

# Trends and Approaches on Gender and Development (GAD)

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## 1-1 Present Situation

In the field of international cooperation, the Gender and Development (GAD) approach has been gaining increasing prominence since the 1980s, in addition to the Women in Development (WID) approach, which focuses on the improvement of women's status in developing countries.

The GAD approach seeks to correct systems and mechanisms that produce gender inequality by focusing not only on women, but also by assessing the social status of both women and men. Moreover, it emphasizes the role of men in resolving gender inequality, and places importance on the empowerment of women, who are placed in a socially and economically weaker position than men.

At the Fourth World Conference on Women (Beijing Conference) held in 1995, the international community acknowledged the concept of gender mainstreaming as a method of entrenching the GAD approach.

The goal of gender mainstreaming is to achieve gender equality in all fields of society. It seeks to identify men's and women's development issues and needs, as well as development impacts on men and women at all stages of development, through planning, implementation, monitoring, and evaluation of development policies and measures and projects, on the premise that all development policies, measures, and projects have different impacts on men and women.

The United Nations Millennium Summit held in 2000 adopted the Millennium Declaration, which included, among the eight goals to be achieved by 2015, the promotion of gender equality and empowerment of women. The declaration also acknowledged the importance of mainstreaming the gender perspective in all initiatives undertaken by the international community toward achieving the Millennium Development Goals (MDGs).

As part of the global movement toward gender equality, the Japanese government adopted a new ODA Charter at a Cabinet meeting held in 2003, as discussed in more detail in section 1-3. The charter cites gender equality as one of its basic policies, and emphasizes the significance of the gender equality perspective in development assistance. It also pledges to give full consideration to the active participation of both men and women in development, ensure men and women equally reap the benefits of development, and to step up efforts to improve the status of women in developing countries. In March 2005, Japan

introduced the Initiative on Gender and Development (GAD) at a session of the Commission on the Status of Women (CSW) commemorating the tenth year of the Fourth World Conference on Women (Beijing Conference). The initiative defines Japan's specific actions based on gender mainstreaming to further strengthen Japan's ODA assistance to developing countries in their efforts to achieving gender equality and women's empowerment, while giving full respect to their ownership. JICA's cooperation is based on these initiatives of the Japanese government.

The above-mentioned initiatives provide the foundation on which JICA bases its activities. That is, in implementing development projects in any field, it is vitally necessary to have an accurate understanding of the different situations and development needs between men and women in developing countries. It is also important to promote gender equality as a priority issue in countries and regions where widespread gender inequality poses major impediments to national development and human security.

The circumstances surrounding people in developing countries where JICA operates are diverse and constantly changing. Indicators reflecting the status of gender equality in developing countries show that women are more often placed in socially, politically, and economically disadvantaged positions than men.

With respect to the progress in achievement of the goal of gender equality established in the MDGs, the 2005 Human Development Report of the United Nations Development Program (UNDP) revealed that the goal of eliminating gender disparity in primary and junior high school enrolment by 2005 has not been met. Had the goal been attained, there would now be 14 million more girls receiving primary education, including 6 million girls in South Asia (India and Pakistan) and 4 million girls in sub-Saharan Africa. Moreover, there are 20 million girls not attending school in 41 countries. In these countries, the gender gap is growing wider or is narrowing so slowly that gender equality cannot be expected to be reached before 2040.

In recent years, there has been increasing recognition of the need to address new issues in gender and development, such as human trafficking and other forms of gender-based violence. Human trafficking is a serious crime and a grave violation of human rights that inflicts severe emotional and physical suffering on the victims, who are primarily women and children. It calls for prompt and appropriate response from a humanitarian perspective, as well as from the perspective of putting a stop to international organized crime. The

Japanese government is taking measures to address the issue, and has formulated an action plan of measures to combat trafficking in persons in 2004. Although human trafficking is a complex and broad-ranging issue, it is recognized as one which Japan must address through its ODA from the standpoint of human security. Preparations are being made for the implementation of studies and projects designed to protect victims of trafficking, and to address the issue and assist in its prevention through capacity building and empowerment.

Other gender-based issues of increasing concern include the feminization of poverty, as observed from the fact that 70% of the world's poor are women, and the spread of HIV/AIDS. According to the Joint United Nations Program on HIV/AIDS (UNAIDS), 1.3 times more women than men are infected by HIV in sub-Saharan Africa, which is the most severely affected region in the world. In the 15 to 24 year-old age group, HIV prevalence is 3 times greater among women than men, a situation that is said to be attributed to gender inequality. The serious impact of natural disasters and environmental problems especially on women and children is also gaining widespread attention, as recent years have seen a series of large-scale disasters and environmental problems, such as the Sumatra earthquake and the Indian Ocean tsunami of 2004 and the Pakistan earthquake of 2005. There have been calls for the incorporation of gender perspectives in responding to those disasters.

As seen above, the issue of gender and development is extremely wide-ranging. In addition to continued efforts in conventional activities centered on education, healthcare, and socio-economy, there is also an increasing need to promote the gender perspective in addressing issues in various other fields, such as global-scale issues and others whose relationship to gender may be invisible. It is vitally important for JICA, as a development assistance organization, to further concentrate on mainstreaming the gender perspective.

## 1-2 International Aid Trends

### Recent Developments in Gender by Overseas Aid Organizations

#### OECD Development Assistance Committee (OECD/DAC)

The Organization for Economic Cooperation 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 principle 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 has prepared Guidelines on Gender Equality and Women's Empowerment in Development Cooperation (DAC gender mainstreaming guidelines) in 1998 in an effort to improve the quality of development aid and implement effective aid programs. It has also formulated other guidelines for gender equality in cooperation with DAC subsidiary bodies and networks (e.g. on environment, poverty, evaluation).

In recent years, one of DAC's priority issues has been the execution 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 announced a four-year Gender Action Plan in September 2006. It aims to advance women's economic empowerment in order to promote achievement of the Millennium Development Goals (Goal 3: promotion of gender equality and women's empowerment). The Bank has previously formulated the Gender Mainstreaming Strategy in 2001, but the Gender Action Plan is not a new plan to take its place. Rather, it is expected to help strengthen implementation of the Gender Mainstreaming Strategy, and is also regarded as a reinforcement plan based on lessons acquired from efforts made by the World Bank in line with its Gender Mainstreaming Strategy.

According to a report on the progress of the Gender Mainstreaming Strategy, gender perspectives have come to be incorporated in 90% of projects in the healthcare and education sectors. However, sufficient achievements have yet to be attained regarding women's participation in economic activities. Underlying the Gender Action Plan is the rationale that women's economic empowerment is closely related to poverty reduction and economic growth, and that it would benefit not only women, but also society in general, including men and children.

The primary objective of the Gender Action Plan is to empower women in the economic sector, with a particular focus on the areas of infrastructure, agriculture, private sector development, and finance.

#### United National Development Programme (UNDP)

The UNDP's comprehensive goal is to eradicate poverty by providing assistance for sustainable human development, and its activities are planned and implemented in accordance with a framework for sustainable human development. The improvement of the status of women is considered one of the principle issues in this framework. The priority areas of the UNDP's activities are: 1) democratic governance, 2) poverty reduction, 3) crisis prevention and recovery, 4) energy and environment, and 5) HIV/AIDS. In all its projects, it emphasizes the need to incorporate considerations for realizing gender equality. Additionally, the UNDP places particular weight on promoting gender mainstreaming as an important aspect of poverty reduction activities, and maintains a policy of cooperation with the United National Development Fund for Women (UNIFEM) in regard to gender equality issues.

#### Asian Development Bank (ADB)

As its medium-term strategy for 2006 to 2008, ADB identifies educational improvement and promotion of gender equality as priority issues related to social development, in addition to catalyzing 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 GAD policy support, capacity building, and for the execution of policies and programs directed at increasing GAD awareness and improving the status of women, while emphasizing the facilitation of gender analysis in proposed projects and the incorporation of

gender perspectives at all stages of the project cycle. ADB is also working to create opportunities to directly address new and emerging issues confronting women in Asia.

#### UK Department for International Development (DFID)

In 2000, DFID announced a strategy paper on Poverty Elimination and the Empowerment of Women based on the Kyoto Protocol guidelines and set out ten specific objectives in relation to gender equality. Specific approaches to the objectives and their priorities are to be set in consideration of the situations of each country. In 2002, it published the Gender Manual, which was designed to encourage policy-makers both within the department and in developing countries to put 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 announced in 2006, DFID analyzes the effects of its activities on poverty reduction from the perspective 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 principle goals for gender equality include (1) addressing violence against women and children (including trafficking) and assisting peacebuilding initiatives to firmly establish women's roles and status in society, and (2) reinforcing women's economic empowerment.

## 1-3 Gender in ODA Policies

### <Policy Framework>

#### ODA Charter

In August 2003, the Japanese government revised its Official Development Assistance (ODA) Charter to strengthen ODA initiatives in response to new issues in development, such as the need for peacebuilding efforts. The original charter was formulated and approved by the Cabinet in 1992 for the purpose of defining the philosophies and principles of development assistance by the Japanese government.

The revised ODA Charter identifies five basic principles, as shown below, and clearly establishes the significance of gender equality under “assurance of fairness.” The revised charter greatly differs from the previous charter in that it highlights Japan’s commitment to “giving full consideration to women’s active participation in development and ensuring that women reap the benefits of development,” and advocates the significance of the Women in Development (WID) perspective.

#### 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 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 ensuring that women reap benefits from development.

#### Medium-term Policy on ODA

Japan’s “Medium-term Policy on Official Development Assistance (ODA)” defines the basic concept of Japan’s ODA, its priority issues and approaches to regional aid over a five-year period. The latest medium-term policy was formulated in February 2005, based on a fundamental review of the 1999 policy.

As stated in section 3 of the policy on priority issues, “Priority issues will be addressed in line with the following basic principles outlined in the ODA Charter:



provision of support for the self-help efforts (ownership) of developing countries, adoption of the human security perspective, ensuring equity (including the perspective of gender and consideration of socially vulnerable people), utilization of Japan's experience and expertise (including ensuring overall policy coherence), and action in concert with the international community (including South-South Cooperation)."

## Sector Initiatives

### ★GAD Initiative

In March 2005, the Japanese government established the Gender and Development Initiative, which articulates the basic policies, approaches, and specific initiatives for ensuring incorporation of the gender perspective in all stages of Japan's ODA. It reflects the importance accorded to the gender equality perspective in the revised ODA Charter and the Medium-term Policy on ODA, and has resulted from a review of the WID Initiative (announced by the Japanese government at the Fourth World Conference on Women (Beijing Conference) in 1995), which tended to give the impression of being relevant to women only and that assistance was limited to the three priority areas of education, healthcare, and socio-economic participation of women.

The initiative outlines Japan's basic approaches to gender mainstreaming and defines sector-specific actions from the gender equality perspective. Its basic principles include the following:

- Importance of mainstreaming the gender perspective into the planning of policies and measures that are not directly intended to benefit women
- Importance of understanding the different living conditions and needs of women and men at the project planning stage, and taking them into account when implementing projects
- Strengthening Japan's support for the efforts of developing countries to promote gender equality and women's empowerment

Gender is a cross-cutting issue related to all development areas and issues. ODA policies also incorporate gender considerations in a number of sector-specific policies, as described below.

## Gender Perspectives in Other Sector Initiatives

### ★Initiative for Disaster Reduction through ODA

The Japanese government announced the Initiative for Disaster Reduction

through ODA at the World Conference on Disaster Reduction (WCDR; Kobe Conference) held in January 2005. The initiative identifies seven basic policies for ODA cooperation in the area of disaster reduction, and includes the gender perspective as the third policy. It was the first initiative to include the gender perspective outside of the GAD initiative.

<p>Basic policies</p> <ul style="list-style-type: none"> <li>(1) Raising the priority of disaster reduction</li> <li>(2) Perspective of human security</li> <li>(3) Gender perspective</li> <li>(4) Importance of assistance in software aspects</li> <li>(5) Mobilization of Japan's experience, expertise, and technology</li> <li>(6) Mobilization and dissemination of locally available and suitable technology</li> <li>(7) Promoting partnerships with various</li> </ul>	<p>3. Gender perspective</p> <p>Due to the existence of gender disparities in various aspects such as participation in political decision-making and socio-economic activities and access to information, women are particularly susceptible to damage from disaster. Therefore, Japan will provide assistance based on a gender perspective in respect of all aspects of cooperation on disaster reduction.</p>
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★Health and Development Initiative

In June 2005, the Japanese government announced the Health and Development Initiative. The initiative is directed to contributing to the achievement of the Millennium Development Goals (MDGs) by 2015, and aims to extend continuous and enhanced cooperation to the healthcare sector through ODA. Under “(2) Cross-sectoral actions,” one of the five basic policies of the initiative, it is stated: “By combining assistance directly related to health and assistance indirectly related to health, including the improvement of water supplies and sanitation, education and infrastructure (roads, communication networks, electric power systems and garbage dump systems), Japan will work for the achievement of MDGs. Furthermore, Japan will take into consideration gender perspectives in taking these actions.” Among the initiative’s concrete measures, assistance for gender equality is clearly mentioned under “(2) Assistance in areas that reinforce the health sector and cross-cutting actions.”

<p>(a) Promoting gender equality</p> <p>Gender equality should be addressed across all measures taken in the health sector. Japan will provide assistance on reproductive health and rights, for addressing gender disparity in access to health services, and capacity development for women, in response to the particular needs of women's health.</p>
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★ Water and Sanitation Broad Partnership Initiative

In March 2006, the Japanese government announced the Water and Sanitation Broad Partnership Initiative at the Fourth World Water Forum held in Mexico. The Millennium Development Goals (MDGs) include improved access to safe drinking water and basic sanitation facilities as one of its goals, based on the fundamental recognition that water is an extremely important element in achieving other MDGs, such as eradication of poverty and hunger, health, education, gender equality, and sustainable development. Among the five basic policies of the initiative, the policy of “pursuing synergy through cross-sectoral measures” mentions the necessity of contributing to the goal of gender equality.

Basic policies

- (1) Pursuing the sustainability of water use
- (2) Emphasizing the human security perspective
- (3) Emphasizing capacity development
- (4) Pursuing synergy through cross-sectoral measures
- (5) Considering local conditions and appropriate technology

(4) Pursuing synergy through cross-sectoral measures

It is necessary to give full consideration so that support in the water and sanitation sector will effectively contribute to closely-related goals, such as health, education, disaster reduction, urban and rural development, industrial development, environmental and ecological conservation, and gender equality. To this end, in providing support in the water and sanitation sector, Japan will promote coordination with related sectors while thoroughly considering the effects and impact on these goals from the project formation phase. In addition, Japan will give full consideration to the impact of the projects after implementation.

## <Japan's Gender Equality Efforts>

### **Law** Basic Law for a Gender-equal Society (enacted in 1999)

This law is hereby established in order to clarify the basic principles with regard to formation of a Gender-equal Society, to set a course to this end, and to promote efforts by the State and local governments and citizens with regard to formation of a Gender-equal Society comprehensively and systematically.

Article 7: "In consideration of the close relationship between the internal promotion of the formation of a gender-equal society and efforts by the international community, the formation of a gender-equal society shall be promoted based on international cooperation."

Article 19: "To promote the formation of a gender-equal society based on international cooperation, the state shall make efforts to take necessary measures for exchanges of information with foreign governments and international institutions, and for the smooth promotion of international mutual cooperation related to the formation of a gender-equal society."

The above articles imply that realizing a gender-equal society should also be a major objective in ODA and other international cooperation schemes.

The Basic Plan for Gender Equality was formulated based on the above basic law.

### **Plan** Basic Plan for Gender Equality (first plan formulated in 2000, second plan formulated in 2005)

Chapter 11 of the Basic Plan for Gender Equality is dedicated to the long-term objective of "contributing to 'equality, development and peace' of the global community." As a basic direction of measures, it describes Japan's commitment to implementing ODA to reinforce support for the efforts of developing countries to promote gender equality and women's empowerment in all sectors, based on the Gender and Development (GAD) initiative.

#### [Basic direction of measures]

Through the implementation of ODA, Japan will reinforce its support for the efforts of developing countries to promote gender equality and women's empowerment in all sectors, by formulating aid policies from the gender quality perspective based on the GAD Initiative. It will develop a framework for the effective implementation and supervision of ODA, in consideration of the efforts of developing countries, while also promoting increased awareness of GAD among those involved in international cooperation, and strengthening cooperation and collaboration with Japanese and foreign NGOs.

[Concrete measures]

**A Promote efforts based on Japan's GAD Initiative**

- Strive to incorporate social gender perspectives in all stages of ODA.
- Assess the impact the implementation of each cooperation project would have on both men and women, as necessary, so that assistance will contribute to gender equality.
- Include the use of South-South cooperation in identifying and implementing cooperation projects designed to contribute to gender equality.
- Provide training programs to increase awareness in GAD among those engaging in international cooperation.
- Identify departments in charge of gender equality in each ministry in relation to ODA, and further promote cooperation among relevant ministries, aid implementing organizations, and NGOs.
- Actively publicize Japan's emphasis on gender equality in its ODA policies at international conferences, such as the United Nations Commission on the Status of Women (CSW) and the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD).

**B Cooperate in the activities of the United Nations**

- Active participate or contribute to the UN Commission on the Status of Women and the Committee on the Elimination of Discrimination against Women.

**C Promote women's contribution to peace**

- Promote cooperation with international organizations working to build peace and with United Nations peacekeeping missions. Further promote women's participation in disarmament, peacekeeping, and rehabilitation/development processes in conflict regions, based on United Nations Security Council resolution 1325 (adopted in 2000), which urges increased representation of women at all decision-making levels for the prevention, management, and resolution of conflicts, and encourages the increased participation of women in decision-making processes.
- Actively cooperate and contribute to international humanitarian relief organizations such as the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF), based on the understanding that women and children require special support during conflicts and disasters.

**D Promote women's participation in policy and decision-making processes in international areas**

- Promote women's participation in the policy and decision-making processes in ODA, disarmament issues, and other diplomatic policies.

**E Promote international exchange and cooperation at all levels**

- Promote international exchange and cooperation related to gender equality, and enhance information exchange and personal exchange directed at building peace and stability at the national, local government, and NGO levels, to promote mutual trust and friendship across borders.

**F Promote cooperation and collaboration with NGOs**

- Promote collaboration and cooperation between the government and NGOs, such as by continuing to include NGOs in governmental missions.

## 2-1 History of JICA Initiatives in Relation to Gender

JICA initiatives for gender equality can be traced back to the establishment of the Study Group on Development Assistance for Women in Development in 1990. Based on the recommendation by the study group, the Office for the Promotion of Environmental/WID Projects was established in the Planning Department in 1991. Thereafter, JICA's gender initiatives have been addressed by the Environment, WID and Other Global Issues Division established in 1993, followed by the Gender Mainstreaming Unit, which was established in the said division in 2002, and finally today's Gender Equality Team established in 2004.

These sections have implemented training and awareness raising activities, initially to promote understanding of the development issue of WID, and after 2002, to promote knowledge of gender issues. They have collected and sorted information related to gender, in an effort to reflect the gender perspective in JICA projects. JICA has also instituted an organizational framework for gender mainstreaming to promote gender equality efforts in its network of overseas offices as well.

Year	JICA activities	Domestic and international developments*
1976		<ul style="list-style-type: none"> <li>The UN Decade for Women (1976-1985) begins.</li> <li>UNIFEM is established.</li> </ul>
1983		OECD/DAC adopts WID guiding principles.
1984		A WID Expert Group Meeting is established under OECD/DAC.
1990	The Study Group on Development Assistance for Women in Development is established.	
1991	<ul style="list-style-type: none"> <li>The Study Group on Development Assistance for Women in Development compiles a report.</li> <li>The Office for the Promotion of Environmental/WID Projects is established.</li> <li>WID officers are appointed to each department.</li> <li>Training for prospective WID experts begins (continued hereafter).</li> </ul>	

1992	WID officers are appointed to JICA overseas offices.	The ODA Charter is approved by the Cabinet. As a measure to ensure effective ODA implementation, it stresses the importance of “giving full consideration to the active participation of women in development, and ensuring that women reap benefits from development.”
1993	<ul style="list-style-type: none"> <li>• The Environment, WID and Other Global Issues Division is established.</li> <li>• JICA attends DAC’s Conference of WID Experts (successively hereafter).</li> <li>• The Manual on Integrating WID Considerations is issued.</li> </ul>	
1994	<ul style="list-style-type: none"> <li>• The WID Study Group is established.</li> <li>• Country-focused WID Profile Surveys are launched (continued hereafter).</li> <li>• Staff training in WID/poverty reduction measures begins.</li> <li>• JICA jointly sponsors the Seminar on Statistics and Indicators on Women in Asia (with the International Research and Training Institute for the Advancement of Women (INSTRAW) and the Statistical Institute for Asia and the Pacific (SIAP)).</li> </ul>	
1995	<ul style="list-style-type: none"> <li>• JICA collaborates with USAID in pursuing the US-Japan Common Agenda in Guatemala (project for girls’ primary education) and in Cambodia (support for rural women).</li> <li>• Staff training on “Introduction to Social/WID Considerations” begins.</li> <li>• JICA attends the Fourth World Conference on Women (Beijing).</li> </ul>	The Fourth World Conference on Women (Beijing) is held. The Japanese government announces its Women in Development (WID) Initiative.
1996	<ul style="list-style-type: none"> <li>• JICA experts join CIDA’s WID-specific projects (in Indonesia).</li> <li>• The 1st and 2nd Advisory Council to the Vice President in charge of gender issues are held (continued hereafter).</li> </ul>	OECD/DAC advocates social development and enhanced participation that include gender equality in its new development strategy, “Shaping the 21st Century: The Contribution of Development Cooperation.”
1997	The 3rd to 6th Advisory Council to the Vice President in charge of gender is held.	OECD/DAC formulates the Guidelines on Gender Equality and Women’s Empowerment in



		Development Cooperation.
1998	<ul style="list-style-type: none"> <li>• The Liaison Committee of Officers in the WID/Poverty Field is established.</li> <li>• “Assistance for Women’s Empowerment” is launched as part of JICA’s Community Empowerment Program (Cambodia, Laos, etc.).</li> <li>• Budget is prepared for social and gender surveys.</li> <li>• The 7th and 8th Advisory Council to the Vice President in charge of gender issues are held.</li> </ul>	The Japanese government formulates the Medium-Term Policy on ODA, and identifies support for WID/gender equality as priority issues.
1999	<ul style="list-style-type: none"> <li>• Staff training on society and gender begins (continued hereafter).</li> <li>• JICA begins collaboration with the UNDP Bureau for Development Policy.</li> <li>• The 1st and 2nd JICA-UNDP Joint Gender Seminars are held.</li> <li>• JICA attends the DAC/UN joint workshop on “Women’s Empowerment in the Context of Human Security.”</li> <li>• The 9th and 10th Advisory Council to the Vice President in charge of gender issues are held.</li> </ul>	<ul style="list-style-type: none"> <li>• The Basic Law for a Gender-equal Society is promulgated and enforced. Articles 7 and 19 emphasize international cooperation.</li> <li>• The DAC Peer Review of Japan’s aid points out the issue of gender equality.</li> </ul>
2000	<ul style="list-style-type: none"> <li>• The Advisory Committee on Development and Gender is established.</li> <li>• Several seminars/workshops on gender and development are implemented for JICA’s various departments and regional departments.</li> <li>• The Advisory Committee on Development and Gender holds its 1st and 2nd meetings.</li> <li>• Symposium on “Empowerment of Women in Post-conflict Reconstruction” is held (organized by UNDP / sponsored by JICA).</li> <li>• The 11th Advisory Council to the Vice President in charge of gender issues is held.</li> </ul>	<ul style="list-style-type: none"> <li>• The Special Session of the UN General Assembly holds the Women 2000 Conference (New York).</li> <li>• The UN Millennium Development Goals are adopted. Gender equality and women’s empowerment are included as the third goal.</li> <li>• The Japanese government formulates the Basic Plan for Gender Equality. Priority objective 11 focuses on “contributing to ‘equality, development and peace’ of the global community.”</li> </ul>
2001	<ul style="list-style-type: none"> <li>• The Advisory Committee on Development and Gender holds its 3rd meeting in FY2000 and the 1st and 2nd meetings in FY2001.</li> <li>• JICA attends the DAC/UN Joint</li> </ul>	

	<p>Workshop on Governance, Poverty Reduction and Gender Equality.</p> <ul style="list-style-type: none"> <li>• The 12th Advisory Council to the Vice President in charge of gender issues is held.</li> </ul>	
<b>2002</b>	<ul style="list-style-type: none"> <li>• The 13th Advisory Council to the Vice President in charge of gender issues is held.</li> <li>• The Gender Promotion Unit is established in the Environment, WID and Other Global Issues Division.</li> <li>• The Second Gender/WID Study Group is established.</li> <li>• The Advisory Committee on Development and Gender holds its 1st and 2nd meetings in FY2002.</li> <li>• The 1st to 5th Gender Study Meetings are held.</li> <li>• The 3rd UNDP-JICA Joint Seminar is held.</li> <li>• The Thematic Guidelines on Gender Mainstreaming/WID are formulated.</li> <li>• JICA attends the 46th UN Commission on the Status of Women (successively hereafter).</li> </ul>	<ul style="list-style-type: none"> <li>• The Cabinet Office establishes the Advisory Council on Assistance to Women in Afghanistan.</li> <li>• The Japanese Ministry of Foreign Affairs conducts an evaluation of WID/gender policies.</li> </ul>
<b>2003</b>	<ul style="list-style-type: none"> <li>• Gender equality is stipulated in JICA's medium-term goals and plans.</li> <li>• The Sector-based and Thematic Team (now called the Thematic Task Force) on Gender Mainstreaming and WID is established.</li> <li>• The 14th Advisory Council to the Vice President in charge of gender issues is held.</li> <li>• The Advisory Committee on Development and Gender holds its 1st and 2nd meetings in FY2003.</li> </ul>	<p>The new ODA Charter is approved by the Cabinet. The basic policies highlight the importance of the gender equality perspective, and call for further efforts to improve the status of women, giving full consideration to the active participation of women in development, and to ensuring that women reap benefits from development.</p>
<b>2004</b>	<ul style="list-style-type: none"> <li>• JICA Guidelines for Environmental and Social Considerations are formulated.</li> <li>• The Advisory Committee on Development and Gender holds its 3rd meeting in FY2003.</li> <li>• The Gender Equality Group is established in the Planning and Coordination Dept., and the Governance and Gender Team is established in the</li> </ul>	<p>ODA Gender Officers are appointed (in the Ministry of Foreign Affairs and diplomatic missions abroad).</p>

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- A Gender Mainstreaming Promotion Seminar is held for managing directors and heads of domestic offices.
- Institutional framework for gender mainstreaming is established. Gender officers are appointed (in all domestic and overseas departments).
- The Gender Mainstreaming Promotion Sheet (target and progress confirmation sheet) is prepared and implemented (in all domestic and overseas departments) (continued hereafter).
- A seminar and opinion exchange on gender mainstreaming is held for JICA-related companies.
- A conference of gender officers is held.
- Content for development education on gender is created and posted on the JICA website.
- Gender training for new employees and gender training for volunteer coordinators, newly-employed experts and junior experts, are instituted (continued hereafter).
- The Study on Gender Mainstreaming in Diverse Societies and Cultures is launched.
- A JICA thematic video on gender mainstreaming and WID (Japanese and English) is produced.
- The compilation of good practices in gender considerations begins.
- Thematic evaluation on gender in participatory-type community development is implemented.
- The 15th Advisory Council to the Vice President in charge of gender issues is held.

<p><b>2005</b></p>	<ul style="list-style-type: none"> <li>• The Advisory Committee on Development and Gender holds its 4th meeting in FY2004 and 1st meeting in FY2005.</li> <li>• JICA attends the UN World Conference on Disaster Reduction (Kobe).</li> <li>• JICA attends the 49th UN Commission on the Status of Women (Beijing +10) held (New York).</li> <li>• The 16th Advisory Council to the Vice President in charge of gender issues is held.</li> <li>• The 1st Director's meeting on gender mainstreaming is held.</li> <li>• The Gender Equality Group is reorganized into the Gender and Environmental and Social Considerations Review Group.</li> <li>• A gender mainstreaming conference is held for Central and South American region offices (co-hosted by Regional support office for Central America and the Caribbean, Regional Departments, and the Planning and Coordination Department).</li> <li>• Improvements are made in the methods of implementing gender considerations in new project studies.</li> <li>• The FY2004 JICA Annual Report on Gender Mainstreaming Promotion is issued.</li> <li>• Distance learning material (e-learning) "30-minute Introductory Course for Gender and Development" is produced.</li> <li>• The UNDP-Japan WID Fund 10th Anniversary Symposium is held (with JICA cooperation).</li> </ul>	<ul style="list-style-type: none"> <li>• The Japanese government formulates the new Medium-Term Policy on ODA, calling for assurance of fairness from the gender perspective in addressing priority issues.</li> <li>• The UN World Conference on Disaster Reduction is held (Kobe). The gender perspective is incorporated in Japan's Initiative for Disaster Reduction through ODA.</li> <li>• The High Level Forum on the Health Millennium Development Goals in Asia and the Pacific is held (Tokyo). The gender perspective is incorporated in Japan's Health and Development Initiative.</li> <li>• The 49th UN Commission on the Status of Women (Beijing +10) is held (New York). The Japanese government announces its GAD Initiative.</li> <li>• The Japanese government formulates the Second Basic Plan for Gender Equality (priority objective 11 on "contributing to 'equality, development and peace' of the global community" is revised).</li> </ul>
<p><b>2006</b></p>	<ul style="list-style-type: none"> <li>• An open seminar is held on the "Incorporation of the Gender Perspective in Development Issues: Learning from Specific Case Studies of JICA and UNHCR."</li> <li>• A visiting researcher implements a study on "Violence against Women."</li> <li>• Revision of the Thematic Guidelines on Gender Mainstreaming and WID begins.</li> </ul>	<p>The Fourth World Water Forum is held (Mexico). The need to include the gender perspective in assistance to the water and sanitation sectors is recognized in Japan's Water and Sanitation Broad Partnership Initiative.</p>

	<ul style="list-style-type: none"><li>• Studies for the introduction of gender evaluation begin.</li></ul>	
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## 2-2 JICA's Framework for Promoting Gender Mainstreaming

### <Gender in JICA's Organizational Policies>

#### JICA's Mid-term Objectives (October 2003)

##### 3. Improvement of services provided to the Japanese public and other operations

vi. Because the perspective of gender equality is important, the Agency shall make further efforts to raise the social status of women through sufficient consideration to securing active participation in development as well as the benefits of development.

#### JICA's Mid-term Plan (October 2003)

##### 2. Measures to be taken to achieve the objectives connected with improvement of services provided to the Japanese public and other operations.

###### (1) Overview

vi. Because the perspective of gender equality is important, the Agency shall make further efforts to raise the social status of women by ensuring they have sufficient opportunities to actively participate in and fully benefit from development. In order to achieve this, the Agency shall encourage its staff members and other related personnel to deepen their understanding of the importance of gender equality in development assistance, and strive to manage its operations in a way that gives consideration to the improvement of women's status at each step of project implementation.

### <Organization>

#### JICA's Organizational gender responsiveness and gender mainstreaming in activities

Gender issues are classified into organizational gender responsiveness and gender mainstreaming in JICA's activities. Each is pursued by a designated department.

The Personnel Department is in charge of organizational gender responsiveness, and handles matters related to JICA officers, employees, and Japanese project personnel, which must be addressed in line with JICA's code of ethics. All the activities of JICA that are reflected in, or related to, its projects are necessary to pursue gender mainstreaming, for example, efforts to incorporate the gender perspectives in projects, to promote women's empowerment and consider gender balance among Japanese project personnel and beneficiaries. This paper mainly explain the gender mainstreaming in JICA's activities, not the organizational gender responsiveness.

Under the initiative of the Vice President in charge of the Planning and Coordination Department, the Gender Equality Team within the Planning and Coordination Department plays a central role in addressing gender issues in projects.

#### Framework for Assignment of Gender Mainstreaming Personnel in the JICA Organization

The JICA is composed of 22 departments in its headquarters, 19 domestic offices in Japan, and 79 overseas offices (as of March 2006). Gender officers are assigned to each departments and offices, and play an important role in facilitating the gender mainstreaming in their respective departments or offices. In addition, each directors of the 120 departments and offices has full responsibility for gender mainstreaming in their activities in their relevant department or office.

#### Roles of Gender Officers in Promoting Gender Mainstreaming

Gender officers mainly assume the following roles under supervision of the managing directors in the departments/offices.

- 1) Establishment of goals and formulation of activity plans for promoting gender mainstreaming in their relevant department/office
- 2) Promotion of gender mainstreaming in projects
- 3) Planning and implementing gender training programs
- 4) Strengthening a gender mainstreaming network (collaboration with ODA Gender Officers, related organizations, NGOs, and research institutes)
- 5) Collection of information responding to queries concerning gender

The Gender Equality Team collects a gender mainstreaming progress report from all departments and offices and compiles an annual report on JICA's gender mainstreaming activities in reference to the above. The Team collaborates with each department in holding training programs, identifying case examples, and otherwise promoting gender mainstreaming, as necessary.

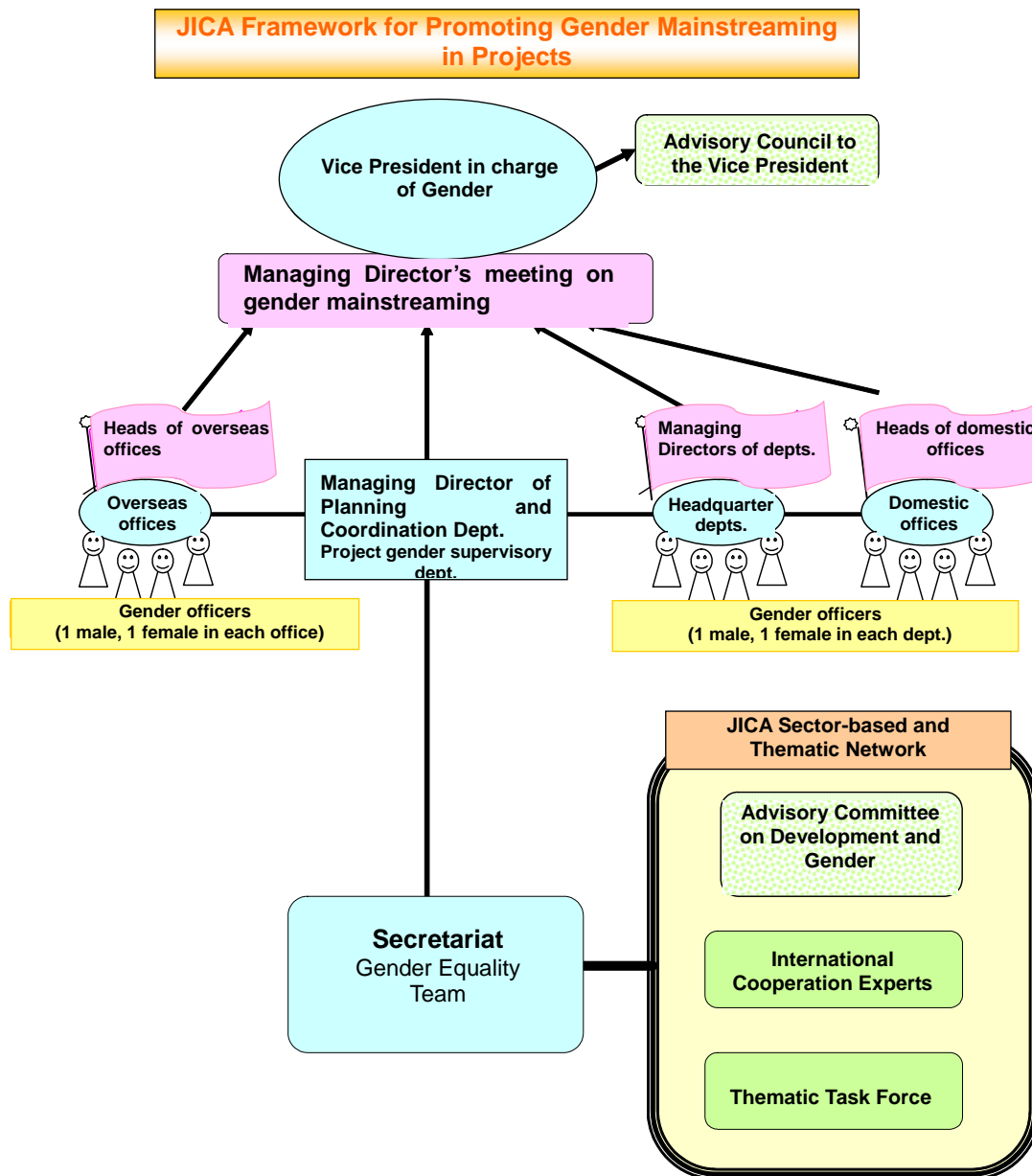
#### External Panel of Experts

Every year, JICA holds an Advisory Council to the Vice President in charge of gender issues, inviting a panel of external specialists/scholars in gender issues. It was first established in July 1996 at a high level in the organization, and has been held every year since, with the objectives of further strengthening and

enhancing JICA's comprehensive efforts for gender equality.

At the project level, the Advisory Committee on Development and Gender was established in 2000. Experts and learned individuals comprising the group provide advice on the direction of JICA's efforts in projects relating to gender and development, as well as on methods and points of consideration at the project level.





1. The supervisory dept for organizational gender initiatives is the Personnel Dept. However, as gender managers are responsible for both project-based and organizational gender initiatives, the Conference of Gender Managers is jointly held by the Personnel Dept. and the Planning and Coordination Dept.

## <Implementation>

### JICA Country Program

JICA formulates Country Programs based on the Ministry of Foreign Affairs' Country Assistance Programs, and establishes cooperation policies for each relevant country. The programs mainly define the direction of development and priority areas of aid in the relevant countries, and the basic concept of JICA cooperation.

The JICA Country Program basically stipulates directions and strategies for gender issues to be addressed in each country, in accordance with information on gender in the relevant country.

### Request for cooperation

It is important to incorporate the gender perspectives from the planning stage of a project. When recipient countries fill in request survey form in collaboration with JICA overseas offices in order to formulate a new project, they are required to specify what gender considerations and perspectives for gender equality and women's empowerment will be incorporated in the project. When it deems it necessary, the Gender Equality Team provides recommendations on the implementation of gender analysis, gender-related activities, and other specific actions related to gender.

### Gender Responsive Evaluation

To ensure appropriate gender considerations are effectively carried out through its cooperation activities, JICA is working to introduce gender responsive evaluation, which will apply the gender perspectives to the five evaluation criteria in JICA's ex-ante, mid-term, and terminal evaluations for technical cooperation project(see section 2-4).

### Gender Training and Human Resource Development

To reinforce gender efforts in its projects, JICA provides gender-related training designed to increase basic knowledge and understanding of gender in development field among its staff, including case study workshop.

JICA also implements predispatch training programs for its staff, experts, and Japan Overseas Cooperation Volunteers (JOCVs).

### Gender Officer Examination

To promote gender mainstreaming throughout the organization, JICA places expectations on the roles of gender officers who are assigned to each department, domestic and overseas office. As a means of maintaining and enhancing the capacities of gender officers, JICA has introduced a gender officer examination system. “Knowledge promotion month for gender officers” will be established every year, during which gender officers will be required to pass the examination through the Intranet. The exam will consist of twenty or so questions on four themes: 1) concept of gender, 2) JICA’s framework for promoting gender mainstreaming, 3) situation of gender disparity throughout the world, and 4) gender mainstreaming in projects. The examination is expected to enhance gender officers’ knowledge by providing study opportunities and promoting the utilization of the JICA Knowledge Management System (JKM), which contains various knowledge and information on development.

#### Collection and Consolidation of Gender-related Information and Case Studies

Gender situations differ according to country, community, culture, region, and other such factors. Therefore, it is necessary to gain an accurate understanding of these situations and to implement assistance that is appropriate to each. In 1994, JICA launched a survey to collect WID information. Since then, it has been gradually compiling basic information on WID and gender (overview of gender issues and governmental initiatives in the relevant country, and information on women and gender approaches in major sectors, such as education, healthcare, agriculture, forestry and fishery, and economy) in total 59 countries.

JICA has collected good practices in gender mainstreaming, containing information on how a project integrates gender perspectives and how the gender considerations produced impact for achievement of the project. It is widely used as training material, and is also made available on JICA’s website as an introduction to JICA’s gender-related efforts.

## **2-3 Classification of Gender Projects**

JICA projects related to gender are classified as follows.

### **Gender Equality Projects**

These projects aim to promote gender mainstreaming by supporting the reform of policy-making, financial, and legal systems, and supporting capacity and institutional development of a government including a national machinery for gender mainstreaming (including human resource development).

Examples:

- Support for formulation of gender policies and principles
- Support for enactment of equal employment opportunity legislations
- Support for introducing gender budget analysis
- Support for strengthening national machinery (women's headquarters)
- Support for developing a gender mainstreaming framework in line ministries

### **Women-targeted Projects**

These projects primarily aim to empower and protect women, who are among the group of people who are placed in a particularly weak position in society. They include poor women, minority and indigenous women, women refugees, and girls. While focusing on benefiting women, the projects have to approach to men as well.

Examples:

- Support for entrepreneuring by poor women
- Support for improving girls' education
- Support for reproductive health
- Support for improving maternal health

Projects are not classified in this category simply for the reason that women make up the majority in the target group (e.g., support for fostering nurses). Projects which approach to women for project purposes but which the women are not the target beneficiaries do not fall under this category, either (e.g., support for improvement of infant mortality rate, support for prevention of maternal and child HIV/AIDS infection, etc.).

### **Gender Integrated Projects**

These projects do not explicitly aim to promote gender equality and women's

empowerment as their project purpose or overall goal, but they contain specific activities that contribute to gender equality and women's empowerment (through dispatch of experts, implementation of gender surveys and studies, etc. that require budget allocation).

Note: Concerning the two examples described in the Women Targeted Projects—support for improving infant mortality rate and support for prevention of maternal and child HIV/AIDS infection, making approaches to strategic gender needs and promoting women's empowerment are important elements for achieving their goal. Therefore, they may be classified as gender integrated projects if they integrate those elements as project components necessary for achieving their goal and implement specific measures as an integral part of the project.

## 2-4 Gender Responsive Evaluation

### Introduction of Gender Responsive Evaluation

To promote gender mainstreaming, it is essential to incorporate the gender perspective in all development policies, measures and projects from their planning and policymaking stages. However, in order to ensure the effective implementation of specific gender considerations in the implementation of development activities, the gender perspective must be included as one of the “requirements” of Project Cycle Management (PCM).

JICA's current project evaluation guideline outlines the need to comprehensively and multilaterally evaluate all types of project impacts, including indirect, spill-over, and long-term effects related to gender. In reality, however, actual project evaluations do not include gender perspectives for several reasons. One is because it is commonly believed that the impacts of gender appear only in the long term and cannot be measured during the implementation period of the project. Another is because there are no evaluation criteria pertaining specifically to gender, and still another is because the period allowed for conducting evaluation surveys is limited, to begin with.

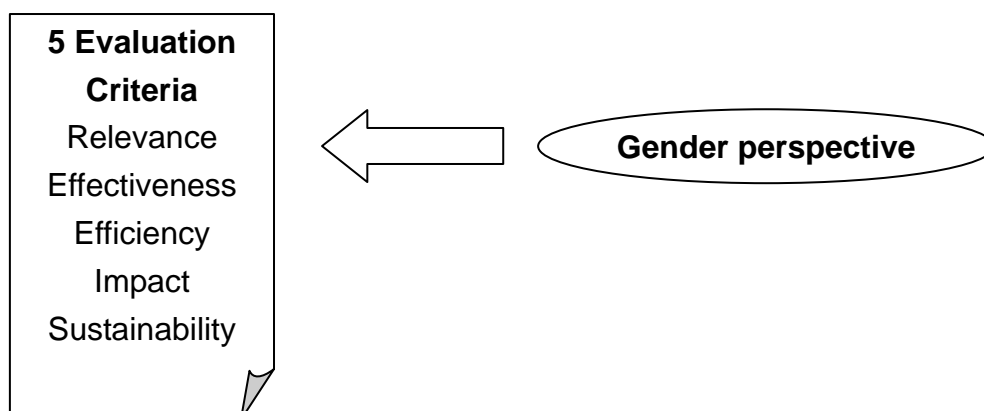
In response to the above observations, JICA began exploring simplified gender responsive evaluation methods that would more readily be adopted by project managers and evaluation survey personnel, to ensure that the gender perspective is realistically incorporated into the project cycle. In addition, JICA launched efforts to establish a process and procedure that would guarantee the implementation of the simplified gender evaluation in relevant projects as a “requirement.”

As mentioned under “Request for Cooperation” in section 2-2, gender responsive evaluation will be introduced for projects which the Gender Equality Team has determined gender analysis or gender-related activities would be required.

As a prerequisite for the above, it was decided that, instead of adding members to the survey team to conduct the gender analysis, the evaluation team will extend its survey period and add survey items to accommodate for the gender responsive evaluation.

Gender responsive evaluation is to be conducted cross-sectorally, by applying the gender perspective to JICA's five evaluation criteria (see “Perspectives for Gender Responsive Evaluation”). However, a “gender assessment” is to be

concluded independently in addition to the five evaluation criteria.



### Perspectives for Gender Responsive Evaluation

Gender perspectives for the Project Evaluation may vary depending on the project, but the following are the minimum requirement for consideration.

<Preliminary stage (ex-ante evaluation)>

Evaluation Perspective	
Relevance	Has the gender strategy of the project been formulated in consideration of national policies and legal systems related to gender in the recipient country?
	Do the overall goal, project goal, and outputs of the project correspond to the needs of both men and women beneficiaries of the project?
Efficiency	Have the beneficiaries of the project and their present situation been assessed from the gender perspective?
	(In doing so, have considerations been given to the respective roles of men and women in the relevant community?)
	(Has proper understanding been gained of the practical needs of both men and women?)
	(Have considerations been given to the strategic needs of both men and women?)
	Have considerations been made in the method of implementing the project (information provision, time frames, etc.) to facilitate the access and participation of both men and women beneficiaries of the project?
Effectiveness	Has the project been planned to benefit both men and women beneficiaries of the project, respectively?
	Have discussions been held with both men and women beneficiaries of the project, and have their views been obtained?

	Has a mechanism been planned to allow the participation of both men and women in the project planning and formulation process?
	Has the project been designed in consideration of gender-based issues (issues related to safety, healthcare, etc.) that can be anticipated at the project implementation stage?
Impact	Can the project be expected to meet the needs of both men and women?
	Does the project take into consideration positive and negative impacts that could be expected to indirectly affect men and women? (Efforts should be made to include countermeasures for eliminating (minimizing) the negative impacts on both men and women.)
Sustainability	Have measures been taken to ensure the sustainable development of efforts related to gender equality?

<Project implementation stage (mid-term evaluation)>

Relevance	Do the gender strategies of the project correspond to the national policies and legal systems related to gender in the beneficiary country?
	Do the overall goal, project purpose and outputs of the project correspond to the needs of both men and women beneficiaries of the project?
Efficiency	Has the project been implemented based on an accurate assessment of the beneficiaries of the project and their present situation from the gender perspective? (In the above, have considerations been given to the respective roles of women and men in the relevant community?)
	(Has proper understanding been gained of the practical needs of both men and women?)
	(Have considerations been given to the strategic needs of both men and women?)
	Is the project being implemented in a way that facilitates the access and participation of both men and women beneficiaries of the project (information provision, time frames, etc.)?
Effectiveness	Is the project benefiting both men and women beneficiaries of the project, respectively?
	Have discussions been held with both men and women beneficiaries of the project, and have their views been obtained?



	Have both men and women been able to participate in the decision-making and implementation of the project?
	Is due consideration given to gender-based issues (issues related to safety, healthcare, etc.) as necessary?
Impact	Can the project be expected to meet the needs of both men and women?
Sustainability	Does the project ensure sustainable development of efforts related to gender equality, or have proposals been made to ensure the sustainable implementation of those efforts?

<Evaluation after project implementation (terminal evaluation)>

Relevance	Do the gender strategies of the project correspond to the national policies and legal systems related to gender in the beneficiary country?
	Do the overall goal, project goal and outputs of the project correspond to the needs of both men and women beneficiaries of the project?
Efficiency	Has the project been implemented based on an accurate assessment of the beneficiaries of the project and their present situation from the gender perspective?
	(In the above, have considerations been given to the respective roles of women and men in the relevant community?)
	(Has proper understanding been gained of the actual needs of both men and women?)
	(Have considerations been given to the strategic needs of both men and women?)
	Has the project been implemented in a way that facilitated the access and participation of both men and women beneficiaries of the project (information provision, time frames, etc.)?
Effectiveness	Has the project benefited both men and women beneficiaries of the project, respectively?
	Have discussions been held with both men and women beneficiaries of the project, and have their views been obtained?
	Have both men and women been able to participate in the decision-making and implementation of the project?

	Has due consideration been given to gender-based issues (issues related to safety, healthcare, etc.) as necessary?
Impact	Have the practical needs of both men and women been met?
	Have the strategic needs of both men and women been met? (Evaluate whether the social and economic disparities that had existed between men and women have expanded or been reduced.)
	(Has the project contributed in any way to the strategic needs of men and women?)
	What changes has the project brought to the various roles of men and women in society? (Has the project contributed to gender equality and women's empowerment?)
	Are there any negative impacts of the project may indirectly occur in relation to men and women?
Sustainability	Does the project ensure sustainable development of the gender efforts that have been implemented?

### Future Issues

The methods of simplified gender evaluation should be compiled into a manual (including practical examples and survey/analysis methods) for future reference to be used by evaluation teams and project managers. Gender responsive evaluations have already been implemented in a number of projects on a trial basis since FY2006 and practical examples accumulated, to provide basic materials for the manual.