is expected to

establish a continuous relationship.

Roles to be performed by the implementing Agent

Role as a mediator

The JDS fellows formulate a network with various Japanese people during their stay in Japan. However, it is not easy to meet an appropriate person only by establishing a personal relationship between individuals and such network merely connects a point with a point, having only a sporadic effect. For this reason, the implementing Agent is expected to function as a mediator between the JDS fellows and the Japanese ministries and agencies and the persons concerned with ODA. It is expected that the implementing Agent will perform matching based on the interest of both parties and work for establishing an organizational network and thereby contribute to better project achievements.

Firm network foundation with JDS fellows

The implementing agent gets involved with the JDS fellows from the time of public announcement for recruitment and selection, regularly contacts the fellows through monitoring, etc. during their stay in Japan and provides immediate support in the case of emergency. For the JDS fellows, the implementing agent is like a partner having a firm trust relationship. For this reason, the implementing Agent can understand the information on the quality and other matters of JDS fellows in a detailed and integrated manner.

Generally speaking, a problem arising in connection with the follow-up of the fellows is to obtain the information on their whereabouts after returning home. In the JDS project in other countries, the implementing agent and the JDS fellows have a trust relationship and therefore the JDS fellows can contact the implementing agent even after returning home, and they have already established a relationship and system that make it possible to know the detailed matters on the fellows' division and work.

The role to be played by the implementing agent would be to function as the network foundation with the JDS fellows who are staying in Japan or have returned home based on their mutual trust relationship. The implementing agent's function for establishing a relationship with the JDS fellows should be focused on from the viewpoint of follow-up activities.

Network foundation with the Japanese ministries

On the other hand, it is also important to advertise the JDS project to the persons concerned with the Japanese ministries and agencies. According to the questionnaire survey conducted by the consultant independently, the degree of recognition of the JDS project by the persons concerned with the Japanese ministries and agencies is very low. However, the importance of a network with the JDS fellows is high for the persons concerned with the Japanese ministries and agencies. For example, in terms of the infrastructure export, human resource development is considered to form

the basis of all measures taken for the infrastructure export and its many-sided significance was also pointed out by the Ministerial Meeting on Strategy relating to Infrastructure Export and Economic Cooperation.

In order to enhance the opportunities to utilize JDS project at ministries and agencies, it is important to inform them that the fellows from the ministries and agencies that can be counterparts of the projects developed by Japanese ministries and agencies in Maldives are staying in Japan, that the JDS returned fellows have been actually promoted in each country and are playing an important role for diplomacy and economy, and that the existence of the implementing Agent makes it easier to select an appropriate network conveniently and thereby create an opportunity for utilizing the JDS project.

For this reason, the implementing Agent is expected to have a network with, and the ability to transmit information to, not only the persons concerned with ODA but also the Japanese ministries.

The measures mentioned above will make the JDS project a human development project that can achieve the development of the relevant country and the economic growth of Japan at the same time, enabling the establishment of win-win relationship between Japan and Maldives.

CONTENTS

Summary

List of Abbreviations

Chapter 1. Background of the Project for Human Resource Development Scholarship (JDS)	1
1-1. Present Situation and Issues of the JDS Project	1
1-2. Background and Overview of the Grant Aid	7
1-3. Civil Service System in Maldives	8
1-4. Trends of the Japan's ODA to Maldives.....	20
1-5. Trend of Other Donor's Aid	25
1-6. Situation and Needs for Human Resource Development in Target Organizations	28
Chapter 2. Contents of the JDS Project.....	35
2-1. Overview of JDS Project	35
2-2. Obligations of Recipient Country.....	40
2-3. JDS Project Implementation Schedule	41
2-4. Recruitment and Selection Methods.....	41
2-5. Pre-departure and Post-arrival Orientation, Enrichment Program and Special Program	42
2-6. Monitoring, Guidance and Counseling.....	45
2-7. Follow-up	46
Chapter 3. Evaluation of the JDS Project and Recommendation	48
3-1. Relevance between JDS Project and Development Issues / Country Assistance Policy	48
3-2. Expected Effect of JDS Project	52
3-3. Comparison with Other Scholarship Programs Provided by Other Donors	56
3-4. Project Evaluation Indicator Data	58
3-5. Issues and Recommendations.....	60
3-6. Conclusion.....	68

[Appendix]

1. Member List of the Survey Team
2. Flowchart of the Preparatory Survey for JDS
3. List of Contact Persons
4. Minutes of Discussions (M/D)
5. The Number of JDS Fellows to Be Accepted for the Next Four Batches under the JDS Project in Maldives

LIST OF ABBREVIATIONS

Abbreviation	Description
ADB	Asian Development Bank
CSC	Civil Service Commission
E/N	Exchange of Note
CSTI	Civil Service Training Institute
G/A	Grant Agreement
GDP	Gross Domestic Product
GNI	Gross National Income
GRIPS	National Graduate Institute for Policy Studies
IDA	International Development Association
IELTS	International English Language Testing System
IMF	International Monetary Fund
JDS	Project for Human Resource Development Scholarship
JICA	Japan International Cooperation Agency
JISPA	Japan-IMF Scholarship Program for Asia
JJ/WBGSP	Joint Japan/World Bank Graduate Scholarship Program
JSP	ADB-Japan Scholarship Program
DSP	Development Studies Program
JICE	Japan International Cooperation Center
MCHE	Maldives College of Higher Education
M/D	Minutes of Discussions
MPF	Maldives Partnership Forum 2019
MVR	Maldivian Rufiyaa
MWSC	Male Water and Sewerage Company Private Limited
USD	United States Dollar
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
PCM	Project Cycle Management
QS	Quacquarelli Symonds
SAARC	South Asian Association for Regional Cooperation
SAP	Strategic Action Plan 2019-2023
SDGs	Sustainable Development Goals
SMS	Short Message Service
SNS	Social Networking Services
THE	Times Higher Education
TOEFL	Test of English as a Foreign Language
WCO	World Customs Organization
WHO	World Health Organization
WTO	World Trade Organization
YLP	Young Leader's Program

Chapter 1. Background of the Project for Human Resource Development Scholarship (JDS)

1-1. Present Situation and Issues of the JDS Project

1-1-1. Background of the Project

The Project for Human Resource Development Scholarship (hereinafter referred to as “JDS”) is a grant aid project conducted by Japan International Cooperation Agency (hereinafter referred to as “JICA”) that provides scholarships to international students from partner governments. It was established in fiscal year (FY) 1999 under the Japanese government’s “100,000 International Students Plan.” The purpose of the JDS project is that “young administrative officers and others, who are involved in formulating and implementing the social and economic development plans of the country and are expected to play important roles in the future, shall obtain master’s degrees and Ph.D. degrees at Japanese graduate schools and they shall then contribute to solving development issues of the country as core human resources after returning to their home country; they shall also contribute to strengthening the partnership between the two countries by building up person-to-person networks.” The project has accepted 4,662 international students from a total of 18 countries since the first intake of international students in FY 2000 up to FY 2019.

Although the original target countries of the JDS project were transition economies in Asia, they were expanded later to other Asian countries such as the Philippines. The project expanded to Ghana in Africa in FY 2012, to Nepal in FY 2016 and to Bhutan, Pakistan, and East Timor in FY 2019. At present, the project has 18 target countries. Indonesia left the JDS project, which was conducted by JICA in FY 2006, when scholarships began to be coursed through the Japanese ODA loan scheme. China also has left the JDS project with the last JDS participants from China accepted in FY 2012¹.

Table 1 Number of JDS Fellows Dispatched (2000-2019)

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
1. Uzbekistan	20	19	19	20	20	20	20	20	19	14	15	15	15	14	15	15	15	17	17	16	345
2. Laos	20	20	20	20	20	20	25	25	25	20	20	20	19	20	20	20	20	22	22	22	420
3. Cambodia		20	20	20	20	25	25	25	25	24	24	24	24	24	24	24	24	24	26	26	444
4. Vietnam		20	30	30	30	33	34	35	35	28	29	30	30	30	30	30	30	30	62	63	639
5. Mongolia			20	20	20	19	20	20	20	18	18	16	17	18	18	18	18	22	22	22	346
6. Bangladesh			29	19	20	20	20	20	20	15	15	15	15	15	15	25	30	30	33	33	394
7. Myanmar			14	19	20	20	30	30	30	30	22	22	22	22	44	44	44	48	48	48	557
8. China				42	43	41	43	47	48	45	39	35	—	—	—	—	—	—	—	—	430
9. Philippines				19	20	20	25	25	25	20	20	20	20	20	20	20	20	20	21	21	361
10. Indonesia				30	30	30	30	—	—	—	—	—	—	—	—	—	—	—	—	—	120
11. Kyrgyz								20	20	18	14	14	15	15	15	15	15	15	15	19	210
12. Tajikistan										3	5	5	5	5	5	5	5	8	8	8	62
13. Sri Lanka											15	15	15	15	15	15	15	15	17	17	154
14. Ghana													5	5	5	10	10	10	10	10	65
15. Nepal																	20	20	20	20	80
16. Timor-Leste																				8	8
17. Pakistan																				17	17
18. Bhutan																				10	10
Total	40	79	152	239	243	240	271	266	266	256	241	234	237	203	226	241	266	281	321	360	4,662

¹ After its termination as grant aid, the project has been shifted under the Ministry of Foreign Affairs of Japan and continued as “Japan Human Resource Development Scholarship for Chinese Young Leaders” (JDS China).

At first, intake plans for the various academic fields were made each year and human resources from both public and private sectors were accepted. Since FY 2009, the project was gradually switched to a new system as adopted by partner countries subsequently. In this system, an intake framework in four batches is planned, based on the aid policies of the Japanese government and the development issues and the human resources development needs of the target countries. Furthermore, the target of the project is limited to civil servants who are involved in the planning and implementation of policy in development issues. This system endeavors to select and focus Japanese government development aid through the JDS project by accepting international students in four batches in the same target area and from the same target organization and assigning them to the same accepting university. The system aims to form a “critical mass” with a group of JDS returned fellows in each government ministry and agency, so that JDS fellows will be able to smoothly utilize the fruits of their studying in Japan in each organization they belong to after returning to their home countries. In addition, by fixing the accepting university for four years, the system plans to form networks between related organization in the target countries and Japanese accepting universities and to provide education and research programs which match the development issues and the human resource development needs of each country.

1-1-2. Current Situation and Issues of the JDS project

The basic research projects conducted by JICA, “Factor Analysis Concerning Results of the JDS Projects” (FY2014) and “JDS Effect Verification” (FY2019) (hereinafter referred to as the JDS basic research), verified the effectiveness and carried out a comparative analysis of JDS in the target countries², and demonstrated the proposal of future project enforcement policies and strategies. In the FY2019 basic research, the degree recipient rate of JDS fellows was 98.7%, and the civil servants incumbent rate was still high at about 80%. In the questionnaire for returned fellows, it showed that the pro-Japanese feelings were deepened through JDS, and the knowledge and skills acquired in Japan were sufficiently useful even after a number of years had passed since they returned to their home country. Also, the fact that the senior job position incumbent rate has increased in 9 out of 11 countries since the last basic research project confirms that the rate improvement relates to the continuity of JDS. On the other hand, based on the active cases of competition with other donors, such as Australia, South Korea and China, the future directions of JDS were proposed as follows: 1. target clarification, 2. selection strategy, 3. increasing additional value, and 4. branding.

²The FY2014 basic research was conducted in 11 countries except Ghana, which was excluded because its first JDS students had only just returned to the country. The FY2019 basic research was conducted in 13 countries. East Timor, Pakistan and Bhutan were excluded because they did not have any graduated students.

Table 2 Recommendations from JICA Basic Research (source: JICA)

Recommendation	Specific measure	
Target clarification	Role allocation with other JICA scholarship programs	
Selection strategy	Setting special selection capacity	
Increasing Additional Value ↓ Branding	Basic project framework	Setting 1-year course Expansion of target candidates to the middle-aged group (reduced age requirements)
	Pre-arrival program	3-month Japanese language training
	Program during study in Japan	Formation of a network with Japanese ministries and local governments Implementation of internships in government agencies, NGOs, companies, etc. Service and ceremony (VIP visit on arrival in Japan, etc.)
	Activities after returning to home country	Strengthening follow-up activities (support for alumni association networks and research activities after returning to home country, etc.) Sharing and disseminating returned fellows lists to Japan-related institutions
	Improving and strengthening public relations and promotion methods	Redesigning brochures Introducing web applications

In addition, for countries where JDS is being conducted, the number of development issues which require donors to deal with them is likely to decrease as the project continues. Therefore, JDS sets three stages of development; 1. response to development issues, 2. response to development issues and Japan's national interest, and 3. Japan's national interest. The focus of the target institution and the human resources should be shifted according to each stage. For countries that are considered ready to move to the second stage of development, the project operations need to consider diplomatic effects, including setting special selection capacities for institutions with significant economic and diplomatic value to Japan.

1-1-3. Socio-Economic Situation and Situation of Higher Education

(1) Social and Economic Situation

Maldives is a small island state in the South Asia located in the Arabian Sea of the Indian Ocean, southwest of India and Sri Lanka. It has a land area of approximately 298 square kilometers, equivalent to about half the area of Tokyo's 23 wards, and 1,190 large and small atoll islands (about 200 of which are manned islands) are scattered across a chain of 26 atolls. It is one of the most geographically distributed sovereign states in the world and is the smallest nation in Asia in terms of territory and population.

Its land is an average of 1.5 meters above sea-level and, in addition to being exposed to the risks of natural disasters such as tsunamis, it is one of the states that has a serious risk of land submergence due to rising sea levels caused by global warming. The population of Maldives is

approximately 512,000, about 146,000 of which are foreigners³. Ninety-nine percent of its citizens are Sunni Muslims, with Islam as the national religion. While its official language is Dhivehi specific to Maldives, English is widely used as the teaching language at educational sites such as schools⁴.

In diplomatic relations, it has strived to maintain good relationships with all countries, making its nonalignment/neutrality policy as a basic diplomatic principle since its dependence. In the relationship with Japan, it established diplomatic relations in 1967. Since 1985, Japan has been one of the biggest bilateral aid donors to Maldives and has built an amicable relationship with Maldives through assistance, including support for rebuilding elementary schools, support for bank protection work for the capital Male Island, and the dispatch of Japanese Overseas Cooperation Volunteers. The Embassy of Maldives in Japan was established in 2007 and the Embassy of Japan in Maldives in 2016.

Regarding the economic situation, Maldives had been one of the Least Developed Countries, but in 2018, its Gross National Income (GNI) per capita reached 9,280 USD, the highest in south Asia, and it is now classified as one of the Upper Middle Income Countries. Its Gross Domestic Product (GDP) was about 5.32 billion USD (in 2016)⁵, and the ratios of GDP by industry are 9 percent for the primary industry, 18.3 percent for the secondary industry and 72.7 percent for the tertiary industry⁶. In particular, tourism in the tertiary industry accounts for about one fourth of GDP in 2018⁷. The GDP growth rate was 7.5 percent in 2018 and a growth rate exceeding 5 percent is also projected for 2019 or later⁸.

(2) Political situation⁹

After its independence from England in 1965, Maldives rescinded its Sultan system in 1968 and made the transition to a republic, making its president the head of state. The president has a tenure of five years and also serves as the head of functions such as the administration, judiciary and military. Its parliament is a unicameral national council called the People's Majlis and has adopted the multiparty system.

The first president, Ibrahim Nasir, achieved modernization of the nation during his two terms (10 years) by promoting the introduction of basic English education and industrial policies centered on tourism. The second president, Maumoon Abdul Gayum, maintained a long-term government for six terms (30 years) accepting international development assistance, including from Japan. He carried on Nasir's economic growth path and achieved more growth of the Maldives as a tourism-oriented country. However, due to its political dictatorship, democratic reform began in 2004 and

³ Ministry of Foreign Affairs, Japan, as of March, 2020 <https://www.mofa.go.jp/mofaj/area/maldives/index.html>

⁴ Based on the hearing investigation from Ministry of Higher Education on October 7, 2019.

⁵ Ministry of Foreign Affairs, Japan, <https://www.mofa.go.jp/mofaj/area/maldives/index.html>

⁶ Percentage of employed labor by industry 2018, Teikoku-Shoin Co., Ltd,

⁷ Ministry of Foreign Affairs, Japan, <https://www.mofa.go.jp/mofaj/area/maldives/index.html>

⁸ World Economic Outlook Database, October 2019, IMF

⁹ Ministry of Foreign Affairs, Japan <https://www.mofa.go.jp/mofaj/files/000144307.pdf>

a new democratic constitution was established in August 2008. In the first presidential election held in 2008 after the democratic reform, Mohamed Nasheed was elected as president after defeating Gayum, but President Nasheed announced his resignation in 2012 due to subsequent political instability.

President Yameen, who took office in 2013, expanded infrastructure facilities such as housing and the tourism industry, signed the country's first free trade agreement through investment and assistance from China, including the China-Maldives Friendship Bridge, and developed a foreign policy with closer ties to China, which differed from the successive administrations that developed a pro-India policy. In 2018, due to the conflict between the government and the opposition parties, a state of emergency was declared owing to the deterioration of public security. In the presidential elections in November 2018, the pro-Indian president Ibrahim Mohamed Solih was elected, defeating former President Yameen. The current administration has announced re-entry to the Commonwealth, which the previous administration had left, and an emphasis on India.

The government's debt to China has reached 70% of all Maldives' external debts, including bilateral direct debts, private sector national debt guarantees, and debts of state-owned enterprises, and the large debt repayments are cause for concern. In addition, many state-owned enterprises established during the previous administration are unable to make a profit and depend on the government's financial support. In the past, each state-owned enterprise was classified into one of three types: privatization, dissolution, or maintenance, however, after political objections, the reform of state-owned enterprises did not proceed¹⁰. The current President Solih has decided to dissolve a total of 16 state-owned enterprises that were established during the Nasheed and Yameen administrations, implemented operational efficiency improvements and debt reduction of the state-owned enterprises, and worked on financial security.

(3) Situation of Higher Education¹¹

Education in Maldives is a 7-3-2 system, and the learning period up to entrance into college is 12 years, the same as that of Japan. A national unified curriculum was introduced in 1984, and it was unified into education content conforming to O Level /A Level of EDEXCEL, which is the international examination that originated in the UK. The rate of school attendance is 96 percent in primary education, 101 percent in lower secondary education, and 50 percent in upper secondary education¹².

In higher education, there are only the two schools of the Maldives National University and the Islamic University of Maldives as national schools and seven kinds of colleges as private schools. The Maldives National University was established in 2011 as a university based on the former

¹⁰ Country Report No.19/156, June, 2019, IMF

¹¹ Japan Foundation, <https://www.jpff.go.jp/j/project/japanese/survey/area/country/2017/maldives.html>

¹² Statistical Yearbook of Maldives 2018, Ministry of National Planning and Infrastructure. The reason for exceeding 100% in lower secondary education is because the calculation is based on the total school attendance rate (the ratio of the number of people who actually receive education, regardless of age, to the total population of the age group who should receive education).

Maldives College of Higher Education (MCHE) established in 1998 and currently provides the bachelor's degree programs of eleven research courses (literature, education, engineering, health science, hospitality, tourism, law, Islam, business, pharmacy and nursing) and some master's degree programs. Enrollment rate for higher education is 34%¹³.

The present administration has supported citizen's attendance in higher education hospitably and declared "Free Education for Obtaining Academic Degree" in 2019, resulting in completely free school expenses at national universities and partly aided expenses at private universities. And the administration has reduced interest rates for student loans, extended the repayment deadline, and is also encouraging studying abroad¹⁴.

1-1-4. Maldives Development Plan

In June 2019, at the Maldives Partnership Forum¹⁵ (hereinafter referred to as "MPF"), which about sixty countries and international organizations attended, the Maldives government announced its policy issues. The Maldives government defined "Blue Economy," "Decentralization," "Enhancing Social Outcomes" and "Governance & Justice" as development priority areas and asked for cooperation and investment from attending countries.

In October 2019, the Strategic Action Plan 2019-2023 (hereinafter referred to as "SAP") was announced. SAP is, under the concept of Jazeera Raajje¹⁶, which has been set up by the Maldives government, comprised of 33 subsectors of five priority fields. It has a mechanism that sets objectives for each subsector, deploys the government ministries responsible for achieving the objectives and has its progress monitored by a working group four times a year. While the Maldives government has withheld long-term development plans in recent years, this suggests that the priority fields of SAP, though SAP is a five-year short-term plan, are to be succeeded by future long-term plans. The following is a list of initiatives that was announced by the Maldives government associated with each area.

¹³ Ministry of Foreign Affairs, Japan https://www.mofa.go.jp/mofaj/toko/world_school/01asia/infoC11900.html

¹⁴ Based on the hearing investigation from the Civil Service Commission on October 9, 2019.

¹⁵ Maldives Partnership Forum 2019 <https://mpf.gov.mv/>

¹⁶ "Jazeera Raajje" means "Island Nation" in Dhivehi Language.

Table 3 Strategic Action Plan (SAP) 2019-2023

No.	Sector	Sub-Sector	No.	Sector	Sub-Sector
1	Blue Economy	Fisheries & Marine Resources	18	Jazeera Dhiriulhun ¹⁷	Decentralization
2		Agriculture	19		Transport Network
3		Tourism	20		Environmental Protection & Preservation
4		SMEs	21		Clean Energy
5		Labour, Employment & Migration	22		Waste as a Resource
6		Economic Diversification	23		Water & Sanitation
7	Caring State	Health	24		Resilient Communities
8		Education	25		Information, Communication & Technology
9		Higher Education	26		Arts, Culture & Heritage
10		Social Protection	27	Good Governance	Rule of Law & Judicial Reform
11		Prevention of Narcotic Abuse & Drug Rehabilitation	28		National Security & Public Safety
12	Dignified Families	Family	29		Eliminating Corruption
13		Housing	30		Accountable State
14		Youth	31		Independent Institutions & Public Service Reform
15		Community Employment	32		Gender Equality
16		Sports	33		Foreign Affairs
17		Islamic Faith			

1-2. Background and Overview of the Grant Aid

Japan and Maldives have built an amicable relationship since both countries established diplomatic relations in 1967, and former President Yameen visited Japan as the President of the Republic of Maldives officially for the first time in April 2014. At the Japan-Maldives Summit Meeting with Prime Minister Abe, a joint statement for a new stage of cooperation based on over 40 years of friendship and trust was announced. Moreover, because Maldives is located in the Indian Ocean in the shipping lane connecting East Asia and the Middle East, its stability is important for the whole region.

Under such a cooperative relationship, at MPF, Japan, based on the concept of a Free and Open Indo-Pacific, represented cooperation focusing on three areas: (i) Quality Infrastructure Investment, (ii) Building a Resilient Society, and (iii) Blue Economy¹⁸. These three areas conform

¹⁷ “Jazeera Dhiriulhun” means “Island Life” in Dhivehi Language.

¹⁸ Speech by Mr. Sonoura Kentaro, Special Advisor to the Prime Minister, Japan at MPF 2019

to the priority areas of the development policies of the Maldives government announced at MPF, and so the Maldives government has high expectations for Japan's cooperation.

Under the background mentioned above, recently a request on the plan for accepting international students through JDS project for four terms from FY 2021 has been submitted by the Maldives government to the Japanese government. It is expected that the development of human resources of administrative officers, etc. through this project will contribute to the reinforcement of administrative organization and resolution of development issues.

1-3. Civil Service System in Maldives

(1) Framework of Maldives Administration System

The People's Majlis, the supreme court, the President's Office and central government ministries are located in Male, the capital of Maldives, which is an island state consisting of 26 atolls. In local administration, there are 20 Atoll Councils composed by dividing 26 atolls and capital Male Island. Moreover, there are Island Councils located on each of the islands which exceed 200 in a smaller unit than an atoll. In three regions which has a population of more than 10,000, a special administration region called a City Council is located.

In capital and local councils, there are civil servants exceeding 20,000 under the common civil service system. The Maldives government is promoting decentralization, and the local governments provide all administrative services basically in the regions having jurisdiction except for the areas of education and health, which are under the jurisdiction of central government ministries. Furthermore, On November 5, 2019, the revised decentralization bill was passed, and more authority and financial resources will be transferred to local governments¹⁹.

In addition to civil servants, there are Independent Institutions which have unique organizational rules approved by the council and state owned enterprises whose share capital is owned by the government. These organizations act in a capacity close to the government in collaboration with the state policies and the ministries.

(2) Framework of Maldives Civil Servant Personnel System

The civil service system consists mainly of the Maldivian Civil Service Act and the Maldives Civil Service Regulation 2014. Authority over the personnel management of civil servants is assumed by the Civil Service Commission, which has complete authority over the recruitment, appointment, promotion, transfer and dismissal of civil servants. Local civil servants are also under the control of the Civil Service Commission, not each local government. The Civil Service Commission has jurisdiction over several other organizations as well, and a list of civil service organizations is presented in the following Table 4. Personnel belonging to these organizations

¹⁹ There was a comment from the Permanent Secretary of the Ministry of Home Affairs on October 6, 2019 that financial support of 5% of the national budget and the power of supervision would be granted to local councils.

are all treated as civil servants.

Table 4 List of Civil Service Organizations²⁰

Government Ministry (20)	
Education	Higher Education
Health	Economic Development
Islamic Affairs	Attorney General's Office
National Planning and Infrastructure	Home Affairs
Gender, Family and Social Services	Housing and Urban Development
Youth, Sports and Community Empowerment	Tourism
Defence	Communication, Science and Technology
Fisheries, Marine Resources and Agriculture	Arts, Culture and Heritage
Finance	Transport and Civil Aviation
Environment	Foreign Affairs
Local Council (about 223)	
Male City Council	Addu City Council
Fuvahmulah City Council	Atoll Councils (20)
Island Council (about 200)	
Other Organization (7)	
Indhira Gandhi Memorial Hospital	Communications Authority of Maldives
Maldives Immigration	Maldives Media Council
National Drug Agency	National Social Protection Agency
Privatization And Corporatization Board	

Classifications of Civil Servants

Classification by Sector/Job Category

Civil servants are broadly classified into six sectors: Schools, Hospitals, Government Ministries, Other Offices, Island Councils, and Atoll/City Councils. Persons related to schools, such as elementary/junior high school teachers, are classified into the school sector, persons related to medical services, such as doctors and nurses, into the hospital sector, and each person is treated as a civil servant. In addition to the classification by sector, civil servants are classified into 34 job categories, such as office work, teacher, doctor, nurse, accounting, and cleaning maintenance. Among these sector/job category classifications, the government ministries sector is assumed as the main target of JDS²¹.

²⁰ Data from the Civil Service Commission at the 1st preparatory survey

²¹ Statistical Yearbook of Maldives 2018, Ministry of National Planning and Infrastructure, Maldives

Table 5 Classification of Maldivian Civil Servants by Sector/Job Category

Sector (6)	Job Category (34)
Schools	Administrative, Accounting and Budget, Attorneys, Aviation, Cleaning and Maintenance, Doctors, Nurses, Teachers, Meteorological Engineers, Biological Science Service, Clerical Support Workers, Education Service, Immigration Officers, Information Technology, Laboratory Support Service, Engineering and Architecture, Lawyers, Transport Services, Public Health Services, etc.
Hospitals	
Government Ministries	
Other Offices	
Island Councils	
Atoll/City Councils	

The total number of civil servants is 22,082²² (2017) and the number of civil servants in the School sector, which includes teachers of elementary/junior high/high school and Hospital sector which includes doctors and nurses, are the biggest at 13,319, which exceeds half of the total. The number of civil servants in government ministries which are supposed to be the main target of JDS is 3,647, about 16 percent of the total.

Moreover, the number of civil servants holding a degree is 2,112 for a master's and 5,881 for a bachelor's. The sector which has the largest number of degree holders is the School sector, including 1,586 master's and 4,198 bachelor's, but most of the degree holders are assumed to be teachers. The number of bachelor's degree holders among civil servants in government ministries, which are supposed to be the main target of JDS, is 576. It is desirable to set accepting numbers centered on this situation.

²² For countries with a large number of civil servants under the JDS project, Vietnam has approximately 5.32 million and the Philippines approximately 1.72 million (see the FY2019 JDS basic survey). As a country with a similar number of civil servants to the Maldives, Bhutan has a population of approximately 25,000 and East Timor has approximately 33,000.

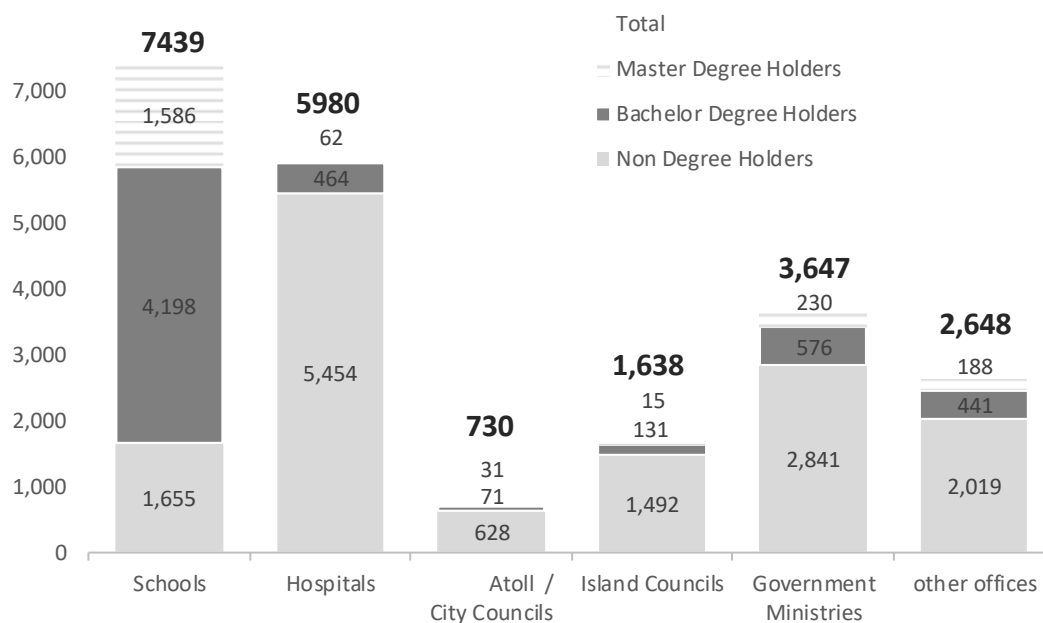


Figure 1 Number of Degree Holders by Sector

Main Age Group

The age requirement for application in the JDS Operation Guideline is 22 years old or older and below 39 years old. Among the total number of civil servants, 23,647 (2018)²³, civil servants of 25 years old or more and below 39 are 12,848, about 54 percent of the total. The number of the young group capable of applying to JDS was confirmed to be the largest of all.

²³ Although the number of public servants is stated to be 22,082 at the above mentioned 1) Classification by Sector and the Number of Persons who Obtained a Degree, the number of public servants stated at 2) Main Age Group was slightly different because there was no data for 2018 and only data for 2017 was available.

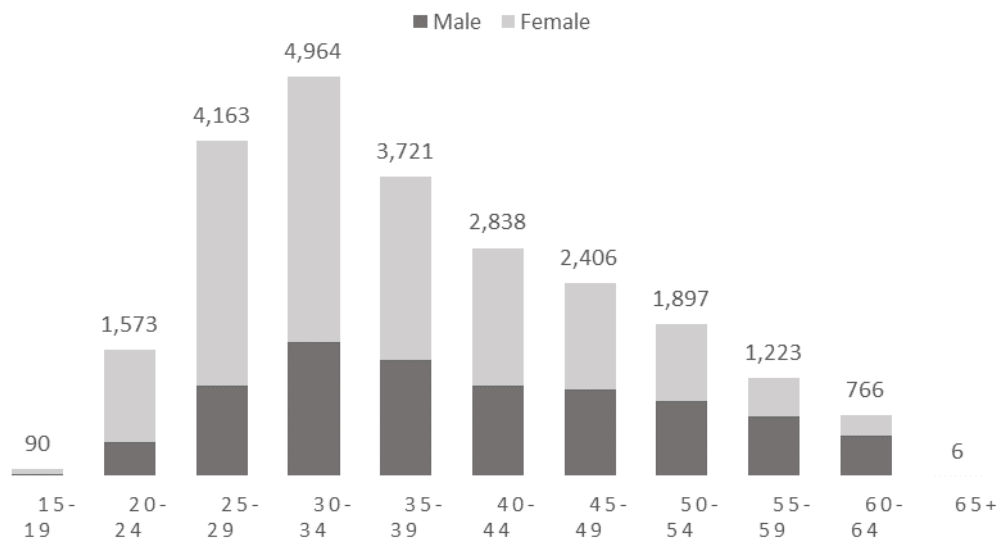


Figure 2 Age Group of Civil Servants

Distribution of Local Civil Servants

In the hearing investigation from the Civil Service Commission, there was the request that, referring to the decentralization being promoted by the Maldives government, administrative officials enrolled locally should be included. The distribution of civil servants by Atoll is shown as the following Figure 3. If JDS includes local civil servants as a target, a policy to increase the number of applicants of local civil servants is required, including visiting regions having many civil servants and regions of political importance, conducting local briefings, etc.

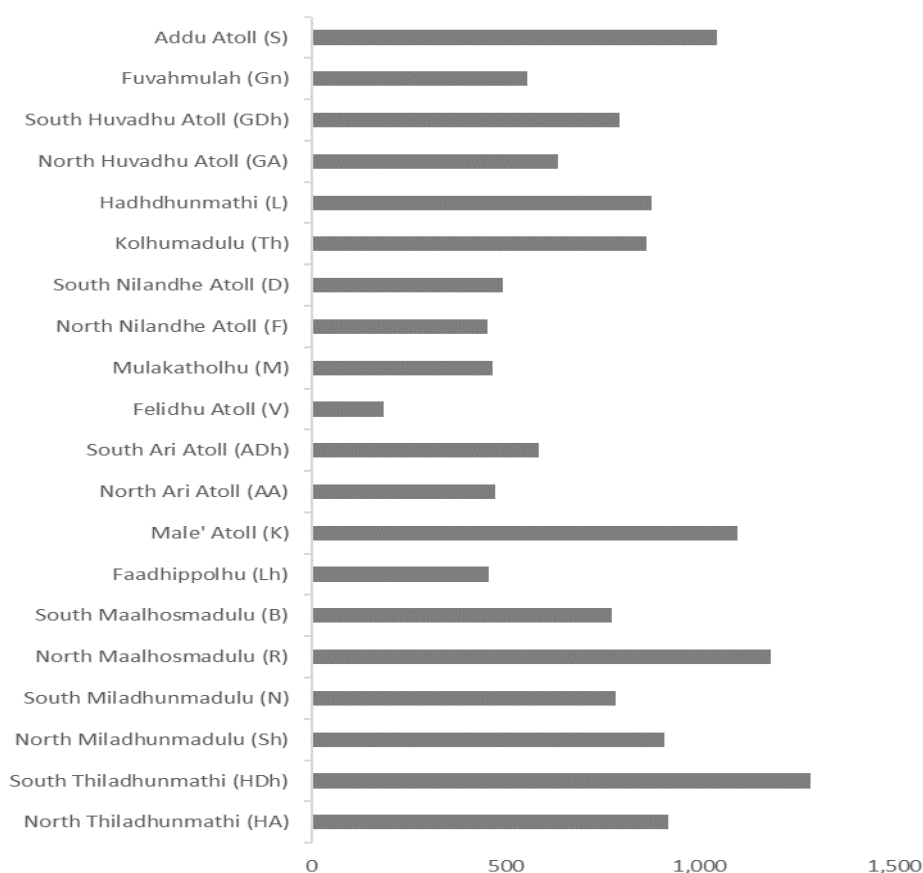


Figure 3 Distribution of Civil Servants by Region

Classification by regular employees/fixed-term employees

Civil servants are classified into regular employees and fixed-term employees. Because recruitment of fixed-term employees is a temporary measure to be adopted when civil servants leave their business responsibilities owing to training or studying abroad, civil servants are basically regular employees.

Classification by positions

Government positions are classified precisely, by office and by rank, which determines salary and treatment. The positions are roughly divided into five positions such as Support Service, General Service, Management Service, and Executive. Duties of civil servants are also divided into Function and Corporate. The positions of Director General are assigned by civil servant of each duty. The example is as indicated in the following Table 6.

Table 6 Example of Main Government Positions of Government Ministries Sector

Position	Rank
Permanent Secretary	N/A
Director General	Executive 5,6
Deputy Director General	Executive 3,4
Director	Executive 1,2
Deputy Director/Senior technical officer grade 2	Managerial service 4
Assistant Director/Senior technical officer grade 1	Managerial service 3
Senior officer grade2/Technical officer Grade 2	Managerial service 2
Senior officer grade1/Technical officer Grade 1	Managerial Service 1
Officer grade2/Assistant Technical officer Grade 2	General Service 4
Officer grade1/Assistant Technical officer Grade 1	General Service 3
Assistant Officer Grade 2	General Service 2
Assistant Officer Grade 1	General Service 1
Support staff Grade 1-5	Support Service 1~5

Recruitment and Career path

The career path of each position below Director General can be applied for by not only civil servants but also persons from private businesses if they meet the requirements imposed on each position. Article 89 of the Maldives Civil Service Act stipulates the following as the examination items for the positions below Director General: (i) ability to enforce responsibility, (ii) quality of work, (iii) academic background, (iv) job experience, and (v) ability to accomplish goals. Based on such examination items, through examination by the human resources department of each ministry composed of the Civil Service Commission and Permanent Secretary, the most suitable human resources will be recruited from among applicants who meet the requirements for such examination items.

The requirements required of the highest position of Permanent Secretary are, different from the examination items for positions below Permanent Secretary, otherwise stipulated in Article 28 of the Maldives Civil Service Act. Such examination is conducted by the Civil Service Commission on the following six items: (i) academic background, (ii) ability to lead, (iii) quality, (iv) reliability, (v) leadership, (vi) administrative experience. The tenure of the Permanent Secretary position is five years but re-appointment is possible. The appointment of positions for ministers and vice ministers above Permanent Secretary is not authorized by the Civil Service Commission and is a political appointment determined by the President.

The requirements required of each office are as indicated in the following Table 7. It can be confirmed that obtaining a master's degree affects promotion to the positions above Director grade.

Table 7 Requirements for Promotion of Civil Servant²⁴

Office	Requirements
Permanent Secretary, Director General, Deputy Director General, Director	Related business experience (6 years) + master's degree or Related business experience (8 years) + bachelor's degree
Deputy Director, Assistant Director, Senior Officer	Obtaining bachelor's degree

A personal background list of the confirmed 12 permanent secretaries among the current permanent secretaries as of April 2020 is in Table 8. It shows that all of them have experience working in other ministries and agencies, and there are frequent changes in the employment of civil servants and the hiring of external permanent secretaries. In addition, all permanent secretaries have experience studying overseas. For this reason, because of the structure of the civil servant system in the Maldives, it is effective for JDS, from the perspective of long-term mass formation, not to limit the target institutions but to recruit a broad range of excellent candidates with high career potential.

Table 8 Biography of permanent secretaries in some ministries²⁵

Ministry	Job Change	Previous working history	Study Abroad	Countries
Economic Development	Yes	Tourism, State Owned Enterprises, etc.	Yes	New Zealand, Australia
Transport and Civil Aviation	Yes	Housing Infrastructure, State Owned Enterprises, etc.	Yes	Malaysia, Australia
Arts, Culture and Heritage	Yes	Individual Institution, Education, etc.	Yes	Australia
Higher Education	Yes	Teacher, Maldives National University	Yes	Malaysia, U.K., Sri Lanka
National Planning and Infrastructure	Yes	Construction and Public Works, Construction and Public Infrastructure, Finance, Maldives National University, etc.	Yes	Australia
Housing and Urban Development	Yes	Tourism, Individual Institution, etc.	Yes	U.K., Malaysia
Islamic Affairs	Yes	Finance, etc.	Yes	Malaysia, India
Home Affairs	Yes	Local Government Court, School Board Chairperson, Individual Institution, Atoll Council, etc.	Yes	India
Defence	Yes	Private Company, etc.	Yes	U.K.
Attorney General's Office	Yes	Defence, Maldives National University, Private Company, etc.	Yes	Malaysia
Environment	Yes	Private Company, etc.	Yes	U.K.
Finance	Yes	State Owned Enterprises	Yes	U.K., Australia

²⁴ Based on the hearing investigation from the Civil Service Commission on October 9, 2019.

²⁵ Civil Service Commission, <http://www.csc.gov.mv/en/organizations/ps>

Return to Workplace after Studying Abroad

In the hearing investigation, the Civil Service Commission explained that if a civil servant studies a master's degree program of a related area, there is a rule that the promotion position equivalent to Assistant Director will be prepared for such person after he/she has returned, and a candidate for studying abroad is obliged to enter into the reinstatement rules and regulations for the period of twice the learning period (in case of a two-year master's degree program, four years) with the government ministry to which the person belongs. In addition, the Ministry of Education said that because there was a problem with an employee of the ministry trying to change jobs after studying abroad with a scholarship, the reinstatement rules and regulations should be introduced at any cost for such persons to deliver outcomes of the study after returning home.²⁶

Human Resource Development System

The Civil Service Commission is also the organization responsible for developing human resources for civil servants and lists the core values and visions required of civil servants, including making the announcement of the Maldives Civil Service Strategic Plan 2016-2020 in 2015. The Civil Service Training Institute (hereinafter referred to as "CSTI") under the control of the Civil Service Commission is responsible for the substantial development of human resources and conducts the introductory training for new graduates and the training program of five types which are classified into five stages by office ((i) economic analysis and financial management, (ii) good governance, (iii) communication, (iv) human resources development management, and (v) ICT innovation).

CSTI also provides training for local civil servants. In the Maldives, an online system called e-Council has been introduced to connect the local governments, and on-site training programs, tailored to each Atoll issue by the visiting training staff, together with e-learning training are being conducted for local government employees²⁷. The Local Government Institute (hereinafter referred as to LGI), which is an individual institution and falls under the umbrella of local government, also provides training to local councilors and public servants. According to interviews with the local governments, in response to the Maldives government policy of promoting decentralization, there are short-term training opportunities offered from Japan, China and South Korea to the local government employees. Since they have the same function as a training implementation organization for local government employees, there is a plan to integrate CSTI and LGI, and reorganize them into the Public Service Training Institute in 2021²⁸.

Gender Consideration

The Constitution of 2008 indicated the principle of gender equality and the Employment Act

²⁶ Based on the hearing investigation at the Ministry of Education on October 3, 2019.

²⁷ CSTI Training Directory 2019, Civil Service Commission

²⁸ Based on the hearing investigation from the Local Government Authority on October 14, 2019.

enacted in the same year stipulated the prohibition of discrimination due to gender in the workplace. In 2009 at the National Gender Equality Policy and Framework for Operationalization, the goal of building system promoting gender equality, etc. was indicated and obligated all government ministries to respond to gender mainstreaming and to describe the outlook of effect of gender policies in the official papers of each of them. Since a Gender Committee was established in 1979, after restructuring of government ministries several times, a mandate of policies related to gender is now under the jurisdiction of the Ministry of Gender, Family and Social Services.

Maldives ratified the Convention on the Elimination of all forms of Discrimination Against Women in 1993. Maldives is ranked 123th in 153 countries in the Global Gender Gap Index, which is low even among the countries of South Asia.²⁹ By category, educational opportunity, which evaluates the differences in school attendance by gender, is in 1st place along with many other countries, but economic participation and opportunity, which evaluates the differences in employment rate, is in 131st place, while political participation, which evaluates the gender gap in the number of political members, is low at 148th place. In addition, because the average lifespan for women is relatively short in the Maldives, being 149th place in the health and longevity category is a factor that pushes down the overall ranking.

For the male-female ratio of civil servants, the number of females is 14,525 among the total number of 23,647 civil servants. Females account for 61 percent of the total. Given the female employment rate is 43% in the Maldives, which is significantly lower than the rate for males at 84.6%, there is a uniquely high proportion of female civil servants compared to other occupations in the Maldives. In the field survey, it was revealed that the civil servant working hours were 8:00 to 14:00. Therefore, such shortening of working hours can be assumed as a factor that has increased the ratio of female civil servants.

While the number of females is larger than males in terms of the total number of civil servants, in terms of the male-female ratio of permanent secretaries in each ministry, the number of females is seven out of the total of 20, that is 35 percent, the male-female ratio being reversed. For cabinet member grade such as ministers and vice ministers, the male-female ratio is 28 percent, and percentage of parliamentary women is 4.6%, a much lower figure. In the hearing investigation, the Ministry of Gender, Family and Social Services explained that the man-woman sense of value has been changing and supporting women's studying abroad has become easier than before. In order to raise the female promotion rate, JDS is an effective measure, and a policy to increase female candidates is necessary.

²⁹ Bangladesh: 50th, Sri Lanka: 102th, Nepal: 101th, India: 112th, Bhutan: 131nd, Pakistan: 151th

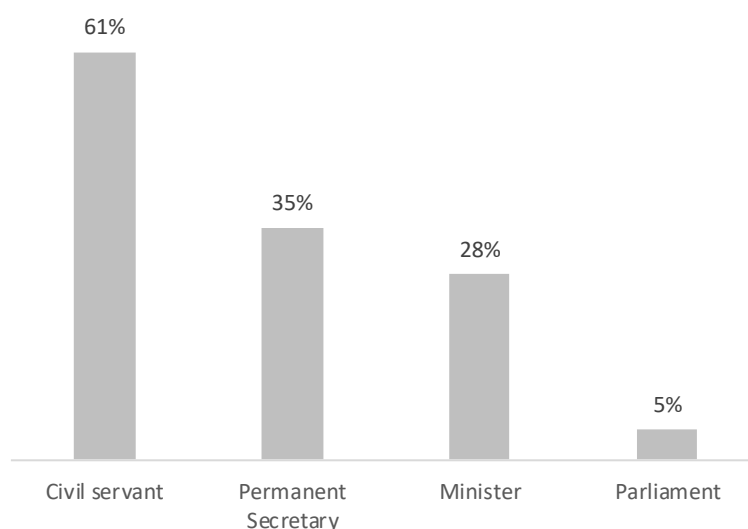


Figure 4 Female Ratio (all Civil Servants/Director General/Cabinet Member)

(3) Existence of the Independent Institution

There also exist independent institution such as the Maldives Customs Service and police other than civil servants in Maldives. The Maldivian Civil Service Act is not applicable to these independent institution, which have the original organizational rules and are under the jurisdiction of the independent institution composed of the People's Majlis members designated by the President. Although all independent institutions have not been confirmed thorough the survey, some of the independent institutions are as indicated in the following Table 9. In addition to the Civil Service Commission, the Anti-Corruption Commission, which deals with corrupt acts of members and civil servants, and the Judicial Service Commission, different from the administration, are also independent institutions, and because they are independent institutions that supplement the administrative activities of the government ministries and have a close relationship with government ministry organizations, they have the possibility of becoming a candidate for JDS target organizations.

Table 9 List of Independent Organizations

No.	Name
1	President Office
2	Civil Service Commission
3	Maldives Customs Service
4	National Disaster Management Authority
5	Anti-Corruption Committee
6	Judicial Service Commission
7	Election Commission
8	Maldives Monetary Authority
9	Local Government Authority

(4) Existence of State Owned Enterprises

In addition to the civil service organizations and independent institutions, there are 32 state-owned enterprises (as of December 2019) in the capacity of implementing government policies. These state-owned Enterprises, different from the government ministries which mainly plan policies, serve the role of implementing those policies and provide services related to the basis of the State operation such as waste management, airport improvement, housing development and promotion of small and medium-sized enterprises. Some departments within a ministry may be shifted to a state-owned enterprise owing to privatization.

The state-owned enterprises, under the Privatization & Corporatizing of State Business and Their Monitoring and Evaluation Act (PCSTEA) established in 2013, are under the jurisdiction of the Privatization and Corporatization Board (PCB) composed of seven officers designated by the President. Because 22 of such 32 enterprises are state-owned enterprises for which the Maldives government has the capital at 100%, these enterprises can be said to be organizations over which the government has strong influence. In the case of a change of government, these enterprises are apt to be the subject of abolishment, restructuring, etc.³⁰

Table 10 List of Maldives State Owned Enterprises³¹

No.	Name	No.	Name
1	Bank of Maldives Plc	17	Aasandha Company Limited
2	Dhivehi Raajjeyge Gulhun Plc	18	Kadhdhoo Airport Company Limited
3	Housing Development Finance Corporation Plc	19	Fenaka Corporation Limited
4	Housing Development Corporation Limited	20	Maldives Hajj Corporation Limited
5	Island Aviation Services Limited	21	Maldives Centre for Islamic Finance Limited
6	Maldives Airports Company Limited	22	Maldives Sports Corporation Limited
7	Maldives Ports Limited	23	Maldives Integrated Tourism Development Corporation Limited
8	Maldives Tourism Development Corporation Plc	24	Waste Management Corporation Limited
9	Maldives Transport and Contracting Company Plc	25	Business Center Corporation Limited
10	Male' Water and Sewerage Company Private Limited	26	Public Service Media
11	State Electric Company Limited	27	SME Development Finance Corporation Private Limited
12	State Trading Organization Plc	28	Fahi Dhiriulhun Corporation Limited
13	Greater Male' Industrial Zone Limited	29	Maldives Fund Management Corporation Limited
14	Maldives Marketing and Public Relations Corporation Limited	30	TradeNet Maldives Corporation Limited
15	Maldives Islamic Bank Plc	31	Road Development Corporation Limited
16	Addu International Airport Private Limited	32	Malives Post Limited

³⁰ Based on the hearing investigation from the Civil Service Commission on October 9, 2019.

³¹ Ministry of Finance, Maldives <http://www.finance.gov.mv/public-finance/public-enterprises>

1-4. Trends of the Japan's ODA to Maldives

1-4-1. Trends of the Japanese ODA

(1) Overview

Japan began aid cooperation with Maldives with the fisheries grant aid in the 1970s and has conducted support, especially in grant aid, as the main donor to Maldives to this date. As Japan's aid policy to Maldives, the Country Assistance Policy for the Republic of Maldives was formulated in February 2016. Maldives has the economic vulnerabilities of making tourism, which is highly affected by external factors, as the main industry and the environmental vulnerabilities of being a small island state sensitive to climate change and natural disasters, and so Japan's assistance policies are intended to, while supporting Maldives overcoming these two vulnerabilities, contribute to the consolidation and stability of democracy throughout the South Asia region and to the stability of sea transportation for Maldives with its geopolitically important position. For key assistance areas (mid-term goal), two areas and three development issues (short-term goal) are set. JDS in Maldives is positioned as a project that contributes to these development issues.

Table 11 Country Assistance Policy for the Republic of Maldives by the Japanese Government

Basic Policy (Overall Goal)	Priority Areas (Mid-term Goal)	Development Issues (Short-term Goal)
Responding to Vulnerabilities and Supporting Sustainable Economic Development	Cultivating Local Industry	● Cultivating Local Industry
	Environmental and Climate Change Measures / Disaster Management	● Environmental and Climate Change Measures / Disaster Management ● Others

The transition of assistance performance by major donors of OECD countries and international organizations in recent years is shown in the following figure. Japan has contributed to the development of Maldives as the biggest donor amongst the OECD countries. Because Maldives has already been ranked as an Upper Middle Income Country, the amount of assistance from OECD countries excluding Japan and Australia for last two years is less than 1 million USD; whereas United Nations provided 3.16 million USD assistance and the World Bank (IDA) also provided 2.02 million USD assistance in 2018 which means the assistance from international organizations are also prominent. In addition to the OECD countries, China and India are providing economic assistance in large amounts, such as China's 414 million USD and India's 11 million USD in 2017, with the amount of assistance from these two countries substantially exceeding that by major donors of the OECD countries.

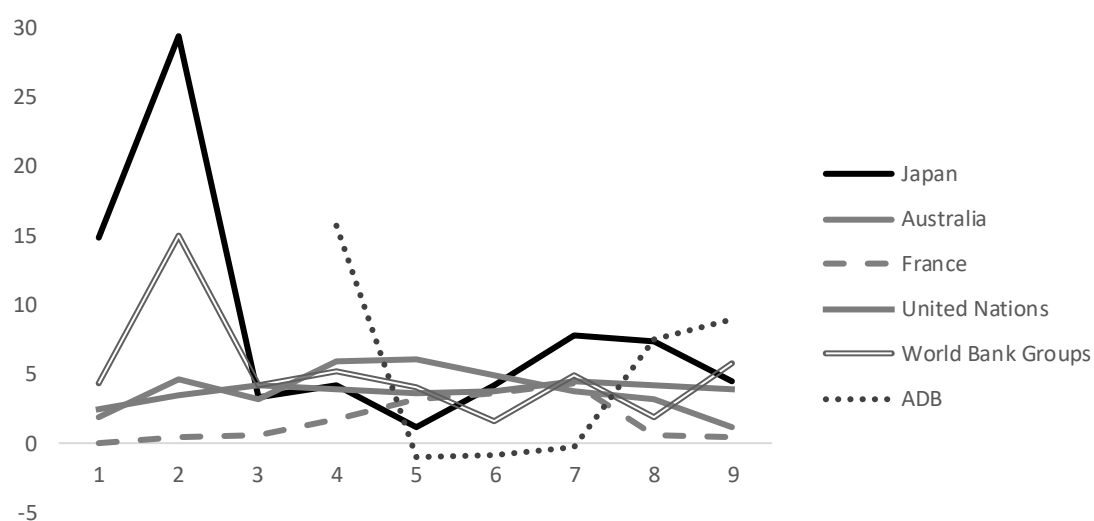


Figure 5 Changes in Aid Expenditure of Major Donors and International Organizations to Maldives³²

(U.S. dollars in millions, based on aggregate spending)

(2) Projects Implemented by JICA³³

Most recently, JICA has been implementing the technical cooperation Project for the Formulation of Master Plan for Sustainable Fisheries since FY2014 and the grant aid Project for the Digital Terrestrial Television Broadcasting Network Development since FY2017 and entered into the loan agreement for loan assistance with the Maldives Tsunami Reconstruction Project in FY2006. The number of JICA trainees has reached 1,127, and 340 Japanese Overseas Cooperation Volunteers are working on dissemination of school education and agriculture and tourism promotion (performance until 2017). Regarding the Project for the Seawall Construction in Male's Island, which began in 1987, because the damage caused by the tsunami due to the 2004 Sumatra Earthquake was contained to the minimum degree by the seawall developed by the project, the Maldives government sent a canned tuna specialty of the Maldives to the disaster area at the Great East Japan Earthquake in 2011 in return for the project by JICA.

In the hearing investigation in the field, high evaluation from each ministry was able to be confirmed for the acceptance of JICA trainees and dispatch of Japanese Overseas Cooperation Volunteers. It is said that Maldives local municipality was impressed by the PCM method learned in the JICA training and adopted such method in the project management, and the Civil Service Commission stated that it was impressed by the attitude of Japanese Overseas Cooperation Volunteers who had learned the local language and actively interacted with residents. Furthermore, present Minister of Communication, Science and Technology H.E. Mohamed requested making

³² OECD.Stat <http://stats.oecd.org>

³³ Map of JICA Major Projects in Maldives, JICA, 1 October, 2018

an opportunity for JDS fellows to learn the Japanese way to approach work. As such, all the projects which have ever been conducted by JICA have been highly evaluated and have led to high expectations of JDS.

1-4-2. Japanese Government's Scholarship Programs

(1) Overview

The total number of international students to Japan, including both government-sponsored and private-expense students, as of May 2019 is five.³⁴ According to the number by at-school stage, among them, government-sponsored international students is one person who is at-school on a postgraduate non-degree course and private-expense international students are two persons on the Ph.D. program, one person on the master's degree program and bachelor's degree program respectively. There are no students aiming at learning language enrolled at the Japanese-language school.

Table 12 Number of Maldivian students to Japan (past 10 years)

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
government-sponsored	0	1	1	0	0	0	0	1	1	1
private-expense	0	0	4	5	2	6	6	5	5	4

Mainly four organizations operate scholarship programs for Maldivians sponsored by the Japanese government, such as the Japanese Government (Monbukagakusho) Scholarship by Ministry of Education, Culture, Sports, Science and Technology (MEXT), international organization's scholarship programs funded by the Japanese government and JICA long-term training. Table 13 describes the outlines of these programs.

³⁴ Japan Student Services Organization (JASSO) "Transition of the Number of International Students from Maldives (by government-sponsored/private-expense, at-school stage): 2006 to 2018"

Table 13 Japanese government's scholarship programs

Org	MEXT	MOFA ³⁵	MOF	JICA
Program	The Japanese Government (Monbukagakusho) Scholarship	Japan-IMF Scholarship Program for Asia (JISPA)	The Japan-WCO Human Resource Development Program	SDGs Global Leader Course
Start Year	2016	1993	2000	2018
Slots per year	<ul style="list-style-type: none"> A few one/per year³⁶ (Embassy Recommendation slot) 	A few	A few	A few
Total	4 (Embassy Recommendation slot)	4 ³⁷	More than 5	2
Degree	Bachelor, Master, and Ph.D.	Master	Master	Master
Target	All Citizen	Government officers dealing with economic relations	Maldives Customs Service	Government Officers
Field	Any	Macro economy and monetary policy	Public finance, intellectual property	Environmental Sectors
University	Any	University of Tokyo, International University of Japan GRIPS, Hitotsubashi University	GRIPS, Aoyama Gakuin University	Any
Remarks	<ul style="list-style-type: none"> The embassy recommendation slot was started in 2016, but there are students studying before that. This scholarship is broadly recruiting for private companies and international organizations as well. There is no record of acceptance of the Young Leaders Program (YLP) in Maldives, which dispatches young administrative officers to the master's program. 	<ul style="list-style-type: none"> There is also an "open track" system that allows applicants to apply to all graduate schools in Japan, including doctoral programs. GRIPS with a one-year master's degree program is very popular. 2 out of 4 are from the Ministry of Finance³⁸. For those who have passed the English or math test that did not meet the standard score, a complementary training is conducted allowing them to come to Japan early. 	<ul style="list-style-type: none"> Provides a one-year master's program. There is a public finance program at GRIPS and intellectual property rights program at the Aoyama Gakuin University. 	<ul style="list-style-type: none"> Two people (Director General and Director) are from the Ministry of the Environment and are studying at Sophia University.

³⁵ MOFA also implements Asian Development Bank – Japan Scholarship Program (ADB-JSP) and Joint Japan/World Bank Graduate Scholarship Program (JJ/WBGSP).

³⁶ Based on the hearing investigation from the Embassy of Japan in Maldives on October 2, 2019.

³⁷ IMF, <https://www.imf.org/external/japanese/pubs/ft/ta/2018/jaa/jsa18j.pdf>

³⁸ Based on the hearing investigation from Ministry of Finance on October 13, 2019.

(2) Notable Returned Civil Servants from Japan

Among Maldives administrative officers who visited Japan through Japan's foreign student study program, the returned foreign students whom this preparatory survey could identify are as follows: Ibrahim ZUHUREE, Ph.D., who graduated in the five-year Ph.D. program of GRIP in three years and after worked as the Secretary General of the Civil Service Commission, and is currently playing an active role as the Joint Secretary of the Ministry of Foreign Affairs; Ms. Saushan, who took the opportunity of JICA long-term training when she belonged to the National Disaster Management Center and after studied disaster management at GRIPS and obtained a master's degree with the thesis titled "Adaptation to Water Shortage and Climate Change" and returned home and worked for three years before taking a position with the Election Commission of Maldives.

Table 14 Notable Civil Servants who studied in Japan

University	Name	Current Position as of October, 2019
GRIPS	Ibrahim ZUHUREE, Ph.D.	Joint Secretary, MoFA
GRIPS	SHURUFA ABDUL WAHID	Debt Management Executive
GRIPS	AISHATH NASRA	Funds Executive Technical Director
Aoyama Gakuin University	Abdul Rasheed Ibrahim	Maldives Customs Service
Aoyama Gakuin University	Ismail Hamdoon	Maldives Customs Service
Aoyama Gakuin University	Ahmed Niyaz	Maldives Customs Service
Aoyama Gakuin University	Ahmed Faheem	Maldives Customs Service
Aoyama Gakuin University	Fathimath Shifza	Maldives Customs Service
GRIPS	Mohamed Moosa	Maldives Customs Service
GRIPS	Saushan	Election Commission
GRIPS	Mohamed Ibrahim	Central Bank

(3) Alumni Activity

According to the hearing investigation by the JICA Maldives Office, the JICA trainee alumni is currently inactive. The JICA Maldives Office expressed expectations of follow-up activities to persons who have studied in Japan with the start of a JDS project as a turning point. Because in the recruitment activities of JDS, various utilization of such persons who have studied in Japan can be expected as well such as by explaining their experience of studying abroad at a recruitment briefing, it is important to build a network with the persons who have studied in Japan through JDS.

1-4-3. Situation of Private Cooperation and Exchange

(1) Example of Private Cooperation and Exchange

According to the Annual Report of Statistics on Japanese Nationals Overseas (2018) of the Ministry of Foreign Affairs of Japan, the number of companies advancing into Maldives from Japan is 12 and the number of Japanese nationals overseas is 136. On the other hand, Maldives is highly recognized as a tourist resort in Japan, and the number of annual tourists from Japan

reached 42,304 (2018)³⁹. The Embassy of Japan in Maldives was established in 2016, which made applications for visas to Japan, for which procedures had had to be done in Sri Lanka, available within Maldives, and as a result, it is expected that the traffic between both countries will become more active in the future. In order to build a network between JDS fellows who have got knowledge in Japan and businesses in Japan, a follow-up strategy considering the utilization of a network with private businesses after JDS fellows returned home is desired. In addition, though the number of companies advancing into Maldives is still low, among which there are examples of contribution to policy issues of the Maldives government, two of those examples of companies in Japan having contributed to the development of industry in Maldives are as follows.

Hitachi, Ltd.

Since 2010, Hitachi, Ltd., in response to a request from the Maldives government, has made efforts for the rationalization of the overall water and sewerage projects in Maldives by investing 20 percent of shares to the Male Water and Sewerage Company Private Limited (MWSC) and by participating in such projects. In February 2019, as part of the Hulhumale Urban Development Project, Hitachi Aqua-Tech Engineering Pte. Ltd., an affiliate of Hitachi, Ltd., received an order of seawater desalination apparatus from MWSC. In June 2019, at the Maldives Partnership Forum, the Maldives government raised the water and sewerage project in each island as an important policy from the environmental perspective to secure safe drinking water and to prevent water pollution, and therefore the technology of the company is expected to solve the water issues.

Yamaki Co., Ltd.

In August 2019, Yamaki Co., Ltd. made Maldivian Addu Katsuobushi PVT. LTD (YMAK), a bonito flakes manufacturing company in Maldives, its subsidiary, and implements factory/manufacturing process/quality management guidance, imports highly fresh bonito from Maldives to Japan through YMAK, and manufactures bonito flakes. Because the Maldives government limits bonito fishery only in pole-and-line fishing and its catch, the manufacturing process of bonito flakes exported from Maldives has obtained MSC certification aiming at promotion of sustainable fishery from the Marine Stewardship Council (MSC). Yamaki Co., Ltd.'s advance into Maldives promotes both sides of development of main industries other than tourism and environmental considerations raised by Maldives, and it can be said that it is one of the favorable examples of a Japanese private company's advancing into Maldives. It is highly likely that such efforts conform to human resources who apply for Economic and Industrial Policy in JDS.

1-5. Trend of Other Donor's Aid

Regarding the scholarship programs in other countries in Maldives, it is characterized by the fact

³⁹ FLOW OF TOURISTS BY NATIONALITY, 2015 - 2018, Ministry of National Planning and Infrastructure, Maldives

that various scholarships are exchanged intermittently⁴⁰. For scholarship programs of other countries in Maldives, there are 34 types of scholarship: 16 types of full scholarship under the jurisdiction of the Ministry of Higher Education, and 18 types of partial scholarship⁴¹. Scholarship programs limiting their target to civil servants had been provided by the US, UK, and New Zealand until around 1988, but such scholarships limited to civil servants are no longer provided as a result of Maldives' graduation from Least Developed Country (LDC) status. Australia has ceased targeting civil servants for a scholarship since 2008.⁴² Therefore, other donor scholarships are basically targeted at all citizens in Maldives. And scholarships targeted at all citizens have decreased since Maldives was classified as an ODA graduation transit country⁴³.

According to the hearing investigation from each ministry, many ministries raised as highly recognized scholarships those of the US, Australia, UK, Malaysia, and China. Among them, the Ministry of Higher Education, which governs the scholarship system, answered that the scholarships of the US and Australia are most popular. As for the reason for this, it explained that those scholarships are a full scholarship system, and, in addition to sufficient living expenses being paid, the US and Australia have world famous universities that are ranked high in the world university rankings such as QS and THE, which became a strong reason for applications by candidates. They can be said to be the biggest competitors of JDS. The scholarships which pay school expenses and living expenses partially are, in addition to the Malaysia International Scholarship, which pays one-half of school expenses, provided by Uzbekistan, Azerbaijan, Pakistan, Sri Lanka, among others.

Offices of the other donor scholarship implementation organizations have not been established in Maldives, and their duties often overlap with the Sri Lanka office of each donor. Therefore, the survey team was unable to conduct an interview directly from the other donor scholarship offices, but conducted interviews from the ministries, such as the Ministry of Higher Education, and collected information from the websites of the other donors, which we have summarized in Table 15.

⁴⁰ Based on the hearing investigation from the Ministry of Education on October 3, 2019.

⁴¹ Tentative Calendar of Full Scholarships and Partial Scholarships as of February 6, 2020, Ministry of Higher Education, Maldives

⁴² Based on the hearing investigation from the Ministry of Foreign Affairs on October 14, 2019.

⁴³ Based on the hearing investigation from the Ministry of Higher Education on October 7, 2019.

Table 15 Other Donor's Scholarship Programs in Maldives

Donor	USA	Australia	Malaysia	China
Type	Full	Full	Partial (50%)	Full and Partial
Program	Fulbright Foreign Student Program	Australia Award	Malaysia Government Scholarship	Chinese Government Scholarship
Degree	Master	Master	Bachelor and Master	Bachelor, Master and Ph.D.
Slot	2	A Few	400 for Bachelor 100 for Master	A Few
Target	All Maldivian Citizen	All Maldivian Citizen	All Maldivian Citizen	All countries
Field	History, English Literature, Economics, Political Science, International Relations, Journalism, Public Administration, Sociology, Business, Finance, Gender Studies	Economic Development, Education, Environmental Management, Good Governance, Gender Equality, Social Inclusion	<ul style="list-style-type: none"> Covers a wide range of fields 10 full scholarships are allocated for the field of Education 	Science, Engineering, Agriculture, Medicine, Economics, Legal Studies, Management, Education, History, Literature, Philosophy
Other	-	<ul style="list-style-type: none"> Strongly recommend application by women and the physically-handicapped. In selection, place values on the contribution to development issues of applicant's home country. 	<ul style="list-style-type: none"> Able to select from 17 national or private universities in Malaysia. Only 50 % of school expenses are paid and living expenses are responsibility of applicant or require a loan. 	<ul style="list-style-type: none"> Able to choose Chinese course/English course. Have special foreign student system regarding meteorology, water resource.

As representative assistance trends of the other donors, the results of Australia and China are as follows.

(1) Australia (long-term study abroad)

The scholarship program by the Australian government had a quota for civil servants until 2008 as mentioned above, but it has transferred to a general public offering now and there is no quota for civil servants. The annual number of international students fluctuates every year owing to the budget of the Australian government, and eight students passed in 2018 and 12 in 2019. It can be said that such quota tends to decrease because 33 students (20 master's degree, 13 bachelor's degree) passed in 2015. The recruitment target in 2020 is only for master's degrees. It imposes on the returned students, private individuals or civil servants, the obligation to stay in Maldives for two years to contribute to the development of their own country for two years after graduation. This program has name recognition and popularity in Maldives as a program with a successful record and history.

This scholarship program does not have an office within Maldives, and the office in Sri Lanka serves concurrently. Therefore, the recruitment briefings to candidates are conducted remotely via

Skype by the office in Sri Lanka, which conducted such recruitment briefings about 20 times over three months in 2020. Other donors such as the Fulbright Scholarship Program of the U.S. have not established offices in Maldives and essentially respond remotely from the offices in Sri Lanka.

(2) China (short-term training)

China's assistance trend toward Maldives appears to have the characteristics of assistance emphasizing more focus on short-term training than on a scholarship program aimed at long-term study abroad. In the interview from ministries, there were more requests for short-term training than those for long-term study abroad, and it can be said that China is making efforts to conform to such requests.

China's scholarship programs aimed at long-term study abroad include the Chinese Government Scholarship Program. Though it is not a scholarship program targeted at civil servants, applicants in Maldives are able to apply for the program from two options of the recommendation quota of the Maldives Embassy in China and the general public offering quota, and in the results of 2019, five applicants passed the program in total: one person in each of the quotas for bachelor, master, and Ph.D. within the recommendation quota of the Embassy, and one person in each of the quotas for master and Ph.D. within the general public offering quota⁴⁴.

For short-term training, China entered into the Memorandum of Understanding on Implementation of Five-year Training Targeted at Civil Servants with the Maldives Civil Service Commission in 2015, and 80 civil servants participate in the one-month short-term training at the Chinese Academy of Governance every year. As of the present time, 922 civil servants have participated in the training at 11 seminars. According to the interview from the Civil Service Commission, it will renew the MOU with China in 2020.

In addition to China, the National Center for Good Governance (NCGG) of India has entered into a memorandum of understanding on two-week training targeted at civil servants of 1,000 persons for a period of five years with the Civil Service Commission⁴⁵.

1-6. Situation and Needs for Human Resource Development in Target Organizations

Toward selection of qualified human resources, which is a precondition as an expression of outcomes for JDS, literature investigation, questionnaire investigation, and a hearing investigation were implemented in order to understand the needs of human resource development and the situation of the human resource layer of targeted organization.

(1) Overview of Literature Investigation

The statistics data mainly analyzed the Civil Servant Human Resources Statistic Document issued

⁴⁴ Chinese Government Scholarship 2020/2021 Nominated list, Ministry of Higher Education, Maldives

⁴⁵ Based on the hearing investigation from the Civil Service Commission on October 2, 2019.

by the Ministry of National Planning Infrastructure Statistics Department. Information on civil servants not obtained at the Statistics Department was asked for and obtained from the Civil Service Commission. The data is expressed as a proportion of the number of civil servants.

(2) Overview of Questionnaire Investigation

Questionnaire investigation was implemented to all administrative organizations.

- Date of sending Questionnaire: September 25, 2019
- Deadline: October 6, 2019
- Addressees: 20 organizations
- Collection rate: 55% (11 of 20 organizations responded)

(3) Overview of Hearing Investigation

In the light of existing material analysis results within the State, in the preparatory surveys conducted in October 2019 and February 2020, the survey team visited 19 government ministries and 10 independent institutions, four state-owned enterprises and one local government and heard about development issues and needs for human resource development. In addition, the survey team obtained advice about value added programs, etc. to be expected from JDS from returned fellows who have studied in Japan.

(4) Findings of Both Investigations

Development Issues and Needs for Human Resource Development

Priority Areas and development issues of target organizations confirmed in the questionnaire investigation and hearing investigation are summarized in Table 16. The results confirmed that the needs in specialized areas under the jurisdiction of each ministry were high, such as improvement of ability related to digital and science/technology in the Ministry of Communication, Science and Technology, and improvement of technology for waste management and renewable energy in the Ministry of Environment. The results also confirmed that in other ministries, needs for improvement of the general administrative ability of civil servants was high, including the implementation of staff training, containment of job turnover, and governance.

Table 16 Priority Areas and Development Issues of Main Target Organizations

Ministry	First Priority	Second Priority	Third Priority
Youth, Sports and Community Empowerment	Practice of advanced sport management	Open caseworker training course	New community service using technology
Education	Staff training, including teachers	Improvement of learning environment for providing holistic education	Monitoring of human resource and enhancement of evaluations
General's Office	Human resource development customized to each personnel	Creation of quantitative matrix of task	Elimination of barriers that decrease performance
Defence	Employment of highly specialized personnel	Provision of education opportunity to personnel	Containment of separation of highly capable human resources
Higher Education	Implementation of regular training	Enhancement of governance	Independent enhancement of Department of Certifications
Health	Capacity building of health system management	Investment in training for maintenance and improvement of specialties and ethics	Appropriate assignment of local health human resources
Economic Development	Improvement of labor and employment	Promotion of small and medium-sized enterprises	Trade and investment development
Arts, Culture and Heritage	Training for specific work	Employment of specialized personnel, containment of job turnover	Provision of safe and healthy work environment
Communication, Science and Technology	Introduction of high-tech digital technology	Provision of high-performance communication technology to all sectors	Promotion of research and development of key science/technology areas
Environment	Improvement of lack of experts in waste management	National implementation of renewable energy, development of experts in electrical engineering, mechanical engineering, and financial analysis	Development of experts of environment preservation and marine resources, environmental investigations, environmental engineering and civil engineering
Finance	Implementation of training within and outside the ministry for the purpose of improvement of expertise/skills for specific areas	Development of specialized human resources in the areas of accounting, finance, economics within and outside the country	Implementation of training in specific priority areas based on need analysis within the ministry
Gender, Family and Social Services	Strategy of training and human resource development	Strategy for acquiring highly capable human resources	-

Need for Degree

In the hearing investigation, several ministries to which the survey team visited made a request for a management-related master's degree such as business administration and project

management. However, the Ministry of Higher Education and the Civil Service Commission requested that a master's in business administration can be obtained at the Maldives National University and what is required of civil servants studying abroad most is a specialized master's degree in each area rather than a master's in business administration.

Need for Ph.D. Program

In the questionnaire and the hearing investigations, eight government ministries answered that a Ph.D. was needed. Not all ministries desired a Ph.D., and there were many opinions calling for a bachelor program and short-term training rather than a Ph.D. program. The need for a Ph.D. program of the organizations which responded is shown in the following Table 17. The Maldives National University, though not a government ministry, answered in the hearing investigation that if a teacher obtains a Ph.D., such person can be promoted to a senior lecturer position, which is a clear advantage.

Table 17 Need for Ph.D. by Ministry

Ministry	Comment
Tourism	Experts are required in areas such as tourism management and public administration.
Education	Advanced expert group is small and needs enhancement.
Fisheries, Marine Resources and Agriculture	This ministry requires expertise and therefore needs personnel with high research ability. There are 21 master's degree holders within this ministry, and we have strong demand for obtaining a Ph.D. and highly specialized master's degree.
General's Office	If top and middle management obtain a Ph.D. in the area of business administration, etc., bringing out much higher management skills and optimization of administrative services can be expected.
Home Affairs	In order to provide quality administrative services, high level experts are needed.
Higher Education	Need a policy expert who can provide the opportunity of higher education optimally to personnel of government ministries.
Economic Development	Need experts related to trade, investment, and employment policy.
Communication, Science and Technology	Advanced research and development and development of personnel who engage in such work require experts at Ph.D. level.

Scholarship/Training Program of each Donor Country

The scholarship/training program of each donor country in each organization to be confirmed in the hearing investigation is summarized in Table 18. Short-term training in China is provided to more than 80 civil servants every year through the Civil Service Commission, and due to its large scale, each ministry and agency seem to have sufficient spots. As an overall trend, it was confirmed that generous training programs are offered from various countries and international organizations to the economic ministries such as the Ministry of Finance and the Financial Services Agency. The organizations which have participated in JICA training highly evaluated its quality of training and requested to continue training hereafter.

Although there is no other country scholarship program for civil servants only in the Maldives, it

was confirmed that there are several civil servants that have succeeded in scholarship programs in the United States, Australia, etc. by competing with applicants other than civil servants. In particular, it was confirmed that more staff from Ministry of Finance are studying abroad than in other ministries, in addition to short-term training opportunities from international organizations such as the IMF and the World Bank, as well as long-term scholarship programs.

Table 18 Implementation Status of each Donor Country's Scholarship/Training Program by Organization

Ministry	Comment
Civil Service Commission	Every year making one person from CSC study abroad in Singapore Scholarship Program.
Fisheries, Marine Resources and Agriculture	Its personnel studied abroad with a Norway, Australia, or New Zealand scholarship.
Home Affairs	China provides short-term training opportunities. There are personnel who have participated in JICA training.
National Disaster Management Authority	China provided a framework of four persons in one-month training on environmental management. There was one person who received training on disaster management in Japan.
Anti-Corruption Committee	JICA allocated a framework for a two-month training course for extermination of corruption. But unfortunately, such framework has been allocated to the police over the past two years.
Arts, Culture and Heritage	There are personnel who received short-term training with support from China and India.
Judicial Service Commission	There are personnel who studied law and economics with a Commonwealth Scholarship. India and China made training offers through CSC.
Islamic Affairs	India and China provide short- and medium-term training opportunities.
Environment	There are personnel who have studied abroad with a UK Chevening Scholarships and Australia Scholarship. Two personnel have studied in Japan with a JICA scholarship (Global Leaders Program).
Housing and Urban Development	There are personnel who received short-term training in India.
Youth, Sports and Community Empowerment	Having participated in the training in Japan and had a good impression with their attitude toward culture and work.
Gender, Family and Social Services	There is short-term training in India and China, which several personnel are participating in. They also implement short-term training related to gender in Indonesia
Maldives Broadcasting commission	There are personnel who received short-term training related to broadcasting in India and Indonesia.
Tourism	I hear that a university in Malaysia is going to provide a full scholarship for 10 persons in tourism.
Finance	Australia provides a scholarship program for government officials. Japan-IMF Scholarship Program has a framework of one person per several years. There were also the Commonwealth Scholarship, Fulbright Scholarship, UK's individual university's scholarship (most recently, Cambridge University). China, India, ADB, World Bank, and SAARTEC provide short-term training.
Maldives Monetary Authority	Two personnel studied in Japan with the Japan-IMF Scholarship Program. There are also beneficiaries of the Australia Scholarship. There are ample short-term training opportunities, and about 80 personnel receive training abroad every year. There is also IT-related training which India and Bloomberg provide.

Local Government Authority	There were opportunities for JICA Group and Region-Focused Training in 2011, 2013, and 2014. China has provided short-term training (less than one month) since three or four years ago. South Korea provides short-term training in such areas as governance, tourism, and regional development.
Economic Development	Several personnel participated in JICA Group and Region-Focused Training in 2016. The WTO provides short-term training abroad opportunities (several days).
National Planning and Infrastructure	Having received 1.5-month training related to road design with JICA short-term training. There are offers of short-term training from Australia and India.
Health	For the purpose of developing doctors, several personnel study in Nepal or India at government-sponsored expense. There is support such as a scholarship from WHO, short-term training from JICA and support from India, China and Thailand.

Others

Concern about Math Ability

There were many opinions citing concern about the math ability of Maldives civil servants. When re-confirming with the Ministry of Higher Education and the Civil Service Commission regarding such concern, the Ministry of Higher Education answered that students who selected A level math (general education completion at advanced level (secondary education graduation or university entering level) would have no problem, and the Civil Service Commission said, when having the contents of math test conducted at JDS confirmed, there would be no major problem considering the level of the content. They also proposed that giving a pretest or math training to candidates before implementing a math test would enhance candidates' understanding.

In reviewing the implementation status of the first year, if the interviewers at each host university have any concerns about their candidates' mathematics abilities, considerations are required from the second year, including conducting mathematics training before coming to Japan. In some countries, English pre-training is conducted before coming to Japan, but since there are no concerns about English proficiency in the Maldives, it is considered possible to build a pre-arrival program that specializes in mathematics training.

Request for Exemption from English Test

The Ministry of Higher Education requested measures to exempt candidates from the English test at the time of selection required for JDS. They explained that Maldives implements English education to children from the age of two years and a half and therefore all citizens can speak English fluently and so there are examples in the other scholarship of exemptions from the English test.

Many Japanese universities require the submission of English test results such as TOEFL and IELTS along with application documents. However, based on the Maldives' English education, if applicants have acquired a bachelor's or master's degree in an English-based course, there is room to consult with each host university for an exemption from submitting the English test results.

Request for Shortening Selection Period

The Ministry of Higher Education and the Civil Service Commission requested to shorten the recruitment selection period. They indicated that the recruitment selection period of the other donor scholarships is relatively short and if a candidate who applied for multiple scholarships passes any scholarship other than JDS, such person is likely to decline JDS during its selection.

For the selection procedure, it may be difficult to change the selection process because it is based on JDS management guidelines, but as the Maldives has a small number of acceptance spots unlike other countries, it may be possible to shorten the selection period by simplifying and streamlining the procedure. It is necessary to meet these needs because it is related to the comparative advantage over other donors.

Request for Implementing Short-Term Training

Not a few government ministries requested short-term training rather than long-term studying abroad in order to spread the outcomes. The Ministry of Tourism answered that though there is the need for long-term study, the number of personnel is limited, and so it is difficult to send out personnel; the Ministry of Housing, Urban Development requested that, though obtaining a master's degree is attractive, not only a long-term vision, but a program that may expect short-term effects, such as implementation of short-term training for senior managers, is desirable.

It is expected that short-term training requests will continue to be raised when visiting each ministry to promote JDS applications. The implementing agency is required to share the short-term training requests from each ministry and agency with the JICA office, and to implement the project not only in collaboration with JDS but also with other JICA projects.

Table 19 Needs for Short-term Training

Ministry	Comment
Tourism	There are needs for short-term training such as investigation skills and project management.
Home Affairs	Needs for obtaining a degree and short-term training are considerable and it is strongly hoped that the Japanese government will consider them.
Health	Would like to strongly demand short-term training.
Islamic Affairs	There are needs for management and financial areas. We hope for the provision of short-term training opportunities.
Communication, Science and Technology	Because of being a newly established ministry, need staff training having short-term outcomes. We would appreciate it if there was an offer of short-term training in ICT.
Housing and Urban Development	Needs a quick solution. Though obtaining a master's degree is attractive, want the provision of short-term training opportunities to senior managers. We were able to fill a certain need in the short-term training in India but think it is not enough. We hope for implementation of IT technology training for building applications.
Finance	There are needs for short-term training, in particular, we strongly hope for training within the ministry by experts overseas.

Chapter 2. Contents of the JDS Project

2-1. Overview of JDS Project

The JDS project is a grant aid project that provides scholarships to international students from partner governments with purpose on developing human resources who can be expected to play central roles in policy making and implementation for socio-economic development of the developing countries. It was established in FY 1999 under the Japanese government's "100,000 International Students Plan."

The JDS project is not for supporting individuals, but characterized by focusing on developing human resources engaging in the priority areas (Sub-Programs) that are selected through discussions between target countries and Japanese related parties.

On the basis of the above mentioned aim and features of the JDS project, the preparatory survey team investigates human resource development needs corresponding to the concerned Sub-Programs established based on the national development plan of the target country and Country Assistance Policy for the Republic of Maldives by the Japanese government, and existence of potential candidates at expected Target Organizations and others. Further, based on the result of the said survey, the survey team formulates the scale of the JDS project set as four-batch package, and program plan of each Sub-Program (the Basic Plan for the Sub-Program).

2-1-1. Project Design

Table 20 shows the JDS priority areas and key development issues and expected degrees identified on the basis of the field survey conducted in October 2019.

Table 20 Framework of JDS Maldives (intake FY2021-2024)

Priority Areas (Sub-Program)	Development Issues (Components)	slots
1 Responding to Vulnerabilities	Environment, Climate Change and Disaster Management	2
2 Sustainable Economic Development	Economic and Industrial Policy	2
3 Secure Peace and Stability	Administrative Capacity Development	2

(1) Number of Students Accepted

In determining the number of students accepted, we compared the number of civil servants and the number of applicants in 2018 between Maldives, and Bhutan and East Timor, where JDS is implemented as shown in Table 21 below. Through this preparatory survey, it was confirmed that the number of civil servants of the government ministry sectors (central government ministries) of Maldives is 3,647, which is below one-half of that of Bhutan, below one-fourth of that of East Timor and the smallest of all 18 countries where JDS is implemented. In addition, considering that the number of holders of a bachelor's degree among the civil servants of central government ministries is 576, it was decided to accept six JDS fellows per year.

Though Maldives side expected the quota of 10 students at first, the survey team explained the objective of JDS of developing core human resources, future leaders of the country and emphasized to focus on quality rather than quantity⁴⁶ and JDS aims at medium- and long-term human resource development. The survey team showed an example of the increase in the number of JDS fellows from the next phase in light of the results of the first phase in Tajikistan and Ghana and eventually obtained consent.

Table 21 Comparison of the Number of Civil Servants in three countries

	Bhutan	Timor-Leste	Maldives
Number of Civil Servants	25,145	33,300	22,082
Number of Central Civil Servants	7,905	16,300	3,647
JDS Acceptance Slot	9	8	6
Number of Applicants (2018)	36	44	N/A

(2) Component and Research Theme

In the preparatory survey conducted in October 2019, while implementing the hearing investigation from central government ministries, independent organizations, local civil servants and confirming the needs related to studying abroad, each government ministry had need for the development of human resources with high expertise in the areas of the environment, infrastructure, finance, IT, justice, and others, and answered that enhancement of expertise of management is needed throughout many government ministries. In light of these needs, as JDS development issues, we establish environmental considerations / climate change / disaster prevention, economy/industry policy, and administrative capacity building, which are acceptable broad areas.

In addition, to preventing mismatches with the research theme of applicants, upon starting an application, it is important to add a supposed research theme of each development issue as a reference. Such research theme to be listed will be discussed at the first Operating Committee.

(3) Target Organization

For the recruitment target, in light of the JDS objective of developing core human resources in the central government ministries and investigating needs, etc. of each organization related to studying abroad, all central government ministries, all independent institutions, and local civil servants were set as targets. In particular, local civil servants were included because, in addition to the Maldives government proceeding with decentralization, the development of local civil servants was an urgent issue and because the career path program from civil servants to central government ministries was confirmed.

⁴⁶ Though the average completion rate of Japan's master's program for the past 10 years (2008-2017) is 87.8 percent, that of JDS is 98.6 percent for the past 20 years, which could be cited as evidence that excellent human resources are selected.

Maldives has about 32 state-owned enterprises which act as the implementation organization of policy of each government ministry. Compared to civil servants, their salary level is high and the career path from these state-owned enterprises to civil servants could not be confirmed, and therefore, such state-owned enterprises were excluded. However, in addition to information that the Maldives government is proceeding with improving the treatment of civil servants through the National Pay Commission under the jurisdiction of the Ministry of the Finance and Treasury, if the number of targets of JDS increases at the time of the next-phase cooperation preparatory investigation in four years' time, after investigation of treatment of civil servants again and confirmation of the career path from state-owned enterprises to civil servants, the possibility to add them remains. It is agreed that the final determination of target organizations will be made at the First Operating Committee in 2020.

(4) Accepting Universities

Prior to the preparatory survey, JICA presented assumed target areas and development issues of JDS project in Maldives to universities that have accepted JDS fellows in the past and those who wish to newly accept, and collected proposals on the countries/issues from which they wish to accept fellows. As a result, 34 proposals in total were submitted from 18 universities or 24 graduate schools.

Based on evaluation procedure, JICA Headquarters and JICA Maldives Office evaluated the contents of proposals which had been submitted by universities and items such as the past records of accepting international students including JDS fellows.

During the preparatory survey phase, the survey team met the Maldivian government and presented a shortlist of Japanese universities that were believed to have put forward the best offers with respect to the proposed Components, along with background information about the universities. Table 22 lists the universities and final candidate numbers agreed upon at this meeting.

Table 22 Accepting Universities of the JDS Project in Maldives

Priority Areas (Sub-Program)	Development Issues (Components)	Universities	Slot
1 Responding to Vulnerabilities	Environment, Climate Change and Disaster Management	University of Tsukuba (GS of Science and Technology)	2
2 Sustainable Economic Development	Economic and Industrial Policy	National Graduate Institute for Policy Studies (GS of Policy Studies)	2
3 Secure Peace and Stability	Administrative Capacity Development	Ritsumeikan University (GS of International Relations)	2

(5) Consideration of Accepting JDS Fellows to Ph.D. Programs

The framework for a Ph.D., having been introduced by the countries where JDS are conducted other than East Timor, is expected after future leaders in the pro-Japanese group who Japan developed obtain a master's degree and play a leading role in development in Maldives at a higher dimension.

Maldives, together with the Civil Service Act and the Maldives Civil Services Regulation, does not have the stipulation of making obtainment of a Ph.D. as the requirement for promotion. In addition, according to the hearing from the Civil Service Commission, the requirement for applying for the position of Permanent Secretary, the highest position of a civil servant, is stipulated as “bachelor's degree and 8 years of experience in related work” or “master's degree and 6 years of experience in related work,” and so obtaining a Ph.D. does not become a requirement for promotion. Even in questionnaires from each ministry, the number of ministries which need a Ph.D. program was eight out of all 20.

Therefore, in Maldives, in light of future Ph.D. needs, assuming that JDS fellows who obtain a master's degree at the First Phase are set as a target, we explained that a Ph.D. program should start from the next phase and obtained agreement.

2-1-2. Implementation System of the JDS Project

(1) Operating Committee

During the field survey in October 2019, the survey team explained the structure and roles of Operating Committee to the Maldivian government and proposed that the Maldivian side members be Ministry of Foreign Affairs, Ministry of Higher Education which will be in charge of the overall scholarship program for the Maldivian people and the Civil Service Commission, which assumes the role of human resource development of civil servants and obtained their agreement. It was agreed that the Committee will be composed as follows: three Maldivian side organizations which are Ministry of Foreign Affairs, Ministry of Higher Education, and Civil Service Commission, and two Japan side organizations which are Embassy of Japan in Maldives

and JICA Maldives Office.

Table 23 Operating Committee Member

Country	Role	Member
Maldivian Side	Co-chair	Ministry of Foreign Affairs
	Member	Ministry of Higher Education
	Member	Civil Service Commission
Japan Side	Co-chair	Embassy of Japan in Maldives
	Member	JICA Maldives Office

(2) Role of Operating Committee

The survey team explained functions and roles of the Committee based on the JDS Operating Guidelines to the Committee members. In view of the fact that the JDS project is an investment for development, rather than just a scholarship project, active cooperation for the recruitment and selection and effective utilization of JDS returned fellows by Maldivian side members are expected.

Table 24 Role of Operating Committee

Role	Details
Formulate the recruitment and selection plan	Determined in accordance with the basic principles of recruiting activities for each year (taking into account priority development areas, the main target organizations and promotional methodology), based on the national development plan of Maldives and general aid principles in Japan Selection principles for JDS project in Maldives determined in accordance with the JDS Operating Guidelines
Interview the candidates	At the third-round selection (comprehensive interview), the interviewer evaluates the potential candidate; the Operating Committee makes the final determination on candidates
Select JDS fellows from the candidates	The final candidates chosen through the selection process are approved by the Operating Committee
Promote effective utilization of JDS returned fellows and follow-up	Follow-up including strategies for utilizing JDS returned fellows to promote the outcomes of the project
Others	Principles to be determined when JDS returned fellows occur and necessary measures to be undertaken Attendance at events such as send-off party and debriefing upon return, with suggestions provided with a view to encouraging statements to be made about the outcomes of JDS In addition, respond to any necessary matters in relation to operation of the JDS scheme and make decisions as appropriate

2-1-3. Basic Plan for Sub-Programs (Master' Program)

Based on the framework agreed upon during the field survey in October 2019, the Basic Plan will be drafted in each of the JDS priority areas (Sub-Programs) and it will be presented to the first Operating Committee.

Each Basic Plan outlines the objectives and evaluation indicators and also describes the role of JDS in the context of development policy in Maldives in each of the JDS priority areas. In addition,

it sets out the principles and a summary of the history of aid provided by Japan, and describes the initiatives undertaken by the accepting universities. The JDS fellows for four batches will be formulated as a single package or phase. JDS fellows are sent under the same Sub-Programs/Components, Target Organizations and accepting universities for six years, in accordance with the Plan. This approach is designed to boost the policy-making and administrative competencies of core personnel and in turn enhance the policy-making capacity of Target Organizations.

Table 25 is proposed applicant eligibility of the JDS project in Maldives. Details will be approved at the first Operating Committee of FY 2020.

Table 25 Applicant Eligibility of the JDS Project in Maldives (Tentative)

Nationality	Citizen of the Republic of Maldives
Age	Under the age of 40 as of April 1st in the year of dispatch
Academic Background	Possess a bachelor's degree from universities authorized by the Government of Maldives or other countries
Job Category	Must be a Government regular(permanent) employee
Work Experience	Has 2 years or more of work experience at his/ her belonging organizations.
English Proficiency	Has proficiency in English, sufficiently fluent for studying in Japan. TOEFL iBT 61 (ITP 500-550) / IELTS 5.5 or higher is preferable.
Others	Those who are currently awarded or scheduled to receive another scholarship, and those who have already obtained a master's or higher degree overseas under the support of foreign scholarship are ineligible.
	Must well understand the objective of JDS project, and should have a strong willingness to work for the development of Maldives and contribute to the friendly relations between Japan and Japan after their return.
	Must not be serving in the military
	Must be in good health, both mentally and physically.

2-2. Obligations of Recipient Country

During the period of recruitment and selection of JDS fellows, Ministry of Foreign Affairs takes a main role in planning, implementation, management and supervision of the JDS project as a co-chair of the Operating Committee. They ask main government organizations related to each Sub-Program for cooperation to disseminate the information about JDS and promote application.

While the JDS fellows study in Japan, the Maldivian government monitors the fellows via the Agent on a regular basis to report to JICA. They also find the updates on the progress or concerns of the JDS project on the regular report submitted by the Agent to take appropriate actions in cooperation with the Operating Committee members if necessary. In addition, the Maldivian government supports the JDS fellows to collect data or other materials necessary for completing their master's theses.

After the JDS fellows return to Maldives, taking into consideration that main objectives of the JDS project include contribution of the JDS returned fellows to solving development issues of the

country as well as the development of the human network, the Maldivian government shall hold a Reporting Session in order to acknowledge their achievements, and take necessary measures including the subsequent trend survey or the promotion of academic and cultural exchange and cooperation with Japan. The Operating Committee takes necessary measures to facilitate the outcomes of the project, particularly it is essential for them to make efforts to let JDS fellows return to their previous job or have a position in a key government organization where they can utilize their experience in Japan.

2-3.JDS Project Implementation Schedule

When Ministry of Foreign Affairs of Japan and JICA officially make a decision to implement the JDS project from FY 2021 onwards as the result of the preparatory survey, the project will presumably be implemented for the next four batches according to the schedule shown in Figure 6 below.

	FY2019	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026
Preparatory Survey								
1st Batch (Master)		R/S	A		R			
2nd Batch (Master)			R/S	A		R		
3rd Batch (Master)				R/S	A		R	
4th Batch (Master)					R/S	A		R

R/S: Recruitment & Selection A: Arrival in Japan R: Returning home

Figure 6 Implementation Process

2-4. Recruitment and Selection Methods

2-4-1. Recruitment Methods

(1) Recruitment Tools / Materials

The implementing agent, contracted by Ministry of Foreign Affairs, will set up a website for recruitment activities and print application guidelines, posters and leaflets as recruitment tools as well as consider utilizing SMS messages. The number of copies, designs, etc. are to be decided and approved separately by the Operating Committee.

(2) Recruitment Methods

The Agent will distribute application guidelines, posters and leaflets to each government organization through the Operating Committee. In addition to application promotion activities visiting ministries, agencies and other governmental bodies, the Agent will also consider conducting explanatory meetings in the capital and regional cities. The location and the number of meetings shall be decided separately by the Operating Committee.

The Agent will devise ways to disseminate recruitment information to more potential applicants such as utilizing the networks of JICA Alumni Association, those who have studied in Japan, JICA experts, etc. It is supposed that the possibility for those potential applicants to actually apply for the project will be higher by obtaining support from Japan related parties and enhancing the image of studying in Japan.

(3) Gender Consideration

To encourage not only males but also females to participate in the JDS project, it is important to consider measures while reflecting local donors' endeavors and JDS project entities' opinions. As a means of recruiting female candidates, recruitment guidelines should state that application by females is welcome, among other steps.

2-4-2. Selection Method

Selection will be conducted in three stages: document screening by accepting university, technical interview by professor of accepting university, and comprehensive interview by the Operating Committee. Prior to the selection, guidelines for selection procedures will be formulated, which are to be approved by the Operating Committee, to select candidates according to the purpose of this project.

2-5. Pre-departure and Post-arrival Orientation, Enrichment Program and Special Program

2-5-1. Contents of Pre-departure and Post-arrival Orientation

In order to achieve the project goal through the JDS fellows, it is further essential to understand the society and development experiences of Japan as background knowledge. According to results of the questionnaire subjected to JDS returned fellows of other countries, as for questions about pre-departure and post-arrival orientations, more than half of them responded that Japanese language trainings and lectures focusing on Japanese culture and society were useful. Therefore, (1) Lectures to understand the social and development experiences of Japan, the basic knowledge of assistance policy toward Maldives, (2) Programs to improve self-awareness as JDS fellows such as courtesy call to the president of JICA, (3) Orientations with the aim of enabling them to smoothly commence their life in Japan, (4) Programs to understand Japanese culture and language are going to be implemented.

During the pre-departure orientation program in Maldives, likewise in other countries, JICA Maldives Office will be requested to give a briefing on Japan's development experience and assistance policy toward Maldives as well as projects currently implemented in Maldives. In addition, the Agent will explain JDS program, necessary preparations and procedures to go to Japan, and introduce Japan society and culture.

After arrival, the gist and objectives of this project, the roles JDS fellows are expected to play and possibilities of coordination with other projects will be communicated to improve recognition of participation to the JDS project and their motivation. By incorporating leadership training and through active group work, the fellows will be urged to have a sense of purpose as leaders and an opportunity to learn about what elements are necessary to become a leader.

University faculties will be requested to give lectures on the basic knowledge of Japanese politics, economy, society and culture.

JDS fellows will also be given information on rules, procedures and lifestyle in Japan. In particular, with regards to managing their safety during their stay in Japan, they will be given explanations regarding natural disasters such as earthquakes, tsunamis, typhoons and avalanches, as well as crime and traffic rules. They will gain an understanding and be prepared to spend their time in Japan safely with peace of mind. Hands-on training using anti-disaster training facilities will also be implemented.

The Japanese language training will be implemented for around 35 hours. JDS fellows will not only gain necessary conversation ability in Japanese, they will also gain an understanding of Japanese culture, lifestyle and social manners through hands-on learning, and they will be taught useful communication techniques for daily life.

Opportunities for JDS fellows to smoothly adapt to Japan will also be offered, such as workshops for overcoming culture shock in an unfamiliar lifestyle environment and to promote understanding of other cultures with opportunities to learn the experiences of JDS returned fellows.

2-5-2. Contents of Enrichment Program

JDS fellows are expected to contribute to solving the country's development problems as core human resources after returning home and contributing to the expansion and strengthening of friendly relations between the two countries with good understanding of Japan. While other similar projects by other donors are being offered, it is possible for the JDS project to be competitive not only by obtaining a degree at a graduate school, but also by offering a program to increase added value.

For this reason, in addition to education in high quality and research at each accepting university, it is desirable for the JDS project to improve the quality of existing programs such as pre-departure and post-arrival orientation, special programs offered by accepting universities, joint programs. At the same time, it is important to provide more useful opportunities for the JDS fellows such as networking events during their stay and internship programs at JICA or other organizations.

According to the results of the questionnaire to the returned fellows of other countries, many of them wanted internship opportunities in the Japanese ministries and agencies, networking events

with Japanese administrative officers, etc. as possible programs provided during their stay. Some programs have been already implemented, such as networking events with Japanese administrative officers conducted by the implementing agent and individual internships at the Ministry of Foreign Affairs and JICA, and it is desirable to be continued as a part of the project and further developed.

In addition, exchange events with local communities are also of great interest to returned fellows. In the questionnaire survey conducted before the return of JDS fellows by the implementing agent, many fellows comment that they wanted to have more opportunities to interact with Japanese people, along with Japanese language. If those opportunities to exchange with local Japanese people and community are provided such as events coordinated with a local international communication organization and homestay programs, it will lead for the JDS fellows to gain deeper experience of Japanese society.

In the JDS basic research conducted in FY2019, the following recommendations were made for adding value and branding so that JDS will continue to be recognized as a high-value scholarship program. As mentioned above, some programs are already being implemented, but it is necessary to promote efforts with these recommendations to differentiate JDS as a scholarship program with more distinctive features.

Table 26 Methods of added value to make JDS more attractive⁴⁷

Timing	Examples of efforts to increase the added value of the project
Before studying in Japan	Japanese language training improvement (conducted approx. 3 months)
During study in Japan	Social meetings with the JICA Issues Department, Japanese government agencies, local governments, etc.
	Lectures on Japanese development experience, Japanese politics and administration, Japanese diplomacy and Asia/Africa, and Japanese culture and society
	Leadership training
	Internships in government agencies, NGOs, companies, etc.
	Service and ceremony as a JDS fellow (VIP visit on arrival in Japan, etc.)
After studying in Japan	Follow-up activities improvement
	Sharing and disseminating the list of returned fellows to relevant Japanese organizations
	Online database of returned fellows list
	Support for alumni networks
	Support for returned fellows' research activities and their families

2-5-3. Contents of Special Program

The accepting universities will engage in extra activities for JDS fellows in accordance with necessities of their country and development issues taking into consideration circumstances of JDS fellows in addition to the existing university program.

The special program consists of the following aims.

⁴⁷ Basic research (110 pages) etc. are summarized.

- (a) To solve development issues in the relevant countries, JDS fellows learn about practical knowledge and experiences through more practical and specific cases.
- (b) Through special program activities, JDS fellows or related organizations in the relevant countries build a network for future activities of researchers and organizations from Japan and overseas.
- (c) JDS fellows will gain the necessary support within a limited period to engage in school research and smooth communication with related persons, and to attain their goals.

Many universities who have already accepted JDS fellows have already implemented field trips and seminars both in Japan and abroad by utilizing the special programs. Among them, field trips were particularly highly evaluated in the questionnaire to the JDS returned fellows. As well as continuous encouragement by the Agent for the use of special programs at each university, it is expected that appropriate consultation should be provided by the Agent to the universities so that the universities can provide useful programs that will contribute to the above purpose of the JDS project with reference to the questionnaire results of JDS returned fellows.

2-6. Monitoring, Guidance and Counseling

2-6-1. Implementation System

A coordinator of the implementing Agent is assigned to each university, which accepts the JDS fellows in order to build a good relationship with faculty members and staff of the university and to respond to the fellows promptly in case of emergency. In case the university is located in a provincial city, a responsible person is assigned in the nearest branch of the agent.

2-6-2. Guidance and Counseling

The coordinator provides advice for the JDS fellows with regard to their campus life and daily life after they arrive Japan until immediately before they leave Japan. In addition, the responsible person assists the fellows by arranging for accommodations, assisting them to go through a procedure for notifying moving-in, to enter the national health insurance plan, to get insurance coverage, and to vacate housing, etc.

2-6-3. Monitoring

In order to check the efficient implementation of the Project, it is necessary to understand the condition of the academic and daily life of the JDS fellows under the project. For appropriate monitoring, a good relationship needs to be built with the university staff to receive information on the fellows on a daily basis. In addition, it should be prepared to have an opportunity to have an interview with the fellows regularly to understand their academic and daily life, and provide necessary support in an appropriate timing.

In particular, regular monitoring system by one on one interview helps to find the fellows' problem in an early stage, which normally cannot be seen on daily life, and problems such as the incompleteness of academic courses and aggravated physical condition can be prevented by this system. Furthermore, good practice such as distinguished academic research accomplishments can be found through regular interviews, and they are reported as the result of the project through periodic and other public relations reports on the project.

Regular monitoring is conducted with monitoring report sheets. Monitoring report sheets describe comments from the fellows, a responsible person of monitoring, and a supervisor of the university so that the condition of each fellow can be understood through a single monitoring sheet.

2-6-4. Response in Case of Emergency

A support system is established with the assistance of call centers in the private specialized company to respond to the JDS fellows with regard to their health problems and other life-related problems during night time, weekends and holidays, and during the year-end and New Year holidays.

In addition, the e-mail delivery system and the safety confirmation system are provided so that information on the safety and whereabouts of all the fellows can be consolidated promptly and accurately even if phone lines are disconnected while large-scale disasters and other emergencies happen.

2-7. Follow-up

To achieve the priority goals of JDS, it is necessary to assist JDS fellows so that they are appointed or promoted to a position contributing to Maldives's development after returning to the country. The Operating Committee of Maldives will share with government agencies the information on past JDS results and JDS returned fellows' dynamic activities after returning to the country, and ask the agencies for cooperation in the form of giving consideration to assigning JDS returned fellows to important posts given that they are human resources capable of contributing Maldives's development.

The implementing agent will assist JDS returned fellows' reunion activities, and help bolster their network thereby to build a relationship of mutual cooperation between JDS returned fellows and organize a group capable of contributing to Maldives's development. In addition, JDS returned fellows, precious resources who have studied in Japan for two years, and JICA trainees will be utilized effectively for building a partnership between Japan and Maldives by collaborating JICA Alumni Association of Maldives.

In Maldives, returned fellows who have studied in Japan under a government-sponsored foreign student study program seemingly do not engage in reunion activities. The Embassy of Japan in Maldives and the JICA Maldives Office place expectations on the follow-up activities to the

persons who have experienced study in Japan, taking the start of JDS project as a turning point. From this, activities such as bringing together not only JDS returned fellows but also persons who have studied in Japan through the implementing agency which establishes the office in Maldives are also important.

The launch of JDS will likely provide an opportunity for persons who have studied in Japan to rebuild a network among them. This will be facilitated by inviting persons who have studied in Japan to a pre-departure orientation and farewell party for JDS fellows, who would probably have an opportunity to hear about various experiences from role model professionals.

Chapter 3. Evaluation of the JDS Project and Recommendation

3-1. Relevance between JDS Project and Development Issues / Country Assistance Policy

Based on the development plan of Maldives and the current situation and problems of each sector, the consistency of JDS and Maldives's development plan was analyzed as follows.

3-1-1. Conformity with Priority Development Issues in Maldives

Maldives, after independence in 1965, has achieved economic development centering on tourism and is now ranked as an Upper Middle Income Country, but it has issues in overcoming vulnerabilities as a small state island, seeking resolution of various social problems, and achieving sustainable development. The Maldives government announced SAP and set up 5 priority areas such as “Blue Economy”, “Caring State”, “Dignified Families”, “Jazeera Dhiirulhun⁴⁸”, “Good Governance” and 33 sub-sectors based on the priority areas and achievement goals of each sub-sectors within five years. The relation between the policy issues announced at SAP and the key assistance areas of Maldives JDS is as follows.

Key Assistance Areas of JDS Maldives																																	
Sub-Program (SP)											Component (CP)																						
1 Responding to Vulnerabilities											1 Environment, Climate Change and Disaster Management																						
2 Sustainable Economic Development											2 Economic and Industrial Policy																						
3 Secure Peace and Stability											3 Administrative Capacity Development																						

Strategic Action Plan 2019-2023																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																		
Blue Economy						Caring State					Dignified Families					Jazeera Dhiirulhun										Good Governance																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								
Fisheries & Marine Resources						Health					Prevention of Narcotic Abuse & Drug Rehabilitation					Family					Decentralization					Environmental Protection & Preservation					Clean Energy					Waste as a Resource					Water & Sanitation					Resilient Communities					Information, Communication & Technology					Arts, Culture & Heritage					Rule of Law & Judicial Reform								National Security & Public Safety					Eliminating Corruption					Accountable State					Independent Institutions & Public Service Reform					Gender Equality					Foreign Affairs																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
Agriculture						Education					Social Protection					Youth					Sports					Transport Network					Clean Energy					Waste as a Resource					Water & Sanitation					Resilient Communities					Information, Communication & Technology					Arts, Culture & Heritage					Rule of Law & Judicial Reform								National Security & Public Safety					Eliminating Corruption					Accountable State					Independent Institutions & Public Service Reform					Gender Equality					Foreign Affairs																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
Tourism						Higher Education					Prevention of Narcotic Abuse & Drug Rehabilitation					Family					Decentralization					Environmental Protection & Preservation					Clean Energy					Waste as a Resource					Water & Sanitation					Resilient Communities					Information, Communication & Technology					Arts, Culture & Heritage					Rule of Law & Judicial Reform								National Security & Public Safety					Eliminating Corruption					Accountable State					Independent Institutions & Public Service Reform					Gender Equality					Foreign Affairs																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
SMEs						Education					Social Protection					Family					Decentralization					Environmental Protection & Preservation					Clean Energy					Waste as a Resource					Water & Sanitation					Resilient Communities					Information, Communication & Technology					Arts, Culture & Heritage					Rule of Law & Judicial Reform								National Security & Public Safety					Eliminating Corruption					Accountable State					Independent Institutions & Public Service Reform					Gender Equality					Foreign Affairs																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
Labour, Employment & Migration						Higher Education					Prevention of Narcotic Abuse & Drug Rehabilitation					Family					Decentralization					Environmental Protection & Preservation					Clean Energy					Waste as a Resource					Water & Sanitation					Resilient Communities					Information, Communication & Technology					Arts, Culture & Heritage					Rule of Law & Judicial Reform								National Security & Public Safety					Eliminating Corruption					Accountable State					Independent Institutions & Public Service Reform					Gender Equality					Foreign Affairs																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
Economic Diversification						Higher Education					Prevention of Narcotic Abuse & Drug Rehabilitation					Family					Decentralization					Environmental Protection & Preservation					Clean Energy					Waste as a Resource					Water & Sanitation					Resilient Communities					Information, Communication & Technology					Arts, Culture & Heritage					Rule of Law & Judicial Reform								National Security & Public Safety					Eliminating Corruption					Accountable State					Independent Institutions & Public Service Reform					Gender Equality					Foreign Affairs																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
						Health					Prevention of Narcotic Abuse & Drug Rehabilitation					Family					Decentralization					Environmental Protection & Preservation					Clean Energy					Waste as a Resource					Water & Sanitation					Resilient Communities					Information, Communication & Technology					Arts, Culture & Heritage					Rule of Law & Judicial Reform								National Security & Public Safety					Eliminating Corruption					Accountable State					Independent Institutions & Public Service Reform					Gender Equality					Foreign Affairs																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				

Figure 7 Response to JDS Key Assistance Areas and Policy Issues Announced at SAP

(1) Environment, Climate Change and Disaster Management

Maldives is a small island state consisting of 1,190 large and small atoll islands and vulnerable to

⁴⁸ “Jazeera Dhiirulhun” means “Island Life” in Dhivehi Language.

rising in sea levels due to climate change, and natural disasters. Climate change is expected to have not only a direct effect on the living environment but also adverse effects on tourism and fishery, which are the main industries. It is likely that the State may have significant influence in its entirety, and disaster-prevention measures not only for the capital Male island but extending up to local islands, which are broadly distributed, is an important issue.

At SAP, among issues toward realization of a “Jazeera Dhriulhun”, five related sub-sectors such as “Environmental Protection & Preservation”, “Clean Energy”, “Waste as a Resource”, “Water & Sanitation” “Resilient Communities” were stated. The Maldives government, together with making a statement that it will become a carbon neutral country by 2020 (reducing the use of fossil fuels within the country, suppressing emissions of greenhouse gasses, bringing the amount of net emissions and absorption of greenhouse gasses to zero), has adopted the stance of actively approaching the issue of global warming by setting goals for covering 60 percent of all electric power which is produced in all Maldives islands with renewable energy by 2020. The relation between such efforts of the Maldives government and JDS’ key assistance areas is significant.

(2) Economic and Industrial Policy

The Maldivian economy is based on tourism, which accounts for about 40 percent of gross domestic product (GDP). The foreign currency revenue of tourism declining owing to the global financial crisis and weak euro, etc., financing from the international capital market becoming difficult, and then foreign currency reserves dropping sharply resulted in assistance from the International Monetary Fund (IMF). Meanwhile, steering of the financial burden (enormous debt) associated with large-scale infrastructure improvement over the last several years (bridges, land reclamation, house construction, etc.) has become the critical policy issue in promoting the National Development Plan. In light of the G20 Principles for Quality Infrastructure Investment adopted at Osaka G20 in June 2019, it is vital to consider maintaining/promoting fiscal soundness of the Maldives State. Moreover, the Maldivian economy is largely dependent on tourism, having a vulnerable structure subject to external factors.

At SAP, in the areas of “Blue Economy,” two related sectors such as “SMEs”, “Economic Diversification” were stated as issues, and industrial promotion such as in the area of “Fisheries & Marine Resources”, “Agriculture”, “Tourism,” and “Labour, Employment & Migration” are also highly related issue with this JDS Key Assistance Areas. Making efforts for diversification in the areas of economic policy and industrial policy and supporting the development of industries, having high development potential and small and medium-sized enterprises, are of great significance.

(3) Administrative Capacity Development

At MPF, the present Administration made a commitment statement that “governance is the backbone of all areas” and so it will work on the enhancement, etc. of justice and fair governance capacity and local governance. Regarding the relationship with neighboring countries, in light of

being a small island state, strengthening the capabilities of the judiciary and security is required. A policy to strengthen local authority having also been expressed, the importance for enhancement of local administration is increasing. To support improvements in its effectiveness and capacity improvement using Japan's knowledge/technology is significantly meaningful.

This component also have a strong relation to all 5 priority areas and 33 sub-sectors announced at SAP and would support solving all policy issues.

3-1-2. Conformity with Japanese Economic Cooperation Policy to Maldives

In the Country Assistance Policy for the Republic of Maldives by the Japanese government formulated in May 2016, “Responding to Vulnerabilities and Supporting Sustainable Economic Development” is set as the basic policy of assistance (overall goal) and “Cultivating Local Industry” and “Environmental and Climate Change Measures/Disaster Management” are set as priority areas (mid-term goal). The JDS project seeks to develop the competencies of key personnel at the government authorities with responsibility for the relevant fields. JDS is highly relevant to the assistance policies of both Japanese government in relation to ODA programs.

Priority areas and development issues in the JDS project are designed in accordance with the overseas aid principles set out by the Japanese government and are highly consistent with these principles.

Japan's Country Assistance Policy for Maldives

JDS Priority Areas and Development Issues

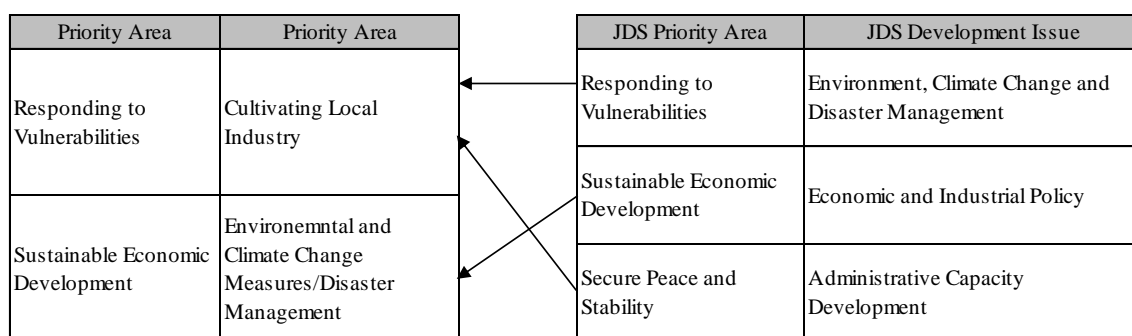


Figure 8 Relevance between Japan's Aid Policy to Maldives and JDS Framework

3-1-3. Feasibility of Providing Grant Assistance through JDS

Target countries for grant aid are determined with reference to the criteria for an interest-free loan qualified country (1,175 USD per person, FY2020) of the International Development Association (IDA) of the World Bank Group. A target case is determined on the basis that though a project is a basic area necessary for nation-building and poverty mitigation, it is difficult to conduct such a project with the relevant government's own funds or borrowed funds. Grant aid contributes to nation-building toward the autonomy of the recipient country, broadly in collaboration with technical assistance and interest-bearing loan projects conducted by donors, including Japan.

The Maldives' gross national income (GNI) per capita is 9,310 USD (2018),⁴⁹ and in the classification of the World Bank, it is classified as an Upper Middle Income Country, exceeding the criteria for an interest-free loan qualified country. IDA enables “small island states that have a population of below 1.5 million and are geographically vulnerable, and do not have adequate credit and financing ability” to qualify for receiving financing exceptionally, and Maldives qualifies as such an exceptional countries.⁵⁰

In light of Maldives being positioned as an interest-free loan qualified country exceptionally by the IDA, regarding validity of implementation with JDS's grant aid, we referred to the viewpoints to be considered set out in the notification of the Ministry of Foreign Affairs⁵¹ and conducted a careful examination from the following three points: “nature of the case,” “Japan's external policy,” and the “situation in which such developing country to be recipient is placed.” Among the points considered, this project is thought to be highly meaningful for the following reasons.

(1) Foreign / Diplomatic Relations

Maldives is located at the important point of the Indian Ocean sea lane connecting Japan and the Middle East/Africa and has geopolitical importance toward achieving Japan's Free and Open Indo-Pacific. In particular, paying close attention to the trends of China is needed because during the previous administration period of Maldives, the China-Maldives Friendship Bridge and large-scale housing estates on the artificial islands were constructed with a large loan from China based on China's One Belt, One Road Initiative concept and now excessive external debt from China has become a problem. In addition, there is an active movement in China in human resource development providing as many as 80 civil servants with short-term training in China every year. Against China's efforts, Japan is required to appeal to the present administration that Japan is conscious of quality not the quantity, aims at the medium- and long-term effect, and provides cooperation considering Maldives' future.

JDS provides its unique opportunities, including the JICA Developing Studies Program, intern training, and interaction of administrative officials with Japan's government ministries, and hospitable support during the stay in Japan by the implementing agent is also a key feature. JDS targets young administrative officers, etc. who act in the role of policy planning/implementing for Maldives' socioeconomic development, and JDS returned fellows are expected to become Maldives' future leaders in the pro-Japanese group. They can be a valuable asset toward the enhancement of bilateral relations, so from the viewpoint related to Japan's external policy, this is highly meaningful.

(2) Economic Weakness

⁴⁹ World Bank <https://data.worldbank.org/country/maldives>

⁵⁰ World Bank <https://ida-ja.worldbank.org/about/borrowing-countries>

⁵¹ Effective Utilization of Grant Aid for Countries with Relatively High Income Levels, Ministry of Foreign Affairs, April 2014

Maldives' GNI per capita reached 9,310 USD (2018), and the nation is positioned as an Upper Middle Income Country, but about 25 percent of GDP is from tourism, and so its economic structure, which depends on a single industry, is an issue. Because tourism business depends on foreign currency, its business fluctuates greatly owing to the condition of the world economy. Though the Maldives government has been working on developing other local industries such as agriculture and fishery as key industries next to tourism, such industries are not yet sufficiently developed. From this perspective, Maldives, which depends on tourism as a single industry, is economically vulnerable. One of the JDS components sets out "Economic and Industrial Policy" and therefore the validity of implementing JDS which develops human resources to contribute to improving this issue is high.

(3) Environmental Weakness

Maldives is an island state composed of 1,190 islands and is spread out 823 kilometers to the south and north, which is a factor for restricting socioeconomical development. Because 80 percent of its national land is situated 1.5 meters above sea level, it is vulnerable to natural disasters such as rising sea levels due to climate change. One of the JDS components, "Environment, Climate Change and Disaster Management," is able to contribute to human resource development to overcome Maldives' environmental vulnerabilities.

To develop administrative officers who can contribute to formulating plans, policy preparation for these vulnerabilities and issue resolution is urgent, and the validity of cooperation by JDS, meaning project implementation, is considered to be high.

3-2. Expected Effect of JDS Project

3-2-1. Identifying Relationships with Other JICA Cases and Considering the Feasibility of Collaboration with Them

The basic research, "JDS Effect Verification" conducted in FY2019 proposes criteria items to judge whether the feasibility of target clarification is high based on the current status of the civil servant career system at the time of considering new JDS target countries. As in the case of Kyrgyzstan, it is desirable to form a critical mass so that a high enough number of top level officials all across the important ministries are JDS returned fellows. As such countries are limited, adopting either "a concentrative strategy targeting specific organizations/sections" or "continuous acceptance of competent candidates with high promotion possibilities considering long-term critical mass formation" shall be judged using the proposed criteria.

The criteria items that are applicable to the Maldives among those proposed in the basic research are shown in Table 27. Regarding the Maldives, all civil servants and all individual institutions, without limiting to specific organizations/sections, are to be targeted for the purpose of "continuous acceptance of competent candidates with high promotion possibilities considering

long-term critical mass formation.” As the Maldives has a small number of civil servants, it is a country, like Kyrgyzstan, with the hidden possibility of key senior officers appearing in each administrative organization in the short term. In addition, targeting a broader range of people increases the potential for collaboration with other JICA cases. Details are shown below.

Table 27 Judgment Concerning Feasibility of Target Clarification and Current Status of Civil Servant System

Whether JDS target clarification is possible	Maldives
1. Role allocation between government scholarships for studying abroad (→ Human resources at colleges, private human resources) and technical cooperation/training projects (→ Sectoral human resources)	Yes
2. Whether human resource development needs are growing after physical needs have once been met through grant assistance	Yes
3. Whether there is a system which can respond carefully to the students studying abroad (existence of a JICA office, etc.)	Yes
Current status of civil servants' career system	Maldives
1. Whether there is a specific career track	Yes and no
2. Whether the possibility for a job transfer across ministries/regions is low	Yes and no
3. Whether promotion is easy (needs a master's degree, adoption of an open application system for vacant posts, small number of officials, etc.)	Certainly yes
4. Whether the number of civil servants who move to private sector jobs is low (civil service is attractive)	Yes and no
5. Whether young personnel are in continuous supply	Yes
6. Whether there are few opportunities for studying abroad on the other scholarships	Certainly yes

(1) Requirements for Target Clarification

JDS in the Maldives is a project that has the potential to increase the synergy with other JICA cases. Japan has provided the Maldives government with assistance in various fields including education, disaster management, and fisheries. Currently, “The Project for Formulating a Master Plan for Sustainable Fisheries,” “The Project for Digital Terrestrial Television Broadcasting Network Development,” financial advisory projects, and other assistance projects are being conducted. Role allocation with other JICA cases and the feasibility of collaboration with them have been identified in the following.

Role Allocation with Other JICA Programs for Studying Abroad

The SDGs Global Leader Program has started as part of the JICA long-term training in the environment field, and two participants sent from the Ministry of the Environment are studying at Sophia University. As this program has overlapping targets with the JDS components, Environmental Consideration, Countermeasures for Climate Change and Disaster Risk Management, the two programs may compete for applicants and their candidates may also feel confused. Some measures to prevent this are necessary. In this preparatory survey, after discussing the matter with the JICA Maldives Office, it was decided that JDS focuses on environmental policies while SDGs Global Leader focuses on a technical perspective when accepting students.

If this is put into practice, appropriate role allotment will be performed between JDS and the other JICA programs for studying abroad. JDS will be able to provide projects focusing on the development of human resources who will be responsible for governmental policies. In the Maldives, one person is provided with government scholarship for studying abroad, for which all citizens of the Maldives are eligible to apply, while JDS is not supposed to target persons in the private sector.

When newly considering the invitation of long-term trainees in the future, it is desirable to think carefully about differentiating JDS. It is also desirable to establish a section that can oversee the JICA overseas students (JDS fellows, long-term trainees, and yen loan project students) in a consistent manner.

Collaboration with Other JICA Cases

Japan is providing fire engines, fireboats, seawater oil pollution treatment equipment, and other physical disaster management assistance through Grant Aid. Although such physical needs have not yet been sufficiently met, developing human resources to operate the provided goods is also highly needed. Furthermore, targeting all civil servants and all individual institutions enables JDS to provide non-physical assistance to the counterpart organizations as a side effect. Such assistance includes the development of human resources that will take charge of the master plan formulated by the Ministry of Fisheries, Marine Resources and Agriculture, which supervises “The Project for Formulating a Master Plan for Sustainable Fisheries” implemented by JICA, and the development of human resources that utilize equipment provided by the Ministry of Home Affairs, which supervises “The Project for Digital Terrestrial Television Broadcasting Network Development.” Asking JICA financial advisors for the Ministry of Finance to recommend the Ministry’s competent officials to apply for JDS projects is also possible.

Other than the above, a JICA office is located in the Maldives, which enables detailed care to be taken of the students. Accordingly, role allocation with other JICA cases is possible in the Maldives. Furthermore, expanding the target range allows the project to respond to the needs of the counterparts of other JICA cases.

(2) Requirements for Civil Servants’ Career System

Regarding the requirements, the civil servant system and the conditions of other donors’ assistance in the Maldives have aspects that both allow the JDS outcomes to be attained effectively and those that make the outcomes more difficult to attain. In the civil servant system in the Maldives, there is no specific career track, and civil servants often leave their jobs or change jobs. As his background shows, it is clear that the current Permanent Secretary has also moved from one organization to another. Civil servants are not promoted step by step after they are employed by the ministry, but any civil servant can apply for a vacant senior position if the applicant satisfies the requirements. As the number of civil servants is also small, the civil servant system allows young civil servants to be promoted if they are competent.

No other donors provide scholarships which target only administrative officers, which also gives JDS an advantage in attaining short-term outcomes. When looking at the requirements for the civil servants' career system, the Maldives, just like Kyrgyzstan, has an environment which makes JDS outcomes visible.

3-2-2. Measures to be taken with each indicator toward the achievement of JDS project goals

The effect of the human resource development program is expected to manifest itself in the long term. Therefore, the project goal which is to be reached at the completion of the project, is that "the capacity of human resources engaged in the development issues improves." In addition, overall goal is "to improve the competence of related administrative agencies concerning the development issues" through the effective use of the knowledge and experience acquired by the returned fellows to their organization. Through these, it is expected ultimately "to contribute to solving the development issues of their home country."

The appropriateness of implementing the JDS in Maldives will be evaluated on the basis of this preparatory survey, and will eventually be reviewed by the Japanese government. It is, however, necessary for the Maldivian government dispatching JDS fellows to provide support during their study and after their return and, in addition, for the accepting universities to provide a curriculum that makes contributions to solving the development issues of the country. It is, therefore, expected that the achievement of the project goal will continue to be promoted.

The following indicators used to measure the achievement of the project goal are common to all Components in view of the perspectives mentioned above.

- Ratio of JDS fellows who have obtained master's degree
- Enhancement of the capacity of JDS returned fellows on analysis, policy making and project operation/management
- Policy formulation and implementation by utilizing the study outcomes of JDS returned fellows

With respect to the indicators of "ratio of JDS fellows who have obtain master's degree" and "enhancement of the capacity of JDS returned fellows on analysis, policy making and project operation/management," a high completion rate is expected to be achieved as a result of the steady implementation of the following: 1) Encouraging applications by appealing to Human Resource Department in the organizations that are consistent with each Sub-Program and Component as well as the human resources that match the intent of the project at the time of recruitment; 2) Selecting JDS fellows on the basis of academic knowledge, relevant work experience, basic quality, and potential for contribution after returning to the country; and 3) Offering various types of support and regular monitoring (namely, managing and advising on academic, lifestyle, and

health issues in the form of interviews) to JDS fellows in Japan.

Regarding the other indicator, “policy formulation and implementation by utilizing the study outcomes of JDS returned fellows,” it is desirable to make efforts so that returned fellows are able to use the knowledge and capabilities acquired in Japan. In the Maldives Civil Service System, it is possible for the Civil Service Commission to impose an obligation of reinstatement on the civil servants who obtain a scholarship and study abroad and insist that their relevant section promises to secure promoted positions for them after their reinstatement. Moreover, if the Ministry of Higher Education responsible for scholarship notifies each individual institution of JDS, it will become possible to impose a similar obligation on the members of individual institutions which are excluded from the Civil Service System and not under the chain of command of the Civil Service Commission under the conditions of a reinstatement obligation and promoted positions. It is expected that Civil Service Commission and Ministry of Higher Education will take an initiative to be able to allow JDS fellows to utilize the knowledge gained by studying abroad.

In addition, it is integral to monitor how the JDS fellows’ experience in Japan will be utilized in their professional careers after returning to their country over the mid to long term in order to evaluate the effectiveness of the JDS project. Through the monitoring, it is required to conduct follow-up activities necessary for producing project outcomes and support JDS fellows to further develop their professional skills and expand the networking. Appropriate follow-up activities will not only clarify the project outcomes, but also maintain relations between JDS fellows and Japan, and benefit Japan into future collaboration with JDS fellows who are familiar with Japan and will be leaders of the country.

3-3. Comparison with Other Scholarship Programs Provided by Other Donors

The JDS basic research analyzed the factors that contribute and hinder the effective progress and achievement of the JDS project, in comparison with other donor’s scholarship program. Based on this the factors in terms of JDS Maldives are summarized as shown in the table below:

**Table 28 Examples of Factors that Affect the Achievement of JDS Maldives
(Findings from JICA Basic Research)**

Items	Contributing Factors	Inhibiting Factors
Recruitment, selection, before coming to Japan.	<ul style="list-style-type: none"> ● Highly transparent selection ● University faculty members conduct local interviews and contribute to the selection of appropriate human resources. ● Acceptance field meets development needs ● Recommendation for application by the partner government 	<ul style="list-style-type: none"> ● work experience is required ● Limited target organizations / fields ● Long selection period ● There is little pre-training for improving English ● There is no training to learn Japanese culture and language ● Strict rules during study abroad
During the arrival in Japan	<ul style="list-style-type: none"> ● Providing high-quality educational opportunities in Japan ● Living support for students 	<ul style="list-style-type: none"> ● Low awareness by Japanese ministries
After returning home	<ul style="list-style-type: none"> ● Building a network between returned fellows and the accepting universities ● There are regulations for returning to work. The Japanese government is working on the appropriate allocation of returned fellows to the partner government 	<ul style="list-style-type: none"> ● Undeveloped mechanism for Japanese government and companies to utilize returned fellows ● As there is no way to obtain information from Japan, it is difficult to have an identity as a "JDS returned fellow."

Furthermore, project partnership with accepting universities enables each university to be widely involved in the selection of candidates, and the Special Program, which is offered in addition to existing university programs, provides curriculums that meet needs of each JDS fellow and country. The throughout involvement of accepting universities in the selection, guidance, acceptance and follow-up works as an advantage to JDS project.

In addition, proactive involvement of the Agent in the establishment of project policy each year and its versatile support for JDS fellows, such as recruitment and selection of candidates, send-off, regular monitoring throughout their stay in Japan, alumni activities and reappointment to their original job posts after their return, give JDS project a comparative advantage over other donors. Though the average completion rate of Japan's master's program for the past 10 years (2008-2017) is 87.8 percent, that of JDS is 98.6 percent for the past 20 years.

Maldivian people who live close together in a small land have a culture that values the local community and may have a high similarity to the Japanese life culture⁵². Furthermore, in Maldives, where there are no targeted scholarships for civil servants and few full scholarships, JDS with these two features is a great advantage. As the negative factor, the Ministry of Higher Education has pointed out that the Maldives recognizes that studying in Japan is only available in Japanese. By carefully explaining that it is a full scholarship for civil servants, it is expected that there will

⁵² Based on the hearing investigation at Embassy of Japan in Maldives on July 4, 2019.

be many civil servants with an aspiration to contribute to the development of the Maldives apply for JDS.

3-4. Project Evaluation Indicator Data

3-4-1. Indicators for Outcome and Impact of JDS project

The following table shows the proposed indicators for the project results and impact of JDS in Maldives. Through the project implementation, the quantitative data will be accumulated before assessing the results and impact.

Table 29 Project Evaluation Indicator Data on JDS Maldives (Tentative)

Inaugural year		XXXX
Number of Slots per year		XXXX
Fellows accepted	Total	XXXX
	Sex	Male X Female X
	Average age	XX
Returned fellows	Total	XX
	Fellows who obtained degree	XX
	Fellows who failed degree	XX
	Completion rate	XX%
By category of work place	Upon arrival	Ministry X%, Other central agency X%, District agency X%
	After return to country	Ministry X%, Other central agency X%, District agency X%
Ration of management level (upper than director)	Upon arrival	XX (X %)
	After return to country	XX (X %)

In addition, in order to decide the items for measuring qualitative effects, information will be gathered focusing on the following items as the definition of best JDS practices.

Table 30 Items indicating Qualitative Effects of JDS (Proposal)

1. Contribution to resolving development issues in the country
Attaining promotion, obtaining influential power inside the organization, and engaging in policy making as a key person
Especially utilizing research conducted on the Master's Degree Course
Conducting activities concerning political measures as a member of JDS alumni
2. Contribution to strengthening relationships with Japan as a Japanophile
Engaging in JICA projects as the counterpart
Participating in diplomatic negotiations with Japan
Collaboration with private businesses in Japan and participating in joint research studies with Japanese universities
Implementing activities concerned with strengthening relationships with Japan as JDS alumni members
3. Utilization of networks other than the above
Smoothly conducting services utilizing the JDS fellow network
4. Other secondary outcomes
Contribution to university internationalization (mainly students staying in Japan) and contribution to regional internationalization (mainly students staying in Japan)
Planning and implementing social contribution activities, activities concerning Japan, and other

activities to raise JDS values using the name of JDS outside the worksite
Academic contribution (excellent academic achievement, submission of articles to journals, sharing of research outcomes, etc.)

3-4-2. Degree of Capacity Building of JDS fellows (Effectiveness evaluation of the JDS Project)

Evaluation indicators are set to conduct terminal evaluation with diversified perspectives. The effectiveness of the project can be measured on the basis of various criteria including the independence of relevant organizations and the activities of JDS fellows after returning to the country, in addition to the management and progress of the project. Focusing on JDS fellow monitoring that is the fellow information management function, which is also a feature of JDS, indicators are created to evaluate the “degree of capacity building of JDS fellows (especially capacities necessary for policy making and implementation)” and the “level of appropriateness of university curricula” and also conduct a questionnaire survey⁵³. The survey respondents were principally JDS fellows.

(1) Contents of Survey

As for the “degree of capacity building of JDS fellows,” given that the “development of young administrative officers” is the objective of the JDS project, it was aimed to examine changes in the abilities required for policy making and implementation in the developing country as a result of the JDS project. In concrete terms, the survey was conducted to measure improvements in skills and thinking abilities such as “scientific research and analytical skills,” “logical thinking ability,” “problem-solving ability” and “leadership,” as well as changes in attitudes including “morality,” “discipline,” “sense of responsibility” and “aggressiveness”.

The appropriateness of university curricula for the solution of development issues, on the other hand, was already confirmed when the curricula were presented for screening before the beginning of the survey. Survey items are, therefore, created in order to check whether the proposed curricula were actually implemented and, in addition, whether the offered curricula truly produced an outcome that contributes to resolving the development issues.

(2) Method of Survey

The questionnaire survey to measure “degree of capacity building of JDS fellows” targeting JDS fellows was undertaken upon their completion of study. At the time of the completion of their study, questionnaires are to be distributed to and collected from all the fellows at each accepting university and in each graduate school.

In addition, during the evaluation meeting held before the JDS fellows return to their home country, they are directly asked for details of their evaluations concerning the educational quality

⁵³ “Questionnaire on Periodic Survey on JDS Fellows’ Abilities” supervised by Mr. Hiromitsu Muta, former director / vice president of Tokyo Institute of Technology

of each university/department, the adequacy of the assistance system, the status of student life in Japan, points for JDS improvement, and so on based on their responses to the questionnaire survey. Through this, best practices and issues are gathered to be used as a reference for project improvement.

3-5. Issues and Recommendations

Issues and recommendations obtained in this survey are as follows.

(1) Implementation Coordination

In this preparatory survey, the agreement was reached with the Maldivian side on the important matters such as (i) the objective of the JDS project, (ii) system of the Operating Committee, and (iii) the accepting plan. It was a great success to obtain a thorough understanding from not only the Ministry of Foreign Affairs of Maldives, which will become a Co-Chair of the Operating Committee, but also the Ministry of Higher Education, which will be in charge of the overall scholarship program for the Maldivian people and the Civil Service Commission, which assumes the role of human resource development of civil servants. The Ministry of Higher Education has promised cooperation toward dissemination of JDS by holding a recruitment briefing, etc., and it was agreed with the Civil Service Commission on building a mechanism whereby, through imposing reinstatement obligations of certain years on both JDS fellows and the division to which such persons belong, JDS returned fellows can take advantage of the knowledge learned in Japan at such division steadily. It is assumed that the system for improving the quality of the project will be developed in the future.

(2) Points to Note on Recruitment Activities

Recruitment Strategy in light of the Free and Open Indo-Pacific Concept

Maldives is located at an important point of the Indian Ocean sea lane connecting Japan and the Middle East / Africa and has also geopolitical importance toward achieving Japan's Free and Open Indo-Pacific strategy. China, under the One Belt, One Road Initiative concept, has also made a large amount of investment and assistance to Maldives and has been proceeding with infrastructure development such as construction of the China-Maldives Friendship Bridge and housings on the artificial islands, but repayment of excessive debt is a concern. In this context, at the Maldives Partnership Forum held in 2019, Mr. Kentaro Sonoura, Special Adviser to the Prime Minister made a speech and expressed cooperation based on the Free and Open Indo-Pacific concept in the form of going along with the policy priority issues promoted by Maldives. It is important, recognizing JDS as one of the projects of this concept, under the "spirit of respecting the autonomy of the partner country and its local people and growing/developing together," to proceed with JDS public relation activities promoting the strength of Japan such as high quality rather than quantity and the differentiation from the other countries' assistance.

Recruitment Strategy for Local Civil Servants

In Maldives, in light of the limited number of the civil servants, it is desirable that a wide range of human resources be targeted. In particular, local recruitment activities will become important. Considering that the importance of developing local civil servants in the JDS project as assessed by the operating committee members of both Japanese and Maldivian sides, as well as decentralization, which is mentioned in the Strategic Action Plan 2019-2023 announced by the Maldives government, are the main subjects, how we recruit capable civil servants from local regions will be key. In addition, in Maldives, the other duties of donor scholarship offices often overlap with those of the offices in Sri Lanka. Given that the recruitment activities of the other donor scholarship programs do not spread thoroughly to the over 200 local islands where people reside, conducting recruitment activities for the local regions with JDS is thought to be effective to obtain potential excellent candidates who have not been able to apply owing to lack of information.

Recruitment Strategy Exploiting Japan's Characteristics

In order to achieve JDS objectives, obtaining excellent international students can be a precondition. Therefore, it is important to collect more excellent applicants from main targeted organizations in the recruitment activities. However, at the present time, with high mobility of higher education, the competition for obtaining international students among donors is intense.

Currently, the universities of Japan are not ranked highly in the world university rankings such as those of the Times Higher Education (THE) and Quacquarelli Symonds (QS), and in view of this situation, their international competitiveness and name recognition is low. Even in academic fields, while the universities of Japan are thought to be strong in engineering generally, they are not necessarily thought to be strong in the social sciences, which is mainly targeted by JDS. Therefore, in order to attract attention to studying in Japan, in addition to introducing the attractiveness of universities, a different approach is required.

First, by building human relationships with persons in charge of JDS of the ministries which will be the target organizations and obtaining cooperation and information in the ministries, a certain effect is anticipated. Most applicants often obtain information from the department in charge of JDS of each ministry. In order to spread information from persons in charge of JDS to the applicant level, it is most important to build good relationships with persons in charge and obtain cooperation. It is vital to conduct steady business activities such as visiting the main government organization frequently and increasing awareness of JDS itself.

In addition, it is necessary to promote the benefits of JDS to persons in charge of the ministries. It should be actively promoted that because JDS targets administrative officers and is a program for human resource development consistent with the Maldives development issues, not only are

there the added values of the program contributing to the medium- and long-term development of Maldives, with accepting universities positioned as project partners and JDS is providing, in addition to existing programs, a curriculum that conforms to the country through a special program, but also that it has arranged a consistent guidance system/accepting system and that it has hospitable support such as the regular monitoring which international students can receive throughout their period in Japan.

In addition, in the JICA Development Studies Program (JICA-DSP), which JICA is promoting now, the fact that international students can learn not only from research in their specialized fields but also Japan's development experience would also be an attractive point.

The Impact of Coronavirus

Regarding the spread of the coronavirus (COVID-19) infection in this year, at the present time, it is unclear whether it will impact the international students coming to Japan next year. Though it cannot be predicted at the present time if the situation concerning the coronavirus will impact the number of applicants in FY 2020, it is necessary to collect information on and note this matter.

(3) Points to Note on Selection Activities

Selection in the Light of the Situation of Maldives

There was some advice concerning JDS recruitment selection from the Ministry of Higher Education and the Civil Service Commission, which are members of the Operating Committee. One such piece of advice was a concern about whether most of civil servants could meet the level of math ability required by Japanese graduate school. Given the concern, the survey team asked the Civil Service Commission to confirm the past exam questions of math tests conducted by JDS and obtained an opinion from it that it would be of no consequence because such exam content would be solved by civil servants if they have the math ability at university admission level. However, the Commission suggested that because civil servants do not use math in daily business and are not accustomed to using it, understanding of the applicants will develop by implementing pretest or math training before conducting a math test in the selection of JDS. For this reason, it is necessary to keep in mind the implementation of pre-training before the math test during the selection period depending on the situation of the math results of candidates for the first FY.

In addition, there was a proposal for shortening the recruitment selection period. There was an indication that because the recruitment selection periods of the other donor scholarships of Australia, the U.S., etc. are shorter than that of JDS, if an applicant who has applied for such other scholarship passes it in addition to JDS, such applicant is most likely to decline JDS during selection. In order to prevent such a situation, it is necessary to consider proceeding with shortening the recruitment selection period as much as possible, taking advantage of easier coordination between related parties compared to that with other countries because of the smaller number of accepted students from Maldives than from other countries in which JDS is conducted.

In light of these situations of Maldives, it is thought that considering the implementation of selection specific to Maldives will lead to securing high-quality candidates.

Selection Considering the Outcomes after Returning Home

Through this preparatory survey, it was confirmed that the career path of the Maldivian civil servants is not a mechanism of gradual promotion after joining a ministry and that not only the civil servants but also persons from private businesses can apply for an upper vacant office if the requirements for each post are met. Therefore, changing/leaving jobs often occurs, and in some cases persons who have experienced studying abroad under a donor scholarship have changed jobs to a workplace where such persons cannot exploit their research conducted during the study-abroad period. On the other hand, because such a career path is regardless of seniority, and a person will be appointed to a higher post if such person has the ability, it has the possibility of very important people of the administrative organizations appearing in the short term if excellent human resources study abroad with JDS. In order to realize this, in addition to imposing reinstatement obligations for a certain period by the Civil Service Commission as mentioned above, it will be key to confirm with candidates their intent of contributing to development issues of Maldives through studying in Japan fully at the comprehensive interview by the Operating Committee member, which is the final selection procedure of JDS. For this reason, in the project itself, it is required that careful explanation of the evaluation criteria, emphasized as part of the comprehensive interview, should be made to each interviewer of the Operating Committee member and their understanding obtained so that interviews will be held in line with the objective.

(4) Implementation in collaboration with the other ODA project

In implementing JDS as an ODA project, further collaboration with the other ODA projects is of importance from the viewpoint of Input for Development as with the other cases, not that of a scholarship program for individuals. Japan has provided the Maldives government with assistance in various fields including education, disaster management, and fisheries. Currently, “The Project for Formulating a Master Plan for Sustainable Fisheries,” “The Project for Digital Terrestrial Television Broadcasting Network Development,” financial advisory projects, and other assistance projects are being conducted. There is also a possibility to exploit JDS as assistance in the non-physical aspects to the counterpart organizations of Japan’s grant aid.

In addition, it seems possible to exchange opinions and share knowledge on effective recruitment of highly capable candidates and to make guidance on these scholarships during the course of recruitment such as JDS recruitment briefings among the persons in charge of Japan’s scholarship projects such as SDGs Global Leadership Program implemented by the JICA Maldives Office and Japan MEXT government-sponsored foreign student study program implemented by the Embassy of Japan in Maldives

Moreover, through this preparatory survey, the Maldives government made requests for implementing short-term training in addition to long-term study abroad, and JICA is considering

increasing the quota of Maldives short-term training. One route for consideration is that participants of such short-term training evaluate life, culture, and quality of training in Japan highly and then apply for JDS. A list of young administrative officials who have participated in JICA short-term training program in the past can be used to assess the potential candidates for JDS fellows shared with the JICA Office. With regard to a role of the implementing agent, it is important to implement JDS while being conscious of cooperation with the other ODA projects: the JICA Human Resource Development Project in Maldives, among others.

JICA Human Resource Development Project in Maldives

	Scheme	Number of persons/year
Long-term training	JDS	6
	SDGs Global Leader	1 - 2
Short-term training	Group and Region-Focused Training	20 - 30

In order to strengthen the capacity of young administrative officials, etc. who contribute to the promotion of socioeconomic development, it is thought to be possible to increase the synergistic effect of Japan's other projects by cooperating with and supplementing the other projects, not by JDS only.

(5) Need for Enrichment Programs

Ministries and agencies visited in the field survey requested arranging for a more practical training based on an internship at government offices and enterprises during the two-year stay in Japan as a beneficial step. Further endeavors should be made, which are likely to deliver such added value for the purpose of improving JDS fellows' skills, helping build a human relationship serving as the foundation for a good relationship between both countries and generating differentiation from other scholarship programs. In so doing, instead of merely asking each accepting university to usefully spend special program expenses, it will be necessary to consider introducing a scheme that can be used according to JICA's intention more faithfully.

(6) Importance of Japanese Language

Acquiring knowledge of the Japanese language is helpful to understand the Japanese mind and spirituality more deeply and to help to form a bridge between Japan and Maldives in the future. Even though they stay in Japan for two years, it is limited in opportunity to deepen their understanding of the Japanese and Japanese culture. This isn't a problem, if the project only has the purpose of acquiring knowledge in a specialized academic field, but if the purpose is also to foster human resources that will contribute to the friendly relations between the two countries in the future, it is necessary that among the activities of the project there is a program that teaches Japanese language and promotes an understanding of Japanese culture. Language is the foundation of cultural understanding and it is an essential tool to communicate with the Japanese. In order to continue with the study of Japanese, it is possible to provide opportunities for which

using Japanese is necessary. For this reason, internships in Japanese government agencies and companies, homestay programs that give opportunities to interact with ordinary Japanese and the like are effective.

In the FY2019 JDS Basic Research, in addition to the gradual reduction of scholarship amounts in FY2009, it was also pointed out that the withdrawal of pre-arrival Japanese training from FY2010 was a complex factor that reduced the satisfaction level of JDS fellows. Furthermore, as a certain level of Japanese conversation skill is a common feature among returned fellows who maintain their connection with Japan after returning to their home country, the effectiveness of acquiring the Japanese language has been confirmed to contribute to strengthening bilateral relations. Therefore, it is desired to restore the approx. 3-month training in the Japanese language before coming to Japan.

(7) Networking, Establishment of a Follow-up Scheme and Roles of Implementing Agent

Measures to be taken during the fellows' stay in Japan for follow-up conducted after they return home

To make continuous follow-up easier and link those activities to the results of strengthening the partnership between Japan and Maldives, loyalty to Japan needs to be increased from while JDS fellows' stay in Japan so that they will be motivated to maintain their relationship with Japan following their return. By implementing measures to maintain and develop the loyalty that was increased during their stay in Japan in post-return follow-up, better results can be expected.

In some cases, the implementing Agent is currently providing support in the target countries of the JDS project for establishing an alumni association or holding other events based on the local project office. However, it takes additional time and cost to improve the loyalty of the JDS returned fellows who have lost a connection with Japan for a certain period of time and it is not always efficient.

For this reason, the measures provided for the JDS fellows staying in Japan and the follow-up measures provided after they return home should be discussed in an integrated manner as continuous measures.

Follow-up measures implemented after the JDS fellows return home

For sustainable follow-up activities, it is expected for the Japan side to enhance the follow-up content in collaboration with the existing JICA Alumni Association in Maldives, which is currently under suspension, while absorbing the information and experiences of Australia Awards which has been proceeding activities in order to implement measures for maintaining and improving the loyalty developed during the fellows' stay in Japan. In particular, over the several years until activities come into full swing, Japan is anticipated to support funding and facilitate activities.

The Embassy of Japan in Maldives and the JICA Maldives Office place expectations on the follow-up activities to the persons who have experienced study in Japan, taking the start of JDS project as a turning point. From this, it is suggested that the implementing agent that establishes the JDS Project Office in the Maldives will conduct follow-up activities not only for JDS returned fellows but also for all those who have studied in Japan, who are very useful in promoting understanding of Japan and building friendly relations between the two countries. The number of people who have studied in Japan in the Maldives is limited and it is not difficult to organize them, the effective use of this “diplomatic asset” needs to be considered.

Specifically, at the JDS recruitment briefing session, various uses such as having experienced students studying in Japan explain their experiences in studying abroad are expected.

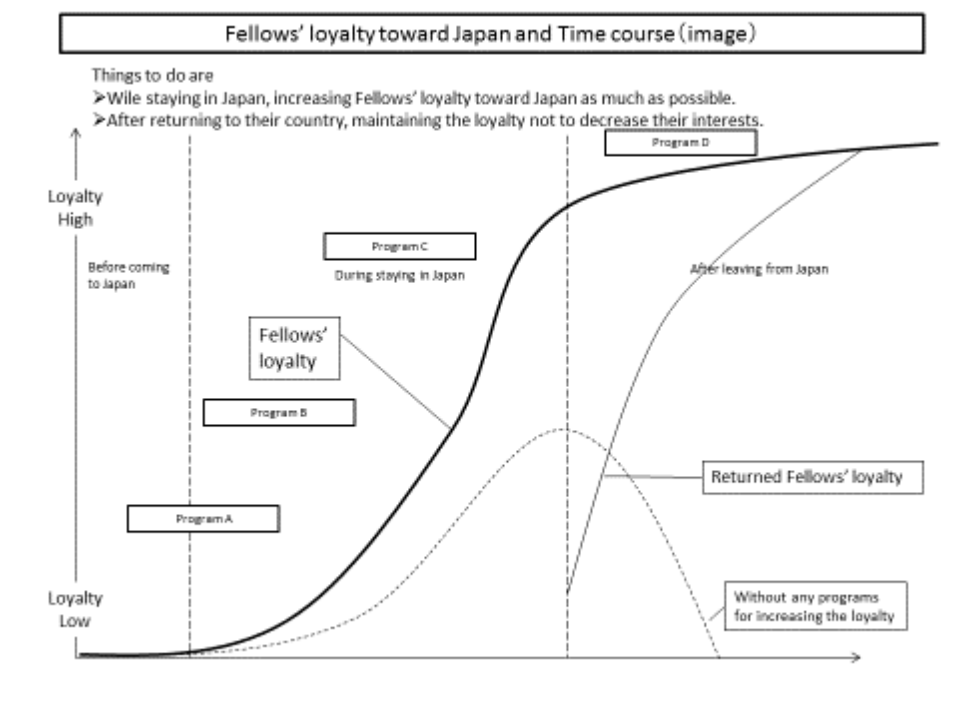


Figure 9 Fellows' Royalty toward Japan and Time Course (Image)

Networking with Japanese administrative officers for networking

From the viewpoint of improving loyalty to Japan, the measures to be provided to the JDS fellows during their stay in Japan generally include the holding of lessons for understanding the Japanese culture and seminars for informing about development experience in Japan. However, it is desirable to implement measures utilizing the greatest characteristics of the JDS project, which mean that the JDS fellows are administrative officers involved in policy making of each country. For the JDS fellows who are expected to serve as a bridge between Japan and Maldives as a person fond of or familiar with Japan, a network with the Japanese ministries and agencies would be useful for their future career. It is desirable to provide support for establishing a network through

exchange with administrative officers and the holding of seminars and workshops with the persons concerned with the Japanese ministries and agencies as a lecturer.

The network formulated by these measures is practical for the fellows' operations after they return home, giving an incentive to the fellows to maintain such network and therefore it is expected to establish a continuous relationship.

Roles to be performed by the implementing Agent

Role as a mediator

The JDS fellows formulate a network with various Japanese people during their stay in Japan. However, it is not easy to meet an appropriate person only by establishing a personal relationship between individuals and such network merely connects a point with a point, having only a sporadic effect. For this reason, the implementing Agent is expected to function as a mediator between the JDS fellows and the Japanese ministries and agencies and the persons concerned with ODA. It is expected that the implementing Agent will perform matching based on the interest of both parties and work for establishing an organizational network and thereby contribute to better project achievements.

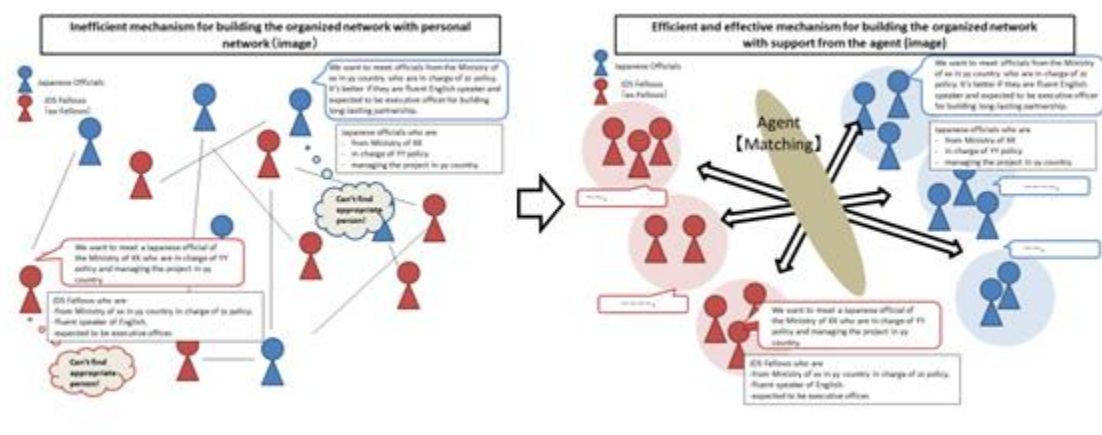


Figure 10 Roles as a Mediator by the Implementing Agent

Firm network foundation with JDS fellows

The implementing agent gets involved with the JDS fellows from the time of public announcement for recruitment and selection, regularly contacts the fellows through monitoring, etc. during their stay in Japan and provides immediate support in the case of emergency. For the JDS fellows, the implementing agent is like a partner having a firm trust relationship. For this reason, the implementing Agent can understand the information on the quality and other matters of JDS fellows in a detailed and integrated manner.

Generally speaking, a problem arising in connection with the follow-up of the fellows is to obtain

the information on their whereabouts after returning home. In the JDS project in other countries, the implementing agent and the JDS fellows have a trust relationship and therefore the JDS fellows can contact the implementing agent even after returning home, and they have already established a relationship and system that make it possible to know the detailed matters on the fellows' division and work.

The role to be played by the implementing agent would be to function as the network foundation with the JDS fellows who are staying in Japan or have returned home based on their mutual trust relationship. The implementing agent's function for establishing a relationship with the JDS fellows should be focused on from the viewpoint of follow-up activities.

Network foundation with the Japanese ministries

On the other hand, it is also important to advertise the JDS project to the persons concerned with the Japanese ministries and agencies. According to the questionnaire survey conducted by the consultant independently, the degree of recognition of the JDS project by the persons concerned with the Japanese ministries and agencies is very low. However, the importance of a network with the JDS fellows is high for the persons concerned with the Japanese ministries and agencies. For example, in terms of the infrastructure export, human resource development is considered to form the basis of all measures taken for the infrastructure export and its many-sided significance was also pointed out by the Ministerial Meeting on Strategy relating to Infrastructure Export and Economic Cooperation.

In order to enhance the opportunities to utilize JDS project at ministries and agencies, it is important to inform them that the fellows from the ministries and agencies that can be counterparts of the projects developed by Japanese ministries and agencies in Maldives are staying in Japan, that the JDS returned fellows have been actually promoted in each country and are playing an important role for diplomacy and economy, and that the existence of the implementing Agent makes it easier to select an appropriate network conveniently and thereby create an opportunity for utilizing the JDS project.

For this reason, the implementing Agent is expected to have a network with, and the ability to transmit information to, not only the persons concerned with ODA but also the Japanese ministries.

The measures mentioned above will make the JDS project a human development project that can achieve the development of the relevant country and the economic growth of Japan at the same time, enabling the establishment of win-win relationship between Japan and Maldives.

3-6. Conclusion

In consideration of geopolitical importance for the Maldives, diplomatic friendship with Japan is extremely important. It is essential that many government officials in the Maldives understand the policies of Japan well in order to realize Japan's "Recruitment Strategy in Light of the Free

and Open Indo-Pacific Concept.” JDS is a project that can contribute to accomplishing that purpose. Under the concept of the “One Belt, One Road Initiative,” China is investing a large amount of funds for construction of the China-Maldives Friendship Bridge, housing on the artificial islands, etc. It is also actively providing short-term training targeting civil servants. Against China’s efforts, Japan is required to provide cooperation considering the Maldives’ future, focusing on quality over quantity, and aiming for medium- and long-term effects. JDS provides its unique opportunities, including the Developing Studies Program, intern training, and interactions between administrative officers and Japan’s government ministries, while the hospitable support provided by the executing agency during stays in Japan is also a key feature. As it also targets young administrative officers who are acting in the role of policy planning/implementation for the Maldives’ socioeconomic development, it is a very useful project for promoting the Maldivian people’s understanding of Japan, and friendly relations between the Maldives and Japan.

Kyrgyzstan is one of the successful JDS models. JDS started there in 2006, and one of the JDS returned fellows became a minister in 2016. Kyrgyzstan has many similarities to the Maldives, such as the scale of the country, and not having many scholarship programs other than JDS. In the Maldives, there is also the possibility that some JDS fellows will become key administrative officers about ten years after returning to their home country. Such a possibility is supported by the Maldives’ civil servant system, which allows persons with ability to be appointed to higher posts regardless of seniority.

In addition, JDS is a project that has hidden potential to increase the synergy with other JICA projects. Considering the scale of the Maldives, compared to Myanmar, Vietnam and other countries with a large population, and the large number of civil servants, it was a concern that excessively minimizing the number of target ministries would make JDS unable to secure a sufficient number of competent fellows in the Maldives. Accordingly, this preparatory survey obtained consensus to target all civil servants and all individual institutions. However, just because the Maldives is a small country, it is surely expected that the JDS returned fellows will have influential power everywhere if JDS “critical mass” is formed among the overall civil servants in the Maldives. As JDS expanded the range of its target organizations, they now include many of the counterpart organizations of other JICA cases, which enables JDS to play the role of complementing the other JICA cases.

Furthermore, the Embassy of Japan in the Maldives and the JICA Maldives Office have expressed their expectations of follow-up activities to those persons who have studied in Japan with the start of the JDS project as a turning point. As the number of persons who have studied in Japan is limited, managing them is not so difficult. It is therefore required to provide follow-up activities not only to JDS returned fellows but also all those who have studied in Japan in an integrated manner through JDS. It is also required to promote the Maldivian people’s understanding of Japan, and to build friendly relations between the Maldives and Japan.

In this way, JDS conducted in the Maldives enables the promotion of “horizontal links” through collaboration with other JICA cases and “vertical links” through liaison with JDS returned fellows. Accordingly, the medium to long term implementation of JDS is essential in order to make maximum effective use of the Japanese diplomatic assets aiming to realize Japan’s “Recruitment Strategy in Light of the Free and Open Indo-Pacific Concept.”

End

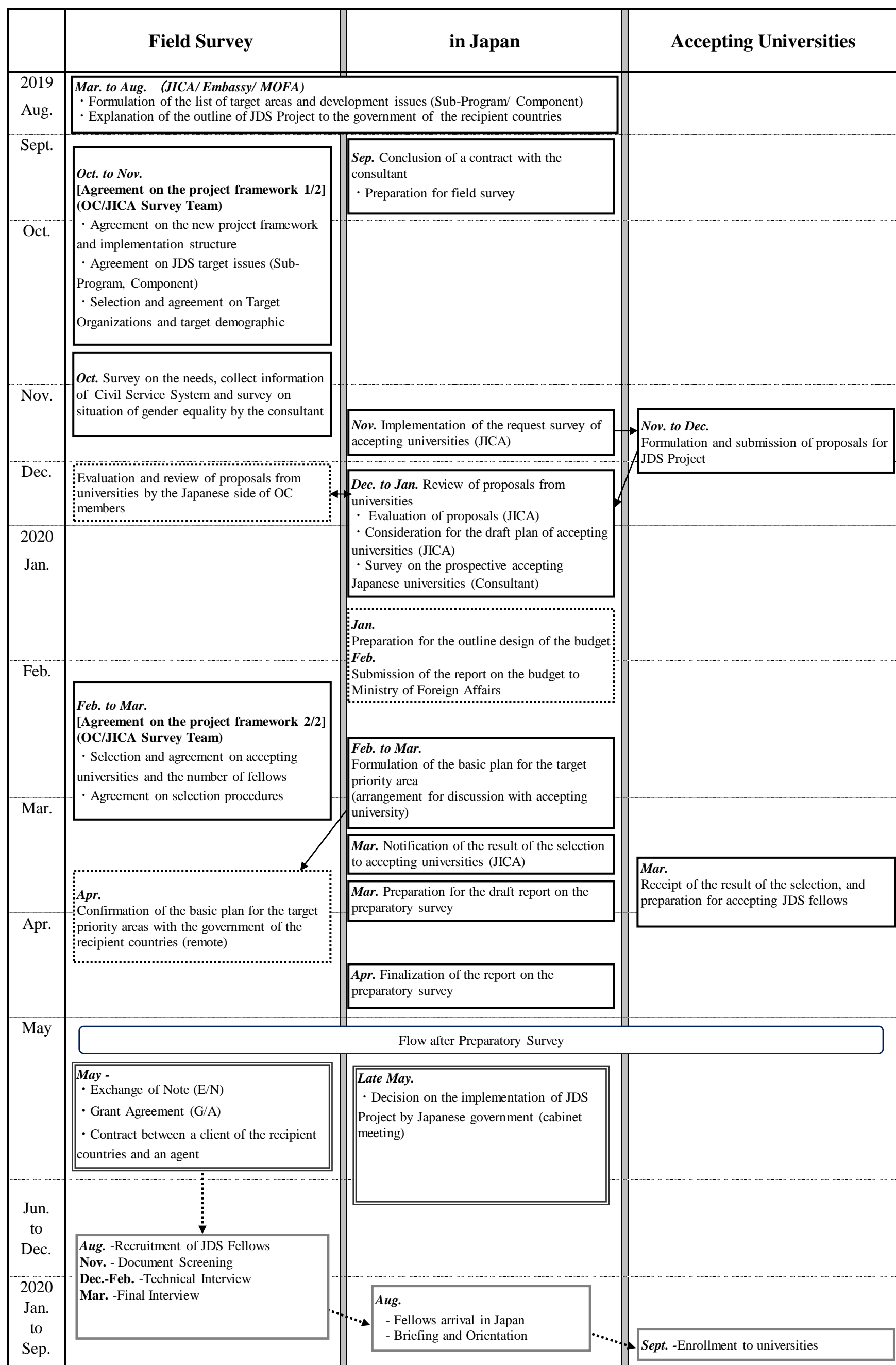
List of Appendixes

1. Member List of the Survey Team
2. Flowchart of the Preparatory Survey for JDS
3. List of Contact Persons
4. Minutes of Discussions (M/D)
5. The Number of JDS Fellows to be Accepted for the Next Four Years
under the JDS Project in Maldives

Member List of the Survey Team

Name	Assigned Work	Organization and Position
Ms. KOBAYASHI Miyako	Leader	Director Grant Aid Project Management Division 2, Financial Cooperation Implementation Department, JICA
Ms. MATSUBARA Maho	Cooperation Planning	Deputy Assistant Director Grant Aid Project Management Division 2, Financial Cooperation Implementation Department, JICA
<Consultants>		
Mr. SHIONOYA Tsuyoshi	Human Resource Development Planning	Managing Director International Student Programs Department I, JICE
Mr. YAMAZAKI Junichi	Overseas Study Planning (1)	Program Manager International Student Programs Division, International Student Programs Department I, JICE
Mr. OGUCHI Shuhei	Overseas Study Planning (2)	Senior Researcher, International Development Center of Japan (IDCJ)
Mr. TANAKA Ayana	Needs Study/ Coordination	International Student Programs Division, International Student Programs Department I, JICE

Flowchart of the Preparatory Survey for JDS in Maldives



The Project for Human Resource Development Scholarships (JDS)
List of Contact Persons during the Field Survey in Maldives

1. Discussion on the Minutes

Date and Time	Contact Person	Remarks
October 2 nd (Wed.), 2019 11:00-12:00	<ul style="list-style-type: none"> ■ JICA Maldives Office – Mr. KAWASAKI Mitsuyoshi, Resident Representative 	Human resource needs in Maldives
October 2 nd (Wed.), 2019 13:00-14:10	<ul style="list-style-type: none"> ■ Civil Service Commission – Mr. Aly Shameem (Alysh), PhD., President – Ms. Aishath Hameeda, Senior Administrative Executive – Ms. Fathimath AMIRA, Commissioner 	
October 2 nd (Wed.), 2019 14:15-15:00	<ul style="list-style-type: none"> ■ Embassy of Japan in Maldives – Ms. YUZAWA Naoko, Second Secretary 	
October 7 th (Mon.), 2019 13:00-14:00	<ul style="list-style-type: none"> ■ Ministry of Higher Education – Ms. Fathimath Hilmy, Permanent Secretary – Dr. Abdul Raheem Hasn, Director General of HR – Ms. Aishath Uraiba Asit, Assistant Director 	
October 9 th (Wed.), 2019 13:00-14:10	<ul style="list-style-type: none"> ■ Civil Service Commission – Ms. Khadheeja Jameela, Director General- Human Capital Development Division – Naha Hussain, Senior Human Capital Management Executive – Ms. Fathimath Habeeba, Director of Civil Service Training Institute – Aishath Hameeda, Senior Administrative Executive 	
October 14 th (Mon.), 2019 11:30-12:30	<ul style="list-style-type: none"> ■ Ministry of Foreign Affairs – Dr. Ali Naseer Mohamed, Secretary Multinational – Ms. Maryan Seena, Joint Secretary, Japan Desk – Ms. Aishath Jumana, Senior Japan Desk Officer 	
October 16 th (Wed.), 2019 13:00-14:00	<ul style="list-style-type: none"> ■ JICA Maldives Office – KAWASAKI Mitsuyoshi, Resident Representative 	Discussion with the operating committee Members
October 16 th (Wed.), 2019 16:00-17:00	<ul style="list-style-type: none"> ■ Embassy of Japan in Maldives – YANAI Keiko, Ambassador Extraordinary and Plenipotentiary – Ms. YUZAWA Naoko, Second Secretary 	
October 17 th (Thu.), 2019 11:00-12:00	<ul style="list-style-type: none"> ■ Civil Service Commission – Mr. Aly Shameem (Alysh), PhD., President – Mr. Zakariyya Hussain, Commission Member – Ms. Khadheeja Jameela, Director General- Human Capital Development Division – Ms. Fathimath Habeeba, Director of Civil Service Training Institute – Aishath Hameeda, Senior Administrative Executive 	
October 17 th (Thu.), 2019 12:00-13:00	<ul style="list-style-type: none"> ■ Ministry of Foreign Affairs – Dr. Ali Naseer Mohamed, Secretary, Multinational – Ms. Maryan Seena, Joint Secretary, Japan Desk – Mr. Ismail Mufeed 	

October 17 th (Thu.), 2019 13:40-14:10	<ul style="list-style-type: none"> ■ Ministry of Higher Education - Ms. Khadeeja Adam, Minister of State - Ms. Aishath Uraiba Asit, Assistant Director 	
October 20 th (Sun.), 2019 10:30-11:30	<ul style="list-style-type: none"> ■ Ministry of Higher Education - Ms. Khadeeja Adam, Minister of State - Ms. Aishath Shafina, Deputy Minister - Ms. Aishath Uraiba Asit, Assistant Director 	
October 20 th (Sun.), 2019 12:00-12:40	<ul style="list-style-type: none"> ■ Ministry of Foreign Affairs - Dr. Ali Naseer Mohamed, Secretary, Multinational - Ms. Maryan Seena, Joint Secretary, Japan Desk - Mr. Ismail Mufeed 	Signing the minutes of discussion
October 20 th (Sun.), 2019 15:00-16:00	<ul style="list-style-type: none"> ■ Embassy of Japan in Maldives - Ms. YUZAWA Naoko, Second Secretary 	Report
October 20 th (Sun.), 2019 16:00-17:00	<ul style="list-style-type: none"> ■ JICA Maldives Office - KAWASAKI Mitsuyoshi, Resident Representative 	
February 17 th (Mon.), 2020 09:00-10:00	<ul style="list-style-type: none"> ■ JICA Maldives Office ■ KAWASAKI Mitsuyoshi, Resident Representative 	Discussion with the operating committee Members
February 17 th (Mon.), 2020 15:00-16:15	<ul style="list-style-type: none"> ■ Embassy of Japan in Maldives - YANAI Keiko, Ambassador Extraordinary and Plenipotentiary - Mr. Kaneko Koji 	
February 18 th (Tue.), 2020 14:00-15:00	<ul style="list-style-type: none"> ■ Ministry of Foreign Affairs - Mariyam Seena, Joint Secretary - Mariyam Bassama Farooq, Assistant Director 	
February 19 th (Wed.), 2020 11:00-12:00	<ul style="list-style-type: none"> ■ Ministry of Higher Education - Khadeeja Adam, State Minister - Aishath Shafina, Deputy Minister - Ibrahim Naseem, Scholarships, Training and Facilitation Director - Fathimath Ibrahim, Planning Director - Aminath Azba Adil, International Relations Officer 	
February 19 th (Wed.), 2020 13:00-14:00	<ul style="list-style-type: none"> ■ Civil Service Commission - Aly Shameem (alysh), PhD., President/Chairman - Fathimath AMIRA, Commissioner - Aishath Hameeda, Senior Administrative Executive 	
February 20 ^h (Thu.), 2020 11:00-11:45	<ul style="list-style-type: none"> ■ JICA Maldives Office - KAWASAKI Mitsuyoshi, Resident Representative 	
February 20 ^h (Thu.), 2020 13:00-13:30	<ul style="list-style-type: none"> ■ Ministry of Foreign Affairs - H.E. Ahmed Khaleel, Minister of State - Mariyam Seena, Joint Secretary, - Mariyam Bassama Farooq, Assistant Director 	Signing the minutes of discussion

2. Visit to expected Target Organizations

Date and Time	Contact Person	Remarks
October 3 rd (Thu.), 2019 13:00-14:10	<ul style="list-style-type: none"> ■ Ministry of Education - Ms. Sharma Naseer, Deputy Minister - Mr. Ahmed Ali, Permanent Secretary - Mr. Naseed, Director General of Human Resource 	Human resource needs in Maldives
October 6 th (Sun.), 2019 09:00-10:00	<ul style="list-style-type: none"> ■ Ministry of Fisheries, Marine Resources and Agriculture - Mr. Shafia Aminath (PhD), Permanent Secretary - Mr. M. Shiham Adam (PhD), Director General of Fisheries - Mr. Ibrahim Shabau, Director General of Agriculture - Mr. Ali Amir, Director 	
October 6 th (Sun.), 2019 11:00-12:00	<ul style="list-style-type: none"> ■ Attorney General's Office - Mr. Ahmed Shiyau, Permanent Secretary 	
October 6 th (Sun.), 2019 13:00-14:10	<ul style="list-style-type: none"> ■ Ministry of Home Affairs - Mr. Ibrahim Hameed, Permanent Secretary - Mr. Fathimath Leena, Director General of HR - Mr. Atheega Moosa, Learning and Development - Mr. Aishath Zohir, Policy planning section 	
October 7 th (Mon.), 2019 13:00-14:00	<ul style="list-style-type: none"> ■ Addu City Council - Mr. Abdulla Sodiq, Addu City Mayor 	
October 7 th (Mon.), 2019 10:00-10:45	<ul style="list-style-type: none"> ■ National Disaster Management Authority - Mr. Umae Fikry, Deputy Chief Executive - Ms. Sofeena Hassan, Director General for HR 	
October 8 th (Tue.), 2019 11:00-11:45	<ul style="list-style-type: none"> ■ Anti-Corruption Committee - Mr. Majid Hassan, Head of Investigation - Ms. Hawwa Sana, Head of Human Resource 	
October 9 th (Wed.), 2019 11:00-12:00	<ul style="list-style-type: none"> ■ Ministry of Arts, Culture and Heritage - Director General of HR 	
October 9 th (Wed.), 2019 09:00-09:40	<ul style="list-style-type: none"> ■ Judicial Service Commission - Ms. Izmeera Shiham, Secretary General - Ms. Moomina Umar, Director Corporate Affairs 	
October 9 th (Wed.), 2019 11:10-12:00	<ul style="list-style-type: none"> ■ Ministry of Islamic Affairs - Mr. Abdul Haseeb Ismail, Director in Finance - Mr. Hohamed Shareef, Assistant Director in HRD - Ms. Athiyya Hassan, Assistant HR officer 	
October 10 th (Thu.), 2019 13:00-14:00	<ul style="list-style-type: none"> ■ Ministry of Environment - Mr. Ajwad Musthafa, Permanent Secretary - Mr. Ibrahim Mohamed, Deputy Director General, Environmental Protection Agency - Mr. Abdul Muhsin Ramiz, Director, Meteorology, Maldives Meteorological Service - Mr. Ahmed Rasheed, Director, Meteorology, Maldives Meteorological Service - Mr. Muawiyah Shareef, Director, Maldives Energy Authority - Mr. Iham Atho Mahamed, Director - Ms. Fzeela A Shaheem, Associate Legal Counsel - Ms. Athifa Ahmed, Deputy Director - Ms. Mariyam Aliyya, Assistant HR Officer 	

October 10 th (Thu.), 2019 11:00-12:00	<ul style="list-style-type: none"> ■ Ministry of Housing and Urban Development - Mr. Ahmed Nasheed, State Minister - Mr. Mohamed Khalis, Deputy Minister - Mr. Zuhurulah Siyaad, Deputy Minister - Mr. Moosa Zameer Hassan, Permanent Secretary - Ms. Zidna Uarahiw, HRD Director 	
October 10 th (Thu.), 2019 9:00-9:40	<ul style="list-style-type: none"> ■ Ministry of Youth, Sports and Community Empowerment - Mr. Mamdhoo Rasheed, Director of HRD - Ms. Futhimath Ahmed, Assistant Director of HRD 	
October 10 th (Thu.), 2019 09:00-10:00	<ul style="list-style-type: none"> ■ Election Commission - Mr. Abdul Rahman Salah Rasheed, Secretary-General - Mr. Hssan Zakariyya, HR Director - Ms. Saushan, Officer 	
October 10 th (Thu.), 2019 09:00-10:00	<ul style="list-style-type: none"> ■ Maldives Broadcasting Commission - Mr. Mohamed Nasih, Secretary General - Mr. Ahmed Rashid, Director, Administration and Human Resources - Ms. Aishath Shaaheen, Director, Planning and Projects 	
October 13 th (Sun.), 2019 11:00-11:45	<ul style="list-style-type: none"> ■ Ministry of Gender, Family and Social Services - Mr. Ahmed, Director General of HR 	
October 13 th (Sun.), 2019 10:00-10:45	<ul style="list-style-type: none"> ■ Ministry of Tourism - Ms. Aishath Susan Haneef, Permanent Secretary 	
October 13 th (Sun.), 2019 10:00-10:45	<ul style="list-style-type: none"> ■ Ministry of Communication, Science and Technology - Mr. Mohamed Maleeh Jamal, Minister - Mr. Mohame Shareef, Permanent Secretary 	
October 13 th (Sun.), 2019 13:00-14:10	<ul style="list-style-type: none"> ■ Ministry of Finance - Ms. Mariyam Manarath Muneer, Senior Policy Director - Ms. Haseena Mohamed, HR Executive - Ms. Aishath Fazla, Director - Ms. Hawwa Ayaza, HR Officer 	
October 14 th (Mon.), 2019 11:00-12:10	<ul style="list-style-type: none"> ■ Local Government Authority - Mr. Mohamed Naseer, Corporate Director - Ms. Fathimath Adam, Assistant Director for HR 	
October 14 th (Mon.), 2019 15:00-16:00	<ul style="list-style-type: none"> ■ Maldives Monetary Authority - Ms. Lubna Abdul Gadir Executive Director, HR Division 	
October 15 th (Tue.), 2019 09:00-10:00	<ul style="list-style-type: none"> ■ Maldives National University - Ms. Asiya Ibrahim, Director General - Mr. Saudhula Ali, Registrar 	
October 15 th (Tue.), 2019 09:00-10:00	<ul style="list-style-type: none"> ■ Ministry of National Planning and Infrastructure - Ms. Zeeniya Ahmed Hameed, Permanent Secretary - Mr. Ahmed Tholhath, DG of Construction Industry Development - Mr. Mohamed IMAD, Chief Project Executive of National Planning - Mr. Mohamed Shafe, DG of Geomatics - MLSA - Mr. Mohamed Afeef Hussain, DG of PWSD - Mr. Thaluweeta Ibrahim, DDG of Corporate Affairs Division, NBS 	

	<ul style="list-style-type: none"> - Mr. Fareeda Yoosuf, Director of Department of National Registration - Mr. Hassan Saamee, Assistant Engineer, Infrastructure Department - Mr. Shaufa Mohamed, Assistant Director - Mr. Sajidha Zahir, Legal Officer - Mr. Ahmeel Munners, Director of ICT - Ms. Aminath Maleeha Ibrahim, Assistant Architect - Ms. Mshath Shamld, Director of HR sectio - Ms.Fathimath Hangn, Assistant Director of HR and Admin Section, MLSA 	
October 15 th (Tue.), 2019 12:10-12:55	<ul style="list-style-type: none"> ■ Ministry of Economic Development - Mr. Yusuf Riza, Permanent Secretary 	
October 15 th (Tue.), 2019 13:10-13:45	<ul style="list-style-type: none"> ■ Ministry of Health - Ms. Khadheeja Abdul Samad Abdulla, Permanent Secretary - Ms. Aishath Risamy, Assistant Director, Policy Planning and International Health - Ms. Fathmath Afa Adnan, Senior Public Health Program Officer - Ms. Fathimath Sahuza, Senior Project Officer - Ms. Aminath Nashia, Assistant Director, HR 	
February 18 th (Tue.), 2020 10:00-10:40	<ul style="list-style-type: none"> ■ Ministry of Finance - Mr. Ahmed Iman Moosa, Deputy Minister - Ms. Aishath Fazla, Director, Acting Head of Corporate Affairs Department - Ms. Haseena Mohamed, Human Resource Executive 	
February 20 th (Thu.), 2020 10:00-10:45	<ul style="list-style-type: none"> ■ President Office - Sabra Norrdeen, Secretary, Foreign Relations, Foreign Relations Section 	

3. Visit to Other Organizations

Date and Time	Contact Persons	Remarks
October 6 th (Sun.), 2019 16:10-17:10	<ul style="list-style-type: none"> ■ Greater Male' Industrial Zone Ltd - Mr. Saleem, Director of HR 	Human resource needs of state owned enterprises
October 7 th (Mon.), 2019 15:00-15:45	<ul style="list-style-type: none"> ■ FAHI DHIRIULHUN CORPORATION - Ms. Niha, Marketing Manager - Mr. Irfan Waheed, Assistant Manager, Technical and Planning - Ms. Lifan, Assistant Manager, Planning 	
October 8 th (Tue.), 2019 09:00-10:00	<ul style="list-style-type: none"> ■ Housing Development Finance Corporation - Raheema Saleem, Managing Director 	
October 8 th (Tue.), 2019 09:00-10:00	<ul style="list-style-type: none"> ■ SME Development Finance Corporation - Ms. Fathimath Muna (Head of Credit) - Mr. Faathih Zahir (Finance Manager) 	
February 17 th (Mon.), 2020 18:30-20:30	<ul style="list-style-type: none"> ■ Civil Servants and officers of individual institution with the experience of study in Japan - Ms. Fathimath Shifza, Custom Service - Mr. Abdul Rasheed Ibrahim, Custom Service - Mr. Ismail Hamdoon, Custom Service - Mr. Ahmed Niyaz, Custom Service - Mr. Ahmed Faheem, Custom Service - Mr. Mohamed Simad, Custom Service - Mr. Mohamed Moosa, Custom Service - Ms. Shurahu Abdul Wahid, Ministry of Finance - Ms. Saushan, Election Commission 	Scholarship program in Japan
February 17 th (Mon.), 2020 12:00-13:00	<ul style="list-style-type: none"> ■ Civil servant with the experience of study in Japan - Ms. Shurufa Abdul Wahid, Debt Management Executive. Resource Mobilization And Debt Management Department, Ministry of Finance 	
February 18 th (Tue.), 2020 10:45-11:00	<ul style="list-style-type: none"> ■ Civil servant with the experience of study in Japan - Ms. Shurufa Abdul Wahid, Debt Management Executive. Resource Mobilization And Debt Management Department, Ministry of Finance 	


**MINUTES OF DISCUSSIONS
ON THE PREPARATORY SURVEY OF
THE PROJECT FOR HUMAN RESOURCE DEVELOPMENT SCHOLARSHIP
TO THE REPUBLIC OF MALDIVES**

In response to a request from the Government of the Republic of Maldives (hereinafter referred to as “Maldives”), Japan International Cooperation Agency (hereinafter referred to as “JICA”) decided to conduct a Preparatory Survey in respect of “the Project for Human Resource Development Scholarship” (hereinafter referred to as “the JDS Project”) to be implemented in Maldives.

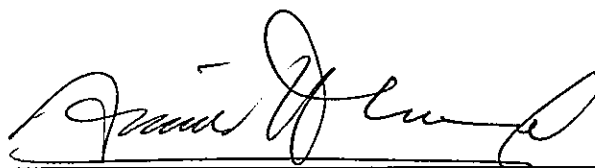
In view of the above, JICA dispatched a Preparatory Survey Team (hereinafter referred to as “the Team”) headed by Miyako Kobayashi, Director, Grant Aid Project Management Division 2, Financial Cooperation Implementation Department, JICA to Male from October 16 to 20, 2019.

The Team held a series of discussions with the members of the Operating Committee of the JDS Project (hereinafter referred to as “the Committee”). The both parties reached an agreement on the JDS Project as attached hereto.

Male, October 20, 2019



Miyako Kobayashi
Leader
Preparatory Survey Team
Japan International Cooperation Agency

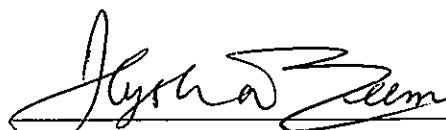


Ali Naseer Mohamed
Secretary, Multilateral
Ministry of Foreign Affairs

(Witness)



Khadeeja Adam
Minister of State
Ministry of Higher Education



Aly Shameem
President
Civil Service Commission

I. Objective of the Preparatory Survey

The Maldives side understood the objectives of the Preparatory Survey explained by the Team referring to ANNEX 1 “Flowchart of the Preparatory Survey and Implementation Schedule of the JDS Project”.

The main objectives of the Survey are:

- (1) To agree on the framework of the JDS Project from Japanese fiscal year 2020 to 2023 to be implemented under Japan’s grant aid
- (2) To design the outline of the JDS Project through collecting basic information on human resource development for public service officials in Maldives
- (3) To explain the outline of the JDS Project to senior public service officials
- (4) To estimate overall costs of the first cycle, that is a period of four years, of the JDS Project

II. Objective of the JDS Project

The objective of the JDS Project is to support human resource development in recipient countries of Japanese Grant Aid, through highly capable, young public service officials and others, who are expected to engage in formulating and implementing social and economic development plans and are expected to become leaders in their countries, by means of accepting them in Japanese universities as JDS Fellows. Moreover, the Project aims to strengthen the partnership between their countries and Japan.

JDS Fellows accepted by the Project will acquire expert knowledge, conduct research, and build human networks at Japanese universities, and are expected to use such knowledge after returning to their work, to take an active role in solving practical problems of the social and economic development issues that their countries are facing.

III. Framework of the JDS Project

1. Project Implementation under the Operating Guidelines

The Maldives side confirmed that the JDS Project is implemented under the framework described in the “Operating Guidelines of the Project for Human Resource Development Scholarship (ANNEX 2)” and “Flowchart of JDS Maldives (ANNEX 3)” including the following items.

2. Implementation Coordination

The both parties confirmed that the implementation coordination of the JDS Project is as follows.

(1) Executing Organization

Ministry of Foreign Affairs is regarded as the Executing Organization.

(2) **Implementing Organization**

Ministry of Higher Education is regarded as the Implementing Organization.

(3) **Operating Committee (hereinafter referred to as "O/C")**

The Committee is composed of the representatives from the following organizations.

Maldives side

- Ministry of Foreign Affairs (Co-chair)
- Ministry of Higher Education
- Civil Service Commission

Japanese side

- Embassy of Japan (Co-chair)
- JICA Maldives Office

3. Target Areas of the JDS Project

Based on the discussion held between the both parties, target priority areas as Sub-Program and target development issues as Component are identified in ANNEX 4.

4. Target Organizations

Both parties agreed to select the candidates of the JDS Project from public service officials mainly from the target organizations in accordance with the allocated Component mentioned above. The target organizations shall be finalized at the O/C meeting before starting recruitment based on the tentative list of target organizations (ANNEX 4).

5. Maximum Number of JDS Fellows

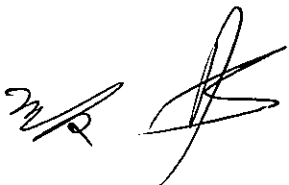
The total number of JDS Fellows for the first batch in Japanese fiscal year 2021 shall be at six (6) per every year and 24 number in total for four batches, from Japanese fiscal year 2021 to 2024. The Team also explained that Ph.D. program could be introduced from 2nd Phase which start in fiscal year 2024 and would be selected among the graduated JDS fellows in the first Phase.

6. Accepting Universities and Supposed Numbers of JDS Fellows per University

Maldives side agreed that the Team will select and propose suitable universities based on eligibility of proposals to the target areas, and the universities shall be agreed during the next survey in February 2020.

7. Monitoring and Evaluation

In order to understand the features of the JDS Project, the Team recommended conducting monitoring mission to Japan formed by O/C members in its early stage. Maldives side welcomed to participate in the monitoring mission. It was agreed that monitoring and evaluation of JDS graduates should be done actively by the Government of Maldives for expanding their outcomes and human network.



IV. Undertakings of the Project

Both parties confirmed the undertakings of the Project as described in Annex 5.

V. Other Matters Discussed

1. Selection of the JDS Fellows

Both parties confirmed the importance of recruitment and selection of the appropriate candidates, and posting and allocation of the returned JDS Fellows in order to assure the project outcome.

Especially it was agreed that promotion of JDS and recruitment of the competent candidates should be done actively by Maldives.

2. Follow-up of the JDS Fellows

It was agreed that monitoring and evaluation of returned JDS Fellows should be done actively by Maldives side for expanding their outcomes and human network.

3. Short-Term Trainings

Maldives side requested JICA that about 30 people would be accepted in short-term trainings. JICA took note of it.

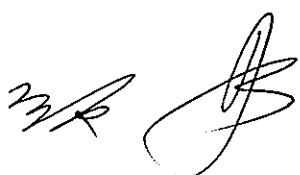
ANNEX 1: Flowchart of the Preparatory Survey of JDS

ANNEX 2: Operating Guidelines of the Project for Human Resource Development Scholarship

ANNEX 3: Flowchart of JDS Project (Draft)

ANNEX 4: Design of JDS Project for four batches (Draft)

ANNEX 5: Undertakings of the Project



	Field Survey	in Japan	Accepting Universities
2019 Aug.	<i>Mar. to Aug. (JICA/Embassy/MOFA)</i> • Formulation of the list of target areas and development issues (Sub-Program/ Component) • Explanation of the outline of JDS Project to the government of the recipient countries		
Sept.		<i>Sep.</i> Conclusion of a contract with the consultant	
Oct.	<i>Oct. to Nov.</i> [Agreement on the project framework 1/2] (OC/JICA Survey Team) • Agreement on the new project framework and implementation structure • Agreement on JDS target issues (Sub-Program, Component)		
Nov.	<i>Nov.</i> Survey on the needs, collect information of Civil Service System and survey on situation of gender equality by the consultant	<i>Nov.</i> Implementation of the request survey of accepting universities (JICA)	<i>Nov. to Dec.</i> Formulation and submission of proposals for
Dec.	Evaluation and review of proposals from universities by the Japanese side of OC members	<i>Dec. to Jan.</i> Review of proposals from universities • Evaluation of proposals (JICA) • Consideration for the draft plan of accepting universities (JICA) • Survey on the prospective accepting Japanese universities (Consultant)	
2020 Jan.	<i>Jan. to Feb.</i> [Agreement on the project framework 2/2] (OC/JICA Survey Team) • Selection and agreement on accepting universities and the number of fellows • Agreement on selection procedures	<i>Jan.</i> Preparation for the outline design of the budget <i>Feb.</i> Submission of the report on the budget to Ministry of Foreign Affairs <i>Feb. to Mar.</i> Formulation of the basic plan for the target priority area (arrangement for discussion with accepting university)	
Feb.			
Mar.	<i>Mar.</i> Confirmation of the basic plan for the target priority areas with the government of the recipient countries (remote)	<i>Mar.</i> Notification of the result of the selection to accepting universities (JICA) <i>Mar.</i> Preparation for the draft report on the preparatory survey	<i>Mar.</i> Receipt of the result of the selection, and preparation for accepting JDS fellows
Apr.		<i>Apr.</i> Finalization of the report on the preparatory survey	
Flow after Preparatory Survey			
May	<i>May -</i> • Exchange of Note (E/N) • Grant Agreement (G/A) • Contract between a client of the recipient	<i>Late May.</i> • Decision on the implementation of JDS Project by Japanese government (cabinet meeting)	
2020 Jun. to 2021 Feb.	<i>Aug. - Nov. [Selection 1/2]</i> (OC/Consultant of Survey Team) • 1st screening by application document • Health examination <i>Dec. - Feb. [Selection 2/2]</i> • 2nd screening by Technical Interview with university faculty • Discussion on the draft of Basic Plan for		
Mar. to Jul.	<i>Jul.</i> Pre-departure orientation		
Aug.		<i>Aug.</i> Student Arrival Briefing and Orientation	<i>Sept.</i> -Enrollment
Sept.			

Operating Guidelines of the Project for Human Resource Development Scholarship by Japanese Grant Aid (JDS) under the New System

Japan International Cooperation Agency (JICA)

These operating guidelines apply to the Project for Human Resource Development Scholarship, which starts in/after Japanese fiscal Year 2015 under the New System.

PART 1 Basic Principles

1. Preface

The purpose of the Project for Human Resource Development Scholarship (hereinafter referred to as the “JDS”) is to support human resource development in developing countries that receive Japanese grant aid (hereinafter referred to as “recipient countries”) through accepting highly capable, young government officials and others, who are expected to engage in formulating and implementing social economic development plans and are expected to become leaders in their countries, by means of accepting them in Japanese universities as JDS fellows. Moreover, the Project aims to strengthen the partnership between their countries and Japan.

JDS fellows accepted by the Project will acquire expert knowledge, conduct research, and build human networks at Japanese universities, and are expected to use such knowledge after returning to their work, to take an active role in solving practical problems of the social and economic development issues that their countries are facing.

Many of the issues of developing countries cannot be solved through the efforts of these countries alone, and thus responses amid a framework of international cooperation are vital. Furthermore, these responses cannot be separated from the actual development sites that are constantly trying to find solutions. This is why the JDS Project is expected to develop human resources that are capable of tackling development issues within the framework of international cooperation, including actual development sites.

These guidelines prescribe general guiding principles which are to be followed regarding the operation of the JDS Project as a whole. They are to be based on the Exchange of Notes (hereinafter referred to as the “E/N”) concluded with the government of the recipient country when the Japanese government approves the implementation of grant aid (hereinafter referred to



as the “Grant”). Also, they are to be based on the Grant Agreement (hereinafter referred to as the “G/A”) concluded between the government of the recipient country when the Japan International Cooperation Agency (hereinafter referred to as “JICA”) provides funds.

2. Overview of the JDS Project

(1) Basic Concept

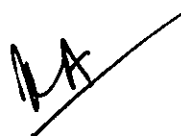

- (a) JDS is designed to foster exceptional human resources capable of working to resolve various development challenges in the recipient countries in future by imparting advanced expertise to JDS fellows through studying at Japanese universities. The recruitment, selection, and dispatch of JDS fellows shall be conducted based on mutual agreement of the concerned officials from recipient countries and Japan.
- (b) JDS contributes to strengthen the partnership between Japan and the recipient country by graduating a wide range of fellows who have deep understanding about Japan.
- (c) The courses offered by the JDS are basically master’s course with considering the applicability and duration of study, but limited number of doctor’s courses could be also offered when the proper needs for the human resource development in more advanced level as well as appropriate candidates are identified.
- (d) The language of study shall, in principle, be English. This is based on the recognition that efforts to solve the development issues that developing countries face are undertaken under international cooperation frameworks and on the assumption that ex-JDS fellows will be active on the international stage after their return to their home countries.
- (e) For the purpose of the JDS Project which is to support human resource development, targeting highly capable, young government officials and others who are expected to engage in formulating and implementing social and economic development plans and to become leaders in their countries in future, the main fields of study are categorized in “Social Science” such as Law, Economics, Public Policy.

(2) JICA

JICA will perform necessary operations for the implementation of the JDS Project pursuant to international agreement in accordance with the relevant laws and ordinances of Japan.

(3) Implementing Organization

A designated authority of the government of the recipient countries shall take on a role of the Implementing Organization for JDS Project.



The Implementing Organization shall enter into contracts on the services for the JDS Project with an agent recommended by JICA.

(4) The Consistency with the Framework of Japan's Country Assistance Policy

The priority fields of study shall be selected by each government of recipient countries and JICA among the study fields which are regarded as highly effective to cooperate in implementing the JDS Project, in a point of view that the JDS Project shall be consistent with the framework of Japan's Country Assistance Policy determined by the Ministry of Foreign Affairs of Japan.

(5) Japanese Accepting Universities

JICA shall enquire Japanese universities; about educational programs suitable to the recipient countries' needs in each priority fields of study and select universities which offer most suitable educational programs as prospective accepting universities. JICA shall consult with the recipient countries' governments on selecting the university for JDS fellows among the prospective accepting universities above, and determine the accepting universities.

(6) Eligible Organizations

Organizations which are eligible for the JDS Project shall be determined in each priority fields of study unless determination of eligible organization is inappropriate due to country's government official system, in such a case as personnel rotation among organizations are commonly practiced. Several eligible organizations may be determined in each priority field of study.

The eligible organizations are required to cooperate in consultation with accepting universities, and in drafting the basic plan of the field of study.

Also, the Eligible Organizations are required to cooperate in inviting the applications from suitable persons among their officials.

(7) Preparatory Survey

Prior to the implementation of the JDS Project in the recipient countries, JICA shall conduct a preparatory survey. The preparatory survey shall be conducted every four year period to design the JDS Project for the period ("A batch of" : JDS fellows shall be accepted in each fiscal year of the four-year period constitutes one cycle of the JDS Project).

The major objectives of the preparatory survey shall be as follows¹:

¹ The following items are included in the preparatory survey started by July, 2015.

- (a) To agree on priority fields of study for JDS fellows,
- (b) To agree on accepting Japanese universities,
- (c) To agree on eligible organizations of each priority field of study,
- (d) To identify the needs for human resource development including number of potential candidates for the JDS Projects
- (e) Discussion on measures for promoting meaningful outcome from the JDS Project,
- (f) Finding the outcomes from the JDS Project, in the case where the Project continues, and
- (g) To estimate overall costs of the first cycle, that is a period of four years, of the JDS Project.

(8) The Agent

After the conclusion of the E/N and G/A, JICA shall recommend the contractor of the preparatory survey as an agent (hereinafter referred to as “the Agent”) to the recipient country. The Agent, in accordance with a contract concluded with the Implementing Organization in the government of the recipient country, shall perform the following duties toward smooth implementation of the JDS Project:

- (a) To work on the recruitment and selection procedures of JDS candidates,
- (b) To provide JDS candidates with information on study in Japan,
- (c) To carry out matriculation procedures and make arrangements for trips to Japan for JDS Fellows,
- (d) To handle payment of tuition fees and scholarships,
- (e) To provide pre-departure and after arrival orientation on JDS before/after arrival in Japan to JDS fellows,
- (f) To monitor academic progress and living conditions of JDS fellows,
- (g) To organize JDS fellows’ returning program which consists of support for necessary procedure on JDS fellows’ returning, Evaluation meeting on JDS program upon the graduation, meeting for reporting the results after JDS Fellows’ returning to their respective countries, and
- (h) To perform other duties necessary for JDS Project implementation.

(9) The Operating Committee

An Operating Committee shall be set in each recipient country towards the smooth implementation of the JDS Project.

The Operating Committee (hereinafter referred to as “the Committee”) shall consist of

-
- (f) To select the candidates for the first batch
 - (g) To prepare the basic plan of each priority field of study

government officials from related organizations of the recipient country (e.g.: diplomatic authorities, authorities in charge of economic cooperation, government official's personnel authorities, education authorities) and the relevant Japanese officials of Embassy of Japan and JICA. In principle, a representative of the government of the recipient country shall serve as chairperson, and a representative of the Government of Japan shall serve as vice chairperson. However, it shall be possible for representatives of the two governments to serve as co-chairpersons based on an agreement between the two governments. The chairperson (representative of the government of the recipient country) shall chair and manage Committee meetings. A JICA representative shall serve as the head of the Committee's secretariat, and shall handle all administrative duties of the Committee, including calling Committee meetings and taking meeting minutes.

The major roles of the Committee are as follows:

- (a) To discuss the JDS Project design in the preparatory survey,
- (b) To select JDS fellows from the candidates,
- (c) To encourage the recipient country in utilization of ex-JDS fellows and following up them, and
- (d) To review other aspects related to the management and implementation of the JDS Project.

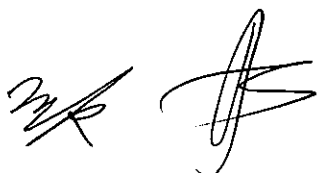
(10) Number of JDS Fellows

The number of JDS fellows of each batch shall be agreed by the both governments and stipulated in the contract between the recipient country and the Agent accordingly. In principle, two to five fellows shall be admitted in a graduate school for each fiscal year.

(11) Scope of Expenses covered by the Grant

Expenses covered by the Grant shall be divided into the following two categories:

- (a) Expenses for the purchase of services necessary for implementing the JDS Project:
 - Expenses for recruitment and selection,
 - Expenses for pre-departure and after arrival orientation and arrangement in Japan,
 - Expenses for monitoring academic progress and living conditions of JDS fellows,
 - Expenses for JDS fellows' returning program which consists of support for necessary



procedure on JDS fellows' returning, evaluation meeting on JDS program upon graduation, meeting for reporting the results after JDS Fellows' returning to their respective countries


(b) Expenses necessary for the JDS fellows and accepting universities in Japan:

- Scholarships,
- Allowances for travel to and from Japan,
- Outfit allowances,
- Accommodation allowances for rent,
- Subsidiary allowances to purchase books,
- Shipping allowances,
- Traveling and seminar allowances,
- Tuition fees,
- Expenses for Special Program as customized activities provided for JDS fellows by accepting universities to maximize the impact of the Project, and others.

3. Qualifications and Selection of JDS Fellows

(1) Qualifications and Requirements

- (a) Nationality: Applicants must be citizens of the recipient country
- (b) Age: In principle, JDS fellows shall be between the ages of 22 and 39 (both inclusive) as of the first of April of the fiscal year of their arrival in Japan.
- (c) Applicants must not be serving in the military.
- (d) Persons who have strong will to work for the development of recipient countries after their return home.
- (e) Persons who have acquired a master's degree after studying abroad on a scholarship awarded by other foreign assistances are ineligible. Persons who are currently receiving or planning to receive another scholarship through other foreign assistance are ineligible as well.



- (f) JDS fellows must be in good health, both mentally and physically.
- (g) Persons who have English proficiency that is fluent enough for studying in Japan.

(2) Recruitment and Selection

(a) Recruitment and selection policies

- ① Eligible organizations of each priority field of study shall invite applications for the JDS candidates from its own officials and submit qualified candidates to the Implementing Organization or the authority agreed among the Operating Committee. Recruitment from the public by the recipient country shall not be precluded if recruitment from the public is deemed to be reasonable.
- ② The selection of JDS fellows shall be unequivocally based on overall evaluation to each person's academic abilities and the suitability of research plan to the development issues in recipient countries. The fellows shall be determined through an examination of the application documents and interviews.

(b) System for Selection

- ① The Committee shall administer all parts of the selection process, from the system for selection to determination of fellows.
- ② The Committee shall address the following issues:
 - 1) Determination of specific method for selection of JDS fellows (including selection policy and selection criteria)
 - 2) Confirmation of the selection schedule
 - 3) Implementation and management of selection tests
 - 4) Determination of final candidates
- ③ After the accepting universities' admission approval for the candidates, the Committee shall determine JDS fellows.

4. Conditions for Study in Japan

(1) Benefits

(a) Scholarships

The Agent shall pay allowances, such as scholarships and tuition, directly to JDS fellows and accepting universities on behalf of the government of the recipient country in



accordance with the contract signed with the recipient country. Each amount of the said allowances shall be specified separately.

(b) Term of Scholarship Payment, etc.

In principle, the scholarship shall be provided for the JDS fellow from his /her arrival date to the departure date after his/her acquisition of the scheduled degree within the initially scheduled period of study. In principle, the extension of the period of study shall not be accepted. The recipient country shall cancel payment of the scholarship and arrange the JDS fellow's early return to the recipient country in any of the following cases:

- ① A false statement has been found in the JDS fellow's application.
- ② The JDS fellow violates any article of his/her pledge to the recipient country.
- ③ The JDS fellow is subject to disciplinary action by the university or has no prospect of academic attainment within the initially scheduled period of study.

(2) Obligation to report

During the JDS fellow's study period in Japan, the recipient country shall monitor JDS fellows' academic progress regularly with the assistance of the Agent, and report the results to JICA.

(3) Follow up

Because a key of the JDS Project is to create human networks and to encourage JDS fellows to help the recipient country achieve development issues in economic and social development in their countries after their return home, the recipient country shall conduct surveys on the JDS fellow's activities after their return and promote academic and cultural exchange with Japan.

Furthermore, the recipient country shall study ways of assigning JDS fellows to the work that provides them with the opportunity to play important roles in the central government, etc., after their return home.

PART 2 Contract with Agent and Verification

1. Recommendation of Agent

In order to implement the JDS Project smoothly, following the conclusion of the G/A, JICA shall recommend the consultant that undertakes the preparatory survey to the recipient country as the Agent.

2. Contract Procedure

Pursuant to the provisions of the E/N and the G/A, the government of the recipient country shall enter into an agent contract with the Agent set forth in the preceding article. The Grant



is ineligible unless JICA duly verifies the contract. The contract shall be made in duplicate and be submitted to JICA for its verification by the government of the recipient country through the Agent.

3. References to the G/A

The agent contract shall refer to the G/A in a manner that it reads as follows:

“JICA extends its grant to the Government of (name of the recipient country) on the basis of the Grant Agreement signed on (date) between the Government of (name of the recipient country) and JICA concerning the Project for Human Resource Development Scholarship”

4. References to the number of JDS fellows

The agent contract shall refer to the number of JDS fellows for each fiscal year of the four-year period, with said number serving as the upper limit.

5. Scope of Service

The agent contract shall clearly state all purchase of the services to be implemented by the Agent under the Grant.

In the event that a contract includes services which are not covered by the E/N and the G/A, such a contract shall not be verified by JICA.

6. Period of Execution

The agent contract shall clearly stipulate the contract period. That period shall not exceed the period of validity of the Grant as prescribed in the G/A.

7. Contract Price

The total amount of the contract price shall not exceed the amount of the Grant specified in the E/N and the G/A. The contract price shall be precisely and correctly stated in Japanese yen in the Contract using both words and figures. If there is a difference between the price in words and that in figures, the price in words is deemed correct.

8. Verification of Contracts

The agent contract shall clearly state that it shall be verified by JICA to be eligible for the Grant in accordance with the provisions of the E/N and the G/A.

9. Payment Procedure

In accordance with the E/N and the G/A, the contract shall have a clause stating that "payment shall be made in Japanese yen through a Japanese bank under an Authorization to Pay (A/P)

issued by the Recipient or its designated authority." Payment shall be made in accordance with the procedures of JICA.

Because the payment includes the JDS fellows' living expenses in Japan, due care shall be taken to ensure that the payment is made on the designated date in a timely manner. Thus, the government of the recipient country must issue an Authorization to Pay without delay.

10. Responsibilities and Obligations of the Recipient Country

The agent contract shall clearly state the responsibilities and obligations of the Recipient Country in accordance with the E/N and the G/A.

11. Amendments

If the agent contract requires amendment, it shall be made in the form of an Amendment to the Contract, referring to the contract presently in force identified by its verification date and number.

The Amendment to the Contract shall clearly state that:

- (1) all the clauses except that (those) which is (are) amended, remain unchanged.
- (2) the Amendment to the Contract shall be verified by JICA to be eligible for the Grant.

12. Project Modifications

The Grant shall be used properly based on the Contract between the Implementing Organization of recipient country and the Agent which is verified by JICA. If unpredicted circumstances, however, require any modifications of the project, as illustrated below except minor modifications, the recipient country through the Agent shall obtain prior consent from JICA. The prior consent for the modifications is conducted by JICA to ensure that the modifications for the project are appropriate and whether any modifications are required on the contract price or not, however it does not mean that JICA will assume the legal or technical responsibilities for the substance of the modifications.

- 1) significant change of dispatching numbers of JDS fellows;
- 2) change of sub-program (JDS priority area)

*If application of the Guidelines is inconsistent with the laws and regulations of the Government of the recipient country, the Government of the recipient country is requested to consult with JICA.

END

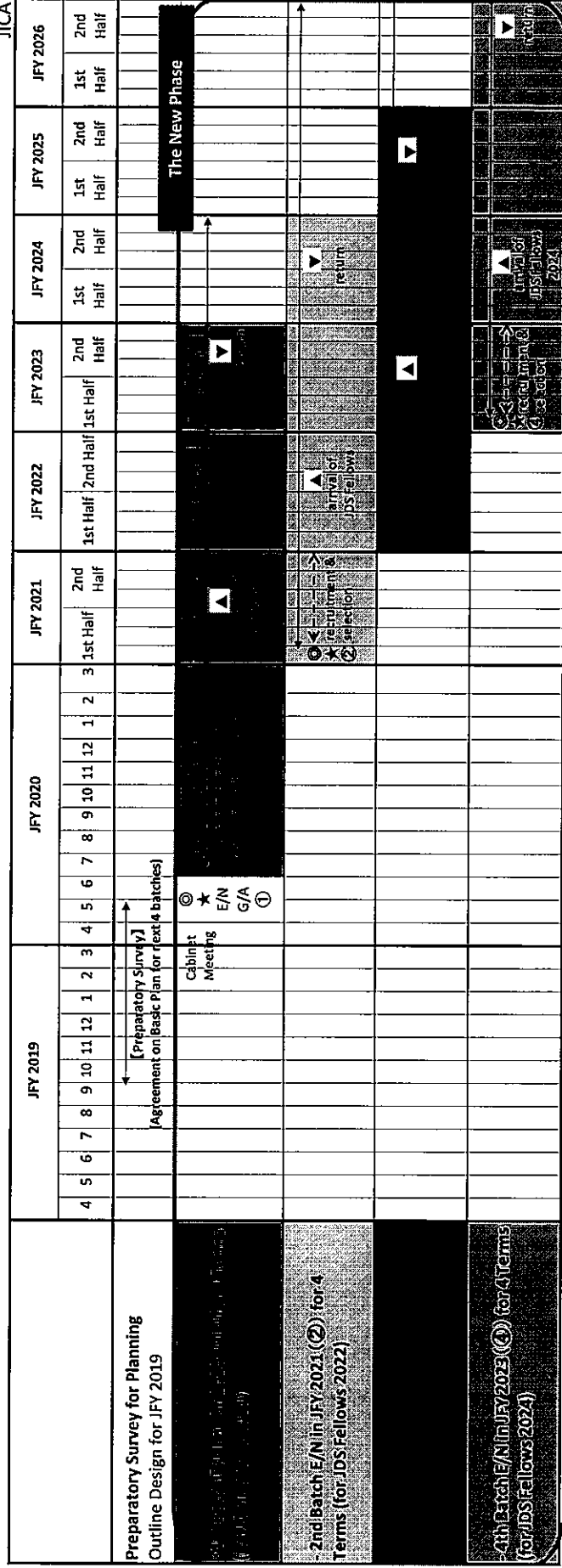


W

Flowchart of JDS Project for the Succeeding Four Batches

October, 2019

JICA



Project Period for 7 years

- ◎ : Cabinet Meeting in Japan
- ★ : Exchange of Notes (E/N)、Grant Agreement (G/A)
- ▲ : Arrival of JDS Fellows (Master)
- ▼ : Return of JDS Fellows (Master) to the Country

W

W

W

[Handwritten signature]

Design of JDS Project for the Succeeding Four Batches (2021-2024)
in the Republic of Maldives

Sub-Program (JDS Priority Areas)	Component (JDS Development Issues)	Cuts	Implementing Organizations
1. Responding to vulnerabilities	1-1. Environment, Climate Change and Disaster Management	2	Civil Servants categorized as Agency, Airport, Atoll Council, Authority, City Council, Department, Island Council, Ministry, Other Permanent Staffs of All Independent Organizations
2. Sustainable Economic Development	2-1. Economic and Industrial Policy	2	
3. Secure Peace and Stability	3-1. Administrative Capacity Development	2	
Maximum Number per year		6	

[Handwritten signature]

[Handwritten signature]

[Handwritten signature]

Undertakings of the Project (Draft)

(1) Specific obligations of the Recipient which will not be funded with the Grant

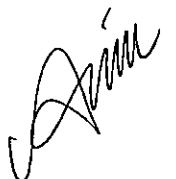
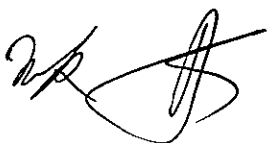
NO	Items	Deadline	In charge	Estimated cost	Ref.
1	To establish an operating committee (hereinafter referred to as "the Committee") in order to discuss any matter that may arise from or in connection with the G/A	Within 1 month after signing on the G/A	Ministry of Foreign Affairs(MoFA)		
2	To appoint the head of representatives of the Recipient who will be a chairperson of the Committee	Within 1 month after signing on the G/A	MoFA		
3	To open the Bank Account (Banking Arrangement (B/A))	Within 1 month after signing on the G/A	MoFA		
4	To issue A/P to a bank in Japan (the Agent Bank) for the payment to the Agent	Within 1 month after the signing of the contract	MoFA	-	
5	To bear the following commissions to a bank of Japan for the banking services based upon the B/A		MoFA / Ministry of Finance(MoF)		
	1) Advising commission of A/P	Within 1 month after the signing of the contract	MoFA / MoF	approx. JPY6,000	
	2) Payment commission for A/P	Every payment	MoFA / MoF	approx. 0.1% of the payment amount	
6	To organize the first meeting of the Committee	Within 1 month after assigning the Agent	MoFA		
7	To organize the Committee meeting	During the Project	MoFA		
8	To ensure that customs duties, internal taxes and other fiscal levies which may be imposed in the country of the Recipient with respect to the purchase of the products and/or the services be exempted.	During the Project	MoFA		
9	To accord the Japanese physical persons and/or physical persons of third countries whose services may be required in connection with the supply of the products and/or the services such facilities as may be necessary for their entry into the country of the Recipient and stay therein for the performance of their work	During the Project	MoFA		
10	To bear all the expenses, other than those covered by the Grant, necessary for the implementation of the Project	During the Project	MoFA		
11	To give due environmental and social consideration in the implementation of the Project	During the Project	MoFA		

(B/A: Banking Arrangement. A/P: Authorization to pay)

(2) Other obligations of the Recipient funded with the Grant

No	Items	Deadline	Amount (Million Japanese Yen)
1	To work on the recruitment and selection procedures of JDS candidates	During the Project	
2	To provide JDS candidates with information on study in Japan	During the Project	
3	To carry out matriculation procedures and make arrangements for trips to Japan for JDS fellows	During the Project	
4	To handle payment of tuition fees and scholarships	During the Project	
5	To provide pre-departure and after arrival orientation on JDS before/after arrival in Japan to JDS fellows	During the Project	
6	To monitor academic progress and living conditions of JDS fellows	During the Project	
7	To organize JDS fellow's returning program which consists of support for necessary procedure on JDS fellows' returning, evaluation meeting on JDS program upon the graduation, meeting for reporting the results after JDS fellow's returning to their respective countries, and	During the Project	
8	To perform other duties necessary for implementation of the Project.	During the Project	
	Total		

(Note) Progress of the obligations of the Recipient may be confirmed and updated from time to time in a written form between JICA and the Recipient.



**MINUTES OF DISCUSSIONS
ON THE PREPARATORY SURVEY OF
THE PROJECT FOR HUMAN RESOURCE DEVELOPMENT SCHOLARSHIP
TO THE REPUBLIC OF MALDIVES**

Reference is made to the Minutes of Discussions dated October 20th 2019, between the Government of the Republic of Maldives (hereinafter referred to as “Maldives”) and Japan International Cooperation Agency (hereinafter referred to as “JICA”), on the Project for Human Resource Development Scholarship (hereinafter referred to as “the JDS Project”). The said Minutes of Discussions agreed on the objective of the JDS Project, basic framework of the JDS Project such as implementing coordination and target areas of the JDS project.

Following to the above discussions, the JICA Preparatory Survey Team (hereinafter referred to as “the Team”) was dispatched to Male from February 16th to February 22nd, 2020. The Team held a series of discussions with the Maldives side. The both parties reached an agreement on the JDS Project as attached hereto.

Male, February 20, 2020



Kawasaki Mitsuyoshi
Leader
Preparatory Survey Team
Japan International Cooperation Agency



Ahmed Khaleel
Minister of State
Ministry of Foreign Affairs

(Witness)



Khadeeja Adam
Minister of State
Ministry of Higher Education



Aly Shameem
President
Civil Service Commission

I. Framework of the JDS Project

Accepting Universities and Supposed Numbers of JDS Fellows per University

Based on the discussion held between the both parties, it was agreed that the educational programs of the following universities and graduate schools (GS) for master's program are suitable to the needs in Maldives.

Those assumed development needs shall be notified as "research area" to JDS applicants to indicate the direction of study/ research of each JDS Fellow as well as to accepting universities in order to prevent the mismatching between accepting universities and JDS applicants.

Component: 1 Environment, Climate Change and Disaster Management
University of Tsukuba, GS of Science and Technology (2 slots)

Component: 2 Economic and Industrial Policy
National Graduate Institute for Policy Studies, GS of Policy Studies (2 slots)

Component: 3 Administrative Capacity Development
Ritsumeikan University, GS of International Relations (2 slots)

II. Other Matters Discussed

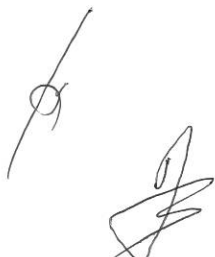
1. Introduction of open recruitment system

The team explained to the Maldives side that an open recruitment system should be introduced and secured according to the basic recruitment rule of JDS project so that every applicant from the target organizations can apply without any restriction.

2. Pre-Departure Japanese Language Training

In order to understand Japanese system and culture deeply during the JDS fellows' staying in Japan, the Maldives side requested to implement Pre-Departure Japanese Language Training. The team took note of the implementation of the training based on the necessity.

ANNEX: Design of JDS Project for four batches



Design of JDS Project for four batches

Sub-Program (JDS Priority Areas)	Components (JDS Development Issues)		Accepting University	Slot	Tentative List of Target Organizations
Responding to Vulnerabilities	1	Environment, Climate Change and disaster Management	University of Tsukuba Graduate School of Science and Technology	2	Civil Servants categorized as Agency, Airport, Atoll Council, Authority, City Council, Department, Island Council, Ministry, Other Permanent Staff of All Independent Organizations
Sustainable Economic Development	2	Economic and Industrial Policy	National Graduate Institute for Policy Studies Graduate School of Policy Studies	2	
Secure Peace and Stability	3	Administrative Capacity Development	Ritsumeikan University Graduate School of International Relations	2	
				6	





**The Number of JDS Participants to be Accepted for the Next Four Years under the JDS Project in Maldives
(Master's Course)**

Sub-Program	Component	University	Graduate School	Expected Number of JDS Participants				
				1st Batch	2nd Batch	3rd Batch	4th Batch	Total
1 Responding to Vulnerabilities	1 Environment, Climate Change and Disaster Management	University of Tsukuba	Graduate School of Science and Technology	2	2	2	2	8
2 Sustainable Economic Development	2 Economic and Industrial Policy	National Graduate Institute for Policy Studies	Graduate School of Policy Studies	2	2	2	2	8
3 Secure Peace and Stability	3 Administrative Capacity Development	Ritsumeikan Universtiy	Graduate School of International Relations	2	2	2	2	8
Total				6	6	6	6	24