

PROGRAM MANAGEMENT
GUIDE FOR THE APPLICATION OF P2M TO JICA
ACTIVITIES

March 2006

Social Development Department

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Preface

The Social Development Department of Japan International Cooperation Agency (JICA) conducted "Basic Research on the Application of Project and Program Management (P2M) to JICA Operations" from FY2003 in order to enhance existing program approaches and project management. In FY2004, study meetings were held 6 times and we examined the possibility of applying a new system of project management and program design to JICA activities to identify the problems and application methods of P2M.

In FY2005, a study was conducted on these items as well as the concept of management and the basics of program and project design. For the study, a working group consisting of staff from the issue-based departments and a discussion group consisting of relevant people from the Planning and Coordination Department, Institute of International Cooperation, etc., were established to conduct working-level discussion on these themes. By the end of FY2006, program and project management will be improved based on the results of the study.

This guide is one of the outcomes of the study and it aims at promoting understanding and, thus, familiarization of the concept of management and the approach to program design. I firmly hope that this guide will prove useful in helping readers to understand the concepts of program and project design and management.

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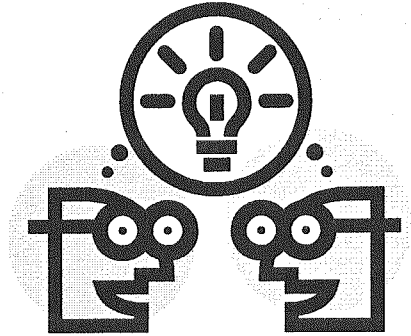
What is Program Management?

Aim of This Guide

This guide is intended as a primer in program management to help readers grasp the overview of program management and gain a common understanding of program design and management processes. This booklet provides answers to some of the basic questions about program management such as "what is a program?", "how should a program be designed?", "what is the relationship between a program and a project?", and "how should management be conducted in each process?" A program and its components, projects, must be properly designed and managed to achieve the intended goals. Management, including various activities required to achieve the goals, cannot be conducted simply by applying some kind of formula. The requirements of management are diverse, depending on factors such as the contents of the program, environment and stakeholders, so that, ultimately, the person who conducts the management is required to have the ability to apply knowledge to actual use with an accurate understanding of the status quo. This guide is intended to show the basics (backbone) of program management and to allow readers to think and act at program level and apply their knowledge to actual use, by presenting the entire flow of management as a series of processes in chronological order. The techniques described for each of the processes in this flow are those that the authors understand to be effective for management. However, they are shown only as examples and are not meant to be the primary theme of this guide. While the assumed readers of this guide are the staff who have worked for JICA for about 5 years, it will be a useful reference book for a wide range of people interested in deepening their understanding of program management.

The authors recommend that, after learning the basics of program management in this guide, readers further continue their study using the references listed in the bibliography at the end.

The concept of P2M (Project and Program Management) on which this guide is based is a body of knowledge and competencies for management, developed and advocated by Japan as the first of its kind in the world that deals with the concept of programs. In addition to P2M, there are other management systems in the U.S. and Europe, such as the U.S. Project Management Body of Knowledge (PMBOK).



If readers wish to study the management of projects and programs in depth, it may be a good idea to study for a qualification, such as Project Management Specialist (PMS) or Project Management Coordinator (PMC) accredited by the Project Management Association of Japan (PMAJ), or Project Management Professional (PMP) accredited by the Project Management Institute (PMI).

What is Management?

The management abilities required of JICA staff are not the ability to follow fixed procedures in the planning, implementation and evaluation of JICA's activities, but the ability to achieve better results by management. In other words, those who manage a program or a project must coordinate human resources, funds, equipment, materials and schedules in a balanced manner and mobilize them to allow the field staff and experts to achieve the defined goals under the given conditions without failure.

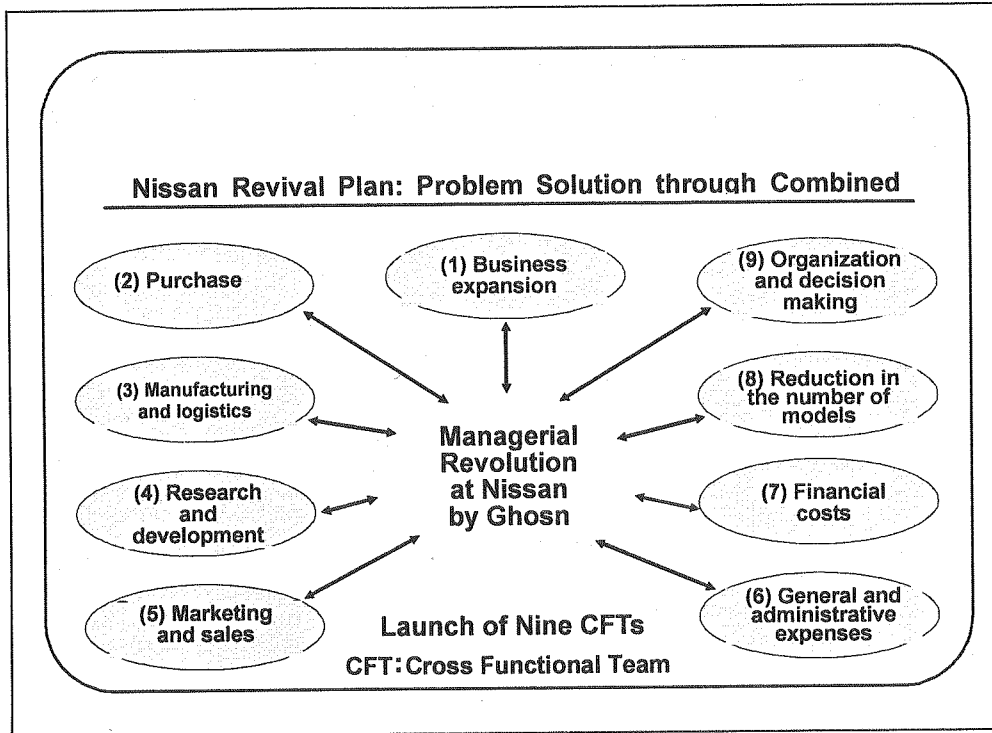
Conventionally, "management" meant "management of a respective project," but it has changed to mean management of a program. The background to why the meaning of "management" has changed will be explained in the next section.



Concept of Program Management

Private companies as well as governmental organizations need to provide solutions to complex problems and usually implement more than one project simultaneously. Under such circumstances, where individual projects are managed one by one, it is difficult to systematically connect visions and strategies with projects and thus generate a synergetic effect between projects. That is why the concept of program management is becoming prevalent in many advanced companies and organizations.

Let us look at one example of program management: "Nissan Revival Plan," a case of managerial revolution at Nissan Motor Co., Ltd. by its president, Carlos Ghosn.



Source: PMC training textbook by Shigenobu Ohara, Project Management Accreditation Center

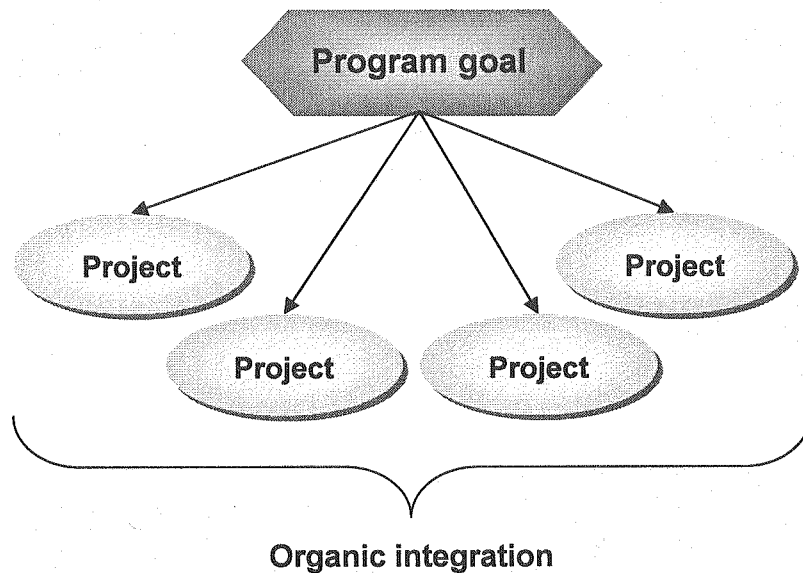
Actually, some of the individual projects that constituted the Revival Plan were started before Mr. Ghosn joined Nissan. However, no results had been achieved on the whole because of a lack of common understanding or lack of integral management as a unified program. After being appointed Chief Operating Officer (COO) in 1999, Mr. Ghosn held interviews with many employees and found a set of complex problems such as "lack of profitability," "loss of orientation among top management" and "negligence of customer satisfaction," and identified the primary cause as the absence of a basic vision among personnel regarding Nissan. Resolution of these problems then began to be pursued based on integrated efforts planned as a program. That was the "Nissan Revival Plan," the company's comprehensive restructuring plan for sustainable profitability and continued growth in the world, which later contributed to the V-shaped recovery of corporate performance that is still fresh in our memory.

Not only private companies, but also government organizations are required to solve a set of complex problems at the same time. The series of so-called Koizumi Reforms such as

"privatization of the postal service," "reform of government-affiliated financial institutions," "financial reconstruction" and "pension reform" can also be considered as implementation of a huge reform program regarding what an ideal government should be like.

In brief, a program is an organic integration of multiple projects that contribute to the realization of a common mission. This organic integration between projects is expected to generate synergetic effects and/or complementary effects.

In program management, JICA staff are required to have the practical ability to manage multiple projects in an integrated manner while responding to changes in the environment in order to achieve the program goal.

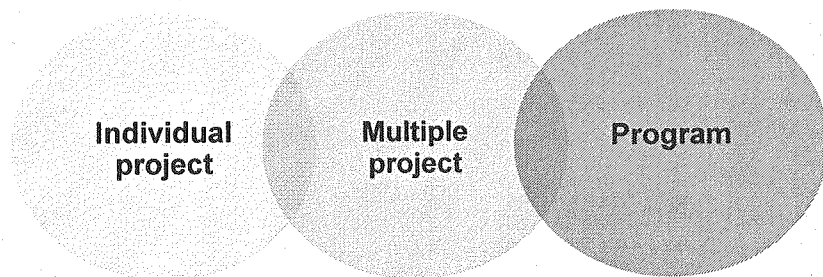


Lets us consider the necessity of assuming a program goal through the example of agriculture. Agriculture-related projects, such as irrigation system development projects, water management capacity development projects, post harvest enhancement projects, fine-quality seed production projects and marketing improvement projects, fall into the category of projects to achieve the program-level goal of "improving agricultural productivity" or "enhancing the profit of farmers." The implementation of each of these projects alone can, of course, be meaningful to a certain degree but, in many cases, this kind of project-level implementation leaves only unsatisfactory results. For example, an irrigation system, if developed, might not work out by itself unless water management is

carried out. You should keep in mind that, in many cases, the achievement of program-level goals must be considered in implementing projects.

Program and Multi-project

You should be careful regarding the concept of a program. A program is different from a "multi-project." A multi-project is a set of projects belonging to the same category but, practically, with low interrelation or totally independent. While program management is aimed at achieving the program goals by focusing on organic integration of projects, generating synergetic effects, and thereby maximizing the results to be obtained as a whole, multi-project management is aimed at efficient management of each project. In reality, of course, a program and a multi-project cannot always be strictly distinguished and have some overlapping areas as shown in the following figure. However, the basic concepts are totally different and must be distinguished as such.

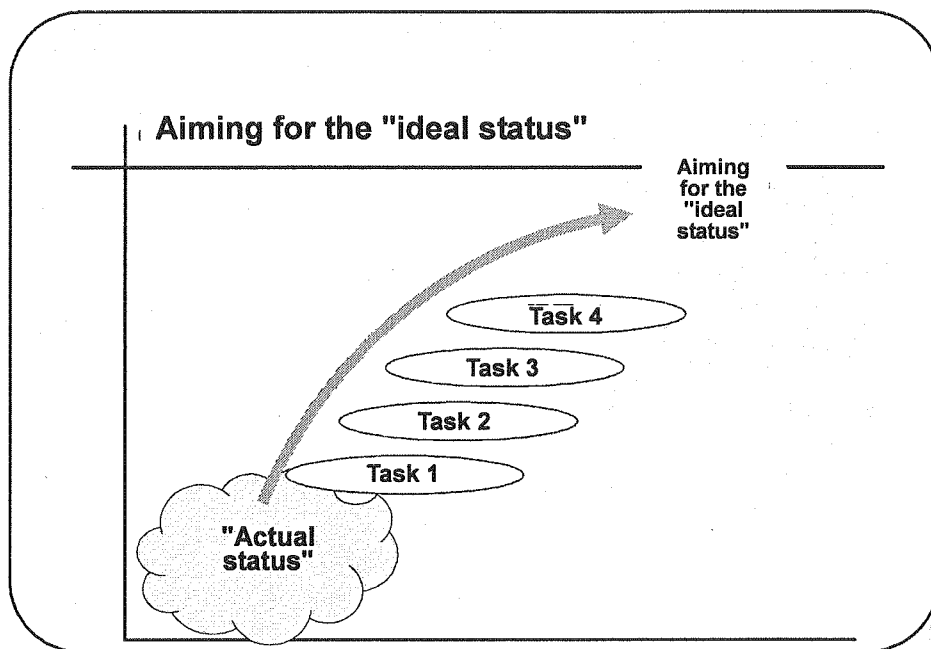


Achieving the "Holistic Mission"

The project management way of thinking, which pursues the solution of specific problems, pursues the achievement of a goal through a project to solve evident problems. Typically, you analyze the background of the problems first and then think of a way to solve them. With this kind of approach, however, you might end up with suboptimization when seen from a broader point of view.

In contrast, the program management way of thinking first sets an "ideal status" (ideal status in the future), looks into the "actual status" (status quo), one after another identifies the

multiple projects necessary to realize the ideal status, and builds a "strategy." In the next stage, where the projects are implemented in an integrated manner, it is necessary to monitor how each of the projects contributes to the achievement of the program-level goal and change the program components as occasion demands.



Source: PMC training textbook by Shigenobu Ohara, Project Management Accreditation Center

Complexity and Uncertainty

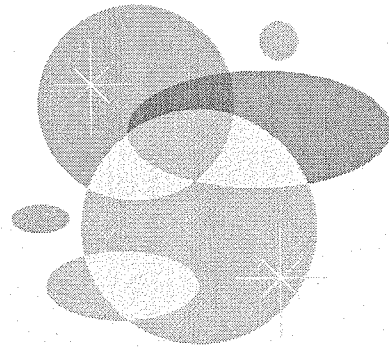
A program, consisting of a combination of projects interrelated to each other, tends to encounter complexity depending on the boundaries and combinations of projects, overlapping of project cycles, etc. A program, having a relatively longer period until completion than a project, tends to face higher uncertainty due to changes in the actual situation¹. Compared with project management, therefore, program management has more technical difficulties as

¹ "P2M Project and Program Management Standard Guidebook (Part 1) Program Management" by Shigenobu Ohara, Project Management Accreditation Center, published by PHP Laboratories, 2003.

well as working-level difficulties, as decision-making for early discontinuation scaled down tends to be delayed because of the interrelation between projects.

Program-based Approach to ODA

ODA has begun to be implemented in terms of programs instead of projects. The Ministry of Foreign Affairs announced the policy of enhancing the program-based approach, focusing on program-based operations by establishing the ideal status of each of the priority fields in the country-based assistance programs and coordinating the schemes for loans, grant aid, technical assistance, etc.² Attention must be paid to the fact that the integration of schemes is not strictly equal to a program-based approach. However, the policy of establishing a strategy to achieve the visions depicted in the country-based assistance program and inputting projects required for this strategy is in accordance with the concept of program management.



Program Approach of JICA

JICA defines a program as "a strategic framework for providing assistance for the achievement of specific long-term and mid-term development goals of developing countries (i.e., cooperation goals and cooperation scenarios to achieve the goals)."³ Since the introduction of the concept of the "Middle-term Assistance Program Proposal" based on a development objective matrix and a rolling plan, JICA has promoted the development of a scheme and an operation management system for the establishment of the program approach.

With the introduction of the program approach, the unit of implementation has switched

² Ministry of Foreign Affairs, Inspection and Improvement of ODA / Pursuit of ODA with Higher Quality, 2005

³ A program was previously defined as a "set of projects (and individual projects) planned and implemented in loose correlation under a common objective and/or target."

from a project to a program that consists of multiple projects based on classification by sector, problem or region. However, there are still disparities in the understanding of a program in JICA. Furthermore, it has been pointed out that current JICA programs are not designed to be managed and program management is not yet conducted in a well established way. There are cases, of course, in which some staff have partially introduced what may be called program management by their own efforts, but the standardization of this approach in the organization is yet to come.

Modular Projects

One way of program management is to divide a large complex project into smaller modular projects and manage the entire group of projects as a program. The concept of modular projects, small components of a program from which a complete result can be obtained, is full of interesting suggestions for a program approach to JICA operations. This is because it is relatively easy for JICA to introduce the program approach, by adopting the method of dividing a large complex task previously handled as one project into modular projects and managing the entire group of projects as a program. Modular projects, made by dividing a large or complex project into modules, improve the effectiveness of management.

What is Project and Program Management (P2M)?

This guide was written based on "A guidebook of Project and Program Management for Enterprise Innovation," which summarizes the survey research results of the 2002 Project and Program Management Personnel Training Program Development Project implemented by the Project Management Professional Certification Center under commission from the Ministry of Economy, Trade and Industry. P2M is a "body of knowledge and competencies for management," developed and advocated by a Japanese organization that reflects the business culture of Japan, as the first of its kind in the world regarding a program management technique for dividing a complex and complicated task into multiple projects and integrating them to achieve optimization of the entire task. Strategic utilization of this approach by business enterprises and public organizations is hoped for.

In this booklet, however, various technical terms used in the above guidebook are substituted with familiar terms and phrases in development assistance. This is because we intend the concept of program management to prevail quickly among the parties concerned. Attention must be paid to this point if the reader wishes to continue studying P2M after reading this guide.

Flow of Program Design and Management

Program management can be roughly divided into "program design," in the planning and design phase of a program, and "program/project management," in the operation and implementation phase. The figure on the next page shows the flow of program management. The vertical flow in the center, Steps 1 through 6, corresponds to program design⁴ and Steps 8 and 9 to program management. The flow on the right-hand side from Step 7 corresponds to project design and management project. The implementation and evaluation of the program and projects are conducted simultaneously, while influencing each other.

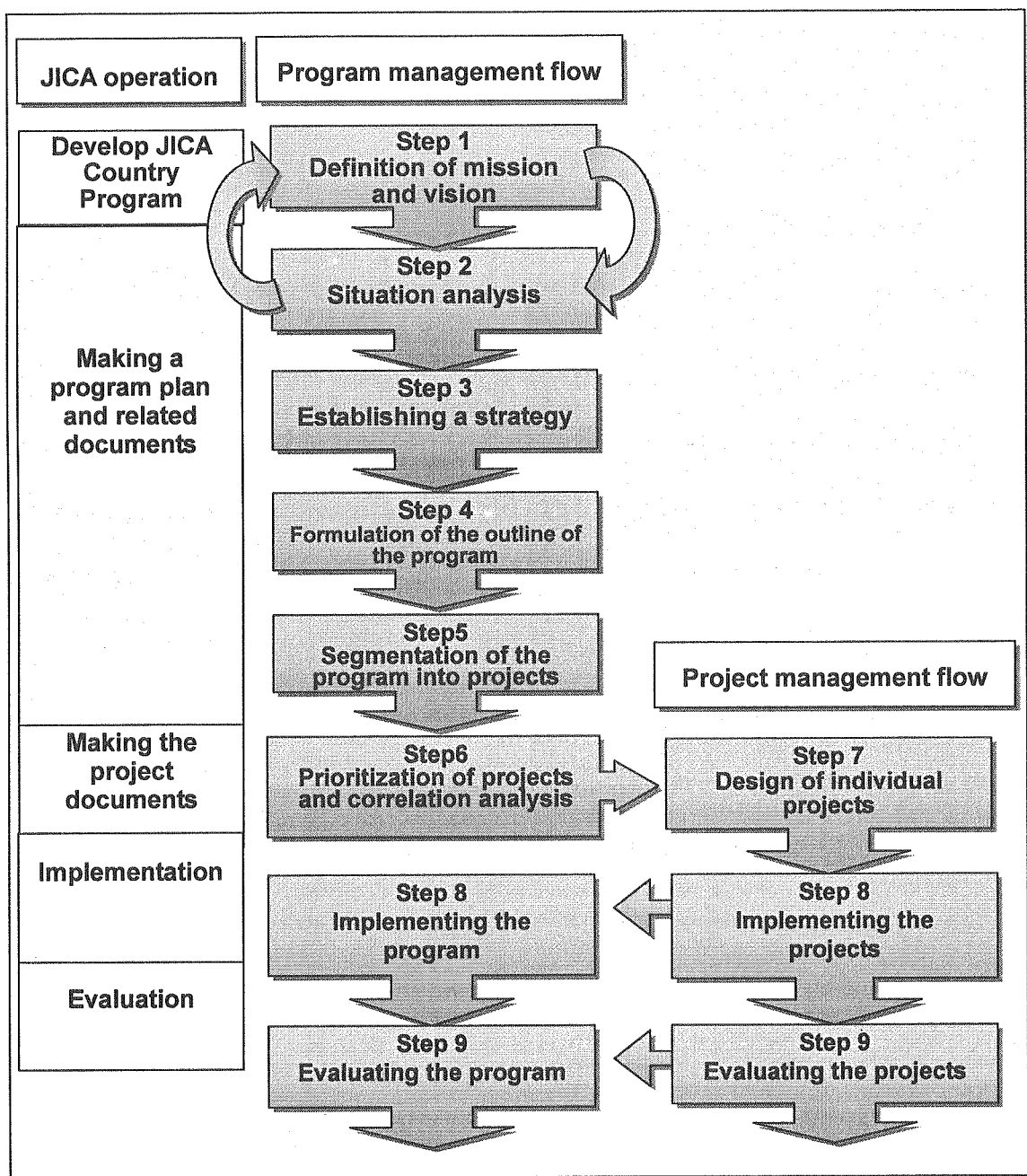
Although program design is divided into 6 steps as shown in this figure, not all the processes are necessarily required in the actual design of the program. It is recommended to flexibly plan the steps to take according to the conditions by, for example, merging 2 or more steps or omitting some of the steps. In some cases, JICA can start the operation from Step 5 or 6 if the target program is already well laid out by the government of the recipient country.

Needless to say, this booklet explains the basic approaches to program management and readers are expected to improve their practical skills in program design and management through numerous experiences in the field. The approaches explained in this booklet may include some methods already adopted by staff in existing project management. This guide is intended to reorganize the experiences, including intangible knowledge, within the framework of program management and share them as explicit knowledge among the stakeholders.

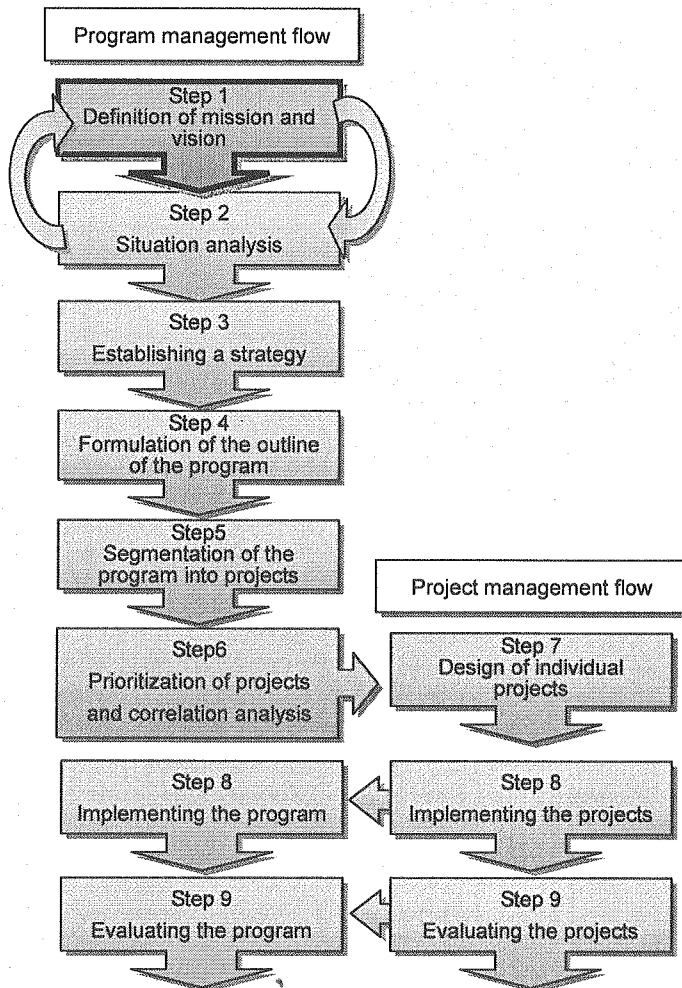
The following sections will explain these steps one by one and after the explanation of each step, provide an example of program design in the case of the project for strengthening the

⁴ The arrows indicating a cycle between Steps 1 and 2 mean that they may be implemented in reverse order depending on the conditions.

public sector management and administration of the Kosrae State Government implemented by ADB in the Federated States of Micronesia. While still leaving many things to be desired and never an ideal form of program design, this project will hopefully serve as an example for understanding program design.



Step 1 Definition of mission and vision



Step 1 defines the ideal status or "holistic mission" in the target field and organization of the program. To pursue capacity improvement of the counterpart organization in the recipient country, it is necessary to confirm the mission and vision of the organization concerned, starting from examination of the responsibilities that the organization is expected to fulfill, and then examine the "holistic mission" of the organization. Of course, the mission and vision of the organization may have been defined already in a national development plan

or poverty reduction strategy paper (PRSP). In many cases, however, it is advisable to discuss the ideal future conditions or "holistic mission" of the organization among the stakeholders and define them as a new mission and vision. If there are many stakeholders, in particular, it is important to define the "holistic mission" through a participatory approach and thus have the stakeholders reach a common understanding on this matter.

In either case, the starting point of program design is to consider what kind of assistance JICA can provide to realize the mission and vision, i.e., the "holistic mission" of the counterpart organization of the recipient country. The "holistic mission" can be considered

not only for an organization, but also a sector or region.

A mission refers to a sense of social mission or the significance of the existence of an organization or, in a more limited sense, to the social values that are expected to be realized by supplying (or implementing) specific goods or services. In contrast, a vision is commonly understood as the basic concept of the methodology by which a mission is feasible, but in some cases it may be understood as the desirable position, role or status that the organization is attempting to fulfill in the future by realizing its mission in the society or market where the concerned organization is located. In either case, it is necessary to identify the mission first and then search for a vision in accordance with the mission.

Case study: Forming a vision of public-sector management enhancement

In this project, they started by holding meetings among the executive staff of the target organization to discuss "how they want the government to be in 2025" and to share a basic vision in order to have a broader base for discussion. As the procedure for forming a vision, SWOT analysis is used to discuss such topics as "what are the strengths of the government organization that you want to keep and/or strengthen by 2025?", "what are the weaknesses of the government organization that you want to overcome and/or turn into strengths?", and "what are the keywords that you want to include among the opportunities and threats, if any?"

Positive elements internal to the government institution	Negative elements internal to the government institution	Positive elements external to the government institution	Negative elements external to the government institution
Strengths (S)	Weaknesses (W)	Opportunities (O)	Threats (T)
Dedicated staff to work and face new challenges	Policy and plan not fully implemented	Strong partnership with NGOs	People have not much confidence in Government

Analysis of status quo through SWOT analysis

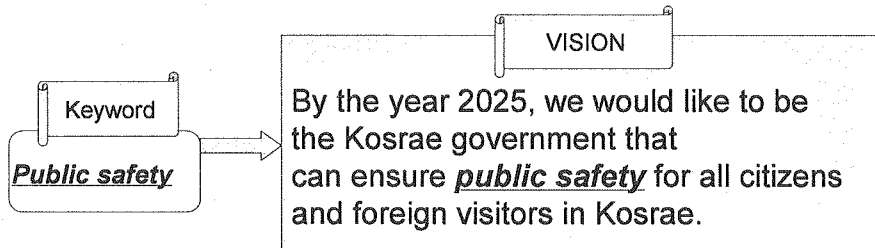
The questions and viewpoints shown in the following table will help you think about the strengths, weaknesses, opportunities and threats. Regarding the strengths, for example, the participants discuss "what are the advantages of the government?" and "what is the government good at doing?" from various viewpoints such as personnel, organizational administration, policies and plans, input and resources, and outcomes and services.

Questions used in SWOT analysis

	Questions	Viewpoints
Strengths	<ul style="list-style-type: none"> ■ What are the advantages of the government? ■ What is the government good at doing? 	<ul style="list-style-type: none"> ■ Human resources ■ Organizational administration including finance and structure
Weaknesses	<ul style="list-style-type: none"> ■ What kind of improvements are needed in the government? ■ What is not going well? ■ What should be avoided? 	<ul style="list-style-type: none"> ■ Policies and plans ■ Input and resources ■ Outcome and services to be provided, etc.
Opportunities	<ul style="list-style-type: none"> ■ What are the good trends occurring outside of the government? ■ What are the external opportunities that the government can make use of? 	<ul style="list-style-type: none"> ■ Human resources ■ Relationship with external stakeholders including donor agencies ■ Social conditions
Threats	<ul style="list-style-type: none"> ■ What are the bad trends occurring outside of the government? ■ What are the external threats that the government is facing? 	<ul style="list-style-type: none"> ■ Input and resources ■ Outcome and services to be provided, etc.

In this way, the participants proceed to the next step, where the status quo or "actual status" of the government and the future image or "ideal status" of the government are considered. Specifically, the participants list up words that are likely to be used as keywords to form a vision for the government and, using the keywords, discuss what kind of functions and organizational capabilities the government should acquire. In the example shown in the figure below, the keyword "public safety" is used to derive the vision "By the year 2025, we

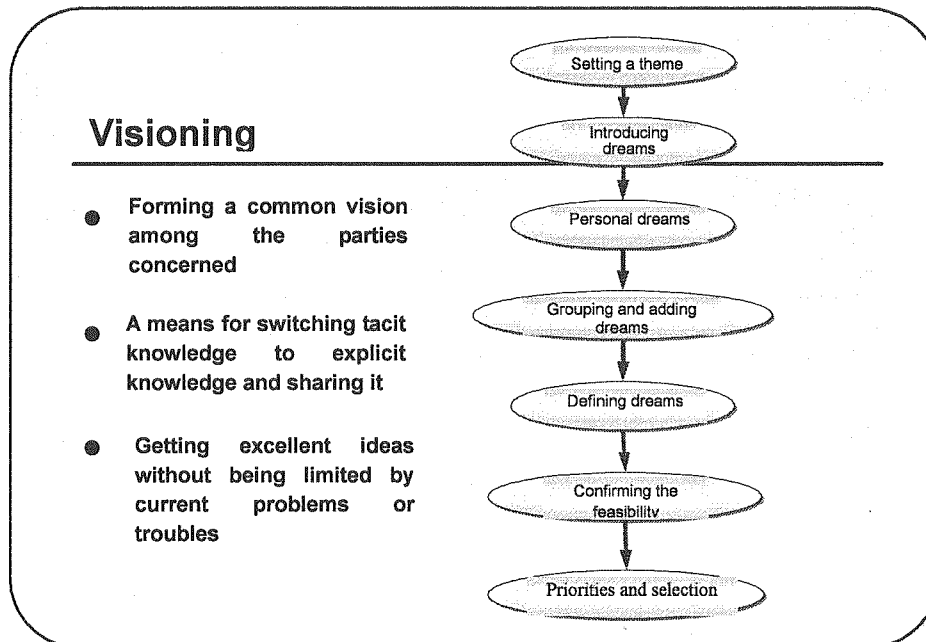
would like the Kosrae government to be able to ensure the public safety of all citizens and foreign visitors in Kosrae."



Forming a vision from a keyword

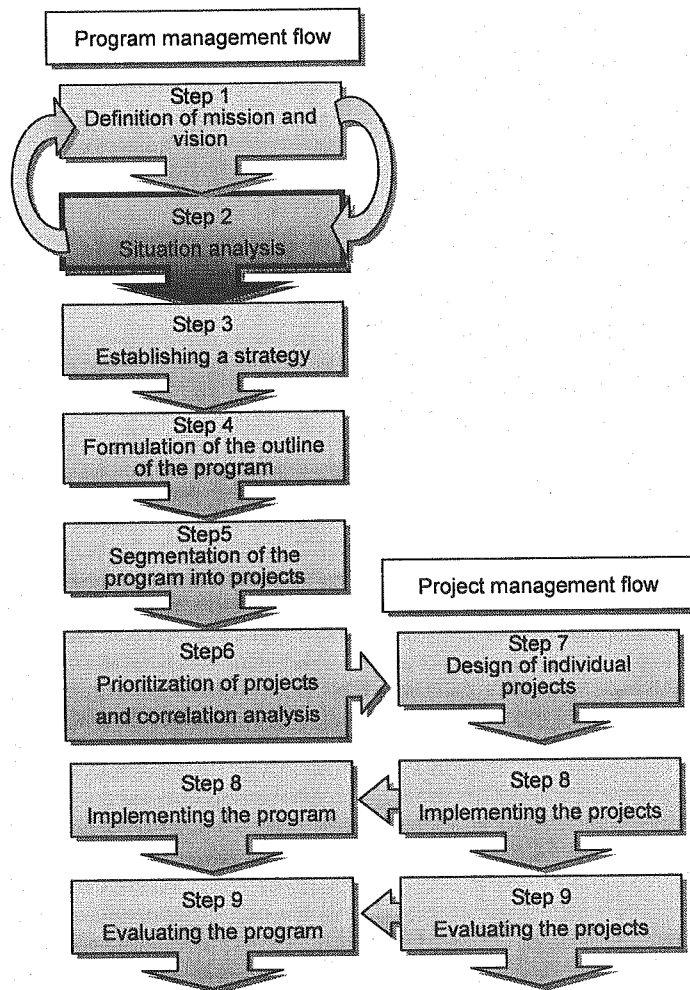
Technique 1: Visioning

The technique called visioning is a means to discuss the ideal status in the future and share a vision among the stakeholders.



In addition to visioning, there are other techniques used to define missions and visions, such as interviews, brainstorming and group discussions among stakeholders and the KJ method using cards to elicit ideas.

Step2 Situation analysis



To create a scenario to realize the "holistic mission," it is necessary to identify the status quo in comparison with the "holistic mission," i.e., identify the "actual status." This is the basic operation in Step 2. Since Step 2 is frequently conducted before or at the same time as Step 1, there is no need to follow Steps 1 and 2 in a fixed order.

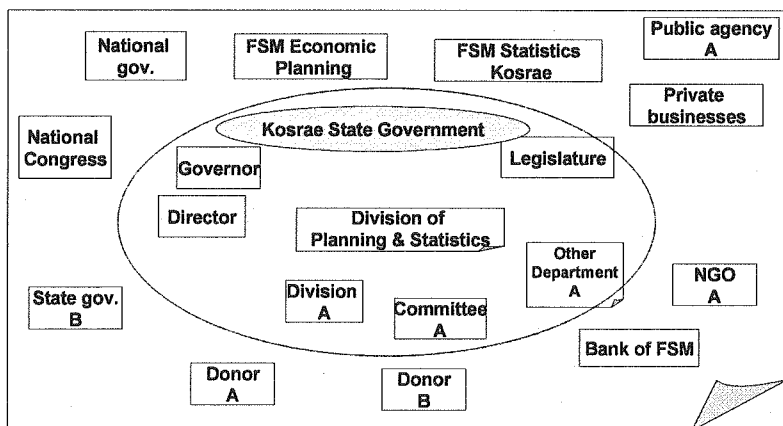
If the program deals with a specific sector or subsector, region or problem, it is effective to collect and analyze existing data on the target area or hold interviews with the stakeholders. It

is also useful to single out persons and organizations related to the target field of the program in order to identify the situation surrounding the program.

Although it is often pointed out that a combination of basic survey and participatory approach is an effective means of conducting situation analysis, it is not unusual for persons of high expertise and abundant experience to play an important role in reviewing problems. Whether a participatory approach or review by experts is employed, ultimately it is necessary to have an accurate insight into the actual status and the ideal status.

Case study: Analyzing the status quo for the public-sector management enhancement project in Micronesia

To identify the relationship between the target organization and the stakeholders, the workshop participants write on cards all the stakeholders related to the divisions to which they belong. As shown in this figure, the card representing the division concerned is placed in the center and the cards representing the stakeholders are placed around it. Stakeholders inside the Kosrae state government are placed inside the circle and stakeholders outside the state government are placed outside the circle.



Stakeholder analysis

The table on the next page is a list of the stakeholders written on cards by the workshop participants, separated into those inside and outside the state government. Those inside the state government are the governor, related departments and public enterprises, and those outside the state government are the municipal government, donor agencies, private sector, and so on.

Stakeholders in the field of the economic planning in the Kosrae state government

Inside National Government	Outside National Government
Governor	Municipal Government
Department of Agriculture, Land and Fisheries	Donor Agencies
Department of Health Services	Private Sector
Department of Education	Tourism Industry
Department of Public Works	NGOs
KEPIC	Church
Kosrae Utility Authority	Local Farmers
KIRMA (Kosrae Island Resource Management Authority)	Women's organizations
KVB (Kosrae Visitors Bureau)	Youth organizations
Public enterprises	FSM National Government
	FSM Statistics
	FSM Statistics, Department of Economic Affairs
	FSM Telecom

After analysis of the duties and stakeholders is completed, SWOT analysis of the organization from the viewpoint of the duties it performs is conducted. To facilitate the emergence of specific and innovative ideas, the participants can be encouraged to think about SWOT for each of the duties as shown in this figure.

	Strengths (S)	Weaknesses (W)	Opportunities (O)	Threats (T)
Duty 1	Yellow Yellow	Red Red Red	Blue Blue Blue	White White
Duty 2	Yellow Yellow Yellow Yellow	Red	Blue Blue Blue	White White White
Duty 3	Yellow Yellow Yellow	Red Red Red	Blue Blue Blue	White White White
Duty 4	Yellow Yellow Yellow Yellow	Red Red Red Red	Blue Blue	White White

SWOT analysis of duties performed

The table on the next page is the result of SWOT analysis by the workshop participants in Kosrae. Weaknesses accounted for the largest number of cards, followed by threats, opportunities and strengths. The weakness cards indicated that duties are not fully accomplished, such as "weak monitoring and assessment of progress and performance" and "poor maintenance of records (such as births and marriages) of state residents," and the

possible causes for not being able to carry out the duties were "insufficient training in the economic area" and "insufficient number of staff."

SWOT analysis in the field of economic planning in the Kosrae state government

Strengths (S)	Weaknesses (W)	Opportunities (O)	Threats (T)
Economic Planning is a priority under Capacity Building Grant	Weak monitor and asses progress/performance of KSAP; updating Kosrae action plan	Leadership commitment to KSAP/SDP	Lack of timely provision of statistics
Responsibility mandated under Kosrae State Code	Weak preparing civil records	Access to reliable information to gauge	Staff low salary
Prepared monthly Accomplishment Report	State-wide manpower development plan lacking	Better collaboration among stakeholders	Conduct 5-year (statistical) census instead of 10-year
Division accountable financially	Limited training (economic areas)	Off-island training	(Statistics) Division of roles & responsibilities between national & state governments
Initiative by staff	Lesser efficiency in work performance staff	Training opportunities on economic development	Need effective cooperation agencies with other Departs, agencies, DAL-- Tourism, DC/IT, etc.
Staff dedications	Dependent on experts to finalize statistical reports	Increase training for private sector	Political decision interferences
Project progress reports done on time	Limited staff to carry-out responsibility	Education for mayors	There is a plan to centralize infrastructure project management ⇒ duties of Div. of EPS reduced
More responsible staff	Limited annual budget	Seek external technical training support in identified priority areas	Change of Administration
Good work relation among staff	Weak economic analysis	Intensive trainings for marketing +mass production for export	Stakeholders are not doing their work to enhance the economy
Staff Knowledge	Professional training in management project	Private sector development	SDP not involving state governments sufficiently
	Time management	More direct support to private business development	Recommend a separate department to concentrate on Economic Development O/A Requirements
	Need more efficient & effective project monitoring & evaluation tools and methods		
	Limited office equipments (computers)		Downsizing due to CB transitioning
	Currently recruiting an economist		Lack of expertise at the municipal level
	Limited collaborations among Depts., offices, and stakeholders		Poor collaboration with stakeholders
	Weak coordination of programs among involved agencies		
	Weak communication		
	Lack of awareness about the importance of economic plan (KSAP/SDP)		
	Lack of a unified unit/organization on economic planning/monitoring		
	Lack of authority of Div. of planning to monitor Depts.		
	Wider membership of KEPIC for economic planning?		
	(Remarks) KSDP policy matrix as inputs to budget formation		

Technique 2: Simple SWOT analysis

Simple SWOT analysis is one of the techniques for analyzing the status quo of the target organization or the target problem of the program. SWOT stands for 4 viewpoints, Strengths, Weaknesses, Opportunities and Threats, by which the status quo of a specific organization or activity is analyzed.

Strengths and weaknesses are internal environment factors that exert a good and bad influence, respectively. On the other hand, opportunities and threats are external environment factors that exert a good and bad influence, respectively.

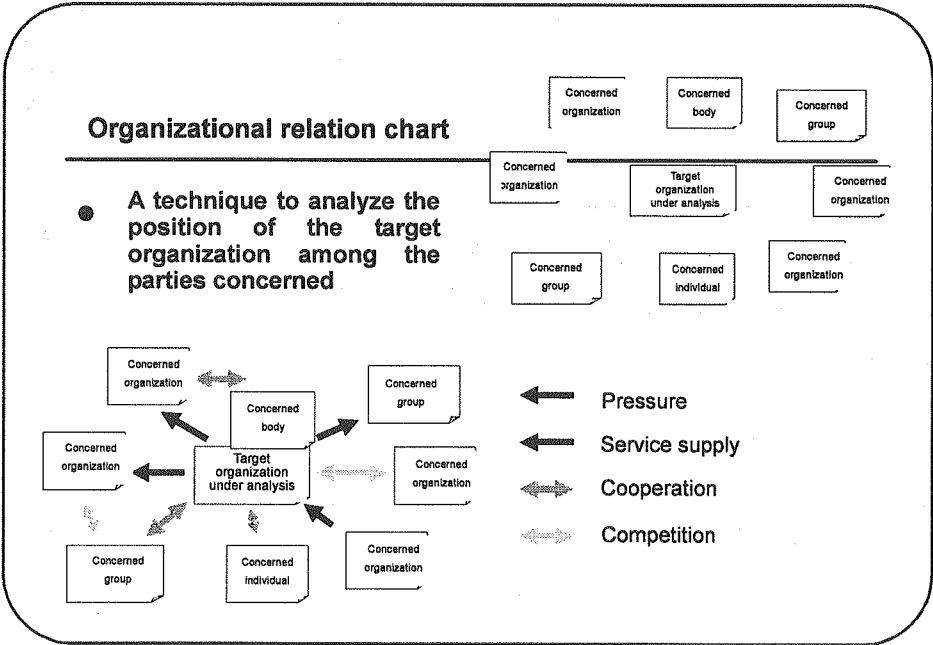
Simple SWOT analysis

- A technique for analyzing the status quo of a specific organization or operation from 4 viewpoints: Strengths, Weaknesses, Opportunities and Threats

	Good influence	Bad influence
Internal Environment	Strengths S	Weaknesses W
External Environment	Opportunities O	Threats T

Technique 3: Organizational relation chart

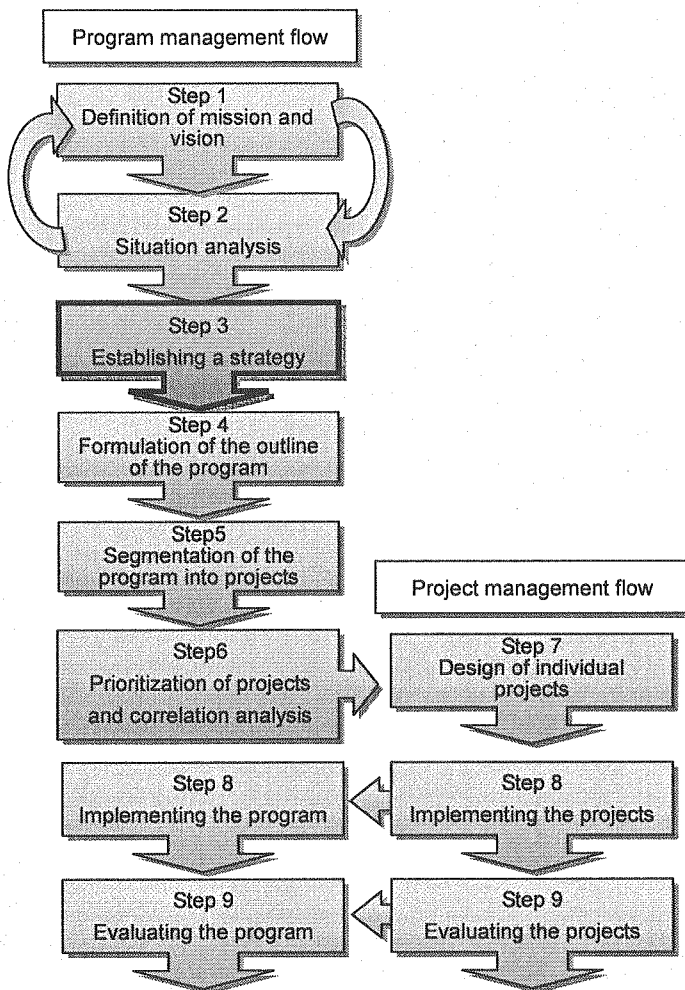
A technique called an organizational relation chart can be used to single out persons and organizations related to the target problem of the program. The organizational relation chart is used to analyze the position of the target organization among the stakeholders as follows. First, write the name of the organization under analysis on a card and place the card in the center. Then, write on other cards the "actors" such as related organizations, bodies, groups and individuals and place the cards around the first card. At this time, place the actors closely related to the target organization close to it and the actors not closely related to the target organization further away. When all the actor cards are in place, indicate using arrows the relationship between the target organization and the actors and between the actors themselves. Note that a relationship indicated by an arrow should reflect an actual relationship, not an "ideal status."



In addition to the simple SWOT Analysis and the Organizational Relation Chart, there are many other techniques used in situation analysis. Sector Study is used to check the status quo of the target field, Institutional Development and Organizational Strengthening (ID/OS) is

used to analyze organizations, Trend Analysis is used to seize the opportunity for structural changes from expansion of the time axis, Usability Analysis is used to find the real cause to be eliminated from a vicious cycle, and Correlation Analysis is used to estimate causality relationships from correlations.

Step 3 Establishing a strategy



Now that the mission or vision that represents the "ideal status" has been defined in Step 1 and the status quo has been identified as the "actual status" in Step 2, consider how the "ideal status" can be reached from the "actual status" in Step 3. Create a scenario for reaching the "ideal status" in order to establish a strategy for the program.

Step 3, which constitutes the preparatory stage for Step 4 and the forming of the outline of the program, may be considered as the

stage commonly known as Conceptual Design. In contrast, Step 4 is the stage of Basic Design. Whereas Steps 3 and 4 can thus be distinguished in terms of definition, it is sometimes more realistic to deal with them together, depending on the nature or purpose of the program.

JICA activities are based on such preconditions as the policies and programs of the recipient country. Documents are available on the assistance policies of Japan, such as the country-specific program, issue-specific guidelines and issue-based approach of ODA tasks in the field. In addition, information is required on the assistance of other donors to the

recipient country. Based on these documents, JICA can focus its activities on the target fields of the program and establish the outline of a strategy on how it can cooperate.

Strategies

What are strategies?
 "Scenarios and means conceived by an organization to achieve its missions and visions"

How can strategies be made?

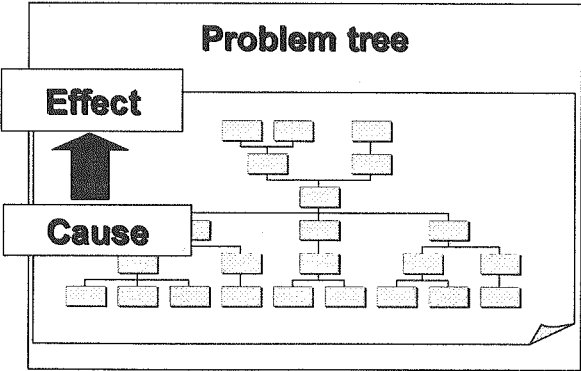
1. Identify the status quo correctly and comprehensively
 ↓
2. Structuralize and visualize the scenarios and means to be conceived as strategies.
 ↓
3. Verify the validity of the strategies.

Case study: Establishment of strategies for the project in Micronesia

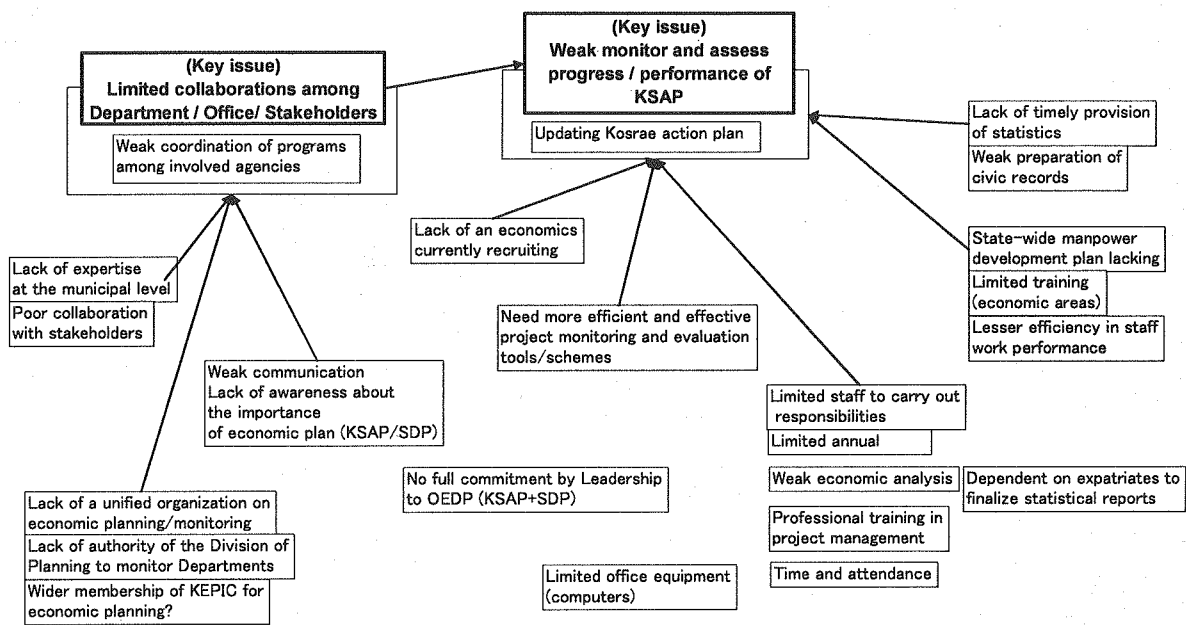
In this project, strategies are established as follows. Make a problem tree and an action tree to establish what major actions are required to achieve the vision. From the Weakness and Threat cards produced in the SWOT

analysis, pick out candidates for what are considered major problems and place them at the top of the problem tree. From the Weakness and Threat cards, pick out the possible causes of these

major problems. Connect the problems and causes in a Cause-Effect relationship to

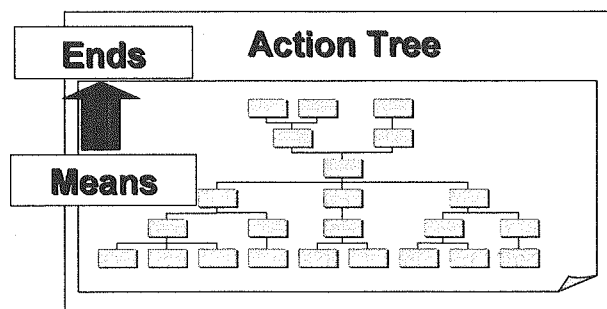


complete the problem tree as shown in the figure below. New cards may be added if necessary. Shown in the following figure is a problem tree made by the workshop participants in the field of economic planning in the Kosrae state government. From this figure, the major problems were found to be "weak monitoring and assessment of progress/performance of KSAP" and "limited collaboration among departments, offices and stakeholders."



Problem tree made by the planning and statistics bureau of the Kosrae state government

The next process is to remake the problem tree into an action tree. While it is similar to objective analysis by the PCM method because the cards at the bottom of the tree are the means for achieving the actions on the cards at the top as shown in this figure, write the "actions to be carried out" on the cards, not the "status after the problems are solved."



The Planning and Statistics Bureau of the Kosrae state government derived from this process 2 major actions or strategies: (1) promoting collaboration between the concerned departments and other stakeholders, and (2) enhancing monitoring and evaluation of the progress of the Kosrae State Action Plan.

Technique 4: Cross SWOT

Cross SWOT analysis, although not used in the case of Micronesia, is an effective technique for establishing strategies. After singling out the items that correspond to Strengths, Weaknesses, Opportunities and Threats by simple SWOT analysis, combine 2 or more cards such as "Weakness x Opportunity" and use the pair as an inspiration tool to obtain ideas for a strategy to realize the vision. This technique is often used, in particular, to create revolutionary ideas for strategies by focusing on the strengths of an organization. The major combinations of cards are as follows:

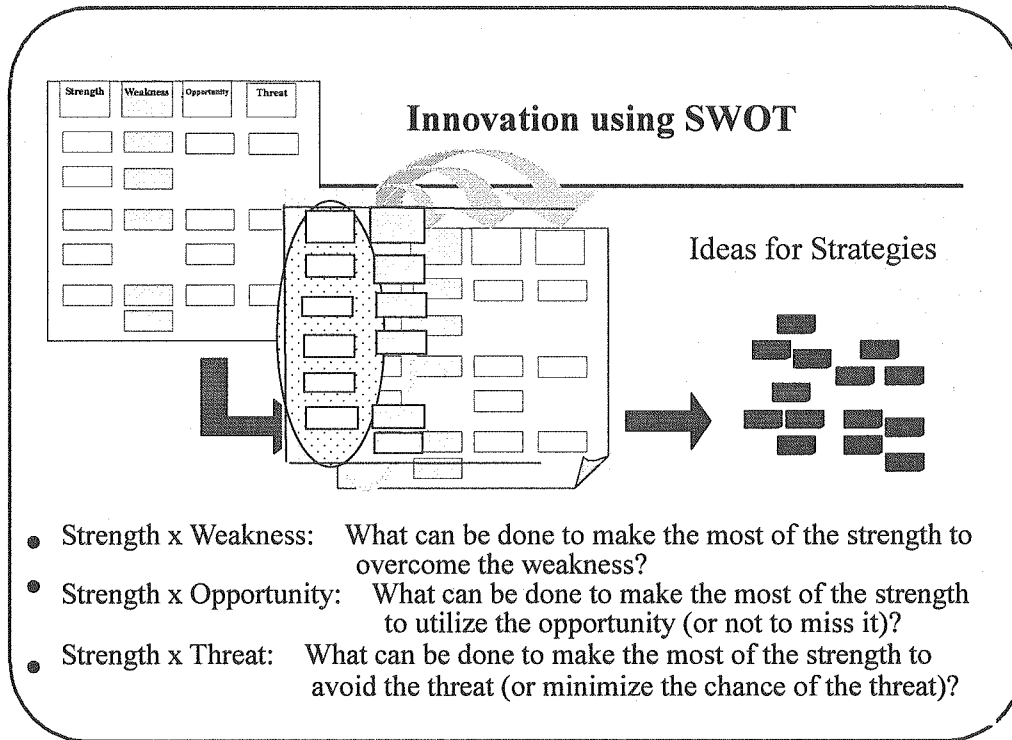
[Strength x Weakness]: What can be done to make the most of the strength to overcome the weakness?

[Strength x Opportunity]: What can be done to make the most of the strength to utilize the opportunity?

[Strength x Threat]: What can be done to make the most of the strength to combat the threat?

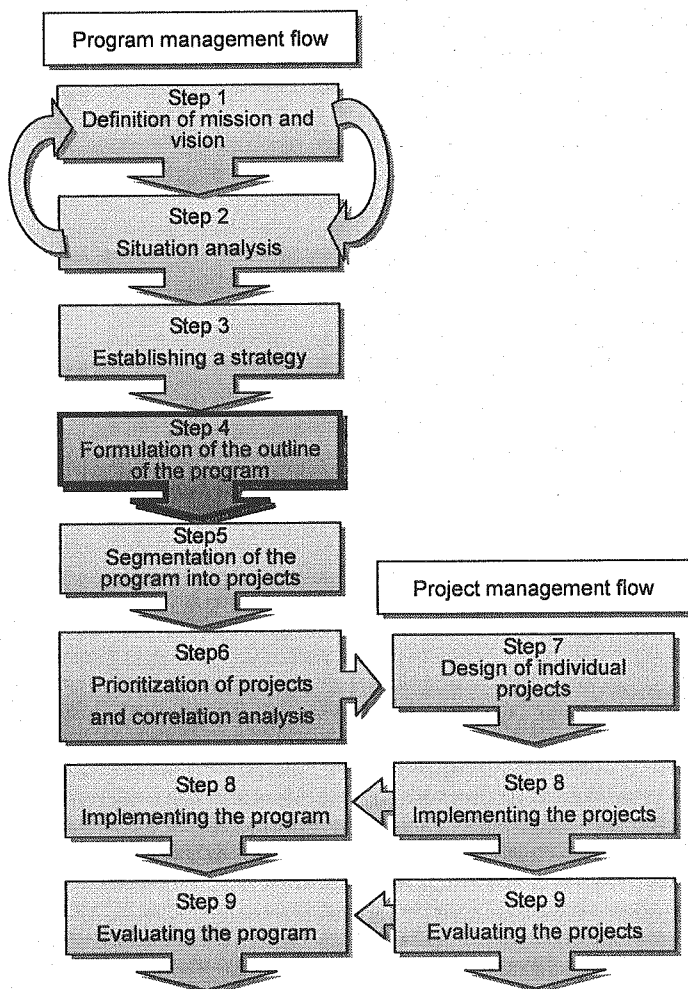
[Weakness x Opportunity]: What can be done to avoid losing the opportunity because of the weakness?

[Weakness x Threat]: What can be done to avoid the worst scenario from the combination of weakness and threat?



In addition to the Action Tree and Cross SWOT Analysis, there are other techniques that are useful for establishing strategies, such as Scenario Planning which is used to establish multiple scenarios for the future and build strategies accordingly, Strategic Option Matrix which is used to compare multiple strategic options, and Appreciative Inquiry (AI) which is used to establish organization enhancement strategies from positive thinking.

Step 4 Formulation of the outline of the program

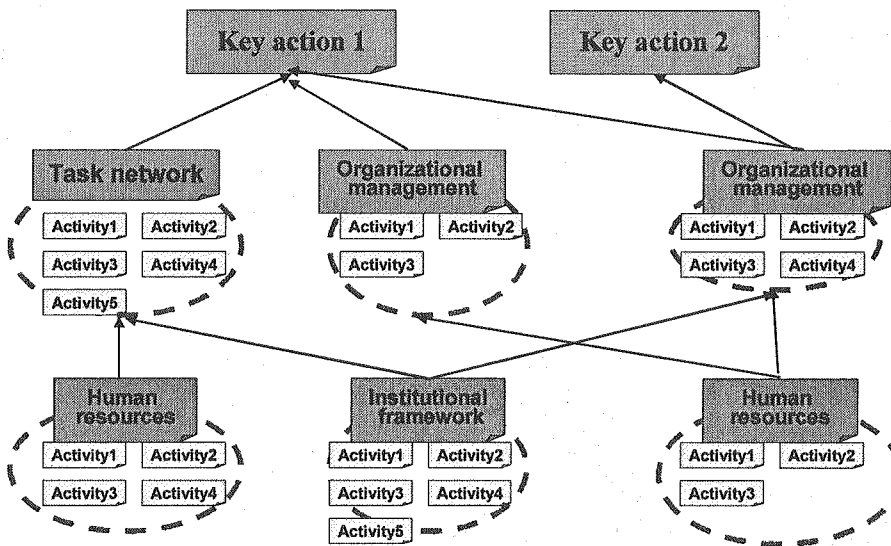


After a strategic scenario has been established in Step 3, we expand the strategic scenario into a program in Step 4. Step 4 is inseparable from the establishment of a strategy in Step 3 and does not always need to be separate from it, but it should be considered as a process to improve the design accuracy of the program in the basic design phase. In other words, the design process starts from an abstract level of concepts and basic strategies and reaches a concrete level that defines the overall structure of the program.

Needless to say, this step requires coordination with the relevant bodies in the recipient country. It is necessary to find common ground between the activity strategies of JICA and the expectations of the recipient country government regarding JICA assistance, and work together to form a program.

Case study: Building the outline of a program for the project in Micronesia

To design the details of the action tree and build the outline of the program, first consider what kind of actions need to be added to the existing action tree. At this time, start examining from multiple viewpoints, such as network, organizational management, human resources and institutional framework, and then examine how these actions relate to each other and express the result by drawing arrows between them.



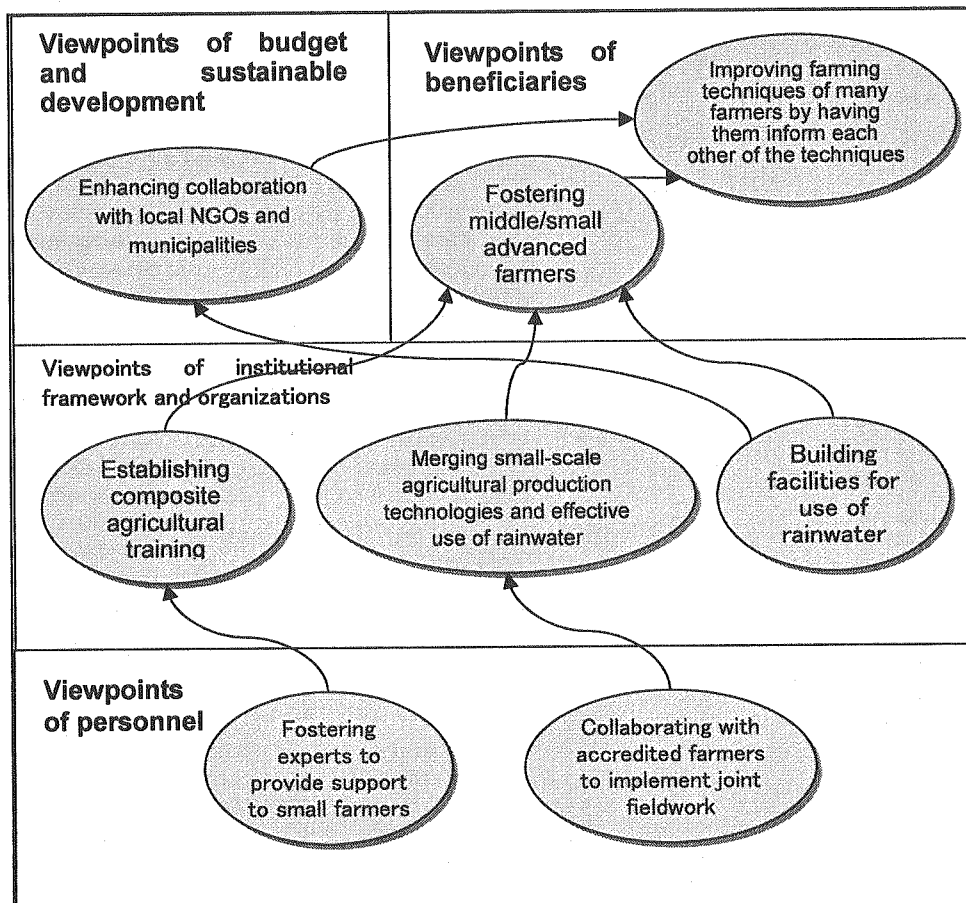
Designing an action tree

Technique 5: Balanced scorecard

The Balanced Scorecard (BSC), although not used in the case of Micronesia described above, is one of the techniques for building the outline of the program. BSC is a many-sided framework of performance evaluation and management and is a technique for achieving well-balanced management of various internal and external factors that form the basis for future success. In BSC, there are 4 standard middle/long-term perspectives: "financial perspective," "customer perspective," "business process perspective" and "learning and growth perspective."

BSC assumes, between the perspectives of the strategies, causal chains that connect wide-ranging value indexes to enable generation of complimentary effects and synergetic effects. BSC consists of 2 formats: a "strategy map" used to define the visions and accompanying processes and actions, and "scorecards" used to measure the degree of achievement of goals through digitalization.

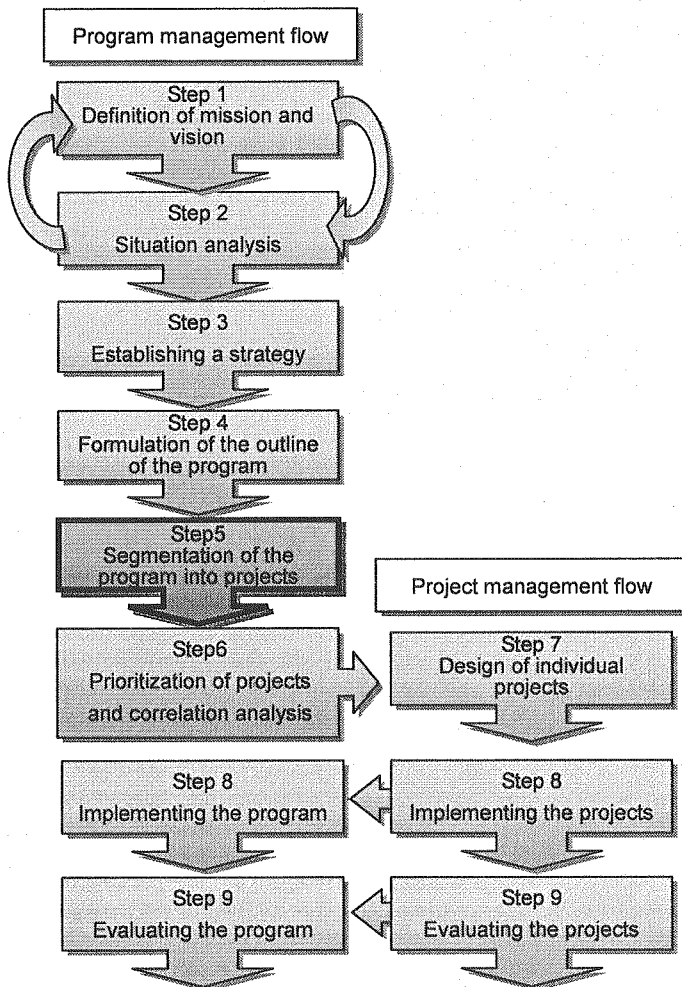
The following example is a strategy map created based on information about a master plan for a development study in agricultural development implemented in the Republic of South Africa.



The perspectives used in BSC can be changed according to the nature of a program. In this example, the "perspective of study and growth" has been replaced with the "perspective of personnel," the "financial perspective" with the "perspective of budget and self-sustained development," and the "customer perspective" with the "beneficiary perspective."

In addition to BSC, there is another method for building the strategy into the outline of a program: the Strategy Tree that is used to break down the strategy logically and put it systematically into the form of a logic tree.

Step 5 Segmentation of the program into projects



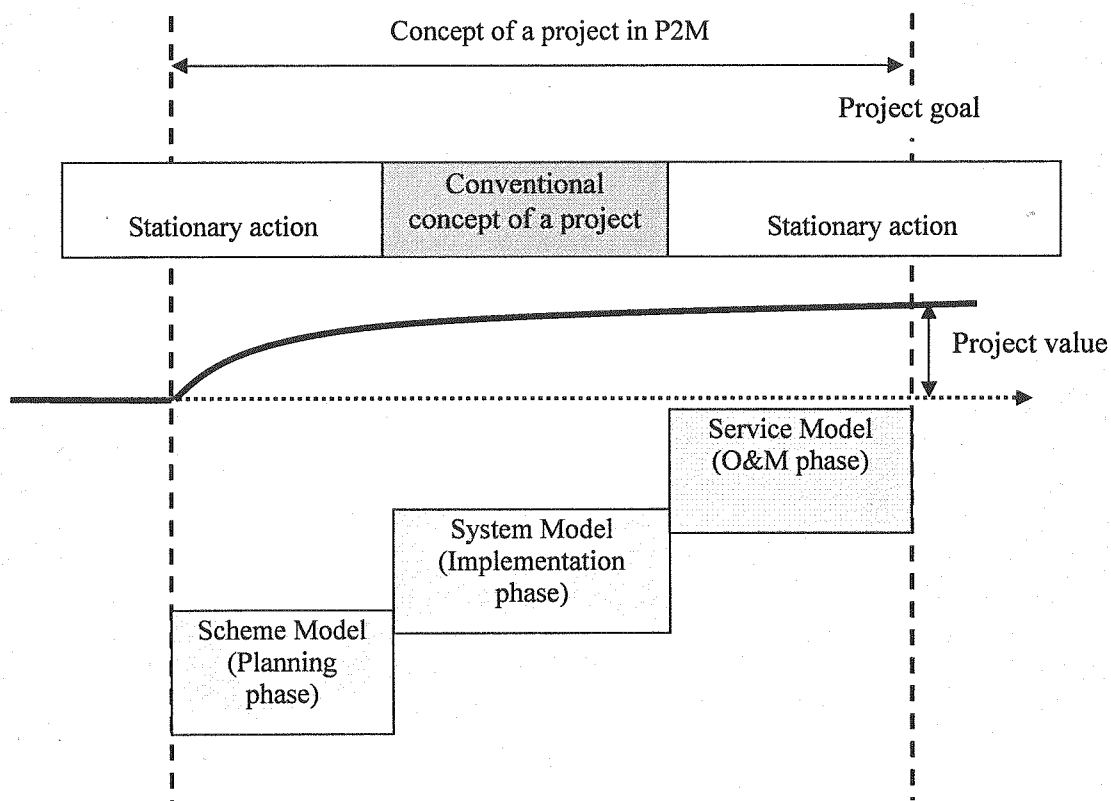
After the outline of the program has been built in Step 4, we segment it into individual projects in Step 5. This step may be considered the detailed design phase, one step further from the basic design. When the program is segmented into individual projects in Step 5, attention must of course be paid to the relationship between the projects.

Specifically, after segmentation into projects, it is very important to maintain the linkage between the project implementation phase and the

planning phase upstream and the operation and maintenance (O&M) phase downstream, in order to grasp the overall activities uniformly. To maintain the flow of the planning, implementation and O&M phases, it is possible to include all 3 phases in one project or to consider the planning, implementation and O&M phases as separate modular projects and then connect them as one program.

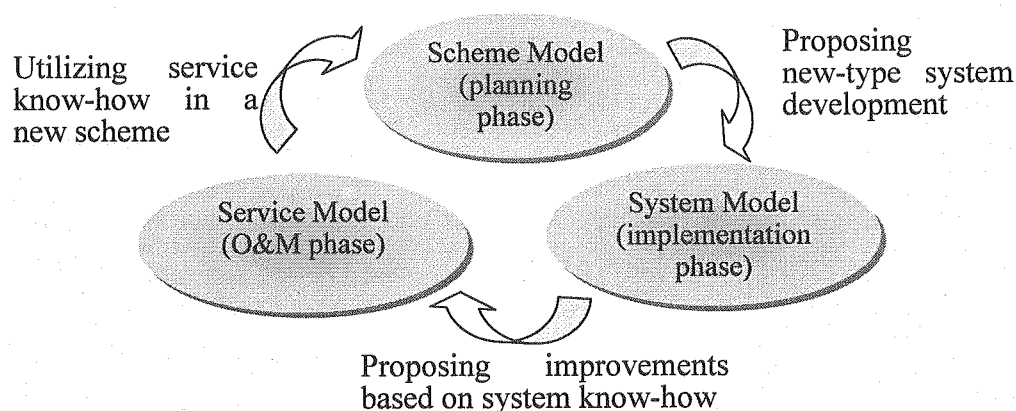
Whichever method is taken, it is important to include the planning, implementation and O&M phases in one project (or the program, if they are handled as modular projects) for the following reason: a project is an action to reform the stationary status that existed before it.

As shown in the following figure, the core stage of the project must be preceded by a transitory stage from stationary status to non-stationary status and, in turn, must be followed by a soft-landing stage from non-stationary status to a new stationary status generated after the project. In P2M, the preceding stage is called the Scheme Model, the core stage the System Model, and the subsequent stage the Service Model. Using the framework of this model, it is possible to see that conventional project management did not pay sufficient attention to the Scheme Model or Service Model, which may have been the cause of failure of many projects. This awareness is very important in project design.



Source: Taketomi Tametsugu, "Project and Program Solutions and Value Creation", *International Association of Project & Program Management Festschrift*, 2005.

Next, if each of the phases of planning, implementation and O&M is defined as a modular project, 3 concept models of Scheme, System and Service can be connected into one project cycle as shown in the following figure. In other words, project types can be classified into the Scheme Model (planning), System Model (implementation) and Service Model (O&M), which can be assembled into one program.



Source: Ohara Shigenobu, Project Management Accreditation Center, *P2M Project and Program Management Standard Guidebook (Part 1) Program Management*, PHP Laboratories, 2003.

The difference between the Scheme, System and Service Models may be a bit difficult to understand. For easier understanding, they can be considered as corresponding to the following JICA schemes.

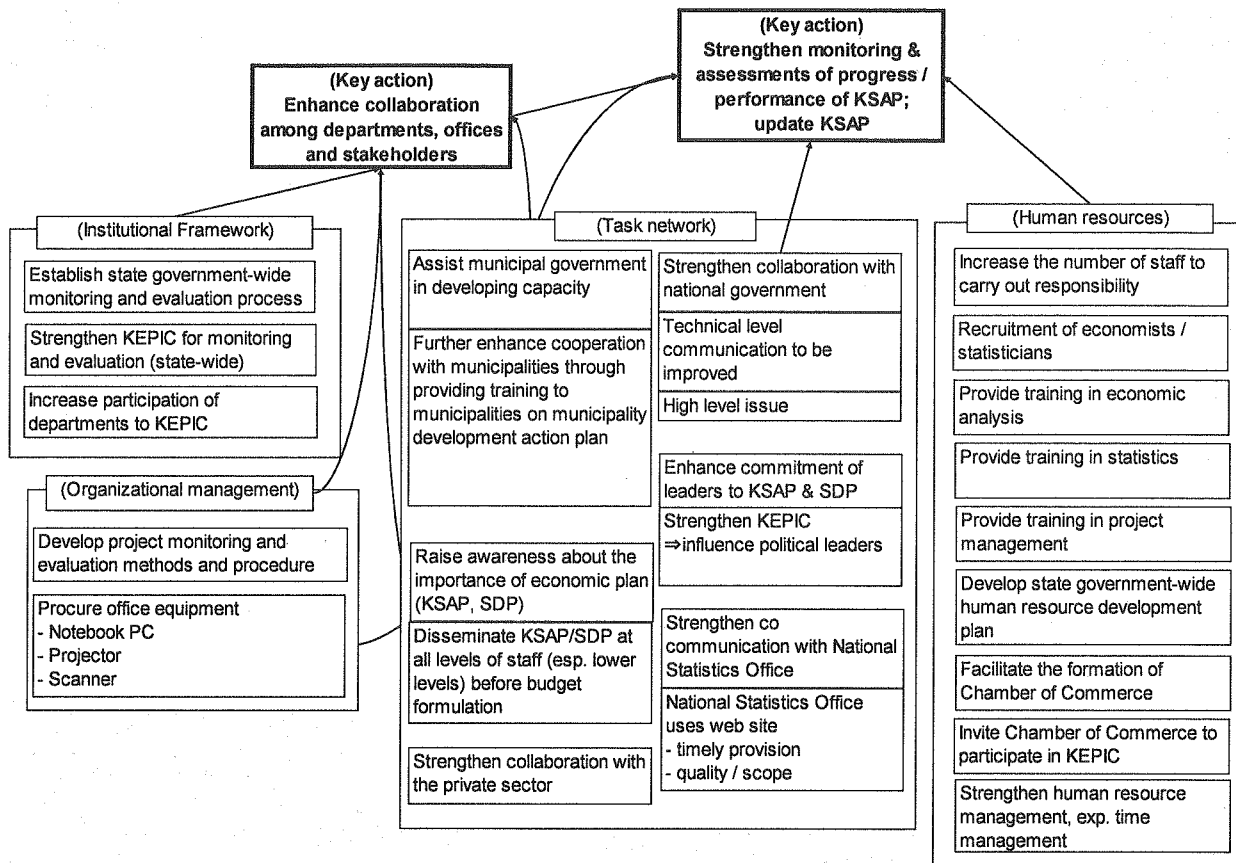
- ◆ Scheme Model = Project formulation and development study
- ◆ System Model = Prior evaluation, consultation for implementation, and implementation of projects
- ◆ Service Model = Exit strategy, handover to the recipient country and follow-up

In the conventional project management of JICA, the System Model, i.e. the implementation phase, tended to be given attention. There were also such problems as inadequacies in the Scheme Model as well as insufficient linkage between the Scheme Model and the System Model in the development study. Also, some criticized that, in general, ODA operations failed to give consideration to the Service Model.

As described in the above, the process of segmentation into projects is not simply replacing parts of the strategy map with projects. In this process, attention must be paid to well-balanced arrangement of the Scheme, System and Service Models.

Case study: Segmentation into projects for the project in Micronesia

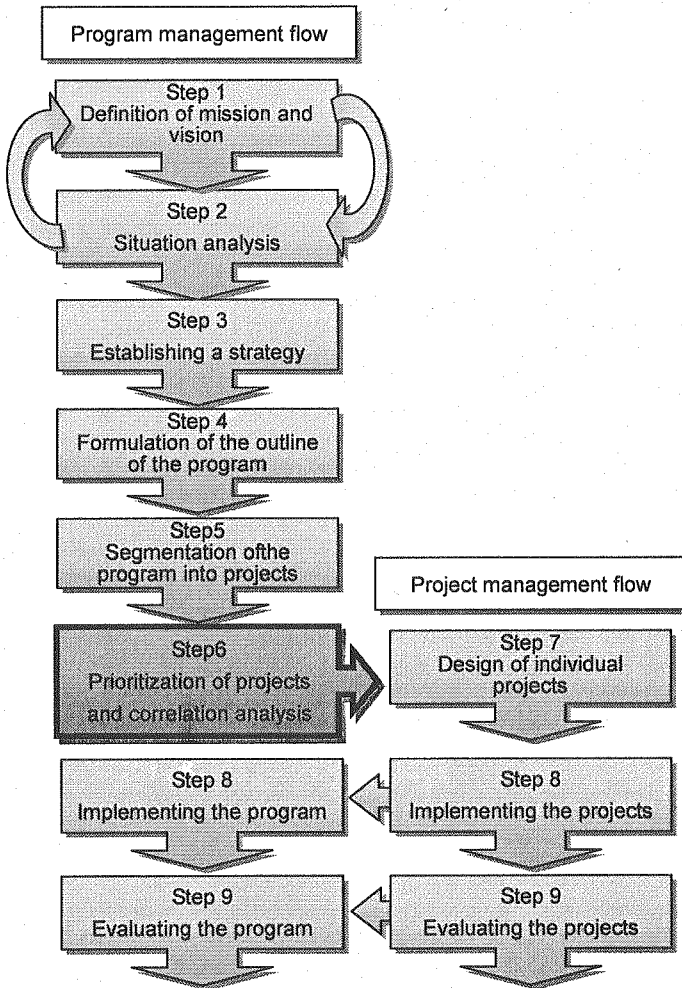
The action tree created when building the outline of the program is studied in detail in order to segment it into projects. The figure on the following page is a detailed action tree created in the workshop on economic planning by the Kosrae state government. Two major actions were segmented into projects under the categories of "network," "organizational management," "human resources" and "institutional framework." It was not planned taking into consideration the Scheme, System and Service Models, but with the models, the effectiveness of the projects could be further improved.



Detailed action tree made by the planning and statistics bureau of the Kosrae state government

Other techniques for segmenting the program into projects include Portfolio Selection, used to examine combinations of project proposals, and Strategy Option, used to provide alternatives to projects.

Step 6 Prioritization of projects and correlation analysis



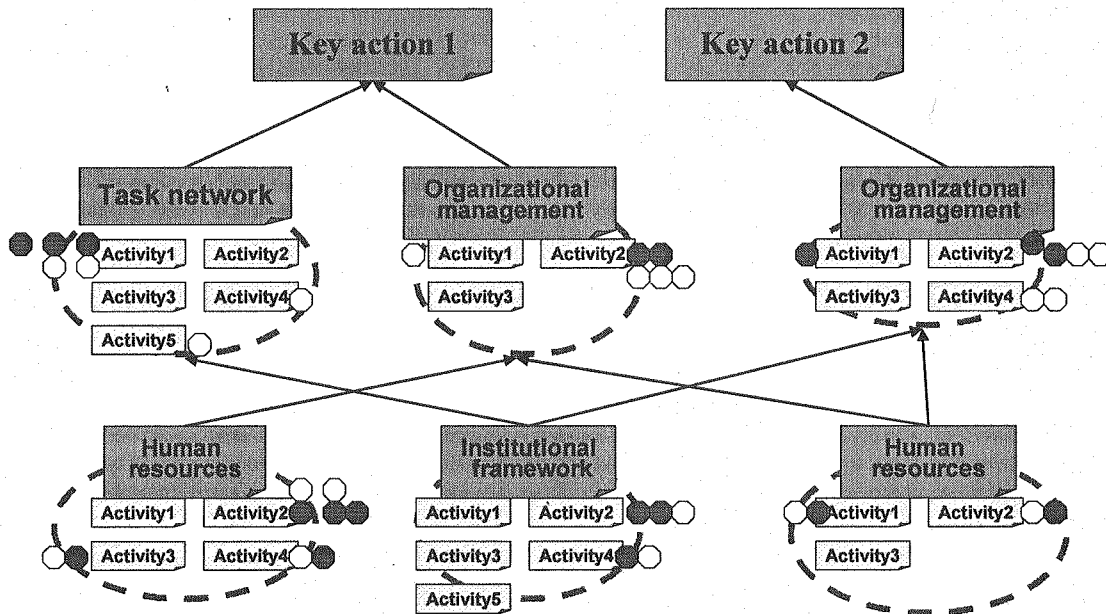
After a program has been segmented into the respective projects in Step 5, we prioritize the projects and analyze the relationship between them in Step 6. Steps 5 and 6 are inseparable processes, like Steps 3 and 4, and need not be separated in some cases.

As JICA cannot always provide sufficient resources to execute all the projects included in the program, we rationally select the optimal combination of projects from the viewpoint of rational allocation of resources, degree of contribution to

achieving the "ideal status," and countermeasures against uncertainties and risks. In particular, the presence of other stakeholders in the project, such as the recipient country, private sector, residents and other donors, is an important factor in making such a selection. The selection must, of course, be made on the precondition that practical collaboration with the recipient country government, participation of residents and coordination among donors are ensured.

Case study: Prioritizing projects for the project in Micronesia

The next step is to consider the priorities of the individual projects in the detailed action tree. In the actual workshop, the participants voted on actions which they thought had "high priority" and, at this time, 2 levels of priority were established. One was "important actions to improve the abilities of the government" while the other was "actions that must be carried out urgently." According to this classification, the actions were color-coded and then assigned to the priority levels through voting as shown in this figure.



Voting on priority actions

Technique 6: Prioritization

The Prioritization Matrix, although not used in the case of Micronesia, is one of the techniques for selecting high-priority projects or actions from multiple possibilities. In this matrix, possible projects or actions are allocated on the vertical axis and evaluation criteria are placed on the horizontal axis. Evaluation criteria can have weight according to their level of importance.

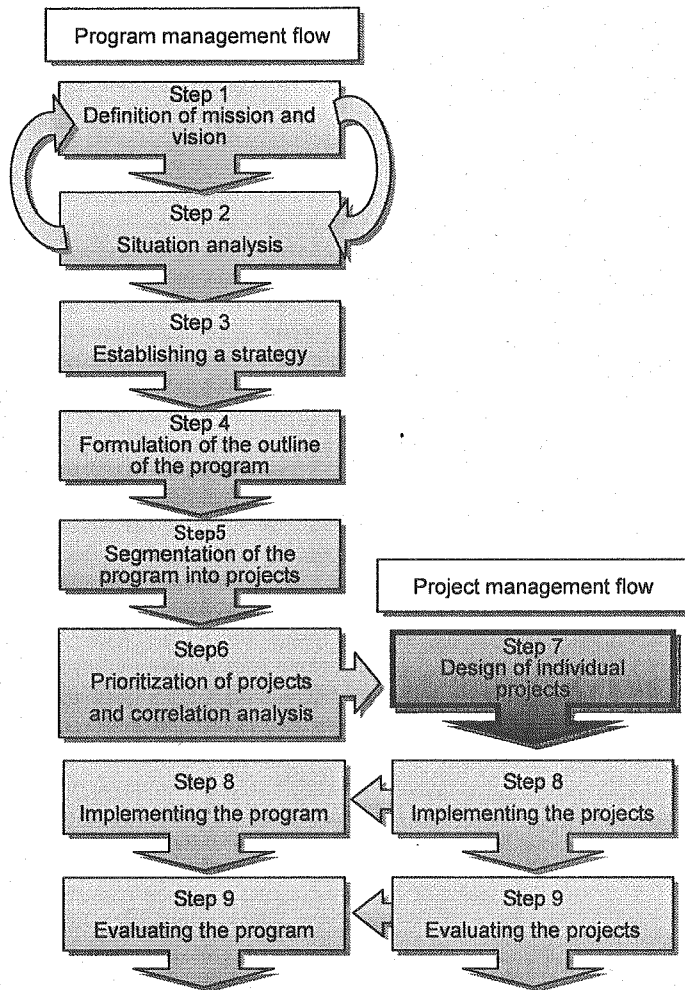
Prioritization Matrix

- : Method for selecting high-priority projects or actions from multiple possibilities

	Criterion 1	Criterion 2	Criterion 3	...	Total
Possible project 1					
Possible project 2					
Possible project 3					
Possible project 4					
.....					

In addition to Voting in a Participatory Workshop and the Prioritization Matrix, other methods are also used. Portfolio Analysis is used to compare possible projects in a matrix with an evaluation axis that corresponds to the analysis targets, and Financial Analysis Techniques (such as present value, cost-volume-profit analysis and return on investment) are used to compare possible projects from a financial viewpoint.

Step 7 Design of individual projects



After the outlines of the program and individual projects included in the program are determined, we define the boundaries of the respective projects in the program and design the details, while ensuring their relationship with other projects at the working level in Step 7. In other words, this step is the phase of switching from program design to project design and forming specific individual projects.

The basic plan for individual projects included in the program can be made, as before, by applying the Stakeholder Analysis, Objective

Analysis and Problem Analysis used in the PCM method. This section goes one step further and introduces the usefulness of Work Breakdown Structure (WBS), another tool for project design. WBS is a global-standard technique that constitutes the core of project management.

**Case study: Designing individual projects for the project in
Micronesia**

While referring to the priorities of the respective projects in the action tree, the participants created a work schedule as the final procedure. They arranged the projects in the format shown in this table, established a work schedule and then selected a performance indicator for each of the projects. Finally, responsible persons for the actions were determined.

Action schedule

Urgency	Importance	Actions & Activities	Performance Indicators	Provider/ Cost estimates	Responsibility	1 yr	2 yr	3 yr	4 yr
		Key action 1				☆		☆	
		Key action 2							☆
		Institutional framework Activity 1 Activity 2				←→	←→		
		Org. management 1 Activity 3 Activity 4 Org. management 2 Activity 5 Activity 6				←→	←→	←→	
		Task network Activity 7 Activity 8 Activity 9				←→	←→	←→	
		Human resources 1 Activity 10 Activity 11 Human resources 2 Activity 12				←→	←→	←→	

The table on the next page is part of the action plan created for economic planning for the Kosrae state government. Although the implementation periods, performance indicators and responsible persons are included, the project action is not defined in enough detail to be called WBS. With a little effort, it can include various information, such as more detailed schedules, milestones, degree of progress, methods for monitoring achievements and collaborators.

Action schedule in economic planning for the Kosrae state government

Objectives		Performance indicators	Responsibility	0 year (FY06)	1 year (FY07)	2 year (FY08)	3 year (FY09)	4 year (FY10)		
1	Strengthen monitoring & assessment of progress/performance of KSAP; update KSAP	Project monitoring tools established								
		Monitoring/assessment & procedures established								
		Monthly reports submitted on time								
2	Enhance collaboration among departments, offices, and stakeholders	KEPIC strengthened (key depts./private sector represented)								
		Professional/technical reviews								
		capacity need to be strengthened								
Activities		Sub-activities								
2-1	Establish state government wide monitoring & evaluation process	Strengthen KEPIC for monitoring & evaluation (State-wide)	Monitoring/assessment & procedures established	Governor's office, Division of planning (secretariat of KEPIC)	←→					
		Increase participation of departments to KEPIC	Participation of KEPIC increased							
1-1	Strengthen collaboration with National government	Strengthen top level communication	Timely implementation of infrastructure projects	Governor's office: high level communication	←			→		
		Strengthen technical level communication	Timely submission of statistics							
		Enhance two way information network		Dept of A&F: technical level						
1-2	Strengthen communication with national statistics	National statistics office provides statistics timely and use website	Timely submission of statistics	FSM statistics & division of planning	←			→		
		Schedule regular provisions	Schedule developed							
		Enhance two way information network								
1-3	Strengthen collaboration with private sector	Facilitate the formulation of Chamber of commerce	Chamber of commerce formed	Governor's office, KEPIC	←			→		
		Invite Chamber of commerce to participate in KEPIC	Chamber of commerce represented in KEPIC							
1-4	Assist municipal government in developing capacity	Further enhance cooperation with municipalities through providing training to municipality on municipality development action plan	Completion of municipality development plan	Division of planning, KEPIC	On going			→		
2-1	Raise awareness about the importance of economic plans (KSAP & SDP)	Prepare an awareness plan and propose	Awareness plan prepared	Division of planning under Dept of A&F, KEPIC	←			→		
		Disseminate KSAP/SDP at all levels of staff (esp. lower levels)	Public awareness using radio/channel 6							
		Provide information for all staff to understand roles to meet depts. goals	Staff awareness of their roles/responsibilities							
		KEPIC/BRC ensures that all depts. reflect KSAP/ SDP Use radio/ channel 6	Awareness programs developed # of awareness program e.g. radio and channel 6							
1-1	Develop project monitoring & evaluation methods & procedures	Recruit an economist	Project monitoring tools established	Chief with personnel	←→					
		New economist develop methods and procedures		Economist: develop		←→				
1-2	Modernize/ provide office equipment	Notebook PC	Purchased	Chief: Division of planning	Request budget for FY07	Purchase				
		Projector								
		Scanner								
		Vehicle for project monitoring								

Technique 7: WBS

WBS refers to a system where the works to be executed to achieve the goals of the project are segmented into layers and systematized down to a level necessary for effective management. WBS is aimed at showing the components of the project in a list without omissions or duplications. WBS has a tree-shaped structure but, at working level, it generally takes a tabular form rather than a chart. Both forms have the same contents.

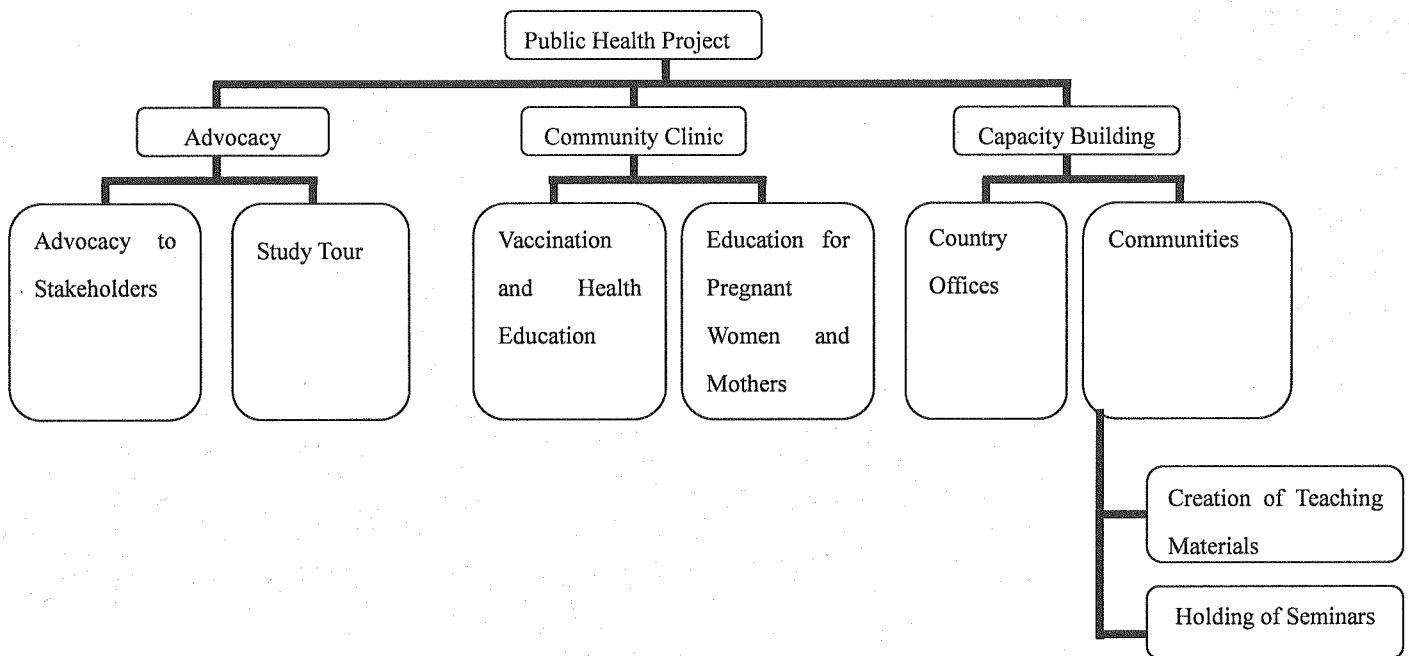


Chart-form WBS (example of a health project in Ghana by JICA)

1. Advocacy
 - 1.1. Advocacy to stakeholders
 - 1.2. Study tour to the project site
2. Community clinic
 - 2.1. Vaccination and health education
 - 2.2. Education for pregnant women and mothers
3. Capacity building
 - 3.1. Capacity building for national offices
 - 3.2. Capacity building for communities
 - 3.2.1 Creation of teaching materials
 - 3.2.2 Holding of seminars

Tabular-form WBS (example of health project)

Actions	Time Schedule
1. Advocacy	
1.1 Study tour to the project site	
1.2 Advocacy to stakeholders	↓
2. Community clinic	
2.1. Vaccination and health education	
2.2. Education for pregnant women and mothers	
3. Capacity building	
3.1 Capacity building for national offices	
3.2 Capacity building for communities	
3.2.1 Creation of teaching materials	
3.2.2 Holding of seminars	↓

A WBS chart with work items plus a time schedule as shown in the above figure is useful for process control. If each item is expressed as a percentage of the entire work load, progress can be monitored with a numeric value.

A WBS chart thus created has the following effects in terms of project management:

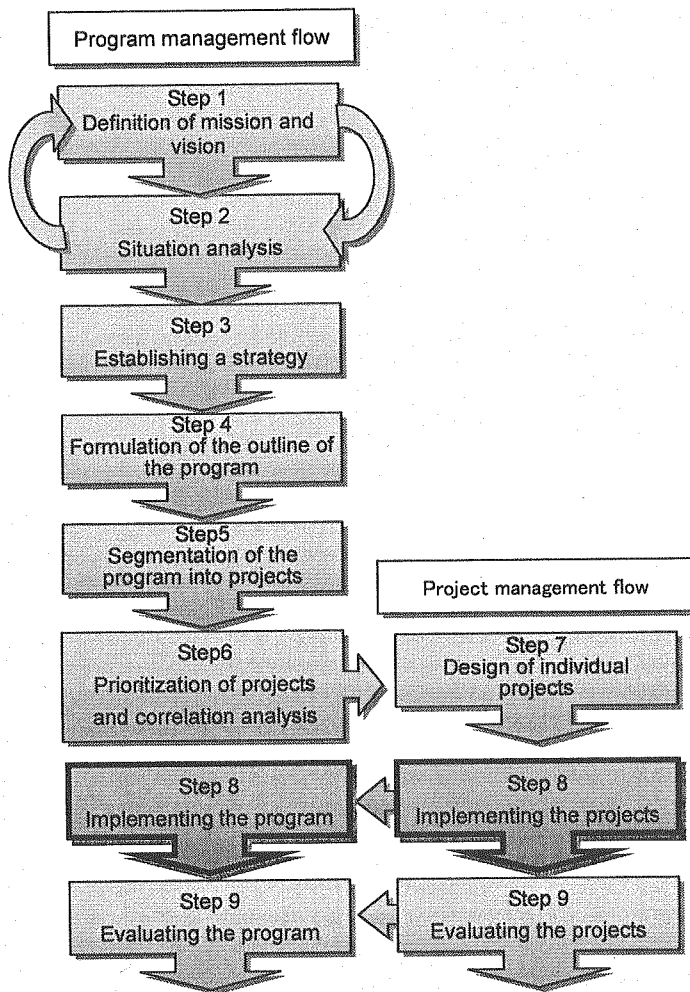
- Identification and structuralization of all the works necessary for the project
- Definition of the scope of works and the responsibilities and authorities of stakeholders
- Provision of a tabulation unit for input resources
- Cost control and identification of productivity
- Process control tool (especially milestones)
- Basic data for risk management
- Quick response to scope changes and environmental changes
- Common language for all the stakeholders in the project

If, for example, JICA contracts out the implementation of a development project to a company or university, WBS can be a very effective tool for sharing the scope and contents of the project among JICA staff, experts and the recipient country. Specifically, WBS is

assumed to be utilized through the following processes:

- ① JICA works with the recipient country on a preparatory or preliminary study to make an R/D or S/W that includes WBS with the project segmented down to approximately the second level.
- ② Later, JICA creates a WBS in which the project is segmented down to the third level, if required, through internal discussion based on the R/D or S/W, and issues operation instructions in order to present the framework of the project.
- ③ For a corporate-contract project, the applying consultant or university creates a WBS with the project further segmented to the fourth or fifth level and submits a proposal with it in order to define the details of the project actions. For a JICA-run project, the concerned team or experts shall make a WBS in which the project is segmented down to a similar low level.
- ④ While the project team or JICA field office monitors the project using the WBS thus formulated, the WBS will serve as an important base for evaluation in the project evaluation phase.

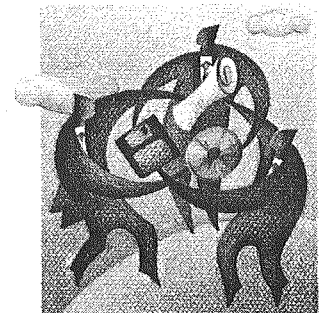
Step 8 Implementing the program and projects



In the implementation phase of the program and projects, it is necessary to manage the program and projects by taking into consideration multiple management facets and tools, such as communication management and risk management. This section briefly explains typical management skills. For more information on individual management skills, please refer to the many books published on this theme.

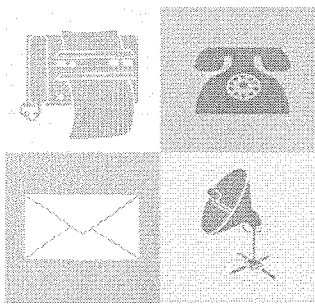
◆ Relationship with stakeholders

The relationship among the stakeholders of the program or project should be managed. The key to the success of the program or project is to build and maintain a continuous and healthy relationship with stakeholders. Any problem occurring during the actions can be solved smoothly if the relationship with the stakeholders is maintained properly.



◆ Communications

In the program or project, people with wide-ranging views, values and cultural backgrounds work together. The maintenance of good communications among these people is one of the most important factors required for the success of the program or project. You can build a system of periodical meetings among the stakeholders, and this is also effective for each individual to enhance their communication ability and cross-cultural understanding.



Further, P2M advocates the concept of platform management which emphasizes an open relationship not limited to project stakeholders but among NGOs, private companies and resident organizations.

◆ Risk management

While a project naturally incorporates some risks, these risks can be managed to a certain degree. First, establish a risk management policy for the project. Next, identify major risks through analysis of constraints and/or uncertainties existing in the project and prepare countermeasures against the risks. Apply the countermeasures to the risks throughout the life cycle of the project and evaluate and monitor the implementation status. Further, the various lessons learned through the countermeasures should be accumulated and utilized for the future as knowledge of risk management.

◆ Resource management

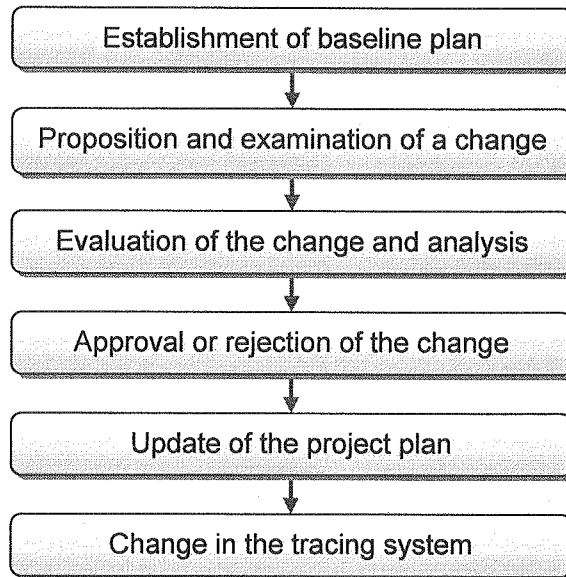
"Resources" required for the project include people, goods, money, technology, information and time. Needless to say, a project is accomplished only if the appropriate resources are input at the appropriate time in the management of the entire



project. To input the appropriate resources at the appropriate time, it is important to carry out the process of identifying the necessary resources, establishing an input plan, monitoring the input records using WBS and examining improvement measures if any problem is found.

As shown in the 4 examples above, there are various individual management skills. Especially, in this booklet, emphasis is placed on the importance of change control. Change control is based on the basic recognition that, in reality, there can never be a project without any changes in its content from the planning to the completion phases. Only as the project progresses through the stages do the implementers come to know the details of the work process required in the next stage or have to deal flexibly with any changes in the ambient environment. Unless the project is a very simple one that is completed in a short period of time, such situations are frequently encountered on project sites.

In particular, in the case of a program in which multiple projects are linked in a reciprocal relationship, a change in the plan can influence the other projects or the program-level situation and therefore periodical changes in the scope of the projects cannot be avoided. In the case of the program, there are more organizations and persons involved than for an independent project and the process of communications and consensus building becomes complex, so any change in the plan must be promptly processed and shared by the stakeholders. Therefore, it is indispensable to put a proper change control system in place before a project or program is implemented.



Operation process for the change control system⁵

As shown in the above flow chart, the first step in building a change control system is to "establish a formal baseline plan." If any change is required in the baseline plan later, either the orderer or the contractor (such as a corporation or university) proposes the change and the other party examines the proposal. In the step concerning "evaluation of the change and analysis of effects," evaluation of the effects of the change on the scope, costs, schedule, resources, risks and quality determines whether to "approve or reject the change." If the change is approved, the plan is changed and notified to the stakeholders. The last item, "change in the tracing system," refers to checking whether the change took effect in the field.

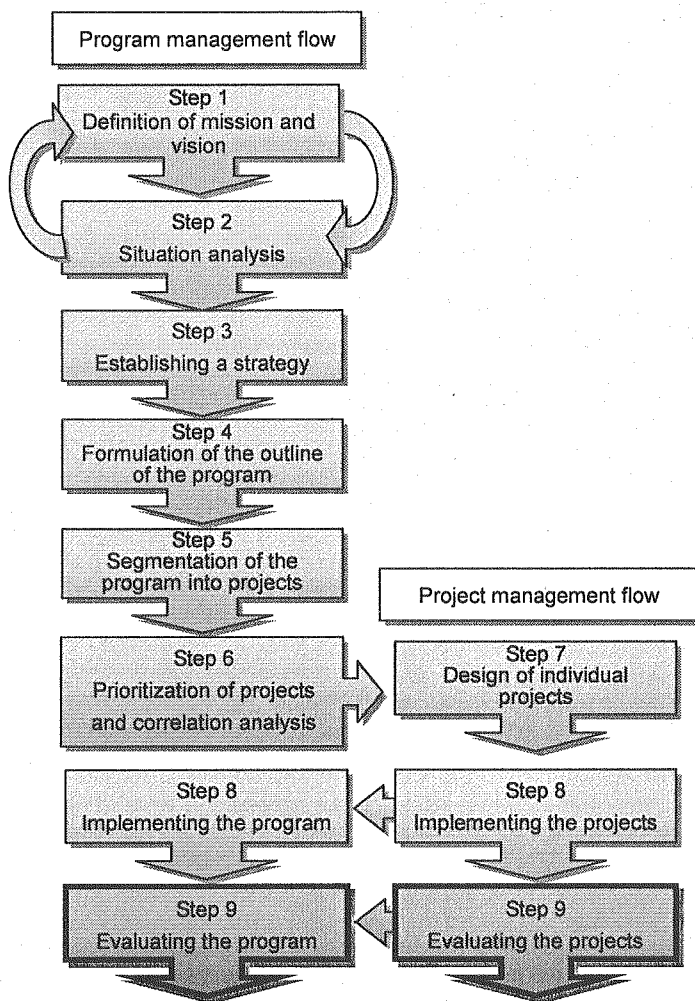
An important element in change control is to have a set of clear rules for change control: For example, a minor change that does not have much effect on a project can be approved by the project team using the change control system, while a more influential change requires the approval of higher supervisors from the contractor and the orderer. A still more important change requires a change in the contract itself. It is very important when implementing a

⁵ Shigenobu Ohara, Project Management Accreditation Center, *P2M Project and Program Management Standard Guidebook (Part 2) Individual Management*, PHP Laboratories, 2003.

program and projects that the orderer and contractor understand the flexible change control system in advance, so that changes can be made smoothly.

Another important element for change control is to secure the required budget. There are unwished-for cases where smooth change control cannot be readily conducted due to the extra time required because a change in the plan requires an additional budget, or the person in charge tries to avoid the troublesome change, even if the budget is secured. Since the project or program implementation process is usually accompanied by uncertainties, the budget required to deal with them is an important element of management. Although it is normally difficult to include reserve funds in a contract, an effective means of solving such problems should be provided, e.g. approving an auxiliary budget for the project or program or preparing a scenario of countermeasures in the event of a change in the situation that affects the budget plan.

Step 9 Evaluating the program and projects



Not all the projects that make up a program commence at the same time. Depending on the design of the program, a project may start based on the outcome of the previous project. In other cases, of course, multiple projects may be in progress at the same time.

During the implementation of the program, the respective projects are subject to monitoring and evaluation at their own timing. The individual projects that make up the program can be evaluated as before using ex-ante

evaluation, mid-term evaluation, terminal evaluation and ex-post evaluation in accordance with the PCM method.

If any change is made in the project action or input in this process, implement the change in the project first and, if the change is something that affects the program, it should be reflected in the program design.

On the other hand, the program itself needs periodical monitoring and evaluation. Evaluate the program from such viewpoints as the contribution of the projects to the program goals, the relevance of the strategic scenario of the program, and the position of the program

in the policies of the recipient country, and then reflect the determined changes in each of the relevant projects. Needless to say, it is desirable that flexible changes can be made in the scaling of projects, moving of action periods, recombination of component projects, etc.

There is not yet an established method for evaluating the program. However, progressive approaches are being adopted mainly by the Planning Coordination Department and the relevant departments that provide program-level implementation assistance. The know-how of country-based project/program evaluation, thematic evaluation and program evaluation implemented now will form the foundation of program evaluation in the future.

The following 3 points are important in program evaluation:

- ① Not only projects, but also the program needs evaluation.
- ② At the time of evaluation, the WBS drawn up for each individual project will clarify the progress and prove useful in considering the relationship between projects.
- ③ Evaluation of the program is indispensable for re-evaluating the program design, such as the strategy map, and in this sense is an exceedingly future-oriented procedure.

For the future

◆ Establishment of program management

To establish program management in JICA operations, it is necessary to implement specific program-based operations and accumulate experience and achievements. Through such efforts, it is also important to draw attention to working-level problems and improve the procedures of management and the methods of applying various tools, etc. Ultimately, a person who conducts management is required to have the practical ability to deal flexibly with problems and changes and it is essential that stakeholders build up such management ability.

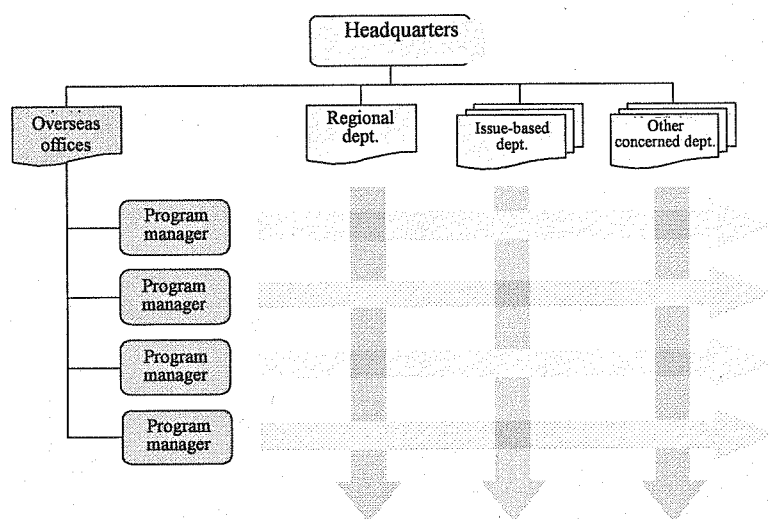
◆ Program formulation study

To realize a system of effective program management, it is necessary to substantially promote the flow of operations by program unit, instead of the conventional project unit, for such operations as formulation, approval, budget management, operation management and evaluation. Various levels of program formulation can be assumed, varying from programs directly connected to the ODA taskforce to modular projects that make up a conventional large project, renamed as a program. In any case, it is of primary importance to establish the concept of a program formulation study and properly design the program based on the results of the survey.

◆ Matrix-type organization with the initiative of overseas offices

The organizations that manage the operations can take various forms depending on the nature of the operations. The matrix-type organizational structure shown in the following is worth examining as a system for promoting program-oriented operation management mainly by overseas offices. The organizational structure, however, leaves many factors to be considered, such as factors other than operational management, the situation of the country,

and feasibility including specific staff assignment, and therefore is to be solved in the future.



◆ Training of JICA personnel and private-sector workers

In order to build a foundation for the introduction of program management, it is essential to promote standardized understanding of program management among JICA's stakeholders through training of JICA personnel and other stakeholders.

◆ Joint programming with other donors

While it is realistic, in some cases, to consider the scope to be covered by the program within the range of JICA activities, in many cases collaboration with other donors should be considered. As a means of promoting collaboration with other donors in terms of program formation, JICA can work with other donors to actively promote joint program formulation and program design workshops.

Abbreviations

BSC	Balanced Scorecard
PCM	Project Cycle Management
PMBOK	Project Management Body of Knowledge
P2M	Project and Program Management
WBS	Work Breakdown Structure

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