

## 平成 27 年度コンサルティング・プロジェクト成果報告書

### Policy Evaluation Of The “Hiroshima for Global Peace” Plan

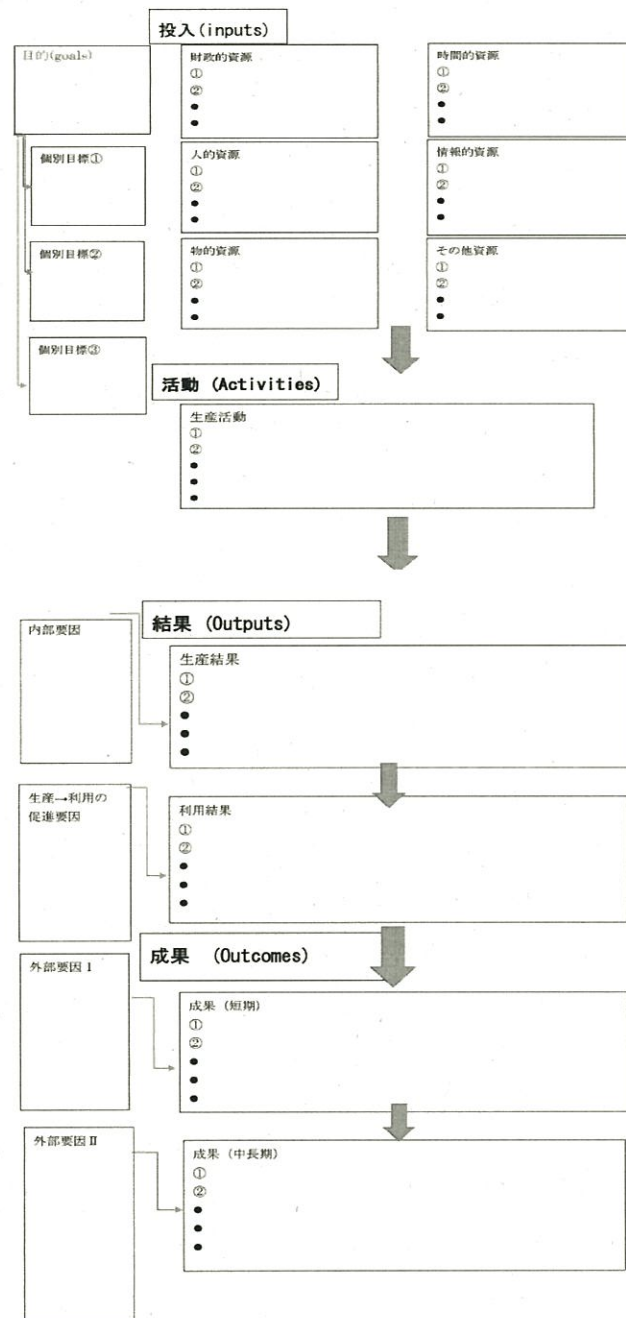
#### 1. Methodology for Policy Evaluation

The methodology we used for evaluation of the “Hiroshima for Global Peace” Plan (referred as the Plan in the followings) is called theoretical policy evaluation. The purpose of conducting theoretical policy evaluation is generally to clarify the final goal of the policy, examine what and how much resources have been invested to the program, what programs have been conducted to achieve the goal and how the results and effect of each sub-project were after putting the policy into practice. Based on theoretical evaluation, it would be possible to find out whether the design of public policy is reasonable and logically effective for achieving the final goal, whether the policy is implemented complying with the original purpose of policy makers.

Until now, the Plan has been put into effect for almost two years since October 2013 and it has finished the first cycle of implementation. We think it is the time to evaluate to what extent the purpose of the Plan has been achieved, how was the effect and effectiveness of the Plan and if there is any problems of policy design revealed by the process of implementation. Therefore, we chose theoretical policy evaluation as our methodology for the policy evaluation project. Our goal is to examine the causal relationship of the Plan, the accomplishment of implemented projects and how they contribute to the achievement of final goal. We are also expecting to analyze problems of the Plan and the possible way of making adjustment.

To conduct theoretical evaluation of the Plan, we used the following graph as the

framework of our policy evaluation project.



As it mentioned in the pamphlet introducing the Plan mentioned, the final goal of the Plan is “to make Hiroshima arrive at a position where it is able to make proposals for both a future without nuclear weapons and for peacebuilding in areas stricken by violent conflict”. To make Hiroshima enable to make proposals and promote global peace, it would be firstly to make

Hiroshima as a “Global Peace Hub”, which as defined in the Plan that is not only a symbol for a non-nuclear world, but also for peacebuilding in regions suffering from wars and extreme violence. Considering the timeline of implementing the plan and according to the result of interviewing policy makers and implementers of the Plan, we concluded to set “becoming a global peace hub” as the short term goal of the Plan, and to set the possibility to for Hiroshima to actually make Hiroshima’s own proposals towards a non-nuclear world and peacebuilding as the long term and final goal of the Plan. Developing Hiroshima to a “Global Peace Hub” is the base for improving Hiroshima’s strength to disseminate idea of a non-nuclear world and global peace. Specified to our policy evaluation, we decided to evaluate to what extent Hiroshima has accomplished the goal of building Hiroshima a “Global Peace Hub” to improve its strength its power of disseminating message from Hiroshima.

The original idea of the approach to achieve the goal of promoting global peace proposed by Hiroshima Prefecture is the so called “3\*3 Approach” showed in table 1-1.

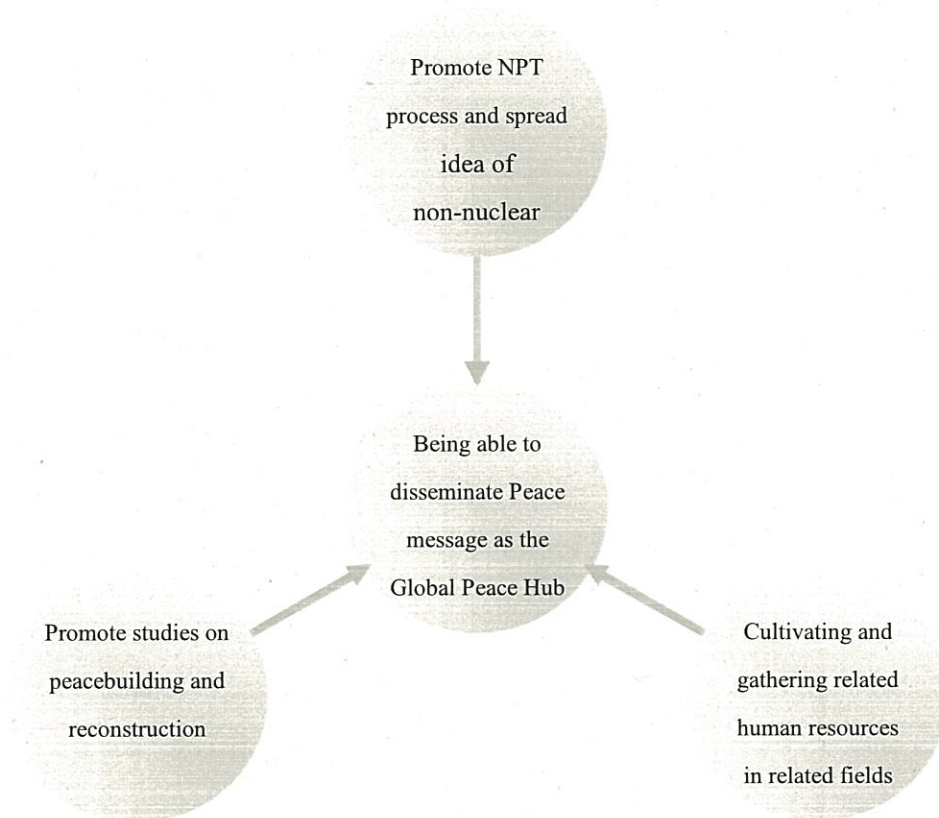
Table 1-1 3\*3 approach toward a peaceful international community

Challenges	Actions
Nuclear abolition	Generating theories and promoting studies
Reconstruction and Peacebuilding	Implementing practical programs for peacebuilding
Envisioning a new security system	Disseminating peace messages

According to the approach, the Plan is conducting three projects including (1) abolition of nuclear weapons; (2) cultivation of human resources in peacebuilding and promoting studies on reconstruction and peacebuilding; (3) developing sustainable mechanism for peacebuilding. Since the third project is mainly related to the field of nuclear abolition and disarmament, we divide the Plan into two working fields including (1) Actions toward nuclear abolition; (2) Peacebuilding and Reconstruction. We evaluated the accomplishment in individual field and then evaluated how the accomplishment contributed or not contributed to the achievement of the

final goal.

To achieve the goal of improving Hiroshima's strength of disseminating peace message by building it into the Global Peace Hub, the Plan needs to achieve three specific objectives according to its working fields and approach designed by the Prefecture government.



By achieving the first objective, Hiroshima would actually contribute to the international NPT process while getting the Plan familiarized and supported by international actors. Gathering and promoting studies on peacebuilding and reconstruction would provide essential theoretical foundation and advanced academic achievement for Hiroshima to become a Global Peace Hub with high level of accountability and prestige. During the whole process of



implementing the Plan, human resources is the most important factor. In short term it would be necessary to get together scholars and experts in the fields of nuclear disarmament and peacebuilding, but in the long run it is significantly important for Hiroshima Prefecture to cultivate human resources that might contribute to the Plan and peace issues in the future. Meanwhile, to be a Global Peace Hub also requires Hiroshima being attractive enough to people devoting themselves into world peace and being able to provide training and experience for human resources cultivation. This is the reason why Hiroshima needs to realize cultivating human resources and getting experts together to become a Global Peace Hub.

Using the final goal of improving Hiroshima's strength of disseminating peace message by building it into the Global Peace Hub and the three specific objectives mentioned above as basic criteria for examining achievement of individual projects, we conducted policy evaluation by focusing on the fields of actions towards nuclear abolition, and peacebuilding and reconstruction.

## 2. Inputs and activities

According to theoretical policy evaluation, inputs into public policy are divided into financial resources, time resources, human resources, information resources, materials and other resources like former experiences or support from others. Accordingly, Table 2-1 shows the inputs to the Plan. Considering about the nature of the Plan, we did not list the materials resources since they would not have much influence on evaluating effectiveness of the Plan.

Table 2-1 Inputs into the Plan

Financial Resources	Budget of Hiroshima Prefecture (67.19 Million Yen in 2015)
	From non-governmental actors
	From MOFA

Time Resources	10.2011 Policy formulation~10.2013 Implementation
Human Resources	Scholars/People with concern
	Special institutions: JICA, UNITAR
	Prefecture: Bureau of Regional policy
Information Resources	“Hiroshima International Contribution Plan”(1996)
	Formulation Committee and Task Force
	UNITAR (2003~), JICA, Universities in Hiroshima
Others	Historical experience of Atomic-Bomb
	The Japan Institute of International Affairs

Complying with the Plan, Hiroshima prefecture has conducted many activities in the field of actions towards nuclear abolition and the field of peacebuilding and reconstruction.

The major activities are summarized in the following table 2-2.

Table 2-2 Activities having been conducted until 2015

Actions Towards Nuclear Abolition	Invite officials of foreign governments for visiting
	Hold “Hiroshima Roundtable”
	Hand out “Hiroshima Report”
Peacebuilding and Reconstruction	Cultivation of human resources on peacebuilding
	promoting studies and application of reconstruction experience

In following part, the accomplishment and effect of the above activities would be evaluated in detail according to different working field.

### 3. Evaluation on Actions Towards Nuclear Abolition

The output and effects of activities in this field of Actions Towards Nuclear Abolition are showed in the Table 3-1.

Table 3-1 The output and effects of activities of Actions Towards Nuclear Abolition

Activities	Output	Effects
Invite officials of foreign governments for visiting	Added “Visit Hiroshima” to the final report of 2015 Review Conference of the Parties to the NTP.	Successfully got the chance to hold UN Conference on Disarmament in 2015 and “Foreign Ministers Meeting” after G7 Summit in 2016.
Hold “Hiroshima Roundtable”	Made the Proposal of “Building Nuclear-Free Security in East Asia” in 2014. Held International Symposium later on.	Held meetings combining with APLN. Set the goal of affecting on nuclear policy of countries with nuclear weapons.
Hand out “Hiroshima Report”	Distribute the Report since 2013 every year and hand it out to delegates in UN during the 2015 Review Conference	People with importance in foreign countries met with Governor highly praised “Hiroshima Report” and showed their support.

To effectively exert influence on the global NPT process and send message of building a non-nuclear world, Hiroshima needs to on the one hand invite as many as governmental officials to visit Hiroshima and distribute “Hiroshima Report” countries as many as possible, while on the other hand, exert influence on the 5 big countries with nuclear weapons is the more important and effective way to achieve the goal. Therefore, we judged the



achievement of objectives by (1) numbers of countries that have visited or will visit Hiroshima and numbers of countries have received Hiroshima Report; (2) number of 5 plus 3(India, Pakistan and North Korea) nuclear had countries that shows active respond to the Plan.

Table 3-2 Achievement of Promote NPT Process and Spread Idea of Non-Nuclear

Activities	Target Number	Actual Number	Reached Degree
2016 Foreign Minister's Meeting after G7 Summit	193 in total 8 with nuclear	3 out of 8 will visit Hiroshima	Width: 82% Depth: 37.5%
Distribution of Hiroshima Report during 2015 Review Conference	weapons	157 distributed	

Besides, the Roundtable is also an important activity to improve influence of Hiroshima in reducing reliance on nuclear weapons. The criterion for evaluating achievement of the Roundtable is showed as followings.



The total achievement should be 100%, therefore each step accounts for 25% during the whole process. Until now the Roundtable is during the process of track 2 and no indication about how related countries respond to the proposal published after first track, we concluded that the Roundtable has finished 25% of the goal.

As mentioned in the Plan, the goals of this sub-project include “promoting disarmament and non-proliferation, reducing reliance on nuclear weapons (with particular focus on Asia Pacific region) and strengthening international mechanisms on arms control and non-proliferation works”. According to our evaluation, Hiroshima has expressed strong voice appealing for nuclear disarmament and non-proliferation, which is just the 1/3 of the



whole task. In following process, Hiroshima Prefecture should pay more effort on (1) exerting influence on the 8 countries with nuclear weapons, especially the USA; (2) connecting countries except for the 8 countries to promote nuclear abolition and NPT process outside the existing process led by USA and Russia.

#### 4. Evaluation on Peacebuilding and Reconstruction

Table below shows the results and effects of activities related to human resource cultivation and studies on peacebuilding and reconstruction.

Table 4-1 Results and Effects of Activities of Peacebuilding and Reconstruction.

Activites	Output	Effect
Cultivation of human resources on peacebuilding	Cooperated with professional organizations like UNITAR, JICA and universities in Hiroshima Prefecture to conduct training programs in peacebuilding and reconstruction. Universities held a lot lectures and education programs related to peace study.	UNITAR expanded the training programs and successfully held symposium for citizens in Hiroshima. One graduate from Master program of peace studies. 90% of Japanese trainees of HPC are now working in peacebuilding and nuclear disarmament field.
promoting studies and application of reconstruction experience	Making use of the education network and facilitated scholars' study and communication on peacebuilding and reconstruction since 2013.	Published text book for human resource cultivation based on studies on reconstruction and held related workshops. Formally established Hiroshima Peace Study and

		Education Network.
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According to the material of “Achievement on Human Resources Cultivation” by the prefectural government, UNITAR, JICA, HIC, HPC, PB, HICAR are professional organizations that conduct training programs in areas related to peacebuilding and reconstruction. Among all the institutions, UNITAR and HICARE are the ones that financially supported by the prefectural government and JICA is the other one with close connection with prefectural government. The programs conducted by these professional institutions have large number of trainees (around 100 people per year in each program) ranging from governmental officials to scholars and they received positive results such as fostering participants to work in UN institutions and actively engaging in studies on peacebuilding and reconstruction. In this sense, Hiroshima has successfully performed as a platform for training on peacebuilding.

Regarding to education programs held in universities in Hiroshima prefecture, there are 23 universities including their research centers and graduate schools have courses and education programs related to peace and Hiroshima reconstruction both for undergraduate students and master students. To examine the actual effect of these peace related education programs, we took the master program on peace study at Hiroshima Civic University as an example and conducted interview to Professor Mizumoto who is in charge of Peace Study Center in Hiroshima Civic University. The data shows that there were only 2 to 3 students in the master program, one of them has graduated yet he is now working in the area with no relation to peace issues. According to our interview and introduction given by Hiroshima prefectural government official, the biggest problem of human resource cultivation during higher education is that graduates cannot feed on their major. This is the reality faced not only by Hiroshima but Japan in country wide.

We divided objectives of human resource cultivation on peacebuilding into three groups: (1) governmental officials and experts; (2) undergraduate and graduate students; (3) students in high school and below. In the short run, the first group of people will bring more direct and immediate reward for Hiroshima and the latter two groups of people are the kind of future oriented human resources, especially students below undergraduate schools are with quite high potential on contributing to peace issues, Therefore, we decided to add 40% to contribution of success in first group to the achievement of aim of human resources cultivation and concentration, 30% each to the second and third group.

Table 4-2 Evaluation of Accomplishment of Human Resources Cultivation

Objectives	Aimed Degree	Reached Degree
Governmental officials and experts	40%	40%
Undergraduate and graduate students	30%	15% (Lot of programs with low practical effect)
Students in high school and below	30%	10% (Almost no programs specifically in the Plan)

Another area of activities in the field of peacebuilding and reconstruction is promoting studies and application of reconstruction experience. The project can be divided into two part: promoting studies on reconstruction experience accounting for 50% of the project and application of results of the studies accounting for another 50%.

Still taking Hiroshima Civic University as an example, at the Peace Study Center, there are 5 professors majoring in peace study and one of them is American. Their study fields ranging from study on atomic bomb victim in Hiroshima and in the world to history and culture of nuclear war. The network among research centers and universities has been established and started to play an active role in facilitating communication and exchange of



information on their studies. The latest achievement is the International Symposium on Nuclear Abolition and Sharing Experience of Atomic Bomb Victims, through which the results of studies were disseminated to the world. The performance of the network is still needed to be examined but it has a good beginning.

On the other hand, the result of studies on reconstruction is edited into text books and pamphlets called “広島復興の歩み” with the purpose of being used in training programs on peacebuilding. Below is the catalogue of the book.

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関係者
ABCC (Atomic Bomb Casualty Commission) : 原爆被害調査委員会
GHQ (General Headquarters / SCAP) : 連合軍最高司令官総司令部
HICARE (Hiroshima International Council for Health Care of the Radiation-Exposed) : 放射線被害者健康国際協力推進協議会
ICJ (International Court of Justice) : 国際司法裁判所
ICRC (International Committee of the Red Cross) : 赤十字国際委員会
JICA (Japan International Cooperation Agency) : 国際協力機構
NGO (Non-governmental Organizations) : 非政府組織
NHK (Nippon Hoso Kyokai) : 日本放送協会
NPDI (Non-Proliferation and Disarmament Initiative) : 軍縮・不拡散イニシアティブ
RCC (Radio Chugoku Company, RCC Broadcasting Co. Ltd.) : 中国放送
UNITAR (The United Nations Institute for Training and Research) : 国連訓練調査研究所 (ユニタール)

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After reading the book, we found that it did talk about Hiroshima's reconstruction plan in infrastructure construction, industry revival and city reconstruction. The experience can be used as reference for post-war cities and countries, especially the ones faced with destructive destroy by conflicts and wars. However the process of promoting application of the book has just started since last year, so we can only say that the task is finished a hulf. The coming challenge is how to spread the book globally especially to areas and countries



undergoing process of reconstruction.

Table 4-2 Evaluation of Accomplishment of Related to Reconstruction Experience

Areas	Aimed Degree	Reached Degree
Promoting studies on reconstruction experience	50%	20%
Application of Reduction Experience	50%	25%

## 5. Problems and Suggestions

As it is mentioned in the “Hiroshima for Global Peace” Plan, it would be necessary to consolidate worldwide calls for the abolition of nuclear weapons. Therefore it would be important for Hiroshima to establish a network centered in Hiroshima among actors appealing for disarmament around the world in order to first, make Hiroshima the symbol of worldwide action on disarmament and second to enhance Hiroshima’s strength for making proposals which might be paid enough attention to by major powers in the world. However the problem is that until now, the project has mainly focused on disseminating the “Hiroshima Report” as broadly as possible, yet without clear strategy on setting which countries as most important objects and paying more effort on getting support from those countries. If it is just to disseminate the Report without following the reaction of strategic important countries, it would be a less efficient way of using resources and time.

Regarding to developing human resources, the focus seems to have been put on getting together experts and post-graduate students. Yet it should be noticed that young children is a group of people with high potential to get influenced by the idea like promoting world peace. Therefore, education and influence on children about the idea that Hiroshima wants to express would be of great importance for the long term development of the Plan. Since the goal of the Plan is obviously not possible to be achieved in short time, it would be better for

the government to think about strategy with long term influence and high potential.

Third, it seems that the idea for the government to conduct such Plan is to contribute for disarmament process and peacebuilding affairs in a way different from how Japanese government and MOFA is doing. However, considering the fact that nation states are still the major players in global society, there would be limitation for Hiroshima to make proposal which might be put into real action by the major powers in the world. As a result, Hiroshima needs to first of all let Japanese government accept the idea and proposals proposed by Hiroshima and then put them into action in its diplomatic activities. This may be achieved after Hiroshima successfully builds itself as a symbol of global peace supported by both Japanese people and people in other countries and areas. Hence, I think that while paying effort to get to known by other countries and areas in the world, Hiroshima should also pay enough attention on letting Japanese people know about the Plan and getting support from them. Being well-known and recognized domestically, Hiroshima may have potential to influence on policy procedure of central government on nuclear and peacebuilding issues and further more send message from Hiroshima to the world.