

JICA Thematic Guidelines on Gender and Development

November 2009

Task Force for Thematic Guidelines on “Gender and
Development”
Public Policy Department
**JAPAN INTERNATIONAL COOPERATION
AGENCY (JICA)**

Preface

In 2009, JICA revised the former guidelines titled “JICA Thematic Guidelines on Gender Mainstreaming/WID” prepared in August 2002. The new guidelines are titled the “JICA Thematic Guidelines on Gender and Development.” The new Guidelines re-establish the direction of the new JICA on the theme, based on the principles of “Japan’s Medium-Term Policy on ODA” developed in 2005, and in conjunction with the concept of “human security” as expressed in the new JICA’s mission statements. The direction is also based on internationally shared concepts such as WID (Women in Development), GAD (Gender and Development), and gender mainstreaming, which have historically evolved since the 1970’s.

The Guidelines cover gender mainstreaming in all three schemes of JICA; namely, ODA Loan, Grant Aid, and Technical Cooperation. They also provide gender perspectives and operational guidance for the 17 key thematic areas in which JICA operates. We hope that the Guidelines will lay a foundation for gender mainstreaming in JICA’s programs and projects as well as serve as a useful tool for effective development cooperation. The Guidelines aim to provide directions and guidance for JICA’s cooperation based on the overview of concepts of, the current situation of, and global trends in Gender and Development.

The Guidelines are expected to facilitate the sharing of understanding and information among JICA staff and all related parties, and serve as a useful reference for all stages of project cycle - planning, implementation, monitoring, and evaluation.

The Guidelines will also be made available for the general public through the JICA Knowledge Site. We hope that the wider audience will familiarize themselves with JICA’s approach to Gender and Development.

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Task Force for Thematic Guidelines on “Gender and Development”

Abbreviations

Symbol	Official Name
ADB	Asian Development Bank
AWWC	Asian Women's Workers Centre
BEGIN	Basic Education for Growth Initiative
CAW	Committee for Asian Women
CEDAW	Committee on the Elimination of Discrimination Against Women, or Convention on the Elimination of All Forms of Discrimination against Women
CF	Community Forestry
CIDA	Canadian International Development Agency
CSW	Commission on the Status of Women
DAC	Development Assistance Committee
DFID	UK Department for International Development
DV	Domestic Violence
ECOSOC	Economic and Social Council
EFA	Education For All
FAO	Food and Agriculture Organization of the United Nations
FGM	Female Genital Mutilation
GAD	Gender and Development
GDI	Gender-Related Development Index
GDP	Gross Domestic Product
GEM	Gender Empowerment Measure
GGI	Gender Gap Index
GIS	Geographic Information System
GNP	Gross National Product
GPI	Gender Parity Index
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IEA	International Energy Agency
ILO	International Labour Organization
JFM	Joint Forest Management
MDGs	Millennium Development Goals
NCDRP	National Commission for the Demobilization and Reintegration Program

NGO	Non-Governmental Organizations
NORAD	Norwegian Agency for Development Cooperation
NTFP	Non-Timber Forest Products
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
PNA	Peace-building Needs and Impact Assessment
PRSP	Poverty Reduction Strategy Paper
PSD	Private Sector Development
PTSD	Post-Traumatic Stress Disorder
REDP	Rural Energy Development Programme
SAGIA	Saudi Arabian General Investment Authority
SHG	Self-Help Group
TRIMs	Trade-Related Investment Measures
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations for Children Funds
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
VFC	Village Forest Committee
WHO	World Health Organization
WID	Women in Development
WTO	World Trade Organization

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JICA Thematic Guidelines on Gender and Development: Summary

Chapter 1 Overview of “Gender and Development”

The importance of women’s participation in development and the advancement of women’s status started to be recognized in development assistance from the 1960’s. After the 1970s, “Women in Development” (WID) was emphasized as a development agenda. WID, being itself a development agenda, was also a cross-cutting issue in relation to other development issues and was recognized as a development approach. In the 1980s, the “Gender and Development” (GAD) approach took over the WID approach. The WID approach considered that “women lack ability, education, or income, and therefore it is women that have problems.” Conversely, the GAD approach reviews roles and responsibilities fulfilled (or not yet fulfilled) by men, and seeks to transform “relative relations between men and women” and “institutions and social systems that are discriminative against women.” Since the Fourth World Conference on Women held in Beijing in 1995, “gender mainstreaming” has been promoted as a policy instrument for mainstreaming the GAD approach.

Gender mainstreaming is an approach to achieve ‘gender equality’¹ in every sector. In other words, gender mainstreaming is a process to identify development issues, needs, and impacts from gender perspectives at every stage of planning, implementation, monitoring, and evaluation of development policies, programs, and projects, on the premise that all development policies, measures, and projects have different impacts on men and women.

Chapter 1 covers in detail the evolution of the GAD concept as described above, and, based on analysis of various indicators, demonstrates that gender differences and

¹ According to OECD Development Assistance Committee (DAC) “Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation,” ‘Gender equality does not mean that men and women become the same, but that their opportunities and life chances are equal. The emphasis on gender equality and women’s empowerment does not presume a particular model of gender equality for all societies and cultures, but reflects a concern that women and men have equal opportunities to make choices about what gender equality means and work in partnership to achieve it. Because of current disparity, equal treatment of women and men is insufficient as a strategy for gender equality.’ (p12). (Available at <http://www.oecd.org/dataoecd/56/46/28313843.pdf>)

gender discrimination persist. The chapter touches upon trends in international development assistance and in Japan's efforts in ensuring gender issues. Although being a "developed country," Japan is not necessarily advanced in the field of gender mainstreaming. In reality, so-called developed countries do not always score better in all gender indicators compared to developing countries, and their development assistance in the field of gender is also experimental. Japan generally maintains a high human development index (HDI)². Therefore, Japan has potential to contribute to international development assistance more effectively by integrating gender perspectives into experiences of its own development in various sectors.

Chapter 2 JICA's Approaches to "Gender and Development"

There are various approaches for identifying development issues, needs, and impact from gender perspectives at each stage of formulation, implementation, monitoring, and evaluation of development policies, programs, and projects in different sectors.

Chapter 2 first discusses in detail why it is important to have gender perspectives: its impact on macro-economy, negative impacts on women from development practices, and the "human security" concept and gender.

Furthermore, the chapter presents the three Strategic Development Objectives (SDOs) for "gender and development," with effective approaches, trends, and possible future directions. These three objectives are introduced below. The first and the second objectives correspond to the "principal objectives" in DAC classification of aid contribution, while the third corresponds to the "significant objective" of the same.

SDO 1 Promotion of Gender-Sensitive Policies, Institutions, and Organizations

In order to achieve SDO1, it is effective to implement projects on promoting policies and institutions for gender equality, through capacity development of national machineries for gender equality, such as a nation's Ministry of Women's Affairs. JICA will continue its current assistance in development of gender capacity through technical cooperation projects. Countries to be supported through these projects

² The United Nations Development Programme (UNDP) publishes annually the Human Development Index (HDI) of its member countries in their Human Development Reports. HDI is calculated from life expectancy at birth, adult literacy rate, and enrolment index, as well as real GDP per capita (purchasing power parity). It provides an overview of well-being with national average of human basic capabilities, whether the people in a particular country have healthy, long lives, education, and knowledge, and have a decent standard of living. The HDI does not measure disparities and inequalities existing within a country. (note by the translator: this method was used until 2011)

include those with on-going JICA support on peace-building (in particular, countries which require restructuring of their administrative system; namely, Afghanistan, Cambodia, and Nepal), and those with significant gender disparity (e.g., Nigeria). We plan to further explore possibilities for assistance in such countries.

SDO 2 Promotion of Women's Empowerment

An effective approach to promote women's empowerment in developing countries is to implement cooperation projects with women as principal target beneficiaries; e.g., assistance in girls' education, maternal and infant health, and female entrepreneurship and microfinance. JICA so far has experiences in the Middle East (mainly with technical cooperation projects) and South Asia (mainly with ODA loans). A gender disaggregated approach appears to be effective.

Further, a recently emerging issue is violence against women, including trafficking of women and children in the Greater Mekong Sub-Region (GMS) and the Latin America region. It is reported that women account for 80% of the victims of trafficking in persons, and children 50%. Cases of male forced labor are also reported. Trafficking in persons is a crime, with serious human rights violation causing severe mental and physical suffering. The issue calls for a prompt and appropriate response from a humanitarian viewpoint, and a need to formulate a countermeasure against transnational organized crime. This being a multiplex and multidimensional issue, the focus of JICA assistance should be placed on prevention, protection, and community reintegration of the victims.

SDO 3 Promotion of Gender Mainstreaming in All Projects

SDO 3 can be achieved by integrating gender perspectives into project components and activities. For example, while implementing a participatory community development project (e.g., community infrastructure development; small-scale tourism development; agriculture, forestry and fisheries development; disaster management; water management; and waste management) it is necessary to reflect women's perspective into project goals, outcomes, and activities, based on accurate understanding of women's roles.

JICA accumulated experiences of technical cooperation projects in the agricultural sector in Africa. Since there will be continued needs for community development projects in Africa, JICA will undertake assistance that benefits women who significantly contribute to increase of rice production. Furthermore, JICA will make extra effort in infrastructure development, where gender mainstreaming is more often neglected than other sectors such as agriculture, education, and public health. In

addition, JICA will verify positive impacts of gender mainstreaming on macro-economy and respond to emerging issues such as financial crisis and climate change from gender perspectives.

Chapter 3 Directions of JICA's Cooperation

In section 3-1 of chapter 3, the directions of JICA's assistance are described based on the Strategic Development Objectives (SDOs).

As for SDO 1, JICA will further engage in cooperation for the development of human and institutional capacities of national machineries and gender-sensitive policies, institutions, and programs.

As for SDO 2, JICA will engage in emerging issues such as countermeasures against trafficking in persons, in addition to providing continuous assistance in the areas of direct concern to women, such as reproductive health and medical care, basic education, skills and vocational training, and agriculture, forestry and fisheries development.

As for SDO 3, JICA's commitment to gender mainstreaming varies by sector: Gender mainstreaming in forest management, rural development, and rural water supply is relatively advanced, whereas further efforts are required in other sectors. When assistance projects are anticipated to have direct or indirect impacts on rural communities, social and gender analysis is indispensable. A social and gender analysis should be undertaken based on the recognition that men and women have different understanding about and receive different impact from a concerned project. Such analysis should estimate positive and negative impacts of the project separately for women and men, and propose measures to mitigate negative impacts.

Positive impacts of gender mainstreaming on macro-economy have been demonstrated by the World Bank. It will require further verification by accumulating project-level evidence. On October 1st, 2008 JICA took over the ODA loan operation of the Japan Bank for International Cooperation (JBIC), as well as a part of the grant aid scheme of the Ministry of Foreign Affairs. This merger will diversify ways to integrate gender perspectives into development assistance projects.

It is necessary to have a clear understanding of the current gender situation, based on gender statistics and gender indicators in pursuit of all three SDOs. Additionally, it is also important to promote women's participation in project steering committees and to maintain appropriate gender balance of training participants. We also wish to continue with various awareness-raising activities for JICA staff members and those concerned with JICA's development cooperation in Japan and abroad.

In section 3-2 of chapter 3, we selected 17 development themes from a total of 23 JICA's priority development themes. We discuss in detail, from gender perspectives,

the current situations and challenges, as well as gender checkpoints for JICA's assistance. This section is to be referred to together with the respective thematic guidelines.

Chapter 1 Overview of “Gender and Development”

1-1 Current Situations of “Gender and Development”

1-1-1 Emergence of the Concept of "Gender and Development"

In the field of international development assistance, the importance of women's participation in the development process and of advancement of women's status has been recognized since the 1960s. Especially after the 1970s, there has been growing emphasis on "Women in Development (WID)" as a development agenda. "WID" itself is a development issue to be addressed, but at the same time, it is also a cross-cutting issue with other development themes. It is even recognized as a development approach.

From the perspective of WID, it was generally considered that “the problems occur with women without ability, education, or income; therefore it is women that have problems.” It would often slide into “methodology,” which advocates the idea that “in order to promote development efficiently, we should provide women with education and vocational training so that they can be effectively utilized.” A passive approach to temporarily meet "practical gender needs"³ was adopted. Many development projects tend to focus exclusively on improving women's conditions without paying attention to factors surrounding them, such as their relations with family and relatives, social structures, and institutions. It remained difficult to transform gender stereotyped division of labor, and women rarely had any opportunity to try new roles or functions within families and communities. Consequently, there were not many improvements in women's economic and social status within households and communities that had been expected.

As a result, in the 1980s, more emphasis was placed on reviewing men's responsibilities to be fulfilled (or yet to be fulfilled) and “Gender and Development (GAD).” The GAD concept advocates the necessity of changing gender power relations and “gender-biased institutions and social structures.” GAD does not focus only on women but aims to understand the situation of the society that women and men are part of, to transform the system and structures that foster inequality and to achieve empowerment of women.

The basic philosophy of GAD is: to understand gender, social roles, and mutual relations of men and women in a target society, and to empower socially disadvantaged

³ Practical gender needs are the needs necessary for men/ women in the target society to execute their roles and responsibilities. For example, in a society where fetching water and cooking are considered to be women's roles, access to water, firewood, and food are necessary needs for women to execute their roles.

men and women to have their voices, to promote development that transforms economic and social structures and institutions⁴. GAD intends to identify and address not only “practical gender needs” but also “strategic gender interests”⁵ to overcome gender biases and disadvantages that are not always recognized by women themselves.

Since the Fourth World Conference on Women held in Beijing in 1995, “gender mainstreaming” has been promoted as a policy instrument for integrating the GAD approach. Gender mainstreaming is a concept to achieve gender equality⁶ in all sectors. In other words, gender mainstreaming is based on the premise that all development policies, plans, and programs are not neutral but have different impacts on men and women. It is a process⁷ to identify development issues, needs, and impacts from a gender perspective in all stages of planning, implementation, monitoring, and evaluation of development policies, programs, and projects.

1-1-2 The Current Situation of Gender Equality

Gender gaps and gender-based discrimination still persist in the world. Especially in developing countries, these issues tend to be invisible because of underdeveloped statistical information systems, especially for gender disaggregated statistics, and of a tendency to treat intra-household issues as private matters not to be discussed publicly. Consequently, in development assistance, appropriate actions have not been taken to address women’s reproductive roles and unpaid work.

Due to extremely diverse situations of gender disparity, there are no internationally agreed uniform indicators that address the issue. We will try to summarize the current gender situation using relatively widely referred indexes (GDI, GEM, and GGI).

The United Nations Development Programme (UNDP) reports Human

⁴ Tanaka, Yumiko. Osawa, Mari. Ito, Ruri. (2002) Chapter 2 “Kaihatsu to Josei”(WID) and “Gender to Kaihatsu”(GAD), *Kaihatsu to Gender Empowerment no Kokusai Kyoryoku*: Kokusaikyoryoku Shuppankai, pp. 28-32

⁵ Strategic gender needs are the needs to transform unequal relations between men and women. When one sex is in a subordinate position to the other, achievement of equal rights is the strategic gender need. For example, protecting wives from domestic violence of husbands, providing them support for independence, and equal wages and rights for political participation.

⁶ According to OECD DAC “Guidelines on Gender Equality,” ‘Gender equality does not mean that men and women become the same, but that their opportunities and life chances are equal. The emphasis on gender equality and women’s empowerment does not presume a particular model of gender equality for all societies and cultures, but reflects a concern that women and men have equal opportunities to make choices about what gender equality means and work in partnership to achieve it. Because of current disparities, equal treatment of women and men is insufficient as a strategy for gender equality.’ (p12). (Available at <http://www.oecd.org/dataoecd/56/46/28313843.pdf>)

⁷ Same as above pp. 39-40

Development Index (HDI) in its annual "Human Development Report." Since 1995, Gender-related Development Index (GDI) by country has been reported as well⁸. GDI is calculated based on the values adjusted by a methodology that penalizes gender inequality for the three HDI variables. Even in Norway, whose GDI value ranks the highest, its GDI value is lower than the HDI. In other words, based on only the three variables of Human Development Index (long and healthy life, knowledge, and living standard), gender inequality exists in all countries around the world.

Looking at the correlation between HDI and GDI values, it is understood that economic development doesn't necessarily lead to automatic eradication of gender inequality. While the situation of gender inequality varies among developed countries, there are some developing countries with better situations. On the other hand, there are many countries with particularly low HDI rankings, with large gaps between HDI and GDI values. These countries have compound problems of insufficient human development and significant gender inequality.

In addition to GDI, HDR 1995 also introduced Gender Empowerment Measure (GEM) as an index of assessing the degree of women's participation in economic and political activities. GEM focuses on women's opportunities instead of potentials, and is calculated from four variables: female share of parliamentary seats; female share of positions as legislators, senior officials, and managers; female share of professional and technical positions; and ratio of estimated female to male earned income. The closer it is to 1.0 GEM value, the more gender equal economic and political opportunities are. Only Norway and Sweden exceed 0.9.

Among the four variables that compose GEM, the percentage of women in professional and technical positions exceeds 50% in many countries. Gender disparity in this variable is being eliminated. However, looking at occupational categories of women, gender segregation exists such as with nurses, pharmacists (many are women), and doctors (many are men). Gender inequality persists in other variables: share of parliamentary seats and managerial positions, and in earned income ratio.

In 2006, the World Economic Forum introduced Gender Gap Index (GGI), a new index on gender in its "Global Gender Gap Report," and reports the GGI ranking by country every year. Because GDI and GEM values are largely influenced not only by gender disparity but also by achievements of the variables that compose the index, values for developed countries tend to be higher than in developing countries.

The new index is calculated based only on gender gaps in four aspects

⁸ Note by the translator: In 2010, UNDP adopted Gender Inequality Index replacing GDI and GEM. Therefore, these indexes introduced here are no longer used.

(participation and opportunity in economy, educational achievement, health and living, and political empowerment). Thus, a developed country with high GDP per capita and school enrolment ratio but with gender disparity will be ranked very low (Luxembourg: 66th, Italy: 67th). On the other hand, some developing countries are scoring high in the rankings (Philippines: 6th, Sri Lanka: 12th). The closer the GGI value is to 1, the better the achieved level of gender equality. Norway ranked top with a GGI value of only 0.82. GGI shows the existence of gender disparity in the world more clearly than GDI and GEM.

Looking at the four aspects of GGI on a global level⁹, gender gaps in education and health are gradually decreasing, while women's economic participation and opportunity were slightly more than 60% of men, and women's political empowerment was only 20% that of men¹⁰.

In HDI ranking¹¹, Japan ranked 8th among 179 countries, whereas it ranked lower, at 12th, among 158 countries in GDI ranking and as low as 58th among 108 countries in GEM. On the contrary, six countries (Guiana, Honduras, Namibia, Peru, Surinam, and Tanzania) ranked higher than Japan in GEM ranking, even though their Human Development Index values are at the medium level (HDI ranking is below 76th).

Moreover, in GGI ranking, Japan ranked even lower: 98th among 130 countries. As for the ranking of the four aspects, she is in the top group for health, but 82nd for education, 102nd for economy, and 107th for politics.

So-called developed countries, including Japan, do not always have better gender indicators in comparison to developing countries. Therefore, their development assistance in the field of gender is also experimental. This is a characteristic of GAD as a relatively new development theme. In general, Japan scores a high human development index (HDI). Therefore, Japan has a potential to contribute to international development more effectively by integrating gender perspectives into experiences of her own development in various sectors.

Even though gender-related issues are a significant development challenge, these issues may be overlooked unless conscious attention is paid. Therefore, development practitioners are required to have gender perspectives and be conscious of gender aspects of all development issues, in order to make sure that development assistance

⁹ GGI covers 130 countries, having a combined population of more than 5 billion people, which is more than 90% of the world's total population.

¹⁰ This is calculated not from average by country but adjusted value based on population

¹¹ UNDP "Human Development Report 2008"

benefits men and women equally and reaches out to each individual¹².

Thus, gender is a multidimensional concept. It is an issue to be addressed, as well as a crosscutting issue, a development approach, and also an analytical framework. Therefore, the current Guidelines describe not only gender as an issue and gender mainstreaming as an approach, but also as a cross-cutting issue by presenting gender issues in other thematic areas.

1-2 Definition of “Gender and Development”

The definition of "gender" is "not biological sex, but socially and culturally constructed differences between women and men." Originally it is a grammatical term meaning “sex as a title.” Since the 1960s it has also signified roles and relations between men and women, constructed based on shared values in a certain society or individual values as represented by words such as “masculine” and “feminine.” As a social and cultural construction, gender is not just a category of sex, but asymmetric power relations are inherent in the concept. Also, as explained in 1-1, gender is not only a development issue by itself but is also beginning to be recognized as a cross-cutting issue closely related to other thematic areas, being a development approach as well as an analytical framework.

In the present Guidelines, various efforts related to Gender and Development (GAD) will be presented in order to cover various meanings and implications of gender as widely as possible.

1-3 Trends in International Development

The United Nations designated the year 1975 as the International Year of Women and held the 1st World Conference on Women (Mexico City). The following decade was declared the "United Nations Decade for Women" (1976-1985). Based on the Global Programme of Action adopted at the conference, national machineries for the advancement of women¹³ have been established as state administrative organizations to promote gender equality. In the subsequent Conferences on Women, the 2nd World

¹² Having a gender perspective means paying attention to the situation of men and women and differences of their needs in a target society and providing assistance responding to these needs (gender-sensitive). In addition, it means providing support to develop each person's ability and gender equal relations regardless of “conventional gender” frameworks.

¹³ This is an institution dedicated to promote measures for women's advancement. The Beijing Platform for Action adopted at the 4th World Conference on Women defines it as follows. “It is an important central policy coordination unit for women's empowerment. The main tasks are providing support to integrate gender equality perspective into the mainstream of policy making in all areas of the government. (Gender Equality Handbook (2008) p. 94)

Conference in 1980 (Copenhagen), the 3rd in 1985 (Nairobi), and the 4th in 1995 (Beijing), the approaches from WID to GAD and Gender Mainstreaming (refer to 1-1) were streamlined.

Gender and Development has a shorter history compared to other agendas of the United Nations. It requires coordination with and response to diverse cultural and traditional norms and resisting forces. It is also a cross-cutting issue closely related to other issues. Due to such background, it has been recognized as the new common global challenge for governments, civil societies, NGOs, and donors to tackle with coordinated efforts. It has been recognized as a common process and became a trend in international development to understand different gender needs and women's roles during project cycle and to increase project effectiveness by promoting women's participation.

In the year 2000, the "Millennium Declaration" was adopted in the United Nations Millennium Summit held at the U.N. Headquarters in New York. "Gender Equality and Women's Empowerment" was identified as one of the eight goals to be achieved by 2015. It was also recognized that gender-responsive actions were important for the achievement of all other goals of the Millennium Development Goals (MDGs)¹⁴. In 2002, the International Conference on Financing for Development held in Monterrey adopted the Monterrey Consensus¹⁵, a strategy to accelerate flow of necessary development funds to developing countries for the achievement of the MDGs. In the Monterrey Consensus, it was confirmed that "it is essential to take a comprehensive approach to raise funds for development (sustainable, gender sensitive, and human-oriented development) to address national, international, and systematic issues, which are interrelated to each other."

In February 2005, the Paris High-Level Forum on Aid Effectiveness adopted the "Paris Declaration on Aid Effectiveness,"¹⁶ which aims to improve the efficiency and effectiveness of aid for faster achievement of the MDGs. The Declaration specified five principles; strengthening the ownership of aid recipient governments, cooperation between aid donors, alignment with national policies/strategies and management system of recipient countries, mutual accountability, and ensuring achievement of

¹⁴ The MDGs (Millennium Development Goals) are 8 international development goals derived from international goals declared in the Millennium Declaration (peace and security, development and poverty, environment, human rights, good governance, etc.) and other international development goals adopted at main conferences and summit meetings during the 1990s. Refer to (<http://www.undp.or.jp/aboutundp/mdg/>)

¹⁵ Refer to UNDP (http://www.un.org/esa/sustdev/documents/Monterrey_Consensus.htm)

¹⁶ Refer to OECD (<http://www.oecd.org/dataoecd/12/48/36477834.pdf>)

development results. Also in Paragraph 42, it was clearly stated that gender equality and women's empowerment are the most important issues for the achievement of the Paris Declaration.

1-4 “Gender and Development” in ODA Policy

Japan's approach toward gender in ODA has progressed in conjunction with its approach for gender equality within Japan. The policy framework of gender in ODA consists as the ODA Charter, the ODA Medium-Term Policy, the Initiative on GAD, and others.

In August 2003, the Japanese Government revised the “ODA Charter” originally adopted by the Cabinet in 1992¹⁷. It was to strengthen ODA's approach towards new development challenges, including peace-building. The new ODA Charter stipulates five basic principles. In one of the principles, “Assurance of Fairness,” clearly states the importance of gender equality. The new ODA Charter made significant progress in stipulating gender equality and women's empowerment based on the GAD concept, whereas the former ODA Charter stated the importance of WID by stating “full consideration will be given to the active participation of women in development and to the securing of benefits for women from development.”

<Basic Principles>

- (1) Supporting self-help efforts of developing countries
- (2) Perspective of “Human Security”
- (3) Assurance of fairness
- (4) Utilization of Japan's experience and expertise
- (5) Partnership and collaboration with the international community

(3) Assurance of fairness

In formulating and implementing assistance policies, Japan will take steps to assure fairness. This should be achieved by giving consideration to the condition of the socially vulnerable, and the gap between the rich and the poor, as well as the gap among various regions in developing countries. Furthermore, great attention will be paid with respect to factors such as environmental and social impact on developing countries of

¹⁷ Note by a translator: the English version of the ODA charter is available at <http://www.mofa.go.jp/policy/oda/reform/charter.html>

the implementation of ODA.

In particular, the perspective of gender equality is important. Japan will make further efforts to improve the status of women, giving full consideration to the active participation of women in development, and to ensure that women reap the benefits.

Based on the new ODA Charter, the ODA Medium-Term Policy was formulated in February 2005. The policy clarifies the basic direction of Japan's ODA, priority issues, and the role of cross-sectoral assistance for the next five years. In "Chapter 3 Priority Issues" of the policy, it states that "Priority issues will be addressed in line with the following basic principles outlined in the ODA Charter: support for the self-help efforts ("ownership") of developing countries, adoption of the "human security" perspective, ensuring equity (including gender perspective and consideration for the socially vulnerable), application of Japan's experience and expertise (including ensuring of overall policy coherence), and actions in concert with the international community (including promotion of South-South Cooperation)."

In addition, the Government of Japan announced the "Initiative on Gender and Development" at a session of the U.N. Commission on the Status of Women (Beijing +10) held in New York in March 2005. The Japanese Government presented its fundamental ideas, approach, and concrete actions to integrate gender perspectives in various levels and fields of development assistance. By reflecting the focus on gender equality perspectives in the new ODA Charter and the ODA Medium-Term Policy, the new initiative renewed the previous "Initiative on WID" (announced by the Japanese government in the 4th World Conference on Women in Beijing), which had been considered to have rather limited focus on the three priority areas: education, health, and economic and social participation and which targeted only women.

The "Initiative on GAD"¹⁸ identifies basic approaches for gender mainstreaming and specific activities based on gender perspectives in various sectors. The following principles were emphasised:

- Importance of the integration of gender perspectives into policy formulation without targeting women as the only beneficiary;
- Importance of understanding different situations and needs of women and thus adjusting project design, and addressing them during implementation;
- Strengthening Japan's assistance towards gender equality and women's empowerment in developing countries.

¹⁸ Refer to the Ministry of Foreign Affairs
(http://www.mofa.go.jp/mofaj/gaiko/oda/bunya/archive/gad_initiative.html)

Along with these international commitments, Japan's national gender equality documents also mention their efforts on gender in ODA. For the promotion of gender equality within Japan, the "Basic Law for a Gender-equal Society"¹⁹ was enacted in 1999, followed by the "Basic Plan for Gender Equality" (1st:2000, 2nd:2005). In this Basic Law, contribution to international society is stipulated as follows.

Article 7

In consideration of the close relationship between internal promotion of formation of a Gender-equal Society and efforts by the international community, formation of a Gender-equal Society shall be promoted based on international cooperation.

Article 19

To promote formation of a Gender-equal Society based on international cooperation, the State shall make efforts to take necessary measures for the exchange of information with foreign governments and international institutions, and the smooth promotion of international mutual cooperation related to the formation of a Gender-equal Society.

*The above includes the implications that Japan will aim towards a gender equal society in international cooperation, including ODA.

Chapter 11 of the "Basic Plan for Gender Equality"²⁰, titled "Contributing to Equality, Development and Peace of the Global Community," stipulates as a basic direction of the policy that Japan will strengthen its support towards achieving gender equality and women's empowerment in all sectors of ODA assistance in developing countries, based on the "Initiative on GAD." The following are the concrete measures.

[Concrete Measures]

A: Promoting efforts based on "Initiative on GAD"

- Make an effort to integrate gender perspectives in all levels of ODA

¹⁹ The objectives of the Basic Law is to clarify the basic principles of building a gender equal society in all realms of society, to show the direction, and to promote comprehensive and systematic measures to build a gender equal society in the future by national and local governments and their citizens. Additional note by the translator: The English version is available at http://www.gender.go.jp/english_contents/basic_law/index.html

- Understand the effects on men and women so that the project can contribute to gender equality in implementing each development project.
- Promote “South-South Cooperation” in discovering and executing an assistance project contributing to “gender equality.”
- Provide training to improve understanding of GAD for staff working for international cooperation.
- Identify the department in charge of gender equality for ODA within each ministry and office in order to promote coordination between governmental departments, supporting institutions, and NGOs.
- Proactively explain Japan’s ODA measures focusing on gender equality at various international conferences, including the Commission on the Status of Women (CSW) and Organization for Economic Co-operation and Development / Development Assistance Committee (OECD / DAC).

B: Cooperation with the activities of the United Nations

- Proactively participate and contribute to “the United Nations Commission on the Status of Women” and “the Committee on the Elimination of Discrimination against Women”

C: Women’s contributions towards peace

- Promote cooperation in the peacekeeping efforts of the United Nations and other international organizations. Promote active participation by women in the arms control issue and peace-building and the rehabilitation development process in conflict regions based on United Nations Security Council Resolution 1325 (adopted in 2000), which includes the importance of reflecting women’s perspectives and getting women involved in the decision-making process of conflict prevention, management, and settlement.
- Respect the special needs of women and children caught up in conflict and disaster, and actively cooperate with and contribute to international humanitarian assistance organizations, including the United Nations High Commissioner for Refugees (UNHCR) and UN Children's Fund (UNICEF).

D: Promote women’s participation in the policy decision-making process in the field of international relations

- Promote women’s participation in the decision-making process of diplomatic policy, including ODA and arms control issues.

E: Promote international exchange and cooperation at all levels

- Enhance information and personnel exchanges (which form the basis of peace and stability) at all levels, including national and local governments and NGOs in order

to promote international exchange and cooperation related to gender equality and to promote relations of mutual trust and friendship across borders.

F: Cooperation with NGOs

- Promote coordination and cooperation between the government and NGOs by maintaining participation of NGOs in the delegation of the Japanese government.

Chapter 2 Approaches to “Gender and Development”

2-1 Objectives of “Gender and Development”

As described in Chapter 1, Gender and Development (GAD) is accepted in Japan and the international community as a multidimensional concept including an important development challenge in itself, as a cross-cutting issue closely linked to other thematic (development) issues, as a development approach, and as an analytical framework.

Promotion of international cooperation based on GAD is important from the perspectives of basic human rights and achievement of gender equality. This chapter will explain the main objectives of GAD from the two perspectives; i.e., development impacts and human security.

2-1-1 Positive Development Impacts of Gender Perspectives

Various research efforts have been undertaken on the positive impacts of promoting gender equality on macroeconomic growth. One of such studies pointed out that the level of gender inequality in South Asia and Sub-Saharan Africa was at the same level as that which existed in East Asia in 1960 and demonstrated that if gender inequality in these regions had been reduced at the same pace as in East Asia, the growth rate per capita for South Asia and Sub-Saharan Africa would have been 0.5 points and 0.9 points, higher respectively²¹.

The United Nations Economic and Social Commission for Asia and the Pacific (UN-ESCAP) conducted a simulation study²² from 2000 to 2004 for seven countries in Asia to evaluate the impacts of gender discrimination in labor force participation on economic growth and productivity. The result estimated that significant changes are expected in India, Malaysia, and Indonesia, where the female labor force participation

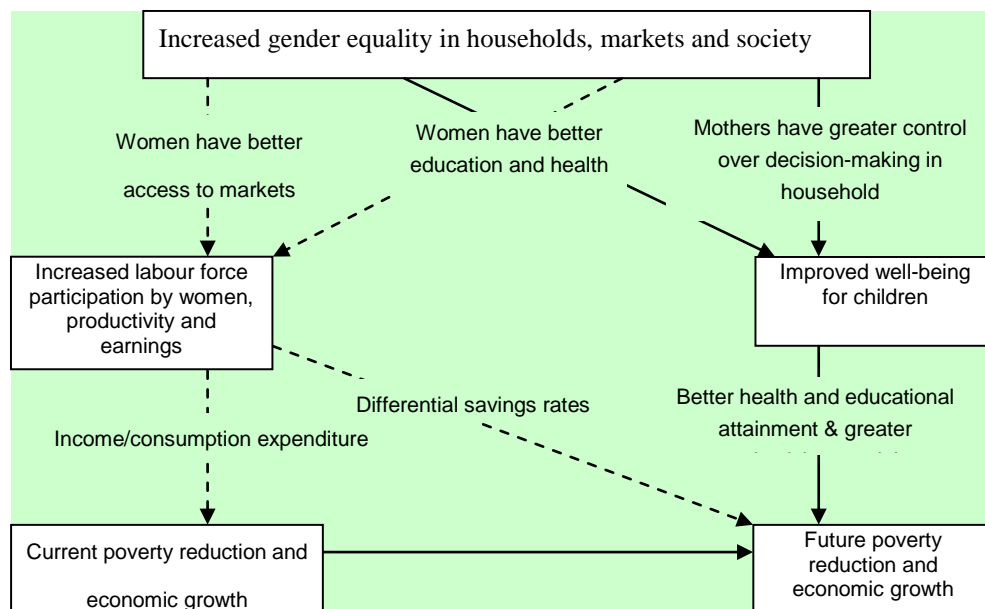
²¹Ishii 2003: 84, Klasen 1999

²²UNESCAP (2007) “Economic and Social Survey of Asia and the Pacific 2007” pp. 103

rates are especially low. If the female labor force participation rate in India reaches the same level as found in the United States, GDP would increase by 4.2% per year; the economic growth rate would rise by 1.08 points, which is equivalent to 19 billion dollars of profit per annum. It is estimated that the rise of the female labor force participation rate would create an annual profit of 42 billion dollars for the entire region. In Malaysia as well, GDP would increase by 2.88% and the economic growth rate would rise by 0.77 points. For Indonesia, it is estimated that the GDP would increase by 1.38% and the economic growth rate would rise by 0.56 additional points.

According to the World Bank, promotion of gender equality creates various short-term and long-term positive effects. These effects have favorable impact on poverty reduction and economic growth. There are various flows for such favorable impact as presented in the following Figure 2-1. The flow of women's labor force participation and income growth is indicated by dotted lines, and the flow of improvement in children's overall well-being is indicated by solid lines.

Figure 2-1 Pathways from increased gender equality to poverty reduction and growth



(Source: World Bank, *Global Monitoring Report 2007*: 109)

Based on this figure, the examples below show how gender equality and empowerment of women lead to macro level economic growth.

- **Increased opportunities for woman's participation in labor market contribute to present and future poverty reduction and economic growth.**

Promotion of gender equality in households, markets, and society expands the opportunities for women to participate in the labor market and engage in productive activities, which leads to creation of new wealth. By increasing women's income, consumption also increases, which contributes to present poverty reduction and economic growth (1-5-7-10). Increase in savings contributes to future poverty reduction and economic growth (1-5-8-11). Some studies have shown that in developed countries the rates of saving and investment rises when women have higher income²³.

- **Provision of education and health services to women contributes to present and future poverty reduction and economic growth.**

It is well known that in developing countries low educational attainment of women (especially in primary and secondary education) reduces income and productivity and has negative impacts on individuals and society. If gender equality is promoted and educational attainment of women is improved, it would contribute not only to the increase of women's opportunities for job or market participation (1-3-5) but also to the improvement of children's well-being (happiness and health). When women acquire knowledge on reproductive health and family planning, the birth rate decreases by reducing unwanted pregnancy and childbirth. When women increase their knowledge on infant health, the effect is reduction of infant mortality rate. Educated parents start to recognize the necessity of balancing the number of children and the cost of education, given their limited time and resources. This will in turn improve the educational status and health condition of children, who in future will contribute to poverty reduction and economic growth (1-3-6-9-11).

In his 1994 study, Shultz estimated that increase in average schooling years of women by one year results in 12% decrease in total fertility rate²⁴. This demonstrates the correlation between women's education and population growth. Moreover, the mother's educational attainment has greater influence on children's health than that of the father's. An educated mother has more knowledge about nutrition and health, thus, when her child becomes sick, she is more likely to seek professional and scientific advice rather than traditional treatment, such as magic and prayer²⁵.

- **Enhancing women's voices at home contributes to present and future poverty reduction and economic growth**

²³However, there has not been sufficient study on this topic in developing countries.

²⁴DFID (2007): 3, Shultz 1994

²⁵UNICEF (2008) "The State of the World's Children"

Promotion of gender equality enhances women's voice in intra-household decision making. Several studies demonstrated that the greater the voice a mother has in running the household, the larger the amount of available resources for the family's (children's) health, nutrition, and education (while the father tends to allocate resources to himself). Case studies conducted in developing countries show that households with a stronger women's influence on decision-making improves the children's nutritional status significantly²⁶. Other studies concluded that if men and women were to exert equal influence on decision-making, the prevalence of underweight children under the age of 3 in South Asia would decrease by up to 13 points and children's malnutrition will decrease by 13.4 million²⁷ (1-4-6-9-11).

It is easy to assume that there are many other flows of positive impacts from promoting gender equality.

2-1-2 Negative Development Impacts from non-Gendered Perspectives

On the other hand, “development” operations may have different impacts on men and women, due to existing gender roles and different codes of conduct.

- **Understanding of unpaid work as a premise for implementing development projects**

Although Table 2-1 shows examples only from developing countries, in both developed and developing countries, inclusive of non-market activities such as domestic chores, women's daily working hours are one (1) hour longer on average than men's (which means that women have less time available for themselves). Furthermore, most of women's working hours are unpaid, and they are neither appropriately appreciated nor rewarded. Without the recognition of such realities, a “development” project may increase the burden of women's unpaid work.

Table 2-1 Daily Working Hours by Gender

Women's working hours (h)	Men's working hours (h)	Difference between Men and Women (h)
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²⁶ UNICEF (2007) “The State of the World's Children”

²⁷ UNICEF (2007) “The State of the World's Children”

	Total	Market activities ²⁸	Non- market activities	Total	Market activities	Non- market activities	Total	Market activities	Non- market activities
Benin	8.03	4.73	3.30	5.36	4.28	1.08	2.67	0.45	2.22
India	7.37	2.57	4.80	6.31	5.80	0.51	1.06	-3.23	4.29
Madagascar	7.14	3.57	3.57	7.03	5.62	1.41	0.11	-2.05	2.16
Mauritius	6.33	1.89	4.44	6.09	4.87	1.22	0.24	-2.98	3.22
Mongolia	9.02	4.41	4.61	8.16	6.20	1.96	0.86	-1.79	2.65
South Africa	6.52	2.47	4.05	6.01	4.56	1.45	0.51	-2.09	2.60

(Data collected based on UNDP Human Development Report 2007/2008)

- **Possibilities of negative impacts of development projects**

For example, if it is a women's role to gather firewood and fodder and fetch water in a forest, a development project resulting in deforestation may increase the burden of women's labor, since women would have to go farther to gather firewood and fetch water. When women are involved regularly in forest management (by being the watch guard of the communal forest), they have empirical knowledge on the use and conservation of the forest; however, forest conservation is often considered a man's role in the public sphere, and as a result women's valuable knowledge and know-how are not incorporated.

Agricultural machineries are often promoted, but they are not necessarily gender neutral. They are generally designed for an "adult male," and are often difficult for female farmers to use and also for men with disabilities. In addition, when modern equipment is introduced to an agricultural community, it is automatically assumed that the equipment will belong to men. This often results in men's exclusive use of the equipment and the allocation of manual and time-consuming farm work to women. Male domination of modern farming equipment leads to increase in women's working hours and a decline in the women's role and voice in the community.

In many countries and regions, it is considered that unpaid work (also called reproductive labor), such as housework, fetching water, gathering firewood, and caring for children and sick family members is a women's role. When living conditions deteriorate due to natural disasters, conflicts, or epidemic of diseases, women are obliged to prolong their working hours to undertake these reproductive labors. Fetching water and gathering firewood become even more difficult tasks under such

²⁸Market activities include agricultural production for home consumption and fetching water.

circumstances. This places additional burden on women to be responsible for looking after disabled, sick, or HIV/AIDS patients within the household.

BOX2-1: An Example of Negative Impacts of Development

Danish economist Esther Boserup argues in her well-known monograph “Women’s Role in Economic Development,” a pioneer work calling for attention to Women in Development (WID) approaches, that men and women traditionally took part together in farm work in Africa, but as a result of colonial development, fertile farmlands were converted into plantations of coffee and tea, and men were employed as wage-workers at plantations, while subsistence farming on barren land became women’s work. This resulted in gender division of labor where “the man work outside the home, the woman work inside,” and the status of women with no access to cash income accordingly became lower.

Source: Boserup Esther (1970): “*Women’s role in Economic Development*” St. Martin’s Press, New York

When the poor in developing countries face further difficulties, it is children, the aged, and women who are affected the most. For example, cases of trafficking of women and children (both boys and girls, including trade of body parts and organs and forced labor) are found to be increasing in some places. In such areas, traditional values take it for granted that women and girls become migrant workers in urban areas and overseas to support poor households when additional income is required because of increase in costs for education, food and fuel, or for loans taken out for purchasing agricultural machineries, fertilizer, or pesticide as a result of introduction of modern agriculture.²⁹

In such ways, “development” could reinforce traditional and stereotypical gender division of labor (as expressed in “the man work outside the home, the woman work inside”), or even worsen gender inequality. Increase in women’s labor burden and working hour leads to their health problems. Moreover, there is much evidence of local development activities failing to progress or to be sustained, because of the lack of consultation with and participation of women despite their roles and labors in communities’ socio-economic activities and development projects.

²⁹However, in the process of transnational labor migration, cases are reported in recent years that men also become victims of forced labor (e.g. in factories and vessels).

2-1-3 Human Security and Gender

“Gender and Development” is closely linked to the “Achievement of Human Security” declared by JICA. “Human security” seeks to safeguard individuals from threats such as poverty, conflicts, and disasters, to provide individuals with opportunities and alternatives to realize their own potential, and address these issues by themselves. In order to achieve “human security” through concrete project activities, JICA aims to assist developing countries based on four principles³⁰. In the following, we will briefly review gender issues by each principle:

① To comprehensively address freedom from fear and wants

Deprivation caused by poverty weakens people’s response capability against fear from conflicts and disasters, and fear increases deprivation. Deprivation at times generates fear. Women are often caught up in this negative spiral.

When poor households fall into further difficulty, women and children are the ones mostly affected in all aspects of their welfare, including food, medical care, work, and education. Extreme cases include abandonment of children, early child marriages, forced marriages, forced labor, and organ trades. Women and children are forced to become migrant workers in urban areas and overseas, and they sometimes become victims of trafficking in persons. Conflicts and disasters cause significantly negative impacts on poor households, particularly on women. Female household heads who have lost their husbands in disasters and conflicts often lose their properties such as land title, thus leading to further deterioration of their livelihood. It is important that all assistance programs take such circumstances into consideration.

② To emphasize benefits for the socially vulnerable

Among those who are already in serious crisis or highly vulnerable, women are often found in more severe circumstances.

For example, natural disasters affect men and women in different ways. Generally, there are more women than men among the dead and injured from floods and earthquakes. Public security deteriorates at evacuation sites, resulting in sharp increase in incidences of rape and trafficking of women and children. Disasters also increase women’s labor burden such as gathering firewood and fetching water, domestic work, and childcare due to the post disaster degradation of the environment.

³⁰ “Ningen no anzen hoshō/ 4 tsu no jissen hoshin to 4 tsu no juyō approach”. See JICA website: <http://www.jica.go.jp/activities/security/approach01.html>

The perspective of “Social Inclusion” is indispensable in order to contribute to conflict prevention and peace-building in pursuit of “human security.” JICA’s assistance should aim to benefit those who are socially vulnerable, especially women, who tend to find themselves in even more vulnerable situations, by identifying gender differentiated social attributes, (e.g. age, ethnic group, religion) of people facing major crisis and those people at a higher risk of encountering such risks.

③ To establish mechanisms to protect and empower people

Prior to the emergence of the WID approach, women had been seen merely as targets and recipients of assistance. The WID approach established that women are participants of development. The following GAD approach emphasized the need for promoting both women’s capacity development (empowerment) and gender equality.

To achieve gender equality and empowerment of women, the assistance should directly approach not only women in need of assistance, but also the community to which these women belong. It is also necessary to reform policies and institutions of national and local governments towards the promotion of gender equality. Therefore, assistance is required for establishing government units and systems mandated to promote gender equality.

For example, a project that provides direct support for poor rural women alone may not be able to help a female-headed household without land title to be self-sustainable. It is also necessary to provide support to establish policies and institutions to grant land title to women.

④ To address global risks and transnational issues

People are exposed to threats beyond the control of an individual country. Such threats include pandemics, transnational crime, or global environmental issues such as climate change and energy. These threats most strongly affect socially and economically vulnerable communities and people.

In order to prevent increase in vulnerability as a result of such threats, greater attention should be paid to development of necessary aid programs to assist the socially vulnerable. For example, in the case of assistance for the victims of trafficking in persons (of which 80% are said to be women), in addition to the care and rehabilitation of the victims, preventative measures should also be implemented. A regional approach beyond an individual country is also important, in consideration of the prevalence of cross-border trafficking.

2-2 Effective Approaches to “Gender and Development”

As stated in the section 2-1, it is increasingly evident that the promotion of gender equality and empowerment in developing countries has positive impacts, both on a national (macro) level and on a household/ individual (micro) level.

For the effective promotion of the GAD approach and the enhanced benefits of assistance, it is preferable to overtly express the GAD based concepts at the upstream national policy level of the recipient countries. Such national policies include national strategies, mid-term/ five-year plans, annual plans, programs, and action plans of line ministries. To this end, it is important that the capacity of policy making institutions and individuals be developed through gender awareness-raising activities. Concretely, it is important to develop administrative capacity of national machineries themselves as well as their capacity to influence other ministries. In case a national machinery for promoting gender equality is not clearly defined in a country, gender capacity development could be undertaken with gender focal offices of line ministries and agencies.

Although assistance for capacity development in the area of policy formulation and institutional management is an effective approach for gender mainstreaming, such assistance alone is not sufficient. It is also important to take specific measures in implementation of projects and activities. Necessary measures include development of various projects and action plans targeted for women in relevant communities, integration of women’s needs into action plans through gender equal participation, and ensuring equal numbers of project participants and beneficiaries among women and men.

In case a national machinery is the project implementing agency, implementation support can be provided directly. However, national machineries are often policy-making agencies in many countries, and therefore do not implement projects. In this case, assistance can be directed towards capacity development of national machineries to have influence on the project implementing agencies/offices in charge of gender issues (so that the agencies can understand the necessity of gender perspectives in the relevant sectoral projects, develop plans, and implement projects based on such perspectives). International donors may function as catalysts by directly approaching the project implementing agencies with gender perspectives and facilitating gender-responsive implementation of projects.

Essential prerequisites for the formulation and implementation of gender-responsive policies and programs are to understand the current situation with accurate gender statistics, data, indicators, and social and gender analysis of given communities, to thus develop such capacity and secure additional budget or reallocate

current budget (through change of priorities) for such activities. It has not been long since gender was recognized as an important development agenda; therefore, existing statistics, data, and indicators have not been prepared and collected based on gender perspectives. Introduction of gender perspectives without understanding local communities may cause worsening of gender disparity and have negative impacts. Basic data necessary for various plans and programs need to be collected, cross-tabulated, and analyzed at least by region, gender, and age, preferably also by ethnic group and religion. This also requires development of such capacity. While such data collection and analysis will increase costs as compared with the previous approach, development assistance will become more responsive with enhanced impacts. Therefore, it is essential to secure the budget.

Based on the concepts as described above, we have developed a logical matrix of the theme “gender and development.” In the following, we will describe strategic development objectives (SDO) and intermediate objectives (IO).

SDO 1. Promoting Gender-Responsive Policies, Strategies, and Institutions

SDO 2. Promoting Women’s Empowerment

SDO 3. Promoting Gender Integration in Programs and Projects

2-2-1 Effective Approaches for SDO 1: Promotion of Gender-Responsive Policies, Strategies, and Institutions

In countries where gender inequality is relatively significant and seriously impedes national development and people’s empowerment (e.g., Nigeria and others), it is important to address gender equality as a prioritized development issue. In post-conflict countries where the state system is being restructured under political instability, drastic reforms of policies, strategies, and institutions may proceed rapidly (e.g., Cambodia, Afghanistan and others). Therefore, such situations provide opportunities to implement assistance under SDO 1.

An effective assistance approach in these countries will be the development of gender policy formulation capacities, gender-responsive institutions, and gender capacity of government institutions such as national machineries. Approaches and lessons learned for gender mainstreaming from these experiences can be applied toward the remaining strategic development objectives.

Gender often is unconsciously defined by stereotypes, cultural traditions, and customs in given societies. Policies, strategies, and institutions are often influenced by such gender biases, without being recognized. Interventions are necessary to reform policies, strategies, and institutions to be more gender-sensitive and responsive.

IO 1 Development of Policies and Institutions for Gender Mainstreaming

Promotion of gender equality is often culturally and politically controversial. Therefore, international donors can play a catalytic role by assisting the recipient countries to comply with international conventions and agreements, and by prioritizing GAD in their coordinated assistance framework.

All the member countries of the UN have endorsed “The Millennium Development Goals” (MDGs), and Development Goal 3 aims to “promote gender equality and empower women.” It is effective to promote donor coordination for the achievement of the MDGs. Many developing countries also ratified the “U.N. Convention on the Elimination of All Forms of Discrimination against Women” (CEDAW). Signatory governments are obliged to submit quadrennial country reports on their progress of achieving gender equality. It is also important to support the efforts of developing countries to meet their international obligations.

If national policies and implementing mechanisms are gender-responsive, impacts on nationwide gender mainstreaming could be expected. In Afghanistan, gender policies and action plans have been developed at the national level; in Uganda, gender equality has been integrated into the Poverty Reduction Strategy Paper (PRSP) as a cross-sectoral issue; in Cambodia and Uganda, national policies for promoting gender equality have been formulated; and in Nepal, promotion of gender equality and elimination of violence against women are stipulated in the national five-year plan. JICA provides assistance in developing gender-related policies in Cambodia, and the United Nations Development Fund for Women (UNIFEM) provides assistance in Uganda. It is important to engage in policy dialogue with the counterpart countries to integrate gender perspectives into macro level policies, and to assist in developing various policies and their implementing mechanisms.

One of the measures for gender mainstreaming is the establishment of gender focal points in concerned agencies/ministries. In Afghanistan, supported by the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), gender focal points were appointed within line ministries/agencies, and the inter-ministerial “Working Group on Chronically Poor Women” was established. JICA’s “Project on Poverty Reduction for Chronically Poor Women (CPW) in Afghanistan” is expected to collaborate with the working group. In Cambodia, gender units were established in line ministries and agencies with coordinated assistance between JICA and the United Nations Development Programme (UNDP). In Mexico, the Agency for Women Affairs took initiative on launching regular meetings among gender focal points of the provincial departments and offices. The establishment of these institutions is effective for promoting strategic development objectives 1 and 2, as well as strategic

development objective 3.

IO 2 Capacity Development of National Machineries for Gender Equality

In many developing countries, budget constraints, lack of human resources, and leadership are the major obstacles for national machineries to produce satisfactory results. It is necessary to enhance institutional capacity of the national machineries that play the central role in formulating national gender policies and programs, and to establish and reinforce mechanisms for the promotion of gender mainstreaming.

In many countries, national machineries are established either as the Ministry of Woman's Affairs or the Women's Affairs Office in the office of the Prime Minister (e.g., Gender Equality Bureau, Cabinet Office in Japan). The Ministry of Woman's Affairs is in some cases the implementing agency of projects for women, but in general it is expected to serve as a policy-making and coordinating institution for gender mainstreaming. Such ministries, sometimes originating from women's organizations, are often fragile and influenced by political trends. Capacity development of the national machineries is essential for promoting gender mainstreaming at the national level.

Specifically, expected capacities of a national machinery include the following: capacity to develop various gender policies; capacity to influence other agencies/ministries for integration of gender perspectives into their sectoral policies and programs; capacity to advocate appointments of gender focal offices in other ministries; and capacity to promote coordination among gender focal points in developing and implementing various gender-responsive programs and projects.

The capacity development of gender mainstreaming institutions is important at the local level as well as the national level. In some countries, it is necessary to strengthen coordination mechanisms between the national and the local levels. Most donors do not provide assistance for a nationwide rollout of a project. They often engage in a pilot project in model areas. If successful, the recipient governments are expected to replicate its model. However, replication of the models cannot be implemented only with the self-help effort of recipient countries. It is difficult to assess the achievement of the intangible asset of gender mainstreaming, without having tangible "technology." In addition to the development of various guidelines and manuals, assistance in the establishment of mechanisms for scaling up and replication is important for the permeation of gender mainstreaming.

An extremely important capacity of the national machineries and the gender focal points that needs to be developed is the capacity to conduct analysis of the government budget based on the knowledge and understanding of the concepts of

gender sensitive budgets. “Gender sensitive budgets” or gender-responsive budgets are not budget allocations for correcting gender gaps, but are approaches of analyzing the gross budget of a country, a government, or a particular agency from a standpoint of gender equality. They assess and evaluate “whether the actual budget is allocated so that it can promote gender equality policies, whether these allocations have effects on reducing existing gender disparity or on the contrary widening them, and whether the budget is allocated so that it can meet societal needs for the establishment of a gender equal society”³¹ (for details, see Chapter 3, Section 3-2-2 “Economic Policy and Gender”).

Another effective tool for capacity-building is gender statistics. Gender statistics is not simply gender disaggregated statistics, but a series of statistical methodologies integrating gender perspectives from data collection, analysis, provision, and accumulation. Gender disaggregated data collection is fundamental. However, going beyond mere statistics on women and men, gender statistics place emphasis on the possibility to reveal the current situation, factors, and effects of gender-related issues (for details, see Chapter 3, Section 3-2-2 “Economic Policy and Gender”).

Both gender sensitive budget and gender statistics are approaches that shed light on gender gaps invisible from existing data, and enable advocacy for more equal distribution of national resources. With these tools, it is expected that national resources are distributed in a gender-equal manner, leading to further poverty reduction and economic growth.

2-2-2 Effective Approaches for SDO 2: “Promotion of Women’s Empowerment”

Empowerment in international development is defined as “a process in which the socially vulnerable people strengthen themselves while others offer assistance during the process” (JICA & IDJ 1998). However, the empowerment of women in developing countries can be achieved not only by empowering women themselves, but also by transforming the awareness of men, decision-makers, and socially influential people (government officials, educators, politicians, religious leaders, etc.), social structures and institutions, and the awareness and institutions of donors and aid organizations. The effects of women’s empowerment have been already discussed in section 2-1. Conventionally, assistance projects targeting women tend to focus on sectors such as public health and education. However, intermediate objectives here place emphasis on three aspects - women’s basic capacities, economic and political empowerment, and

³¹Muramatsu 2005, p. 133

aiming at future poverty reduction and greater economic impact. JICA has been implementing projects in these areas and is in a good position to continue in this direction in the future.

However, in these assistance projects targeted for women groups, it is essential to appropriately approach the decision makers and leaders, and not only the women, in order to improve relations between men and women.

In addition, it is also important not to categorize women as a uniform group, and to thoroughly analyze differences among women in different classes and wealth categories. Recently, the need for inclusive empowerment of all vulnerable people, which include socially vulnerable men (e.g. of lower caste, men with disabilities), and not only women is being discussed.

IO 1 Development of Basic Capabilities

This objective aims to develop capacities of women in basic education and health. Themes requiring particular efforts include improvement in female enrolment and completion rate of primary and secondary education and in adult literacy rate, as well as in closing gender gaps in these educational levels; attainment of life skills for self-sustainable livelihood; promotion of educational contents for fostering gender equality; improvement in reproductive health rights; and prevention against sexually transmitted diseases. We also promote projects for building capacities to prevent gender-based violence and trafficking in persons, as well as to assist in rehabilitation and reintegration of the victims.

IO 2 Promoting Economic Empowerment

In the area of promoting economic empowerment, assistance for extending opportunities for productive activities and increasing women's income are envisaged. Such projects include women's vocational and technical training; assistance for entrepreneurship; businesses based on community networks; microfinance; assistance in the promotion of women into global pioneering industries such as information and communications technologies (ICTs); and assistance in the promotion of women in managerial positions. As a prerequisite for the above-mentioned, a project may include assistance in the introduction of equal pay for work of equal value, improvement of working conditions at entities, and improvement of living conditions by reducing the burden of household and care work if that impedes women's entry into the labor market.

IO 3 Promoting Political Empowerment

Possible approaches for political empowerment are promotion of women's participation in national politics and appointment of women to executive positions of government institutions. Some countries have introduced affirmative actions and quotas³² as per women's participation and appointment in national politics (98 countries as of August 2006). JICA has so far assisted in electoral administrations and women's participation in casting a ballot.

Although assistance in women's political empowerment is not an easy task in the framework of bilateral cooperation, indirect assistance in coordination with international organizations may be possible. Projects worth considering include providing assistance in setting up self-help organizations of women and in developing their leadership and negotiation skills, or in helping raising awareness of the media.

2-2-3 Effective Approaches for SDO 3: "Promotion of Gender Integration in Programs and Projects"

All development issues are linked to gender. Macroeconomic policies, development themes, and individual projects may appear gender neutral but in reality have differentiated gender impacts. It is increasingly understood that gender sensitive approach to development issues results in greater impact and sustainability.

In undertaking various development projects in all sectors, it is necessary to understand gender-based differences in socio-economic situations and gender differentiated development needs. Especially when a project directly involves people and expects possible direct and indirect impacts on their local communities, it is necessary to study, understand, and analyze socio-economic situations of the local communities, so as to decide on the most effective cooperation, as well as to apply necessary measures that contribute to promote gender equality and women's empowerment as a part of project activities.

In many developing countries, the challenge is smooth implementation of project cycle management. Many development projects support institutional capacity -building of project implementing agencies along with the implementation of the project activities itself. This provides a window of opportunity to integrate gender perspectives into capacity development. In other words, it is necessary to assist sectoral

³²Quota here is an allocation of a certain number of seats in diets and committees for women and men to maintain gender balance, for the purpose of correcting gender gaps in policy making institutions. This system has proved highly effective in promoting women's political participation. Types and modes fall into one of the following i) they are defined in the Constitution; ii) they are defined in the election law; and iii) they are defined by parties in relation to their candidates. Application and effects vary from country to country (Source: UNICEF 2008, p.78).

agencies/ministries (in coordination with the national machinery as necessary) to integrate gender perspectives from the early stages of project cycle and develop feasible action plans.

In Chapter 3 of this Thematic Guidelines, we selected 17 development themes out of JICA's 23s priority themes for the analysis of gender issues in each area, the status of current assistance, and gender perspectives to be taken into account. We have reflected the lessons learned from our previous projects, and took into consideration our comparative advantages and available resources for assistance.

Matrix of “Gender and Development” Goals and Possible Cooperation

Strategic Development Objectives	Intermediate Objectives	Sub-objectives of Intermediate Objectives	JICA’s Possible Cooperation
SDO 1. Promotion of Gender-Responsive Policies, Strategies, and Institutions	1-1: Development of Policies and Institutions for Gender Mainstreaming	Promoting Gender Equality Policies	<ul style="list-style-type: none"> • Support formulation, implementation, monitoring, and evaluation of gender-sensitive policies • Establish and strengthen policy making mechanisms
		Establishing Systems for Promoting Gender Mainstreaming	<ul style="list-style-type: none"> • Gender analysis of work flow within each ministry/agency • Assist in appointment of gender focal points in each ministry/agency • Establish a system of coordination between gender focal points and national machinery • Assist in formulation, appraisal, implementation, monitoring, and evaluation of gender sensitive pilot projects
	1-2: Capacity Development of National Machineries for Gender Equality	Strengthening Human and Institutional Capacities of National Machineries	<ul style="list-style-type: none"> • Review organizational structure, jurisdiction, and operational limits of the national machinery • Assist in acquiring methodology of and implementation of gender sensitive budgets, gender statistics, and gender research • Assist in initiatives which enhance the structure to promote gender mainstreaming • Assist in establishing networks with donors and NGOs • Formulation, appraisal, implementation, monitoring, and evaluation of gender sensitive pilot projects, in partnership with project implementing agencies
SDO 2. Promoting Women’s	2-1 : Strengthening Basic Capabilities	Improvements of Girls’ Education (and Reducing Gender Gaps in Education)	<ul style="list-style-type: none"> • Support for training female teachers • Improve teaching materials and pedagogy (eliminate gender bias, etc.)

Empowerment			<ul style="list-style-type: none"> • Improve school management • Activate parents' associations and promote awareness in communities
		Enhancement of Literacy Education	<ul style="list-style-type: none"> • Improve non-formal education • Provide assistance through women's centres
		Improvements in Women's Health	<ul style="list-style-type: none"> • Support in reproductive health rights • Take measures against domestic violence and trafficking in persons • Assistance in measures against infectious diseases and HIV/AIDS
		Acquiring Life Skills	<ul style="list-style-type: none"> • Assist in acquiring basic life skills • Assist in strengthening negotiation skills, the ability to detect and mitigate risks and to avoid being victimized • Assist in acquiring legal knowledge • Provide assistance for women's comprehensive consultation and support centers
	2-2 : Promoting Economic Empowerment	Enhancing Vocational and Technical Training for Women	<ul style="list-style-type: none"> • Provide assistance for women's vocational and technical training centers • Reinforce training courses for women • Secure and allocate women participants (in courses where the majority of participants are men) • Improve childcare facilities to promote participation of women in training courses, etc.
		Assistance for Women Entrepreneurship	<ul style="list-style-type: none"> • Provide assistance through utilizing women's centers • Promote microcredit and financing for women • Improve consulting functions for entrepreneurship development.

			<ul style="list-style-type: none"> • Reinforce information tools for promoting entrepreneurship development.
	2-3 : Promoting Political Empowerment	Strengthening Women's Groups and Civil Society Organizations	<ul style="list-style-type: none"> • Strengthen network with local NGOs and assist with activities • Provide assistance for strengthening women's self-help groups/organizations and implementing leadership training programs • Assist in raising awareness of the media on gender and development issues.
SDO 3. Promoting Gender Integration in Programs and Projects	Promoting Gender Mainstreaming in Programs and Projects		<ul style="list-style-type: none"> • Identify gender perspectives necessary for relevant assistance projects (economic development, mining and manufacturing, agriculture, fisheries and forestry, infrastructure, global environment, public policy, peace-building, ICT, etc.) • Review of gender-responsiveness at a needs survey stage • Implementation of gender study at the stage of preliminary and basic study of projects involving local residents (e.g., community development projects) • Identify gender objectives and activities in Project Design Matrix (PDM) (including indicators) • Apply gender perspectives at the stage of detailed design of development assistance projects (organizing gender training for counterparts, public officers, project beneficiaries, ensuring gender balance of C/P and training participants, influencing men, focus group discussions with women, securing women's participation in meetings and committees of activities to support women, setting up toilets, changing rooms, and day care centers.) • Monitor and evaluate projects with gender perspectives • Establish gender integrated project management cycle of

		public projects
Important activities not related to SDOs		<ul style="list-style-type: none"> • Monitor gender balance of participants in thematic training courses. • Promote institutional gender mainstreaming within JICA

Chapter 3 Direction of JICA's Cooperation

3-1 JICA's Focus and Points for Consideration

JICA's Mid-term Objectives, for the five years from April 2007 to March 2012, state that "Acknowledging the importance of gender perspectives, JICA shall make further efforts to raise the social status of women by providing sufficient attention to secure active participation in as well as benefits from development activities." The mid-term plan for the objectives also states that "Acknowledging the importance of gender perspectives, JICA shall make further efforts to raise the social status of women by paying full attention for securing active participation in and full benefits from development. To this end, JICA shall encourage its staff members and other related stakeholders to deepen their understanding of the importance of gender equality in development assistance, and to strive to manage its operations in a way that gives consideration to the improvement of women's status at each step of the project cycle."³³

Based upon these objectives and plans, JICA has been pursuing "SDO 1: Promotion of gender-responsive policies, strategies and institutions." As mentioned in Section 2-2 of Chapter 2, JICA has been continuously providing assistance, although only for a few projects, on institutional capacity-building of national machineries and on development of gender policies and institutions. The historical and social background for the establishment of each national machinery and its role and function vary from country to country. However, they often share similar weaknesses as compared to other government bodies. The national machinery is of central importance to gender-related policies. Efforts should be undertaken to strengthen its institutional capacity, including capacity to collaborate with other ministries and government agencies concerned.

As for "SDO 2: Promoting women's empowerment," especially the objectives stated in "2-1: Building Basic Capabilities" and "2-2: Promoting Economic Empowerment," assistance has been provided widely through technical cooperation and financial assistance. JICA has been actively involved in gender-integrated projects in areas with obvious links to women, such as health (e.g., maternal and child health, HIV/AIDS), basic education (e.g., girls' education), vocational training (e.g., technical and other job training for women), and agricultural development (e.g., agricultural

³³See JICA's website: http://www.jica.go.jp/about/jica/pdf/chuki_mokuhyo02.pdf

extension, forest conservation). Through these projects, it is now recognized that gender needs to be addressed as a cross-cutting issue.

There is ample evidence that gender approaches in such sectors have been crucial to the effectiveness of development activities and the achievement of project objectives, at the same time contributing to gender equality and empowerment. JICA will continue to engage in gender issues with specific assistance activities in these areas.

As for “SDO 2-1: Building Basic Capabilities,” projects on new themes are emerging. One of such project themes aims to support people who are further pushed into socially vulnerable and marginal positions for the purpose of exploitation by violence or other forms of force; e.g., countermeasures against trafficking in persons, especially women and children. Such assistance involves challenges from formulation to implementation, due to the cross-ministerial and cross-border nature of the issue. However, as the issue is closely related to “human security,” JICA will gradually expand its assistance.

As for “SDO 3: Promotion of gender mainstreaming,” gender-responsive activities are increasingly promoted in rural development, rural water supply, and forest conservation projects. Introduction of gender-responsive activities in other development themes would lead to increased impacts of development assistance.

As discussed in 2-2-3, for projects with direct involvement of local community members and direct and indirect influence on local communities, social research should be undertaken during the project formulation stage. It is important to integrate gender perspectives in such research. For instance, women and men may have different roles and responsibilities, in thematic areas such as agriculture, forestry, and fisheries, micro-enterprises including “one-village-one-product,” and promotion of local tourism. In such cases, analysis should be undertaken on differences and possible positive and negative impacts of development projects. The analysis will lead to the introduction of preventive measures against negative impacts and to formulation of effective project design to assist appropriate target groups. Gender-responsive social research should be conducted not only during formulation and implementation, but also during monitoring and evaluation. Analysis of gender differentiated impacts is necessary in order to provide feedback for future projects based on lessons learnt from negative impacts from projects.

Gender-responsive social research is also necessary for physical infrastructure projects with involuntary resettlement. Such infrastructures include dams, electric power systems, waste management facilities, major roads and bridges, airports, and sea ports. Generally, women tend to rely on the surrounding environment for their

livelihood more than men do. If a resettlement impact study collected information only from men, the resettlement may produce negative impacts on women, (e.g., longer time to fetch water or loss of access to fuel wood), thus further perpetuating gender disparity. When involuntary resettlement is necessary, we must interview women as well as men, assess any gender differentiated impacts on them, and take measures to minimize the possible negative impacts. In addition, it is desirable to conduct impact assessment of resettlement not only on the residents (both men and women) to be resettled, but also on non-residents who make use of the resources of the concerned areas.

Case studies of the positive impact of gender mainstreaming on the macro economy are yet to be accumulated. It is important to verify the impact and use it as the driving force for gender mainstreaming.

Since October 2008, JICA took over the ODA Loan operation of the Japan Bank for International Cooperation (JBIC), as well as a part of grant aid projects of the Ministry of Foreign Affairs. This merger diversifies the way JICA integrates gender perspectives. For example, forestation or infrastructure projects may consider encouraging women's participation and generate employment opportunities by adjusting labor requirements for women. It will be beneficial to continue implementing such components as it has been in ODA Loans.

The following are the cross-cutting issues to be noted for all SDO's, and other important issues to be noted although not directly associated with the SDOs.

In any SDO, it is necessary to accurately understand the gender situation from all aspects. Existing research, statistics, data, and indicators are not sufficient for gender analysis. JICA has experiences in undertaking research and compiling gender profile by country, mainly produced in collaboration with national researchers in respective countries. JICA could apply the methodology and continue collecting gender-responsive statistics and indicators, and conduct research to understand the gender situation for effective implementation of projects, as well as provide training on such methodology.

Although not directly related to the SDOs, important measures for project management are 1) promoting appointment of women for project management bodies, 2) awareness-raising and educational activities for the people close to beneficiaries (for example, if beneficiaries are women, this would be for their husbands and other family members), and 3) ensuring gender balance of participants of JICA's thematic and group training, project advisory committees, and various missions. We should continue providing gender training for experts, Japan Overseas Cooperation Volunteers (JOCV), Senior Volunteers (SV), and JICA staff.

3-2 Thematic Issues and Gender

This section analyzes the present gender situation and gender check points for JICA's priority thematic issues. We have selected only those with clear strategy and directions. Please also refer to the corresponding JICA's thematic guidelines for respective sectors.

3-2-1 Poverty Reduction and Gender

1. Present Situation and Issues

Poverty affects men and women differently. When poverty persists or deepens, women and girls are more seriously affected. Poverty also stabilizes gender inequality and widens gender disparity even further.

Although it is a general statement, a poor household often first sacrifices the needs of women and girls as their coping strategy. When food and money are scarce, wives and daughters may be given less food and only later. Cost for health care is less likely to be spent on women than on men. This results in prolonged sickness, and high maternal mortality rate without having access to ante/postnatal care. In education, boys' schooling has priority over that of girls. Wives and daughters become migrant workers in urban areas or abroad and they may become victims of forced labor or trafficking in persons. To reduce household expenses, women spend more time to obtain enough food and fuel to support their families. In addition to the household chores and looking after their children, women must work in productive activities to increase their income. They have to work especially hard for an extended period of time. Moreover, women's wages are usually lower than men's for the same amount of work.

The percentage of female-headed households (FHH) in the world is about 20%³⁴ and is much higher in post-conflict countries. The poverty rate of FHH is increasing. Husbands are absent in many rural households due to migration to urban areas or abroad for work. Many of these households often fall into deeper poverty when men's absence is prolonged and remittances from them become intermittent.

For these reasons, there are more women than men among the poor: about 70% are women. Many U.N. reports cite that "poverty has a woman's face," and discuss "feminization of poverty".³⁵

³⁴UNICEF (2007) *The State of the World's Children 2008*, p. 28. In 1998, it was estimated that 20% of the households in the world are female-headed, 24% in Latin America and 22% in Sub-Saharan Africa.

³⁵'Human Development Report 1995' and others

2. Gender Checkpoints for JICA's Operation

Under the JICA's Thematic Guidelines on Poverty Reduction (undergoing revision in June 2009), 5 SDOs are listed as below. We will discuss the necessary gender perspectives for each of the SDOs.

- Creating enabling environment for growth and poverty reduction
- Economic capabilities (ensuring means of livelihood and increasing income)
- Human capabilities (improving the basic ability to make a living)
- Protective capabilities (resilience against vulnerability)
- Political and socio-cultural capabilities (realizing political and social participation)

SDO 1: Creating Enabling Environment for Growth and Poverty Reduction

In many developing countries, a national machinery (e.g. Ministry of Women's Affairs, National Women's Council), the core mechanism for the promotion of gender policies and programs, does not have sufficient capacity for policy formulation, administration, or information dissemination. Gender statistics as well are not available at their Department of Statistics and other related agencies/ministries. Women's organizations and civil society are not mature enough to advocate and monitor implementation of gender policy and programs. Under such circumstances, any poverty reduction policies and strategies (such as PRSP) may not necessarily integrate gender perspectives. Policies and programs are formulated by a limited number of high officials in the central government, without broad-based participation and ownership of a civil society; hence, they tend to lack gender perspectives.

Therefore, we should conduct gender analysis on the Poverty Reduction Strategy Papers (PRSP), and framework to implement the PRSP, such as public financial management, and Medium Term Expenditure Framework (MTEF). Support will also be necessary to establish and strengthen a framework for policy formulation and implementation that reflects the needs and reality of women in the country concerned. National annual budget should also be analyzed as to whether it is based on gender perspectives, "comparing government revenue and spending on women and girls with that of on men and boys" (so called gender budget)³⁶. To carry out such gender analysis and for policy makers to understand the importance of gender perspectives,

³⁶The gender budget is not a budget allocated for the improvement of gender disparity. Rather, it is a methodology of assessment and appraisal of the total budget of a national or local government or a specific ministry, analyzing it from a gender perspective: whether the budget allocation promotes policies for gender equality, reduces or increases existing gender disparity, and meets the society's needs for achieving a gender equal society.

generation of gender disaggregated statistics is indispensable. Assistance on gender sensitive budgets and gender statistics should also be included in JICA's assistance.

Formulation of laws and regulations guaranteeing political and social participation and improving access to socio-economic infrastructure are also indispensable for creating an environment for the advancement of people in poverty.

SDO2: Economic Capabilities (Ensuring Means of Livelihood and Increasing Income)

Increase of income in poor households does not necessarily result in improvement for all household members. This is because the needs of household members are not always the same and are often different, and because there is a gender disparity in distribution of resources within a household. Therefore, in a project to improve income of poor households, we need to examine who has the decision-making power over household financial management and whether income and resources are properly allocated to each household member.

For example, although a husband and a wife may have different needs for consumable goods, the husband often has the decision-making power on what is purchased for the household. Despite their destitute state, some husbands may place priority on their own non-essentials (e.g. tobacco, alcohol), radios, or motorbikes over food. Securing food and fuel for everyday life, looking after the health of the family, and children's education are usually the wives' responsibility, and husbands are reluctant to spend on these matters. As a result, the wives have to manage the limited household budget by reducing their own food intake, placing secondary importance on their own health and spending longer hours to secure food and fuel. By contrast, as stated in Chapter 2, Article 2-1-1, many survey results show that, when women take initiative on household budgets, they spend more money on children's education and the overall family's health and welfare improve. For the implementation of projects to improve income of poor households, it is effective to conduct research to understand the situation of household financial management, then to organize household financial management training for the improvement of household welfare for both men and women.

Microcredit is an important tool to increase income for the poor. Taking loans is difficult for poor women without property or assets for collateral. However, as was proven by cases of the Grameen Bank of Bangladesh, providing a woman with access to microcredit produces positive effects on children's nutrition and education. In introducing microcredit for women, it is also necessary to provide non-formal education, to build capacity for social participation, and to improve facilities and

services to which women have access (shops, markets, and means of transportation for women). Careful follow-up support will also be required to respond to the cases in which husbands take loans under their wives' names and use them for themselves or monopolize profits from their business.

The poor often negotiate with middlemen with limited market information and negotiation skills, and have to accept the offers of middlemen. These market activities also have to be looked at from a gender perspective. Although it is not widely recognized, women undertake most negotiations with middlemen, as in the cases of the "Project on Gender Mainstreaming and Policy Development through Upgrading Information and Research Capacity" (Article 3-2-8 "Governance and Gender" refer to box) in Cambodia. Most vendors at local markets are women, although women's access to market information is restricted. As a result, the produce of poor women and households are traded at unreasonably low prices compared to their efforts put into producing them. These gender differences should be taken into account for assistance in dissemination of market information or other market-related activities.

Developing self-help organizations and leadership skills of community members, and assisting participation of the poor in community activities constitute an important approach for poverty reduction. However, community and/or farmers' organizations often do not have a mechanism to reflect the voices of women. It is important that community members themselves reform such organizations and that women are empowered to participate in the decision-making process. To assist in non-formal education, including improving literacy, for women is another effective way to reduce poverty through developing women's capabilities.

In developing countries, urban poverty is a serious issue in addition to rural poverty. Life in urban areas requires more cash compared with life in rural villages. Therefore, creation of employment and business opportunities becomes important for urban poverty reduction. However, it is often in the informal sector where the urban poor are employed and the majority of the informal sector workers are women³⁷.

When women choose a job, they have to consider whether they can look after their families while working. Most women choose employment in the informal sector with shorter working hours in order to fulfil their traditional role as a care provider for the whole family. This is also how Japanese women used to be a few decades ago.

³⁷The Committee for Asian Women (CAW) is a network of women's workers' groups from 13 different Asian countries for sharing experiences and supporting one another. The Women's Union Tokyo, the Women's Union Kansai and the Asian Women Workers Centre (AWWC) participate in the CAW and provide information as CAW-net Japan. On their website, there is an article on 'the connection between the economic structure of a family and women choosing the informal sector'

Most employment in the informal sector is unstable, under poor working conditions, and at low wage. This tendency is stronger in domestic labor and in the food industry where women are likely to engage. That is why we have to think of a way to increase employment opportunities with better conditions within the informal sector, and to promote employment in the formal sector while also improving working conditions for women working in the informal sector. To assist in providing vocational training, it is important not only to increase opportunities in the traditional women's occupational categories, but also to promote women's participation in training for other areas. In some countries, literacy training should also be considered. Training on entrepreneurship, including marketing skills, and organizing groups (e.g. women's union) should be actively promoted as an area of assistance.

SDO 3: Human Capabilities (Improving the Basic Ability to Make a Living)

Under the current SDO3, which aims to improve the livelihood capability and living environment of the poor, three intermediate objectives are established: "Improvement of health," "Improvement of educational attainment," and "Improvement of living conditions."

This SDO aims to improve the quality of life of the poor. Women spend most of their time fetching water and gathering firewood, undertaking household chores, and caring for the family. Without having much time left for themselves, women have less opportunity for capacity development and participation in socio-economic activities. The "improvement of living conditions" cannot be achieved without attention to the quality of women's daily life, and will directly lead to women's empowerment. Rural and community development projects for poverty reduction are expected to incorporate life improvement activities within the household. (Health and education will be discussed in Sections 3-2-4 and 3-2-5.)

SDO 4: Protective Capabilities (Resilience against Vulnerability)

The poor do not have protective capabilities against change in their environment such as conflicts, pandemics, natural disasters, and economic crisis, and are often seriously affected by these events. It is important for the poor to increase their resilience against these unexpected events.

With gender differences in mind, we should develop countermeasures against their vulnerability. For instance, household chores such as cooking and children's healthcare are considered primarily women's work. A natural disaster will dramatically increase women's burden for fetching water, gathering firewood, securing food, and caring for the injured and the sick. Also, women's death rate in a disaster tends to be

higher than that of men. It is said that trafficking in persons targeting mainly young girls increases after disasters³⁸. Households with single mothers and widows are the most vulnerable, socially and economically, among the poor and require particular attention. (The connection between disasters and gender will be discussed in Section 3-2-12.)

SDO 5: Political and Socio-cultural Capabilities (Realizing Political and Social Participation)

According to case studies on the process of presentation and adoption of bills in developed countries, it has been confirmed that female politicians exhibit stronger commitment towards issues related to women, children, and family. A case study in India reported that with the increase of women's political participation at the local level, community resources are distributed more equally, and benefits for women and children (especially girls) have increased³⁹. We can expect that increased political participation of women will contribute to improvement of the condition of poor women.

As a part of community development assistance, measures could be taken such as supporting self-organization of poor women and working towards inclusion of a women leader representing the poor women's voice as a decision-making member of a community organization. It would also be possible to assist in the efforts of the institutions and networks working for the improvement of socio-economic situation of poor women or promotion of gender equality to strengthen its presence on the local level.

On the other hand, it is necessary to provide support for the establishment of mechanisms and institutions to reflect women's voice in policy formulation and program implementation in the ministries and agencies. It is particularly important to establish a mechanism which reflects the voices of poor women facing destitution and minorities with limited political and social participation. Some of JICA's projects to support gender-responsive policy and institutions are implemented with the national machinery as a counterpart and propose effective ways to integrate gender perspectives into the process of policy formulation and project planning and implementation at the ministries concerned. It is important to suggest ways to accurately reflect the voices of poor women in such projects.

³⁸See 3-2-12 "Disasters and gender"

³⁹Refer Chapter 4 'Equality in politics and government' of UNICEF's "The State of the World's Children 2007"

3-2-2 Economic Policies and Gender

1. Present Situation and Issues

The importance of development and strengthening of women's potential capacity in basic areas such as health and education has been emphasized in the Millennium Development Goals (MDGs) and widely accepted. Yet integration of gender perspectives in economic policies such as strengthening women's capacity in economic activities and equal opportunities are a relatively new agenda.

The microeconomic policies are formulated based on the profit-optimizing behavior of individual economic entities such as households or enterprises and in consideration of market demand-supply mechanism. The macroeconomic policies focus on the policy objectives related to economic activities at the national level (aggregation of individual entities) such as inflation/deflation and gross national product (GNP). Generally, it was considered to be "gender neutral."

Many micro-level empirical studies have been conducted on the gender influence in the economic activities of individual economic entities⁴⁰. These studies point out that the macroeconomic policies are gender biased through the process of filtering its impact onto the micro-level that constitutes society. Recently, macroeconomic policy recommendations are expected to be based on microeconomic analysis. Such microeconomic analysis of optimisation behavior of individual economic entities should be undertaken with the perspectives of gender interdependency as well as disparity.

< Economic activities and gender >

Gender is one of the elements which constitute individual economic entity such as household finance and companies, and influences economic activities such as consumption, saving, investment, and risk preference. This is the area where research using an "intra-household resource allocation model"⁴¹ is being conducted. The findings are, for example: the difference in negotiation skill between genders within a household affects allocation of agricultural work and land; and that a household's

⁴⁰Schultz, T. Paul (1999) "Women's Role in the Agricultural Household: Bargaining and Human Capital" Economic Growth Center Discussion Paper No. 803, January 1999 (forthcoming in "Handbook of Agricultural Economics")

Udry, Christopher (1996) "Gender, Agricultural Production and the Theory of the Household" *Journal of Political Economy*, 104(5): 1010-1046, etc.

⁴¹In the past, economic activities of a household were analyzed using a unitary household model, where households make decisions as if it were individual. In recent years, a collective household model is applied for the analysis of household resource allocation between gender and generations. This model assumes the household to be where resource allocation is negotiated among members with different interests.

expenditure patterns are dependent on whether it is headed by a woman or a man, and to what extent that person has control over decisions on household expenditure.⁴²

So-called “care” services are often unpaid and considered to be “roles that women should play in their family and community.” Such care work includes, for example, caring for children, preparing meals, fetching water and fuel, and looking after the sick and aged. This unpaid work by women are external to economic system and functions as a de facto safety net for a poor household who cannot afford the cost of public services. As a result, this considerably limits women’s opportunity for economic empowerment though paid work.

These empirical findings prove that economic activities of an individual economic entity are strongly influenced by the gendered power balance in the internal decision-making processes. Thus, it is important for economic policies to pay attention not to perpetuate the gender bias in the economic activities of an individual economic entity.

< Economic opportunities and gender >

In many countries, in spite of their abilities, women are not always given equal opportunity to participate in economic activities. Especially in developing countries under strong influence of traditional social norms and stereotypes, opportunities for women to participate in paid work are restricted by political and economic structure. In the “Gender Action Plan” (GAP) of the World Bank (2007 – 2010), the emphasis is placed on women’s economic empowerment, and focus is placed on 4 key markets: land, labor, production, and finance. These markets are considered to have potentials to support sustainable increase in women’s productivity and income. It also states that, in order to empower women to be competitive in these markets, the following structural problems need to be addressed:

- To reduce time and cost of starting business for women and to increase access to business services
- To provide quality and affordable day care services and promote social acceptance of childcare leave
- To improve access to credit and financial services
- To reform laws to allow women’s land ownership and property rights
- To introduce legislation promoting women’s employment and increase women’s

⁴²It is reported that, when women control household finance, allocation for daily necessities and children’s education increases, as compared with men under the same conditions.

access to vocational training opportunities⁴³

When developing countries were requested to adopt Neo-Liberal Economic Reforms under the international financial institution's initiative, as a part of the scheme to cut their national public expenditures, severe reduction was made on expenditures on welfare and public services such as basic medical and health care, nursing care, and basic education. As a result, women's burdens have increased when they took over the unpaid "care" service in their households; the opportunities for women's economic empowerment have been further reduced.

Also, due to the difficulty in collecting direct tax, most developing countries tend to apply indirect taxation and increase tax ratio to ensure the governments' revenue. As indirect tax imposes the same burden regardless of income level, the burden is heavier for female consumers and female headed households, whose income tends to be lower than that of men's. If prices increase with higher tax rates, people reduce their purchases from markets, resulting in an increase of women's unpaid household burden.

Thus, the economic activities of the individual economic entity are influenced by the internal gender balance of the institutions. As there are factors that structurally prevent advancement of gender equality in the surrounding environment, it is necessary for public economic policies to apply gender perspectives from the initial stage of formulation.

2. Gender Checkpoints for JICA's Operations

The benefits from women's economic empowerment will extend not only to women but also to men, children, and to the whole society, and will lead to poverty reduction and national development. It is important to share the understanding that gender issues are an "opportunity" and not a "cost" to the governments of developing countries and project implementing agencies. Also, it is necessary to establish a win-win situation of economic growth and gender integrated projects: a structure that will be a new driving force for future economic activities by including women as new players, and it can be promoted by taking the following initiatives.

<Strengthening organizational capacity and human resource development>

Enhancement of organizational and human capacity of the government is a requirement for developing countries to plan and implement economic policies more

⁴³Details are on the World Bank's website:

<http://siteresources.worldbank.org/INTGENDER/Resources/GAPNov2.pdf>

effectively to achieve gender equality. As an entry point, JICA will consider supporting capacity development of gender-sensitive budgets (see Box 3-2-2-1) in related ministries and agencies. To design appropriate development policies, it is necessary to maintain gender statistics (see Box 3-2-2-2) and develop indicators. For example, “Project on Gender Mainstreaming and Policy Development through Upgrading Information and Research Capacity in Cambodia” aims to establish a mechanism for gender integration in their policy making process. Training on information management and policy planning including introduction of gender statistics was carried out with the Ministry of Women’s Affairs and other related ministries and agencies. It is important to actively promote such gender training for budget administrators and policy decision makers.

Box 3-2-2-1: Gender Budget (Gender Sensitive Budget/ Gender-Responsive Budget)

A “gender budget” is not to establish separate budget category for correcting gender disparity. It is “the methodology” to analyze the entire budget for a country, local government, or a particular ministry, from a standpoint of gender equality and “to assess and evaluate whether the budget is allocated for the promotion of gender equality policies, whether the allocation is going to reduce existing gender inequality or widen it, and whether the allocation responds to societal needs towards a gender-equal society.”⁴⁴

Gender sensitive budget analysis differs from regular budget analysis in the following three main aspects:

- ① Households as well as individuals are the units of analysis
- ② To assess “social efficiency” of the real gross production, recognizing the significance that unpaid work in the “reproductive sector” has in supporting the society’s “gross production.”
- ③ To include women in planning, implementation, and evaluation of policies and to request government accountability on transparent budget process.

Especially for item ②, unpaid work undertaken by women had not been recognized as ‘labor’ because it did not have any monetary value. For instance, as often seen in studies in development projects, when daily activities are listed, women’s working hours are generally longer than men’s. However, gender stereotype considers that men are the bread-earners of their families and engage in paid work. Therefore, most men perceive that their wives are “not working” and women themselves tend to see

⁴⁴Muramatsu, Y. (2005) ‘Gender to kaihatsu’ ron no keisei to tenkai – keizaigaku no Gender ka eno kokoromi, *Miraisha*, p.133

that “the husband works outside and the wife stays at home, not working.” Gender sensitive budget analysis recognizes that such unpaid work constitutes a part of “care” work, which is a reproductive sector that supports national production and economic activities, and recognizes the importance of analyzing the so-called “care-economy.”

Gender sensitive budgets were first implemented in Australia in 1984 and were positioned as a tool for gender mainstreaming in the Beijing Platform for Action adopted at the Fourth World Conference on Women in 1995. It is reported that gender sensitive budgets are now implemented in approximately 90 countries in the world⁴⁵.

Although the methodology started from public expenditure analysis, it has been successfully applied also for revenue analysis. For example, in South Africa, gender sensitive budget analysis was undertaken on indirect taxation as a part of revenue analysis. It was found that, because paraffin has been purchased by poor women for heating, cooking, and lighting, the value-added tax on paraffin was causing financial strain on poor households. As needs differ by gender, analysis of revenue and tax exemption measures resulting from the analysis will be necessary in the future.

Average time spent on unpaid work per day (minutes)

	Males	Females	*Difference
U.K.	202	318	116
South Africa	80	220	140
India	31	297	266

*Calculated as the “time women work – time men work”

Sources: Keynote lecture of Diane Elson on “Investing in Poor Women to Achieve Millennium Development Goals (MDGs): Engendering Macro-economics and Budgets” at the symposium jointly organized by the Cabinet Office, Ministry of Foreign Affairs, and UNDP on the 31st of July, 2006

(Sources: UK: Calculated from Short, 2000, South Africa: Budlender and Brathaug, 2005, India: Calculated from Chakraborty, 2005)

Box 3-2-2-2: Gender Statistics

Gender statistics are not merely gender disaggregated statistics, but production, utilization, or any statistical activities with gender perspectives in all stages of producing statistics – from designing survey sheets, implementation, publication, and storing of the result – and analysis. Emphasis is placed on the possibility of the statistics to reveal the

⁴⁵United Nations Development Fund for Women 2008, Progress of the world’s women 2008/2009: Who answers to women? Gender & Accountability

current situation, the causes, and the impacts of gender issues.

For example, in Japan, existing household surveys had been designed based on the stereotype of “male household head” and “female spouse.” As a result, data were disaggregated by the category “household head” and “spouse” without gender disaggregation within each category. It was not possible to understand gender differentiated economic situation from such household surveys. Gender differences in economic status within a household could be revealed with gender disaggregation of each category, data on gender disaggregated contribution to household income, and gender disaggregated contribution rate of income of all households⁴⁶.

Gender statistics also place importance on “user-friendliness.” Considering that people without statistical knowledge might be using the result, accurate and easy-to-understand figures and charts, explanations, and dissemination materials should be developed and made accessible. To this end, cooperation and communication between producers and users are absolutely vital.

Such gender statistics disclose gender situations in a society and are useful for policy formulation for problem solving. They can be a useful tool for the achievement of gender equality by introducing numerical targets and compiling statistics periodically, for monitoring and evaluation of implementation and impact of policies.

<Projects on Policy and Institutional Reform>

As ways to improve policies and institutions, the former Japan Bank for International Cooperation (JBIC) co-financed the World Bank’s Poverty Reduction Support Credits (PRSC) and Development Policy Lending (DPL). Continuation of such operation is being considered by the new JICA. These projects are for the donor community to provide budget support for various development policy and institutional reforms based on strategies (e.g. PRSP) formulated by the recipient countries. The reform agenda varies from country to country. For instance, the PRSC in Vietnam included as one of the reform agenda, “To correct any gender disparity in existing legislation and to promote women’s participation in the decision-making process.” It is successfully promoting social inclusion of women using policy actions. As for gender issues, it is also important for JICA to take opportunities of in-country donor meetings and clarify policy and institutional issues and suggest to the developing countries’ governments the necessary actions for improvement.

⁴⁶Amano, H. (2004) Research study on gender statistics, *Journal of the National Women’s Education Centre of Japan* 8, p.81

<Projects on Financial Services>

For women's economic empowerment, support through financial services is very effective. Establishment of a microfinance institution in Tanzania was one of the intended sub-projects of the African Development Bank financed private sector development project which Japan co-financed with an ODA loan scheme. Considering that many entrepreneurs in Africa are women, the project is expected to support these women financially.

Also, in the rural development credit project through Grameen Bank in Bangladesh, it was reported that the improvement in financial access through microfinance projects contributed to women's empowerment.⁴⁷ A similar scheme is being implemented in the microfinance poverty alleviation project (ODA loan scheme) in Sri Lanka. It is crucial, in the financial support projects of the new JICA, to continue promoting projects that reduce costs for women's entrepreneurship and to improve access to financial services for women.

3-2-3 Private Sector Development and Gender

1. Present Situation and Issues

(1) Private sector in development⁴⁸ and gender

To facilitate poverty reduction, it is essential to increase employment opportunities and income, as well as domestic savings and tax revenue through sustainable economic growth. For sustained growth, private sector development is vital. Necessary conditions for development of the private sector are promotion of medium, small, and micro-enterprises, improvement in productivity and quality, facilitation of international trade and direct foreign investment, improvement of access to financial services, and development of economic infrastructures such as electricity, water, and logistics; there are various roles for the governments of developing countries to play in cooperation with the private sector. Also, in development of the private sector, socially marginalized people, including women and the poor, should have equal opportunities to participate in and benefit from the "productive and economic activities" (hereafter "economic activities").

⁴⁷See the ex post evaluation report at

http://www.jica.go.jp/activities/evaluation/oda_loan/after/2002/pdf/theme_02_smry.pdf

⁴⁸At OECD, DAC, and the World Bank, private sector development is defined as: "Private sector development as a basic organizing principle for economic activity where private ownership is an important factor, where markets and competition drive production, and where private initiative and risk-taking set activities in motion." (*OECD-DAC Private sector development – A guide to donor support* 1995) "PSD (Private Sector Development) (is) not a sector, but a cross-cutting issue. It is about 'a way of doing things' that can have relevance for any sector, such as energy or agriculture. In addition, the pursuit of private sector development is not a goal but a means of doing things better." (World Bank 2002, *Private Sector Development Strategy – Directions for the World Bank Group*, P. 55)

To carry out development assistance in private sector development, it is important to understand the reality of the situation: due to differences in cultural and religious background and social structures, there are differences between men and women in their roles in economic activities, and opportunities and benefits they receive from economic activities, as well as impacts and influences of social and economic development in general. The impacts brought by trade liberalization and expansion will also be different between women and men⁴⁹.

Private sector development contributes to the achievement of the MDGs in the following targets: Under Goal 1, “Eradicate extreme poverty and hunger,” Target 1-A, “to halve the number of people in poverty” and Target 1-B, “Achieve full and productive employment and decent work for all, including women and young people”; Indicator 3.2, “Share of women in wage employment in the non-agricultural sector” under Goal 3, “Promote gender equality and empower women”; and Indicator 8.9, “Proportion of ODA provided to help build trade capacity” under Goal 8, “Develop a global partnership for development.”

(2) Women’s situation in private sector in developing countries

In developing countries, an increase is observed in the ratio of women who participate in the private sector, including the informal sector, as business managers, workers, and producers.

About 90% of enterprises in the manufacturing sector in developing countries are small and medium-sized enterprises, and they employ 40% to 80% of all labor in the sector⁵⁰. These enterprises, over one-third of which are managed by women, are mostly small to micro-enterprises and play role as a social safety net in both the formal and informal sectors.

In 2005, women accounted for approximately 40% of the world’s economically active population⁵¹. However there are regional differences⁵². The gender gap index of economic activity (which indicates the percentage of women’s participation in economic activity with men’s set at 100) in East Asia is over 70% but 50% in Latin America and South Asia, and less than 50% in Arab countries.

Women’s economic empowerment is constrained by gender-based occupational segregation that limits women’s choices. Such segregation is a result of discrimination

⁴⁹United Nations (2004), p. 16

⁵⁰UNIDO

⁵¹International Labour Office, *Global employment Trends Brief*, January 2006, International Labour Organization, Geneva, 2006, p. 3

⁵²United Nations Development Programme, Human development Report 2005 op .cit, p. 314

and lack of vocational training, technical assistance, and financial services for women entrepreneurs, the self-employed, producers, and employees; barriers against entry into the labor market; and discriminatory working environment and various traditional and customary practices including stereotype of gender roles. For these reasons, compared with men, more women are found in unskilled, irregular employment, and in the informal sector. In developing countries, more than 60% of women in the non-agricultural sector work in the informal sector; and in Sub-Saharan Africa, it is 63% for men but 84% for women⁵³.

Factors such as gender-based occupational segregation also cause a wage gap between women and men. Women's nominal wages are about 20% lower than men's in any region. Women's estimated income is about 30% that of men in the Middle East and North Africa, about 40% in Latin America and South Asia, about 50% in Sub-Saharan Africa, and about 60% in East Asia⁵⁴.

Women's empowerment and private sector development complement each other⁵⁵. For the development of small micro-enterprises, promotion of women's participation is indispensable. Private sector development will bring opportunities for women to shift from unpaid work within their household to paid (better) employment and income; in some cases, it enables women to shift from the informal sector to the formal sector and brings about women's empowerment and independence within their family and community. Women's economic empowerment will also lead to poverty reduction and economic development at the national level.

(3) Current situation of JICA's operation

In the field of private sector development, JICA has so far implemented a limited number of projects targeted mainly for women or exclusively for women. Examples of such projects are; one-village-one-product movement projects, including support for small-scale female producers in Malawi and other African countries; support on Women's Entrepreneurship Development project in Saudi Arabia, the Mayan Women Development Support Project in for Mexico; and Employment Support Project for the Community and Assistance to Soldiers in Columbia.

There are still areas for improvement to make private sector development projects gender-responsive.

⁵³ILO (2002), P. 17

⁵⁴Estimated by UNICEF from the United Nations Development Programme, Human development Report 2005 op. cit, table 25, pp. 299-302 [UNICEF (2007) "The State of the World's Children 2007" p. 39]

⁵⁵United Nations (2004), pp. 8-14, 32-37

Box 3-2-3-1: Support for Women's Entrepreneurship Development Project in Saudi Arabia

(Project period: 2006-2009)

In the Kingdom of Saudi Arabia, the government announced a 9-clause policy to promote women's employment in order to improve the high unemployment rate of women with higher education. The main contents of the policy included: 1) to create departments for female entrepreneurship to provide advice on business license procedures in related ministries and agencies, 2) to establish a "women's committee" in the Chamber of Commerce and Industry, 3) to provide state-owned industrial estates to develop an industrial zone exclusively for women, and 4) a human resource development fund to promote training and employment for women.

In Saudi Arabia, women account for 60% of the approximately 30,000 graduates from universities and two-year colleges, although their labor force participation rate is about 5%. Their employment opportunities are limited to government agencies, women-only branches of banks, and educational institutions. The Saudi Arabian General Investment Authority (SAGIA) created an "investment service centre for women" to provide advice on business licensing and other information to female entrepreneurs. The Riyadh Chamber of Commerce and Industry established a "women's committee" and commenced advisory and consulting service for female entrepreneurs, and the Jiddah Chamber of Commerce and Industry is developing their vocational training plan for women.

JICA's technical cooperation project aimed to increase the capacity of the government officers in order to "strengthen the system to promote female entrepreneurship in Saudi Arabia"; JICA provided training courses in Japan and held seminars in Saudi Arabia by Japanese experts, to assist in increasing the capacity for 1) the technical support for female entrepreneurs, 2) organizing and delivering training and seminars, and 3) the developing government policy and its mechanism for public support.

Box 3-2-3-2: The Mayan Women Development Support Project for Mexico (Project period: 2007-2010)

The state of Quintana Roo, located on the Caribbean coast of the Yucatan Peninsula, is home to world-famous tourist areas such as Cancun, and enjoys remarkable economic development. There are several areas inland of the state where more than 80% of the population is Sona Maya, a native Mayan ethnic group. The JICA project targeted three cities (José Maria Morelos, Felipe Carrillo Puerto, and Lázaro Cárdenas) that fall

within the Maya region with high poverty incidence and low human development index. In the Maya region, maize is produced at subsistence level with slash-and-burn cultivation methods. However, due to arid climate and karst plateau with limited surface water, agricultural productivity is low. Therefore, people rely mostly on government subsidies and cash transfers or income from migrant workers and women have limited opportunity to earn income.

In this region, women earn cash income from manufacturing and selling folk-craft items such as embroideries to tourists. However, as the quality and design level is not high, most of the products are sold within the village and the income from them is extremely limited. In order to support income generation of women, women's groups should be supported by the strengthened women's institute to improve quality and design and by development of new products.

In this project, JICA implemented activities for capacity development of the Women's Institute of Quintana Roo, improvement of the design, quality, and marketing of the folk-crafts, and capacity development of staff at the implementing agency.

3-2-3-3: Project for the support of Entrepreneurship and Employment for the Household of Demobilized Ex-Combatants and Recipient Communities (Project period: 2008 – 2010)

Columbia has been suffering from regional civil war for almost 40 years. Alongside its efforts to restore peace and stability, the government has identified “demobilization and reintegration of illegal combatants” as one of the priority issues and has been promoting programs. As a part of such programs, the government is promoting termination of illegal activities by disarmed ex-combatants and “rehabilitation program for militia groups.” In addition to providing support to ex-combatants, the program recognizes the importance of supporting partners/spouses and families who take in ex-combatants. Under the program, 31,637 mass-surrendered ex-combatants and 3,771 individually-surrendered ex-combatants are receiving mental and physical care and vocational training. Subsistence allowance is being paid to 3,464 family members of the individually-surrendered soldiers. Yet, compared to the government-led measures for the ex-combatants, the assistance towards their families is insufficient. To reintegrate the ex-combatants into the communities, increased income of ex-combatants and their households, as well as their host communities are important.

The JICA project aimed at establishing 1) support mechanism for entrepreneurship of the families, especially female spouses, of ex-combatants and their host communities, 2) a mechanism for promoting employment for the families of ex-combatants and their host communities, 3) a feedback mechanism of the follow-up survey of vocational

training participants, and 4) entrepreneurial and career models for the families and their host communities in Bogota. JICA provided assistance by dispatching short- and long-term experts, organizing training in Japan, development of training materials, providing equipment for training courses, and mobilizing local NGOs.

2. Gender Checkpoints for JICA's Operation

In the field of private sector development based on the “human security” concept, JICA needs to recognize people in developing countries as key players for development and economic activities, and needs to place importance on their capacity development and empowerment; and to establish collaboration and coordination with the central government, local governments, local communities, business organizations, etc. of the developing countries. This should be done through capacity development of individual women, institutions including women's organizations and those with women members, the community, and society.

Women face a wide range of impediments in their economic activities, particularly in their access to financial services, education, technology/skills, and information, due to socially biased perception towards women's roles and responsibilities. Greater development effects are thus expected by giving due consideration to these aspects in the process of design, implementation, monitoring, and evaluation of development projects.

(1) Directions of Cooperation

According to JICA's Matrix of “Gender and Development”: “Promotion of Gender-Responsive Policies, Programs and Institutions,” “Promotion of Women's Empowerment,” and “Promotion of Gender Integration in Programs and Projects,” the directions in private sector development are laid out below:

A. Promoting Gender-Responsive Policies, Strategies, and Institutions

In policies, strategies, and institutions for trade, investment, industry, and promotion of small and medium-sized enterprises, it is necessary to include gender perspectives so that the benefit from development will be evenly distributed based on the principle of gender equality.

JICA should first well understand, by including in preparatory studies, the current situation of women's participation in economic activities in a recipient country. This should be done prior to the development of a master plan, implementation of projects, or formulation of policies and strategies for trade promotion, investment promotion, tourism development, promotion of small and medium-sized enterprises,

industrial human resource development, and industrial estate development. Based on such information, JICA will have opportunities to contribute to the achievement of gender equality that benefits female entrepreneurs and their employees, the self-employed, entrepreneur groups, and producer groups. This can be achieved through expansion of opportunities to participate in economic activities⁵⁶, improvement in quality and quantity of employment opportunities, improvement of their income, and increase in women's political, economic, and social participation and strengthening their voices.

For example, in a project for the support of one-village-one-product movements, possible approaches to contribute to the above purposes include creation of mechanisms and organizations, such as appointment of gender focal points at related ministries and agencies; assistance in the promotion of gender equality in policy formulation; embedding a mechanism to promote women's participation in private-public dialogue; and strengthening of policies and institutions for promoting women's participation in targeted sectors, job categories, and communities.

B. Promoting Women's Empowerment

For those women who currently work or have the ability and intention to work in the formal and informal sectors, it is desirable to have increased opportunities for regular employment and jobs requiring higher skills and knowledge in the formal sector and thus improve income, social status, and influence. To this end, in addition to vocational training that includes or targets women trainees, necessary assistance includes expansion of businesses start-up support, improvement in access to financial services, organizing of women and strengthening of women's organizations, as well as promotion of participation and contribution of women in various groups and organizations.

For example, in projects such as human capacity development for trade and industry, local tourism development, or industrial estate development, JICA may consider assistance in the implementation of women-friendly technical education and vocational training, establishment of gender quota in providing support services for entrepreneurs, and promotion of participation of women and women's groups in the

⁵⁶In the "Trade-related Investment Measures" (TRIMs) of the World Trade Organization (WTO), it is considered permissible for the developing member countries to request business entities undertaking direct foreign investment to take measures such as procurement from national business entities owned by women and expansion of employment of women, so long as it is considered as an exception from the General Agreement on Tariffs and Trade (GATT). [United Nations (2004), pp. 70-71, 309-309]

pilot projects.

There has been an increase in number of one-village-one-product support projects in Africa and Asia. These projects may be further enhanced by developing business skills of women producers and those self-employed; organizing, strengthening, and networking women's organizations; and fostering female leadership.

C. Promoting Gender Integration in Programs and Projects

To foster gender equality in private sector development (e.g. strengthening of institutions for direct foreign investment, development of investment environment, construction of industrial zones, supply chain reform, human resource development for fair-trade), it is important to conduct awareness-raising training for public and private sector leaders and for both men and women. Such activities have potential to increase the effectiveness of JICA's cooperation.

For example, expansion of trade, especially the labor-intensive export industry, could increase women's employment opportunity and income. At the same time, issues such as women's working conditions, environment, or need for childcare could arise. Therefore, key approaches here are to raise awareness of project staff on the existence of these issues and the need for appropriate measures (e.g. maintain gender balance in workplace and providing on-site childcare facility), as well as creation of incentive mechanisms to implement such measures.

(2) Gender Checkpoints

As common points for all the above 3 SDOs, the following measures are highly necessary and effective: 1) obtaining and analyzing gender disaggregated statistics at the preparatory stage of projects, and to reflect the analysis on the planning and designing, and 2) supporting capacity development of government officers to include gender disaggregated data for establishment and measurement of indicators, at the planning, designing, implementing, monitoring, and evaluating stages of a project.

Other specific points to consider for implementing cooperation projects are as follows:

- 1) In order to strengthen support for the promotion of gender equality, several issues should be studied in projects such as one-village-one-product movement, promotion of small and medium-sized enterprises, and local tourism development. Such issues include the situation of the informal sector and of women in the sector, gender division of labor in economic activities of the recipient communities and producers' groups, existence of gender-unequal labor practices and systems, constraints for women's participation in training, situation of household

expenditure management, the priority for improvement of living standards, and issues of female-headed households.

- 2) Collection of related gender statistics and analysis of link between the data and the project should be undertaken at a preparatory stage. If necessary, gender analysis should be undertaken by local consultants, gender consultants in missions, or by short-term input of gender experts.
- 3) Based on this report, a gender perspective should be integrated into the thematic guidelines of “Trade and Investment Promotion,” “Promotion of Tourism,” and “Promotion of Small and Medium-Sized Enterprises.”

3-2-4 Education and Gender

1. Present Situation and Issues

Promotion of gender equality in education is absolutely imperative for realizing “*Education for All (EFA)*,” a campaign to realize universal basic education and also for addressing various development agendas. With this recognition, in the MDGs adopted at the United Nations General Assembly held in New York in 2001, a series of objectives for women’s education were included. It encouraged review and implementation of more gender focused policies and strategies in order to realize EFA.⁵⁷

In Japan as well, increased emphasis has been placed on women’s education as seen in the “Japan’s Medium-Term Policy on ODA” and “Basic Education for Growth Initiative (BEGIN).” In JICA, elimination of gender disparity in education has been identified as one of the five prioritized areas of cooperation in basic education in both “Thematic Guidelines” and “Approaches for Systematic Planning of Development Projects” for basic education in 2002.

Within “Education and Gender,” there are two approaches – “Promoting Gender Equality in Education,” which mainly focuses on gender gaps in access to education, and “Establishing Gender Equality through Education,” which aims to create an equal society for all through education. We should be engaged not only in school education itself but also in the society as a whole to realize EFA. It is considered that community-based approaches will become increasingly important in the future.

When addressing gender gaps in education, in addition to formal schooling systems, non-formal education such as in literacy, numeracy, and life skill training is an important instrument for those who are out of school. Considering the high illiteracy rate of adult women, such non-formal education is an effective mechanism and is

⁵⁷Sugawara (2007). p.6

expected to have positive influence on education of their children and the next generation. Gender gaps in higher education also have important issues, such as gender biases in choices of discipline, and resulting economic disparity. Although we recognize the importance of addressing such issues, our discussion here will focus on basic education (mainly about primary education) as it relates to the MDGs.

Statistical data shows that by 2005 gender disparity at the primary education level had been eliminated in two-thirds of 188 countries for which data are available.⁵⁸ On the other hand, among the 26 countries where the estimated gross school enrolment ratio in 2000 was under 90%, only 4 countries were able to correct the gender gap by increasing girls' enrolment ratio.⁵⁹ This means that there was almost no improvement in closing gender gaps in the countries where it was absolutely necessary. Considering the pace so far in closing the gender gaps, it will be difficult to achieve MDG3 and MDG2, to achieve universal primary education by 2015.

We would like to further discuss the factors preventing women's school enrolment, despite recent global current in promoting education for girls. For the achievement of EFA, is it not sufficient just to focus on school education and girls. What is important is to review the living and social conditions of children and to understand the factors that prevent schooling. We would like to focus here on the preventing factors particularly against access to education.

(1) Economic Factors

In developing countries, hidden costs of education have been an issue. For example, even if free primary education is provided, indirect costs of textbooks, stationery, school lunches, school uniforms, and transport cost become burdens on the poor. Therefore, it is not sufficient to focus only on the direct costs for providing education. We should not disregard other, indirect costs which each child must continuously bear.

(2) Social and Cultural Factors

Girls engage in domestic and farm work from their early age to support their mothers and are taken for granted. Situations like this lead to marriage and childbirth at school age and results in non-enrolment or dropping out from schools. In such a society where culture, tradition, and social norms are persistent and prevent women's

⁵⁸UNESCO (2007)

⁵⁹UNESCO (2007)

participation in social life, negative attitude towards girls' education perpetuates.⁶⁰ It is not easy to transform such traditional values and norms on gender.

(3) School Environmental Factors

In societies with strong demand for single-sex education, parents may hesitate to send their daughters to co-ed schools that lack facilities such as separate classrooms, toilets, and changing rooms. The commuting distance can be another preventing factor. When schools are located in remote areas, not only is commuting inconvenient, but there also are security concerns. In a conservative society, increase in the number of female teachers will be a very important promoting factor for girls' education, as some parents and girls feel uncomfortable towards male teachers. Sexual harassment by male teachers and schoolboys at schools can also be another factor that keeps girls away from the educational system.

Other than those mentioned above, there are other preventing factors against girls' school enrolment, and they are not independent factors but are diverse and interlinked.

BOX3-2-4-1: Hidden Curriculum

Hidden Curriculum is the curriculum delivered unconsciously as opposed to the publicly acknowledged formal curriculum in school education. Unknowingly, it significantly influences the formation of children's values - mainly by the teachers' subconscious behavior towards children and students, by school cultures, and by norms of male priority. Specifically, how children's names are called, orders of the name list or appointments and role-sharing for class representatives, using different methods of scolding by gender, and differentiating roles by gender in school events and activities. It is important to review these hidden curricula in the view of quality control for education.

Resolving gender gaps in education will bring positive intergenerational spin-off effects on the economy and society.

(1) Economic impact

⁶⁰JICA (2002)

Various research efforts have been undertaken on economic impact of female education. Most research shows that the rate of return from female educations is as high as that from males⁶¹. Some studies have concluded that it is even higher from females. According to the research on the factors of economic growth and their correlations (Cross-country Regression) among 110 countries between 1960 and 1992, the higher the ratio of educated women, the narrower the gender gap in society becomes and the stronger the economy continues to grow.⁶² Thus, female education brings economic impacts at both the micro and macro levels.

(2) Social impact

Through education, women acquire knowledge on pregnancy, childbirth, and family planning. Educating mothers also helps maintain their children's health and reduce infant mortality rate, and as a result, the rationale behind having many children will be lost.⁶³ Furthermore, human capitalists argue that education transforms the parents' approach towards their children from "quantity" to "quality."⁶⁴ Education makes parents aware of the necessity of balancing the number of children and the cost of education, taking into account their limited time and financial resources.

P. Schultz reports that while the level of the father's education affects household income, the level of the mother's education has influence on children's education, regardless of the gender of the child.⁶⁵ Therefore, restricting female education could aggravate the health and education of future generations, stall productive activities, and decelerate poverty reduction. Furthermore, M. Hill and E. King⁶⁶ proved that female school enrolment ratio has a positive correlation with average life expectancy, while it has a negative correlation with infant and maternal mortality rate. For example, according to population and health censuses in over 40 developing countries, under-five mortality rate is lower in households with mothers with primary education than in those without. The rate is even lower if mothers were educated at the secondary level. Thus, education for girls/women influences their roles as mothers in the family and is proven to have positive influences on their children's health and education.

⁶¹Oda (2001)

⁶²UNICEF (2005)

⁶³Kuroda (2001), Yuki (2005)

⁶⁴Kuroda (2001)

⁶⁵Schultz (1993)

⁶⁶King & Hill (1993)

2. Gender Checkpoints for JICA's Operation

Based on the understanding above of the current situation, JICA's assistance in the education sector also aims to contribute to gender equality. The following are the points to consider.

(1) JICA has only a few examples of projects on promoting gender equality through education. JICA's experience in this field is limited compared with other donors. As mentioned earlier, the situation has hardly improved in the countries where gender equality in education is absolutely necessary. It is far from realizing EFA. For the countries with significant gender difference in primary enrolment or completion rate, it is important to consider an approach which particularly targets girls. Even when project targets are not limited to girls, existing projects on education may integrate gender perspectives better in areas such as school environment (classrooms, sanitation facilities, changing rooms, or location). School improvement projects with community based management have been implemented in many countries. In such projects, while setting the schools as reference points, we should approach the local communities in order to address social and cultural constraints against girls' education: raising awareness of fathers, influential local figures, and the community on girls' education to transform their perception.

(2) In addition to improving school enrolment and completion rate of both boys and girls, it is also important to gradually reconstruct gender relations into more equal and just relations, by influencing the awareness of students, teachers, parents, and the community through basic education. In this sense, the approach of "Establishing Gender Equality through Education" is required for the contents and quality of school education. To be specific, gender perspectives are important for the reform of the education system, curricula, and textbooks.

(3) In improving contents of education from a gender perspective, it is even more important, compared with addressing access issues, to pay careful attention to local conditions and characteristics. Promoting gender equality will have not a small influence on balance of power and authority between men and women, and could cause political or cultural friction among the parties involved.⁶⁷ In order to avoid giving an

⁶⁷Sugawara (2007)

impression that a third party donor organization is being intrusive, we should ensure that the local residents and the school staffs take leading roles in exploring application of rights and gender equality within local political, social, and cultural contexts, and that the project supports such initiatives.

3-2-5 Health and Gender

1. Present Situations and Issues

Among developing countries, there are some countries or regions where healthcare is still an issue. Especially, poor women in rural areas often lack access to services and information on reproductive health. This is the main threat to women's health. For example, about 8 million women suffer complications from pregnancy and delivery every year and 530 thousand of them die, of which 99% are in developing countries. High maternal mortality rate is concentrated in Sub-Saharan Africa and South Asia⁶⁸.

For safe pregnancy and delivery, there should be established a system which enables women to have immediate access to maternal care when a risky symptom appears. However, in some countries and regions, because of financial burden and taboo against women being seen by male doctors, women cannot make their own decisions whether to use health and medical services; preventing them from having timely treatment. Husbands and elder family members may also prevent women from using family planning measures when they are keen to have boys. To prevent such cases, sufficient information and awareness-raising should be provided to their family members, including their husbands. Moreover, every year, more than 50 million cases out of 190 million pregnancies undergo abortions from unwanted pregnancies. There are many fatal cases from risky practices in developing countries. Especially, when women younger than 18 years old become pregnant, due to immature physical development, there are some cases of maternal deaths or suffering from obstetrical fistula (a complication after a difficult labor which results in a hole or holes in some or all of the vagina, rectum, and bladder, causing incontinence of excrement and urine) after their deliveries⁶⁹. The reasons behind youth pregnancies are lack of employment and learning opportunities for the poor or youths, early marriages (especially among girls), prostitution of young girls by elder men, youths' lack of knowledge on reproductive health, lack of negotiation skills to protect themselves from unwanted

⁶⁸JICA (2008) Thematic Guideline: Reproductive Health

⁶⁹JICA (2008) Thematic Guideline: Reproductive Health

sexual activities, and lack of birth control measures and reproductive health services. Traditionally, in most developing countries, it has been considered taboo to publically talk about sex and reproduction of the youths, especially unmarried females. It is an unfortunate reality that the number of youths infected with HIV/AIDS and other sexually transmitted diseases is increasing; the importance of adolescent reproductive health is paramount.

Infections of HIV/AIDS, malaria, and tuberculosis are deeply connected to poverty. The socially vulnerable, including women, are affected the most. The issue of HIV/AIDS is extremely serious, especially in Sub-Saharan Africa. About 57% of HIV/AIDS positive patients are women. It is pointed out that women tend to become HIV/AIDS positive at younger age compared with men (JICA 2006, Thematic Guideline on the Control of HIV/AIDS in Sub-Saharan Africa). As for tuberculosis, there are about 9 million newly detected patients⁷⁰ and 2 million deaths every year. Especially in Sub-Saharan Africa, Tuberculosis (TB) caused by HIV infection has become widespread⁷¹. Tuberculosis itself is not a female specific disease. However, as compared with men, women have 2 to 3 times the risk of developing TB diseases from infection. At the same time, women tend to receive treatment for tuberculosis at a later stage. By the time they visit a doctor, it is likely that their conditions are more advanced than male patients⁷². This is because women have limited access to external services, including health services, because of their longer working hours for domestic chores such as fetching water and gathering firewood, and because men control household decision-making (visiting and paying for a doctor). In addition, social discrimination against TB sometimes poses a threat to the patient's social status, and discourages one from visiting clinics⁷³.

Similarly, as for malaria infection, it is important to take preventive measures targeting infants and expectant and nursing mothers. Those groups have a weaker immune system; therefore they are vulnerable to infection and tend to develop serious illness. If an expectant mother becomes infected with malaria, it not only increases the severity of the woman's illness, but also increases the risk of a miscarriage, intrauterine death, premature birth, and developmental disorders⁷⁴. The most common preventive

⁷⁰ A "patient" is defined as a person who is infected and has developed tuberculosis.

⁷¹ JICA (2007) Thematic Guideline: Controlling Tuberculosis

⁷² WHO/CDS/STB, (2001)

⁷³ Cases reported include; female TB patients being asked for a divorce, being expelled from the house and being forbidden to see their children, or their husbands taking a second wife. Women, more than men, suffer from such discriminations caused by social prejudice. (WHO/CDS/STB, 2001)

⁷⁴ JICA (2007) Thematic Guideline: Guideline on Parasite Infections (Malaria control)

measure against malaria is the use of mosquito nets. In some cases, the priority has been given to pregnant women for distribution of nets. However, even if a mosquito net is handed out to a poor household, the male household head may keep the net for himself, leaving vulnerable women and children without one.⁷⁵

2. Gender Checkpoints for JICA's Operation

(1) Assisting the practical needs of the socially vulnerable, including women, and their empowerment

When providing assistance, it is important to understand the practical needs of the socially vulnerable, including women. For example, for safe pregnancy and delivery, there is a requirement to increase the number of Skilled Birth Attendants [SBAs: qualified medical specialist (doctors, midwives, and nurses) with proper midwifery techniques] through training and promotion as well as to establish an emergency obstetric care system. Also, in the Middle East, both men and women generally consider it preferable to see a female rather than a male medical service professional to assist in pregnancy, delivery, or inserting contraceptive devices such as IUDs. To meet the high demand for female medical professionals, providing opportunities for education and training for women is necessary. For the socially vulnerable women and youths, projects should expand their opportunities to obtain appropriate information on contraception and HIV/AIDS and to receive confidential counselling services. In addition to providing such information and services, it is also important to support their empowerment through literacy training, vocational training, and income generation so that women and the socially vulnerable can choose appropriate health activities/services and lifestyles for their own benefit.

(2) Attention to the power-balance in local communities and households

In a society where women's social status is low, we need to identify individuals or groups which are most influential in decision-making within households and communities. In most cases, men and older members (the parents) have the decision-making power within their families (on family planning, wives' economic activities, use of household income for health and education) and the strongest influence on social practice and norms within the local communities. Therefore, we should support those who have decision-making power to make decisions based on correct information. For instance, for malaria control, providing mosquito nets is very effective, but the actual use of them is affected by the balance of power within the

⁷⁵JICA (2007) Thematic Guideline: Guideline on Parasite Infections (Malaria control)

household. To avoid the situation where men monopolize the net and vulnerable women and children are left without, we have to provide awareness-raising activities for the whole family upon distribution and to carry out monitoring after the distribution. This is particularly necessary in a male dominant society or polygamist society.

(3) Approach to local elites and promotion of men's participation

Similar to the above (2), it is important that projects include awareness-raising activities for decision makers in their families and communities in order to promote behavioral change of women, their families, and communities and to enhance impact of awareness-raising among women. Men tend to listen to other men, especially if they are well-respected figures in the area. Therefore, involvement of local elites (village heads, school principals, and religious leaders) as the pace-setters will be very effective. Also, understanding and encouragement from others makes it easier to change their behavior. It is also effective to conduct awareness-raising and advocacy activities in group settings, workplaces, army headquarters, police stations, and schools⁷⁶.

(4) Strengthening of gender-responsive health system

In developing countries, the situation of women and gender is, quite often, not fully understood. Therefore, it is important to analyze periodic health and population censuses and surveys, socio-economic household surveys, and data from the health information system. Such analysis should be undertaken by gender, by ethnic group, and by social class. Then, based on the "human security" principle, we should carry out social gender analysis in the regions with wide poverty gaps or in societies where women's status is lower; to identify the most vulnerable who tend to be left out of the basic services, including healthcare; why it is happening; and what sort of measures and policies would be most effective. Also, for the health service providers, by improving the working environment and conditions for female medical personnel, it is important to establish a system so that female medical personnel can provide sufficient service.

3-2-6 Environmental Management and Gender

1. Present Situation and Issues

To reduce burden (adverse effect) on the environment from human activities and to create a social mechanism that enables sustainable consumption and production, it is necessary to mitigate negative impact from the environment on human beings and

⁷⁶JICA (2008) Thematic Guideline: Reproductive Health

to protect people's health and livelihoods. Environmental issues such as air pollution, water pollution, and waste issues used to be considered the problems of developed countries. However, they are now having negative impact on health and living environment in developing countries. Issues such as global warming and acid rain expand globally beyond national borders. They have now earned global recognition as unavoidable issues for the survival and development of human beings.

The importance of gender perspectives in environmental issues was first mentioned at the Third World Conference on Women in 1985 (Nairobi Conference).⁷⁷ Later it was found that the degree of impact from environmental deterioration differs by gender, and women and children are more vulnerable. For example, it has been reported that the environmental hormone (endocrine-disrupting chemicals), which is an issue also in Japan, not only causes male genital abnormality and oligospermia but also affects female reproductive organs⁷⁸. Also, air⁷⁹ and water pollution caused by industrialization of urban areas not only have negative effects on both male and female, but are also a threat for the health of unborn babies and nursing infants, through accumulation of harmful chemicals in women's bodies⁸⁰.

Under such background, in the "Agenda 21" adopted at the United Nations Conference on Environment and Development⁸¹ held in Rio de Janeiro in 1992, it is confirmed that equal participation of both men and women in environmental management is indispensable for sustainable and equitable development⁸². At the Women 2000 Conference, it was highlighted that women are prone to greater environmental risks; that policies and programs with gender perspectives are crucial; and that it is necessary to continue making efforts to increase recognition by national governments and societies on the links between gender and environment management⁸³. The First Women's Environment Assembly, held in Nairobi in 2004, declared the necessity for continuation of activities for gender equality, a cleaner and

⁷⁷3rd World Conference of Women, Nairobi, 1985

<http://www.earthsummit2002.org/toolkits/women/un-doku/un-conf/nairobi-2.html>

⁷⁸Environment agency risk management study group, "*Kankyo hormone – Gaiinsei naibunpitsu kakuran kagaku busshitsu mondai ni taisuru kenkyuhan chukan hokokusho*". (1998).

Kankyoshimbunsha

⁷⁹It is reported that air pollution increases the risks of cardiovascular disorders such as heart attacks among women. (Kristin A. Miller, et al. "Long-Term Exposure to Air Pollution and Increase of Cardiovascular Events in Women", *The New England Journal of Medicine*, Feb 2007, See <http://content.nejm.org/cgi/reprint/356/5/447.pdf>)

⁸⁰United Nations Population Fund (UNFPA), "The State of the World Population 2001". pp. 37-38

⁸¹United Nations Conference on Environment and Development (UNCED), Rio de Janeiro, 1992.

See <http://www.un.org/geninfo/bp/enviro.html>

⁸²Agenda 21, see <http://www.un.org/esa/sustdev/documents/agenda21/index.htm>

⁸³"Beijing+5 Process and Beyond", see

<http://www.un.org/womenwatch/daw/followup/beijing+5.htm>

safer environment, and the improvement of living conditions in communities⁸⁴.

JICA has been promoting gender mainstreaming in environmental management based on the JICA's Thematic Guideline on "Gender Mainstreaming and Women in Development (WID)" developed in 2002. Recognizing that environment and gender issues are closely related, we have been providing assistance in environmental management in which both women and men can participate in the decision-making process, such as in "The project for capacity development of environment monitoring" in Syria. Also in the area of waste management, an increasing number of projects include gender perspectives, such as women's role in household waste disposal. Examples of these projects are; "The Project for Integrated Solid Waste Management for Municipalities" in El Salvador and "The Project for Capacity Development on Solid Waste Management in Palestine Jericho and Jordan River Rift Valley." Also, Japan Overseas Cooperation Volunteers in Sri Lanka provided assistance in a project for the improvement of living conditions especially for women, targeting community organizations in low income areas. It helped design, plan, coordinate, and promote a variety of programs in solid waste management and in the promotion of environmental education.

2. Gender Checkpoints for JICA's Operations

As a part of efforts toward improving environmental issues in developing countries, JICA has been assisting in the areas such as "air pollution control," "acid rain abatement," "water pollution control," and "waste management." The common checkpoints from gender perspectives for all these areas are as follows:

- (1) When involuntary resettlement is required for constructing infrastructure such as a waste disposal site, measures should be taken to minimize the impact on women's daily life as well as men's, since women are generally more dependent on the surrounding environment than men. Also, planning, implementation, and monitoring of involuntary resettlement should be undertaken with appropriate participation of both men and women.
- (2) By introducing a new mechanism such as garbage collection trucks, those who have been engaged in waste management may lose their livelihoods. Realistic

⁸⁴First Women's Environment Assembly, 2004. See <http://www.unep.org/Documents.multilingual/Default.asp?DocumentID=408&ArticleID=4618&l=en>

measures should be agreed upon in order to minimize the negative impact, and to adequately compensate for the losses. It should be noted that, in general, it is harder for women to find an alternative livelihood compared to men. Also, appropriate participation of both men and women should be promoted to plan, implement, and monitor actions related to the loss of livelihood.

- (3) Recognizing women's roles in promoting environmental education and awareness-raising, we will promote women's participation to increase awareness by residents and organizations related to urban environmental conservation. For example, by working with women's groups for awareness-raising on environmental management of the community, awareness-raising can be done for the families including children who will be responsible for environmental management in the future. Also, because women have already been responsible for environmental management for their families and communities through recycling of household waste, JICA will conduct awareness-raising activities targeting women for immediate and direct impact.

As a part of environmental and social consideration, gender perspectives as above should be integrated in all stages from planning, implementation, monitoring, and evaluation of projects on environmental management.

Box 3-2-6-1: Guidelines for Domestic Waste Management and Gender

Men work outside and women do housework: this is the standard gender role in a household anywhere in the world and is connected to the gender differentiated roles on waste management. In most societies, keeping the house clean is considered a woman's work and as a result, most waste disposal is done by women. As an extension of this, in most cases, women also undertake cleaning and waste disposal for community meeting spaces, roads, and ditches. Because of such roles, women are thoroughly aware of environmental issues in their communities and have valuable opinions and information on how to improve their environment and appropriate places to set up waste dumps.

In addition, most activities traditionally provided by women for the improvement of community environment are unpaid. However, once a system to provide waste disposal service is introduced and waste collection and cleaning become paid work, quite often the responsibilities leave women's hands and are taken over by men. On the other hand, the social status of workers of waste collection is considered low; therefore, male workers tend to want to get better employment. Meanwhile, particularly poor women, who do not have employment opportunities or special skills, tend to put their

effort into this work and as a result their work efficiency is higher than that of men's. It is not appropriate to consider that poor women are good for a particular kind of job. However, encouraging women's participation in disposal management and environment improvement in particular is important, as it could be a breakthrough for poor women to gain opportunities for income generation and empowerment. Therefore, it is better to operate environment improvement in a community in conjunction with activities for women's empowerment.

Waste is unwanted rubbish for people who dispose of it, but it can be a valuable resource for others. When valuing someone's waste as a resource, the assessment of its value is different between men and women, due to their gender roles. Analyzing how waste is valued and reused from gender perspectives becomes useful information when a project decides ways to separate waste and recycle waste.

For implementation of urban environment improvement projects including domestic waste collection and improvement of waste disposal, it is important to check the points listed below from the standpoint of gender.

- Who is producing waste?
- Who is disposing of it?
- Who is deciding the value of waste as a resource?
- Who is deciding the way to dispose of it?
- Whose opinion is being reflected most?

(Reference: Anne Scheinberg, Maria Muller and Evgenia L. Tasheva (1999), Gender and Waste, Integrating gender into community waste management: project management insights and tips from an e-mail conference, 9-13 May 1998)

<http://www.gdrc.org/uem/waste/swm-gender.html> Gender and Urban Waste Management (Maria Muller and Anne Scheinberg)

[Abstract from JICA Thematic Guideline on Waste Management]

3-2-7 Peace-building and Gender

1. Present Situation and Issues

On 31st October, 2000, United Nations Security Council Resolution 1325⁸⁵ (women and peace, and security) was adopted and recommended to be implemented in

⁸⁵ Note by the translator: the original text of the resolution is available at the following UN site.
<http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>
(Accessed on 23rd January 2012)

respective countries and organizations. The main content of the recommendation is as follows.

- ① Women's participation in conflict prevention and peace-keeping.
- ② Integration of gender perspectives into peace-building missions.
- ③ Protection of women and girls in conflict situations and/or refugee camps.
- ④ Addressing the non-punishment of sexual violence offenders.
- ⑤ Gender Mainstreaming of all United Nations reports and all actions taken based on the report.

This resolution indicates that the impact from war and conflict is severe for citizens, especially for women and children, as it threatens peace and security. It also recognizes the importance of roles of women in conflict prevention, resolution, and peace-building and requests the participating governments to promote participation of women in all stages and aspects of formulation of policies, strategies, institutions, and programs for conflict resolution, and requests the Secretary-General of the United Nations and respective governments to carry out peace-keeping operations based on gender perspectives, and to implement training on protection, rights, and needs of women in post-conflict peace-building.

This resolution proposes that peace-building with gender perspectives is essential to realize “human security.” However, the resolution is not well known and 8 years after its adoption, little has been done by the participating governments or by international organizations.

As a result, on 19 June 2008, the United Nations Security Council unanimously adopted the “Resolution on Women and Peace and Security 1820.”⁸⁶ The resolution requested all parties of armed conflict to stop all acts of sexual violence towards civilians immediately and completely, and concluded that any sexual violence including rape is considered a war crime, a crime against humanity, and a part of the act of genocide. This resolution recognizes sexual violence as an issue of security and that sustainable peace-building is not possible unless various forms of sexual violence against women are eliminated.

The Japanese government also adopted SCR1325 and SCR1820. However, institutions and mechanisms to implement the resolutions have not been thoroughly examined by the Japanese government. The thematic areas of peace-building and

⁸⁶ Note by the translator: the original text of the resolution is available at the following UN site. <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N08/391/44/PDF/N0839144.pdf?OpenElement> (Accessed on 23rd Jan., 2012)

human development are new to JICA as well. Therefore, what is urgently needed is to conduct research on the current situation based on gender perspectives and develop strategies in accordance with JICA's thematic guidelines on peace-building.

Despite the 1989 collapse of the Cold War regime caused by the East-West confrontation, there has been continuous outbreak of conflicts⁸⁷ in the world. Such conflicts are characterized by increase of internal conflicts within developing countries and increase in the number of civilians who become victims or perpetrators, due to lack of clear distinction between combatant/soldiers and civilians. It was reported that there were 116 conflicts⁸⁵ from 1989 to 2003, the 14 years immediately following the end of the Cold War, and among them, 109 were internal conflicts. The number of civilian victims in conflicts was about 5% of the overall casualties in the First World War, increased up to about 50% in the Second World War, and then to about 80 to 90% in the 1990's⁸⁶. Increasingly, women and children are among the casualties, as well as men.

Armed conflict affects the entire society, and women suffer in different ways from men. For instance, sexual violence against women has already become a part of military strategy. The victims of sexual violence suffer from physical and mental trauma. Such trauma is prolonged due to pregnancy, delivery, HIV infection, and PSDT caused by rape. Men suffer death, injury, and physical and mental aftereffect caused by their experience. With the increase of women's involvement in combat operations, care for discharged female soldiers and combatants has become an issue to be addressed.

The number of young girls becoming combatants has increased. In addition to participating in combat operations, girls might be forced to take care of food, clothing, and housing of male counterparts as well as to have sexual intercourse with them. Some of these children became combatants after being kidnapped and brainwashed. Others participate out of despair due to poverty, hunger, and separation from their family and the loss of educational opportunities caused by conflict.

The number of refugees and Internally Displaced Persons (IDPs) who escape to safer places from conflict are increasing. Many of them are women, children, and the aged. In some groups, women, children and the aged make up 90% of the total.

Women, children, and the aged are left in communities after men participate in conflicts as combatants. Women become de facto heads of households and support the livelihood of their families. Such situation would increase women's labor burden and may not allow women to earn enough income to support their families. Armed

⁸⁷Conflict used here means armed conflict or violence. Armed Conflict 1989-2003, Journal of Peace Research, International Peace Research Institute IDEA, 1998, p.11

conflicts increase the number of female headed households, which often are in poverty, and deteriorate the situation of such households. Female household heads continue to face difficulties during the post-conflict reconstruction period. Such difficulties are caused by underdeveloped legislation on property rights and inheritance, or exclusion from community meetings, training, and social institutions such as water-user groups.

In addition, in the countries and areas with long-lasting conflicts, it is difficult for men to find employment opportunities after returning to their home community after cease fire. They don't have necessary vocational skills and abilities, because they have been trained as combatants for a long time. Therefore, women often have to continue supporting household livelihood after conflicts. Additionally, since ex-combatants suffer from PTSD from violence, killing, plundering, and rape on the battlefield, it is difficult for them to re-integrate smoothly into the society after conflicts. This often leads to violence against women and children.

On the other hand, women and women's groups have been assuming important roles at the grass-roots level for reconciliation, reconstruction, and peace-building. Women are actively involved in reconciliation between communities. Women's grassroots networks established over the years can be considered a sort of social safety net. There has been a focus on men during the peace-building process, because of their military and political power. However, the roles of women and children are starting to be recognized.

2. Gender Checkpoints for JICA's Operation

Based on the current situation described above, JICA plans to provide assistance in peace-building that contributes to gender equality. To achieve this objective, points to specifically keep in mind are:

(1) The areas of JICA's assistance for peace-building, according to the Guidelines under revision are: 1) reconstruction of social capital, 2) recovery of economic activities, 3) rebuilding state system and functions, 4) enhancing public security. The points of consideration for project implementation are: 1) prompt and seamless assistance, 2) support for the socially vulnerable, 3) support for government and communities/individuals, 4) support for neighbouring countries/regions, 5) conflict prevention.

Vulnerable groups include people with disabilities caused by conflicts and landmines, orphans, widows, ex-child soldiers (both boys and girls), and socially marginalized groups. Although they are prone to the impact of conflict, they tend to be left out of the reconstruction process and barely receive the dividend from peace and

reconstruction. Support to such socially vulnerable groups should be undertaken immediately after the conflict. Otherwise, they may not be integrated into the newly constructed society, and may become burdens on social and economic development in the medium to long term, and therefore there is a risk that social and economic inequality will persist. Conversely, vulnerable groups are not just passive entities requiring assistance, but they can also make proactive contribution towards post-conflict reconciliation and governance for a just society. Further to the assistance focusing on specific population, it is also important to formulate a framework in which those groups can participate and from which they can receive benefits from assistance for education, health, basic infrastructure development, governance, repatriation/resettlement, and economic reconstruction.

(2) JICA conducts Peace-building Needs and Impact Assessment (PNA) to ensure consideration of conflict prevention and promote peace-building through JICA projects in conflict-affected areas. This process reveals the characteristics of a country affected by conflict. It is also important that the process reveals gender-related issues. For instance, Afghanistan is a post-conflict country with an Islamic cultural background, where the opposition group Taliban strongly resists promotion of female independence. In such a situation, a JICA project needs to be very careful in assisting these women without putting them at risk due to the extreme cultural restraints they face. Based on adequate information collection and through consultation with the parties concerned, it is also necessary to make decisions on appropriate beneficiaries and approaches and location.

〈Peace-building Needs and Impact Assessment (PNA)〉

PNA is to analyze current situations in politics, governance, society, economy, security, and conflict factors in a conflict-affected country and areas, and to incorporate consideration necessary for conflict prevention and peace-building into the project management cycle from planning to evaluation. It is important to continuously reflect consideration of conflict prevention and peace-building in the project cycle management. Also, through the implementation of PNA, it also attempts to engender such perspectives among aid practitioners.

PNA could be conducted at a country level and a project level. At the country level, socio-economic characteristics of gender in the target country could be analyzed. At a project level, stakeholder analysis could include the analysis of involvement and influence of women's groups, or measures could be taken to integrate gender perspectives as a part of conflict prevention. The project below is one of JICA's

concrete examples.

Box3-2-7-1: Project on Basic Training for Reintegration of Demobilized Soldiers in the Republic of Eritrea (Project period: 2005 - 2007)

In 1993 Eritrea became independent after nearly 30 years of war of independence against Ethiopia. In 1998, a border conflict between the two countries broke out, which continued for three years. Afterwards, a National Commission for the Demobilization and Reintegration Programme (NCDRP) was established in 2001, and the demobilization of about 100,000 combatants was completed by 2005.

The Project aimed at supporting reintegration of ex-combatants and provided basic skill trainings in collaboration with the Department of Technical Education and Vocational Training of the Ministry of Education. The ex-combatants were trained in the areas of construction, plumbing, agriculture, and hairdressing.

Because 30% of the ex-combatants (about 30,000 people) were female, and as they were demobilized first along with the elderly, the project planned and conducted training courses targeting women.

The project provided 499 male and female ex-combatants opportunities to acquire basic vocational skills. As courses for women, sewing, cooking, and hairdressing were proposed. As a result of marketing research and small-scale pilot implementation, the hairdressing course was selected for having the highest feasibility. 217 female ex-combatants participated in this training (corresponded to about 43% of total beneficiaries); adding those who participated in other training courses (construction and agriculture, etc.), women constituted 56% of total trainees.

The result was that after the hairdressing training the employment rate was higher than with other training courses, because having woven hair is considered to be a desired personal appearance in Eritrea and a large number of people go for this service at the beauty parlor, a business which doesn't need a large-scale investment to start.

3-2-8 Governance and Gender

1. Present Situation and Issues

JICA defines governance as “the status as a society that can take the resources available to it and direct, apportion, and manage them efficiently and in ways that reflect the will of the people.”⁸⁸

⁸⁸ “Governance: *JICA no Torikumi*”,

In order to improve the governance of developing countries, JICA provides assistance through technical cooperation for developing institutions and human resources. JICA places importance on recipient countries' ownership and initiatives for improvement of governance and promotion of democracy. Instead of forcing institutional reform, through information sharing and dialogue, JICA assists counterpart governments' own initiatives to choose, establish, or implement appropriate governance mechanisms.

Generally, in developing countries, when national development strategies and other various policies and programs are formulated and implemented, the governments often do not undertake a process of understanding the needs of the people from gender perspectives and reflecting the result into policies and strategies. The reasons for this may be as follows: 1) There is no national machinery for the advancement of women, or even if it exists, it lacks authority to influence policies, and lacks budget and human resources to implement planned programs, 2) There are no specific objectives and indicators for promotion of gender equality in their national development plans and policies/strategies of each ministry and agency, 3) Because of the lack of gender disaggregated economic and social statistics (data), current conditions and the needs of women cannot be properly assessed, 4) women's participation rate is low in the decision-making processes of the government-related institutions.

Also, in general, most women in developing countries have very limited opportunities to participate in decision-making or to provide leadership, not only in political governance but also in family governance. The reasons for this are the existence of traditional norms on gender roles, consequent lack of experience and self-confidence, and lack of legislative framework to guarantee women's rights.

There are quite a few women's organizations operating at a grass-roots level in developing countries, and activities aiming at strengthening women's self-reliance, right of self-determination, and negotiation skills. These organizations face many challenges, such as lack of funds, lack of plans, and weak implementation capacity. However, through a series of activities, it is important to further promote women's participation in decision-making and politics.

2. Gender Checkpoints for JICA's Operation

To improve governance with gender perspectives, while at the same time providing support to enhance capacity of government machineries for the advancement of women, it is important to assist central and local government institutions in

<http://www.jica.go.jp/activities/issues/governance/approach.html>

establishing mechanisms for capacity development for formulation and implementation of policies and programs with gender perspectives.

On the other hand, in countries where national machineries are weak or non-existent, there is a scope for supporting gender mainstreaming in focus ministries and agencies such as Ministries of Public Health, Education, Agriculture, Social Affairs, Finance, and Justice. In some countries, JICA dispatches expert “advisors” to Education, Finance, and Agriculture Ministries; collaboration with these experts will also be useful.

Cooperation in the field of fundamental law, for establishing foundation for the development of a just and fair society where human rights are respected, becomes the ground work for promoting gender equality.

In addition, for the establishment of civil society with gender perspectives, it is important to promote collaboration with civil society, including women’s organizations, and support their activities to promote women’s empowerment for political participation and voicing their opinions.

For all these reasons, JICA will actively support projects as follows:

- (1) Strengthening capacity of national machineries and enhancement of gender statistics
 - ① To assist in improving the capacity of planning, implementation, monitoring, and evaluation of gender-related policies and programs of national machineries of central and local governments.
 - ② To assist in strengthening the national machineries’ functions such as monitoring, coordination, promotion, advocacy, and information dissemination, in gender-related policies and programmes of gender unit of other ministries and local machineries for women’s advancement.
 - ③ To assist the national machineries in carrying out gender budget analysis, and in formulating legislations for gender equality and for eradication of domestic violence.
 - ④ To assist in conducting gender training for public officials at all levels of central and local governments.
 - ⑤ To assist in developing mechanisms and conducting advocacy campaigns to increase the ratio of women to 50% at the decision-making level of government-related organizations.
 - ⑥ To assist in developing capacity of female public officers through training.
 - ⑦ To assist in improving gender-related information and statistics, such as national census with gender disaggregated data.

(2) Promoting women's participation in decision-making processes

① To assist in activities to promote women's participation in decision-making processes and politics (including nurturing female legal professionals), through improving women's basic capacity (primary education for poor women and girls in rural and urban areas, promotion to expand adult literacy education and improve various information literacy) and assisting in media production (teaching materials, books, and broadcast programs).

② To assist in promoting women's participation in various social organizations in central and regional areas, through collaboration with women's organizations and NGOs working towards women's capacity development. Especially in JICA supported projects, attention will be paid to promote women's participation in decision-making.

③ To assist women's organizations and NGOs in strengthening organizational management, developing and strengthening their external negotiation skills, and strengthening the capacity of planning and implementation; with the aim of forming a civil society with gender perspectives.

Relevant International and National Agreements

Gender and Good Governance
Beijing Platform for Action, 1995⁸⁹
<p><Strategic Objectives></p> <p>Women in power and decision-making:</p> <ol style="list-style-type: none"> 1. Take measures to ensure women's equal access to and full participation in power structures and decision-making 2. Increase women's capacity to participate in decision-making and leadership <p>Institutional mechanisms for the advancement of women:</p> <ol style="list-style-type: none"> 1. Create or strengthen national machineries and other governmental bodies 2. Integrate gender perspectives in legislation, public policies, programs, and projects 3. Generate and disseminate gender disaggregated data and information for planning and evaluation

An Example of Gender-Responsive Assistance in Governance:

Box 3-2-8-1: Project on Gender Mainstreaming and Policy Development through Upgrading Information and Research Capacity (PGM) in Cambodia

In Cambodia, the civil war since 1970 took a heavy toll on men's lives. In the late 1970s, more than 60% of the population were women. The population ratio of women is still high (55% of the population 20 years old and older) and 29% of the households are female-headed and most of them live in poverty.

The Cambodian government promoted gender equality and established the Ministry of Women's Affairs (MoWA) in 1996 as the national machinery for gender mainstreaming. In 1998, the MoWA's first 5-year plan was formulated with the objectives of improving women's status in the following 6 areas: health, education, legal protection, economic development, gender equality, and capacity development of the MoWA. However, because the MoWA lacked the capacity to make policy proposals and coordinate with other ministries and agencies, JICA decided to implement a technical cooperation project, PGM, focusing on strengthening the capacity of MoWA and related ministries and agencies to formulate gender policies and programs.

⁸⁹<http://www.un.org/womenwatch/daw/beijing/platform/>

In this Project, it was aimed to assist the Cambodian government in establishing a mechanism to integrate gender perspectives in the process of sectoral policy formulation, and to strengthen the institutional capacity of the MoWA for gender-responsive policy recommendations.

In Cambodia, most women engage in the agriculture, forestry, and fisheries sectors, which are the main industries of the country. Women play a major role in selling their agricultural products to middlemen. However, because women do not have access to accurate market information on their products, they quite often end up settling for a lower price. A pilot project was developed to integrate gender perspectives in the “dissemination of market information,” a development theme under the Ministry of Commerce. The pilot project developed measures based on the existing information and research analysis, and was implemented in Kampong Cham Province as the pilot area. Its monitoring and evaluation were undertaken together by the MoWA (both at the central and provincial levels), the Ministry of Commerce (both at the central and provincial levels), and the provincial Chamber of Commerce.

The market information dissemination officer, appointed in each pilot village, visited farming households and provided the market information orally and also in writing. At the same time, gender training and awareness-raising activities were undertaken by the staff of the Chamber of Commerce, giving women opportunities to voice their opinions.

These activities brought positive effects not only for female farmers but also for male farmers. After a year of implementation of the pilot project, no villagers settled their deals at the middlemen’s offer. By using the market price information, women became involved in deciding the prices. The Project ended in March, 2008, but the challenges facing MoWA have just begun.

3-2-9 Human Rights and Gender

1. Present Situation and Issues

Human Rights are defined as “the foundation of freedom, justice, and peace in the world” and “the recognition of the inherent dignity and of the equal and inalienable

rights of all member of the human family.”⁹⁰ Article 2 of the “Universal Declaration of Human Rights,” which was adopted in 1948 states that “everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, color, sex, language, religion, political or other opinion, national or social origin, property, birth, or other status”.

Also in the “Millennium Declaration” adopted at the United Nations’ Millennium Summit held in September 2000, human rights were highlighted as an international agenda. “Equal Rights and Opportunities for Men and Women” was emphasized as an essential and fundamental value for international relations in the 21st century. The Summit declared the “Determination to implement the Convention on the Elimination of Discrimination of All Forms against Women (CEDAW) to conquer all forms of violence towards women.” Among the 8 objectives of the Millennium Development Goals (MDGs), the 3rd objective, “Gender Equality and Empowerment for Women,” aims to achieve gender equality towards the realization of “Human Rights for All,” the global agenda of the current century.

In developing countries, in general, women’s basic rights are more severely violated than men’s. In most cases, it is women who become victims of gender-based violence, before and after their births; i.e., by sex-selective abortion and killing of newborn girls. According to some studies, 12% of female unborn babies are aborted in China where the one-child policy is in place, and in India 10,000 baby girls are killed annually after their births yet these are reported as stillbirths or natural deaths.⁹¹ Also, inequality in labor markets, such as wage disparity and unfair working conditions between men and women, remain as serious issues even in the countries which ratified CEDAW.

According to the U.S. State Department, 0.8 million victims of cross-border trafficking in persons are reported every year, [the International Labour Organization, (ILO) estimates 1.23 million victims of domestic and cross-border trafficking in persons annually], most of whom are women and girls and are victims of commercial sexual exploitations.⁹² Trafficking in persons across borders is merely the tip of an iceberg, and domestic trafficking in persons is widespread underground. In poor households,

⁹⁰UN Universal Declaration of Human Rights (1984)

⁹¹UNICEF Innocent I Research Centre (June, 2000) *Domestic Violence against women and girls*

⁹²U.S. Department of State (June 2008), Trafficking in Persons Report

parents trade their own children, and it is considered a daughter's duty to sacrifice herself for her family. Such belief is one of the driving factors of trafficking in persons.

Some women become victims of rape and are killed by their own parents, who are ashamed of the fact that their daughters have been raped. When women commit adultery or are raped or it is rumored that they have a relationship with someone who is not regarded as suitable to them, they are considered to be dishonouring their families and some are killed by their own family members. Such practice is called "honor killing." In Pakistan, it is reported that more than 300 women in one province had become victims of honor killing in 1997.⁹³ There are some cases where women are subjected to continuous physical violence or are being murdered by their husbands and in-laws, as they are not satisfied with the dowry (gifts/properties that the family of the bride brings to the bridegroom in India and Nepal as a custom).

Apart from these cases, women still face the possibilities of suffering from domestic violence (DV) by their husbands. According to the World Health Organization (WHO) research undertaken in a number of countries, between 15 and 71% of women suffered from physical and sexual violence from their partners.⁹⁴ Also, according to a Country Gender Profile in 2006 compiled by JICA Bolivia Office, a national health survey reported that 53% of the surveyed women suffered from some sort of domestic violence.

Other than these mentioned, there is a long list of cases of human rights violations, such as Female Genital Mutilation (FGM) and child marriage.

The causes of human rights violation have gender dimensions. Discrimination based on socially and culturally constructed gender exists. It is an unquestionable fact that human rights violation of women (girls) in particular is rooted in the gendered structure of the society. Promoting gender equality means eliminating inequality of rights and opportunities based on socially constructed discriminative gender differences. This shares the same philosophy with the most fundamental idea of human rights, respecting dignity and pride as human beings.

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted at the general assembly of the United Nations in 1979, is comprehensive international legislation of the promotion of women's rights. The

⁹³UNICEF Innocent I Research Centre (June, 2000), *Domestic Violence against women and girls*

⁹⁴UNICEF (2007), *The State of the World's Children*

Committee on the Elimination of Discrimination against Women was established in order to supervise implementation of the convention. As of March 2006, 182 countries are parties to this convention (Japan signed in 1980 and ratified in 1985).

It can be said that a certain level of positive improvement has been achieved in the countries where the national laws of prohibiting discrimination against women have been enacted based on this convention. However, serious gender disparity remains in the national legislation of many countries. Also, there are some cases where institutions do not reflect the change in legislation. In other cases, although the laws and legislative systems are gender equal, gender discrimination strongly remains based on customary laws, prejudice based on customary laws, or customary practices. This suggests that issues of gender and human rights are not as simple as to resolve by only legal reform.

One of the factors causing difficulties against fundamental resolution of gender and human rights is the belief that gender-based discrimination and violence are a part of “culture,” and therefore, social acceptance of such behaviors is unquestioned. Rather, attempts to change such customs can be considered intrusion of cultural traditions. Such belief is held not only by men but also by women. Women themselves believe that this is how it should be and have no idea how to, or have never even thought of the possibilities to fight against gender-based discrimination and violence.

However, committing assault and murder is regarded as crime universally. Needless to say, honor killing is murder and cannot be explained or accepted as tradition or cultural value. All forms of violence involve serious risks of harming women’s health. As an organization promoting “human security,” it is very important for JICA to address human rights violations, such as gender-based discrimination and violence.

2. Gender Checkpoints for JICA’s Operation

Cooperation in the area of human rights is new to JICA; it is in the process of exploring the strategies and guidelines. Here, we would like to introduce some examples of projects.

Box 3-2-9-1 : Project on the Strengthening of Multi-Disciplinary Teams (MDTs) for the Protection of Trafficked Persons in Thailand
(Project period: 2009 – 2014)

In Southeast Asia, with the advance of globalization of the economy and information as well as of regional economic integration, there has been rapid increase in cross-border movements of people, goods, and information. Following such trend, the numbers of victims of trafficking in persons have soared, mainly in the Greater Mekong Sub-Region (GMS). Thailand, in particular, has become a regional hub of trafficking in persons, in exporting, transmitting, and receiving the victims. Women and children (both boys and girls) in Thailand have been trafficked within Thailand, and also to neighboring Asian countries such as Malaysia and Singapore and to developed countries such as Japan, Australia, and U.S.A. (exporting). Women and children from neighboring countries, such as Cambodia, Laos, Myanmar, and Vietnam, have been trafficked into Thailand (receiving). In Asia, Japan is the biggest receiver of trafficking in persons, and in many cases women and children from Southeast Asian countries are sent to Japan through Thailand (transmitting).

The definition of trafficking in persons covers a wide range of acts, including forced labor and removal of organs, in addition to sexual exploitation. Any of these acts is a serious violation of human rights, and a cross-border development challenge and an issue of “human security.” The Japanese government signed “The United Nation’s Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children” in 2000, and in addition, it declared its support for “Promoting Comprehensive Actions for Human Trafficking” as a part of specific measures of Gender and Development (GAD) initiatives in 2005.

In this Project, among the measures concerning trafficking in persons, JICA aims to focus on protection, rehabilitation, empowerment, and community reintegration of the victims. The Japanese government proposed prioritizing the “Protection and Support for the Victims” at the Japan-Thailand Intergovernmental Task Force on Trafficking in Persons. There are high expectations on both sides of this project.

Box3-2-9-2 : Project on Strengthening Integrated Health Care for the Population Affected by Violence and Human Rights Violation in the Republic of Peru

In Peru, there was a long-term conflict between the government and terrorist groups from 1980 to 2000, during which subversive attacks targeted the mountain

regions mostly populated by the poor. Many local residents, both men and women, became victims of violence and were forced to live with dual hardship of mental and physical health problems caused by poverty and violence. These affected residents live in great despair and mistrust public institutions. It has been difficult for them to reintegrate back into society.

Furthermore, because prejudice against “mental disorder” remains strong within the society, there is reluctance against visiting ordinary health institutions. Even if they do visit, it is difficult for them to disclose their mental problems. In order to deal with such a situation, the importance of developing the capacity of local level health workers has been recognized; they are the ones to have initial contact with the residents. Health workers need to develop their capacity to accurately understand the suffering that results from violence, and to acquire the ability to treat the patients appropriately. Also, because the victims of violence and their families are often excluded from society, it is important to provide comprehensive health care for the recovery of physical, mental, and social health; to provide support for community participation; and to empower the victims.

Under these circumstances, JICA has been implementing the Project since 2005. Based on the “human security” principle, the project aims to establish the local health system in order to sustainably improve the mental and physical health of the residents, both men and women, who have suffered from continuous violence. In order to provide comprehensive healthcare, the project has been promoting i) the establishment of a staff training system, and ii) improvement of the quality of primary healthcare workers, and also encouraging community organizations and NGOs to organize other local healthcare activities beneficial for the victims of violence.

These activities are expected to increase i) utilization rate of public healthcare facilities and ii) consultation rate of comprehensive healthcare among residents (women and men) who were confirmed to have been affected by violence. As a result, the Project is also expected to achieve the higher goal of “improving health of the victims” to reduce domestic violence cases especially against women and children.

3-2-10 Information and Communications Technology and Gender

1. Present Situation and Issues

Information and Communications Technology (ICT) has a potential to support improvement of various aspects of life, such as enhanced productivity, improved quality of life, and improved public services. While radio, television, and telephone are among the earliest examples of ICTs, mobile phones and the Internet are increasingly popular in recent years, and diffusion of ICTs using telecommunication facilities is accelerated. However, people without access to such technologies exist, particularly in developing countries, and they are not in a situation to enjoy the benefits of ICTs. Here arises a gap between the countries and peoples benefitting from ICTs and those who do not (the so-called digital divide), which increases the social and economic disparity between them.

When providing assistance to developing countries in the field of ICTs, JICA also should pay attention that there is such a digital divide in a country. In general, regional gaps tend to be emphasized; the ICT infrastructure is rapidly developed in highly profitable urban areas, while it is not in islands and rural areas with fewer users. However, there is also a digital divide against the socially vulnerable, including women, the elderly, persons with disabilities, the poor, and minority groups.

For example, access to information and knowledge is limited in un-electrified rural areas with little access to transportation. In such areas, people cannot obtain necessary information, and do not know how to access it. Especially, women have limited mobility due to social and traditional norms and sometimes live with access to limited information. Moreover, their illiteracy and lack of skills in using information devices, etc. are obstacles to women in accessing the ICT.

2. Gender Checkpoints for JICA's Operation

(1) Advantages of ICTs and Possibilities of Empowerment

While ICT is a field with evident gender gaps⁹⁵ at present, it is also effective means for eliminating gender differences based on its advantages. Especially, communication tools such as mobile phones, Internet, and ICT utilizing such communication tools have the following useful features from the perspective of

⁹⁵For example, a study conducted by NASSCOM (National Association of Software and Service Companies) in June and July 2000 demonstrated that internet users in India numbering 3.7 million with men accounting for 77 percent and women 23. According to data from CNNIC, Internet users in China increased from 10,000 as of December 1999 to 22.5 million in January 2001. Gender ratio in July 1999 was 79% men to 21% women (World Bank website).

women's empowerment:

- By using e-mails and short messages, women can deliver messages to whom they intend, more rapidly, easily, and securely.
- ICTs are likely to be one of the tools for networking with others, with their interactive features.
- ICTs may alter women's role from a unilateral recipient to providers of information
- Stereotyped gender division of labor is limited or non-existent in a newly established ICT field, so that there are more opportunities for women to participate.
- Equipment are becoming smaller and lighter as well as easier to operate because of advances in technology, so that women can use them without advanced education.
- Prepaid mobile phones enable reductions in running costs and make them much easier to use.

Taking advantage of the above features, women could gather and transmit necessary information even at home. Even in cases where they have limited mobility because of social and traditional norms, they thus have opportunities for social participation. Furthermore, it is also be expected that women participate in economic activities as leaders in newly emerging sectors such as ICTs, given that gender division of labor has not yet been established in these new sectors. In addition, many cases are already known in Japan where people are organized through an information network, so as to provide policy recommendations and to reflect voices of citizens into politics, and carry out policy advocacy, beyond stereotyped gender roles. Similar benefits are also expected elsewhere.

Box 3-2-10-1. Success of a Woman: Case of the Developer of i-Mode

Ms. Matsunaga, who was honored as the "Woman of the Year 2000" by the *Nikkei Woman* magazine for developing "i-Mode," could not even use her own cellular phone before she started to work for NTT Docomo Inc. Understanding the needs of "ordinary people" using technologies and taking advantage of her "skills" of thinking from the perspective of consumers, she created the contents of information enjoyable to people

with little knowledge of technology. Such development of service business from the perspective of ordinary people allowed everyone easy access to information and expanded the user base of the service.

Ms. Matsunaga currently works as a chief editor of “e-woman,” a website for working women, and provides services tailored to their social needs.

(Source: Mari Matsunaga, “i-Mode *Jiken*”)

(2) JICA’s Efforts in the ICTs Sector

1) Inclusive and gender-responsive policy⁹⁶ assistance

To date, JICA’s efforts in the establishment of policies for eliminating internal gaps have placed emphasis on the ‘hard’ aspects, such as physical expansion of telecommunication infrastructure in rural areas. Improvement of ‘soft’ aspects will also need to be addressed, such as improvement in quality and quantity of opportunities for utilization of ICTs as well as development of useful contents such as health, medical, and agricultural information, as well as those contributing to social well-being. Moreover, JICA should explore the possibilities of technical assistance targeted for socially, economically, and culturally disadvantaged people at a more advanced level, such as assistance in developing guidelines for securing accessibility.

The “Study on Enhancement of Info-Communications Access in Rural Communities in Malaysia” includes pilot activities contributing to eliminating urban-rural digital divide by opening rural Internet centers in pilot areas⁹⁷. In the framework of such an effort, it will be necessary to pay attention not only to the elimination of regional gaps, but also of the gender gaps. Adequate consideration should be paid to issues such as whether plans for such Internet (community) centers provide women friendly environment, whether information required by women is available in the centers, and whether women participate in the planning process.

2) Enhancing the Impacts of Women’s Empowerment through the Use of ICT

Acquiring ICTs is not only an objective itself, but also a means to improve efficiency and effectiveness in other sectors. In sectors such as agriculture, health, and

⁹⁶ Notes by a translator: Inclusive policy is a policy addressing issue of gaps and exclusion of the socially vulnerable, including women.

⁹⁷ JICA Thematic Guidelines on “Information and Communications Technology”

education, information systems and computer technology are utilized. They can also be utilized for women's empowerment. Through the application of ICT, women can make a transition from a life with limited access to knowledge and information, to a life with opportunities for empowerment; e.g., access to various types of information, services, and education, as well as opportunities for social participation. Furthermore, one can suggest possibilities for directly achieving economic empowerment through entrepreneurship and employment using ICT. Examples of women launching small businesses using ICT include the case of Grameenphone in Bangladesh.

Box 3-2-10-2. Grameenphone in Bangladesh

Bangladesh is among the countries with the lowest diffusion rate of telephones. Grameenphone Ltd. adopted a business model of the Grameen Bank, and launched its business in 1997 with joint capital investment of Grameen Bank, a Norwegian private telecommunication company, NGOs, and others. The company distributed cellular phones to women on a low-cost plan. Women who acquired cellular phones are widely known as "phone ladies." Registration can be done only in a woman's name. A woman can let her husband and children use the phone, and can also provide her phone for the use of the entire community and collect some takas (currency in Bangladesh) per call.

Since a single cellular phone allows one to launch a business, the service is currently established as a family-owned business in many communities. It provides people of rural communities with possibilities of obtaining market information of agricultural produce or talking with their relatives working overseas. In particular, it facilitates self-reliance for women and people with disabilities who previously did not have means for livelihood.

(Grameenphone website: <http://www.grameenphone.com/>)

Moreover, as in the above-mentioned project in Malaysia, ICTs access points (centers) in rural areas will have better possibilities of becoming a breakthrough for women's empowerment, if the centers provide better accessibility for women. This is because the centers targeted in particular for women serve as the only place providing women a legitimate reason for going out alone, in communities where customary practice limits women's mobility.

Women's centers have been established by the Ministry of Woman's Affairs and

NGOs. In addition to an introduction of ICTs systems and providing women with ICTs training, if such facilities allow women to acquire information on market trends and to directly trade on online markets without intermediaries (although generally agricultural markets are mostly controlled by men), it will support women's economic empowerment.

Box 3-2-10-3. JICA's Cooperation for Information Centers for Women in the Philippines

The "Project on Gender Responsive Employability (wage and self) and Training (GREAT)" (February 2004 to February 2007) in the Philippines, provided vocational training programs for women, and at the same time, developed a database and collected good practices of training, so that interested parties in and outside the TESDA Women's Centre can have access to information on women's vocational training. In addition, the project provided assistance in establishing a One-Stop-Center. The center provides comprehensive service where female future entrepreneurs can collect all the necessary information to start a business, without going to different offices and institutions.

3) Assistance in Development and Capacity-Building of ICT Human Resources

The mainstream of JICA's assistance projects in the ICT sector is the development of ICT human resources. Such projects aim at developing entry level technical experts with a partnership between the private sector and academia. Concerning development of future technical experts (human resource development targeting the young generation), it is necessary to explore gender-sensitive assistance projects, referring to cases such as the following.

Box 3-2-10-4. ICT Education for Women through Public-Private Partnership

In Jordan, following the accession of King Abdullah, ICT was identified as a national key industry and ICT diffusion is strongly promoted. As part of the initiative, "Cisco Net Working Academy Programme," a training program for developing Internet technical experts targeted for women, was planned in 2001. The program is developed through a public-private partnership between the Cisco Foundation, the Jordanian government, the United Nations Development Fund for Women (UNIFEM), the United Nations Development Programme (UNDP), and others. The objective is to improve

women's competitiveness in the ICT industry. The program was adopted by 10 educational institutions.

(UNIFEM <http://www.unifem.org.jo/pages/project.aspx?pid=493>)

3-2-11 Water Resources and Gender

1. Present Situation and Issues

Women are the primary users of water resources at home. Water resources are essential to maintain health and sanitation of the family. Women use water resources not only for drinking, but also for cooking, washing, cleaning, sanitation, and care for the sick. In this manner, water is an indispensable resource for everyday life. Therefore, women have abundant knowledge necessary for the management of water resources, such as its quality, storage methods, and other uses. However, women's knowledge and roles have been largely neglected in water resource management in developing countries. Projects on irrigation, well digging, river management, waterworks facility management, water quality management, and sewerage treatment had been undertaken without taking into account the opinions of women, who are the primary users. Moreover, men have been playing a larger role than women in the decision-making process in water resource management, such as participation in water user groups.

For the improvement of such a situation, communities themselves have to decide on the type of facilities for improving their own water supply, with the participation of both men and women in the process. With the participation of women, the project increases its effectiveness and benefits men as well. Upgrading water supply facilities promotes women's capacity development, mitigates their time constraints, enables new income generating activities, and contributes to the improvement of health. As a result, productivity of an entire society increases and new sources of income are created. In this manner, development of water supply facilities benefits both men and women from an economic point of view.

If access to water resources and the quality and quantity of water are improved, women will benefit the most. Improvement of waterworks facilities reduces time spent by women and girls carrying water with heavy buckets, thus creating time for income generation or education. Moreover, their participation in water management gives a stronger voice to women within a community, leading to their empowerment.

The importance of gender-equal participation in water resource management has

been highlighted internationally since the United Nations Water Conference held in Mar del Plata in 1977, and further through the Decade for International Drinking Water Supply and Sanitation. In particular, the International Conference on Water and Environment held in Dublin in 1992 recognized the central role of women in supply, management, and conservation of water. The Agenda 21 and the Johannesburg Plan of Implementation referred as well to women's involvement in the process, while the resolution on the International Decade for Action "Water for Life," (2005-2015) proclaims the participation and involvement of women in water-related development efforts. The International Decade for Action "Water for Life" coincides with the period of the Millennium Development Goals (MDGs). Further as shown in Table 3-1, MDG3 "Promote gender equality and empower women" is deeply linked to Target 10 of the MDG7 on the access to water and sanitation.

Table 3-1 Gender and Water Resources in the MDGs

MDG-related Targets	MDG7: Achieving Environmental Sustainability	
	Target 10: Halve the proportion of people without sustainable access to safe drinking water and basic sanitation by 2015.	
	Supply of Household Water Resource and Sanitation	Stable Water Resource Management and Development
MDG3: Promote gender equality and empower women	<ul style="list-style-type: none"> ● Reduced time, health, and care-giving burdens from improved water services give women more time for productive endeavors, adult education, empowerment activities, and leisure. ● Water sources and sanitation facilities closer to home put women and girls at less risk for sexual harassment and assault while gathering water and seeking privacy. 	<ul style="list-style-type: none"> ● Community-based organizations for water management can improve social capital of women by giving them leadership and networking opportunities and building solidarity among them.

	<ul style="list-style-type: none"> ● Higher rates of child survival are a precursor to the demographic transition to lower fertility rate; having fewer children reduces women's domestic responsibilities and increases opportunities for individual growth. 	
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Source: Millennium Project Task Force on Water and Sanitation, Health, Dignity and Development: What will it take? Stockholm, Stockholm International Water Institute, 2005.

2. Gender Checkpoints for JICA's Operation

In consideration of the above-mentioned situation, JICA aims to provide gender-responsive assistance in the water resource sector, and takes particular note of the following:

(1) To promote women's participation in all stages of construction to maintenance of waterworks facilities by means of training and preferential employment. This will enable water management practice to incorporate the opinion of women, who are the main users of water resources in households; and to establish quotas for women within a water resource operation and management group, so that a system assuring women's participation is established. In particular, it is important to take in requests from both men and women from a target community, as per number, location, and types of waterworks facilities.

(2) To plan and implement projects in consideration of gender-differentiated needs on water resources both within a household and in an entire community, for more effective and sustainable water resource management; and to propose more effective water management systems by understanding how each household and community deliberates on water uses for various purposes, such as sanitation, food preparation, care of livestock, and irrigation.

(3) To conduct precise gender analysis in order to avoid stereotyped gender roles on water use; and to plan projects having in mind gender gaps in access to existing water resources and their different impacts on the projects; further, in doing so, to correct gender inequality in access to water resources.

(4) To analyze gender division of labor in terms of collection, transport, storage, and management of water for domestic and productive use, and in case of problems, to propose projects to address them; and to arrange measures so as to mitigate women's burdens in water collection; e.g., to provide wells closer to settlements in a community where women are required to go a long distance for water collection.

(5) To review division of labor within household and individual (gender-based) consumption in terms of utilization of water resources; to understand gender roles in utilization of water resources, as well as how gender relations and water utilization within a household is negotiated between men and women, and to undertake awareness-raising activities on effective water resource management system within a household.

Box3-2-11-1: A Good Example of Gender-Responsive Project:

Project on Safe Water and Support for Community Activities in Senegal

The present project was implemented in an area where women are not generally encouraged to be active in public spaces, due to cultural and religious background. The project thus placed emphasis on "women's participation," which previously was not sufficient. It was based on the recognition that promotion of women's participation contributes to improving operation, maintenance, and management of water resources, because women were the main users of water supply facilities and undertake labors in everyday situations with the closest link to water. The following is an outline of the gender-responsive process of the project.

1. Setting Gender Indicators

Since it is important to build a consensus reflecting opinions of different members of the society according to their geographical conditions, gender, and ethnic identity in order to achieve the project objective "establishing a sustainable water use system," the

project identified the following three indicators to assure women's participation in water management associations:

- ① Proportion of women among members of the Bureau¹: 3 or more out of 9 in total
- ② Women account for half or more of members on the Board²
- ③ The attendance of the elected Bureau members and Board members is over 80% at each meeting, for both men and women.

2. Data Management and Analysis for Gender-Responsive Approaches

The present project conducted, from the preparatory stage, an analysis of necessary gender-responsive measures at each stage of awareness-raising and extension support activities of the community participatory water management association. For example, at the preparatory stage, social and gender analysis was conducted during situation analysis at the baseline survey. At the training for extension practitioners, an orientation on gender-sensitive approaches was undertaken at the same time. At the implementation stage of on-site awareness-raising and extension activities, information was provided to local influential figures about the importance of women's roles in water management and the necessity of their support for the promotion of women's participation. In this manner, analysis was undertaken on the information for gender-responsive measures at each stage of the project cycle in order to realize sustainable achievement in the above-mentioned gender indices.

3. Implementing Monitoring and Evaluation through Gender Perspectives

Monitoring was conducted from social and gender perspectives, to determine whether, once women's participation in the bureaus and the boards were assured, there were no longer differences in degree of participation or any obstacle to participation among the elected members. If there were any gender-related disincentives, these factors were analyzed and matters requiring sensitivity were deliberated together with members of the board, for arranging an enabling environment for sustainable participation of both men and women members in operation, maintenance, and management activities. Thus, the objective "establishing a sustainable water use system" was pursued in full consideration of gender-related issues.

The foregoing is a gender-sensitive process in the present project, and as a result,

the proportion of women in the bureau became 79% (19 of the total 24 sites), while for the board 75% (18 of the total 24 sites). Moreover, women participated in operation, maintenance, and management of water supply facilities and gained access to information on the expenditures from the user fee deposit. This enhanced the integrity of the management and transparency of accounting that previously had issues such as embezzlement. A sense of duty and responsibility for accounting has emerged, and collection rate of deposits increased by 80% or more in the 24 sites. Further, it is reported that women's capacities have started to be recognized, and as a result, there is increased trust on women in the communities.

Project Website:

Phase 1: <http://www.jica.go.jp/project/senegal/6421057E0/index.html>

Phase 2: <http://www.jica.go.jp/project/senegal/0605459/index.html>

¹ A central organization in charge of operation, maintenance, and management activities, consisting of 9 members (Chairperson, Vice-Chairs (2), Secretaries (1 Secretary General and 1 Vice-Secretary General) and Facility Managers (1 Manager in Chief and 1 Vice-Manager)). They are elected from members of the Board.

² An organization consisting of representatives of communities, including satellite communities, of each facility (common tap, water supply to each household, etc.) and of existing organizations (for livestock breeding and vegetable gardens, as well as a women's group).

Source: JICA Annual Report of Promoting Gender Mainstreaming 2007
(Report for internal use)

3-2-12 Disaster Management and Gender

1. Present Situation and Issues

Various countries, and regions within Japan suffer from natural disasters every year. Large-scale natural disasters in recent years include the Great Hanshin Awaji Earthquake in 1995 and the Chuetsu Earthquake in 2004 which were both in Japan, the Indian Ocean Earthquake and Tsunami in 2004, and the Kashmir Earthquake in 2005. These disasters do not only prevent the societies from developing but also bring

negative impacts on people's survival, dignity, and livelihood. As a result of natural disaster, many people suffer from physical or mental stress, lose their family, relatives, properties, and means of living, and suddenly fall into a tragic situation. Especially, people in poverty are more vulnerable to disasters and face even more difficult living conditions.

When we look at damages and loss in the previous natural disasters, there are clear gender differences in the degree and types of damages and loss; there is a close link between disasters and gender. To support this, in the Great Hanshin Awaji Earthquake, the death toll of women was 1.5 times higher; in other words, there were 1,000 more cases than for men. In developing countries, female mortality rate was 5 times higher than male mortality rate in the Bangladesh flood in 1991, and the death toll of women was 3 to 4 times that of men on average in the Indian Ocean Earthquake and tsunami, although the losses differ by country.

Various structural factors cause gender differentiated impacts of disasters. For example, if women have limited access to knowledge and information due to their lower social status, and do not have information about disasters, evacuation shelters, and evacuation routes, they would fail to evacuate safely in the event of a disaster. Also, as men usually have decision-making authority, there are some cases where women failed to evacuate – as they were not able to make their decisions quickly enough. Moreover, some women fail to evacuate while trying to save their children and household properties, as women considered it their responsibility to protect them.

Not only direct impact of disasters but also post-disaster effects are different between men and women. For example, men and women have different needs in living and goods and items at evacuated shelters. In many cases women's needs are not met. This is because there are only a few women involved in post-disaster operations and because disaster management plans do not incorporate women's ideas, due to lack of opportunity and power to voice their concerns. Moreover, it is evident from previous disasters that with the increase of stress level, and dysfunction of police and justice systems, cases of assaults and violence increase, especially against women, as in cases of trafficking in persons targeting children who have lost their parents in disasters.

At the United Nations World Conference on Disaster Reduction held in Kobe City, Hyogo prefecture in January 2005, the Japanese government announced its initiatives on disaster management cooperation. Placing "gender perspectives" as one of the basic

principles, it declares “to support every aspect of disaster management cooperation from gender perspectives.” Also, in the second five-year “Basic Plan for Gender-Equal Society” (July 2005), “disaster management and reconstruction” was included as a sector requiring new efforts in the next five years for the promotion of a gender equal society. It recognizes the necessity of understanding different needs of men and women, and the need to establish disaster management systems with gender perspectives for resolving various issues involving women in disasters and reconstruction. It also declares that, based on the “disaster management cooperation initiatives,” international cooperation in disaster management will be undertaken with gender perspectives. Women may become victims of disasters, but at the same time they may become highly capable leaders for community disaster management. It is important to support women to play a role in improving disaster preparedness of communities, through participation in developing disaster management and reconstruction plans. There are many cases in Japan where women organize groups to engage in community disaster management.

2. Gender Checkpoints for JICA’s Cooperative Operations

JICA’s approaches to cooperation in disaster management consist of three stages of ① prevention (mitigation and preparedness), ② emergency response, and ③ recovery and reconstruction based on the Disaster Management Cycle (DMC). As the type and the depth of impacts differ between men and women, it is important to have gender perspectives in all of the above three stages. Basic plans and guidelines for disaster management with a long-term perspective have gradually been introduced to developing countries. JICA has been providing assistance in this process. It will be necessary to support integration of gender perspectives on all operations and aspects, on the process of planning and monitoring, reflecting the views of central and local gender-related public institutions, government officers, and local gender-related NGO/NPOs, and establishing collaborative framework among these institutions.

The specific gender perspectives for each stage are listed below. Exemplary cases are given in the Appendix.

(1) Prevention (mitigation and preparedness)

1) Identifying disaster risks:

As mentioned above, disasters affect men and women differently. For estimating

disaster risks as a part of prevention, it is considered useful to accurately understand impacts of disasters by collecting and analyzing gender disaggregated data of previous disasters. Also, it is helpful to understand the needs for disaster management by gender from past cases. Gender imbalance in population is observed in some areas from demographic surveys (i.e., areas where the female population is higher because their husbands are working away from home). Different approaches may be required in such areas; therefore, it is necessary to have demographic information by gender. In addition, when identifying disaster management capacity of a targeted community, it is ideal to take appropriate preventive measures with clear understanding of different disaster management capabilities by gender. Access to information on disaster management, and therefore, knowledge and skills for disaster mitigation differ between genders. Therefore, it is extremely important to estimate impact level by gender and to take effective preventive measures based on such estimation.

2) Improving disaster management capacities of communities and societies:

While developing a disaster management plan, it is essential to incorporate gender segregated analysis of disaster risk and vulnerability so that the plan can be beneficial to both men and women. In other words, the plans can succeed in mitigating negative impacts of disasters on both men and women. Also, there are gender differences in what they bring to shelters, in degree of understanding of information necessary for evacuation and on the speed of evacuation. Analyzing and understanding results of evacuation drills will be helpful to provide appropriate feedback to the plans. When developing specific evacuation procedures, it is necessary to establish a reliable communication system that delivers all information to both men and women, based on gender differences in information access and gender disparity in literacy rate and education levels. Women may face difficulties in evacuating due to cultural backgrounds and social norms. For example, when only men are found at an evacuation site, women sometimes refuse to go to the site even when they know its location, due to possibility of becoming a victim of violence such as rape. Therefore, it is also important to consider cultural background of the targeted area for selecting and establishing evacuation facilities. It is also beneficial to support establishment of a collaborative framework between communities and NGO/NPO groups working on disaster management/gender, and capitalizing on such networks, to support strengthening

disaster management system and implementing disaster education.

(2) Emergency response

1) Saving human lives:

When providing emergency medical services, it is necessary to take measures to address the situations in the targeted area where women cannot queue in the same line as men or be seen by male doctors due to their cultural background (for example, prepare separate entrances for men and women and secure some female doctors). It is also vital to consider the operation of home-visiting doctors for those who cannot travel, such as pregnant women.

2) Supporting the victims:

When providing supply of food, water, and other items to disaster-affected people and when arranging hygiene facilities such as toilets, we should consider specific needs of women, such as sanitary goods and nutrients for pregnant and nursing women. Women may suffer from violence, as their privacy and safety cannot be guaranteed at an evacuation site. Some women hesitate to report such incidents, and as a result they are left with physical and mental damages. Therefore, we should include women-friendly counselling services as a part of healthcare planning. However, in order to avoid violence against women in the first place, measures should be taken to provide privacy and security of women when establishing and managing evacuation sites.

(3) Recovery and reconstruction

1) Establishing a recovery and reconstruction system

When establishing a system for recovery and reconstruction from disasters, needless to say, specific assistance is required for women, who are more vulnerable to disasters. In addition, it is also necessary to design and implement projects that target women as proactive subjects of reconstruction rather than passive objects of assistance, in order to for women to actively participate in the process of decision-making on reconstruction. It is important to promote establishment of community-owned recovery and reconstruction plans and systems in accordance with the needs of men and women while encouraging women's empowerment.

2) Supporting victims for community reintegration

Gender perspectives in community reintegration of disaster victims include, for example, discrimination and prejudice towards women who lost their husbands or who no longer fulfil their roles as wives because of disabilities caused by disasters. Under such circumstances, their land and properties may be confiscated by their relatives, they may be expelled by their in-laws without any support, or they may be divorced, with or without children. Targeted support should be provided for these cases in partnership with NGOs familiar with the local social and cultural background.

3-2-13 Social Security and Gender

1. Present Situation and Issues

Social security is a provision or a system of providing income security by cash transfer from the state or society and of social services such as medical and care services, in order to mitigate poverty, provide relief for the poor, and stabilize livelihood of the poor when people face challenges in life, such as illness, injury, childbirth, disability, death, aging, and unemployment. In the development of developing countries, the priority has been placed mainly on promoting economic growth. Most developing countries started to establish a social security system for social stability only after the country achieved a certain level of economic growth. After experiencing economic growth in the 1990s and the currency crisis in 1997, countries in Asia started to focus on stable economic growth and social stability, and made an effort to develop social security systems. Some developing countries started to share an awareness of the challenges related to declining birth rate and aging population from a medium- to long-term perspective.

On the other hand, there are big differences in the level of design, development, management, and implementation of social security systems among developing countries. Some countries have developed a social security system covering the majority of their citizens, while other countries have undertaken very little development in this area. Therefore, it is very important to respond to various needs according to the level of system development⁹⁸.

Because the social security sector includes various fields, trends of assistance by

⁹⁸ JICA Thematic Guidelines on Social Security (Health Insurance , Pension, Social Welfare)

international agencies vary as well. For example, the International Labour Organization (ILO) and others have been providing general support for social security systems in the Philippines, Thailand, and Indonesia since 1950 from a standpoint of protection of workers. On the other hand, assistance in health insurance and pension systems came to the forefront after the above-mentioned economic crisis. Around 2000, agencies such as the World Bank and the Asian Development Bank (ADB) launched their respective strategies in this area.

Japan had been traditionally providing assistance in the “labor and employment” area, such as occupational skills development and occupational health and safety, while projects in “health insurance, pension, and social welfare” were limited. However, since 2000, Japan began dispatching long-term experts, implementing projects and analytical works in the “social security” sector in Southeast Asian countries.

JICA provides assistance in the “social security” sector under three subsectors: “social insurance and welfare,” “support for persons with disabilities,” and “labor and employment.” Each of them is provided with gender perspectives as follows.

(1) Social insurance and welfare

The assistance in social insurance and welfare subsector covers three areas; namely, health insurance, pension, and social welfare. In each area, capacity development is conducted for “the establishment of a sustainable system and operation of the system.”

The social security system, such as health insurance and pension systems, affects the fundamental element of society in the country. Socio-cultural background of the country, culture, religions and ethnic diversity influence design and operation of the system. Social structures of communities, families, and gender relations play an important role in defining the system. Therefore, gender perspectives should be integrated in designing a public social security system, in addition to including women as beneficiaries.

(2) Support for persons with disabilities

This field is usually considered as a part of social welfare service; however, JICA provides assistance to persons with disabilities not only as recipients of welfare service but also as agents of development in developing countries.

Women with disabilities face two layers of discrimination: as a woman, and as a person with disabilities. In developing countries, poverty is the third discriminatory factor faced by women with disabilities. There are little data on gender and disability in developing countries. Women with disabilities are confined and hidden in their houses without them recognizing their own human or legal rights. Their challenges are not considered a gender issue or disability-related issue.

Generally, women (girls) with disabilities are deprived of opportunities to have access to education, healthcare, rehabilitation, vocational training, and employment. There are even more serious cases of human rights violation, such as physical and sexual abuse and forced sterilization. Women with disabilities have special needs along with persons with mental, physiological, or multiple disabilities and intractable diseases. JICA should consider whether people of such categories are included in empowerment activities for persons with disabilities. Inclusion of women with disabilities in gender-integrated projects of JICA is also important.

(3) Labor and employment

Assistance in this area aims to improve the working environment from the perspective of labor protection. All workers should be able to work under the condition of freedom of choice, equal opportunity, safety, and human dignity. For this purpose, JICA conducts capacity development for "the establishment of a sustainable system and operation of the system."

When public services such as job placement and vocational training are conducted, it is necessary to ensure that both men and women receive these benefits. Even if a woman harms her health from various heavy physical tasks that are culturally considered to be women's, she doesn't even have the opportunity to claim her rights when she is not a member of a labor union or in absence of a labor union. In designing and managing a social security system including unemployment insurance and workers compensation insurance, based on gender perspectives, all the benefits should be ensured for all workers, including men and women.

2. Gender Checkpoints for JICA's Operations

The following are the points to consider for gender sensitive assistance in the social security sector.

(1) Long-term perspective

In the poorest countries, it often takes a long time until the concept of social welfare itself is constructed. In such cases, establishment of a social security system with a gender perspective should not be rushed. It is important to proceed cautiously in order to achieve an understanding of all stakeholders on the necessity of the system and advantages of having gender perspectives.

(2) Monitoring from gender perspectives

It is important to conduct regular monitoring of labor standards and of occupational health, safety, and hygiene. It is also important that a third party with strong gender understanding take part in the investigation, so that the investigation is not limited to the safety and efficiency perspective, but also covers the actual conditions, including gender gap in wages and employment, as well as the situation of sexual harassment, and that prompt actions be taken in case women are found to be in unacceptable conditions.

(3) Respecting traditional and religious elements

It is important to analyze local needs and situations of society, economy, politics, and religion in order to establish a system appropriate for the local context. In some communities, the presence of men and women together in the same place is not permitted and women find it difficult to go out alone. It is necessary to take appropriate measures in accordance with the local conditions.

Box3-2-13-1. Good Example of Gender-Responsive Assistance for Persons with Disabilities: Preliminary Study on the Project on Promotion of Social Participation for Persons with Disabilities in Pakistan

< Project Overview >

Project name: Project on Promotion of Social Participation for Persons with Disabilities

Project area: Abbottabad, North-West Frontier Province, Pakistan

Project Period: December 2008- November 2011

< Background of the Study >

Persons with disabilities account for about 10% of the population in Asia and the

Pacific region. The majority of them face economic, social, and political exclusion. Persons with disabilities in Pakistan are in a similar situation. A policy and an action plan for the support for persons with disabilities exist in Pakistan, but there is a large gap between the ideal and the reality, and no improvement has been observed in the situation of persons with disabilities. Given this background, JICA dispatched a study team to provide transitional assistance for the implementation of these policies and action plans.

< Detailed activities >

JICA's assistance strategy in Pakistan includes gender, and various measures were implemented during the study. Examples of such measures include having equal numbers of men and women among the research team and interviewees, adding gender-related items to the interview questionnaire, and gender experts' participation in the interviews. In a pilot community for the study, persons with disabilities visited and conducted interviews with other persons with disabilities in the community (see the photo below).

< Impact >

Because of socio-cultural and religious reasons, especially women with disabilities tend to be hidden at home. Participation of women with disabilities as interviewers allowed the study team to visit the houses of other women with disabilities and to find out about their situation. In addition, it encouraged the interviewees and their families and also made differences in their lives.



Photo: Visit to the house of a woman with disabilities.

The JICA gender expert (right), a female leader with disability (second from right). Sisters with disabilities to their hands (left, third from left) had never been out of their house for more than 30 years. As these sisters had been

encouraged by the visiting study team, they attended the wedding ceremony of their relatives.

3-2-14 Transportation and Gender

1. Present Situation and Issues

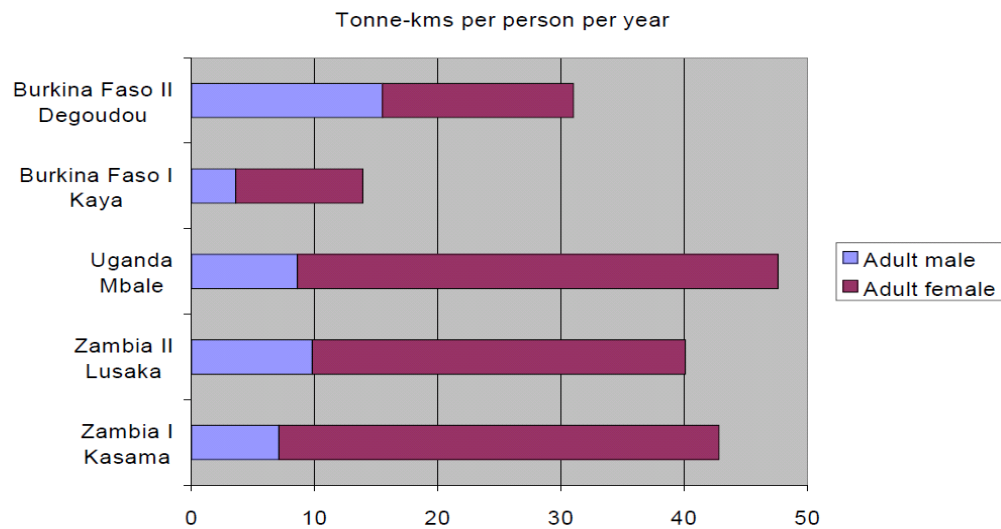
The objective of transport sector development is “to promote economic development and improve people’s living standards by achieving smooth movement of goods and people.” Specifically, improvement of transport infrastructure also contributes to the improvement of people’s welfare by improving access to basic services such as health, education, market, and government facilities, and also to financial and agricultural extension services. Transportation is a vital foundation for economic development and social activities of a country, and for this reason, it is also necessary to improve networks at a national and a regional level across borders.

In terms of gender perspective in transportation, many women still bear housework-related transport burden, such as fetching water, gathering firewood, etc. In many African countries, the amount of women’s load carrying effort reaches four times that of men (see Figure 3-1)⁹⁹. In many countries, men have priority use of basic transport means such as bicycles and carts (see Figure 3-2). As a result of limited use of transport means, women have disadvantages in access to social services. For instance, pregnant women in Ethiopia have to travel on foot for an average of five hours to reach hospitals. Moreover, 45% of pregnant women have no access to an institution capable of caesarean section at the time of delivery¹⁰⁰. Therefore, in the transport sector, micro (community) level activities are the focus of gender-responsive projects.

Figure 3-1 Load Carrying Efforts by Gender in Five Regions of Sub-Saharan Africa

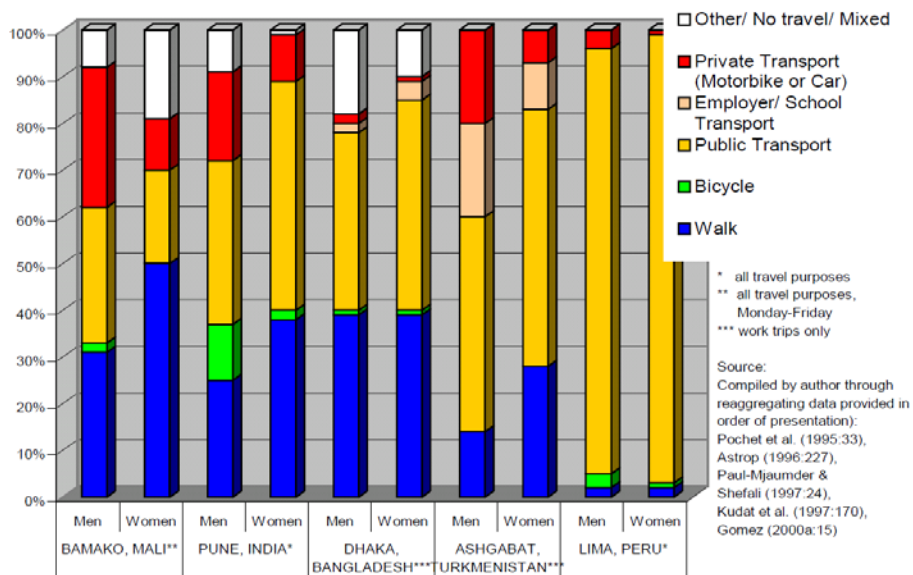
⁹⁹See D. Peters, Gender and Transport in Less Developed Countries, 2001
(<http://www.earthsummit2002.org/workshop/Gender%20&%20Transport%20S%20DP.pdf>)

¹⁰⁰See a website of Shadanhoin Keikaku Kotsukenkyukai
(<http://www.keikaku-kotsu.org/katsudo/kaiho/0707.pdf>)



Source: Peters and Bamberger 1998 (original data in Barwell, Airey, and Strandberg, 1993)

Figure 3-2 Gendered Mode Choice in 5 Southern Cities



Source: D. Peters, Gender and Transport in Less Developed Countries, 2001, p.12.

Macro-level activities also have different impacts on men and women. For instance, improvement of transport infrastructure such as roads has negative impacts,

such as in number of traffic accidents. In developing countries, many of the victims of traffic accidents are pedestrians and bicycle riders, and there is a gender gap. Moreover, rapid increase in traffic volume, especially in long distance travel, causes spread of HIV/AIDS. Prostitution involving long-distance truckers (men) becomes the major reason for the spread of HIV/AIDS when those drivers, many of whom are married, transmit the virus to their wives at home.

In the case of Sindhuli Road Project in Nepal to improve and expand the road network in the country, positive gender impacts are reported. As a result of the completion of road construction and improvement of access in the region, a woman in the region was able to open a clothes shop and improve her livelihood. The construction of Sindhuli Road itself was carried out for improving the national road network, but it is necessary to be aware of the possibilities of different impacts upon men and women.

Thus, in the transport sector in which macro-level measures are the center of discussion, gender implication should be considered in the impact of the project, and in the design of micro-level interventions.

Especially concerning micro-level interventions, the issues are similar in other infrastructures, such as rural electrification (rather than energy supply at a national level), rural water supply (rather than water supply and sewerage system construction in urban areas), and individual communication terminals (rather than development of communication infrastructure in the ICTs sector).

On the other hand, at the macro-level operation, if negative impacts are anticipated, or are found unexpectedly, appropriate measures should be taken in order to mitigate such impacts. For instance, there is a risk of emergence of brothels, because of the concentration of workers due to a large-scale construction project. The possible measures are to include contract-based liabilities for constructors to undertake preventive measures, awareness campaigns on HIV/AIDS, and gender training. For infrastructure development projects with involuntary resettlement, it is necessary to understand how the resettlement would have impacts on men and women respectively, because women generally tend to rely more on their environment than men (e.g. distance to water points and sources of fuel wood). If there is a possibility of negative impacts, such as extended distance for fetching water, necessary measures to reduce negative impacts should be introduced. As future possibilities, measures to provide safer

public transportation for women (women-only cars, etc.¹⁰¹) can be considered as well.

2. Gender Checkpoints for JICA's Cooperation

Currently, JICA's assistance in the transport sector mainly focuses on the macro-level. As a part of environmental and social consideration, JICA is expected to devote more attention to gender issues in its operation. Also, for micro-level assistance such as transportation of people/goods at the community level, gender perspective must be integrated as appropriate.

In addition, there are points for consideration for infrastructure development projects in general not limited to transportation. For example, in a large-scale construction project, it is required to examine the necessity of gender-responsive approaches as a part of environmental and social considerations, and to take measures if necessary. Concretely, such measures include reflecting women's voices at stakeholder meetings on land acquisition, and paying attention to gender gaps in employment opportunities and wages of construction workers.

Regarding the above-mentioned contract-based liabilities for constructors, there are many cases where preventive measures against HIV/AIDS and awareness campaigns are incorporated, especially in large-scale infrastructure development operations with ODA loans. The following shows one of these cases.

Box 3-2-14-1: Case of Gender-Responsive Project :

Sihanoukville Port Urgent Expansion Project, Cambodia

1. The Project:

L/A signing date: 26.November.2004, amount approved: 4.313 billion JPY

The objective of the project was to upgrade and extend the container wharf of Sihanoukville Port, the only international deep-sea port in Cambodia.

2. Gender Perspective

Because Sihanoukville Port is an international port and a tourist area, the infection rate of HIV is high. Therefore, clauses concerning HIV/AIDS prevention are included in the

¹⁰¹ See the World Bank website

(<http://www4.worldbank.org/afr/ssatp/Resources/HTML/Gender-RG/module1/index-p4.html>)

contract with the contractor. Both the contractor and the Sihanoukville Port authority are taking measures against HIV/AIDS. The main activities are HIV prevention lectures (education), distribution of condoms, and counselling service for the workers.

Box 3-2-14-2: Case of Gender-Responsive Measures:

Train Straps in South Korea

The length and the position of train straps are usually designed for adult men. Women often cannot reach the strap and feel inconvenience because they are generally shorter than men. The South Korean government has decided to secure a budget for introducing longer straps designed for women. This is an action based on the national policy of “gender sensitive budget.”

(Quotation from Column “International,” Jan. 30, 2009 daily issue of *Asashi Shinbun*)

3-2-15 Energy and Gender

1. Present Situation and Issues

(1) Features of energy utilization in developing countries

Energy is necessary and indispensable in socio-economic activity. However, it is difficult to recognize various issues related to energy, because the existence and the use of energy are taken for granted in daily life. There are various types, sources, and utilizations of energy, and there are major differences between developing and developed countries. It is necessary to understand these differences in order to address gender issues in the energy sector of a developing country.

The main features of energy utilization in developing countries are as follows:

① Massive use of biomass energy

Biomass energy (traditional energy) including fuel-wood, charcoal, residues of agricultural products, and dried cattle dung are predominant in developing countries. In many developing countries in Africa, 90% or more of total energy consumption comes from biomass. On the contrary, developed countries make wide use of "modern energy," such as electric power and petroleum products such as gasoline and kerosene.

② Limited access to modern energy

Electricity and electric power are expected to make a significant contribution to

industrial development and livelihood improvement in developing countries. However, electrification rates are lower in poorer countries, and inefficient and inconvenient forms of traditional energy are widely used. Such a situation could be considered the major obstacle for economic and social development. Energy consumption per capita is very small in these countries compared with that of developed countries.

③ Unsustainable energy supply

Due to widespread use of traditional energy in developing countries, forest resources are utilized without any planning or afforestation activities. This results in decrease and disappearance of forest resources and makes sustainable supply of traditional energy even more difficult. Energy issues are closely related to environmental issues, such as deforestation and subsequent soil erosion and floods.

(2) Gender issues in the energy sector

From above overview of the energy sector in developing countries, how can gender issues be placed in the sector? The gender issues in the energy sector can be easily identified by classifying them into demand and supply.

Demand for energy is generated by various factors, whether it is for modern or traditional energy. Among these factors, gender issues are typically identified within households. Supply and use of traditional energy is one of the important gender issues, because in most developing countries women assume responsibility for securing traditional energy for household consumption, fuel-wood and dried cattle dung.

Gender is also an important issue in modern energy supply in rural areas where neither public nor private companies operate. Rural energy supply using renewable energy requires the community to undertake operations and maintenance (O&M) of electric facilities and collection of user fees.

As stated above, gender issues in energy development should be examined from a micro-level point of view; i.e., from the viewpoint of consumers of energy. For a rural electrification project using renewable energy, gender-sensitive approaches are important at each stage of planning, construction, operation, and management, because an existing electric energy company would not provide O&M of the facilities. Gender sensitive approaches are important because the needs and issues in energy consumption differ according to various attributes of members of the community, including their gender, ethnicity, area of residence, and income class.

The following are the three gender-related factors that result in differences in energy needs:

① Different energy needs and issues based on different social roles:

In many developing countries, socially expected gender roles are different between men and women, and therefore energy needs and issues are also different. For instance, household chores such as fetching water and gathering fuel-wood for cooking, as well as cooking itself, are often traditionally considered to be a women's role. Women have strong interest in securing fuel and water for preparing meals, because they are responsible for collecting energy sources necessary for the household. In relation to climate change, women in developing countries are susceptible to its impacts due to their social roles, while women are also expected to contribute to mitigating the impact. On the other hand, because men do not have responsibility for household chores, they are often inclined to show interests in energy use for the increase of agricultural production, such as irrigation pumps, and income generation.

② Different decision-making power in choice of energy sources and facilities:

Energy needs differ according to gender and economic strata in a community. Whether or not these differences are reflected in actual energy supply largely depends on the level of individuals' decision-making power within a household and the community.

For instance, many rural households in developing countries are still using traditional stoves. The thermal efficiency of these stoves is low, therefore, cooking requires a large amount of fuel-wood and a long time. Introduction of improved stoves reduces women's working hours required for gathering firewood and cooking. However, even if a woman recognizes the necessity, installation of an improved stove is difficult without the understanding and agreement of her family, since men or senior family members (father-in-law and mother-in-law) traditionally have the decision-making power over household expenses. The reason behind the above situation is that women's domestic labor goes unappreciated due to their low social status, and that the length of time and the value of labor spent to collect indispensable energy for maintenance of

family life are overlooked within a household.¹⁰²

In the case of a project to install a small-scale hydropower plant in a community, if the water user's associations are organized among the leaders and the rich with strong voices and decide the amount of the users' fee, the poor in the community might not be able to use the electricity because of large differences in the financial resources available for energy service between the rich and the poor. As a result of non-access to electricity, the poor may have energy needs in relation to the prices and improvements of kerosene lamps for everyday use.

③ Different involvement in O&M:

Unlike cases where energy is supplied by energy supply companies, rural energy supply is to be maintained technically and financially by a self-organized user committee and/or local households. Technical matters and management of committees are often defined as men's role; however, after appropriate guidance, women can handle these matters as well as maintenance fee collection.

Needs and issues in energy consumption are not the same due to the above-mentioned factors. In areas with large poverty gap and societies with low women's status, it is necessary to identify the most vulnerable groups who tend to be excluded from rural energy supply, investigate the reason, and examine effective measures from the perspective of "human security." The energy supply itself is not a goal in itself, but one of the means for poverty reduction and improvement of their lives. It is necessary to have an overall framework of energy supply needs, based on a comprehensive context of community development including other sectors such as education, health, agriculture, and employment generation.

2. Gender Checkpoints for JICA's Cooperation

(1) Importance of energy users' perspective

It is reported that inclusion of various energy needs and issues of local population into rural energy supply projects has positive influences not only on the achievement of project goals but also on its sustainability and efficiency (see Appendix 1-5, Box 1). On

¹⁰² UNDP, World Bank, 2003

the other hand, if a project is designed without women's interests and development needs, neither the goals nor the outcome of the project can be achieved (see Appendix 1-5, Box 2)

In addition, when energy is supplied without gender perspectives, it might result in further empowerment of already powerful groups. For instance, additional benefits from rural electrification require sufficient disposable income in order to arrange interior wiring and to purchase electric appliances such as televisions and refrigerators. The rich will inevitably receive more benefits of electrification. When the government provides subsidy for such electrification projects, the subsidy might benefit only the rich who can afford to install wiring. This might lead to widening the gap between the rich and poor. Therefore, careful attention will be necessary¹⁰³.

(2) Contribution to gender equality

Improvement of energy supply in rural areas contributes to formation of a gender equal society and women's empowerment.

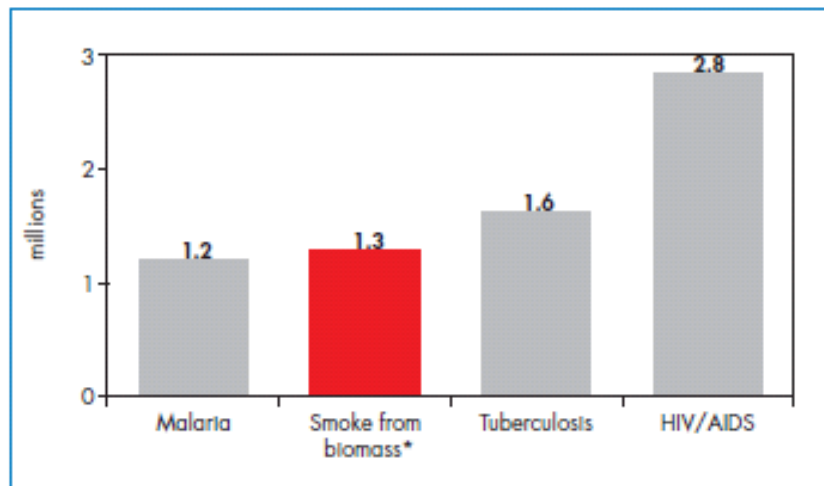
① Improvement of women and children's health by reduction of indoor air pollution

The reduction of indoor air pollution by introducing improved stoves contributes to the improvement of the health level of women and children. In rural areas of developing countries, cooking is done with traditional stoves using biomass energy such as firewood, waste matter of farm products, and livestock manure. The indoor air pollution from the use of such stoves and the lack of adequate ventilation and combustion has serious impact on health. It is estimated that about 1.3 million people die every year from indoor air pollution. Many of the dead are women and children who are exposed to indoor air contaminants from everyday cooking¹⁰⁴. Introducing improved stoves will reduce indoor air pollution as well as improve the overall health condition of women and children.

Figure 3-3 Annual Deaths Worldwide by Cause

¹⁰³ Hayashi, International Development Journal, March, 1993

¹⁰⁴ IEA, 2006



* IEA estimate based on WHO figure for all solid fuels.
Source: WHO Statistical Information System, available at www.who.int/whosis.

(Source : IEA, 2006)

② Expansion of educational opportunities

Rural electrification contributes to increased educational opportunities. By reducing amount of time girls spend on domestic work, it allows them extra time to attend school. Moreover, electrification enables rural people to study, read, and watch television during night time, as well as enabling education, information dissemination, and awareness-raising of rural people through television. For instance, in the “Multifunctional Platform Project” implemented in the Republic of Mali, introduction of a multifunctional platform (multifunctional and general-purpose power equipment) enabled pumping up of potable water. It is reported that as a result of this project, girls were freed from domestic work such as fetching water every morning, started to go to school without being late, which thus improved girls’ school attendance rate, and that educational spending for children increased because of women’s improved income¹⁰⁵.

③ Expansion of opportunities for participation in productive activity

Women's productive activity can be expanded by rural electrification. Rural electrification reduces labor burden for domestic chores and also enables activities after sunset. Saved time and labor power can be used for other productive activities for income generation for women’s empowerment. In addition, use of radio and television

¹⁰⁵ UNDP, 2004

strengthens information and communication, and enables access to useful information for marketing and awareness-raising. It also leads to expansion of business opportunities in rural communities (e.g., Grameenphone operation in the rural areas in Bangladesh [see Appendix 1-3]). Income improvement of women and the poor contributes to strengthening their decision-making power and empowerment in the community and the household (see Appendix 1-5, box 3).

(3) Check points for gender-responsive rural energy supply project

Project Planning Stage

- ① It is necessary to understand different social attributes of the local population and identify which groups are the most vulnerable. In addition, it is also necessary to understand energy sources and facilities used by different groups.
- ② It is necessary hold interviews on specific energy needs with vulnerable groups including women, in addition to local leaders or local public officers who have stronger voices. It is also important to interview both the husband and wife of a household, because an opinion of the male household head doesn't necessarily represent that of other members. In addition, it is necessary to review traditional practice and social norms related to energy utilization in a society.
- ③ It is necessary to forecast positive and negative impacts of a project on men and women as well as vulnerable groups. For instance, a household might spend more than necessary on electrical appliances such as televisions, because electrification brings high propensity to consume. Poor households might reduce expenses for indispensable items, such as education and food (Hayashi, 1993). It is also necessary to pay attention so that women's workload would not increase due to introduction of new energy sources (for instance, introduction of biomass gas energy might cause an increase in women's work hours for collecting livestock manure).

Project Implementation Stage

- ① Gender balance in project meetings, project management committees, user groups, and training programs has to be considered, and participation of women and vulnerable groups should be promoted. For instance, to facilitate participation of women and vulnerable groups, an appropriate timing, and location for these groups

should be established in consideration of their affordability of such opportunities and time.

- ② For setting user fee for energy, it is necessary to consider affordable price for poor households. It is necessary to establish a consensus among community members for decision or selection of priority, because the priority for income generation needs that use energy differ depending on social groups, such as gender, economic class, etc.
- ③ It is necessary to identify appropriate persons to attend O&M training of energy-related facilities and to enable them to receive such training. As appropriate, it is necessary to provide opportunities for vulnerable groups to actively participate in a training program.
- ④ It is necessary to collect gender-related information such as men's and women's labor burden, working hours, and use, management, and decision-making of energy source/energy facility as much as possible from an early stage of baseline survey. This will enable the project evaluation to review gender-related impact and output.

3-2-16 Agricultural/Rural Development, Fisheries, and Gender

1. Present Situation and Issues

(1) Agricultural/Rural Development and Gender

Despite rapid urbanization in developing countries, according to the statistics of the United Nations Population Division, the proportion of rural population still accounted for 57% of the entire population in 2005, and this ratio reaches 73% in the least developed countries. The majority of rural population is engaged in agriculture, exceeding 50% in many developing countries.

The situation described by UNDP in the “Human Development Report 1997” remains unchanged: “about three-quarters of the world's poorest people live in rural areas, depending on agricultural activities for their livelihood¹⁰⁶”. Agricultural and rural development is extremely important for human development and poverty reduction in developing countries. Moreover, it is estimated that more than half of the people engaged in agriculture in rural areas are women and that women produce two-thirds of

¹⁰⁶ UNDP “Human Development Report 1997”/ “Poverty and Human Development,” p.8.

food in the majority of developing countries¹⁰⁷. The trend is accelerated because of men's migration to urban areas and foreign countries, pandemics such as HIV/AIDS, and various conflicts.

For instance, in Nepal, 76% of women (and 50% of men) are engaged in the agricultural and rural sector (including economic activities within the household other than agriculture),¹⁰⁸ while 89% of migrant workers in urban areas are men. It is reported that in Malawi the population of men in rural areas decreased during the period 1970 to 1990 by 21.8% (decrease of women by 5.4 %)¹⁰⁹, and thus the “feminization” of agricultural and rural communities is in progress in many developing countries. This indicates that gender perspectives are essential in agricultural and rural development.

In the agricultural and rural development sector, gender issues include the following:

① Women have more burden than men in agriculture

Women are responsible for most agricultural work. For instance, in the case of rice cultivation in Tanzania, tasks such as seed paddy preparation, planting, weeding, and threshing are assigned to women, while physical labors such as land-levelling and rice field tilling are assigned to men. The tasks that require bending over for a long period of time in the paddy field or that need to be done daily and manually without machines, convenient tools, or animals such as cows are often assumed by women. Rice cultivation in other countries shows similar patterns. The result of a survey in Cameroon¹¹⁰ reveals that women assume 75% of agricultural work. As in the cases stated before, men in farming households often go to urban areas as migrant workers. In such cases, women's burden of agricultural work further increases.

② Women in rural areas are especially busy with extremely long working hours

In addition, women in rural areas undertake more agricultural activity than men. They also assume the majority of domestic labor and childcare, which make women's working hours much longer. For instance, it is reported that in urban areas of Kenya,

UNDP “Human Development Report 2006” p. 229

¹⁰⁸ JICA, Gender Information, Nepal, 2006

¹⁰⁹ FAO, <http://www.fao.org/gender/>

¹¹⁰ World Bank “World Development Report 2006,” p. 54

working hours of men are 47.7 hours per week and those of women are 49.2 hours per week. However, in rural areas, men work 42 hours per week and women 56 hours¹¹¹. According to a study in Nepal, where 86% of the total population live in rural areas, women (including girls) assume about 60% of all the labor hours, and men (including boys) assume only 40%. As a result, time available for women (including girls) for their own education is limited to one-third to one-fourth that for men (including boys)¹¹².

③ No land title for women in many communities

In many areas of developing countries, women have neither land title nor inheritance rights of assets and properties. In many cases, customary practices prevent them from having property rights even when they are legally entitled. As a result, women's access to rural financial service is limited without their having collateral (e.g. land). In addition, land can be taken away from women by male relatives after the death of their husbands. In this way, female-headed households are in a particularly vulnerable position in rural areas.

④ Feminization of poverty in rural areas

In general, when a situation of poverty continues or further deteriorates, women and girls are more seriously affected than men, which leads to further expansion of gender gaps. Women's needs are more likely to be the first to be sacrificed in poor households. For example, mothers reduce the amount of meals for themselves and their daughters; put aside their own health; and persuade their daughters to give up their education. Women spend more time in securing food and fuel to reduce household expenses. In addition to domestic labor and childcare, they are also engaged in productive activities to help household income. The proportion of female-headed households in the world is estimated to be about 20%¹¹³. There are also many households practically without a male household head, especially in rural areas, because male household heads migrate to work in urban areas or abroad. Many of these households often become deteriorated when men's absence is prolonged and

¹¹¹UNDP "Human Development Report 1995", "Gender and Human Development," p. 106

¹¹²JICA, Handbook on WID/Gender for Cooperation in Agriculture and Fishery, March, 1999, p. 13

¹¹³ According to an estimation in 1998, about 20% of the all households are headed by women in the world, 24% in Latin America, 22% in Sub-Saharan Africa, 16% in Asia, and 13% in the Middle East and North Africa UNICEF "The State of the World's Children 2007", p. 28).

remittances from them become intermittent. Due to the factors mentioned above, many reports¹¹⁴ point out that 70% of the poor population are women, much higher than the proportion of men.

⑤ Lack of access for women to services such as agricultural extension

People who are engaged in rural development and agricultural extension often do not sufficiently recognize the situation described above in 1) - 4). Agricultural extension officers are generally men, who do not approach women in rural areas or cannot come into direct contact with them because of customs in rural communities. Thus, technology, knowledge, and information are not efficiently available to women, who in many cases are responsible for most agricultural work. For instance, giving lectures on improved rice planting technology only to men does not lead to dissemination of technology when rice planting is done by women.

While undertaking needs assessment, women's needs are often not reflected. This is because information is collected through (i) interviews from community leaders, who are mostly men, and (ii) community meetings without gender balance of participants and gender-responsive moderation of meetings. As described in Item 2) above, decrease of women's burden and improvement of their quality of life are indeed important issues in rural development, although they are sometimes disregarded.

⑥ Lack of women's participation in management of community-based organizations and producer organizations

Women assume prominent roles in rural development and agricultural production, and it is important to address issues with which women are concerned. However, women rarely become management members of community-based organizations or producer organizations. Women seldom attend meetings of such organizations, nor do they participate in the decision-making process in rural communities. As a result, women's needs and concerns are not well considered.

⑦ Underutilization of Women's knowledge

Women have limited access to modern agricultural technology, despite trends of

¹¹⁴ "Human Development Report 1995," and others

modernization of agriculture. As a result, ironically, women's rich indigenous knowledge of using various resources to secure their lives in rural area has been preserved. It is important for sustainable agricultural development to appreciate and effectively use women's knowledge and technologies on various indigenous breeds, wild plants, traditional way of working, etc.

Box 3-2-16-1: Traditional technologies preserved by women

On Bohol Island of the Philippines, women use digging sticks, although they have iron shovels at home. According to them, the digging stick is light to carry and doesn't damage potatoes when they dig them up. Moreover, it can be used not only for digging but also for various agricultural tasks. Tools and technologies that look simple and old-fashioned are sometimes indeed multifunctional and practically more useful than advanced and heavy tools with a single function.

(JICA, Handbook on WID/Gender for Cooperation in Agriculture and Fishery, March, 1999)

⑧ Lack of gender perspectives in agricultural policies

It is necessary to formulate agricultural policies in view of poverty reduction and socio-economic development of rural areas that largely depend on agriculture, in addition to national food security, food safety, and earning foreign currency by export promotion of internationally competitive agricultural products. Currently, women's participation in the process of formulating agricultural policies is not sufficient. Therefore, gender perspectives tend to be missed in agricultural policies on a national level.

(2) Fisheries and Gender

120 million or more people in the world earn income in the fisheries sector. Women are heavily involved in fisheries, although their contributions are not well recognized. Operating fishing boats is mainly men's work, although women are also involved in fisheries using small boats or canoes, gathering and aquaculture of shellfish and seaweed in coastal areas, and inland fresh water fisheries. Especially, women take an important role in small-scale aquaculture ponds managed at the household level. Also, women are involved in processing and marketing of fisheries products.

The worldwide trend in cooperation in the fisheries sector is shifting from increase in production to sustainable fisheries development in consideration of resources and the environment, and improvement of people's livelihood in fishing communities. JICA places "promoting vitality in fishing communities" as one of the Strategic Development Objectives. Fishermen have less properties and rights than farmers with farmland, and often belong to the poorest group in developing countries. There are also people who are driven out from farming zones due to civil war, etc. and eventually have to maintain their livelihood in coastal areas by gathering shellfish and other resources. It is also reported that damages from natural disasters such as high tide and strong winds are increasing in many fishing villages of developing countries, due to excessive deforestation of mangroves and surrounding forests. As a result of the factors mentioned above, the burden on women is growing in such severe environments of fishing villages.

2. Gender Checkpoints for JICA's Cooperation

To deal with the above-mentioned issues, gender perspectives to be taken into account in JICA's assistance are summarized as follows. Good practices are also listed at the end of the publication as appendixes.

(1) Preparatory Survey (planning stage)

1) Gender analysis of agricultural policies

It is necessary to analyze how policies of agricultural/rural development are responding to gender needs prior to formulation of an assistance strategy. For instance, it is necessary to examine possibilities of introducing microcredit services without collateral in a country where women's land title is not permitted.

2) Analysis of target communities

It is necessary to understand the needs of men and women and gender norms in target communities by executing an activity analysis by gender (on a daily and seasonal basis, etc.), access and control analysis, influencing factors analysis, as well as focus group discussions. In the case of implementing focus group discussions in communities where women's active participation is difficult to expect, it is necessary to consider not only simply promoting women's participation in community meetings but also organizing separate focus group discussions especially for women in order to identify

women's opinions in the community. It is also necessary to review the actual situation of roles and functions between husband and wife within a household.

3) Stakeholder analysis

It is necessary to analyze target groups from gender perspectives at a stage of stakeholder analysis. It is also necessary to consider establishing a gender focal point within a counterpart organization, which would serve as a continuing framework to assume responsibility of gender mainstreaming.

4) Project formulation

A project design should be formulated based on thorough gender analysis, including activity profile analysis, access and control analysis, and others. Clarification is required on the differences of needs among men and women, and on approaches to address these different needs. In rural areas, women already have heavy labor burden in a household. Therefore, it is necessary not only to highlight an introduction of new technology and knowledge, but also to examine how the workload of women will eventually change. In addition, it is necessary to identify the most convenient hours of the day for women to participate in various activities, and the most convenient seasons of the year in consideration of their farming calendars.

The above-mentioned viewpoints 1) to 4), identification of needs and designing of a project based on gender analysis, are also applicable to the fisheries sector.

(2) Implementation stage

1) Awareness-raising of agricultural extension officers

In many cases, agricultural extension officers do not understand the importance of approaching women in rural areas. It is necessary to raise awareness of agricultural extension officers and train them on extension method targeted for women.

2) Awareness-raising of men

Awareness-raising of men is also important because male household heads often are the obstacle against women's participation in activities in rural communities.

3) Addressing illiteracy

It is necessary to consider appropriate communication methods using pictures or plays instead of written documents to convey information to illiterate women.

4) Facilitating women's participation

In order to transfer agricultural technology appropriately to both men and women, measures to facilitate women's participation are essential, such as establishing quotas for training participants. In training programs targeted for women, it is necessary to provide appropriate support (setting convenient hours of the day for training, arranging babysitter, etc.) to reduce constraints (housework, childcare, etc.) for women's participation and promote their continuous participation.

In addition, in an environment where it is difficult for women to act individually, organizing rural women and supporting their activities will promote women's participation.

5) Incentives for community development

In income generating activities through supporting women's groups, prior arrangements (e.g., in the form of an agreement) are necessary to enable women to have a certain level of control over their household expenditures. In addition to activities for the improvement of household income, it is suggested that household financial management training and gender training be included in the activities in order to improve their quality of life following increase in income. It is also important to raise men's gender awareness through household financial management training and gender training.

The process of fulfilling gender needs requires a substantial period of time. It cannot be achieved simply by increasing agricultural production, household income, and promotion of rural development. It is necessary to make the community aware of women's capabilities through ensuring women's participation in the project activities, and to include in the program design activities (such as gender training) to stimulate gender consciousness of the community.

6) Gender checkpoints for cooperation in the fishery sector

The above-mentioned points 1) to 5) are also valid in the fisheries sector. Therefore, it is necessary to develop value added fishery products for improving income and to diversify income sources. In these cases, it is preferable to secure gender-equal opportunities for income generation, to improve work efficiency, to reduce labor load, and to improve health of the people. In case of supporting organization of fisheries cooperatives and community organizations, it is necessary to include women as management members and to establish mechanisms for reflecting women's opinions in the decision-making process.

3-2-17 Natural Environment Conservation and Gender

1. Present Situation and Issues

The forest and natural environmental resources (e.g. wood, non-timber forest products (NTFP), and water) support people's living and livelihood. It is an important resource base especially for people living in rural areas of developing countries. Activities for the sustainable use of forest resources have been carried out since the 1970's when forest degradation became apparent.

Needless to say, gender differences in relationship with these natural resources are extremely important factors in rural development. It is difficult to protect and utilize natural resources without any attention to women's roles in the use of the resources. Under the recent trend of decentralization and climate change, it is necessary to focus on gender perspectives in development processes at the village level.

Decentralization is promoted not only in the developed countries but also in many developing countries. However, in most cases, central governments still have the mandate to manage forest and natural resources. Under such a situation, in addition to previously involved local people and forestry officers, local government staff members become a new stakeholder (or stakeholder with a bigger role to play) for natural resources conservation and utilization. To take an example of community forestry (CF), forestry officers have been the main target of capacity-building on gender perspectives as one of the important elements of community participation. With decentralization, local government staff members will also be targeted for training as a new stakeholder¹¹⁵. In Nepal where CF has been promoted, forestry officers are already equipped with gender perspectives and facilitation skills. On the other hand, these capacities are not sufficient with local governments which take a major role in community development. In some countries, as in Nepal, where the decentralization process is in progress, the time has come to address future institutional arrangements when responsibilities for forest and natural environmental resources management is transferred to local governments.

Climate change has severe impacts on highly vulnerable areas. The highly vulnerable areas are where people live under limited conditions, such as coastlines or

¹¹⁵ The local government will take a role of providing local communities with administrative service, especially welfare and safety net.

lowlands along rivers which are susceptible to high tides and floods, as well as semi-arid regions where shortage of rainfall causes immediate droughts. People living under such vulnerable areas are susceptible to effects of climate change. Changes in ecosystem by climate change lead to exhaustion of forest and natural environmental resources. Therefore, it has severe impacts on people that depend on these resources.¹¹⁶ Needless to say, it is anticipated that impacts appear strongly on women, who often rely on forest and natural environmental resources in daily life. On the other hand, conservation of forest and natural environmental resources¹¹⁷ is identified as a measure for mitigating the impacts of climate change (e.g., fixation of carbon by the forest). The Japanese government advocates a viewpoint of co-benefit (benefits for climate change and development) as a measure for adaptation and mitigation of impact of climate change in developing countries. While women in rural areas of developing countries are vulnerable to the impacts of climate change, they also play a role in mitigation. Therefore, it is necessary to have gender perspectives in formulating adaptation and mitigation measures, especially in the field of forest and the natural environment.

2. Gender Checkpoints for JICA's Cooperation

Based on the above-mentioned present situation and issues, gender perspectives to be taken into account in JICA's assistance in natural environment conservation are summarized as follows.

- ① In conservation of forest and natural environmental resources (e.g., wood, NTFP, and water), it is necessary to pay attention to gender differences in conjunction with natural resources (for instance, men often rely on cashable tree species, while women depend on wood species suitable for gathering branches for firewood and nuts) and to undertake conservation activities of natural environmental resources efficiently and effectively by highlighting women's roles.
- ② In the case of supporting capacity development of public forestry and natural environment officers of central and local governments, it is important to plan and

¹¹⁶According to the World Bank, the poor who rely on forest resources for their livelihoods are estimated to be about 500 million around the world.

¹¹⁷Carbon emission caused by destruction and deterioration (forest fires, for example) of forests is estimated at 20% of total global annual emissions

implement forestry and natural environment policies and programs based on gender perspectives.

- ③ People living in highly vulnerable areas are often primary users of forest and natural environmental resources, and are easily affected by depreciation of resources due to climate change. In most cases, women are more heavily dependent on surrounding environmental resources than men. Therefore, it is necessary to reflect women's perspectives as well as men's in examining the impacts of climate change.
- ④ It is important to include gender perspectives in mitigation/adaptation measures against climate change while focusing on women's roles in communities on conservation of forest and natural environmental resources.
- ⑤ It is necessary to promote women's participation in all the above-mentioned processes and to ensure equal participation of men and women for conservation of common property such as forest and natural environmental resources.

JICA has previously implemented projects (technical cooperation scheme and ODA-loan scheme) with the above-mentioned gender perspectives in some countries, including Nepal and India. The following is an example of a yen-loan project for afforestation in India.

Box 3-2-17-1: Case of Gender-Responsive Project

Forestry and Environment Project for Tamil Nadu State in India

(Period: L/A signing - February, 1997, Final Disbursement - May, 2005)

< Background >

The coverage of forest area in Tamil Nadu State was about 17% in 1992, which was slightly under the average of the entire country of India. Approximately 89% of the forests were owned by the national government, 30% of which were deteriorated due to development resulting from rising population and urbanization. The reason for deforestation is that a large number of residents depend on forest products for their livelihoods.

In particular, gathering of firewood by women caused deforestation. The background of this situation was persistent discrimination against women under the influence of Hinduism and the caste system. As division of labor such as "men work

outside, women work at home” was so strict that these women did not have any income source outside of their homes. Women supported their household income by selling a part of firewood they had gathered for household use.

< Project Purpose and Activities >

Cooperation from the local population who are engaged in deforestation was indispensable to this project. Therefore, this project was implemented as sustainable forest management with the element of community participation. The Project consisted of the following activities for forest restoration and improvement of living standard of targeted communities as well as poverty reduction in the region.

- 1) “Afforestation” for forest restoration
- 2) Support for diversifying income source of inhabitants relying on the forest
- 3) Capacity development in forest management (training, monitoring and evaluation, extended use of Geographical Information System (hereinafter referred to as “GIS”))

< Activities with Gender Perspectives >

● Gender mainstreaming at the policy level

As a basic objective of the National Forest Policy (1988) states “creating a massive people's movement with the involvement of women, for achieving these objectives (of forest preservation),” gender mainstreaming is promoted at the policy level, and efforts for promoting women’s participation were conducted under the government initiative.

● Promoting participation of women as main users of forest resources

The project adopted a participatory approach: formulation of Village Forest Committee (VFC) by communities and its participation in Joint Forest Management (hereinafter referred to as “JFM”) for planning and management of afforestation activities. Gender was addressed by participation of one man and one woman from each household to the VFC.

● Livelihood Improvement with microfinance

Self-Help Groups (SHG) of mainly women were organized within the VFCs. The total number of SHG members reached 62,495, equivalent to 13% of all VFC members.

SHGs implemented the livelihood improvement activities utilizing microfinance. Concretely, SHGs monitored women's participation in the selection process of VFCs and Executive Committees (EC) and demanded that at least 30% of selected VFC member should be women and that at least 50% of the women EC members participate in meetings. Moreover, women participated in the meetings concerning loans and forest activities to reflect the women's needs. As a result, women made up 94% of all SHG members, and 60% of inhabitants (mainly women) were later able to obtain alternative sources of income other than forestry products. Reducing the population in the community whose livelihood base was forest products contributed to reducing the number of the poor.

● Increase of women's employment related to afforestation activities

During the project implementation period, a total of 61 million man-days of employment were generated from afforestation activity, with 40% of them being provided by women. A total of 175,930 people started new businesses, which is equivalent to 38% of the total number of VFC members, and 90,243 of them were women.

● Alternative sources of income for women

As one of the policies, microcredit (small non-collateral credit to the poor) was introduced into the project. Women started small-scale businesses using the credit as capital. Such businesses included planting, processing, and selling of herbs; keeping cows and selling their milk; and selling incense sticks, vessels, and coconuts near the temples. Such new means of income not only reduced dependence on forest resources, but also established a mechanism for sustainable income and promoted women's participation in economic activities.

● Additional impacts on reducing labor burden of women and children

According to interviews from inhabitants around the main target communities, women and children's labor burden was reduced. They used to spend a long time to gather firewood and fodder, but after the project, they were able to find them in the surrounding afforested area. Furthermore, they reallocated their freed work force to other productive activities. As a result, many households increased their income from

agriculture and livestock activities, and reduced their dependence on forest resources.

● Improvement of girls' enrolment ratio

As a result of increase in household income, expansion of agricultural activities, and freeing girls from gathering firewood and fodder, girls' enrolment ratio has significantly improved. In the future, it is expected that the increase in girls' enrolment ratio will have positive economic impact on the households and the communities.

● Further impacts of increased income

With increase in household income, the use of propane gas has increased instead of firewood. As a result of this change, women's labor burden has been reduced. The time freed from gathering firewood was allocated to participating and expressing their opinions in community meetings.

(Sources)

Ex-post Evaluation Report on ODA Projects 2008

JBIC "Executive Summary JFM and Microfinance: Sustainability and Linkages" (2008)

3-3 Issues for Future Consideration

In the past, most of JICA's gender-related activities were examined at the project implementation stage, after the framework for the project had already been finalized. Therefore, in many cases, gender-responsive approaches could not be incorporated in the framework of the project even if needs were identified, or otherwise, the project framework had to be changed drastically to accommodate such changes.

For projects directly approaching people in local communities and supposed to have direct and indirect impacts on local communities, it is necessary to conduct a study to analyze gender situations properly in the relevant local communities from the preparatory needs assessment stage, as well as to formulate a strategy based on these results. Gender study and analysis at the preparatory stage often require additional costs; therefore, it might not be easily implemented under recent budget limitations. However, the necessity should not be disregarded as an issue for the future.

At the implementation stage, it is important to integrate gender perspectives into

JICA's streamlined approaches of project management and evaluation/monitoring. Concretely, a mechanism to integrate gender perspectives in Project Design Matrix (PDM), JICA's project management tools, and in 5 evaluation criteria will make it possible to design effective projects at an earlier stage of project formulation.

Gender issues and measures in JICA's assistance have been discussed in detail in the current guidelines, while gender-sensitivity of the project implementers has not. Since gender is a newly emerging development theme, development practitioners might not recognize, understand, and respond to the necessity of addressing gender issues as discussed in 1-1. Even if an effective gender strategy is proposed by gender studies, gender specialists in missions, and gender experts, gender mainstreaming of a project is not materialized unless other members of the mission, JICA experts, and their counterparts integrate the analysis and proposals of gender experts into their activities. JICA has been providing seminars and training programs on gender for JICA staff members, experts, and counterparts. Further improvement and continuation of such efforts are essential.

Appendix 1-1 [Appendix to 3-2-1: Poverty Reduction and Gender]

Connection between Development Objectives for Poverty Reduction and Gender

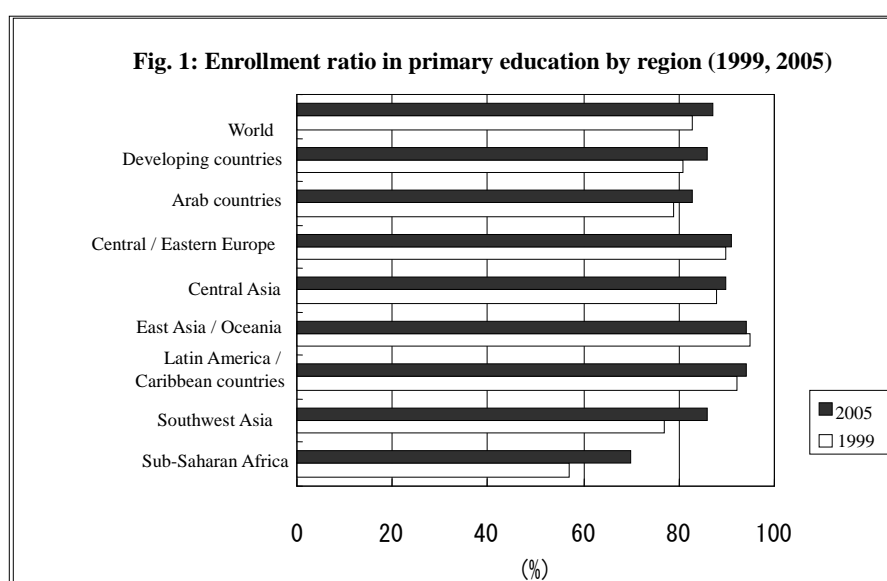
Development Objectives	Possible Gender-Related Activities
Ensuring means of livelihood and increasing income	<ul style="list-style-type: none"> ▪ Field study on current household expenditure management practices ▪ Training for household expenditure management ▪ Field study on the current situation of poor women's access to property/asset and resources, especially female-headed households and widows ▪ Examine measures to improve rural women's access to asset/properties and resources. ▪ Support for microcredit services for poor women ▪ Study on gender division of labor in productive activities (e.g., in the agricultural sector) ▪ Implement measures for extension service to transfer techniques, knowledge, and information to women ▪ Support for non-formal education (including literacy education) mainly targeted for women ▪ Promote women's participation in farmers' and community organizations ▪ Support for employment of poor women in urban areas, and improvement of their working environment ▪ Vocational training for traditionally women's occupations ▪ Ensure female participation in vocational training of occupations not traditionally reserved for women
Improving basic living skills	<ul style="list-style-type: none"> ▪ Activities for strategic gender needs in project related to "improvement of health conditions" ▪ Assistance to promote girls' school attendance ▪ Expand cooperation for "improvement of living conditions," especially focusing on improving quality of life for women
Overcoming vulnerability	<ul style="list-style-type: none"> ▪ Estimate magnitude and content of gender differentiated impacts on the poor from changes in the environment, and examine measures to increase mitigation and adaptation capacities

	<ul style="list-style-type: none"> ▪ Special attention to female-headed households and widows
Realizing political and social participation	<ul style="list-style-type: none"> ▪ Organize poor women in community development projects ▪ Advocate for the inclusion of female leaders who represent the voice of the poor women as committee members of community organizations ▪ Develop/strengthen networks of organizations and individuals active for the improvement of poor women's conditions and gender equality ▪ Propose mechanisms and measures to include poor women's voice in the process of policy formulation and project planning and implementation
Formulation and implementation of development policies for poverty reduction	<ul style="list-style-type: none"> ▪ Gender analysis on poverty reduction strategies (such as PRSP), public financial management, and medium-term expenditure framework (MTEF) ▪ Support for introduction of gender-sensitive budgets (gender budget) ▪ Support for improved gender statistics

Appendix 1-2 [Appendix to 3-2-4: Education and Gender]

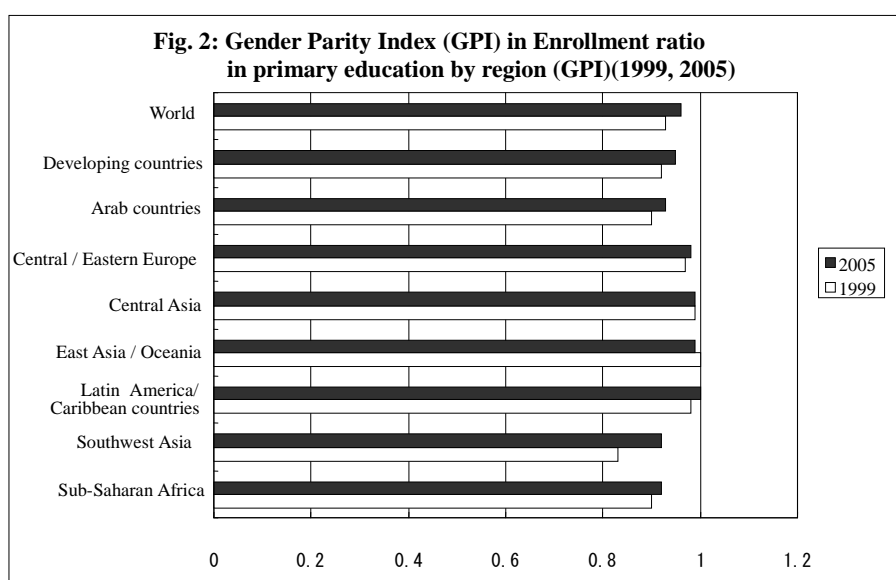
Gender Gaps in Primary Education by Region

Net enrolment ratio in primary education has increased in most of the regions (Figure 1). Remarkable improvement is observed in Sub-Saharan Africa and Southwest Asia, where the enrolment ratio was the lowest in the past. The ratio has increased from 57% to 70% in Sub-Saharan Africa, and from 77% to 86% in Southwest Asia¹¹⁴. However, gender gap indicators of net enrolment ratio in both regions are still high (0.92 in Sub-Saharan African countries and 0.93 in Southwest Asia). This trend can be seen in countries where enrolment ratio and literacy rates are low¹¹⁵. The following section analyzes the current situation of school enrolment in each region, identifies common constraining factors, and suggests measures to address the issue.



¹¹⁴ EFA(2007)

¹¹⁵ Sugawara (2007)



Prepared from UNESCO (2007)

(1) Southwest Asia

The net enrolment ratio in the Southwest Asia region has increased significantly from 77% to 86%, and the enrolment ratio of female students has also improved from 70% to 82%¹¹⁶. However, there are still 17 million out-of-school children in the region that account for about a quarter of the total number of out-of-school children in the world. It is reported that 66% of the out-of-school children in Southwest Asia are female¹¹⁷. In the countries where the data are available, the proportion of girls among out-of-school children are 63%, 62%, and 81% in Pakistan, Nepal, and India, respectively¹¹⁸. Few countries in this region have achieved “1” in GPI (Gender Parity Index)¹¹⁹, and the indices of Pakistan and Nepal are 0.76 and 0.87, respectively. It is pointed out that this situation is caused by complex and diverse factors such as poverty, poor sanitation, trafficking in persons, natural disasters, and discrimination against minority ethnic groups. Examining the current situation in the region, it is concluded that reduction of gender gap had not progressed. Therefore, eliminating gender disparity requires a comprehensive approach (e.g. combining education and improvement of sanitation).

¹¹⁶ UNESCO (2007)

¹¹⁷ UNESCO (2007)

¹¹⁸ Created from p. 289 in UNESCO (2007)

¹¹⁹ Net enrolment ratio of female students to net enrolment ratio of male students

(2) West and Central Africa

The net enrolment ratio in the West and Central Africa region has increased from 57% to 70% between 1999 and 2005, and the female net enrolment ratio was also improved from 54% to 67%. However, among the 34 countries with relevant data available, countries below the regional average of 67% are Niger (40%), Congo (44%), Burkina Faso (45%), Burundi (45%), Eritrea (47%), Cote d'Ivoire (56%), Mali (56%), Chad (61%), and Guinea (66%), and most of the countries have not achieved "1" in GPI. These countries require further commitment to reduce gender disparity as well as to achieve EFA (Education for All).

The number of out-of-school children in this region is 330 million, accounting for about a half of the total in the world, and 54% of them are female. The characteristics of the region are low enrolment ratio and high dropout ratio. The causes of the gender disparity are poverty derived from severe natural disasters, epidemic of HIV/AIDS, and low women's status resulting in early marriage. In addition to address these causes, it is necessary to improve the quality of education in order to reduce dropout ratio.

Appendix 1-3 [Appendix to 3-2-10: Information and Communications Technology and Gender]

1. Tips for Eliminating Gender Gap and Enhancing Aid Effectiveness in ICT sector

Importance of Web Accessibility

With the development of information and communications technology (ICT), various services are available through Internet, which is in turn expected to bring a variety of benefits to the aged and persons with disabilities (PWDs). For example, information provided on websites enables persons with visual disabilities to acquire information without help of others, using screen reader and other features. Electronic application systems will enable various administrative transactions from home and will be especially beneficial to the aged and PWDs who have limited mobility. However, with the increase of services available via ICT, ensuring accessibility becomes an important issue. Accessibility for the aged and PWDs depends on whether web designers and administrators take appropriate measures to ensure accessibility of various users.

(“*White Paper Information and Communications in Japan, Year 2006*” p. 216)

A Case of Establishment of Multi- purpose Community Tele-centers in Samoa

In Samoa, establishment of tele-centers is promoted based on the National ICT Strategy launched in March 2005. As a part of the strategy, it was decided to establish 10 pilot tele-centers with the cooperation of the International Telecommunication Union. The women’s committee houses, which were already established in villages, were selected as the locations for most tele-centers. The women’s committee houses had advantages not only from operational aspects (use of existing facilities and human resources), but also had potential to contribute to the development of a new business for women by providing paid training services in the communities, and to develop capacity of women through management of tele-centers. The women’s committee houses had been implementing learning activities for women’s advancement and training on manufacturing and marketing of handicrafts. Introduction of a tele-center enabled upgrading of the center to more integrated and advanced activities (e.g., electronic commercial transaction of handicrafts).

(Source: “*Samoa no Telecenter Seibi Keikaku to Shinchoku Jokyo*”, prepared in September 2006 by Mr. Kenji Saga)

2. Reference Information

Activities of APWINC, a Pioneer in Gender and ICT

The Asian Pacific Women's Information Network Centre (APWINC) was established in 1996 in Korea. It aims to promote gender equality and women's empowerment through ICT, being a pioneer in the field of gender and ICT in the Asia Pacific region. The Centre has implemented not only in-country activities in Korea, but has also implemented regional training with supports from the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) and Korean International Cooperation Agency (KOICA). Examples of regional training are: training on electronic network targeted for organizations for women's advancement in Asia and the Pacific region, and gender awareness training to advocate necessity of women's computerization targeted for IT-related policy makers and public officers. In addition, based on an APEC initiative, the APEC Women's e-Biz Centre was established in APWINC in 2005. The e-Biz Centre serves as an on-line business center supporting expansion of business opportunities for women entrepreneurs in the APEC region.

(see APWINC website: <http://www.women.or.kr/>)

3. Trends of Donors Activities

Gender and ICT Seminar	The World Bank continuously organizes Gender and ICT Seminars since 2000 for enhancing understanding of "Gender and ICT." Practitioners and experts are invited to participate in discussions on ICT's impacts on gender relations and use of ICT for overcoming gender inequality. Seminar materials and videos are available at the World Bank website.
Engendering ICT Toolkit ¹¹⁸	The toolkit contains checklists, evaluation tools, examples of good practices, and resources that can be used as references for practitioners who are to integrate gender into ICT projects and project components. The term "engendering" means a process of eliminating gender gaps in access to and utilization of ICT as

¹¹⁸ Notes by a translator: The toolkit is available at <http://go.worldbank.org/RGBLRHGVGO>

	well as of applying ICT to needs and obstacles specific to women.
United National Development Fund for Women (UNIFEM)	
"e-Village" Initiative	<p>This project was implemented for 3 years from 2006 in two pilot villages in Jordan, where the centers were established. The e-Village aims to establish a vibrant and economically independent rural community where information and communications technology is deployed to achieve a better quality of life for all its citizens, particularly women and girls.</p> <p>The project provided a diversified ICT technology, such as technical training for enhancing ICT capacity of the community by Microsoft Co. Ltd. etc., establishment of community radio stations and film clubs, and implemented awareness-raising campaigns and workshops based on communities' needs</p> <p>(http://www.unifem.org.jo/pages/project.aspx?pid=525)</p>
UNESCO (United Nations Educational, Scientific and Cultural Organization)	
Open Learning Communities for Gender Equity with the Support of ICTs	<p>In this project, communities developed learning tools on the issues of malaria, youth unemployment, and HIV/AIDS in Mozambique and South Africa. They used information and communication technology to develop their own contents and learning tools, which support their individual and collective learning processes. At all stages they took into account gender relations, and different needs and perspectives of men and women, girls and boys, in an effort to promote equity between them.</p>
ITU (International Telecommunication Union) (http://www.itu.int/ITU-D/gender/index.html)	
<p>"We will only achieve our goal of universal access, bridge the digital divide, and promote gender equality if ITU-D continues to focus on the realities of both women and men in our programming." (ITU Secretary-General)</p> <p>ITU aims at bridging the gender-based digital divide, through implementing gender sensitive projects with women as principal beneficiaries. The union sets, in particular, strategies of: ① collecting gender-based data and setting gender-sensitive indicators; ② enhancing women's skills and knowledge for improved access to the labor market; ③</p>	

building partnerships with the private sector for assistance in specific projects benefiting women; ④ activities for employment generation and ICT; and ⑤ gender mainstreaming in activities of Telecommunications Development Bureau.

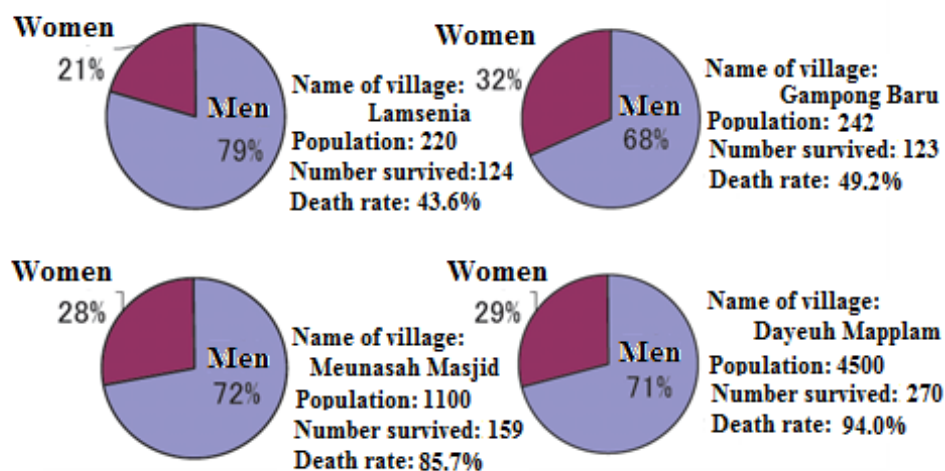
Appendix 1-4 [Appendix to 3-2-12: Disaster Management and Gender]

Case 1 【Victims of Disaster】

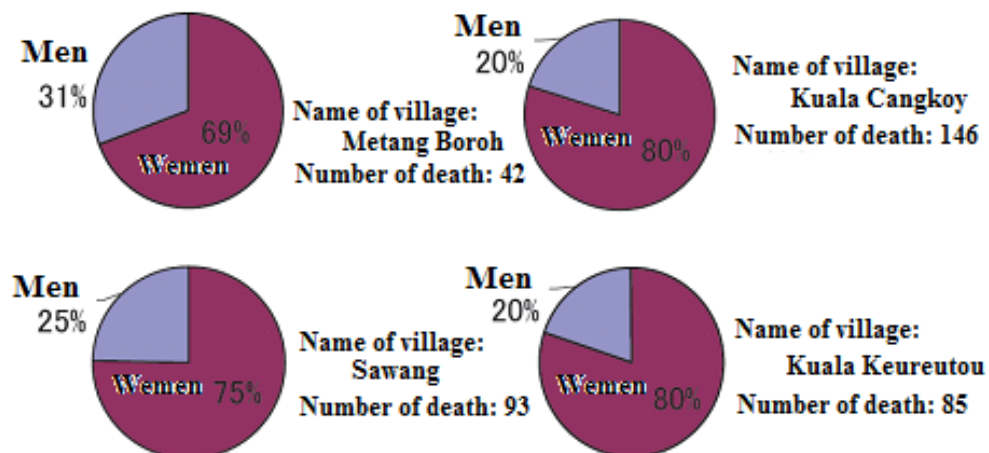
Impact of Disaster differs between women and men. Female victims are more numerous than male.

1. Asian Tsunami (2004)

**Ratio of men and women who survived in the 4 villages
in the Aceh Besar district [Oxfam: 2005]**

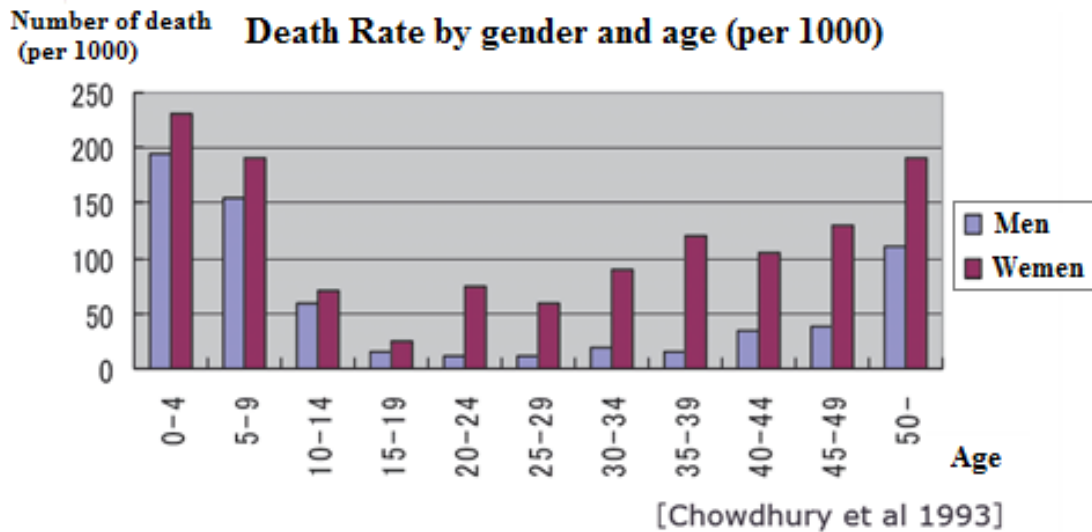


**Ratio of men & women killed in the 4 villages
in the North Aceh district [Oxfam: 2005]**



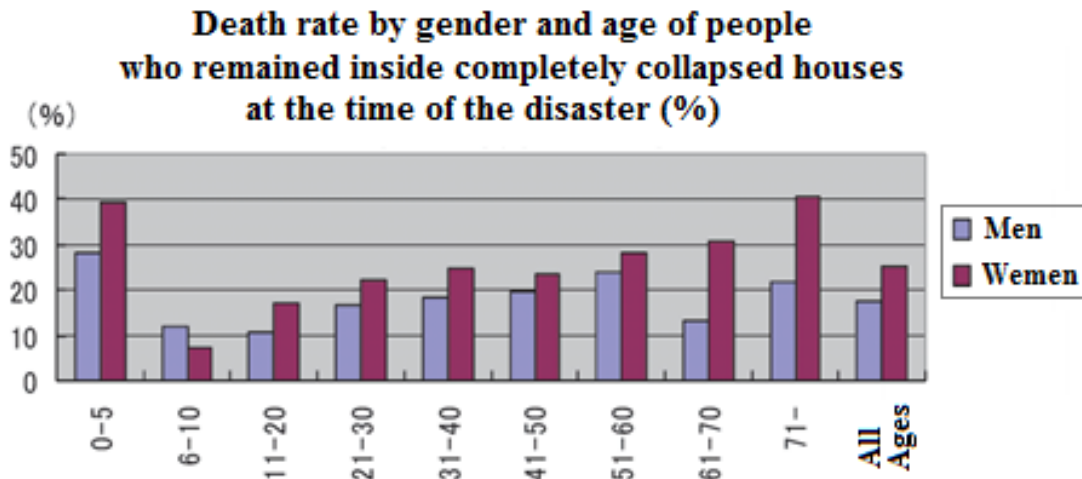
2. Bangladesh Storm Surge (1991)

Women's death toll was much higher than men's (by 4-5 times), especially among



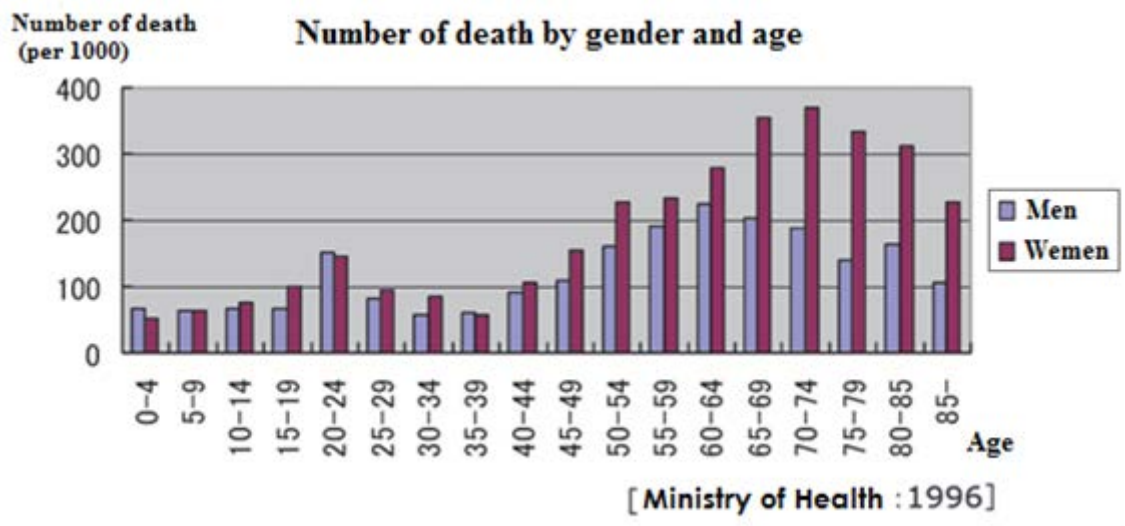
3. Nagasaki Rain Storm (1982)

- Missing and Dead - 299, Injured - 805
- (1) infants and children, (2) death rate increases by age (more significant in women), (3) women's death rate was 1.5 times higher than men's



4. Great Hanshin-Awaji Earthquake (1995)

Deaths - Men 2,713, Women 3,680, Unknown 9, total 6,402 (in Hyogo Prefecture)



Case 2 【Disaster Losses】 Why is the death rate of adult women so high?

The Case of Bangladesh Storm Surge (1991)

Women ...

are not used to making quick decisions

- do not evacuate while their husbands are away
- are responsible for protecting children & household assets

- Lack information regarding evacuation places & route
- have issues of understanding and transmitting the warning
- have issues of physical strength and nutritional state
- wears Saris, have long hair, and lack ability to swim
- lack assurance of personal security at evacuation shelters

Decision-Making/
Voice

→ Gender role

Resources/
Opportunities/
Access

→ Norms

→ Status & human rights

[Ikeda, 1996], [Ikeda, 1995]

In Bangladesh, there were many reasons for the higher death rate of adult women: women were not allowed to go out without being accompanied by their husbands; their responsibility to protect children prevents them from evacuating quickly enough; they could not swim nor run in Saris; they could not survive strong winds and currents, as they are generally physically weaker than men. Even in the case that mosques were

assigned as evacuation points, women were not allowed to enter or did not know the way to the evacuation sites. Socially vulnerable and the poor tend to live in areas vulnerable to disasters. Information is often monopolized by a few influential local elites of the communities, who are often men, and is not disseminated. Due to lack of information, women could not evacuate in time, nor decide when to evacuate. They tend to rely on their husbands or other people's judgment in evacuation as they often do during ordinary times. In the areas where gender rules are strict and women's outings are restricted, they could not make the appropriate decision to leave the house for a safer place when their husbands were not with them. Even if there are notice boards, they are useless for illiterate women.* (From the above-cited reports of Keiko Ikeda)

Women are rarely represented in community development committees. Neither do they participate in establishing disaster management plans in the community. As a result, women have limited awareness, understanding, and capacity to respond to disasters. However, in developing countries, there are many communities where men are absent due to migrant work overseas or in larger cities, or where there are only women during daytime. Therefore, women's proactive engagement is indispensable in order to strengthen disaster management capacity of the communities.

Case 3 【Emergency Response】 Emergency medical service provision (allocation of staff and facilities) should be sensitive to socio-cultural background

Dispatch of Japan Disaster Relief team to Pakistan Earthquake in 2005

In October 2005, Japan dispatched a Disaster Relief Team to Pakistan, which suffered extensive damage by a 7.6 magnitude earthquake. Pakistan is an Islamic country and many women are psychologically not comfortable being treated by male doctors and communicating with male staff.

Considering such circumstances, the team was organized with a 3:2 ratio of male to female, and each member of the team treated patients of the same sex to the extent possible, in order for women to receive medical services without hesitation. The team also arranged separate receptions and waiting rooms for each gender group.

As a result of these efforts, out of all the patients who received medical care, 54% were male and 46% were female; many women were able to receive the team's medical services.

Photo; A scene of medical examination of a female victim

by a female doctor (ODA White Paper 2006)

Case 4 **【Emergency Response】** It is necessary to understand gender differentiated needs, as the necessary items in emergency differ between genders

<Reference article>

UNFPA Sends Reproductive Health and Hygiene Supplies to Indonesian Islands Hit by the Latest Earthquake (31 March 2005)

JAKARTA, Indonesia—Responding to the second strong earthquake to rock Indonesia in three months, UNFPA, the United Nations Population Fund, has sent supplies to help ensure the health and hygiene of displaced people, particularly pregnant women. The 28 March quake killed hundreds and left at least 2,000 people homeless and traumatized in the Nias and Simeulue islands, where it severely damaged infrastructure. UNFPA staff members, already working in the area to assist people affected by the December 26th earthquake and tsunami, were quick to react. A team of doctors has been dispatched to Nias to conduct a rapid needs assessment, according to Philip Stokoe, UNFPA's Director of Operations in Aceh, who coordinates logistics for North Sumatra. The affected people need water, sanitation, food, and medical supplies. On March 30th, UNFPA sent two truckloads of medical equipment and hygienic supplies to Nias, including 1,400 personal hygiene kits for women and 150 clean home delivery kits. "Medical staff members from various organizations are coming in to Nias, and an emergency medical care unit will be set up soon, because the only hospital is seriously damaged," reports Dr. Jyoti Reddy, UNFPA's Programme Coordinator for the Meulaboh office who is currently on the island. In response to conflicts or natural disasters, UNFPA works to ensure that the special needs of women and youth are factored into the design and delivery of short- and medium-term humanitarian efforts. In countries affected by the December tsunami, its priorities are reproductive health, including safe childbirth, prevention of violence against women and girls, and psychosocial counselling. In response to conflicts or natural disasters, UNFPA works to ensure that the special needs of women and youth are factored into the design and delivery of short- and medium-term humanitarian efforts-

(Jakarta, Indonesia)

<http://unfpa.org/news/news.cfm?ID=599&Language=1>

Case 5 【Emergency Response】 It is desirable to have women as emergency aid workers: A Case of Japan learning from the experience of the Hanshin Awaji Great Earthquake.

After the Niigata Chuetsu Earthquake, the Japanese government appointed a female public officer as ‘Women's Perspective officer’ to be placed in the emergency response headquarters. It enabled the government to respond to women’s needs such as conditions of evacuation sites. The work was appreciated by women in the affected area.

(August 2006, Journal vol. 10, National Women’s Education Centre, Japan)

<Reference article> Disaster Prevention and Post-Disaster Reconstruction from Women’s Perspective

Separate information desks & female police officers patrolling evacuation camps

New approaches have been introduced to include women’s perspective in disaster management and reconstruction projects. This was a result from findings that because women’s participation at policy formulation is limited, more women than men were suffering from stress and ill health during life in evacuation shelters. The projects after the Niigata Chūetsu Earthquake provided an opportunity to raise awareness of local governments.

“I’m still afraid of aftershocks” “I can’t sleep” – such voices of women came one after another to the toll-free number for “consultation service for female victims,”

launched by Niigata Prefecture one month after the earthquake. Although the toll-free service ended in March, they are going to keep providing the same service on a normal line.

This consultation service was established based on the recommendation of “women’s perspective officer” dispatched to the emergency response headquarters from the Cabinet Office. Eriko Komiya (25) of the Gender Equality Bureau spent 2 weeks interviewing the victims at the evacuation shelters, civil volunteers, and local government officers. She found out that the majority of the people who were at the shelter during the day were women, children, and seniors, while only 10% of people assisting them were women. The assistance was not undertaken in accordance with different needs of men and women.

“I felt that women’s requests were not fully reflected – not enough sanitary products, toilets are not separated, no changing rooms, etc.,” said Ms. Komiya.

The Niigata police formed “Team Yukitsubaki” for patrolling through the evacuation shelters and temporary houses. It consisted of approximately 150 police officers from Niigata and other prefectures, and half of them were women. Female police officers provided advice on crime prevention and safety and other issues of everyday life.

The Hanshin-Awaji Great Earthquake brought public attention to the fact that women tend to be more vulnerable than men to damages from a disaster and face various hardships in their lives at the evacuation shelters. In the Hanshin-Awaji Great Earthquake, female death toll exceeded the male death toll by 1000. Also, many female part-timer workers were laid off and their livelihoods were destabilized.

The Government put one of the causes down to a lack of women’s participation in the policy making process, and decided to include disaster management & reconstruction as one of their important agendas in the “Gender Equality Basic Plan” to be revised within the year. Disaster management & reconstruction policies will be reviewed through women’s eyes in areas such as cooperation with NGOs to supplying resources for women’s needs.

Municipalities showed an increasing interest in such trends. The Women’s General Centre of Tachikawa City in Tokyo included a contribution by the Director General of the Niigata Women’s Support Centre in the March issue of their public relations magazine “AIM” and featured the theme on “*Saigai no Kyuen Hukko ni Motto*

Josei no Sankaku wo (For the increased participation of women in disaster recovery and reconstruction).”

The necessity of women’s participation in disaster management and reconstruction plans will be discussed at a study session of “*Jishin Saigai: Sono Toki Josei wo Mamotta noha (Earthquake: How can women protect themselves)*” to be held at the Gender Equality Centre in Chiyoda-ku on the 26th of May.

The Chairperson of the Cabinet Office’s “Specialist Committee on Gender-Equal Participation,” Ms Sumiko Iwao, Professor of Musashi Institute of Technology (now Tokyo City University) said, “Support for women after a disaster has not been highlighted until now. As there are many earthquakes in different areas of Japan, it is important to raise awareness at a local level.” (22 April, 2005)

Yomiuri Shinbun Online (<http://www.yomiuri.komachi/news/20050422sw21.htm>)

Case 6 【Secondary effects of disaster】 Incidence of violence against women as a secondary disaster

Case studies demonstrated incidences of bodily harm, especially violence against women and children, who are socially and physically weaker than men, due to increased stress in families and communities after a disaster. In the USA and Canada, compared to normal times, there were increased (from 4 to 59%) cases of physical violence, including sexual violence against women, after disasters such as earthquakes, hurricanes, and floods. In Japan, after the Hanshin-Awaji Great Earthquake, the following cases were reported: “violence by husbands or partners increased after the disaster,” “When I reported the case of rape, I was told to be silent,” “a girl was raped after someone grabbed her backpack and dragged her into a half-demolished building,” “a female student wishing to have a bath was taken to a demolition site, under a pretension of allowing her use their bath, and gang-raped,” “After seeing an ad for a job on an electric pole, a girl went for an interview but instead was raped in the building,” etc. It is incredibly difficult to obtain the real numbers for violence cases like these. This is because people tend to think that they were lucky to have survived and responding to violence against women was of secondary importance; and during the time of turbulence after a disaster, they do not want to see these unseemly events and sometimes the victims who want to make a complaint become the target of abuse instead. Not just waiting for the report of such events from the affected areas, we need

to include preventive measures in the disaster management manuals beforehand, assuming that violence against women such as rape will increase in the time of disorder after a disaster. To prepare for the cases despite such measures, a supporting mechanism for the victims needs to be established with the help of external specialists.

<Reference Article>

Concerns for the risk of trafficking in persons and violence against orphaned children and women were expressed after Asian tsunami

According to Mainichi Shinbun online news posted at 10:51 pm on the 4th of January 2005, there were possible cases of trafficking in children who became orphans after the Asian tsunami in damaged areas such as the Aceh district of Indonesia. UNICEF reported that about 400 children were brought to Jakarta from the Aceh district and most of them have “gone missing.”

From the reports from Jakarta and UNICEF, children whose parents died or were missing became victims of trafficking, although it was called “adoption.” In some cases, someone pretended to be a relative and took the children away under the pretext of “protection.” According to local media, children were also taken out of the Medan evacuation camp near Aceh. According to some testimonies, traffickers were using mobile phones to contact their buyers to negotiate their deals. This is considered to be part of organized crime.

Alarmed by the seriousness of the situation, the Indonesian government decided not to allow adoption of orphaned children from the affected areas, in order to stop trafficking camouflaged as adoptions. President Yudhoyono ordered the police to prevent illegal adoptions.

Tokyo Shinbun also featured an article on the 5th of January titled “*Koji tsuresari? Kyuzo: Sumatra Oki Jishin Tsunami ‘Jinshin Baibai’ Kakko no Mato.*” The article reported that according to a UNICEF report, from the Aceh district of Indonesia and Sri Lanka, many orphans were taken away under the pretext of “protection” and then disappeared. The total number missing may be up to 400. It is said that there were some “trafficking” organizations involved, and they reported the situation from interviews with local NGOs.

UNFPA held a press conference in New York on the 5th of January. They expressed concern on increased violence against women in the affected areas, and

accordingly called for securing safety of female victims and coordination of humanitarian aid.

After a report of a gang rape case against a woman at an evacuation camp in Sri Lanka on Monday, the 3rd of January, Toraya Obaid, the Executive Director of UNFPA, said the next day, “Because so many women in the affected areas have the heavy responsibility of looking after the remaining family members, assurance of their safety should be given the highest priority over anything else in the humanitarian aid operation.”

In affected areas, in addition to the deterioration of public safety, many families were separated. Under such circumstances, especially women were exposed to the danger of sexual violence. Most affected areas, even before the disaster, had the issues of sexual abuse and exploitation against women and trafficking in persons. In Sri Lanka, more than one million people lost their houses, and public security is worsening. UNFPA warns that if public security deteriorates and women are exposed to danger, women’s activities will be restricted, although women have greater need to go out to collect relief supplies such as food and water. This will affect the relief activities greatly.

See website of Hurights Osaka: <http://www.hurights.or.jp/news/0501/b01.html>

Case 7 【Reconstruction & Recovery】 Women need longer time than men to reconstruct their livelihoods and regain employment – Cases from Japan –

<Reference Article> Difficulties for women to work

It is said that almost 100,000 people lost their jobs in the Kobe/Hanshin area, and most of them were female part-time workers. However, the actual numbers are unknown. This is because most of them accepted it without protest in the midst of the chaos. At that time, the majority’s opinion was: “when men who have to support their families are losing their jobs, firing women is nothing.”

Women’s Centers and civil society organizations received inquiries that were far below the level of the “labor rights”: “I don’t know if I have been registered for employment insurance”; “They said that I did not need to come for a while. I wonder whether it means that I lost my job or do I just have to wait?” and “I do not know what sort of position I was in because there was no written contract.” This shows how unstable women’s employment conditions have been in ordinary times.

On the other hand, there were sectors that became busier than usual, such as civil-service and teaching, medical and social services, logistics, and sectors related to lifelines. In the affected areas, there was an atmosphere to assess employees' loyalty by whether they reached their workplace while leaving behind everything else. When women in responsible positions did not leave their families behind to go to work, they were criticized for not being reliable enough.

Some professional women had to 'evacuate' their children away in order to work. Some of them were appreciated for their devotion, but others were criticized; "women do not have to go so far as to send their children away," and they had a harrowing experience.

August 2006, Journal vol. 10, National Women's Education Centre, Japan

<Reference Article> Disaster and Women/ What we need to see with a gender-equal perspective

It is not just at the post-disaster emergency aid stage that a "women's perspective" is needed, but also in the long reconstruction process as well as in the preventive stage of management and mitigation of disaster risks. When deciding important policies and strategies, measures should be taken to ensure women's participation without placing them in a position of disadvantage.

For example, how can we ensure women's voice during community reconstruction? How many loan and investment instruments are equally available to female entrepreneurs as for males?

After the Hanshin-Awaji Great Earthquake, a lawsuit was brought about over the condition of head of household for receiving disaster victim livelihood reconstruction grants. All assistance mechanisms should be assessed in terms of whether there are no discriminatory factors against women and that they are accessible to all.

What is important is to think in a direction to draw on women's capacity and potential, beyond traditional divisions of gender roles.

The field of disaster management is generally considered "a man's job," but is it really so? Women are also important actors in community disaster management. In the case of disasters occurring during the day, when most men are away for work from the community, female leaders or coordinators are indispensable.

Issues like these are closely related with the other fields mentioned in the Gender Equality plan. In a chaotic situation after disasters, problems and contradictions that are invisible during normal times appear on the surface. These are often dealt with by usual patterns of practices.

Firing of female part-time workers after a disaster demonstrates an insufficient “promotion of equal employment opportunity.” In order to include women’s voices in all sectors of reconstruction plans, it is necessary to promote women’s participation in policy making processes and to develop such human resources.

If “the balance between work and family/community life” can be realized, men can also play a role in community disaster management. If the number of female professionals increases in the fields of science and technology, laws, politics and media, a society with disaster prevention and management may automatically be realized.

5 June 2006, Kobe Shinbun

(<http://www.kobe-np.co.jp/shasetsu/00009286ss200606051000.shtml>)

<Reference> The Law turns against women

In the Hanshin Awaji Great Earthquake, the condition for receiving the disaster victim livelihood reconstruction grant specified that the head of the household had to be a victim of the disaster. Based on this condition, an application from a woman who was a victim but lost her head of household status after marriage with a non-victim was rejected. This case was brought to a lawsuit.

The court judgment was to void the condition that institutionalizes unreasonable discrimination.

Generally, the registered head of the household is assumed to be a man. However, this assumption places a legislative disadvantage on women.

Gender & Laws (http://www.geocities.jp/gender_law/hanr/other/other7.html)

People may lose their spouses or family members in disasters. In some societies with strong discrimination against women who have lost their husbands, women may have their assets taken away, or they may be expelled by their in-laws. Especially in a society where widows are considered impure and are restrained, special support

measures are needed for newly widowed and single mothers, because they may face extremely serious socioeconomic difficulties.

Development Objectives Chart: Disaster Management 1

Medium-term goal 1-1: Understanding Disaster Risks					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Reference
Understanding of Disaster Risks	△Analysis/evaluation of disaster experiences		<ul style="list-style-type: none"> • Survey of the history of disasters and technology transfer of analysis methods (DS) 	★To implement and analyze statistics of victims of past disasters by gender because the impact differs by gender	Case 1
	△Collection of geologic, meteorological, and hydrological data		<ul style="list-style-type: none"> • Collection of geologic, meteorological, and hydrological data; and technology transfer of analysis methods (TCP & DS) 	★To identify damages which differ by gender. To identify gender differentiated needs for disaster prevention based on past experience.	Case 2
	△Survey of the history of disasters in the concerned area	1, 2, 3, 4, 10, 13, 15,	<ul style="list-style-type: none"> • Installation of weather radar (GA) 	★To understand population by gender, especially numbers of households by gender in demographic and population survey (there might be communities where the majority of the households are female-headed because their husbands are away working)	Case 2
	△Survey of distribution of buildings, building strength, and demographic distribution	18, 21, 22, 23, 24, 25, 27,	<ul style="list-style-type: none"> • Research of natural and social conditions inventory (DS) 	★To identify difference by gender in access to information of disaster management.	Case 2
	△Understanding of disaster reduction capacity of target community and society (survey on people, property, public services, and organization)	32, 34, 35, 38	<ul style="list-style-type: none"> • Technology transfer for evaluation of seismic resistance (TCP) 	★To identify men's and women's knowledge and skills of disaster prevention, because these would	
	◎Study on estimated and		<ul style="list-style-type: none"> • Evaluation of disaster 		

	acceptable level of hazard risk ◎Formulation of disaster scenario (hydraulic model experiment and numerical simulation)		management capacity of community and society (TCP & DS) • Designing disaster scenario and study of its possible damage	differ by gender. ★To estimate the gender differentiated risks, because disasters affect men and women differently	Cases 1 & 2
Sharing among regions and communities (development of disaster prevention maps, etc.)	◎Formulation of hazard map (micro-zoning) and risk map (considering possible damages)	1, 2, 3, 4, 23, 32, 35, 38	• Micro-zoning study (DS) • Technology transfer for formulating hazard map (micro-zoning) and disaster prevention maps (TCP & DS)	★to create different risk maps by gender because, their day-time activity patterns are different. (community disaster management)	Case 2

Medium-term goal 1-2: Improvement of coping capacity of communities and societies					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	References
Development of Laws/ Formulation of plans	<ul style="list-style-type: none"> ○Development of the Disaster Management Basic Law ○Formulation of the Basic Plan for Disaster Management (national level) 	1, 2, 3, 5, 7, 8, 9, 10, 15, 16, 17, 21, 23, 24, 25, 32, 36, 37, 39, 41	<ul style="list-style-type: none"> • Formulation of the national/local disaster management plans (DS) • Formulation of the basic action plan for each type of disaster (DS) • Formulation and/or review of the earthquake-resistant construction criteria (TCP) 	★To take gender analysis of disaster risks and vulnerability into consideration in developing disaster management plans.	Cases 1 & 2
	<ul style="list-style-type: none"> ◎Setting of various disaster-management standards ◎Formulation of community disaster management plans (local level) ◎Feedback of results of evacuation drills on the plans 			<ul style="list-style-type: none"> ★To take gender analysis of disaster risks and vulnerability into consideration in developing disaster management plans. ★To develop evacuation drills that local men, women, and children can all participate in ★To support development of specific plans at an individual household level 	Cases 1 & 2
	<ul style="list-style-type: none"> ○Designation of high-risk areas (restriction of housing locations and relocations) ×Financial preparations 			★to collect gender disaggregated data from the results of evacuation drills and use them for analysis, because men and women take different items with them in an emergency	Cases 1 & 2

Establishment and Strengthening of Disaster-Management Systems	<p>△Clarification of roles among administrative organizations/ departments. Development of coordination systems (mechanisms, manuals, and guidelines)</p> <p>◎Establishment of disaster-management center</p> <p>△Development of government-business-university partnership</p> <p>○Promotion of disaster reduction research</p> <p>◎Development of administrators, engineers, and researchers engaged in disaster reduction and disaster response</p>	6, 10, 20, 22, 26, 28, 33, 34, 35, 36, 37, 39, 40, 41	<ul style="list-style-type: none"> • Cooperation in setting up a disaster management center (TCP) • Improvement of the research technique of disaster management skills (TCP & HT) • Conducting training for human resource development for disaster management (TCP, HT, & JOCV/SV) • Development of community volunteers (TCP & DE) 	★To develop female professional engineers in areas such as disaster management plans, emergency rescue, humanitarian aid, health & medical consultations, etc., from the standpoint of human resource development to include a gender perspective in disaster management plans and for responding to women-only needs in emergencies.	Cases 3, 4 & 5
Improvement of mitigation capacity through	<p>【Aseismic Measures】</p> <p>○Aseismic reinforcement of public buildings (hospitals, schools, city offices, etc.)</p> <p>○Aseismic reinforcement of houses</p> <p>◎Aseismic reinforcement of</p>	10, 11, 12, 14	<ul style="list-style-type: none"> • Designing a seismic strengthening plan (TCP) • Expansion of the use of low-cost earthquake-resistant construction methods (TCP) 		

hardware measures	infrastructures (bridges, port facilities, lifelines, etc.) × Aseismic strengthening of industrial facilities		<ul style="list-style-type: none"> • Quake-proof plan for infrastructures and supervising its implementation (DS & DE) 		
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Medium-term goal 1-2: Improvement of coping capacity of communities and societies					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
	【Anti-Tsunami Measures】 ○Building of banks and breakwaters ○Reinforcement of existing banks and breakwaters △Construction of floodgates	37, 56, 57	• Development of a harbor protection plan (DS & HT) • Restoring breakwaters and bank protections (DE)		
	【Anti-Flood Measures】 △Promotion of forestation in watershed areas △Development of rainwater drainage facilities ◎Repair of rivers and streams ◎Embankment measures △Development of flood-control basins and regulating reservoirs △Development of forestry and grassland to reduce the flow of water ◎Building and expansion of flood-control dams ○Recovery of capacity of existing dams through dredging of sediment	5, 7, 8, 9, 15	• Development of a flood management plan (DS) • Improvement of rivers and construction of bank protections and breakwaters (TCP, DS & GA)		
	【Measures against Sediment Disasters】				

<p>△Planting treatment in intermountain and hilly areas</p> <p>◎Development of mudslide-control dams, hillside works, longitudinal dikes, flow channels, etc.</p> <p>△Development of sediment-control areas</p> <p>○Hillside terracing</p>	3, 6, 15, 31	<ul style="list-style-type: none"> • Development of a landslide disaster management plan (DS) • Building/improving sediment-control dams, longitudinal dikes, and retaining walls (TCP, GA, & HT) 		
<p>【Measures against Volcanic Disasters】</p> <p>○Development of sediment-control facilities, including sediment-control dams, longitudinal dikes, and sediment-control areas</p>	6, 7, 22	<ul style="list-style-type: none"> • Developing a volcano disaster management plan (DS) • Technology transfer for sediment-control dams, longitudinal dikes, etc. (TCP) 		
<p>【Measure against Storm Surge Disasters】</p> <p>○Development of dams, embankments, piers, wave suppressers</p> <p>○Littoral nourishment</p>	16	<ul style="list-style-type: none"> • Developing a shore erosion management plan (DS) 		

Medium-term goal 1-2: Improvement of coping capacity of communities and societies					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Establishment of forecast/warning	<p>◎Development of equipment for observation, forecast/warning, and prediction systems (Development of personnel engaged in operation, maintenance, and management)</p> <p>◎Development of disaster information systems and information-transmission systems that reach people in need</p> <p>○Development of evacuation facilities (parks, shelters, evacuation buildings, towers, etc.)</p> <p>△Development of evacuation routes</p> <p>△Distribution of hazard maps</p> <p>△Implementation of evacuation drills</p>	5, 21, 27, 30, 31, 32, 34, 37, 38	<ul style="list-style-type: none"> Developing a plan for monitoring/early warning system (DS) Improvement of skills of observation and analysis (TCP, DE, HT, & JOVC/SV) 		
				<p>★Developing a communication system considering the gender gap in literacy</p> <p>★Consideration on using local women's network for transmitting warnings</p>	Cases 2 & 5
				<p>★Setting appropriate evacuation facilities for women, because sometimes it is difficult to evacuate because of society's rules and cultural reasons, and such risks as rape especially in a facility where there are only men.</p> <p>Special consideration on separate rooms and toilets for men & women, etc. at</p>	Cases 2 & 5

/evacuation systems	○Formation of voluntary disaster-reduction organizations (development of community leaders) △Development of disaster-reduction education and building a disaster-reduction culture		<ul style="list-style-type: none"> • Setting up observation equipment (TCP, DR, & GA) • Implementing community disaster management plans (TCP & DS) • Spreading disaster management education (TCP, DS, GA, & DE) 	evacuation facilities, to protect their privacy.	
				★Creation of maps considering gender gaps in literacy and a way of distribution without fail.	Cases 2 & 5
				★Conducting evacuation drills with the following perspectives; some women are not able to go outside without their husbands' permission even though they understand the warning; they won't be able to go to an evacuation site where only men are, for fear of violence such as rape.	Cases 2 & 5
				★Establishment of self-protection measures such as strengthening disaster management systems of existing women's organizations.	Case 5
Financial preparation	△Securing disaster-reduction budget × Promotion of disaster insurance schemes				

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Development Objectives Chart: Disaster Management 2

Medium-term goal 2-1: Establishment of emergency response systems					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Understanding of disaster situations and needs for emergency response	○Survey/Understanding of the overview of disaster △Survey/Understanding of human damage △Survey/Understanding of physical (infrastructure) damage ×Emergency safety check for buildings (for the removal of damaged houses)	44, 45, 46	• Determination of the requirements for disaster relief (EAG)	★Research and determine the numbers of deaths and injured by gender	Cases 1, 2, 3, 4, & 5
				★Research and determine the numbers of deaths and injured by gender	Cases 1, 2, 3, 4, & 5
Development of emergency response systems	△Launch of disaster headquarters (establishment of communication and decision-making systems) ×Support for system development for receiving assistance from organizations of other countries, etc.	42	• Technology transfer to build emergency response systems (TCP)		

Medium-term goal 2-2: Implementation of rescue operations					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Implementation of rescue operations	× Fire-extinguishing activities ◎ Search activities using equipment and rescue dogs ◎ Rescue activities using digging equipment ◎ Implementation of Confined Space Medicine (CSM) × Identification of bodies and conducting cremations	44	• Dispatching rescue teams (EAG) • Technology transfer of emergency operations (TCP)		
Emergency medical	○ Setting up of field hospitals and clinics for emergencies and provision of medical services △ Conducting mobile medical services	44, 45, 46	• Dispatching medical teams	★ Setting up separate doors for men & women in some areas, since women cannot queue up in the same line with men because of social and cultural restrictions. Dispatching female doctors.	Case 3

care	<p>× Safety confirmation of medical institutions, securing centers, doctors, nurses, and medicines</p> <p>× Establishment of logistic transportation systems</p>		(EAG)	<p>★Considering the situations in some areas, because of social and cultural restrictions, that women are not allowed to get to evacuation areas or reach the medical team. Considering home visiting services for some women, such as pregnant women, who cannot easily move.</p>	Cases 3 & 4
				<p>★Securing female doctors.</p>	Case 3

Medium-term goal 2-3: Assistance for affected people					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Emergency (primary) evacuation	<p>×Instructions/orders of evacuation and evaluation guidance</p> <p>× Designation of restricted areas</p>			<p>★Appropriate evacuation guidance for women with children and those who cannot evacuate as fast because they are wearing clothes such as Sari and also possess less physical strength.</p> <p>★Appropriate evacuation guidance to the evacuation site for women not to get lost, because some women do not go outside due to social and cultural restrictions</p> <p>★Appropriate advice and instructions for women, who usually rely on their husbands to make decisions due to their social and cultural restrictions, not to</p>	Case 2

				fail to escape.	
Provision of food, drinking water, and household items	○Provision of food, drinking water, and household items	44, 45, 46	• Assistance in supplying critical materials (EAG)	★Supplying materials to accommodate women's special needs (sanitary products, nutritional support for pregnant & nursing mothers)	Cases 4 & 5
	× Securing means and routes of transporting food, drinking water, and household items × Establishment of provision systems for food, drinking water, and household items			★Supplying materials to accommodate women's special needs (sanitary products, nutritional support for pregnant & nursing mothers) ★Keeping a record of who received what and by gender	Cases 4 & 5
Securing of provisional housing	× Securing/operation of emergency shelters (tents)			★Ensuring women's privacy and security	
Healthcare measures	× Epidemiological investigation △Public health measures for prevention of communicable diseases (infectious diseases) (epidemic prevention, immunization,	45, 46	• Dispatching medical teams (EAG)		

	enlightenment activities, etc.) △ Measures against homeostatic diseases and lifestyle-related diseases				
Healthcare measures (including mental care)	× Implementation of counselling	46	• Dispatch medical team (EAG)	★ Sometimes women become victims of violence because their privacy and security are not protected at shelters. Also, women find it difficult to talk to someone about these experiences and cannot heal from these physical and mental traumas; so setting up a counselling system that women can feel comfortable to use is essential.	Case 6

Medium-term goal 2-3: Assistance for affected people					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Healthcare measures (including mental care)	△Treatment of trauma and Post-Traumatic Stress Disorder (PTSD)	46	• Dispatching medical team (EAG)	★Setting up a counselling system for women's comfort, since sometimes women become victims of violence because their privacy and security are not protected at shelters, women find it difficult to talk to someone about these experiences and cannot heal from these physical and mental traumas.	Case 6

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Development Objective Chart: Disaster Management 3

Medium-term goal 3-1: Establishment of Recovery and Reconstruction systems					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Understanding of the needs for recovery and reconstruction	△Understanding of affected people (human damage) △Assessment of housing damage △Assessment of infrastructure damage	46, 47, 48, 49, 50, 51	• Dispatching a mission for needs assessment (DoM)	★Determining the number of victims by gender	Case 1
Development of systems for recovery and reconstruction	× Launch of recovery and reconstruction systems (communication systems and decision-making systems)			★To involve women in the decision-making process for reconstruction and to establish a system with understanding for the differences in their needs by gender, not only ensuring that women who are in weaker positions than men receive support, but also ensuring active participation from both genders	

Formulation of recovery and reconstruction plan	× Formulation of basic policies (vision) for recovery and reconstruction			★To involve women in the decision-making process for reconstruction and to establish a system with understanding for the differences in their needs by gender, not only ensuring that women who are in weaker positions than men receive support, but also ensuring active participation from both genders	
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Medium-term goal 3-2: Support for independence and rehabilitation of affected people					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA’s Projects	Possible Gender Perspectives	Disaster Management and Gender References
Recovery and reconstruction of livelihood infrastructure	△Debris removal with heavy machinery, etc. △Securing emergency transport routes × Securing land transportation means by trucks, etc. △Debris removal using heavy machinery, etc.	51, 53	• Supplying tents (GA) • Dissemination of earthquake-resistant construction methods (TCP & DoM) • Reconstruction of water-supply facilities and sewage systems (DS & TCP) • Reconstructing irrigation facilities (DS) • Reconstructing roads and bridges (DS)		
Securing housing	△Opening, operation, and management of camps for affected people △Repair of damaged housing × Development of land to relocate residents ○Dissemination of low-cost seismic strengthening technology for housing × Full-fledged reconstruction			★Protection of women’s privacy and safety	Case 5
				★Ensuring relocation places for widows who lost their husbands in disasters, since in some places, discrimination against widows can be very strong.	Case 7

	of housing (permanent housing)				
Medium-term goal 3-2: Support for independence and rehabilitation of affected people					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Recovery and reconstruction of lifelines	△Implementation of hygienic measures (disposal of human waste, garbage, etc.) ○Securing and recovery of lifelines such as water, electricity, and telecommunication	51, 53		★Building separate toilets for men & women	Case 5
Recovery of livelihood	×Distribution of donations for disaster victims ○Securing employment ×Credit guarantee for fund loans by microcredit or financial institutions ×Support through tax relief	56, 57	• Supporting affected people for making their own living (TCP & DS)	★Special support for widows so that their relatives do not take their belongings or do not cast the women out without backing, since in some places, discrimination against women who have lost their husbands in	Case 7

				disaster can be very strong.	
				★Special support for widows so that their relatives do not take their belongings or do not cast the women out without backing, since in some places, discrimination against women who have lost their husbands in disaster can be very strong.	Case 7
Mental care	△Conducting mobile medical care			★Establishing women's access to travelling clinics, since with high stress levels in their families and communities after a disaster, injury cases, especially violence against women and children, sometimes occur.	Case 6

Medium-term goal 3-3: Recovery and reconstruction of social functions			
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects
Recovery and reconstruction of public services	<p>【Securing and recovery of administrative functions】</p> <p>×Safety confirmation and securing centers of administrative organizations</p> <p>×Installation of wireless communications and emergency generators</p> <p>×Securing administrative personnel, installation of various contact points</p> <p>【Securing and recovery of medical functions】</p> <p>△Safety confirmation and securing medical centers</p> <p>×Securing doctors and nurses</p> <p>△Securing medicines</p> <p>【Securing and recovery of educational functions】</p> <p>△Safety confirmation and securing educational centres</p> <p>×Securing teachers and teaching</p>	52, 53, 54	<ul style="list-style-type: none"> • Reconstructing educational and medical institutions (TCP & GA) • Supplying medical equipment (GA)

	materials		
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Medium-term goal 3-3: Recovery and reconstruction of social functions			
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects
Recovery and reconstruction of economic systems	<ul style="list-style-type: none"> ×Implementation of financial preferential measures and exchange of damaged banknotes ×Tax-reduction/exemption measures ×Distribution of donations for disaster victims ×Securing/provision of employment space, financial support ×Offering business opportunities ×Purchase guarantee of products ×Support for securing materials and machinery ×Stabilization of distribution 		

Medium-term goal 3-4: reconstruction of affected areas					
Sub-goal of Medium-term goal	Examples of Project Activities	Cases	Examples of JICA's Projects	Possible Gender Perspectives	Disaster Management and Gender References
Reconstruction of affected areas	<ul style="list-style-type: none"> ○Formulation of basic policies (vision) for community participatory recovery and reconstruction ○Selection of designated areas for recovery and reconstruction ○Formulation of community participatory urban plans ○Formulation of infrastructure recovery and reconstruction plans such as community participatory road network plans ○Formulation of community participatory land use plans △Review of various standards and regulations (including building 	47, 51, 53, 55, 56, 57	<ul style="list-style-type: none"> • Establishment of recovery and reconstruction plans (TCP & DR) • Technology transfer on earthquake-resistant construction criteria (TCP) 	★Ensuring both men's and women's participation in the community.	Case 2

	standards)				
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Appendix 1-5 [Appendix to 3-2-15: Energy and Gender]

A Case of Gender-Responsive Cooperation in Energy Sector

Box 1: The Case of Photovoltaic Generation Project in Guatemala (Promotion of women's participation to training contributed to achievement of the project objective)

In the photovoltaic generation project in Guatemala, the maintenance training session of photovoltaic generation equipment was implemented. Users participated in couples in the training program. However, only men participated in practicing changing the battery, while their wives watched their husbands without getting involved.

As a result, during the absence of their husbands, women who were left at home were not able to undertake maintenance work of the equipment when needed. The delay of maintenance work at the appropriate timing caused an adverse effect on the durability of the photovoltaic generation equipment in the mid to long term.

Therefore, another practical training session was conducted only for women so that they could undertake maintenance work of the equipment while the men were away. This training was conducted with particular consideration for women. It was undertaken at home with only women while men were away, making it possible to create a learning environment where women felt free to ask questions and make mistakes without reservation. As a result, the photovoltaic batteries were maintained properly during the men's absence and the performance of the whole project has improved.

(source: UNDP, 2004)

Box 2: The Case of Community Biogas Project in India (Failure in achieving project objectives due to lack of gender perspectives)

The community biogas equipment was installed in the Fatesh Singh ka Purwa community situated in rural India. It was aimed to supply energy for cooking. The introduction of biogas equipment seemed technically successful, but it did not succeed overall as a project.

Male community leaders were not interested in energy supply for cooking at all, because they wanted energy supply for irrigation pumps, cutters for rice husks, and rice-polishing machines.

On the other hand, women in the community were also very dissatisfied with this equipment. When the biogas equipment was installed, the project planner did not consult women in the community at all, and limited hours for the gas supply to two

hours from 8 o'clock to 10 o'clock in the morning. However, most women in the village were not able to use biogas to cook, because women usually work in the fields from 8 o'clock to 10 o'clock in the morning. The project planner did not know the daily schedule of women in the community at all.

As a result, the biogas equipment failed to supply even 25% of all energy needed to cook in the village. So, women in the village had to continue gathering wood for fuel and cooking.

(Source: ENERGIA and others, 2006, *The Gender Face of Energy*)

**Box 3: The Case of Rural Energy Development Programme by UNDP in Nepal
(Successful case of incorporating gender perspectives into the project, so that the
project succeeded in empowerment of both men and women)**

In the mountain regions of Nepal, the cost for upgrading energy transmission and distribution lines from the existing electricity network is high because of the steep landscape, and therefore the electrification rate remains low. In such circumstances, small-scale hydro-power using water resources proved effective. The Rural Energy Development Programme (REDP) implemented by the United Nations Development Programme (UNDP) and the Nepalese Government since 1996 aims to improve the standard of living in villages of the remote mountain regions through power supply by development of small hydropower.

The importance of community participation was emphasized in the project. Community groups and functional groups were organized to execute and manage the small hydropower project. Consideration was given to the male-dominated gender situation in Nepal; community groups were organized separately by gender and among each family that participated in the project, one man and one woman were obligated to participate in the groups. The men's and women's community groups were to equally share the responsibility for activities related to the project. The community groups freely discussed the respective problems that men and women have faced. Then they implemented capacity-building activities such as literacy education, group management, and leadership training.

It was obliged that the same number of men and women from the community groups were to be elected as members of functional groups, which assumed planning, implementation, and management of the entire project, in addition to handling the issues discussed in community groups. The functional groups conducted activities for income generation and skill training by using hydropower energy.

Giving both men and women equal opportunity to participate in the project

brought many positive impacts. For instance, through the project activities, men realized for the first time that women have reasonable opinions about the community and the area. Also, men's ideas and attitudes towards women changed in the region where the status of women was traditionally low. For example, women are now leaders of groups consisting of both men and women, and husbands started to look after the children when women participated in the training. Women began to have confidence in themselves through participating in the group activities for income generation.

(Source: ENERGIA and others, 2006)

(Reference: Arzu Rana-Deuba, Generating opportunities: Case Studies on Energy and Women, 2001)

Appendix 1-6 [Appendix to 3-2-16: Agricultural/Rural Development, Fisheries, and Gender]

A Case of Cooperation in Agricultural/Rural Development and Fisheries Sector with Gender Perspectives

Box 1: The Case of Kilimanjaro Agricultural Training Centre Project in Tanzania, Phase II

It is estimated that women bear 60-70% of work in rice farming in this region. Men are responsible for agricultural tasks that require physical strength, such as ground levelling and building levees, while women are involved in detailed work, and work that require bending over for a long period of time such as planting and weeding. However, the opportunities for women to participate in training on farming were limited. Therefore, the skills acquired by men through this training were in the end not available to women who actually engage in agricultural work. As a result, there were many cases where new knowledge and technology were not applied in the field.

Based on the recognition that gender-responsive measures were necessary for increasing rice productivity, gender perspectives were included into the project. **The gender ratio of training participants was established at 50:50.** Baby-sitters were arranged during the training to ensure opportunity for women's participation. Training methodology was improved to transfer technology to women, by changing curriculum to make it suitable for both women and men, and by facilitating active involvement of both women and men. Moreover, the introduction of improved kitchen furnaces with high thermal efficiency and an easy-to-use weeding instrument (weeder) was promoted, aiming at reducing the labor burden of women who are engaged in both housework and agricultural work, such as gathering firewood and weeding in the paddy field. Men started to help women in weeding after the weeder had been introduced, which not only reduced the women's labor burden but also contributed to higher productivity. Additionally, gender training was conducted to raise awareness on gender inequality, as well as training on household financial management for co-management by women and men.

As a result of such efforts, irrigated rice farming technology has been adopted unanimously by both men and women, and has raised enthusiasm for work on both sides. Consequently, the productivity of rice has improved significantly. The average yield of rice at the model site has increased from 3.1 tons per hectare in 2002 to 4.3 tons in 2005. **The project has not only increased rice yield but also given a positive**

impact of changing gender relations in the local communities. For instance, by managing the household budget by husband and wife together, the wives' voices have been reflected in the household expenses. As a result, expenditure for education and medical treatment has increased. Conversations between husband and wife have increased and husbands have started helping wives with housework.

**Box 2: Development of Improved Food Smoking Device in Senegal
Dispatch of an Expert: Fisheries Administrative Adviser (2001-2003)**

1. Background

The coastal areas of Senegal have a high potential for fisheries, and the fishing yield is about 400,000 tons per year. Fisheries are an important industry for the national economy: the biggest source of foreign currency, accounting for 1/4 of total export earnings since 1986. The fisheries and related industries provide employment for about 600,000 people, which accounts for 17% of the total working population. Fisheries also play an important role in food security, providing about 75% of animal protein consumed by citizens. A closer look at the fisheries industries shows that about 80% of total fishing production comes from small micro-fisheries undertaken by men. About 40% of the fish caught are processed into dried and smoked fish. 90% of workers in processing are women.

Many donors provide assistance for the fisheries sector and most of the assistance efforts are targeted for small micro-fisheries. Fish are smoked on the sandy beach by women using branches and leaves. This method of smoking fish not only has hygienic issues, but the smoke causes a health problem and air pollution. The work involves heavy physical labor such as placing fishes on the beach and later removing the smoked fish. Such work causes damages to women's health. To solve this problem, other donors have tried to introduce food smoking devices. However, women stopped using them as they found them not easy to use, and returned to the traditional smoking method.

2. Objectives and Activities the Project

The Objectives of the project are to improve food smoking devices and disseminate them, aiming at improving hygiene conditions for food processing and health conditions of the workers, increasing income, and reducing labor burden of women.

The activities included development of a model food smoking device, implementation of training on establishment and maintenance of the device, and development of the input supply chain.

3. Gender-Responsive Activities

- *Securing benefits to both men and women and equity between them*

- ① Overview of prioritized issues of development assistance from gender perspective

Many donors have supported the fisheries sector, but men were the main beneficiaries. The processing sector of fisheries, where mainly women are engaged, had rarely become the target of donor assistance despite it also having development issues. Even when the processing sector became an area of assistance, operations often failed to address the needs of men and women in the fishing community. JICA has decided to focus on the processing sector in order to implement a project that is beneficial for women based on their needs.

- *Activities addressing women's needs*

- ① Interview with women who are direct beneficiaries

The use of the food smoking device (hereafter “conventional device”) made by other donors didn’t continue, and people have returned to the traditional method. In order to understand women’s needs accurately, a series of interviews were conducted directly with women on the problems and deficiencies of the conventional device. Considering the local customs that men’s presence in the interviews may force women to follow men’s opinions, the interviews were conducted in meetings with only women.

- ② Facility design which reflects the needs of women

The following were found through the interviews.

The conventional device required a large amount of fuel, because it did not have a lid. Even when the device had a lid, it was too big and heavy for women to carry. In addition, the height of the device was too high for women to check the conditions of the food inside during the smoking process. The project provided a device with a lighter lid, and steps in front in order to reduce the women’s heavy labor burden.

Moreover, JICA developed an improved model of a smoking device with improved durability and combustion rate for economic efficiency. The improved food smoking device dramatically reduced the consumption of firewood as fuel and smoke emission. The reduction of smoke led to improvement of the health conditions of women who often suffered from illnesses such as bronchitis.

- ③ Measures for maintenance and management of the food smoking device

One of the reasons why the conventional device was not used was that the actual

users of the device, women, did not know how to use it. Small workshops were held to enhance women's ownership and promote their knowledge of the device. A manual for building the device was created with pictures and illustrations, in consideration of the low literacy rate of women, which is lower than 30% (for men about 50%).

It is women who mainly build and repair the device. Therefore, from the viewpoint of sustainability, local materials from local vendors were utilized so that women and local people can build and maintain the device.

- ***Promotion of women's empowerment***

- ① Improvement of the women's income for their independence

The productivity of the improved device increased to 2-3 times that of the traditional method. Furthermore, the fishes smoked in the improved device were uniform in appearance and of good quality. As a result, the selling price of smoked fish has risen, which led to an increase in the women's income. Women are now able to voice their opinions on the usage of money at home, which they were not able to do before. These women also reported the changes brought by obtaining an independent source of income: they are now able to spend their own earnings on medical expenses of family members, educational expenses of their children, or for savings.

Appendix 2 Recent Developments in Gender by Overseas Aid Organizations

OECD Development Assistance Committee (OECD/DAC)

The Organisation for Economic Co-operation and Development (OECD), headquartered in Paris, has established the Network on Gender Equality (GENDERNET) under its Development Assistance Committee (DAC) to promote gender equality and women's empowerment in aid policies of DAC member countries. It is a forum where principal aid organizations and donors, including Japan, gather to discuss approaches to aid policies of various countries and organizations from the standpoint of gender equality. The DAC prepared the Guidelines on Gender Equality and Women's Empowerment in Development Cooperation (DAC gender mainstreaming guidelines) in 1998, in an effort to improve the quality and effectiveness of development aid programs. OECD/DAC GenderNET has also developed various guidelines for gender equality together with other working groups and networks of OECD/DAC (e.g. on environment, poverty, evaluation).

In recent years, one of DAC's priority issues has been the implementation and monitoring of the Paris Declaration of Aid Effectiveness, which was endorsed by ministers and high-level officials of aid-recipient countries and donor countries at the Paris High-Level Forum on Aid Effectiveness held in 2005. At the same time, promoting gender equality in the execution and monitoring of the Paris Declaration has also become a major concern of GENDERNET. To respond to such efforts in improving aid effectiveness and new aid modalities, DAC is currently working to revise the DAC gender mainstreaming guidelines that were created in 1998.

World Bank

The World Bank formulated the "Gender Mainstreaming Strategy" in 2001 in order to promote achievement of the Millennium Development Goals (MDGs). Since 2004, the bank annually publishes the Global Monitoring Report (GMR) for the review of the progress towards achieving the MDGs. The main theme of GMR 2007 was "Gender Equality and Women's Empowerment," and it proposes to integrate further gender perspectives into the MDGs indicators. Concretely, the report recommends five additional indicators, as shown in the table below, to supplement the shortcomings of the official indicators for monitoring progress in attaining MDG3.

Household		Economy and Markets
Modifications of official indicators	Additional indicators	Additional indicators
i) Primary completion rate of girls and boys (MDG 2)	iv) Percentage of 15- to 19-year-old girls who are mothers or pregnant with	v) Labor force participation rates among women and men aged 20–
ii) Under-five mortality rate for girls and boys (MDG4)		
iii) Percentage of reproductive-age women, and their sexual partners, using modern contraceptives		

	Additional Indicators	Additional Indicators
i) Primary completion rate of girls and boys (MDG 2)	iv) Percentage of women who had their first child between age 15-19	v) Labor force participation rates among women and men aged 20–24 and 25–49
ii) Under-five mortality rate for girls and boys (MDG4)		
iii) Percentage of reproductive-age women, and their sexual partners, using modern contraceptives (MDG6)		

Furthermore, the World Bank announced a four-year Gender Action Plan in September 2006. The Action Plan aims to strengthen implementation of Gender Mainstreaming Strategy 2001, by incorporating lessons learnt from its implementation to date.

According to the progress report of the “Gender Mainstreaming Strategy,” gender perspectives have come to be integrated in 90% of projects in the health and education sectors. However, it points out that sufficient achievements have not yet been achieved regarding women’s participation in economic activities. The Gender Action Plan has been developed based on the theoretical ground that women’s economic empowerment is closely related to poverty reduction and economic

growth, and that it would benefit not only women, but also the entire society, including men and children.

The primary objective of the Gender Action Plan is to empower women in the economic sector, with particular focus on infrastructure, agriculture, private sector development, and finance.

United Nations Development Programme (UNDP)

The UNDP's ultimate goal is to eradicate poverty by providing assistance for sustainable human development, and its activities are planned and implemented in accordance with the framework of sustainable human development. The advancement of women is considered one of the main themes in this framework. The priority areas are: ① democratic governance, ② poverty reduction, ③ crisis prevention and recovery, ④ energy and environment, and ⑤ HIV/AIDS. In all projects, it emphasizes the need to integrate considerations for realizing gender equality. Gender mainstreaming is one of the sub-themes of its poverty reduction program. UNDP also works in partnership with the United National Development Fund for Women (UNIFEM) on gender equality.

Asian Development Bank (ADB)

In its medium-term strategy for 2006 to 2008, ADB identifies improvement of education and promotion of gender equality as priority issues related to social development, along with catalysing investment in human development and infrastructures, promoting regional cooperation and integration, managing the environment, improving governance, and preventing the collapse of financial institutions. ADB's gender initiatives are based on its Gender Action Plan (GAP). They focus on providing assistance for policy, capacity-building, implementation of policies and programs for increasing GAD awareness and improving the status of women, and the incorporation of gender perspectives at all stages of the project cycle based on project specific gender analysis. ADB is also working to create opportunities to directly address new and emerging issues faced by women in Asia.

Department for International Development (DFID)

In 2000, DFID announced a strategy paper on "Poverty Elimination and the Empowerment of Women" based on Kyoto Protocol guidelines. The paper identified ten objectives in relation to gender equality, although its content and priorities may vary in accordance with specific country context. In 2002, DFID published the Gender Manual, which was designed to encourage policy-makers

both within the department and developing countries to place more emphasis on addressing the needs of women. DFID's gender initiatives are based on principles and policies outlined in these papers. In the Evaluation of DFID's Policy and Practice in Support of Gender Equality and Women's Empowerment published in 2006, DFID analyzes the effects of its activities on poverty reduction from the perspectives of gender. Based on the evaluation, DFID has renewed its commitment to strengthen the linkage between poverty reduction and gender equality, and to monitor the status of gender equality at the organizational/institutional level, in consideration of the absence of any progress in gender equality in sectors other than education and healthcare.

Australian Agency for International Development (AusAID)

According to AusAID's Corporate Plan 2006-2010, gender equality is given as one of the principles of its aid program strategies. AusAID maintains that gender-based aid programs must give due consideration to the different needs and priorities of women and men at all stages of development. Its goals for gender equality include ① addressing violence against women and children (including trafficking) and addressing peace-building initiatives to firmly establish women's roles and status in society, and ② reinforcing women's economic empowerment.

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