



FINAL REPORT: EVALUATION OF THE MIKE MANSFIELD FELLOWSHIP PROGRAM

UPDATED APRIL 2024



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EVALUATION



EVALUATION REPORT

THE MIKE MANSFIELD FELLOWSHIP PROGRAM

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Acronyms

DoD	U.S. Department of Defense
DoS	U.S. Department of State
EAP	Bureau of East Asian and Pacific Affairs
ECA	Bureau of Educational and Cultural Affairs
FAA	Federal Aviation Administration
GoJ	Government of Japan
IDI	In-depth Interview
IVLP	International Visitor Leadership Program
JCG	Japan Coast Guard
MELI	Monitoring, Evaluation, Learning, and Innovation Unit
METI	Ministry of Economy, Trade and Industry
MoD	Ministry of Defense
MOFA	Ministry of Foreign Affairs
NPA	National Personnel Authority
PD	Public Diplomacy
USG	United States Government

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Executive Summary

Background

The United States Congress (U.S. Congress) established the Mike Mansfield Fellowship Program (Mansfield Program) in 1994 to develop expertise in Japanese language, politics, and culture among United States Government (USG) employees. Mansfield Fellows are placed in Government of Japan (GoJ) offices, where they gain firsthand knowledge of Japanese bureaucracy and build networks of contacts in Japan. While interning in the office of U.S. Senator William Roth over three decades ago, current Japanese Chief Cabinet Secretary Yoshimasa Hayashi conceived of the idea of the Fellowship, which would later be realized as the Mike Mansfield Fellowship Program Act. The Maureen and Mike Mansfield Foundation (Mansfield Foundation) has been responsible for implementing the Mansfield Program since its inception.

The program's goal, according to the 2022 Solicitation Letter from the Bureau of Educational and Cultural Affairs (ECA), is "to promote the exchange of government officials between Japan and the United States and strengthen mutual understanding between government officials." According to the Foundation, the program was established to "build a corps of U.S. federal government employees with proficiency in the Japanese language and practical, firsthand knowledge about Japan and its government. Through their placements, Fellows develop networks of contacts in Japan and an understanding of the political, economic, and strategic dimensions of the U.S.-Japan relationship." The Mansfield Foundation works closely with the National Personnel Authority (NPA), which oversees policies for public employees within the GoJ, to coordinate Fellows' placements.

Evaluation Purpose and Methods

The evaluation was commissioned to gather evidence about the extent to which, if any, the Fellowship experience affects USG agencies where Fellows work, and how the Fellowship influenced Fellows' skills and perceptions related to Japan.

This evaluation used a phased mixed-methods approach, drawing from peer-reviewed literature and numerous types of qualitative, quantitative, and observational data. Data collection took place between August and December 2023. A variety of stakeholders participated in the study, including the Mansfield Foundation, senior USG and GoJ officials in Japan, Mansfield Fellowship alumni from numerous USG agencies stationed in Japan, Fellowship alumni, USG supervisors of Fellows before and after their Fellowships, and current and former USG senior officials with regional expertise in U.S.-Japan relations who did not participate in the Fellowship. Qualitative data includes insights from a diverse range of perspectives, including 72 in-depth interviews (IDIs), as well as hundreds of GoJ officials in the form of written feedback. Quantitative data includes insights from 98 survey participants, which represents more than half of all program alumni. The evaluation intentionally prioritized gathering diverse and deep-structured qualitative data because it is best suited to answering questions about why and how programs lead to desired outcomes. Qualitative interviews also allowed the evaluation team to mitigate

cultural barriers, understand how program elements are interlinked, and engage senior-level alumni and personnel in the USG and GoJ more than surveys would have.

Findings

The Mansfield Program is uniquely successful in creating Japan experts within the USG. Fellows gain the ability to navigate GoJ bureaucracy, form meaningful and collaborative relationships with GoJ counterparts and each other, understand how the U.S.-Japan alliance functions, and serve as symbols of the close relationship between the United States and Japan. USG and GoJ officials alike praise the program's ability to strengthen the U.S.-Japan bilateral relationship strategically and meaningfully for the long term. Fellows become more effective policymakers and strategic bilateral collaborators. USG supervisors say that Fellows return more capable, more effective, and more able to lead, ideally in roles directly related to Japan, but also in other regional settings where their skills add value. Fellows personally gain language skills, make progress toward professional goals, build a range of soft skills, and benefit from membership in an active and elite Fellowship alumni network with regular professional collaborations.

Both USG and GoJ officials emphasize the importance of military participants in the program, given the geopolitical and regional considerations and the centrality of the alliance to the bilateral relationship. Some of the USG and GoJ officials questioned the value of including participants very near to retirement or who fulfill mostly tactical functions.¹ In general, evidence suggests that military participants leverage their program experience better than civilians. Military respondents tended to begin with a higher baseline relevance to Japan and were more likely to be involved with work focused on Japan post-Fellowship than civilian respondents.

GoJ officials appreciate well-aligned placements that foster mutual respect, communication, and knowledge-sharing, which run for a duration proportional to the ability of the Fellow. However, technical knowledge-sharing and collaboration during the Fellowship, while laudable, is essentially a means to an end: Fellows' technical expertise, supplemented with language abilities, allows them to engage GoJ colleagues and make the Fellowship feel more mutually beneficial; this strengthens relationships and access to behind-the-scenes GoJ processes, which are the two unique outputs of the Fellowship.

Results from IDIs show that the majority of Fellows interviewed apply what they learned and stay in the USG well beyond the two-year requirement. But a minority face roadblocks upon returning home, saying the USG and some military branches do not provide turnkey pathways to apply their experience.

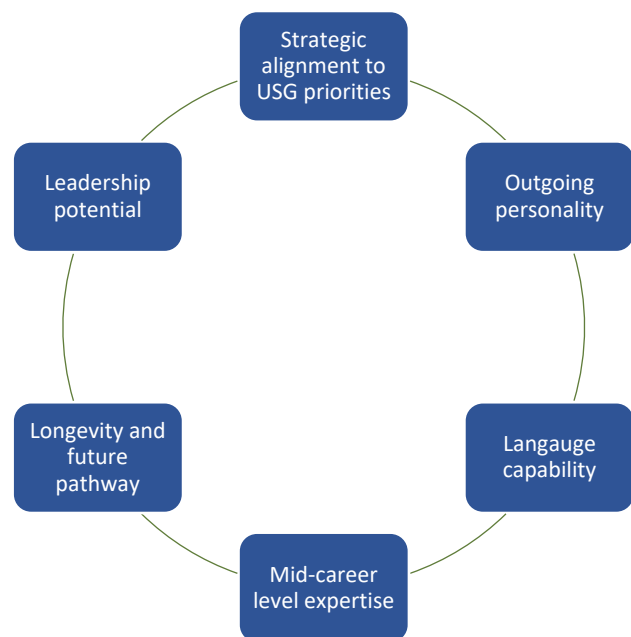
¹ "Tactical" in the U.S. military refers to roles concerned with "the various operations that make up a campaign," whereas strategic-level roles focus "on defining and supporting national policy," according to The U.S. Air Force College of Aerospace Doctrine, Research, and Education, *Air and Space Power Mentoring Guide*, Vol. 1, (1997). Retrieved from <https://faculty.cc.gatech.edu/~tpilsch/INTA4803TP/Articles/Three%20Levels%20of%20War=CADRE-excerpt.pdf>.

The program is sometimes hobbled in practice by unprepared Fellows and inefficient communication between stakeholders from the USG, GoJ, and the Foundation. These communication and process challenges introduce potential weaknesses throughout the program, especially during Fellow recruitment (and lack of alignment with strategic USG priorities), the placement proposal process (Fellows lacking knowledge of GoJ structure), program implementation (GoJ offices lacking clear expectations from the Foundation and NPA on procedures of hosting Fellows), and when the Fellow returns to home agencies (how to maximize their expertise for the USG's benefit).

Japanese language proficiency is key to achieving the program's loftiest goals. The ability to communicate with host agency peers enables Fellows to substantially collaborate and network during the work placements, especially in some agencies where English is not widely spoken. Fellows without sufficient language ability struggle to make themselves useful and are much more likely to feel like a burden on hosts. Limited language proficiency is often associated with briefer and generally shallower placements that entail mostly busywork, which only superficially meet the long-term goals of the USG and the GoJ.

Evidence from a combination of the data sources suggests that 10-25 percent of Fellows are not suitable for the program because they lack the language skills, motivation, and/or job pathway to meaningfully contribute to USG aims afterward. These Fellows risk giving the program a "babysitting" reputation with GoJ regarding the American participants. In the course of this research, the team heard this segment of the participant population referred to variously as "Mansfield tourists," "summer campers," "summer vacationers," or "golfers."

The program structure makes it unlikely to create new experts out of novices.² Likewise, the Fellowship may be wasted on tactical (non-leadership/non-officer) personnel, particularly without a defined objective. Networking may be useful at the operational level, but leaves the other half of the potential value-add – understanding and adapting U.S. policymaking to GoJ decision-making processes – untapped. For more valuable results, the Mansfield Foundation should invest in strategic



² While the high-level program goals are ambiguous as to whether the program should try to deepen the expertise of Japan specialists or create new Japan specialists, the potential of the program to achieve either outcome was of interest to ECA at the onset of the evaluation.

policymakers and current or potential leaders in the USG over the long term.

The program is likely to elevate intermediate specialists into experts. The intimacy and seniority of the access provided by the Fellowship is most likely to serve mid-level future strategic leaders. The Mansfield Fellowship is essentially an elite doctoral-level class that should not be open to everyone and in which not everyone will succeed. However, evidence from a combination of the data sources suggests it is worthwhile for the highly knowledgeable and expert individuals it produces. About half of post-Fellowship survey respondents (46 percent) reported that, at the time of completing the survey, they work on Japan-related tasks, collaborate with a Japanese counterpart, **and** still speak Japanese.

In order to succeed on the program, Fellows must be outgoing, skilled in Japanese, technically proficient, and have leadership potential. Their roles must allow for future career growth and time within the USG that is relevant to the Japan relationship and aligned to policy issues that are strategic for the United States. Fellows' vision for how they hope to use the Fellowship and their corresponding placement proposals for the GoJ must be highly specific. Without each of these components, Fellows are likely to cap out at intermediate level outcomes from the program (such as gaining some knowledge, skills, and/or relationships, but failing to leverage them in practice in their USG role). With every component that is weak, the Fellows are more likely to become ineffective in facilitating benefits to the USG. U.S. supervisors also sometimes act as a barrier, refusing to let qualified staff vacate their roles at home.

There is some worrying evidence that the program has weakened in the last five to 10 years, despite the growing importance of U.S.-Japan ties at that time. During this period, on average, Fellows received more placements during the Fellowship, were less likely to have worked with their Japanese counterparts after the Fellowship, and were less likely to do work somewhat or majorly³ related to Japan after the Fellowship.

The program must prioritize strategic selection and adequate preparation of participants. Unspecialized and unqualified applicants who lack deep interest in Japan or the ability to apply

³ Respondents were asked "In what way does your work relate to Japan pre/post-Fellowship?" and given three response categories: "Majorly," "Somewhat," and "Not at all." They were not asked to estimate how much time or what percentage of their workload is spent on Japan, as those estimates would be subject to fluctuations and misestimation. However, they were asked to describe their work related to Japan. Analyzing the open-ended responses revealed that pre-Fellowship role descriptions were much less detailed than post-Fellowship responses among those who reported a "major" focus on Japan. Many post-Fellowship respondents reported that they continued collaborating with Japan, including through: hosting Japanese delegations, communicating regularly with a Japanese contact, working regularly on bilateral areas with counterpart agencies in GoJ, providing analysis on the U.S.-Japan alliance, and giving lectures/leading projects with Japan. In qualitative free response, 13 alumni reported unprompted that they have worked on Japan-related topics for a year or longer.

their learnings in future roles should be excluded. At the present time, the Mansfield Foundation does not seem to apply this level of discrimination consistently in its selection of participants.

Despite wide appreciation of the program's strategic value-add, the Fellows are underutilized by post while they are in Japan. Opportunities exist to leverage Fellows as speakers and technical experts during their Fellowships to increase the immediate value-add to the USG.

Recommendations

The evidence gathered during the evaluation was analyzed to produce recommendations to strengthen the likelihood of desired USG outcomes. ECA issues an annual grant to the Mansfield Foundation, not a cooperative agreement.⁴ In line with those funding parameters, the evaluation's recommendations are primarily geared toward The Mansfield Foundation, which should facilitate increased communication between program stakeholders and spearhead more selective recruitment. ECA and the U.S. Congress can contribute specifications to guiding strategy documents and leverage their resources to help support robust preparation of Fellows, which in turn will pay dividends in the program's efficacy for the USG.

Pre-departure

1. **Communicate with key USG and GoJ program stakeholders to align on objectives, strategic priorities, indicators of success, and challenges.**
 - a. Consider hosting in-person annual strategic planning meetings to convene program stakeholders including the ECA sponsors, officials from the U.S. Mission, and implementers in Washington and Tokyo. Align on long- and short-term specific areas of bilateral growth or difficulty to inform consistent program mission statements, strategic and tactical plans, Fellow selection criteria, and prioritization of Fellowship activities.
2. **Market the program more aggressively and build long-term pipelines of qualified candidates.**
 - a. Develop a strategic marketing and engagement plan to increase the number of interested and qualified applicants.
 - b. Rather than prioritizing open calls for applicants or public events, appoint and maintain relationships with champions at relevant USG agencies to promote the opportunity among intentional smaller groups. Champions may be alumni, supervisors, leaders, or human resources professionals who understand the agency's workforce needs and collaboration opportunities with Japan. Collaborate with them to conduct active marketing, recruitment, and candidate pipelining within their agencies.

⁴ According to ECA, a grant is an "agreement in which the Federal Government provides funding or a thing of value to support a public purpose authorized by public statute. The Government is not the recipient of the good or service and does not play a substantial role." Retrieved from <https://eca.state.gov/organizational-funding/applying-grant/grants-terminology>.

- i. Alumni from the following organizations were most likely to report that their work is “majorly” related to Japan post-Fellowship, so these represent a strong starting point for champion recruitment:
 - Federal Aviation Administration
 - U.S. Air Force
 - U.S. Department of Commerce
 - U.S. Department of Justice
 - U.S. Department of State
 - U.S. Food and Drug Administration
 - U.S. Marine Corps
 - U.S. Navy
 - c. Promote success stories and practical benefits to the USG to encourage USG supervisors to support candidates’ applications.
3. **Be more selective, regardless of implications for the number of Fellows admitted to each cohort.** While the USG would benefit from full classes of Fellows, admitting unprepared or irrelevant Fellows can undermine the program goals. Select Mansfield Fellows intentionally around policy goals.
 - a. Ideal candidates will have established pathways to leverage bilateral experience in service of mutual foreign policy objectives. Advocate for formal post-Fellowship responsibility commitments and priority hiring schemes for alumni in posts related to U.S.-Japan relations. Explore the feasibility of implementing a federal hiring authority that prioritizes alumni from the legislative and judicial branches, who are highly sought after by the GoJ, for federal employment upon their return to the United States.
 - b. Focus on identifying and pipelining strong personnel with leadership potential at the GS 9-12 and O3-O4 levels, who bring sufficient experience but who plan to remain in the workforce for five or more years beyond the program. Deprioritize tactical military and late-career applicants, especially military applicants with more than 15 years of experience who are likely to retire shortly after completing the Fellowship.
 - c. Prioritize selection of Fellows with eight to 12 years of work experience, which increases the likelihood they will be perceived by Japanese hosts as adding value while also allowing plenty of runway for future contributions in the USG.
 - d. Pending action on recommendation six below, impose stricter incoming language requirements and prioritize individuals with an existing language proficiency, when possible.⁵

⁵ DoS categorizes Japanese as a less commonly taught “critical language,” and ECA in turn provides scholarships “to expand the number of Americans studying and mastering foreign languages that are critical to our national security and prosperity.” No centralized repository of information about the languages spoken by federal employees exists and language proficiency is not collected by the Office of Personnel Management in the All Employee Survey. However, according to the latest relevant reporting from the U.S. Census in the “Language Use in the U.S.” report

4. **Require applicants to submit a more detailed plan for how they will contribute to bilateral relations, including concrete next steps, relevant USG job opportunities, and problem-solving strategies if/when barriers arise.** Require detailed mission statements and allow for statements longer than 300 words. Failure to articulate this vision should eliminate applicants from consideration.
 - a. Require applicants' supervisors to validate the feasibility and utility of their post-Fellowship responsibilities. Consider interviewing supervisors to elaborate on vague or brief written plans.
 - b. Whenever possible, pair promising applicants with an alumni buddy from a similar role or agency who can share lessons learned and prior placement plan templates.
5. **Increase the USG service commitment to four years for a two-year Fellowship, commensurate with the USG investment in each participant.**

After Selection

6. **Provide dedicated full-time pre-departure language training focused on Japanese listening, speaking, and presenting in a professional context, especially for any strategically selected Fellows who lack working proficiency.** Achieving this may involve restoration of the program's language-intensive two-year model, or another program model that ensures comparable language levels across the participant population.
 - a. Refer candidates without language skills to other short-term exchanges, language training, and professional development opportunities to develop a pipeline of qualified potential Fellows.⁶
7. **Prepare Fellows to work in a GoJ office.**
 - a. Provide a template and sample monthly reports for Fellows to replicate that is aligned to the needs of the U.S. Embassy counterparts and their home agencies.
 - b. Provide a pre-departure reading list related to Japanese government structure and work environment.

issued August 2022, less than .2 percent of Americans speak Japanese at home in 2019, a figure which has dropped since 2000. About 4 percent of Americans enrolled in college pursued postsecondary Japanese language training in 2013, according to the American Academy of Arts and Sciences. Additionally, in interviews, U.S. officials in Japan shared that DoS intends to reduce the fluency requirement for personnel serving in Japan, due to the difficulty of the language and challenge the current requirement poses to filling vacancies. Retrieved from <https://www.census.gov/content/dam/Census/library/publications/2022/acs/acs-50.pdf>, and <https://www.amacad.org/sites/default/files/academy/multimedia/pdfs/publications/researchpapersmonographs/State-of-Languages-in-US.pdf>.

⁶ ECA's Critical Language Scholarship is only open to degree-seeking students. However, it sums up the value of Japanese language fluency on its website: "Learning Japanese offers not only the opportunity to experience firsthand the beautiful culture and people of this island nation, but to build a career around its long-standing social and economic importance worldwide. The Japanese language will give you a competitive edge among Americans seeking to engage in East Asia's booming global market. Furthermore, Japanese language proficiency and cultural knowledge will give you the ability to form successful cross-cultural partnerships with Japanese people and in fields of study as diverse as architecture, politics, medicine, and literature." Retrieved from <https://exchanges.state.gov/cls>.

8. **Streamline the placement process.** Because there is no “one size fits all” ideal plan or duration for each placement, Fellows require more support to build personalized work placement proposals. Hone placement requests between Fellows and potential host agencies as collaboratively as possible, involving both the applicant and the working-level GoJ counterparts in the process.
 - a. Discourage brief placements.
 - b. Avoid placements where the Fellow is primarily seeking to learn and observe an area outside their field.
 - c. Consult with ECA on its knowledge, best practices, and strategies for international professional placements.
 - d. Solicit GoJ inputs for areas where it would most like to host. Seek Fellows who align.
 - e. Limit the number of Fellows assigned per ministry to maintain the quality of experience for all involved.
 - f. Avoid framing the Fellowship as a “training” or “learning” opportunity to GoJ stakeholders. Instead, focus plans on what value hosting Fellows can add during and after the Fellowship. Share Fellows’ purpose statements, past schedule templates, and ideas for the most effective ways to spend various placement durations.
 - g. Encourage private sector placements when they are highly relevant to the Fellow’s USG role (e.g., defense contracting, trade policy, etc.).

During the Fellowship

9. **Adjust some processes to smooth operations.**
 - a. Communicate Fellows’ other commitments, including travel, leave, and language classes, to the working-level GoJ supervisors. Extend placements that fall over major holidays to recoup out-of-office time.
 - b. Expand the funds available to Fellows for business travel. Allow funds to cover the travel expenses of GoJ peers who directly arrange and join the site visits.
10. **Connect Fellows with USG counterparts in-country.**
 - a. Require Fellows to create a brief internal video bio to circulate to USG officials in Japan at all sections and consulates. Provide their contact information, monthly reports, and schedules to a dedicated point of contact who can distribute it internally.
 - b. Encourage Fellows to meet individually with their U.S. Embassy counterparts quarterly. Focus on discussing major new priorities, risks/threats, process insights and improvements, and new GoJ personnel. Fellows should also contribute GoJ names to embassy social event invitation lists and International Visitor Leadership Program (IVLP) candidates.
 - c. Create a mandatory Mansfield Fellow and Alumni Speaker Program. Encourage Fellows to co-present with a Japanese colleague or partner organization. Ensure this includes events outside of Tokyo, in close consultation with consulate personnel. Ensure their home agencies clear Fellows to speak publicly as part of the onboarding process.
 - d. Develop talking points for Fellows to share with their GoJ colleagues about opportunities, such as IVLP or other similar programs, for two-way exchange in which GoJ officials come to the United States.

Post-Fellowship

11. **Manage and maintain the alumni network.** Host biannual alumni events, including Congressional briefings, informal after-work mixed socials and policy talks featuring alumni and providing a venue for them to present and network informally, amplifying their expertise. Invite personnel from the Hill, the Japanese Embassy in Washington, think tanks, prospective Fellowship applicants, USG agency champions, and alumni.
 - a. Consider opportunities to engage alumni outside of Tokyo and Washington via virtual events or digital networks; encourage them to submit career updates, opportunities, and achievements to foster a sense of connection and future collaborations. This would also assist record-keeping about how alumni are contributing to U.S.-Japanese relations.
 - b. Provide updates about alumni activities in Japan (and a way to contact them, as appropriate) to program stakeholders in GoJ and the U.S. Mission, including both the embassy and the consulates.

Evaluation Methodology

The DCG evaluation team – with input and support from MELI and various program stakeholders – used a phased approach to the evaluation; each stage of data collection informed and built upon the last, fostering continual learning and adjustment from theory to the real-world operating environment of the program.

The analysis uses triangulation of qualitative, quantitative, and observational data to develop a comprehensive understanding of the evidence to answer the evaluation questions. Triangulation and the use of multiple sources and types of evidence increased the validity of the study by converging multiple sources of verifiable information.

The evaluation team used principles of adaptive learning and utilization-focused evaluation to understand the complex context of the program.⁷ The evaluation used a mixed-methods approach, drawing from qualitative, quantitative, and observational data. Data collection took place between August and December 2023.

Discovery Phase and Desk Research

To begin the evaluation, DCG conducted four discovery interviews with current and former program stakeholders at ECA and the Bureau of East Asian and Pacific Affairs (EAP), and the Mansfield Foundation employees in the United States and Japan. The team also interviewed Japanese researchers to understand local conventions around data collection to inform the evaluation approach.

To inform evaluation design, DCG also conducted desk research and fact-finding outreach. DCG needed to understand the feasibility of contacting and interviewing a subset of 1) Fellows' USG supervisors before and after the Fellowship and 2) Fellows' GoJ placement supervisors, a task made difficult by incomplete records and complex bureaucracy. Information provided by the Mansfield Foundation provided some initial data but did not include comprehensive or up-to-date contact information for Fellows' USG supervisors or any GoJ supervisor information.

DCG then conducted a thorough feasibility assessment to understand if data collection with these key stakeholders would be possible. The team first consolidated Fellows' information into one centralized database, collected and verified USG supervisor contact information, and finally collected GoJ supervisor contact information for future outreach.

⁷ For additional reading on these concepts, The U.S. Agency for International Development (USAID) published a guide in March 2021, "Adaptive Learning Guide: A Pathway to Stronger Collaboration, Learning, and Adapting." Retrieved from <https://usaidmomentum.org/resource/adaptive-learning-guide/>. Additionally, USAID summarizes utilization-focused evaluation as "an approach introduced by Michael Quinn Paton (1997) [in which] the timing, questions, design, methods, and presentation of evaluation data are all focused on the end-user to ensure maximum utilization of the data by policy makers, managers, and other key decision-makers who commission evaluations." Retrieved from https://pdf.usaid.gov/pdf_docs/Pnadw111.pdf.

The specific process of the DCG team was as follows:

1. Constructed a consolidated database of Fellows' professional biographies before, during and after the Fellowship and including any USG supervisor(s)' name, title, email, and phone number using data from Mansfield Foundation records, Fellows' inputs, and internet searches (Google, LinkedIn, etc.).
2. Sent five batches of outreach emails to supervisors to confirm a working email address and determine their interest in participating in the evaluation.
3. Called phone numbers on file for USG supervisors for which phone numbers were available and email contact was either not available or bounce backs were recorded.

This information allowed the team to assess the viability of the evaluation data collection approach. The feasibility assessment determined that interviewing GoJ supervisors was not possible given the lack of contact information and their distributed nature. Instead, evaluators would rely on written feedback that was collected from the GoJ supervisors by the Mansfield Foundation.

Document Review

DCG reviewed dozens of programmatic documents, schedules, alumni biographies, applications, and other documents provided by ECA and the Foundation about the program.

Literature Review

A literature review was not initially part of the research design for the evaluation. However, discovery interviews raised several questions that the evaluation team believed benefited from the exploration of existing knowledge, particularly around Japanese professional norms, program design, participant selection, program implementation, and professional outcomes. The review that the DCG team carried out included more than 40 peer-reviewed and government sources. Sources on professional and international exchanges included examples of programs for both American and foreign participants. Through the review, the DCG team sought to better understand:

1. Structure and culture of civil service in Japan
2. Concepts and measures of return on investment for international exchanges
3. Professional exchange selection criteria best practices
4. Precedents of blending civilian and military professional development programs
5. Precedents for how professional exchange participants apply skills in their subsequent work at a home institution
6. Precedents for exchange programs generating international policy collaboration

The full bibliography is provided in Appendix I.

Calculating the return on investment for any professional exchange program is difficult and highly case-dependent. The existing literature does not allow us to conclude if the cost per Mansfield Fellow is in line with other programs or proportional to outcomes because too little outcome and comparative data exist.

The literature review provided insights into various areas of interest for the Mansfield evaluation. At an individual level, American participants with existing language and cultural

knowledge are most likely to succeed during and after an immersive professional exchange.⁸ But selecting participants with highly specialized knowledge could, at best, deepen existing skills – not create new experts.⁹ Additionally, professional exchange participants benefit from advanced connection with mentors and concrete goal-setting for their work opportunities abroad.^{10,11} The literature provided evidence that a program with a structure akin to that of the Mansfield Fellowship is unlikely to foster fluency, sufficient preparation, or long-term channels for mentorship for participants who do not come into the program with preexisting language skills, cultural knowledge, professional maturity, or strong professional networks. Rather, participants with existing professional skills, knowledge, and networks would be more likely to succeed during and after the program.

Military and civilian exchanges are often intentionally different from one another because of their different goals and audiences.¹² Military exchange programs are typically composed of official representatives of the nation-state, whereas civilian exchanges can encompass a broader section of society. Moreover, military exchange programs typically make their impact through formal and official relationship building with highly specific collaborations in mind, whereas civilian exchange programs tend to focus on more general communication and mutual understanding. In other words, rather than the formal collaboration plans that military exchanges tend to have, civilian exchanges generally seek to develop a reservoir of people who can exchange ideas to work on broad common objectives together.

⁸ A. Rapoport (2007). "International exchange programs for educators: the role of participants' culture in the interpretation of results." *International Education*, 36(2), 83-105,107. Retrieved from <https://www.proquest.com/docview/198717563?pq-origsite=gscholar&fromopenview=true>.

⁹ K.S.U. Jayaratne, M.C. Edwards, S. Sitton, L.K. Taylor, D.D. Cartmell II, C. Watters, & S. Henneberry (2017). "Evaluation of an International Entrepreneur Exchange Program: Impacts, Lessons Learned, and Implications for Agricultural Development." *Journal of International Agricultural and Extension Education*, 24(2). Retrieved from https://www.researchgate.net/publication/331461425_Evaluation_of_an_International_Entrepreneur_Exchange_Program_Impacts_Lessons_Learned_and_Implications_for_Agricultural_Development.

¹⁰ General Dynamics Information Technology. (2020). "Professional Fellows Program FY 2012 – FY 2017 Evaluation Report." *Evaluation Division Bureau of Educational and Cultural Affairs*. Retrieved from https://eca.state.gov/files/bureau/pfp_final_report_12_1_2020_508_final_1.pdf.

¹¹ M. Lepp, J.O. Halabi, & S. Maatta (2010). "Jordanian nursing faculty experiences of participation in international exchange programmes with Sweden." *Diversity in Health and Care*, 8, 181–188. Retrieved from <https://www.primescholars.com/articles/jordanian-nursing-faculty-experiences-of-participation-in-international-exchange-programmes-with-sweden.pdf>.

¹² A. McGee (2011). "Military soft power is not an oxymoron: using public diplomacy analytic approaches to examine goals and effects of U.S. military educational exchange programs [PhD thesis]." *Georgetown University*. Retrieved from https://repository.library.georgetown.edu/bitstream/handle/10822/558111/McGee_georgetown_0076D_11506.pdf?sequence=1&isAllowed=y.

Adjusting to foreign professional norms is difficult. In this case, the highly structured and hierarchical cultural context of Japan may result in workplace environments where it is especially difficult for Mansfield Fellows to understand dynamics, learn processes, or meaningfully contribute while on the exchange, thus diminishing likely program impact during and after the Fellowship.¹³

Professional exchange participants tend to report that they gained knowledge and skills from their experiences. However, these gains may not always be applicable to their home employers, given different organizational and cultural contexts.¹⁴ Within professional exchange programs, knowledge sharing may be easier within certain highly technical fields than others.

There is historical evidence that the U.S. and Japanese governments have cooperated to share technical scientific research and development information for medicine, energy, and climate¹⁵. Additionally, the two countries share key national security goals related to China. Literature shows that direct policy transfer is more likely to be successful between countries that have similar economic, social, cultural, and political systems.^{16,17} The literature also suggests that informal relationships and networks may be the more likely facilitator of knowledge transfer and collaboration.¹⁸ Policy alignment between allies serves to strengthen bilateral ties and cooperation on shared goals and priorities, in line with the top-level program goals as well as many of the individual learning objectives of accepted Mansfield Fellows.

These insights informed research design and instrument development for the evaluation.

¹³ R.E. Dolan & R.L. Worden (1992). "Japan: A Country Study." *Washington, D.C.: Federal Research Division, Library of Congress: For sale by the Superintendent of Documents, U.S. Govt. Print. Off. [Pdf]* Retrieved from the Library of Congress, <https://www.loc.gov/item/91029874/>.

¹⁴ K. Janson, H. Schomburg, and U. Teichler (2009). "The Professional Value of ERASMUS Mobility." Retrieved from https://www.lemmens.de/dateien/medien/buecher-ebooks/aca/2009_the_professional_value_of_erasmus_mobility.pdf.

¹⁵ J.L. Bloom (1987). "Bilateral Cooperative Programs: A Case Study—The United States and Japan." *Journal of the Washington Academy of Sciences*, 77(3), 87–92. Retrieved from <http://www.jstor.org/stable/24536642>.

¹⁶ D. Stone (2001). "Learning Lessons, Policy Transfer, and the International Diffusion of Policy Ideas." *Centre for the Study of Globalisation and Regionalisation*. Retrieved from <https://core.ac.uk/download/pdf/47537.pdf>.

¹⁷ H. Wolman (2005). "Understanding Cross National Policy Transfers: The Case of Britain and the US. Governance," 5(1), 27–45. Retrieved from https://www.researchgate.net/publication/229708386_Understanding_Cross_National_Policy_Transfers_The_Case_of_Britain_and_the_US.

¹⁸ J. Beaverstock (2002). "Transnational Elites in Global Cities: British Expatriates in Singapore's Financial District." *Geoforum*, 33, 525–538. Retrieved from <https://www.sciencedirect.com/science/article/pii/S0016718502000362>.

Data Collection Summary

The evaluation involved 62 interviews, 98 survey respondents (representing a 56 percent response rate), in-person observation, and review of more than 300 pages of written qualitative feedback.

Program Observation

Evaluators (including from DCG, MELI, and the Nippon Research Center) attended four Mansfield Fellowship orientation events in Japan in August 2023 as part of this evaluation. Researchers used a standardized rubric for observation, including sections on general climate and logistics, meeting content, and networking. Each criterion was ranked on a scale from “consistently observed” to “not observed” or “not applicable.” These observations were not meant to evaluate the performance of a particular event or organizers involved, but rather provided points of reference for factors that may affect outcomes and benefits to the USG or the GoJ.

In-Depth Interviews

This evaluation included 62 IDIs with stakeholders, both in-person and remotely. Interviews typically lasted 45-60 minutes and followed structured interview guides specialized by cohort. The research team received contact information for most alumni and some supervisor interviewees from the Mansfield Foundation. The research team conducted interviews with USG officials in Japan based at the embassy and four consulates, Fellowship alumni, and USG supervisors of Fellows. To gain a deeper understanding of the U.S.-Japan alliance and barriers to bilateral collaboration, the research team also interviewed current and former USG senior officials with expertise in U.S.-Japan relations who did not participate in the Fellowship. The researchers externally recruited these U.S.-Japan experts based on their online professional profiles found through desk research.

A Japanese research partner at Nippon Research Center conducted interviews with six GoJ officials from September 6 to 12, 2023. Most of the interviewees, provided by the Mansfield Foundation, were human resources officials that do not work day-to-day with the Fellows, but are involved in approving the program as a whole and placements within their agency’s divisions. They included a range of levels, including non-managerial staff, unit chiefs, and deputy directors. These interviews were conducted in Japanese by the Japanese research team. Quotes from the Japanese written feedback and IDIs have been translated and included in the analysis.

Figure 1. IDI Participant Breakdown

Cohort	Total
USG officials in Japan across the embassy and four consulates (non-alumni, including section heads and other senior officials)	12
Fellowship alumni	26

Cohort	Total
USG supervisors of Fellows ¹⁹	12
GoJ officials that coordinate the Fellowship	6
Current and former USG senior officials with subject matter expertise in the U.S.-Japan relationship but who did not participate in the program ²⁰	6
Grand total	62

Figure 2. Alumni IDI Participant Characteristics²¹

Demographic	Number
Male	21
Female	5
Military	8
Civilian	18
First decade (Cohorts 1-9)	3
Second decade (Cohorts 10-19)	8
Third decade (Cohorts 20-Present)	15

¹⁹ The supervisors worked for the following federal agencies and departments: FAA, Federal Bureau of Investigation, Federal Energy Regulatory Commission (2), National Oceanic and Atmospheric Administration, U.S. Agency for International Development, U.S. Department of Commerce, DoD, U.S. Department of Education, U.S. Department of Justice, DoS, and the U.S. Food and Drug Administration.

²⁰ These senior-level individuals include senior foreign service officers and career DoD officers, many of whom serve as Japan researchers and experts for the executive branch, think tanks, and private sector.

²¹ In the entire population of alumni, only 34 percent (63) are female, while 66 percent (125) are male. Only 23 percent (44) are military while 77 percent (144) are civilian. Additionally, 37 percent (70) are from the first decade, 27 percent (50) are from the second decade, and 36 percent (68) are from the third decade. Qualitative recruitment is not designed to be representative of these proportions, but it was intentionally categorized and then randomized to ensure inclusion of a diverse range of perspectives in the evaluation.

Survey

This evaluation included a survey of Fellows from all program years up to 2022 (the last cohort that was complete at the start of data collection). A total of 188 Fellows have participated in the program since its inception, but the sample universe for the survey is 183 due to four lacking contact information and one who is deceased. The survey was designed and distributed through the MELI Qualtrics survey platform and was self-completed by respondents online. A total of three email reminders were sent out to Fellows with valid email addresses.

Figure 3. Alumni Survey Response Rate

Complete Responses	Completion Rate (of those who began survey)	Response Rate (out of 183 total possible respondents)
98	96%	56%

Figure 4. Alumni Survey Participant Characteristics

Demographic	Number
Male	69
Female	29
Military	28
Civilian	70
First decade (Cohorts 1-9)	23
Second decade (Cohorts 10-19)	29
Third decade (Cohorts 20-Present)	46

The response rate is sufficiently strong and well distributed to allow us to explore differences between some subgroups of Fellows throughout the report, including:

- Military and civilian participants
- Years of professional experience prior to the Fellowship
- Participants with and without Japanese language skills in advance of the Fellowship
- Number and nature of Fellows' Japanese work placements

Written Feedback

Additionally, the evaluation team coded nearly 300 pages of written feedback from Fellows' direct GoJ supervisors. The written feedback was requested by and translated into English by the Mansfield Foundation, which collects it annually and provided it to the evaluation team.

Limitations, Biases, and Adaptations

The evaluation was designed to provide valid and reliable data related to the evaluation questions. It accomplishes this, but some limitations and possible biases exist. Record-keeping, particularly of USG and GoJ supervisors, was incomplete. DCG conducted independent desk research to identify and engage individuals for whom records were out of date or incomplete. The evaluation validated self-reported outcomes and testimonials about the importance of the United States-Japan relationship with interviews among non-participants, including both USG supervisors and experts who had not participated. The evaluation was designed and primarily conducted by American researchers, but a Japanese research team supported observation and interviews with Japanese officials, helping to offset some of the cultural biases. These and other methodological considerations and mitigations are described in detail in Appendix II.

Evaluation Context

The evaluation team worked to consider the cultural, political, and historical context of the Mansfield Fellowship. Evaluators were aware of the complexities of these contexts and worked to incorporate that awareness into the design, collection, and interpretation of the data.

- *Honne* and *tatemae*: The Japanese concept for the contrast between true feelings and public statements or displays. This was particularly relevant in terms of social desirability and/or politeness bias, as well as for emphasizing the difficulty some USG officials in Japan described in understanding opaque GoJ processes.
- *Uchi-soto*: The term refers to in-groups and out-groups, which are important dynamics in Japanese professional culture, particularly the government. They define senses of allegiance and appropriate speech depending on the conversational context.²² Again, this influences data collection as well as candor during typical interactions with USG counterparts.
- Hierarchy: The GoJ is highly structured and working-level personnel are not empowered to speak on behalf of their office or institution.
- Population crisis: Japan has a declining population, which creates a host of social and economic macro-challenges and was raised by embassy officials in interviews as a challenge. Related, the GoJ is struggling to recruit and retain qualified personnel.^{23, 24} This very likely heightens existing GoJ sensitivities to extra requests, such as participating in the evaluation or the Mansfield Fellowship itself; in fact, bandwidth limitations were raised by some GoJ supervisors in the feedback forms analyzed.

²² E. Cattelain (2014). "Uchi-Soto." *Key Concepts in Intercultural Dialogue*, No. 43. Retrieved from <https://centerforinterculturaldialogue.files.wordpress.com/2014/11/key-concept-uchi-soto.pdf>. This concept was also mentioned by USG personnel based in Japan as a major cultural divide.

²³ "Young officials explain exodus of overworked bureaucrats." (2022). *The Asahi Shimbun*. Retrieved from <https://www.asahi.com/ajw/articles/14569960>.

²⁴ "EDITORIAL: More reforms needed to make civil service jobs attractive again." (2022). *The Asahi Shimbun*. Retrieved from <https://www.asahi.com/ajw/articles/14718353>.

Program Context

The U.S.-Japan relationship has been a cornerstone of peace and prosperity in the Indo-Pacific region over the past six decades. U.S. cooperation with Japan is extensive, from maintaining a free and open Indo-Pacific, expanding bilateral economic ties, and partnering on global issues. Japan is America's most important security partner in the region. There are more U.S. service members permanently stationed in Japan than in any other foreign country.²⁵ As Japan's only military ally, the United States has pledged to defend Japan and respond to potential incidents in the region, namely a Taiwan Contingency. With deep bilateral trade ties, the United States and Japan are the top foreign investors in each other's country. Japan's continued economic vitality is fundamental to American prosperity. Moreover, U.S.-Japan security and economic cooperation reinforces the protection of the rules-based international order. Shared regional and global priorities drive the cooperation between the two countries as they strive for a free and open Indo-Pacific region.²⁶

The perception of Japan as America's "most important" partner and ally, particularly in countering Chinese influence in the Indo-Pacific, was shared by outside experts and USG officials in Japan alike. Over and over, they described the mounting urgency of the countries' shared challenges and the global relevance of the relationship.

*"There is no field or section where the U.S. and Japan are not in lockstep."
(Interview, USG Official in Japan)*

*"The most undervalued resource we have in the fight against China is Japan."
(Interview, Civilian Alumni)*

*"It's uniquely challenging to maintain extraordinarily close and trustful relationship with a country that has a very different historical, cultural, and also linguistic context. And it requires real effort. So if you were to put it in human terms, two very different people getting married can have a very good relationship, but it probably requires more communication on a lot of issues and things than if there's two people from the same background, grew up next door to each other."
(Interview, External Expert)*

"No other ally in the world brings more to the table than Japan does. Militarily, economically, technologically, from a development standpoint, humanitarian assistance, nobody else comes close... I would make the case that the

²⁵ L. Maizland and N. Cheng (2021). "The U.S.-Japan Security Alliance." *Council on Foreign Relations*. Retrieved from <https://www.cfr.org/backgrounders/us-japan-security-alliance>.

²⁶ U.S. Department of State (2022). "Integrated Country Strategy Japan." *U.S. Department of State*. Retrieved from: https://www.state.gov/wp-content/uploads/2022/06/ICS_EAP_Japan_Public.pdf.

relationship with Japan is more important than it's ever been and becoming more so.” (Interview, External Expert)

“Japan’s in a very bad neighborhood. You’ve got nuclear armed dictatorships on the north with Russia, to the west North Korea, and China all along the horizon. Putin, Xi Jinping, and Kim Jong Un have been there, they’re going to be there. Whereas Japan, U.S., [and] Taiwan will change leaders regularly. So having a strong partnership with a well-positioned ally is extremely important for us, and for the peace and prosperity of the entire region. And frankly, for the world. If Japan’s not aligned with us on European matters, or in Africa, or in even Latin America, things get very difficult for us.” (Interview, External Expert)

Program Background

The U.S. Congress established the Mike Mansfield Fellowship Program in 1994 to develop expertise in Japanese language, politics, and culture among U.S. federal government employees. While some U.S. agencies have contributed more fellows than others over the last three decades, participating agencies span a range of U.S. departments and fields (see Appendix III). Mansfield Fellows are placed in Japanese government offices, where they gain firsthand knowledge of Japanese bureaucracy and build networks of contacts in Japan. There are five components of the Mansfield Fellowship:

1. Pre-departure Japanese Language Training: Before traveling to Japan, Fellows undergo training while remaining employed at their respective U.S. federal government agencies.²⁷
2. Homestay and Language Training: Fellows begin the program with a seven-week course of Japanese language study in Ishikawa, Japan. The immersion program includes a homestay, cultural activities, and professional site visits.
3. Placements: After intensive language training in Ishikawa, the Fellows begin 10 months of multiple consecutive placements with Japanese government offices in Tokyo. In their placements, Fellows work full-time with their Japanese colleagues on topics relevant to their professional expertise.
4. GoJ Activities: The NPA provides a two-week administrative training program for mid-level civil servants that Fellows are encouraged to attend. Additionally, Fellows participate in a weekly Japanese language class funded by the GoJ. Fellows are also required to participate in a GoJ study tour to locations outside of Tokyo.
5. Continuing Education Program: Fellows are required to participate in a continuing education program that includes monthly meetings with Japanese leaders and Japan experts.

²⁷ Originally, the Fellowship was a two-year program with one year of intensive language training. From 2013, it was shortened to a one-year program, sometimes with virtual pre-departure trainings and seminars. From 2025, it is expected that it will be reformed as a two-year program, though the year of advanced language program may be either part- or full-time, depending on the Fellow’s level of Japanese language proficiency.

After completing the Fellowship, Fellows are required to serve in the federal government for at least two years. It is expected that Fellows will work with Japanese government counterparts, share their Japan expertise and network of contacts with their respective U.S. federal government agencies, participate in alumni networking and activities, and promote the program among potential new Fellows.

From 1995 to 2012, all Fellows participated in a two-year Fellowship program, which included one year of pre-departure Japanese language training and area studies, followed by one year of working in Japan. From 2013, the program format changed to a one-year schedule, in which Fellows received intensive Japanese language training for seven weeks, followed by 10 months of placements in the Japanese government.

As of January 2024, 188 alumni from 26 cohorts have completed the program. The 27th cohort is currently in Japan. It is expected that the upcoming 29th cohort will participate in the Fellowship’s original two-year program format, according to the Mansfield Foundation website.²⁸

Evaluation Purpose

The purpose of this evaluation is to determine how successful the Mansfield Fellowship is in meeting program aims of developing expertise in Japanese language, politics, and culture among U.S. federal government employees. The study focused on the program’s effects and outcomes on the USG and the GoJ. The evaluation intends to provide findings to the ECA program team at the U.S. Department of State, responsible for the administration of Mansfield, to inform the design, implementation, and improvement of the Mansfield Fellowship program. The findings are also intended to provide critical information on the program’s effectiveness in meeting its stated purpose to the Mansfield Foundation, the U.S. Department of State, and the U.S. Congress. The evaluation aims to answer the following evaluation questions:

Evaluation Questions
To what extent does the Fellowship experience affect USG agencies or offices in which Fellows work after they return?
How long after the Fellowship do Fellows work for the U.S. federal government?
Does the Fellowship lead to increased collaboration between the USG and the GoJ? If so, which specific Fellowship components contribute?
How has interaction with Fellows influenced GoJ stakeholders’ perceptions of the United States?

²⁸ Mike Mansfield Fellowship Program (2024). “FAQs”. *The Maureen and Mike Mansfield Foundation*. Retrieved from: <https://mansfieldfellows.org/overview/faqs/#overview2>.

Evaluation Questions
How has the Fellowship influenced Fellows' perceptions of Japan?
After participation, do Fellows stay in or transition to jobs focused on Japan? What proportion of their job is focused on Japan? How long do Fellows work in jobs focused on Japan?
How has the Fellowship contributed to the advancement of Fellows' individual professional goals?
How do Fellows apply the knowledge and skills they gained from the Fellowship?
Where do Fellows go when they leave employment with the U.S. federal government?
What is the current state of Fellowship alumni networks and collaboration among Fellows?

Outcomes for Government Stakeholders

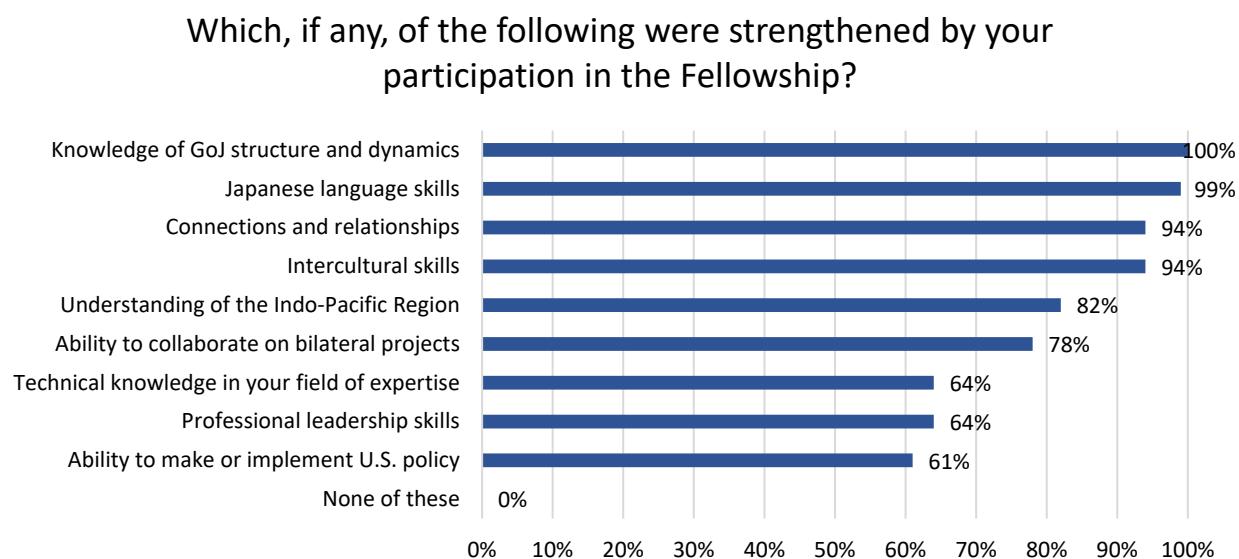
USG and GoJ officials see the program as an investment in and recognition of the unique importance of the U.S.-Japan relationship. USG officials in Japan, USG supervisors of the Fellows, and external subject matter experts noted the power of the Fellowship to “cement and institutionalize” the bilateral connection, as a “force multiplier” on shared goals, and as a tool for improving military interoperability. Evaluation results consistently suggests the Fellowship generates desirable outcomes for the USG in five major ways: increased insider knowledge of Japanese processes, region-wide experience and understanding, expanded bilateral networks, improved tactical functionality of alliance activities, and public diplomacy (PD). In these ways, the Fellowship is a resounding success.

Evaluation Question:

To what extent does the Fellowship experience affect USG agencies or offices in which Fellows work after they return? How do Fellows apply the knowledge and skills they gained from the Fellowship?

Insider knowledge and relationships, in particular, allow Fellows to function more nimbly in the context of Japan's relatively closed, slow-moving bureaucracy. All alumni survey respondents reported that the Fellowship strengthened their knowledge of GoJ structure and dynamics, and that they gained specialized knowledge and skills which enhanced their ability to function on behalf of the USG. More than three-quarters (78 percent) of respondents said it increased their ability to collaborate on bilateral projects and nearly two-thirds (61 percent) said it enhanced their ability to make or implement U.S. policy. The vast majority (85 percent and 87 percent, respectively) went on to use these skills post-Fellowship, a theme that was validated by USG supervisors in subsequent interviews.

Figure 5. Skills Strengthened by the Fellowship



n=98 (multiple responses allowed)

Insider Access and Two-Way Strategic Knowledge Sharing

The program fosters a group of USG personnel who have inside knowledge of the GoJ. When reflecting on the skills that were strengthened by participating in the Fellowship, all alumni respondents reported increased knowledge of GoJ's structure and dynamics, with 83 percent of respondents saying that they have used this insight in their career post-Fellowship. This understanding of the Japanese government informed and improved their USG work and interactions with Japanese counterparts after the Fellowship.

Evaluation Question:

How has the Fellowship influenced Fellows' perceptions of Japan?

USG officials in Japan and alumni described the GoJ as opaque and slow, noting that it only shares final decisions made by senior leaders. The Fellowship offers unique insider access that makes alumni more effective and reduces friction within the bilateral relationship, for example, by helping them understand how decision-making processes happen, "where there is flexibility and where [the GoJ] is rigid," and why differing budget cycles and regulatory processes take so much time. This knowledge allows Fellows to "influence strategy and policy," a U.S. official said. Even GoJ officials noted this as a core benefit of the program for the USG.

"It is valuable to understand Japanese thinking and how to work with the Japanese government and be able to apply that knowledge. I was able [to] gain their trust and represent them at a global standards committee meeting. This understanding and knowledge allows the U.S. to work with and obtain their agreement on global issues." (Survey Response, Alumni)

"Learning the Japanese work culture by actually taking part of it, is very valuable for the Fellow." (GoJ written feedback)

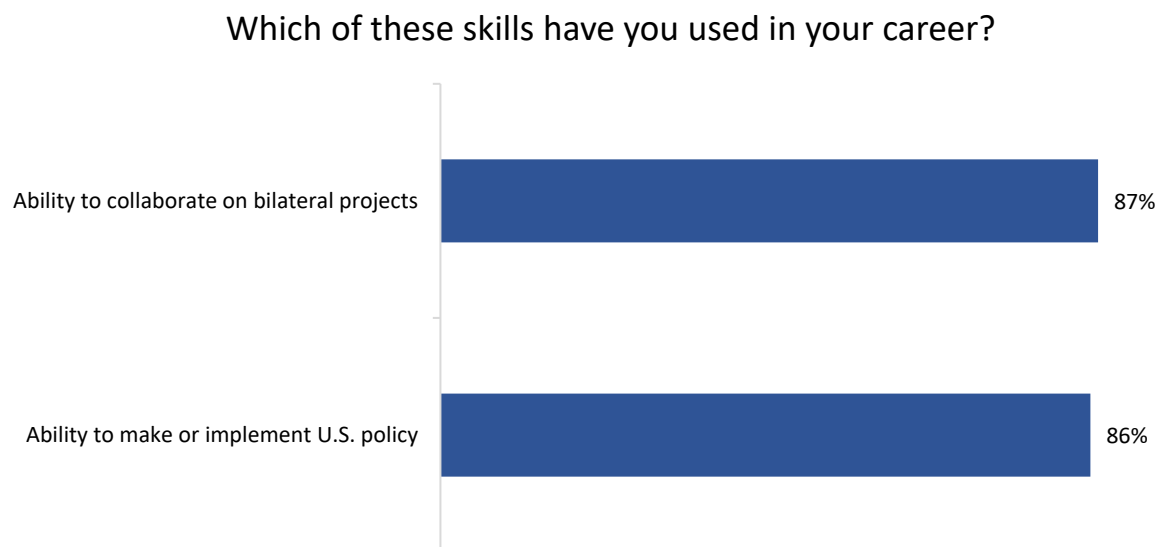
“How does the Japanese government work? How are decisions made? Who are the key people that make those decisions? What does the policy deliberation process look like? That’s one set of things. The Mansfield program gets right at that, because it puts you in the heart of the government apparatus there.” (Interview, External Expert)

Fellows, experts, and USG diplomats all mentioned that understanding differences in communication styles and conventions has practical value.

“So these are the things that you bring to the table and let your team know, at least on the U.S. side. [The Japanese] are not talking because they’re not paying attention. It’s because they need to go back, need to discuss with themselves, and then they’ll come back. So the understanding of what happens inside the [Japanese counterpart agencies], how they work.” (Interview, Civilian Alumni)

“A very common fallacy conducting business with another culture is that if someone’s saying words that you expected them to say, that they mean the same thing that they would’ve meant when you said them. And that’s not necessarily the case in Japan. And so the classic example is the ‘Yes, I understand’ problem... In fact, [for a Japanese speaker] it means ‘I acknowledge that you have said something.’” (Interview, External Expert)

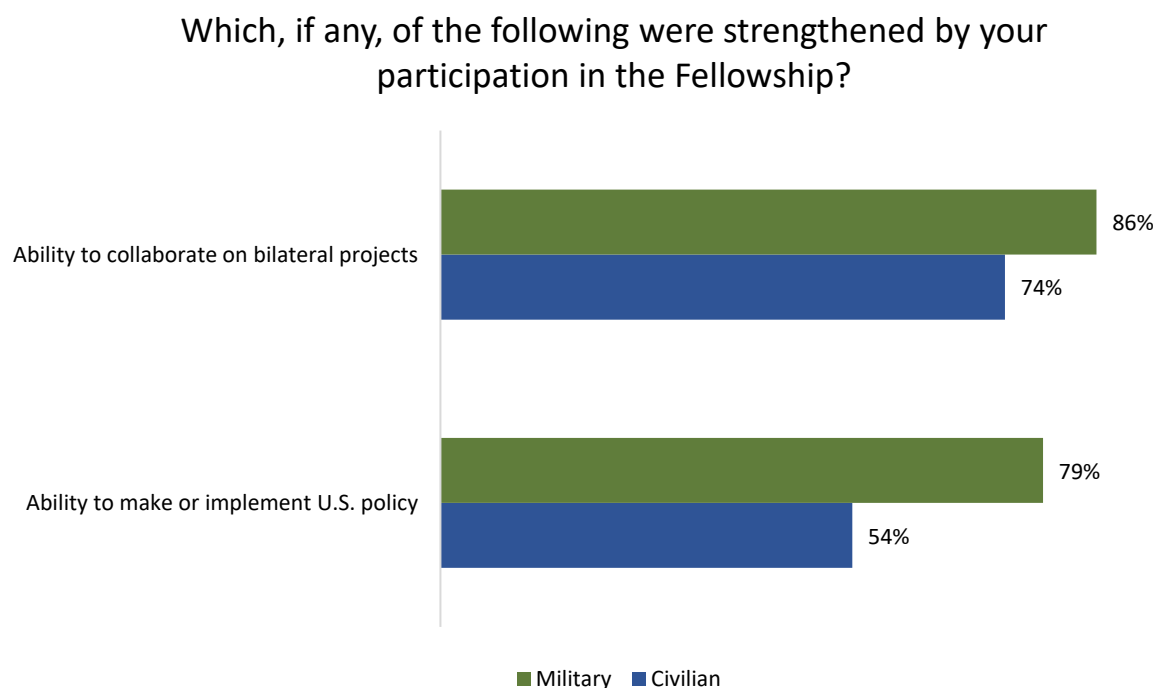
Figure 6. Skills Strengthened by the Fellowship and Used in Career



n=76 for ability to collaborate on bilateral projects and n=60 for ability to make or implement U.S. policy (multiple responses allowed)

Among the majority of respondents who said they strengthened their ability to collaborate on bilateral projects or make U.S. policy involving Japan, about nine of 10 said they had used those skills in their career since the Fellowship.

Figure 7. Skills Strengthened by the Fellowship by Military/Civilian



n=70 for civilian respondents and n=28 for military respondents

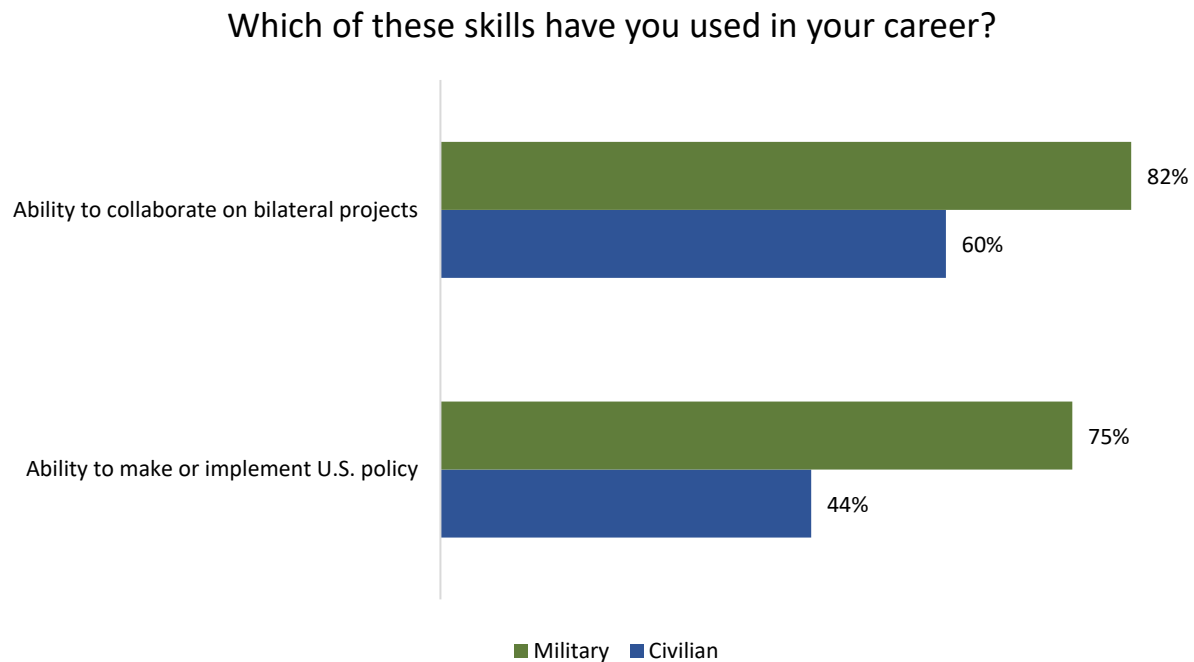
Military respondents were statistically more likely to strengthen their ability to collaborate on bilateral projects and make or implement U.S. policy. A large majority (86 percent) of military respondents reported strengthening their ability to collaborate on bilateral projects compared to civilians (74 percent) – that said, majorities of both groups still reported bilateral projects. 79 percent of military respondents reported strengthening their ability to make or implement U.S. policy, compared to only 54 percent of civilians.

Additionally, military respondents were also more likely to use both skills in their career:

- Among the 86 percent of military respondents who said they strengthened their ability **to collaborate on bilateral projects**, 96 percent reported using this skill in their career.
 - Among the 74 percent of civilian respondents who said they strengthened this skill, 81 percent reported using this skill in their career.
- Among the 79 percent of military respondents who said they strengthened their ability **to make or implement U.S. policy**, 95 percent reported using this skill in their career.
 - Among the 54 percent of civilian respondents who said they strengthened this skill, 82 percent reported using this skill in their career.

Results indicate that more than 8 in 10 military Fellows strengthened their bilateral project abilities and used that ability, which was true of only about 6 in 10 civilian alumni. Likewise, three quarters (75 percent) of military alumni said they strengthened their policymaking skills and used them, whereas only 44 percent of civilians said the same.

Figure 8. Skills Used in Career by Military/Civilian



n=70 for civilian respondents and n=28 for military respondents

These findings were supported by USG supervisors, who noted that Fellows returned to their home offices with a deeper cultural and regional expertise, which informed their work portfolio. Many Fellows were seen as their office's go-to expert on Japan, who colleagues could consult with whenever they had questions related to Japanese culture, policy, or language.

"For us, immediately we had a go-to person... Whether it was cultural insights, geopolitical insights, or just straight up speaking [or] translation requirements, it was a very welcome benefit to have [the Fellow] in the unit to leverage that skillset." (Interview, USG Military Supervisor)

"Since the Fellowship, I've been able to apply what I've seen and learned. I've shared with relevant offices of [U.S. Forces Japan] how GoJ does business." (Interview, Military Alumni)

"There were a couple of meetings that we took with representatives from the Japanese Embassy in Washington that [the Fellow] was able to better prepare us for how to talk with the Japanese interlocutors. And he was in the room as well to kind of smooth the discussion at some points and make it clear to the Japanese that we were maybe tracking and more closely aware of what the conditions on the ground were like for them than they might have thought we would be coming in." (Interview, USG Civilian Supervisor)

GoJ Learning

Evidence in feedback from GoJ host supervisors suggests that they also see hosting Fellows as an opportunity to gain a “behind-the-scenes” understanding of USG policies and practices, as well as American perspectives. Many described these interactions as insightful, rewarding, and substantial.

Evaluation Question:

How has interaction with Fellows influenced GoJ stakeholders’ perceptions of the United States?

“Communicating with federal employees from the U.S. is not something we can learn in our daily life or from books, so we greatly appreciate the opportunity received from the Mansfield Fellowship program.” (GoJ written feedback)

“He possessed both ways of thinking, as an American soldier and as a resident nearby a base. Thus, he shared his different point of view to our staffs who were working on the measures for a base.” (GoJ written feedback)

Additionally, the GoJ and non-alumni subject matter experts who work directly on U.S.-Japan issues repeatedly emphasized the mutually beneficial learning that occurs with Fellows from the U.S. Congress. Their direct link to U.S. policymakers as well as their understanding of the U.S. policymaking process are both assets, according to GoJ interviewees. Throughout program cohorts, it was common for Fellows from a variety of professional backgrounds (not just Congressional) to have placements at the Diet (Japanese parliament). Several alumni described their Diet placements as “the most eye-opening.”

“If we can get more [Congressional staffers] to come as Fellows, I think that would contribute to the development of Japan-U.S. relations through a variety of approaches... To have Congressional staffers come as Fellows would lead to them taking their experience back to their respective offices, which would in turn help U.S. Congress members deepen their understanding of Japan. In the U.S., the fate of any policy is contingent on whether or not it is passed by Congress, so I think it would be very meaningful to make not only the government but also Congress more familiar with Japan as well.” (Interview, GoJ Ministry of Defense)

“We should probably set up a program where we’re putting Japanese bureaucrats... into the U.S. Congress for a year. Congress is a mysterious, ugly, and influential beast. And Japanese constantly misread it, misunderstand it. I think it’s frightening for them to see the sort of raw parochialism of the U.S. system.” (Interview, External Expert)

Placement offices in Japan also felt that having the American perspective on shared topics made the relationship with the Fellow valuable in the long-term. Some mentioned that they remained in communication with the Fellow after the Fellowship for information-sharing purposes.

“This Fellowship program was immensely beneficial and we continue to stay in touch and consult with him even after the conclusion of his assignment with us.” (GoJ written feedback)

Additionally, GoJ personnel often praised American Fellows' outgoing personalities and work ethic, implying that the Fellows sometimes brought energy and enthusiasm to their own work.

"[The Fellow] was incredibly friendly with a zealous attitude, deepening the exchange with our staff." (GoJ written feedback)

Technical Information-Sharing

The Fellowship also provides opportunities for exchanging technical expertise among GoJ counterparts and Fellows who have sufficient work experience (8-15 years) and functional language abilities. The most common form of information-sharing about Japan was through briefings and meetings with different government divisions. Across a combination of the data sources, a minority of Fellows described creating academic or professional papers or collaborating with their host on technical books.

"With increased interactions between my agency and Japan government ministries and agencies in the nuclear field, during my Fellowship I was able to contribute to those ongoing interactions, including in areas of the nuclear field which others had not. The experience allowed for sharing of insights from the U.S. and gaining insights from Japan to share with my home agency colleagues." (Survey Response, Alumni)

"[The Fellow] absorbed many things and gained knowledge about Japan's waste and resource recycling field from a wide range of perspectives through her experience at various organizations." (GoJ written feedback)

Fellows with an expertise in topics that were relevant to the placement were considered valuable because they provided a basis for learning and collaboration on substantial work with their hosts. (In some instances, as described in the "Lack of Intentionality and Detail in Placement Plans" section below, some Fellows described wanting more short placements because multiple agencies work on their particular field or to diversify their views into the GoJ. In other instances described in the "Challenges and Barriers to Outcomes" section below, lengthier placements are not approved by GoJ due to security protocols, its own limited bandwidth, and concerns when Fellows have insufficient Japanese language ability.)

"Her broad knowledge and interest in fishery, oceanology, and other topics helped build a relationship with many researchers at the agency." (GoJ written feedback)

"Accepting [the Fellow], who has abundant knowledge of aviation policy, was a useful opportunity for the Organizing Committee of the Tokyo Olympic and Paralympic Games, from the viewpoint of improving the professional capabilities of staff through intellectual exchange." (GoJ written feedback)

When practical working areas of focus aligned between the Fellow and the placement, hosts often wished that the Fellow had stayed longer. They consistently noted that deep understanding of policy and operations take months to develop. Hosts suggest that longer-term placements would have resulted in more meaningful contribution and mutual benefit.

*“He worked with us for nine months. We think that in order for Fellows to fully understand what we do in our office, one full year is appropriate.”
(GoJ written feedback)*

“We think the assignment period was long enough to let him learn about a broad range of our operation, but it would have been better to have a longer term (half a year to a year) if he is to develop a deeper understanding of the government administration in Japan.” (GoJ written feedback)

Some GoJ agencies may agree to only a short placement, but ultimately wish it were longer once the Fellow is in place and demonstrating value-add to the host agency. However, the feedback shows that some GoJ officials struggle to feel confident about a Fellow’s ability to contribute meaningfully in a long-term placement. This is very likely a reflection of some generally underqualified Fellows, as well as insufficiently detailed placement plans. This reiterates the importance of each Fellow being fully prepared and committed to an intentional Fellowship experience. Less qualified Fellows are a harder sell for GoJ reviewers, as are those without topical expertise and who aren’t likely to be relationship managers, as described later in the report.

Across the survey data and IDIs, some alumni and U.S. supervisors said that learning about Japanese best practices in their field sparked new ideas for problem solving in their USG jobs, even when their work is not directly related to Japan now. However, these examples tended to be less concrete.

“Spending time immersed in the Japanese government (and bureaucracy) and observing how they operate provided the time and space to reflect on our own way of doing business in the U.S. government... This experience presented new ways of doing things that are adaptable to my own work and context.” (Survey Response, Alumni)

“You can also learn about [how] other jurisdictions have solved a problem or do something a certain way or have a certain process that we hadn’t thought about it. Maybe we can adapt that to our own ways.” (Interview, USG Civilian Supervisor)

“I think anytime we can get out of our own space and experience a different way of working and doing things, I think that’s always going to be beneficial. Especially people at the more domestically-focused agencies... I do think...there are connection points, whether we’re actively pursuing those or not, and things that we can learn. ‘What might we take back to our agencies and do differently?’” (Interview, Civilian Alumni)

Field Visits and Meetings Outside Tokyo

To complement time spent in GoJ offices, alumni and their host agency supervisors lauded field visits as opportunities to see learning in practice. Fellows with placements related to defense, transportation, or the sciences tended to travel the most in Japan. The most common site visits were to defense facilities, factories, and flight centers.

“It would be difficult to understand the many nuances of the sensitivity shown in local communities without actually going there. This is true not only for our American Fellows but for us as well. While it is possible to hear about problems such as the Okinawa issue, I think it is very important to go a step further and actually visit Okinawa to get a firsthand sense of the mood there.” (Interview, GoJ Ministry of Defense)

“I spent a majority of my time within their Ministry of Defense...[some of that time was spent] doing trips with them and visiting different units and seeing what they were getting after with some of their force development and training...because it was relevant to what the Marine Corps cares about because they were developing an amphibious capability. I got to see that up close and personal. Got to meet a lot of the folks that I would later work with as I stayed in Tokyo to work directly with the ground staff office after the Fellowship ended.” (Interview, Military Alumni)

Personnel at U.S. consulates outside of Tokyo also said travel would be valuable to the Fellows for understanding the defense industry and local government dynamics, and for increasing the likelihood of spreading the benefits of the Fellowship to their posts, which are short-staffed. Consulates explained that they have very limited dedicated staff or resources for PD programming, such as bringing expert American speakers to a more diverse range of Japanese cities outside Tokyo. They envisioned Mansfield Fellows as potential subject matter experts who could showcase American expertise and commitment to the U.S.-Japanese relationship, complementing the work of full-time consulate staff.

But limited resources impacted the ability of Fellows and their GoJ hosts to conduct beneficial business trips. While the Mansfield Foundation provided reimbursement for Fellows’ travel expenses up to \$3,000 per Fellow,²⁹ this budget was insufficient. Lack of reimbursement for a Fellow’s or their GoJ peers’ travel expenses was a burden for the placements. GoJ officials see themselves as a crucial facilitator between the American Fellows and the Japanese personnel at the sites; as such, visits to GoJ facilities or commercial Japanese hubs may be curtailed (and the subsequent benefits to Fellows and the USG lost) if funding cannot cover both the Fellow and their GoJ companion.

“Certain travel expenses were provided by the Foundation, but it was difficult to provide more if costs were exceeded. Because this placement was her last and she had used most of her travel budget at other previous placements, we decided to pay for her travel costs [she offered to pay from her leftover living allowance, but we thought it was too much to make her pay]. We would like to ask for flexibility from you [The Mansfield Foundation], to some extent.” (GoJ written feedback)

²⁹ This allowance was accurate as of the 27th cohort in 2023, according to program documentation provided to observers. However, some alumni suggested that their earlier cohorts had a lower travel allowance.

“In order to offer [the Fellow] a better experience, we planned a business trip to the local office of the Japan Coast Guard (JCG) but we provided the travel expenses for the person who accompanied her. Our accompanying staff was necessary, so we hope in the future the Fellowship can cover such staff travel expenses.” (GoJ written feedback)

Regional Perspectives

Evidence from a combination of the data sources shows how participants gain a better understanding of the Indo-Pacific more broadly, in addition to expertise on U.S.-Japan bilateral relations.

“When you’re involved in diplomacy in particular, it’s also true in business and other lines of work, but especially true in diplomacy. If you’re involved in international affairs and you only think in a purely bilateral context, then you’re going to not understand what’s going on because every country is looking in all directions, not just the United States. And so it’s actually a somewhat common mistake, if you will, in both the analytical community as well as practitioners to focus purely on the bilateral, and then they end up overemphasizing that point and being surprised when countries don’t behave purely based on the bilateral context.” (Interview, External Expert)

The evaluation suggests the participants learn about Japan as well as the broader region during their Fellowships. Among alumni, 82 percent of survey respondents reported increased understanding of the Indo-Pacific region; more than three-quarters (80 percent) of those who said they strengthened that knowledge had used it in their career.

“Following the Fellowship I spent three years with responsibility for managing... bilateral relations in Japan. I currently work at [redacted] in the Oceania Portfolio, and continue to work closely with Fellow alumni in D.C. and Hawaii. I also have interactions with Japanese embassies throughout my region and with Japanese officials working in my region, some of whom I knew as a Fellow.” (Survey Response, Alumni)

“Currently I am [position redacted] in the U.S. Embassy in [the East Asia Pacific region]. I have limited interaction with Japan, but the soft skills I learned as a Mansfield Fellow are valuable in my interactions with [local] officials.” (Survey Response, Alumni)

Networking for Future Collaborations and Shared Interests

Most alumni and USG officials at post in Japan pointed to networking as the core purpose and unique value-add of the program. Again, by this measure, the program is succeeding: a large majority of respondents (87 percent) have maintained contact with Japanese counterparts and

Evaluation Question:

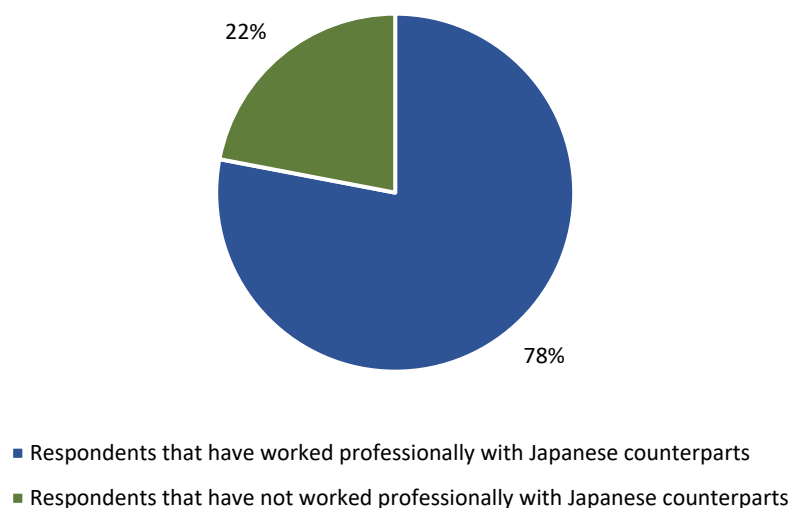
Does the Fellowship lead to increased collaboration between the USG and the GoJ? If so, which specific Fellowship components contribute?

over three-quarters of those respondents (78 percent) have worked professionally with their Japanese counterparts post-Fellowship.

In their professional capacities after the program, alumni described ideating and managing new initiatives, negotiating treaty and alliance terms, facilitating regional and bilateral events and meetings, coordinating trainings and exercises, and taking initiative to increase the frequency of operational communications between their USG offices and Japanese partners.

Figure 9. Alumni That Have Worked Professionally with Japanese Counterparts

Have you worked with any of these Japanese contacts in a professional capacity since the end of the program?



n=85

“You could live in Japan 50 years and never get these contacts [that Mansfield Fellows get].” (Interview, USG Official in Japan)

“The value for U.S. government officials is the ability to work in the Japanese government, participate in the Japanese policymaking process, and build contacts. It is indeed remarkable that the Japanese government opens itself in this way, and it shows the importance of the U.S.-Japan alliance to Japan.” (Survey Response, Alumni)

“For 15 years following my Fellowship I had responsibility for U.S.-Japan defense relations. I worked regularly with counterparts in the Japanese ministries where I had Fellowship assignments. Although I do not currently have direct responsibility for managing Japan relations, my [area of expertise] policy responsibilities include work with Japan and continue to bring me into working contact with officials in Japan whom I met through the fellowship.” (Survey Response, Alumni)

“As a government employee, prior to my retirement I arranged NASA and JAXA technical engagements. I also arranged meetings with other Japanese government offices for officials when they wanted to visit NASA. I currently travel to Japan 3-4 times a year and maintain my relationships with my Japanese counterparts both professionally and personally.” (Survey Response, Alumni)

“Several initiatives necessitated our interaction and partnership. One Japanese colleague became a significant player in Aviation for the region through ICAO (United Nations) requiring constant interaction. I was selected as [department redacted] Attaché to the U.S. Embassy in Tokyo and worked with my host agency constantly. My follow up positions also were enhanced by my associations, as I have traveled and conducted business throughout Japan since my time as a Fellow.” (Survey Response, Alumni)

Again, they emphasized the value of these deep relationships and conversations “without the gloss” that obscures official bilateral interactions. Even subtle progress can be strategically and tactically meaningful.

“Everything with relationships is incremental. It’s moving from the 15 to the 10-yard line.” (Interview, USG Official in Japan)

“I got to meet a lot of the folks that I would later work with as I stayed in Tokyo to work directly with the ground staff office after the Fellowship ended.” (Interview, Military Alumni)

In addition to the informal peer networking, it was common for Fellows to participate in internal and external meetings, including division or subcommittee meetings, trainings, and briefings.

Evidence from a combination of the data sources shows that many placement offices coordinated introductions between Fellows and officials within the agencies. It was an especially common practice within the Ministry of Defense (MoD) to arrange courtesy calls between the Fellow and offices throughout the ministry. Some placements arranged introductions between the Fellow and every section within the organization (Ministry of Energy, Bank of Japan). Placements within the private sector often arranged for Fellows to meet with the president, director, or other high-level employees.

Fellows also often attended regional or international conferences, such as the East Asia Summit High Level Seminar on Sustainable Cities, the Asia Development Bank annual meeting, the International Association for the Advancement of Space Safety, and the International Forum on War History Research.

Findings from both the survey and IDIs showed that after the Fellowship some alumni leveraged their connections to lead American delegations in meetings with Japan, negotiate bilateral agreements, implement new standard operating procedures, and facilitate information-sharing at high levels between the United States and Japan.

“I was the lead negotiator for the 2015 Guidelines for Defense Cooperation and two [Status of Forces Agreement] Supplemental agreements and also began several conversations that resulted directly in Japan adopting new capabilities. My plan for how our alliance communicates in peacetime and in crisis is still in use. All of this is due in some way to the personal relationships forged in the Fellowship.” (Survey Response, Alumni)

“The job that I spent a year in Tokyo after I completed the Mansfield Fellowship was... setting up high-level meetings, major training events, exercises, sharing information at high levels on a regular basis, all these things that use my relationships, my language skills, my experience with understanding how the Japanese system worked. And having already lived in Japan for a bit at that time, I was prepared to enter the job and hit the ground running.” (Interview, Military Alumni)

Alumni and their supervisors gave numerous examples of coordinating meetings with their contacts at Japanese counterpart agencies to consult on areas of shared interest. In urgent situations between the U.S. and Japan, alumni could leverage their contacts and experiences to expedite communication between the governments. Others said existing communication had strengthened because of their participation in the program.

“The relationships I built as a Mansfield Fellow gave me in-roads to the Japanese government that none of my colleagues in the U.S. government had, allowing me to play the role of ‘fixer’ in several high-profile issues. Further, my contacts have now increased in rank and stature to very senior positions within the Japanese government, giving me ‘break glass’ options to seek high-level backing in support of U.S. objectives, if needed.” (Survey Response, Alumni)

“[The Fellow] definitely made it easier for us to have the back-and-forth communications with Japan.” (Interview, USG Civilian Supervisor)

“The relationship between [our agencies] has definitely been widened and enhanced through my Fellowship time with them... Before the Fellowship, our offices only maybe communicated [during particular events], but now we’re communicating daily... that line of communication is open 24/7.” (Interview, Civilian Alumni)

Many pointed to particular examples where they had acted as intermediaries for U.S. policy.

“Back when the Fukushima reactors had exploded, I was doing a lot of [U.S. agency] disaster management issues related to storms. I was called, we were part of a [U.S. agency] task force set up to help our counterparts in Japan... We were the face of the U.S. government... because there was already a connection.” (Interview, Civilian Alumni)

“Japan was a launch customer for the 787, and it was the first of its type of prototype using lithium ion batteries. So there were safety risks that were not

anticipated with the use of lithium ion that had to be mitigated, but it showed up first in the Japanese fleet... I was able to bring the parties together, and help facilitate conversations to make sure that we were able to get the aircraft not only a technical solution, but through the regulatory certification processes.”
(Interview, Civilian Alumni)

Like gains in knowledge, alumni reported using these relationships beyond the bilateral context. They shared that even after GoJ personnel rotate positions, the relationships they have allow for referrals to relevant people within the GoJ that speeds collaboration years later. The alumni noted that this is unique compared to U.S. professional networks, which can fade more quickly over time and jobs change. They shared that they are able to be more responsive to emergent needs or projects across a range of topics and country contexts because of these strong existing connections.

“I am the Deputy Director for Economic Development and Environment for USAID in [African country]. I engage with all donors in my technical area, so I will have the opportunity to work collaboratively with Japan as it relates to my area of oversight.” (Survey Response, Alumni)

“I have been in contact with [GoJ host agency] colleagues and have been introduced to other colleagues through them over the past 10 years since my Fellowship. I worked closely with a [GoJ host agency] D.C. colleague who then went on to head the infrastructure group at [GoJ host agency] when I was working on energy projects for [my USG agency] in Africa.” (Survey Response, Alumni)

Alumni also emphasized the value of seeing and networking within the Japanese private sector. A placement with a relevant private sector firm was described as “as good, if not better” than GoJ placements by several Fellows, including in the military and finance/trade fields. This was supported by personnel at U.S. posts, who said understanding Japanese industry (particularly military contractors) would add major value to the USG.

“I did many private-sector placements and this has helped seek meetings for visiting U.S. principals or maintain active contacts to ensure I could effectively advocate on business issues that affected both U.S. and Japanese firms. I also leveraged my contacts to work on third-country cooperation. I worked with the Japanese on pharmaceutical issues in Greece and the Philippines and was active on collaborating with the Japanese on infrastructure projects in Southeast Asia.” (Survey Response, Alumni)

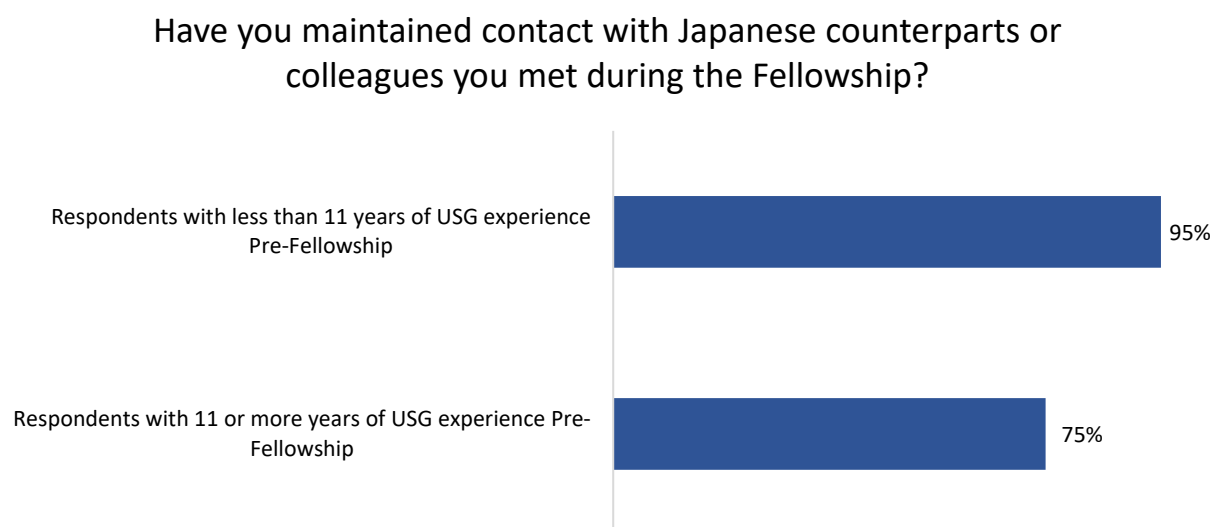
“Japan’s administrative system revolves around quite informal relationships between administrative agencies, independent administrative agencies, external organizations, universities, and those connected to the private sector. When a Fellow wants to do something in their field of expertise, they are not going to be able to absorb all of what they need at government offices only... The program could be doing a better job of providing guidance by casting a broader net in terms of where to assign Fellows so that they learn about how the Japanese system works. This would include assignments to the private sector, universities,

*administrative systems, and subsystems that support the administrative system.”
(Interview, GoJ Ministry of Foreign Affairs)*

One interviewee from the GoJ directly recommended strengthening record-keeping by the Foundation and coordinating more alumni networking events between GoJ and Fellows in Japan to maximize the strategic value-add of the Fellowship as alumni grow in their careers and change roles.

“I think there is a need for more systematic follow-ups with the alumni who served as Fellows to Japan in the past. Hopefully there is good data in the information that each ministry and agency has about the networks resulting from initial exchanges, but it seems to me that we will not be able to make good assessments without taking steps such as increasing opportunities for networking receptions and other events to shed light on networks that would otherwise remain invisible... Perhaps it could be something done by the State Department and Mansfield Foundation, or by the Mansfield Foundation and the Japanese Embassy or the U.S. Embassy. I envision these events being held in Japan in order to follow up on the work done in the program.” (Interview, GoJ Ministry of Foreign Affairs)

*Figure 10. Alumni That Have Maintained Contact with Japanese Counterparts by Years of Pre-Fellowship
USG Experience*



n=98

Though both groups are still frequently in touch with GoJ counterparts, respondents with less than 11 years of USG experience pre-Fellowship are more likely to have maintained contact with Japanese counterparts (95 percent) than those with 11 or more years of experience (75 percent). This can probably be traced to the fact that alumni with less experience are more likely to still be at the working level and therefore still coordinating with professional contacts more regularly. Yet respondents from the first and second decades of the Fellowship (82 percent

and 84 percent, respectively) are more likely to report that they worked with Japanese contacts than alumni from the third decade (71 percent). This could be because those from the earlier decades have had more time since the end of the Fellowship to collaborate. It may also reflect that the more recent alumni who have had more placements on average have fewer lasting or meaningful relationships overall.

Strengthening the Tactical Operation of the Alliance

The evaluation found overwhelming evidence that the inclusion of military personnel in the Fellowship is mutually beneficial and widely appreciated. The GoJ MoD especially saw a growing need for collaboration between its personnel and members of the U.S. military.

“The primary purpose is to increase the number of U.S. government personnel who gain insights into Japan’s security policy by providing them with opportunities to work at the Ministry of Defense and the Self-Defense Forces. Increasing the number of such individuals will in turn promote exchange and mutual understanding between Japan and the U.S., and ultimately contribute to the strengthening of the Japan-U.S. alliance.” (Interview, GoJ Ministry of Defense)

External experts with senior diplomacy and defense backgrounds repeatedly emphasized the value-add of investments in improving working relations between the two countries’ militaries, explicitly including the Mansfield Program.

“Because they’re a treaty ally and potentially joint partner in actually fighting a war, or more likely preventing one by having the ability to fight one, there is enormous amount of money spent and investment made on what is generally termed ‘interoperability.’ ...the machines can communicate with each other, computers can communicate with each other... They set up communication channels for that interoperability, and then they invest in human interoperability through joint training programs, the people being seconded to one another, organizations embedding personnel in each other’s structures... It takes a really big village.” (Interview, External Expert)

“We cultivate expertise in the bad guys. We don’t cultivate expertise in the same way on our friends. I’d say it’s certainly true of Japan. I’d say it’s certainly true of Korea. It’s probably true of some of our European friends as well. So, I really think it can often be a blind spot of people who understand both the history of our relationship with allies and then the complexity of how the relationships work.” (Interview, External Expert)

Alumni respondents from the first decade of the program (1995-2005) were less likely to be working in the military and defense and/or civil service (24 percent) than those from the second and third decades (85 percent and 88 percent, respectively). USG and GoJ interviewees said the evolution of the Fellowship over time to include defense participants is critical, given the complex and extensive military alliance and the growing regional threat of China. GoJ counterparts consistently said they find unique value in hosting and networking with military Fellows. They

cited more potential to collaborate during the Fellows' future deployments and shared concrete examples of tactical and operational lessons learned as well as strategic collaborations.

"In addition, during an accident involving a fallen window frame of a helicopter in Okinawa, [the Mansfield fellow] contributed to the research by effectively using her relationship with Okinawa Field Office." (GoJ written feedback)

"It was meaningful to listen to his experience and reflect on the type of people from the U.S. Department of Defense (DoD). We will use this experience to better prepare for negotiations with the U.S. by providing better explanations for the questions [the Fellow] asked." (GoJ written feedback)

"It has been announced that there will be fundamental strengthening of the Ministry of Defense, which has included the release of a strategy document at the end of last year. So regarding the division as a whole, I think the first priority right now is to build an organization that can firmly execute operations in accordance with that document. In addition, since we also believe that this [Fellowship] program will contribute to the Japan-U.S. alliance, we feel that it is necessary to focus on this program within that context as well." (Interview, GoJ Ministry of Defense)

GoJ, alumni, and USG officials in Japan mostly felt that tactical-level personnel should be deprioritized from consideration for the Fellowship. Most deployments even within Japan do not provide a sufficient opportunity to leverage the knowledge and relationships gained for individuals outside strategic leadership roles, they argued. There is too high a risk, they said, that Fellows "go back to being a pilot."

"Don't do this unless you're serious about being an alliance manager." (Interview, Military Alumni)

"The Mansfield [Program] seemed more interested in choosing applicants who fit certain molds that they were looking for, whether that be demographic or interest in the region, versus choosing future leaders... I've seen one or two non-commissioned officers or sergeants who've been selected to Mansfield in the past, which I think is phenomenal for them individually. But as far as strategically for the Department of Defense, I don't think that makes any sense, investing that sort of experience into those who are going to do essentially blue-collar supervisory positions within the DoD. I'm sort of uncertain with the long-term strategy the Mansfield selection community is using for their military members." (Interview, External Expert)

Both civilian and military alumni said that leadership potential and commitment to spearheading the U.S.-Japan relationship over the life of a career should be criteria for selecting impactful Fellows. Alumni emphasized the importance of selecting future leaders, with one military alum noting that the program "is for the most hardcore of the hardcore" USG personnel who deeply commit to specializing in Japan and East Asia.

One alumni interviewee said the Fellowship could help cut through bureaucracy and elevate tactical operations, but this exception ultimately proved the rule: that opportunity was ultimately not provided in that alumni's case and instead they left military service.

A Symbol of Partnership and Shared Values

In addition to the strategic information-sharing, networks, and operational benefits, the program has symbolic and public affairs value (though that is not its most concrete value). Current Japanese Chief Cabinet Secretary Yoshimasa Hayashi ideated the Fellowship during an internship in the U.S. Senate three decades ago. He and senior-level USG personnel continue to tout it, for example, to Congressional delegations and at speaking events as a public signal of bilateral collaboration.

"We also attach importance to the goal of increasing collaboration with related agencies and offices in Japan in line with the government's policy of a free and open Indo-Pacific. Collaboration with the U.S. is of paramount importance in this process." (Interview, GoJ anonymous)

As such, the geopolitical optics of the program are significant and any adjustments to it must take this context into account. Several interviewees described Japan feeling "burned" and uncertain because of isolationist policies of the Trump administration, which actively worked against subsequent U.S. priorities.

"Japan doesn't trust that the U.S. is always going to be there... We need to keep investing in people and these conversations." (Interview, USG embassy official in Japan)

Perceptions of a Mismatch with ECA

Multiple interviewees – including alumni, USG embassy officials in Japan, and external experts who no longer work in the USG and had never participated in the Mansfield Fellowship – voiced the opinion that ECA disapproves of the program's cost. One USG embassy official said the program has "a high cost" which is "a concern in ECA." They questioned if ECA is using the appropriate indicators of success for what they call a unique government-to-government program model that differs from other cultural exchanges.

"It's a strategic investment in U.S.-Japan relations that is essentially a personnel training program as opposed to an exchange program. And so in the context of other personnel training investments by the U.S. government, it doesn't seem expensive, but in the context of an exchange program, it seems very expensive. And so for whatever reason, I've always felt one of the issues has been that within the U.S. government, it's been assigned to ECA and ECA's general mindset and programmatic emphasis is foreigners and hearts and minds outside of the United States, as opposed to making the U.S. government operate more effectively as an alliance partner with our most important non-adversarial counterpart country on the planet. So it's a little bit of an institutional orphan in that sense." (Interview, External Expert)

“It got cut down to one year, then there was a movement to bring it back to two. State, to be honest, fought that. Fought that crazy for a while because their argument was it’s expensive. Japan’s an ally, we don’t need to spend a lot of money there, and it cannibalizes other things that ECA wants to do. This was the position two years ago, three years ago... But Japan’s the most important ally, Indo-Pacific is the most important region. You need a year of language training to make this experience meaningful. If we’re going to do it, let’s do it.” (Interview, External Expert)

Although this evaluation was not designed to be a financial audit, interviewees across cohorts repeatedly said the program pays dividends in both internal and outward ways, strengthening U.S. soft power behind closed doors.

“Without question, this is absolutely valuable for the taxpayer.” (Interview, Civilian Alumni)

“The return on investment in this Fellowship is immense. Consider that in the security realm alone, the U.S. Indo-Pacific military posture – and thus, the National Defense Strategy – rests on the alliance with Japan. Many Mansfield Fellows have subsequently been involved in alliance management. The relatively small annual appropriations to fund this program pale in comparison to the returns delivered in nurturing the security alliance. Actual returns are even greater across all the Fellows.” (Survey Response, Alumni)

In addition to the potential mismatch between ECA’s vision for a cultural exchange program and the program’s proponents’ views of its strengths, in IDIs some generalist USG officials serving in the U.S. Mission in Japan described having limited knowledge of the Fellowship and overtaxed bandwidth, which limits their ability to promote it for PD purposes, as described later in the report.

Alumni Outcomes

Alumni reported a variety of personal outcomes, including enhanced language ability, interpersonal skills, and soft skills. While the main crux of the evaluation was to understand the benefits, if any, of the program to its government sponsors, alumni said their skills and personal growth directly contributed to making them more effective in their professional settings.

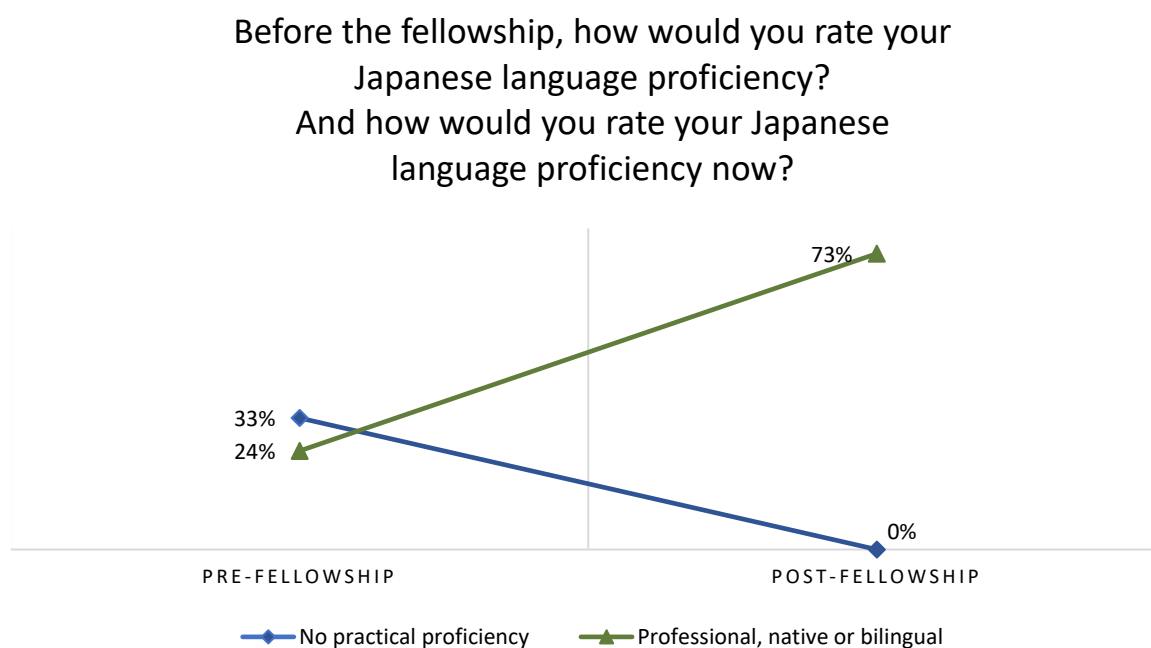
Japanese Language Proficiency

Among survey respondents, 99 percent reported increased Japanese language skills³⁰. Host agencies see Japanese language skills as the easiest way to benefit from Fellows in the short-term: they typically assigned Fellows writing and translation of seminar materials, public information, reports, international conference materials, news articles, technical documents, speeches, email templates, and websites from Japanese to English. This administrative support work was generally described by GoJ supervisors and some Fellows as less collaborative than other kinds of work.

Pre-Fellowship, about a third of respondents (33 percent) had no practical proficiency, which dropped to zero post-Fellowship. Pre-Fellowship, only about a quarter (24 percent) had professional or higher proficiency, a number that tripled post-Fellowship (73 percent).

³⁰ All but one respondent reported increased Japanese language skills, as they already held native/bilingual proficiency prior to the Fellowship.

Figure 11. Fellows by Japanese Proficiency Level, Before and After the Fellowship



n=98

About three-quarters of survey respondents (74 percent) said they used their language skills at their home agencies. Moreover, respondents tend to maintain Japanese language proficiency post-Fellowship.³¹ This evidence supports that substantial pre-Fellowship language training is likely a sustainable long-term investment for Fellows who continue to work in U.S.-Japan centric roles.

However, the data does not show statistically significant associations between post-Fellowship Japan focus and post-Fellowship language proficiency. This suggests that language acquisition is not a driver of future career focus in and of itself.

Professional Goals

Alumni anticipated the Fellowship would support numerous professional goals. For civilian alumni, their goals included: participating in international collaborations, learning about the Japanese government, learning more about their professional field in Japan, and contributing to the U.S.-Japan bilateral relationship. Across the survey open-ended responses and IDIs, some alumni felt that the Fellowship

Evaluation Question:

How has the Fellowship contributed to the advancement of Fellows' individual professional goals?

³¹ Respondents were asked about their level of Japanese proficiency at both the completion of the Fellowship and at the time they took the survey. For some, this means that there are various years in between the time at which they finished the Fellowship and when they took the survey. However, distributions for these two questions are the same.

experience could be a way to pivot to new and more strategic roles within the government.

“I was doing international trade and finance and export-import bank-related work. I was trying to find something that I thought would not only be interesting for me, but would also contribute to the larger bilateral relationship... So, it was basically trade agreements, foreign direct investment, inter-regional trade within the Asia-Pac region.” (Interview, Civilian Alumni)

While military Fellows had similar goals to civilian Fellows, they also had motivations that were unique to their military service. For military Fellows who were already stationed in Japan, the Fellowship presented a convenient opportunity to extend their stay and advance their career, often aiming for a Foreign Area Officer role. For them, the timing of the Fellowship with their career trajectory was important.

“I was already stationed in Japan for about four years and coming towards the end of it I realized, ‘Hey, I want to stay in Japan.’ And as an aircrew member... the options were: you go overseas one time, you go back to the States. There is no being able to stay in Japan long-term.” (Interview, Military Alumni)

“I was strongly encouraged by the Marine Corps to apply for the program because it was going to line up with the time that I was going to be spending time in Japan as part of the training pipeline anyways. So there was a good result for both the Marine Corps and myself if I were to participate.” (Interview, Military Alumni)

Participants with professional interest in Japan repeatedly described it as a way to deepen their interest. In several instances, civilians also described the Fellowship as a way to “get back to Japan” after an earlier experience piqued their interest or because they wanted to be closer to Japanese family members. Oftentimes these individuals had strong existing language skills and seemed the most committed to a career singularly focused on Japan or the region.

Intercultural and Other Skills

In the survey, 96 percent of alumni respondents reported increased intercultural skills and 90 percent of them said they have used this skill in their career. Some (18 percent) mentioned other soft skills that were relevant to their areas of expertise, including negotiation, adaptability, as well as navigating ambiguity in the workplace. Alumni also reported that they contributed a variety of other communication and functional skills to their home offices, including project management, cross-cultural communication, and teamwork.

“There’s a stronger kind of group or team spirit in Japan... it’s just a much more ...socially organized, less individualistic culture and whatnot. I’ve really felt, especially because almost everyone’s remote, a lot of new people have hired and a lot of people have retired, to find ways to foster that kind of group or team spirit ... because I can sense it’s really gotten thin... I think having all that experience and being reminded of it in Japan is good. I can apply that here.” (Interview, Civilian Alumni)

“How my Japanese counterparts had raised or expressed an individual point would be by talking about it and getting buy-in, and it becomes either part of the group’s viewpoint or not... I can’t say it’s any better or worse than our general style of communicating, which is more direct and posturing at times...it’s just different. I think maybe bringing that to some of the team meetings when I came back... [I] felt more emboldened to leverage that.” (Interview, Civilian Alumni)

Alumni regularly lauded the homestay and cultural activities in Kanazawa as personal highlights. Feedback on the professional training alumni were offered before their work placements revealed that some alumni with extensive prior experience in Japan felt the Foreign Service Institute trainings were too high-level to be useful. Instead, they would have preferred self-paced resources like books and more specialized training in Japanese workplace norms and presentation skills. A minority of GoJ feedback reviewed also said that Fellows would benefit from more pre-training about what to expect in a GoJ work environment, which the current cohort of Fellows in Japan (MFP27) echoed during the orientation week meetings observed by the evaluation team.

“I would have appreciated more professionally oriented language training...[I] recognize it’s a pretty niche field I’m in, but any time I would ask [the Japanese instructors for] help with presentations, they couldn’t help me.” (Interview, Civilian Alumni)

Mansfield Fellow Alumni Networking

Alumni and even external experts described an active and organically sustained alumni network with regular professional collaborations. Almost all the alumni survey respondents (92 percent) have maintained contact with other alumni. The only survey respondents who have not maintained contact with other program alumni participated 15 years ago or more.

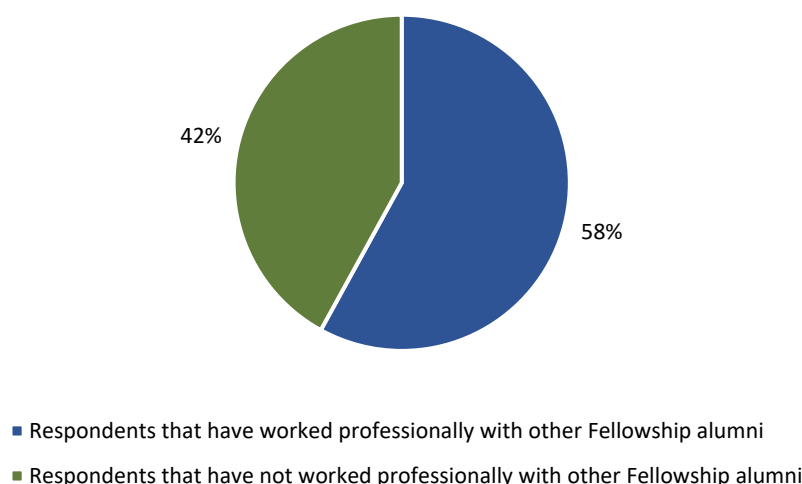
Evaluation Question:

What is the current state of Fellowship alumni networks and collaboration among Fellows?

“The Mansfield network itself is pretty strong. The cohorts tend to stay in touch, in my sense. Then there’s the fact that the community of people that work on Japan is relatively small, and so we all tend to know each other. So it’s not hard to stay in touch, and people do stay in touch.” (Interview, External Expert)

Figure 12. Alumni That Have Worked Professionally with Other Fellowship Alumni

Have you worked with any Fellowship alumni in a professional capacity since the end of the program?



n=98

Over half of respondents (58 percent) who have maintained contact with other alumni have also worked professionally with them. Alumni often described tapping the Mansfield alumni network for referrals, painting a picture of a connected and engaged group that USG officials in Japan called “prestigious” and elite.

“There’s definitely been overlap at different points along the way for professional interactions. And if not directly with those people, they were referring me to someone else to accomplish something or vice versa. Like, ‘Hey, I’m not working on that right now, but I know someone that can probably help you or somebody that is in Tokyo at this time’ and hand them off.” (Interview, Military Alumni)

“[It’s a] supportive network in terms of just that network of Mansfield Fellows. It totally spans all across the U.S. government. And so, if there was ever anything that popped up and you might need help on, you could easily access that network of Mansfield Fellows and say, ‘Hey, I’ve got this issue. Can you give me the lowdown on this?’ (Interview, Civilian Alumni)

Alumni who stayed in the USG and work on Japan-related topics were more likely to collaborate, even across Mansfield cohorts. Some were colleagues within the same agencies or were part of the same interagency groups. Alumni from the military who work on Japan-related topics frequently work together as well. Additionally, alumni based in Tokyo were likely to collaborate on Japan-related projects with alumni from a variety of agencies, including in Washington, on topics like trade, defense, civil aviation, and renewable energy. Alumni assisted each other on joint interagency projects, bilateral dialogues, litigation cases, and meeting coordination.

“I generally work with military, DoD, and State Mansfield Fellow alumni to coordinate Air Force, Space Force, and Defense policies for Japan. I currently use three separate Air Force alumni who are working with Japan, or remain closely connected, to assist Japan in their RQ-4 Global Hawk acquisition and operations. I have also used an FAA alumni to coordinate Japan’s questions on airspace for unmanned aircraft.” (Survey Response, Alumni)

Over three-quarters of the military and defense respondents (77 percent) said they worked with Fellowship alumni in a professional capacity since their program ended, more than the civilian respondents (50 percent) who said the same.

“I have worked with my colleagues as desk officers for U.S.-Japan alliance management at different levels, meaning that one of us would be in Japan, another in Hawaii, and another in D.C.” (Survey Response, Alumni)

Respondents with less experience in their career (69 percent) are more likely to professionally collaborate with other alumni post-Fellowship than those with more experience in their career (42 percent). But notably, respondents from the program’s second decade (81 percent) are significantly more likely to have worked with program alumni than those from the first and third decades (50 percent and 47 percent, respectively), suggesting that projects within the alumni network take time to develop.

Alumni said that events are primarily based in Washington, D.C., and Tokyo, where two of the Mansfield Foundation offices are located. Many alumni noted that these events were the only formal opportunities that they had to connect with one another. Alumni based outside of Washington, D.C., and Tokyo felt that they did not have opportunities to connect with alumni in different cohorts. However, it was common for alumni from the same cohorts to stay in touch with one another, regardless of their location. They primarily stayed in contact over group text messages or the LINE communication app.

“I regularly see the different notices for...event[s] and it’s soliciting participation for people in the D.C. area or even sometimes in the Tokyo area...But having been living in either the West Coast for the majority of the time since the Fellowship or down in Okinawa these last two years, that there weren’t opportunities during those times to participate.” (Interview, Military Alumni)

“We get the summary emails of what’s going on in Mansfield overall in the Foundation, and then that includes some of the stuff that the new Fellows are doing in Japan or preparing to go to Japan. But there’s not any alumni section that could really leverage all the people you have in the government, and it seems a waste.” (Interview, Civilian Alumni)

Alumni across different cohorts have also self-organized alumni groups within their home agencies. In these groups, the alumni connect with one another, promote the Fellowship to prospective applicants within their agencies, and offer guidance to current Fellows. Alumni groups in the Federal Aviation Administration (FAA), Congress, and the Department of Education

have been among the most active. These alumni want to maintain their connection to Japan and the Fellowship, as well as encourage talented employees from their agencies to participate.

“There’s a strong cadre of former Mansfields in the FAA, so we help each other. We meet from time to time, and it builds out the network, and all of those things. So that’s been a real powerful...unanticipated consequence.”
(Interview, Civilian Alumni)

Most Fellows access the alumni network immediately upon being accepted to the Fellowship. They said they received invaluable application and pre-departure guidance from prior Fellows at their USG agency.

“The previous Fellows were really helpful... She told me, ‘This is what you need to do, this is where you go, this is the grocery store, this is everything.’ So she gave me the lay of the land.” (Interview, Civilian Alumni)

“The Mansfield Office did a briefing on the Hill for Hill staff because they were trying to reach out to Hill staff in particular, and a [Congressional] alum who participated in the program sends around a message to the agency that this briefing overview was going to happen. And so I attended that... I did meet with her when I was applying and she gave me some good feedback and tips for the application.” (Interview, Civilian Alumni)

Alumni themselves are a powerful tool of outreach and marketing. When they returned to the United States, it was common for alumni to share their Fellowship experiences in formal presentations or brown bag sessions with their offices.

Duration and Relevance of Fellows' USG Service

Mansfield alumni generally stay at the USG well beyond the two-year minimum service requirement. Most respondents still worked for the USG at the time of the survey (71 percent). Among the respondents who were not at the USG at the time of the survey, most (59 percent) had spent 11 or more years in the USG prior to the Fellowship. The minimum number of total years spent in the USG was five with the maximum being 42 and the average 23.³²

Evaluation Question:

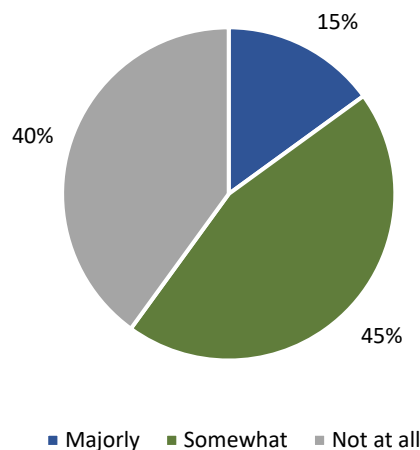
How long after the Fellowship do Fellows work for the USG? After participation, do Fellows stay in or transition to jobs focused on Japan? What proportion of their job is focused on Japan?

Specialization

Pre-Fellowship, only a small minority (15 percent) said they held positions “majorly” focused on Japan. Fully half of civilian survey respondents (50 percent) said their pre-Fellowship jobs were not focused on Japan at all, which was only true for fewer than one in five military respondents (17 percent).

Figure 13. Relevance of Fellows' Roles to Japan Pre-Fellowship

Before the Fellowship, to what extent was your work related to Japan?



n=100

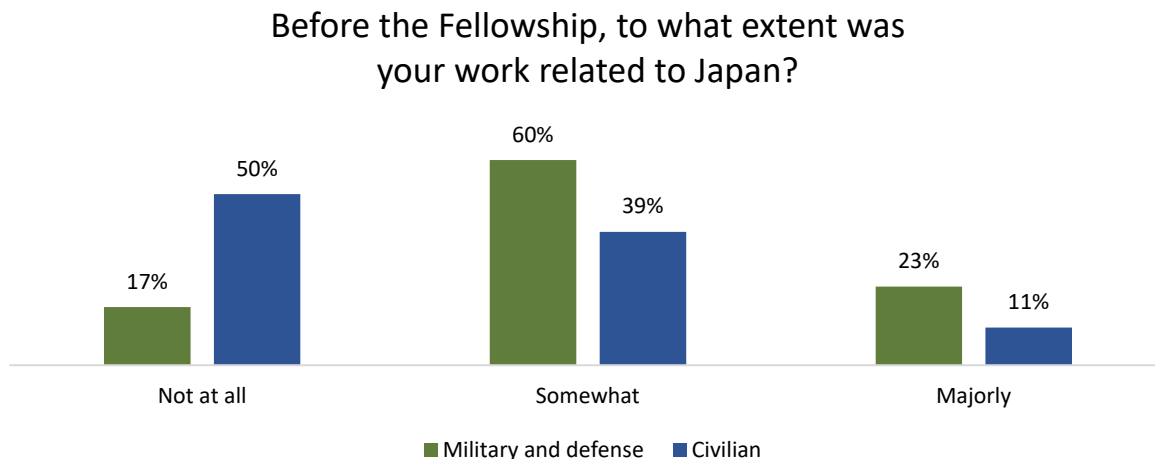
³² The evaluation team also attempted to compile and validate independent professional biographies for all Fellows, including those that did not respond to the survey. However, the team found digital records to be incomplete, particularly for the earliest Fellows, and some Fellows fluidly moved between government and private sector roles across their careers in a way that made simple categorization or comparison with survey data difficult.

Unsurprisingly, those who had no practical Japanese language proficiency before the Fellowship (44 percent) were less likely to have held Japan-focused jobs than those with limited (59 percent) and professional/native or bilingual language proficiency (79 percent).

The Value of Relevant Career Paths

GoJ officials and USG supervisors saw direct coordination between Fellowship alumni and their GoJ counterparts as one of the largest value-adds of the program.

Figure 14. Japan Relevance of Fellows' Roles Pre-Fellowship, By Military and Civilian Fellows



n=100

“The main objective of this program is to contribute to the Japan-U.S. alliance by increasing the number of U.S. personnel with insights into Japan. Should they go into an unrelated department afterwards, those insights will fall by the wayside. But if we have the opportunity to work with them again, for example, as director of Japan affairs for the U.S. Department of Defense, we will have spectacularly achieved our goal.” (Interview, GoJ Ministry of Defense)

“As far as advancing [agency] objectives, it felt to me that the late stages where he was actually embedded or working or partnered up with counterparts in the [Japanese government] working on substantive policy projects were where the real payoff could be for [the agency].” (Interview, USG Civilian Supervisor)

When a GoJ placement office was aware that a Fellow would be working in Japan after the Fellowship, they cared more about building a foundation for a long-term relationship and would link the Fellowship activities to the Fellow’s future work intentionally – thereby reinforcing its future value.

“I heard from [the Fellow] that she will be assigned to [Japan] after completing this training program, so it was very beneficial for our work that we were able to build a personal relationship with the person who will be our direct counterpart.” (GoJ written feedback)

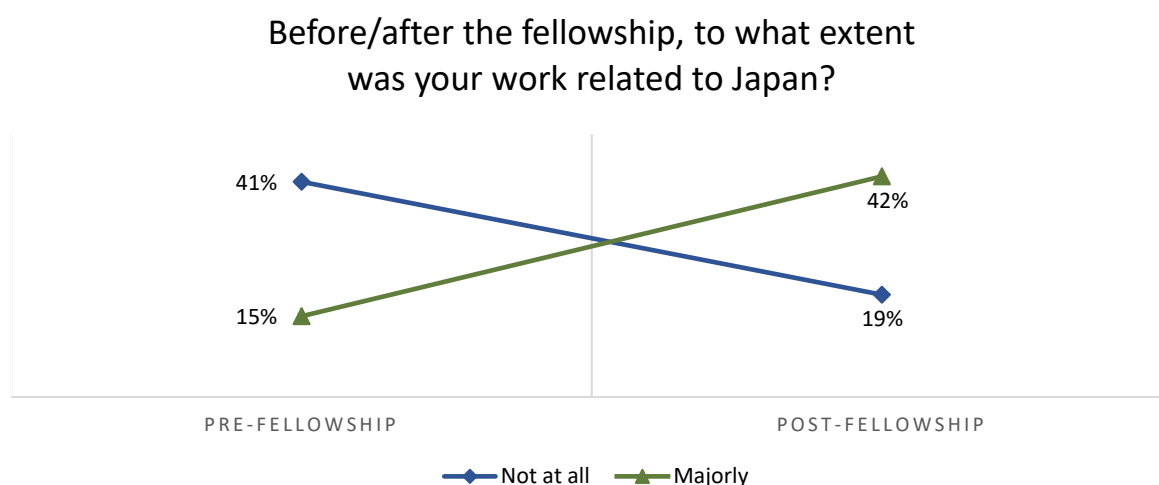
“He is expected to be a bridge between the two institutions... There has never been a detailed comparison between the forecasting work of the U.S. and Japan, and it has become a valuable resource that will lead to improving the agency’s operations.” (GoJ written feedback)

“As the Fellow was expecting to work in a Japan-related office after Mansfield Fellowship Program, we asked him to be broadly involved in the work in our office.” (GoJ written feedback)

Leveraging the Fellowship to Specialize

Post-Fellowship, alumni reported a dramatic change: the proportions of overall respondents who held positions “majorly” and “not at all” focused on Japan essentially flipped, with a much greater proportion focused on Japan after the program. After the Fellowship, 42 percent of respondents said they held positions “majorly” focused on Japan – nearly a threefold increase. Only 19 percent – half the original number – said they held positions with no focus on Japan.³³

Figure 15. Relevance of Fellows’ Roles to Japan, Before and After the Fellowship



n=100 for pre-Fellowship and n=98 for post-Fellowship

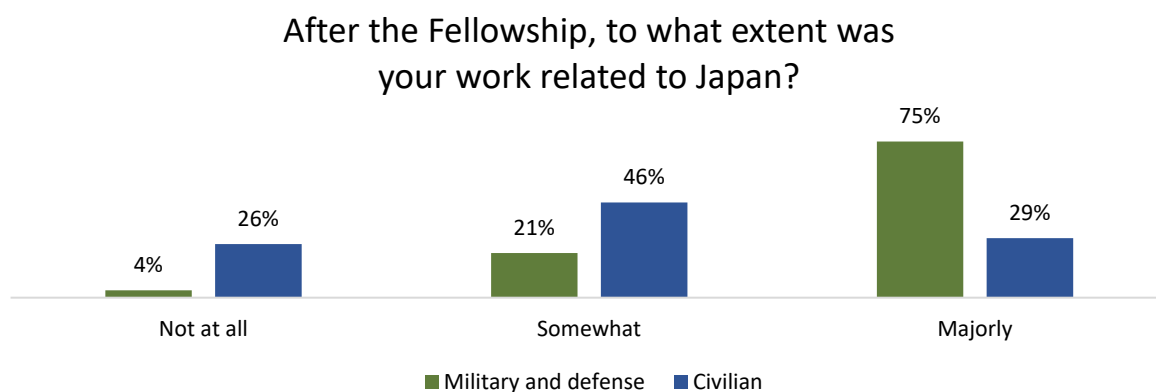
Additionally, over half of respondents whose work was not related to Japan at all pre-Fellowship (53 percent) transitioned to Japan-focused work at some point post-Fellowship. These findings, paired with the testimony of alumni and their USG supervisors, suggests that the Fellowship successfully increases the number of USG personnel with Japanese expertise who then use this expertise in their work.

³³ The association between pre- and post-Fellowship Japan job focus is statistically significant. However, the evaluation did not lend itself to the creation of a control group and therefore cannot draw a causal link between outcomes and the program intervention. The evaluation therefore sought to gather a diverse range of qualitative and quantitative evidence to better understand this trend, increasing confidence in the finding.

Respondents from the first (88 percent) and second decades of the program (86 percent) reported being more likely to have work somewhat or majorly related to Japan post-Fellowship compared to those from the third decade (63 percent). This may be because earlier respondents have had more time to cultivate a specialized career, or it reflects that more recent Fellows are more generalists than the first cohorts.

Though they also began with a higher baseline relevance to Japan, respondents in military and defense (96 percent) were more likely to have work that is somewhat or majorly related to Japan post-Fellowship than civilian respondents (74 percent). This is likely a reflection of both the scale of the U.S. military operations in Japan and intentionality among some armed services to place Mansfield alumni in relevant roles.

Figure 16. Japan Relevance of Fellows' Roles Post-Fellowship, By Military and Civilian Fellows



n=98

Thirteen respondents (13 percent) did not have Japan-focused jobs before or after the Fellowship, half of whom participated in the last five years (54 percent).

Barriers to Specializing

Some alumni who wanted to contribute skills or practices from their Fellowship experience faced barriers within their agencies, especially if Japan-related work was not part of their portfolio, if they worked for a domestically focused agency, or if they were not working in the agency's Office of International Affairs. While many alumni reported that they personally benefited from the Fellowship, many felt that their home agencies did not leverage their Fellowship experiences, limiting the long-term impact of the program.

In particular, Fellows in the legislative and judicial branches must leave their roles in order to participate in the Fellowship as non-detailees, and alumni from these branches have to find new roles upon their return. While they intended to remain in the public sector, some alumni reported that they had to take roles in the private sector out of necessity, given the length of the process to get rehired by another federal agency. Thus, they were not able to fulfill the program's two-year government service requirement. While the Mansfield Foundation requires those who did not complete the service requirement to reimburse the program costs, the evaluation did not further investigate these cases, as most of the few alumni in this category did not respond to survey

participation requests. To retain alumni in the public sector and ensure that the two-year requirement is met, some Congressional Fellows have suggested that a federal hiring authority placement mechanism (comparable to existing mechanisms for returned Peace Corps volunteers) for Mansfield alumni could help them in finding employment with the federal government.

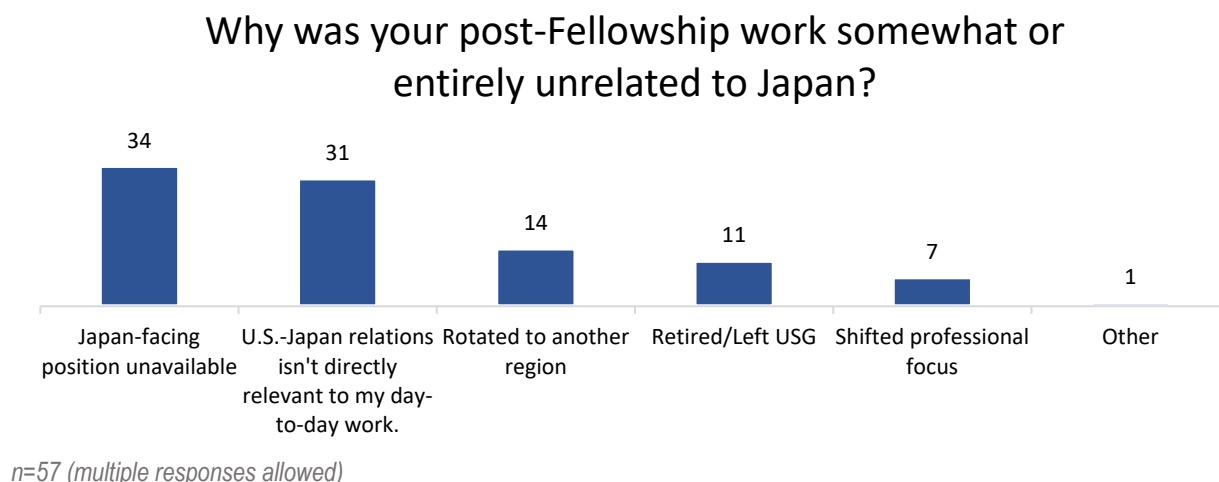
*“If you’re outside of Japan [after the Fellowship], you’re wasting money.”
(Interview, Civilian Alumni)*

“Immediately after the Fellowship, it was tough because Mansfield Fellows that come from the Hill don’t necessarily have a place to go back to...[The] U.S. government...[is] not getting the best of the Fellow because they’re just trying to get a job and help feed their family and pay their bills. ...You don’t have people tripping all over you just because you’re a Fellow or just because you come off the Hill. You’ve been gone for a year, out of sight, out of mind.” (Interview, Civilian Alumni)

*“I think the value varies greatly depending on whether, and the degree to which, an agency takes advantage of a former Fellow’s new skills, new knowledge, and contacts in Japan. I think the Fellows themselves typically are motivated to generate value for their respective agencies, but a way to assure that they are able to do so would be to have each agency, in advance, say how it intends to take advantage of a Fellow’s experience when he/she returns from Japan.”
(Survey Response, Alumni)*

Generally, the evidence suggests that alumni are invested in Japan as an area of expertise, but that structural barriers within their USG jobs sometimes prevent them from fully leveraging that. Among alumni whose work was somewhat or entirely unrelated to Japan after the Fellowship (58 percent), survey respondents were most likely to point to a lack of Japan-facing positions in the USG (46 percent) and a lack of relevance in their day-to-day USG work (42 percent). Alumni were over three times as likely to give either of these reasons as they were to say retirement (11 percent) and leaving the USG (9 percent). No one selected the answer choice, “I’m not interested in pursuing a professional focus on Japan.”

Figure 17. Reasons for Lower Relevance of Alumni Roles to Japan



Qualitative interviews supported these findings, with many alumni sharing that home agencies did not provide avenues to apply their Japan-related expertise, especially at the strategic level.

“That was the expectation when I went into the Fellowship, that I would come back and parlay this into this. And actually when I came back, I had gone to the International Bureau...no one said this directly, but the implication...was that maybe I might be too close to Japanese interests and maybe wouldn’t bring the kind of sobering view that’s needed on some of the issues involving Japan... it was very frustrating.” (Interview, Civilian Alumni)

“Our Office of International Affairs is...guarded and not necessarily so connected and supportive of Mansfield Fellows... I remember that my colleagues at [Japanese counterpart agency] asked me a question about [the agency’s] stance in OECD, and I said, ‘I’ll convey the question.’ And I got berated by the director, ‘You should not be meddling in our affairs, and if you’re misleading them or misrepresenting the U.S. government...’ I’m just like, ‘I’m sorry, I was just conveying a question here.’” (Interview, Civilian Alumni)

“Make certain that partner [USG] agencies... do not view this is a ‘one and done’ deal. There needs to be a pathway to sustained engagement. I was told, ‘You had your opportunity. Now get back to your previously assigned duties.’ This invalidated the entire experience for me... My new insights and knowledge were entirely dismissed by superiors.” (Survey Response, Alumni)

Military Rotations and Fluctuations in Civilian Careers

Several Fellows, particularly in the military, described a commanding officer telling them about and advocating for the Fellowship. This model shows promise both for identifying the strongest candidates and getting leadership buy-in in advance to leverage the skills that Fellows will gain. The Air Force was consistently described as “really valuing education” and having a defined pathway to the Mansfield Fellowship. The Navy was seen as weaker than other services in managing Fellowship programs and “slow to understand the value of Mansfield,” particularly among non-Foreign Area Officers.

But when individual supervisors and advocates rotate or retire themselves, “handshake deals” about approving the Fellowship or a subsequent role can evaporate unexpectedly. Transitions between government administrations could also prevent alumni from contributing their Mansfield experience to their work at their home agencies.

“I think if I had [come] back and Bush had still been president, that would’ve been a little different. But the Obama administration was there... So that became a struggle and I think that everybody that had signed off on me going to Japan, when I got back, were kind of going like, yeah, this is your project... I don’t think anybody wanted to hear anything from me. Though I walked away with learning a whole hell of a lot. And that’s not anybody’s fault. I think that’s just what happens when an administration changes.” (Interview, Civilian Alumni)

“The 2.5 years from my application until I returned to agency, all people involved in [my] application had left. People working on Japan policy had little interest in my experience and possibly saw it as a threat. Major problem was failure to document for agency what the goals of participation were and expectations that agency would seek to try to exploit skill gained.” (Survey Response, Alumni)

Although military respondents were more likely to be at least somewhat focused on Japan both before and after the Fellowship, only a minority and only those in the military described having a plan agreed upon with their USG supervisors for the role they would serve in after the Fellowship.

“Focus on after-market planning is not part of the package.” (Interview, Military Alumni)

“No one’s in charge of their own fate in the military.” (Interview, USG Official in Japan)

One military alumna said she couldn’t get promoted if she stayed in Japan. Rather, she said she hoped to apply her deeper understanding of the region and how bilateral relationships work in other locations. External subject matter expert interviewees said this was likely to bear fruit.

“Due to military manning needs, I was not placed in a position to directly leverage my experiences. However, it does directly relate to my ability to be competitively selected for positions in the future that are relevant to the U.S.-Japan relationship.” (Survey Response, Alumni)

“From a defense perspective, [they get an] understanding [of] how an alliance works, a military alliance. How do allies consult? How do they make decisions? Who’s in charge of what? What are the structures that support all that? What are the legal agreements that support all of that? I think it would at least position you to ask a whole lot of more intelligent questions. If you worked on Japan and then next week you were assigned to NATO, you’d come into the NATO job having a lot of questions in your head that you wouldn’t have otherwise had that, that help you get started.” (Interview, External Expert)

All USG agencies have different processes for making foreign assignments and calculating the value of a Japan-dedicated specialist. Those without a Japan focus to their work post-Fellowship described job fluctuations over time or hoped that the prestige of the Fellowship would help them get relevant future jobs both inside and outside the USG.

“I do appreciate that that’s one consideration about the Mansfield program. You’re investing a lot of money and time for people who probably in most cases are going to work on Japan only episodically. So I wouldn’t call that a criticism, but I think that’s a reality. I still think it’s worthwhile. Even if, let’s say you’ve got someone who’s got a 30-year career, even if they work on Japan only for five of those years, I still think it’s a worthwhile investment. But it is true that depending on where you are in the U.S. government, your ability to have Japan-centered careers differs a lot.” (Interview, External Expert)

“The opportunity to engage and understand the U.S.-Japan relationship from their perspective is unrivaled, and I feel exceptionally prepared and developed to step into any future role where I can influence the development of policy to achieve desired U.S. outcomes. While I have not been directly employed in a capacity where I’ve extensively leveraged my U.S.-Japan knowledge, the experience makes me highly competitive for future roles within U.S. government service where I can make use of it.” (Survey Response, Alumni)

Some alumni mentioned that the timeline for showing results of the Fellowship investment is long-term and likely to be difficult to define in advance.

“You don’t know when it’s going to be useful. The more people you have [who do the program], the more chances it has to pay off with having people in the right places.” (Interview, Civilian Alumni)

“It’s tremendously valuable – whether or not someone continues in a Japanese-facing position. We carry that experience, knowledge, and connections with us throughout our careers and draw on it in unexpected ways. Fellows have deep subject matter expertise.” (Survey Response, Alumni)

All in all, most Fellows who are interested in Japan find opportunities to stay at least partially focused on it: only 10 percent of the alumni who were somewhat or majorly focused on Japan before the Fellowship are not doing Japan-related work at all now.

There is relatively light accountability around contributions to USG in the post-program period. The current requirement of just two years of service in any USG capacity is sometimes seen by USG officials in Japan as counter to the long-term strategic goals of the program, and does little to ensure that applicants are deeply committed to a career focused on bilateral or regional relations. Generally, there was support from USG officials in Japan and program alumni themselves for a two-to-one “payback” period, e.g., a four-year commitment to government service for a two-year Fellowship. Anything longer could become a deterrent to otherwise top candidates, or present planning challenges for those with structured promotion schedules.

However, a hard rule around minimum service requirements fails to capture how some participants go on to make distinct contributions to bilateral relations in non-USG capacities, while others serve many years with the USG but fail to apply their Mansfield training in any meaningful way. In the military context, the Fellowship is unlikely to encourage participants to stay beyond the 20-year career mark.

Leaving the USG

The Fellowship may serve as an attractive opportunity to retain some expert-level personnel who are being headhunted by private sector recruiters for Japan-centric roles. However, alumni described numerous factors that feed into their career decisions, including promotion

Evaluation Question:

Where do Fellows go when they leave employment with the U.S. federal government?

cadence, family circumstances, retirement considerations, flexibility, and compensation.

Alumni who eventually left employment with the U.S. federal government tended to leave for private sector roles within their fields that were often related to Japan. Examples include tech companies, think tanks, banks, pharmaceutical companies, and airlines.

“I [worked in a private sector role]... I kept in touch with the [contacts from the host agencies]... working for [an American company] in Japan...I had to work very closely with [the Ministry of Economy, Trade and Industry] METI. And so that actually helped U.S. industry. So, I know that the program, the focus is government and service to the American public. But then when you think about it from the private sector perspective, I was there working for [an American company] and helping kind of smooth ways and engage in dialogue and helping one of the world’s greatest, best companies do well in Japan and in Asia.”
(Interview, Civilian Alumni)

“There is an Asia Pacific team that I interact with pretty regularly, and the [Japanese counterpart agencies] know that I have left [federal agency]. And so when we see each other at global conferences, we know who’s where and who’s who and things like that, so that always helps.” (Interview, Civilian Alumni)

In fact, the Fellowship may push newly-motivated individuals to seek work outside the USG if their own home agencies do not have a pathway for them to use their Japan skills. Even those who had left their positions with the USG described being in government-adjacent private sector or consulting roles where they regularly advise and interact with senior government leaders.

“Though there are Mansfield Fellows who change jobs and move to the private sector, there are cases in which they continue to work in the same industry and maintain relationships with others. So in that sense I feel that the program has value.” (Interview, GoJ Ministry of Foreign Affairs)

Challenges and Barriers to Outcomes

The evaluation uncovered evidence of several barriers and contextual challenges that impede desired program outcomes. These include:



Lack of Home Agency Support

USG supervisors noted that sending any employee on detail is challenging and disruptive for home operations. Some, but not all, agencies have a process to backfill the vacant Fellow's role during the Fellowship. Staffing concerns may be more acute among some political appointee supervisors, who generally have shorter tenures in which to accomplish their goals.

"[One year] is a long time especially in this culture and climate where we are understaffed and the rest of the team having to pick up the work during that time... How will it impact us when the person's gone? How will it benefit us when the person returns?... I think it's critical that those staff have to come back and have to serve the agency." (Interview, USG Civilian Supervisor)

"What's the return on investment from it?... Sending somebody to a one-year Fellowship, all right, well that's going to vacate that position without a backfill. Are we willing?" (Interview, USG Civilian Supervisor)

Some alumni said home agencies overlook the benefits that it can provide, such as saving an agency the absorbed cost of future Japanese language training or facilitating more effective operations in working with Japanese counterparts.

Supervisors were more willing to approve an employee's application if they were an exceptionally strong performer or if their agency values building its relationship with Japanese counterpart agencies. Supervisors emphasized that an employee's Fellowship goals should ideally align with their agency's strategic plan and goals. When approving an employee's participation in the Fellowship, supervisors wanted to see measurable and clear benefits to their agency. They were more likely to view the Fellowship as worth the investment when alumni advanced their agency's objectives.

“As our budget continued to shrink, it was pretty obvious that if one had an opportunity to go on a program like this, even for a year or two years, by God, you better be the cat’s meow. You better be someone who’s truly an up-and-comer... He was clearly a person of very high caliber and it was someone that the agency [everybody supported] it on up... we all signed off on it and said this is a really good investment. He’s someone we want to spend this effort and this money on.” (Interview, USG Civilian Supervisor)

“They have to discuss up front as to what they’re going to do when they return and how it aligns to our strategic plan or the Secretary’s priority goals... And it should be clear, and it should be measurable, be it quantitative or qualitatively.” (Interview, USG Civilian Supervisor)

The program’s two-year government service requirement also made supervisors more willing to support their employee’s Fellowship application, especially for top-performing employees.

“Having that kind of commitment would make it much easier for us to say, ‘Okay,’ give us some certainty... We also feel really strongly about developing our people with the understanding that we might lose them and do lose them on a regular basis, but because they’re going on to greater things. But that is important, that piece.” (Interview, USG Civilian Supervisor)

“We thought it’d be mutually beneficial. From a retention standpoint, I thought, ‘Well, he’s getting a little burned out. Maybe if he does this Fellowship, he’ll come back renewed and he’ll contribute back and it’ll be a win-win.’” (Interview, USG Civilian Supervisor)

Lack of Actionable Plan to Apply Experience

In addition to home agencies not being receptive to utilizing some alumni’s experiences and the inherently unpredictable nature of military rotations, some Fellows seemed to lack motivation or a concrete plan for how to apply what they learn post-Fellowship. Numerous alumni described noticing, on average, one to three alumni per cohort who “just vanish” or “do this as a resumé builder,” which is consistent with quantitative findings from this evaluation. Numerous alumni openly voiced frustration with these so-called “Mansfield tourists” who circulate offices without trying to learn Japanese and who don’t attempt to work on Japan-related affairs following the Fellowship.

As described above, 54 percent of the survey respondents who said their work was only somewhat or not at all connected to Japan listed “U.S.-Japan relations isn’t directly relevant to my day-to-day work” as a reason. This seems to be at odds with the on-paper requirements of the application, which requires a 300-word personal statement, an agency authorization, and a

letter of recommendation from an agency official “who is able to comment on the applicant’s proposal, including how the applicant’s participation will benefit the agency.”³⁴

“I would recommend that the program identify additional ways to create opportunities and encourage agencies to maximize post-Fellowship cooperation. My observation is that the most successful Fellows have agencies which have streamlined their participation into a professional track, such as onward assignments at the U.S. Mission in Japan or the U.S. Forces Japan. These agencies/Fellows model the best use of the program afterwards.” (Survey Response, Alumni)

Even candidates with strong individual credentials and strong responses to the brief application requirements may not be strong alumni if their roles are in domestic-facing fields where Japanese knowledge, language skills, and networks are unlikely to be professionally relevant.

USG policymakers in Japan noted that there are strategic areas of specialization and bilateral collaboration where more Fellows would be welcome, particularly finance and technology: cyber, research, semi-conductors, education, economic security, regulations to promote start-ups, export controls, and foreign aid.

“A huge amount of the bilateral relationship is based on the economic relationship.” (Interview, USG Official in Japan)

Insufficient Language Skills

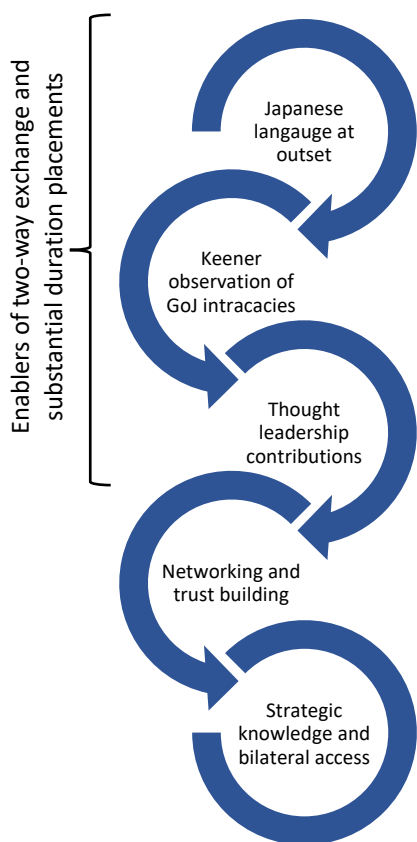
Language ability is at the root of the program being able to achieve its loftiest goals. Fluency enables better learning about GoJ processes, networking, trust building, and thought leadership. Many GoJ supervisors said they lacked time or sufficient resources to host, a concern that arose almost exclusively about Fellows with less Japanese language ability because they couldn’t learn by immersion and required more formal “trainings” from hosts.

“His excellent language skill made it easier for us to conduct the program because he was able to smoothly communicate with all surveillance staff, not just the few English speakers.” (GoJ written feedback)

“There were two Fellows very well received... The division gave good feedback and they achieved actual results... One was able to speak Japanese and was a functioning member of the team on business trips. Another helped us with outreach at U.S. military bases. That was also a Japanese speaker and was able to manage the project by communicating with the U.S. military side in English while communicating with the Japanese side in Japanese.” (Interview, GoJ Ministry of Foreign Affairs)

³⁴ Retrieved from <https://mansfieldfellows.org/how-to-apply/>.

If the host placement office had low English language proficiency, hosting a Fellow who did not have strong Japanese skills can be solely burdensome. Many alumni and GoJ officials noted that unprepared Fellows can be an “awkward burden” for the working-level GoJ peers, which may lead to being treated “like a glorified intern.”



“You can’t function in a Japanese office with one year of language training with zero base.” (Interview, USG embassy official in Japan)

“A Fellow who doesn’t speak Japanese can only be placed in one of a limited number of sections; therefore, it is challenging for us to honor a placement request by a Fellow with such limited communication skills.” (GoJ written feedback)

“That first year [of Japanese language] is actually quite important to the depth of the experience and the degree to which the person being received, the foreigner being received in the Japanese organization, is perceived as sympathetic and interested in the country, because they bothered to learn about the language.” (Interview, External Expert)

A minority of working-level GoJ officials said they did not see a benefit to their office from hosting, reinforcing a perception that at least some Fellows without language skills or relevant technical knowledge require “babysitting.”

“Our teams at times could not come up with ideas on what they can/should ask him to do, or on what they should exchange opinions with him or ask advice from him, failing to make most of our time with [the Fellow].” (GoJ written feedback)

“We would be interested in hosting more Fellows if there were a clear benefit for an organization such as the opportunity for mutual personal exchange, or a structure to ensure that a hosting leads to ongoing friendly relationships.” (GoJ written feedback)

“Our Japanese host offices also need to understand where their ‘investments’ go.” (Survey Response, Alumni)

While highly desirable across the board, the necessity of Japanese proficiency is more acute at some host agencies in Japan, particularly domestic-focused ones, that have fewer English speakers. It is also more important during travel outside of Tokyo, where English proficiency is lower.

During observation of the orientation, Fellows and Mansfield Foundation staff expressed concern about having the Fellows do basic introductions in Japanese, even shortly after the seven-week immersive language training in Kanazawa. Alumni at the orientation week's capstone social event at Iikura Guest House told evaluators, unsolicited, that the quality of the incoming Fellows' introductions was a poor reflection on the program. Fellows also asked basic questions about what to expect during their placements. This reinforced feedback gathered during other times in the evaluation period that some Fellows feel unprepared linguistically and logistically for work in a GoJ agency.

All cohorts – alumni, USG personnel stationed in Japan, external experts, and GoJ officials – felt strongly that at least a full year of dedicated pre-departure Japanese language training is critical to achieving the program's strategic mission. Even a year, they emphasized, may be practically insufficient for Fellows with no base. Anything less, they said, is a waste of a Fellowship. Even experienced Japanese speakers may benefit from dedicated training in technical terminology and business presentation skills.

*"The better the language training is, the more that the Fellows get out of their Fellowship. So I believe this should continue to be prioritized."
(Survey response, Alumni)*

"I think the quality of the experience can be improved when people have a little bit more language foundation... I think they would get much more out of the experience to have a little bit more in Japanese. This is a difficult language to learn. So I think we'd get more juice out of the expenditure and the time that's put into it for all these people if they had more language backgrounds." (Interview, Military Alumni)

*"But getting the level of proficiency where you're comfortable living in Japan [and] can participate in a social context in the Japanese government environment...is really important actually. It actually doesn't take just one more year, but actually more realistically, two more years of training to get to the point where you could actually do work in Japanese that would be of value to a Japanese organization."
(Interview, External Expert)*

The complexity of the language and the GoJ system defies the creation of new experts in the one-year Fellowship. Instead, one USG official said the program offers a unique opportunity to "polish the gems."

*"You're not going to be at the level of fluency in a year. But I think what I did get was certainly sufficient to at least allow me to have casual conversations with people, to build a relationship. That was definitely positive, which I'd like to see retained for every new Fellow coming in, preparing them as much as possible."
(Interview, Civilian Alumni)*

Alumni and experts consistently said Fellows need "as much as they can get" in terms of language training to maximize the value of the Fellowship. Without language and training on

Japanese professional environments, Fellows are likely to miss out on nuances that more experienced Fellows would pick up on.

“If you don’t speak Japanese, you’re not in the game.” (Interview, Civilian Alumni)

*“Language is directly proportionate to what you get out of it.”
(Interview, Military Alumni)*

“There are even fewer people who can babysit if a person is not a fluent speaker... Understanding language helps understand people.” (Interview, USG Official in Japan)

One alumnus emphasized that if the program only accepted qualified, proficient “adult” candidates, they would not require hand-holding and could contribute in a way that makes the GoJ more amenable to the program.

“If the baby is an adult, it’s not babysitting.” (Interview, Civilian Alumni)

Intermediate language proficiency also enables Fellows to participate in social events, which many reported is critical for building relationships. Social events and connections are critical to deepening personal ties built during the Fellowship. GoJ hosts viewed lunch and office parties after work hours as opportunities to connect with Fellows on a personal level and to share office culture.

“He actively participated at social gatherings and established a relationship of trust.” (GoJ written feedback)

“The lunch break is also a valuable opportunity for interaction, so it would have been better...if each group had lunch with her on a rotating basis to actively create opportunities to communicate with the division staff in a more casual atmosphere.” (GoJ written feedback)

Notably, participants in earlier cohorts tended to have fewer placements compared to those in the later cohorts. There is a statistically significant relationship between when the Fellow participated (the first 10 years, second 10 years, or most recent eight years) and the number of Fellowship placements they had. Fellows in the first and second decades (92 percent and 74 percent, respectively) were more likely to have seven or fewer placements, compared to those from the most recent years (37 percent). This trend may be the result of an increasingly strapped GoJ workforce or a higher volume of unprepared Fellows that the GoJ hesitates to accept for longer placements, or both.

While some downtime or administrative work may be unavoidable, Fellows with less Japanese skill and/or technical expertise may spend most of their work placements doing intern-level tasks, which also constrains the connections that result. Shadowing, discussions, meetings, trips, and even off-the-clock social events are more likely to achieve the program’s strategic goals than translation, desk research, and presentations. To maximize the potential of the

program to meet its strategic goals, Fellows must be able to contribute without extensive hand-holding by host agencies. A certain number of Fellows have been and are being “thrown into the deep end” of Japanese society with little to no chance of emerging successfully.

Need for Intentionality and Detail in Placement Plans

It is each Fellow’s responsibility to build a proposal for what placements they want and for what duration each should last: placements range from less than a week to six months. That proposal essentially becomes the starting place for negotiations, via The Mansfield Foundation, with the NPA and each host agency about what is feasible. A proposed placement term may be shortened or even rejected by the GoJ if they don’t understand it, if they feel the Fellow doesn’t have sufficient language skills to communicate with employees in that agency, if there are security clearances required, or if a particular office is too short-staffed to take on hosting responsibilities.

The personnel at the NPA and the placement agencies rotate into entirely new roles about every two years, which means a consistently steep learning curve for each new placement, even if they are similar to requests made by earlier Fellows. In practical terms, this means that confirming every placement involves a bespoke process and a lengthy, labor-intensive game of telephone across multiple GoJ agencies and many subordinate levels. Because of its relatively unique model and small size, many GoJ officials in the approval chain are unfamiliar with the purpose or activities involved in hosting a Mansfield Fellow. Combined, these challenges can impede outcomes for all involved. It takes considerable time, effort, and stress to place a Fellow at each GoJ office and still sometimes fails to result in a widely agreed upon plan for the Fellowship’s most critical element, despite effort on all sides.

A few Fellows described wanting many placements to get several perspectives and build a wider network. However, a Fellow’s lack of a detailed plan and/or their weak language skills can also lead to an increased number of short placements. Fellows themselves – particularly those who do not already work in a bilateral capacity – may not know the right offices, requests, or credentials to list, which makes their placement proposals less appealing to the GoJ. Some Fellows that enter the program with less familiarity with the GoJ need more resources and coaching on its structure to build compelling placement requests. Applicants with vague proposals are likely to end up with shorter placements. In in-depth interviews, GoJ personnel implied annoyance that program participants do not always have a clear image of the ministry they are applying to.

“We receive proposals every year and find that applicants do not have the requisite knowledge to write proposals. There are cases in which they specify operations we do not do or departments that don’t even exist in the Ministry. There are applications that leave us wondering how people get such ideas. You would hope that they would check in advance to make sure the Ministry of Foreign Affairs even has the department they are looking for.” (Interview, GoJ Ministry of Foreign Affairs)

“More targeted feedback on the front end of the placement proposal development process [would] ensure Fellows are being placed in the most relevant

agencies/offices. There is only so much you can glean from Japanese government webpages, so having a panel of Japanese government reviewers or an assigned mentor/advisor that would help connect a Fellow with the right offices would benefit the program.” (Survey Response, Alumni)

As a result of unspecific requests, placements may be shorter (two weeks or less) and less relevant. Learning objectives rooted in simply observing technical areas of Japanese strength or proficiency (e.g., “How the GoJ designs efficient transport systems”) may seem burdensome and one-way. Fellows who can clearly articulate value-adds to the office are likely to be approved for placements where more meaningful exchange and networking can occur. Alumni and GoJ respondents said being proactive about ideas and ways to contribute, maintaining an outgoing professional attitude, and having a willingness to socialize during off hours are essential for maximizing program outcomes. Individuals at the GoJ division or the office level who receive the request to host a Fellow are not always aware of the Fellowship’s purpose, structure, or broader strategic aims, as they rotate frequently between roles and the Mansfield program is relatively small.

“I think [detailed information on Fellows’ areas of expertise] would signal to Japanese colleagues about what the Fellow is capable of doing and speaking about. Rather than have the Fellows just passively listen to what Japanese officials have to say to them, the Fellows would be able to indicate that they too have something they can share with their Japanese colleagues.” (Interview, GoJ anonymous)

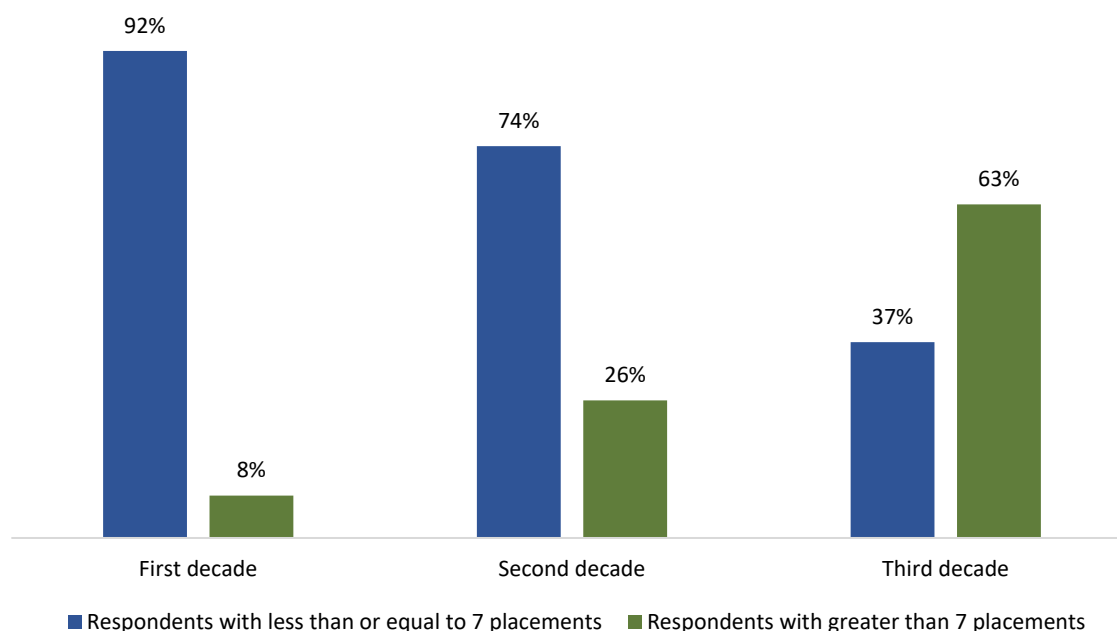
Some agencies said only short placements are possible under the logistical and practical considerations. Hosts also often voiced that only a short duration was appropriate if the Fellow’s experience didn’t practically align to the office. When GoJ personnel perceived a mismatch between the Fellow and their office (either topically or because the Fellow isn’t likely to be directly involved in future collaborations), hosts were more likely to feel that the Fellowship is a waste of their limited resources.

“Since the amount of work at the Ministry of Defense (MoD) is increasing, the numbers of staff who can be in charge of the Fellows are limited. Moreover, due to the contents of the work at MoD and because of security reasons, what Fellows can do is limited. Under these challenges, we would appreciate it if Fellows understand that it’s difficult to have a long placement at one office, but we think we were able to have an effective placement under these restrictions.” (GoJ written feedback)

“Rather than make allies in the FBI, it would be more directly beneficial to have individuals from the U.S. counterparts with whom we regularly communicate come... Because that’s who we communicate with on a regular basis, whereas we don’t have much involvement with the FBI. We host them only because they indicate a desire to come. If we were able to make our own request, we would rather be given the chance to deepen our collaboration with the agencies and offices we work with.” (Interview, GoJ anonymous)

*“Since his expertise was IT and did not have a close affinity with our work, a three-day placement was appropriate including the last day... he was not able to be involved with other practices since it required other technical knowledge.”
(GoJ written feedback)*

Figure 18. Number of Placements by Program Decade



n=26 for the first decade, n=27 for the second decade, and n=49 for the third decade

Among the total survey sample, Fellows on average received about seven placements, which amounts to one month per placement. But on average, recent Fellows received more placements during the Fellowship, indicating a trend in decreased duration per placement. Over the three decades of the program, the average number of placements each Fellow received increased. In the first decade, Fellows on average received about four placements. In the context of a seven-month period, this would amount to almost two months per placement. In the second decade of the program's existence, Fellows on average received about six placements, which amounts to a little over one month per placement. In the most recent years of the program, Fellows on average received about nine placements, which amounts to less than one month per placement.

Individual placement durations may be more or less than these averages, but the trend is concerning. Such short placements – which some alumni derisively called “speed dating” or “just cycling through” – offer little opportunity to truly tailor the experience to a Fellow's strengths or interests. While they can still offer Fellows the opportunity to experience Japanese bureaucracy and make informal contacts, short-term placements are likely to provide only a superficial view into the operations or personnel of the host agency and add little value (but much perceived work) for the GoJ. Fellows are not able to achieve much value for the agency

within a short timeframe. Relationship building and knowledge sharing are deeper during longer placements.

“A two-week period meant we could only include explanations of business details and presentations from trainees. A longer training period would lead to discussions on new policy recommendations.” (GoJ written feedback)

“[The placement] lasted for five days. With this, it is impossible to ask them to do the ‘work.’” (GoJ written feedback)

“Longer Fellowship placements are valuable to build the personal relationships needed to be successful after the Fellowship. With the exception of private industry or the Diet, Fellowship placements should be a minimum of 10 weeks.” (Survey Response, Alumni)

“Discourage too many placements. You can’t develop deep, lasting relationships in two weeks; that’s just a long ‘tour of the host office’ that has limited long-term utility.” (Survey Response, Alumni)

The GoJ’s capacity to host within each office is limited. Each class of Fellows must be sufficiently professionally diverse, GoJ officials said, so they do not “compete” with each other for core placements. In particular, the Ministry of Foreign Affairs (MOFA) was mentioned by several Fellows as being only vaguely related to their interests. A more detailed and collaborative Fellowship planning process involving the Mansfield Foundation, the Fellow, the NPA, the MOFA, and agency-specific human resources individuals could alleviate some of these challenges.

“And there can often be four or five or three or four applicants who want to be in the same department. We can squeeze one person in if they happen to have that space available, but when you get groups of three in succession, the prospective hosts tell us that they don’t have enough time on their hands to deal with that.” (Interview, GoJ Ministry of Foreign Affairs)

For the most part, leadership within each division and office approves placements. However, the planning and care put into the decision varies by agency, which can have a direct impact on the quality of the experience for all stakeholders involved.

Insufficient Communication with the GoJ

Some GoJ offices had never hosted Fellows before, and they did not have clear expectations around the purpose or practical realities of hosting. GoJ personnel mentioned that there was a lack of communication between the NPA, their agency leadership, their office, the Mansfield Foundation, and the Fellow before the placement. Miscommunication is exacerbated by rigid hierarchy and short-staffing within the GoJ system.

“Since this was our first time accepting a Mansfield Fellow, we had some conflicts and confusion in conducting this training.” (GoJ written feedback)

“We selected a placement period and corresponding department with little prior knowledge, and planned a week-long training period. During the actual process, there was little chance to understand the needs of the trainee and respond to them flexibly.” (GoJ written feedback)

According to GoJ feedback and alumni responses, many of the working-level placement offices did not receive biographical information about the Fellows before their placement started. Hosting offices want information about the Fellow’s interests, U.S. home agency, expectations, Japanese language skills, and future work trajectory. Information gaps end up creating more work for the host agencies and result in less tailored placements that feel less relevant.

*“Next time, we need to communicate with the human resources office more to share information about the Fellow so we can make accurate plans.”
(GoJ written feedback)*

“It is also crucial to have meetings with the Fellows and employees from the host agency to share information about the length of the training, the place, the content of the training.” (GoJ written feedback)

More information sharing would also prevent redundant host experiences. Alumni and GoJ respondents alike proposed sharing a full list of their other host agencies and activities in advance to avoid duplicative briefings.

“We might have been able to make more effective preparations for hosting her if we had known in advance whether or not she had visited other ministries and agencies.” (GoJ written feedback)

Security Concerns

For military and intelligence-related placements, it was common for security constraints to prevent Fellows from engaging in an office’s work. Either the placement office’s work was confidential in nature, or the military Fellow needed clearance from the United States. The most productive sharing between the valued military Fellows and their GoJ counterparts occurs during informal networking, more so than via official projects or technical work.

“Due to security constraints, we were unable to give her sufficient opportunities to do actual work.” (GoJ written feedback)

“Fellows often desire to be placed in departments involved in defense policy or operation, but even if they are placed in those departments, they are not allowed to take part in the actual operation due to its sensitivity. So we mainly offer a short-term Fellowship program that provides base training and opinion exchange.” (GoJ written feedback)

Disruptions

Many respondents noted that they faced scheduling conflicts during the placement period. Holidays often conflicted with placement schedules, sometimes decreasing the duration of the

placements. This was a particular issue for placements of shorter duration, which were already extremely limited. Some placements were not given the Fellow's schedule of Japanese language classes or Fellowship events, which caused disruptions to their planned activities. Other GoJ supervisors noted that they received requests from Fellows to adjust their schedules or take leave on short notice, which they found frustrating. For cohorts that fell during major global events, such as COVID-19 and the 2011 tsunami/Fukushima nuclear disaster, those external factors caused major disruptions.

Underutilization by USG in Japan

Fellows are “such an incredibly valuable resource,” according to USG officials at the U.S. Mission in Japan, yet those same personnel repeatedly said Fellows are strategically underutilized. This is largely because there is not a formal process for Fellows to communicate with USG personnel in Japan about the insights they gain about current GoJ priorities and processes. In fact, many USG officials in Japan said they weren't aware of current Fellows' specialties, placements, or goals. In numerous interviews with the evaluation team and meetings with the Fellows themselves, the officials expressed a desire for greater insights into how the GoJ functions and encouraged Fellows to act as unofficial specialized advisors to their corresponding embassy sections via regular meetings and discussions. Additionally, USG officials in Japan, especially in smaller posts outside of Tokyo, envisioned Fellows as ideal expert public speakers, an addition to the program that they said would amplify the efficacy of the USG in Japan. This would increase the immediate value-add to the USG by making up for staffing shortages and funding limitations on bringing American speakers to venues outside Tokyo, as described in the travel section above.

“We don't come into contact with these folks, except the reception and maybe when they leave... I don't know how to tap into it.” (Interview, USG Official in Japan)

“You're diplomats like we are... Stay in touch with the embassy.” (USG Official in Japan to incoming class of Fellows during Program Orientation Observation)

“You're in a position to influence and if you're not using your position to benefit others, you might as well go home.” (Interview, Military Alumni)

“The State Department would also be well served to better leverage [Fellows'] expertise, but has not. Missed opportunity.” (Survey Response, Alumni)

Mindful of the sensitive optics of Mansfield Fellows reporting back to USG policymakers, many officials still said there was room to increase communication throughout the Fellowship. Some Embassy personnel also said they were “looped in late” to communications and requests between the Mansfield Foundation and embassy senior leadership.

Conclusion

Based on the evidence compiled for this evaluation, the Mansfield Fellowship effectively creates experts in U.S.-Japanese affairs who have since gone on to lead at strategic and tactical levels in a variety of fields. When executed with careful planning and sufficient resources, the model shows promise for bridging cultural gaps in a government-to-government context for mutual benefit between close and strategically selected allies in potentially high-tension geopolitical scenarios. This model is especially relevant for opaque, bureaucratic, decentralized, and/or vastly different cultural contexts than the United States, such as Japan. In these instances, the behind-the-scenes collaboration and understanding fostered by living and working through the Fellowship cannot be forged in any other way.

The USG structure does not lend itself to linear or career-long local specialization. Personnel retention should be considered a tangential benefit of – rather than the purpose of – the Fellowship. Instead, the majority of Fellows are well suited to deliver dynamic and unpredictable but long-term value to the USG and GoJ based on their language preparedness, technical expertise, personality, leadership qualities, career longevity, and future professional pathway aligned to USG needs as they relate to Japan. That said, the current selection process for the Fellowship enables inclusion of a significant minority of participants who are unprepared to contribute to GoJ agencies and who have no realistic plan to apply the training in their USG career afterward. Left unchanged, this segment of participants will continue to challenge the short-term perceptions and long-term efficacy of the program.

Recommendations

At different stages of the Fellowship, there are ways to strengthen positive outcomes by making changes to program design, resourcing, and administration. While this was not an evaluation focused on program implementation, how the program is administered relates directly to its ability to achieve its strategic aims. The recommendations focus on ensuring that the program is more selective and collaborative to maximize potential benefits to the USG. For each category of recommendation, the evaluation team has proposed which stakeholder is likely to need to lead on each component; that said, all recommendations and adjustments are likely to require collaboration between stakeholders to maximize efficiency and strategic alignment.



Pre-departure

1. **Communicate with key USG and GoJ program stakeholders to align on objectives, strategic priorities, indicators of success, and challenges.**
 - a. Consider hosting in-person annual strategic planning meetings to convene program stakeholders including the ECA sponsors, officials from the U.S. Mission, and implementers in Washington and Tokyo. Align on long- and short-term specific areas of bilateral growth or difficulty to inform consistent program mission statements, strategic and tactical plans, Fellow selection criteria, and prioritization of Fellowship activities.
2. **Market the program more aggressively and build long-term pipelines of qualified candidates.**
 - a. Develop a strategic marketing and engagement plan to increase the number of interested and qualified applicants.
 - b. Rather than prioritizing open calls for applicants or public events, appoint and maintain relationships with champions at relevant USG agencies to promote the opportunity among intentional smaller groups. Champions may be alumni, supervisors, leaders, or human resources professionals who understand the agency's workforce needs and collaboration opportunities with Japan. Collaborate with them to conduct active marketing, recruitment, and candidate pipelining within their agencies.
 - i. Alumni from the following organizations were most likely to report that their work is "majorly" related to Japan post-Fellowship, so these represent a strong starting point for champion recruitment:
 - Federal Aviation Administration
 - U.S. Air Force
 - U.S. Department of Commerce

- U.S. Department of Justice
 - U.S. Department of State
 - U.S. Food and Drug Administration
 - U.S. Marine Corps
 - U.S. Navy
- c. Promote success stories and practical benefits to the USG to encourage USG supervisors to support candidates' applications.
3. **Be more selective, regardless of implications for the number of Fellows admitted to each cohort.** While the USG would benefit from full classes of Fellows, admitting unprepared or irrelevant Fellows can undermine the program goals. Select Mansfield Fellows intentionally around policy goals.
- a. Ideal candidates will have established pathways to leverage bilateral experience in service of mutual foreign policy objectives. Advocate for formal post-Fellowship responsibility commitments and priority hiring schemes for alumni in posts related to U.S.-Japan relations. Explore the feasibility of implementing a federal hiring authority that prioritizes alumni from the legislative and judicial branches, who are highly sought after by the GoJ, for federal employment upon their return to the United States.
 - b. Focus on identifying and pipelining strong personnel with leadership potential at the GS 9-12 and O3-O4 levels, who bring sufficient experience but who plan to remain in the workforce for five or more years beyond the program. Deprioritize tactical military and late-career applicants, especially military applicants with more than 15 years of experience who are likely to retire shortly after completing the Fellowship.
 - c. Prioritize selection of Fellows with eight to 12 years of work experience, which increases the likelihood they will be perceived by Japanese hosts as adding value while also allowing plenty of runway for future contributions in the USG.
 - d. Pending action on recommendation six below, impose stricter incoming language requirements and prioritize individuals with an existing language proficiency, when possible.³⁵

³⁵ DoS categorizes Japanese as a less commonly taught “critical language,” and ECA in turn provides scholarships “to expand the number of Americans studying and mastering foreign languages that are critical to our national security and prosperity.” No centralized repository of information about the languages spoken by federal employees exists and language proficiency is not collected by the Office of Personnel Management in the All Employee Survey. However, according to the latest relevant reporting from the U.S. Census in the “Language Use in the U.S.” report issued August 2022, less than .2 percent of Americans speak Japanese at home in 2019, a figure which has dropped since 2000. About 4 percent of Americans enrolled in college pursued postsecondary Japanese language training in 2013, according to the American Academy of Arts and Sciences. Additionally, in interviews, U.S. officials in Japan shared that DoS intends to reduce the fluency requirement for personnel serving in Japan, due to the difficulty of the language and challenge the current requirement poses to filling vacancies. Retrieved from <https://www.census.gov/content/dam/Census/library/publications/2022/acs/acs-50.pdf>, and <https://www.amacad.org/sites/default/files/academy/multimedia/pdfs/publications/researchpapersmonographs/Sate-of-Languages-in-US.pdf>.

4. **Require applicants to submit a more detailed plan for how they will contribute to bilateral relations, including concrete next steps, relevant USG job opportunities, and problem-solving strategies if/when barriers arise.** Require detailed mission statements and allow for statements longer than 300 words. Failure to articulate this vision should eliminate applicants from consideration.
 - a. Require applicants' supervisors to validate the feasibility and utility of their post-Fellowship responsibilities. Consider interviewing supervisors to elaborate on vague or brief written plans.
 - b. Whenever possible, pair promising applicants with an alumni buddy from a similar role or agency who can share lessons learned and prior placement plan templates.
5. **Increase the USG service commitment to four years for a two-year Fellowship, commensurate with the USG investment in each participant.**

After Selection

6. **Provide dedicated full-time pre-departure language training focused on Japanese listening, speaking, and presenting in a professional context, especially for any strategically selected Fellows who lack working proficiency.** Achieving this may involve restoration of the program's language-intensive two-year model, or another program model that ensures comparable language levels across the participant population.
 - a. Refer candidates without language skills to other short-term exchanges, language training, and professional development opportunities to develop a pipeline of qualified potential Fellows.³⁶
7. **Prepare Fellows to work in a GoJ office.**
 - a. Provide a template and sample monthly reports for Fellows to replicate that is aligned to the needs of the U.S. Embassy counterparts and their home agencies.
 - b. Provide a pre-departure reading list related to Japanese government structure and work environment.
8. **Streamline the placement process.** Because there is no "one size fits all" ideal plan or duration for each placement, Fellows require more support to build personalized work placement proposals. Hone placement requests between Fellows and potential host agencies as collaboratively as possible, involving both the applicant and the working-level GoJ counterparts in the process.
 - a. Discourage brief placements.
 - b. Avoid placements where the Fellow is primarily seeking to learn and observe an area outside their field.

³⁶ ECA's Critical Language Scholarship is only open to degree-seeking students. However, it sums up the value of Japanese language fluency on its website: "Learning Japanese offers not only the opportunity to experience firsthand the beautiful culture and people of this island nation, but to build a career around its long-standing social and economic importance worldwide. The Japanese language will give you a competitive edge among Americans seeking to engage in East Asia's booming global market. Furthermore, Japanese language proficiency and cultural knowledge will give you the ability to form successful cross-cultural partnerships with Japanese people and in fields of study as diverse as architecture, politics, medicine, and literature." Retrieved from <https://exchanges.state.gov/cls>.

- c. Consult with ECA on its knowledge, best practices, and strategies for international professional placements.
- d. Solicit GoJ inputs for areas where it would most like to host. Seek Fellows who align.
- e. Limit the number of Fellows assigned per ministry to maintain the quality of experience for all involved.
- f. Avoid framing the Fellowship as a “training” or “learning” opportunity to GoJ stakeholders. Instead, focus plans on what value hosting Fellows can add during and after the Fellowship. Share Fellows’ purpose statements, past schedule templates, and ideas for the most effective ways to spend various placement durations.
- g. Encourage private sector placements when they are highly relevant to the Fellow’s USG role (e.g., defense contracting, trade policy, etc.).

During the Fellowship

9. **Adjust some processes to smooth operations.**

- a. Communicate Fellows’ other commitments, including travel, leave, and language classes, to the working-level GoJ supervisors. Extend placements that fall over major holidays to recoup out-of-office time.
- b. Expand the funds available to Fellows for business travel. Allow funds to cover the travel expenses of GoJ peers who directly arrange and join the site visits.

10. **Connect Fellows with USG counterparts in-country.**

- a. Require Fellows to create a brief internal video bio to circulate to USG officials in Japan at all sections and consulates. Provide their contact information, monthly reports, and schedules to a dedicated point of contact who can distribute it internally.
- b. Encourage Fellows to meet individually with their U.S. Embassy counterparts quarterly. Focus on discussing major new priorities, risks/threats, process insights and improvements, and new GoJ personnel. Fellows should also contribute GoJ names to embassy social event invitation lists and International Visitor Leadership Program (IVLP) candidates.
- c. Create a mandatory Mansfield Fellow and Alumni Speaker Program. Encourage Fellows to co-present with a Japanese colleague or partner organization. Ensure this includes events outside of Tokyo, in close consultation with consulate personnel. Ensure their home agencies clear Fellows to speak publicly as part of the onboarding process.
- d. Develop talking points for Fellows to share with their GoJ colleagues about opportunities, such as IVLP or other similar programs, for two-way exchange in which GoJ officials come to the United States.

Post-Fellowship

- 11. **Manage and maintain the alumni network.** Host biannual alumni events, including Congressional briefings, informal after-work mixed socials and policy talks featuring alumni and providing a venue for them to present and network informally, amplifying their expertise. Invite personnel from the Hill, the Japanese Embassy in Washington, think tanks, prospective Fellowship applicants, USG agency champions, and alumni.

- a. Consider opportunities to engage alumni outside of Tokyo and Washington via virtual events or digital networks; encourage them to submit career updates, opportunities, and achievements to foster a sense of connection and future collaborations. This would also assist record-keeping about how alumni are contributing to U.S.-Japanese relations.
- b. Provide updates about alumni activities in Japan (and a way to contact them, as appropriate) to program stakeholders in GoJ and the U.S. Mission, including both the embassy and the consulates.

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Appendix II: Methodological Limitations

The methodological limitations of the study are described in greater detail in the table below, as are the mitigations the evaluation team implemented in response.

Figure 19. Research Biases and Mitigation Strategies

	Cause	Mitigations
Response bias	<p>The evaluation gathered self-reported data via alumni interviews and surveys. This may introduce some level of response bias in that alumni have an incentive to overstate the outcomes that occurred after their Fellowships. They may also attribute outcomes directly to the Fellowship that, in fact, had other drivers. They may be predisposed to overstate Japan's strategic importance to the USG.</p>	<p>The evaluation was designed to triangulate data from USG personnel in Japan, Fellows' pre- and post-Fellowship USG supervisors, GoJ officials, and current and former USG senior leaders with expertise in the Indo-Pacific Region who did not participate in the Fellowship themselves. This complements the self-reported data.</p> <p>The evaluation team carried out independent observation of Fellowship activities in Tokyo to supplement alumni responses in the qualitative and quantitative research.</p> <p>Throughout, researchers reminded participants of the confidentiality of their responses and the independence of the evaluation team. The survey was self-administered, which literature and experience show allows respondents to be candid in admitting more sensitive or undesirable answers.</p>
Selection bias	<p>Not all alumni had valid contact information in program records. When the evaluation team conducted outreach to alumni, one was missing and 10 bounced back (not counting one that was deceased and not included in outreach).</p> <p>Records for USG supervisors were incomplete and out of date. Some records were for the office supervisor of record, but not someone who could speak to the Fellow's performance day-to-day.</p> <p>Likewise, no records of names or contact information for Fellows' GoJ colleagues exist in Mansfield Foundations records. Given the number of individual work placements per Fellow and GoJ protocol of frequent staff rotation, it was not feasible within the time and resource constraints of the evaluation to</p>	<p>The evaluation team undertook extensive desk research using public records and websites to identify current contact information and employment status, and to consolidate disparate records in a single database. In addition, the Mansfield Foundation provided about 20 total executive contacts at the NPA and in personnel divisions for each ministry in which the Fellows have been recently placed.</p> <p>Alumni were randomly selected from the database to ensure a diverse sample of interviewees across a range of factors, including years of professional experience, Japanese proficiency, civilian/military, and other categories.</p> <p>The alumni survey had a strong response rate. More than half of all alumni with up-to-</p>

	Cause	Mitigations
	<p>conduct interviews among GoJ peers or direct supervisors of Fellows.</p> <p>Participants who chose to respond to the research requests may be more likely to have had strong opinions about the program (either positive or negative) or may be different from other USG personnel, which diminishes the generalizability of these findings.</p> <p>Written GoJ feedback was only available from the six most recent cohorts of Fellows and did not include Diet or private sector hosts.</p>	<p>date contact information responded to the survey.</p> <p>DCG conducted extensive email and phone outreach to expand the database of accurate and reachable USG supervisors. Additionally, more than half of alumni survey respondents encouraged the evaluation team to reach out to their USG and GoJ supervisors about their professional contributions and the role of the Mansfield Fellowship in their work – a high rate of snowball referrals. However, it was not necessary to pursue those leads because of the success of our “cold” outreach to USG supervisors from the list of 85 that we assembled through program records and our own outreach, further underlining the general enthusiasm of even tangential program stakeholders.</p> <p>Current and former USG senior leaders with and without experience with the Fellowship also participated.</p> <p>The only cohort with fewer than the desired number of interviews was the GoJ.</p> <p>Both surveys and qualitative sessions were kept as short and simple as possible to minimize the burden on the respondent and increase response rates.</p>
<p>Cultural and political biases</p>	<p>The evaluation was designed and primarily conducted by American researchers. This undoubtedly influenced how the team interpreted data, particularly inputs from the GoJ.</p> <p>Related, feedback may be subject to social desirability or “politeness bias,” in which GoJ speakers feel a need to offer muted or positively-framed feedback to the Mansfield Foundation as a sign of respect.</p> <p>The Mansfield Fellowship is closely concerned with the bilateral relationship between the United States and Japan. In fact, the program was conceived of by a senior-level GoJ official. It is possible that the importance of that strategic relationship, regional current events, and the senior officials involved shaped how</p>	<p>The evaluation also included a lengthy discovery phase, detailed literature review, and interviews with subject matter experts about the Japanese cultural and working contexts to support the analysis.</p> <p>The Japanese research team reviewed, provided feedback on, and translated the research instruments and conducted the interviews with GOJ stakeholders.</p> <p>The evaluation team opted for one-on-one interviews rather than focus groups to reduce power and social dynamics and ensure participants felt comfortable. Despite being offered anonymity, many of the interviewees volunteered to attach their agency names to feedback in the interest of being useful to the evaluation.</p>

Cause		Mitigations
	evaluators understand the program and the urgency with which interviewees described it.	
Program theory	<p>Although many interviewees articulated the same purpose of the program, the lack of a clearly articulated and agreed upon theoretical framework for the Mansfield Fellowship program made it difficult at times to define and measure success.</p> <p>Additionally, inferring causality is not a straightforward process and even rigorously collected and diverse data cannot link the Fellowship to system-level foreign policy outcomes. Such outcomes are difficult to measure due to the complex systems and factors that drive and impede institutional change.</p>	<p>The “Success Case Method” framework was abandoned after it became clear that success criteria were not simple or widely agreed upon. The evaluation team added numerous interim deliverables and pause and reflect sessions, which informed adjustments to the evaluation’s design and made explicit the unspoken program assumptions.</p> <p>The analysis process focused on using both qualitative and quantitative data to concisely: 1) identify intended and unintended program outcomes, 2) explore possible barriers and causal mechanisms through which the Fellowship’s components affect those outcomes, and 3) identify how DoS leverages the Fellowship and its alumni toward its goals.</p>
Timeline	<p>The desired outcomes of the Fellowship take years or even decades to materialize. However, the timeline of the evaluation was approximately 18 months, which did not allow for longitudinal tracking of outcomes for a single class of Fellows. Likewise, the GoJ feedback forms are written shortly after the placements, so may underestimate long-term impact.</p>	<p>The evaluation included data collection among participants in all decades of the program to provide insights on how Fellows’ careers and experiences evolve with distance from the intervention.</p>

Appendix III: List of Participating Departments and/or Agencies

Figure 20. Number of Alumni by Department and/or Agency

USG Department and/or Agency	Total Alumni
U.S. Department of Defense and military branches, including: <ul style="list-style-type: none"> U.S. Air Force (28) U.S. Army (2) U.S. Forces Japan (1) U.S. Marine Corps (2) U.S. Navy (8) 	46
U.S. Department of Commerce	4
U.S. Department of the Treasury	9
U.S. Department of Education	4
U.S. Department of Energy	4
U.S. Department of the Interior	2
U.S. Department of State <ul style="list-style-type: none"> Bureau of East Asian and Pacific Affairs 	12
U.S. Department of Transportation, including: <ul style="list-style-type: none"> Build America Bureau (1) Pipeline and Hazardous Materials Safety Administration (1) 	6
U.S. Department of Justice <ul style="list-style-type: none"> Office of Community Oriented Policing Services 	5
U.S. Department of Agriculture	3
U.S. Legislature <ul style="list-style-type: none"> U.S. House of Representatives (4) U.S. Senate (3) Congressional Budget Office (2) 	9
U.S. Food and Drug Administration	12
Federal Aviation Administration	11
Federal Bureau of Investigation	10
U.S. Environmental Protection Agency	10

USG Department and/or Agency	Total Alumni
National Oceanic and Atmospheric Administration	5
International Trade Administration	4
U.S. Agency for International Development	4
U.S. Nuclear Regulatory Commission	4
National Aeronautics and Space Administration	3
U.S. Federal Communications Commission	3
Export-Import Bank of the U.S.	2
Federal Emergency Management Agency	2
Internal Revenue Service	2
U.S. Securities and Exchange Commission	2
Bureau of International Labor Affairs	1
Customs and Border Protection	1
Federal Deposit Insurance Corporation (FDIC)	1
Federal Reserve Bank of New York	1
National Institutes of Health	1
U.S. Federal Energy Regulatory Commission	1
U.S. General Services Administration	1
U.S. Patent and Trademark Office	1
U.S. Small Business Administration	1
U.S.-China Economic and Security Review Commission	1