

Approaches for Systematic Planning of Development Projects

Rural Development



May 2002

Institute for International Cooperation
Japan International Cooperation Agency

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J R
02-30

Chapter 4

Effective Approaches for Rural Development¹

1 Overview of Rural Development Issues

1-1 Current Situation and Issues in Rural Development: Importance of Poverty Reduction

Three-quarters of the world's poor live in rural areas.

The overall purpose of development assistance is to improve the livelihoods of citizens in recipient countries, especially the impoverished. Poverty reduction is internationally recognized as an important assistance issue. For example, in 1996 the DAC set a clear achievement goal in its action policy to reduce poverty. (International trends will be described in chapter 1-3.)

Development cooperation focusing on rural development is a very important component for poverty reduction for the following reasons:

Approximately three-quarters of the world's impoverished live in rural areas².

Many poor people in cities are migrant workers and farmers who have left rural areas³. Therefore, if living standards and income generations in rural areas are enhanced and rural immigrants to cities return to rural areas, excessive population influxes to cities should be reduced, causing poverty in the cities to decrease.

Improvement of rural areas can be a safety net when there is a lack of job opportunities in cities due to depressed economic conditions.

The subject of development has shifted from government to private, and rural development has become more participation-oriented.

Also, many governments in developing countries have recently been shifting to decentralization in order to adequately deal with local needs. Due to the necessity for an active local economy within decentralization, rural development is receiving increasing attention.

¹ The contents of "Rural Development" need to be revised after coordination between "Rural Development" and "Poverty Reduction" JICA thematic guidelines.

² World Bank (2001a)

³ In many developing countries, there has been an acute population shift from rural to urban areas, and many of those who have migrated and belong to the low-income group have no choice but to engage in the informal sector which is insecure, low-wage, and has a poor environment.

The main actors of development activities are also changing. Since the end of 1980s, many developing countries' governments have shifted from bureaucrat-oriented to public-oriented bodies. Therefore, bureaucrat-oriented development approaches such as "large-scale farm development and agricultural modernization" are changing to people-centered approaches to rural development with a focus on establishing a system to facilitate community participation and the effective use of local resources.

This in turn requires flexible, tailored cooperation from donors based on local conditions.

1-2 Definition of Rural Development

The definition of "rural" differs by country, though it is usually used in contrast to "urban". For instance, this word is defined based on population density in Japan, indicating an area other than "an area with over 5,000 people, which consists of each district with a population density of over 4,000 per square kilometer". However, we cannot simply apply this definition to other countries. Moreover, due to the fact that the concept of "rural" varies from Asia to Africa, it is difficult to define it uniformly. Therefore, **the use of "rural" (including fishing and mountain villages) as a relative concept to "urban", based on social, economical, and natural conditions in each country may be most adequate.** The term could also be used to describe areas where a majority of the residents are engaged in agriculture in a broad sense (including livestock farming, forestry, and fisheries).

The scope of "rural" areas differs by country and region. It is a concept relative to "urban".

The final beneficiaries of development assistance are local people in both rural and urban areas. However, their livelihoods are based on significantly different social, economic, and natural environments. Most rural residents in many developing countries (especially in the least developed countries, or LLDC) are engaged in and depend on local agriculture, forestry, and fishery resources to make a living. If the local people are final beneficiaries of development assistance, **the aim of rural development can be defined as the improvement of sustainable livelihoods (especially impoverished groups), with careful attention paid to local characteristics⁴.**

Goal of rural development:
Sustainable improvement of livelihood for rural people

Frequently, the concept of rural development is used confusedly with "agricultural development" or "regional development", however these concepts differ as described in Box 1.

⁴ According to the World Bank (1975), rural development is defined as "a strategy aiming at the improvement of economic and social living conditions, focusing on a specific group of poor people in a rural area. It assists the poorest group among the people living in rural areas to benefit from development".

Box 1: The difference between rural development and other similar concepts

Agricultural Development:

“Agricultural Development” mainly aims at increasing agricultural products such as crops, livestock, fish and etc. Human being, land and capital are simply regarded as production goods and means. On the other hand, “Rural Development” mainly targets on people and institutions. Rural development includes agricultural development activities, however it is one of the means of economic revitalization for active farmers and targeted rural villages.

Regional Development:

“Regional” has a wide meaning to describe “area” (i.e. a certain area in country) or “region” (i.e. continent of countries). The Rural Planning Association, for example, considers regional development as a regional plan including rural and urban development.

Source: Niki (2002)

1-3 International Trends

Many assistance organizations emphasize poverty reduction as an important international assistance goal. The number of organizations which focus on rural development as a way to reduce poverty has grown with the realization that most impoverished groups live in rural areas. The major international trends for poverty reduction and rural development are below.

The **World Summit for Social Development** held in Copenhagen in 1995 declared the goal to reduce absolute poverty in the world by half through people-centered social development.

As a result of this conference, the goal of **reducing the ratio of the poor by half between 1990 to 2015** was adopted at the **DAC High Level Meeting** of OECD in 1996. In addition, the UN General Assembly (Millennium Summit) in 2000 promoted this effort as one of its Millennium Development Goals (MDGs), with the World Bank and IMF also promoting the target.

As a result of this international trends towards poverty reduction, the number of organizations engaging in rural development has increased. For example, the **Asian Development Bank (ADB)** is shifting its development assistance focus to fighting poverty and the World Bank is developing a new strategy for rural development in addition to the Poverty Reduction Strategy Papers (PRSP). **The Department for International Development (DFID)** in the United Kingdom adopted the Sustainable Livelihood concept as an alternative development approach to existing rural development and for effective anti-poverty programs. Moreover, most NGOs regard rural development as

World Summit for Social Development, 1995

DAC High Level Meeting, 1996

Millennium Development Goals, 2000

Major donor agencies take multi-sectoral approaches to rural development.

effective in reducing poverty and have expanded their activities to include remote rural areas such as areas in Southeast Asia.

Community participation has been recognized as an essential asset in the promotion of the independence of local people with many organizations implementing multi-sectoral activities based on local conditions, such as activities in agriculture, forestry, and fisheries as well as in non-agricultural income generation, education, health care and hygiene or infrastructure improvement.

1-4 Japan's Assistance in Rural Development

Agricultural development had been a major approach in Japanese assistance, but a multi-sectoral approach has recently become more recognized.

In the past, Japanese assistance focused not on rural development but on agricultural development and the improvement of agricultural productivity. Therefore, approaches centering on technical transfers such as construction of irrigation facilities and introduction of farming techniques were utilized. However, the agricultural approach alone was insufficient. As a result, multi-sectoral activities increased. This included non-agricultural income generation, capacity building for farmers, health and hygiene, infrastructure, education, environment, and capacity building. International trends in comprehensive efforts also contributed to this change.

ODA Charter, 1992

In Japan, **the ODA Charter** of 1992 states that poverty in developing countries should not be overlooked for humanitarian reasons. Also, in its **Medium-term Policy on ODA** in 1999, the Japanese government demonstrated its intention by implementing ODA under the Charter, keeping the objectives of the new 1996 DAC strategy in mind. This policy emphasizes the importance of economic growth and the fair distribution of its benefits and assistance for the poor. In addition, the Japanese government emphasizes the importance of basic education, health care, support for women in developing countries, safe water supply, and the improvement of regional differences through assistance to poor rural areas.

Mid-term Policy on ODA, 1999

Rural development = Improvement in livelihood of people in rural areas (poverty reduction)

2. Concept of Assistance for Rural Development

2-1 Rural Development Issues

Rural development issues are often equated with poverty reduction. Although the definition of poverty varies⁵, income poverty is used as a general

⁵ The World Bank's "World Development Report" (1990) defined poverty as having less than US\$370 of annual income per capita, and absolute poverty as less than US\$250. These indicators were calculated based on the idea that human beings require approximately US\$1 a day to obtain minimum nutrition needs.

guideline in defining poverty. In the case that “three-quarters of impoverished groups live in rural areas”, “impoverished (poverty)” indicates conditions resulting from income poverty. Improvement of livelihood is a central component of rural development.

There also exists an opinion, which is increasingly becoming mainstream, that living standards cannot be measured by income and consumption, but require a wider view. For those who support this argument, the satisfaction of **Basic Human Needs (BHN)** is necessary⁶ to improve living standards. Also, the United Nations Development Programme (UNDP) has been using the Human Development Indicator (HDI), which is based on life expectancy, literacy rate, gross enrollment ratio, and real GDP per capita in its **Human Development Reports** since 1990⁷.

In the *OECD/DAC Guidelines on Poverty Reduction*, poverty is described as the lack of the following five capabilities.

Definition of Poverty
in DAC Guidelines
on Poverty Reduction

Economic capabilities: to earn an income, to consume, and to have assets

Human capabilities: to have access to health care, education, sufficient nutrition, clean water, and hygienic living conditions

Political capabilities: human rights, to participate in political and policy-making process, and to be able to have an influence on decision-making.

Socio-cultural capabilities: to participate as a valued member of the community with social status and dignity

Protective capabilities: to prevent vulnerability from food insecurity, illness, crime, war, and conflict.

Poverty is multidimensional and includes factors other than income (such as education, health, politics, and society, vulnerability etc.).

As described above, comprehensive measures are essential for a multi-dimensional approach to poverty reduction. The number of assistance organizations which view comprehensive rural development as an effective approach in improving the livelihoods of rural people has increased. For example, agricultural development needs an increase of consumers, industrial development, and the improvement of infrastructure, and inhabitant's productivity through expansion, education, health care services has much effect

⁶ In 1970, ILO (International Labour Organization) defined BHN as including food, shelter, clothing, safe water, health and sanitation facilities, access to public services such as education, securement of jobs for a sufficient income, a healthy and humane environment, and people's participation in the decision-making process which influences their lives and freedom.

⁷ HDI is formulated based on the Amartya Sen's definition, “poverty indicates a lack of basic human capabilities (potential selective capability of individuals) and development means enhancement of potential capabilities each individual has.”

on those conditions. Also, it is important to preserve the environment through resource management and natural disaster prevention. Moreover, it is essential that governments assist a variety of activities through a cross-sectional approach. In short, rural development deals with multi-sectoral issues, such as infrastructure, health care and hygiene, education, environment and governance as well as local income generation.

Rural development contributes to poverty reduction.

2-2 Significance of Assistance

Rural development aims to improve livelihoods by implementing comprehensive development for rural areas where a majority of people in poverty live. Rural development can also contribute to reduce poverty in urban areas by reducing excessive population influxes from rural areas.

Effective use of external resources and internal resources of rural areas is needed.

2-3 Effective Approaches for Rural Development

Although the trickle-down theory was based on the belief that an expanded macro economy could improve the living standards of impoverished people, its effectiveness has been questionable. However its failure does not necessarily mean that efforts should be concentrated at the grass-roots level only. This is because the development of rural areas cannot be achieved without attention to urban areas, which are the main consumers of agricultural products. If conventional development projects were effective, rural poverty would have improved more significantly. Therefore, it is clear that the traditional rural development approach needs to be improved⁸.

Hitherto, rural development depended on external assistance from foreign countries. However external inputs have been restrained due to donors' current poor financial conditions. As a result, **the promotion of rural development requires effective external inputs to generate sufficient results** and is capable of engendering further improvements. Development issues must therefore be comprehensively and cross-sectionally understood for this to be realized. **Maximum use of human and material resources in rural areas is also necessary.** Some potential approaches are described as follows below.

⁸ Based on statement by Hikaru Niki, JICA Senior Advisor

Endogenous Development means:
 1) Comprehensive local development
 2) Mixed economic and inter-industrial relationship
 3) Enhancement of local autonomy

(1) Endogenous Development⁹

To emphasize comprehensive local development for human rights advocacy, human development and qualitative progress of living standards based on environmental conservation and sustainable social development.

To adopt a development approach that promotes inter-industrial relationships through the comprehensive utilization of local resources, techniques, industries, human resources, cultures, and networks placing value on mixed economic working situations. Also, to implement necessary regulations and instruction to promote cooperation between cities and local economy.

To facilitate community participation in policy-making. To establish local autonomy through community participation, decentralization and resident self-governance. At the same time, to develop project implementation bodies based on regional realities.

(2) Participatory Development

The promotion of the development of human and physical resources in rural areas requires recognizing the fact that local people themselves are the main implementors of development projects. If the people participate passively in projects, they become inactive and will depend on external inputs. In order to avoid this situation, local decision-making in project planning and implementation is important. In other words, a project that the local people themselves plan and implement is given priority as local materials and human resources are utilized effectively by the local people’s initiative and responsibility. Local independence and sustainable development of project outcomes are enhanced by the effective use of local resources.

Development Objectives Chart:
 Development Objectives
 Mid-term Objectives
 Sub-targets of Mid-term Objectives
 Examples of Activities
 by clarifying the goals-means relationship

2-3-1 Formulation of “Development Objectives Chart”

Figure 1-5 indicates the chart of rural development objectives. The chart deductively segmentalizes factors related to five capabilities of the *DAC Guidelines on Poverty Reduction* (as described above in section 2-1) to “Development Objective”, “Mid-term Objective”, “Sub-targets of Mid-term Objective” and “Examples of Activities”.

⁹ Hobo, T. (1996)

Four Development Objectives

- <Development Objectives>**
1. Improvement of Economic Capabilities (Agricultural income improvement, non-agricultural income improvement, improvement of industries, and development of infrastructures)
 2. Improvement of Human Capabilities (General health improvement and development of educational standards)
 3. Improvement of Protective Capabilities (Conservation of natural environment and natural disaster prevention measures)
 4. Improvement of Political Capabilities (Decentralization and improvement of policy-making capabilities)

Although the *DAC Guidelines on Poverty Reduction* describe “Socio-Cultural Capabilities” as one of the five required capabilities, it is not included in the chart as it is recognized as a factor to be given special consideration in project implementation.

Also, charts on protective and political capabilities were created by focusing on agricultural and JICA-related issues (for example, conservation of the natural environment and measures against natural disasters as issues of political capabilities, and administrative capabilities as issues of political capabilities).

“Development Objective 4 Improvement of Political Capabilities” encompasses the improvement of general political capabilities. Effective administrative capabilities for each field were placed under Development Objectives 1~3.

Examples of Activities:
 JICA has considerable experience
 JICA has certain experience
 JICA has experience as a component of projects
 × JICA has little experience

Four symbols (×) in the column “**Examples of Activities**” were utilized to describe the extent of experience on each project. means that JICA has considerable experience, represents the fact that JICA has certain experience, indicates that JICA has experience as a component of projects, and × areas signify where JICA has little experience.

For Sub-targets of Mid-term Objectives, JICA’s main interventions in rural development fields are listed in the “**JICA’s Schemes**” column. The symbol represents a project that could potentially serve as a model for other similar projects.

JICA’s Schemes
 A project which will potentially serve as a model for other similar projects.

In addition, “**Relevant Projects on Rural Development**” in “JICA’s Main Operations in Rural Development” (Appendix1) shows major cases of JICA’s rural development projects. (All rural development projects are not included.) The case number of each project on the list corresponds to the examples of activities on the Development Objectives 1~4 (Figure 2~4).

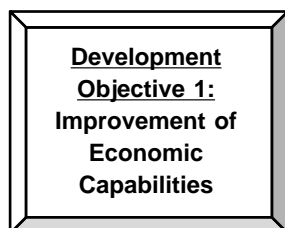
Figure 1 Development Objectives Chart on Rural Development

Development Objectives	Mid-term Objectives
<p>1. Improvement of Economic Capabilities</p> <p>Average annual income Employment rate</p>	<p>1-1 Agricultural Income Improvement</p> <p>Average annual agricultural income Income growth rate (indicator of average growth conditions)</p> <p>1-2 Non-agricultural Income Improvement</p> <p>Average annual non-agricultural income Income growth rate (indicator of average growth conditions) Employment conditions in non-agricultural industries Number of people engaged in non-agricultural industries</p> <p>1-3 Capacity Building for Fostering Industries</p> <p>1-4 Development of Infrastructure</p>
<p>2. Improvement of Human Capabilities</p>	<p>2-1 General Health Improvement</p> <p>Infant mortality rate Average life expectancy Average morbidity rate</p> <p>2-2 Improvement of Educational Standards</p> <p>Literacy rates School attendance rate Advance rate to lower secondary education Advance rate to upper secondary education</p>
<p>3. Improvement of Protective Capabilities</p>	<p>3-1 Conservation of Natural Environment</p> <p>Cultivable land area Forest area and trees planted Water quality Amount of marine resources</p> <p>3-2 Measures Against Natural Disasters</p> <p>Number of deaths per disaster Number of floods Number of droughts</p> <p>3-3 Improvement of Administrative Capabilities for Environment</p>
<p>4. Improvement of Political Capabilities</p>	<p>4-1 Improvement of Central Administrative Capabilities for Decentralization</p> <p>4-2 Strengthening of Local Administrative Capabilities for Decentralization</p>

Figure 1: Rural Development Objectives Chart draws a large view of the issues to understand the multi-dimensions of poverty from bird’s eye view. However, **the selection of projects requires careful attention toward public interest and equity due to the budget**, which come from taxes. For instance, in cases of the project assists specific farmer’s activities, NGOs can freely implement projects for specific target groups based on the agreement of sponsors. By contrast, for JICA which implements public works, there needs to be a clear explanation of the reason. This point is elaborated in 2-3-3 JICA’s priority.

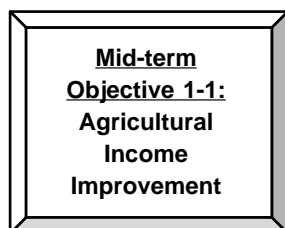
2-3-2 Overview of Development Objectives Chart

The basic outline, important points and JICA’s operations on each Development Objective are shown as below. However, each individual Objective is only outlined, as it is necessary to deal with rural development through multi-sectoral approaches based on local needs.



【Development Objective 1: Improvement of Economic Capabilities】

The incomes of local people need to be increased in order to improve their lives. Income generation activities can be divided into agricultural and non-agricultural income generation.



Mid-term Objective 1-1: Agricultural Income Improvement

As most local people obtain income from agriculture, income generation through improved agricultural productivity and marketing of agricultural products should be considered when implementing rural development. **Agricultural income can be increased through two broad methods** 1) stabilizing prices of agricultural products and reducing intermediary exploitation (e.g. construction of feeder roads or improvement of markets); and 2) improving agricultural productivity (e.g. multiple crops, introduction of agricultural techniques, and improvement of agricultural infrastructure such as irrigation systems).



JICA has engaged in income improvement projects mainly focusing on

Targeting small-scale, self-sufficient farmers for income generation through agriculture.

Main activities of JICA:

- Development of small-scale irrigations
- Capacity building for agricultural extension workers
- Empowerment of community-based activities for farming
- Comprehension of above

It is important that farmers take the initiative in maintaining agricultural infrastructure.

When introducing new technology, risk management is required. Less risk-taking methods using traditional farming ones are preferable.

small-scale self-feeding farmers. JICA implements projects under the various schemes of Project-type Technical Cooperation, Development Study, or Japan Overseas Cooperation Volunteers (JOCV)¹⁰ as follows; **1) development of small-scale irrigation systems** (construction of irrigation systems and development of water user associations); **2) capacity building for agricultural extension workers** (e.g. improvement of cultivation techniques, enhancement of a variety of crops and vegetables and agroforestry), **3) empowerment of community-based activities for farming** (e.g. organization of shipping and distribution cooperatives and rice banks), **4) comprehensive rural and agricultural development** (e.g. integrated projects with development of small-scale irrigation, capacity-building for agricultural workers, and strengthening of community-based activities for farming).

Development of small-scale irrigation is a common JICA project aiming to generate income for small-scale, self-feeding farmers. **It is essential for a sustainable project that farmers themselves maintain irrigation facilities, and recover and reinvest initial investment costs.** Therefore, the construction of irrigation facilities should be implemented, considering farmers' maintenance capabilities and the recovery and investment of capital by comparing irrigation facility construction costs to the net income growth of farmers in the future. Moreover, it is important to involve farmers in the project-planning stage for development of administrative organizations for irrigation facilities, as it is difficult to facilitate local ownership after construction of such infrastructure.

As for **capacity building of agricultural extension workers**, project plans based on low-risk traditional farming methods are desirable, as modern techniques require additional technical and economical risks for impoverished groups¹¹. That is to say, although technical assistance often tries to introduce modern techniques, the economic vulnerability of small-scale farmers must be considered when introducing such techniques. If anything, **an improvement of existing techniques to the extent that farmers can handle them and generate income by increasing their productivity may lead to a situation in which farmer ownership can be better facilitated and projects made successful.**

In terms of **community-based activities for farming**, **development of a shipping system is also important.** There are two factors for the

¹⁰ Although there are some cases within the Community Empowerment Program and JICA Partnership Program, JICA has more experience in Project-type Technical Cooperation, Development Study, and JOCV.

¹¹ JICA (2000)

Figure 2 Development Objective 1 "Improvement of Economic Capabilities"

Mid-term Objective 1-1 Agricultural Income Improvement			
Indicators: Average annual agricultural income, Income growth rate (indicator of average growth conditions)			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Improvement of Productive Techniques Number of crops farmers cultivate Farming equipment utility time per household Average number of types of crops produced per household Number of people attending agricultural technology schools	Survey on technologies Research of productive techniques Capacity building for agricultural extension workers Expansion of technological training system (e.g. agricultural schools) Strengthening of community-based activities for farming Promotion of multiple agriculture to reduce risk of monoculture Promotion of agricultural mechanization of optimal size Introduction of improved and proper crop varieties	1, 3, 21, 22, 25, 27 3, 4, 19, 20, 21, 22, 27 2, 4, 8, 9, 19, 20, 27 2, 4, 31, 37 2, 4, 26, 27, 36, 41 1, 2, 6 1, 3, 4, 7, 25 2, 3, 4, 5, 7, 8, 20, 27, 31	<ul style="list-style-type: none"> Construction of agricultural technology training center for women (Grant Aid) Improvement of cultivation technology and cropping system (Project-type Technical Cooperation) Preparation of training and extension plans and development of teaching materials based on participatory approach (Project-type Technical Cooperation/ Development Study) Promotion of livestock husbandry such as poultry farming, pig farming, and apiculture (Project-type Technical Cooperation/ Dispatch of JOCVs) Workshops on operation and maintenance of agricultural machinery for local citizens (Project-type Technical Cooperation)
Improvement of Agricultural Infrastructure for Production Irrigated land area Average cultivated land area per farmer Number of facilities for seeds and seedlings Number of processing facilities	Development and construction of irrigation systems with sustainable management Improvement of land and farm roads for productive efficiency Construction of productive facilities suitable to local needs (e.g. pools for fish farming and centers for seeds and seedlings) Construction of agrotechnical facilities suitable to local needs (e.g. rice centers) Development of basis for double and triple cropping	1, 4, 5, 25, 27 1 2, 4, 27 3, 4, 7	<ul style="list-style-type: none"> Development of water channels for irrigation systems (Project-type Technical Cooperation/ Development Study) Introduction of irrigation techniques with portable pumps to reduce water drawing labor (Development Study) Establishment of seedling fields and assistance for seedling production (Project-type Technical Cooperation/ Development Study)
Improvement of Agricultural Infrastructure for Distribution of Products Average distance to markets Distance to feeder road Participation rate in shipping cooperatives Operating rate of facilities for shipment	× Development and expansion of market places in optimal size Development of feeder roads based on past results and demand forecasts Development of consolidating stations and storages according to local production Organization of shipping cooperatives Technical improvement of post harvest	1 1, 2, 4 7 2	<ul style="list-style-type: none"> Construction of a periodic market (Team Dispatch) Construction of farm roads and pedestrian ways (Project-type Technical Cooperation) Construction of storages for seeds (Project-type Technical Cooperation) Cooperative sales of products by farmer institutions (Project-type Technical Cooperation)
Development of Distribution Management System Price information charts on number of users of agricultural products Number of merchants in markets	Development of distribution system (e.g. decrees) × Development of research systems for prices of agricultural products Development of market management and distribution system for efficiency Strengthening of quality control for agricultural products Development of agricultural statistics regarding the needs of producers	21	<ul style="list-style-type: none"> Plan for the poor in remote rural areas (Development Study)

Mid-term Objective 1-2 Non-agricultural Income Improvement			
Indicators: Average annual non-agricultural income, Income growth rate (indicator of average growth conditions), Employment conditions in non-agricultural industries, Number of people engaged in non-agricultural industries			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Strengthening of Farmer Institutions Number of farming households participating in agricultural cooperatives Participation rate of cooperative members to activities Satisfaction level of cooperative members on cooperative functions	Establishment of agricultural banks Trainings of local group leaders Promotion of organization Development of coordination with private companies Development of mutual guarantee system	1, 2, 3, 4, 27 1, 2, 3, 4, 5, 6, 12, 14, 25, 27, 36, 41, 42, 43	<ul style="list-style-type: none"> • Seminars and workshops for problems confronting citizen organizations (Development Study) • Site visits for farmers to areas with developed activities (Development Study) • Publication of newspapers by the Union of Agricultural Co-operative (Project-type Technical Cooperation) • Promotion of women's participation in organizational management (Project-type Technical Cooperation)
Expansion of Vocational Training System and Entrepreneurial Knowledge Number of entrepreneurial seminars Number of people attending vocational schools Number of participants in commerce and industry associations	Expansion of vocational schools Expansion of entrepreneurial seminars Expansion of vocational training system for working people × Capacity building for entrepreneurial advisors × Capacity building for local commerce and industry associations	4, 9, 37 4	<ul style="list-style-type: none"> • Vocational training sessions in villages according to technical level (Team Dispatch and Dispatch of Japan Overseas Cooperation Volunteers)
Expansion of Micro-finance Services Number of micro-finance service users Repayment rate of debtors Turnover rate of funds	Micro-credit programs by NGOs Establishment of revolving funds Formulation of micro-finance model Establishment of mutual guarantee system by local people	7, 41 1, 2, 4, 17, 27 7 41	<ul style="list-style-type: none"> • Management of farming credit (Project-type Technical Cooperation) • Establishment of revolving funds system for garment manufacturing (Development Study) • Credits of seeds, fertilizers, agricultural chemicals, and agricultural equipment for small-hold farmers (Development Study)
Development of Resources for Tourism Number of newcomers Number of people engaged in tourism businesses Number of tourists	× Tourism service associations (e.g. guides) × Assistance for construction of tourism related facilities × Promotion of tourism × Conservation of cultural assets and landscape × Development of infrastructure for tourism (e.g. transportation network)		
Development of Traditional and New Industries Amount of augmentation of earnings from traditional industries Number of workers in traditional and new industries Number of people engaged in traditional industries Number of newly developed products	Strengthening of sales channels and market surveys × Strengthening of micro-finance services Expansion of management seminars Expansion of micro-finance services Technical assistance for new product development (e.g. design) Business consulting services	4, 5, 25, 39, 40, 43 26 16 4, 6, 9, 16, 26, 39, 40, 41, 43	<ul style="list-style-type: none"> • Promotion of marketing and sales of handicrafts • Market survey (Community Empowerment Program) • Workshops on grocery store management for single mothers (Development Study) • Technical training on manufacturing sewing products (Development Study/Dispatch of JOCVs)
Promotion of Agrotechnical Industry Total sales of agrotechnical products Number of people engaged in agro-processing	Agro-processing technical training Assistance for agrotechnical related institutions Strengthening of sales channels and market surveys Expansion of management seminars × Expansion of micro-finance services	4, 5, 6, 37, 42	<ul style="list-style-type: none"> • Training on dairy products processing to increase women's incomes (Project-type Technical Cooperation) • Construction of facilities for disseminating butter, nut processing techniques, and improvement of processing techniques and exports (Community Empowerment Program)

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Mid-term Objective 1-3 Capacity Building for Fostering Industries			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Capacity Building for Industry Related Local Administrative Officers	<ul style="list-style-type: none"> × Training courses for administrative officers × Development of business manuals for administrative officers × Supervision system for administrative officers 		
Improvement of Statistics on Industrial Development	<ul style="list-style-type: none"> × Development of survey systems to identify economic trends × Development of monitoring systems 		
Improvement of Tax Collection System	<ul style="list-style-type: none"> × Imposition of new taxes × Improvement of tax collection system × Tax privilege system for new industries 		
Revision of Local Finance	<ul style="list-style-type: none"> × Efficiency of finance × Expansion of budgets for fostering industries 		

Mid-term Objective 1-4 Development of Infrastructure			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Rural Electrification Number of solar panels Production of electricity by hydro power and extension of electric wires Number of user association members	<ul style="list-style-type: none"> Small-scale hydro power × Diffusion of solar panels × Assistance for extending electric wires × Capacity building for associations and development of management system 	30	Master Plan Formulation on rural electrification through solar power, small-scale hydropower, and wind power (Development Study)
Expansion of Communication and Information Networks Number of telephone subscribers Number of radios owned Number of radio stations	<ul style="list-style-type: none"> × Expansion of telephone networks × Expansion of wireless communication networks × Expansion of wire communication networks × Construction of antennas at transmission sites Capacity building of technicians on communication infrastructure 		
Development and Expansion of Local Roads Length of local roads which have been developed (kilometers) Number of cars utilizing local roads	<ul style="list-style-type: none"> Construction of local roads Improvement of techniques for maintaining local roads Development study on maintenance of local roads Development of maintenance organizations 	4, 13 4 4	Improvement of village roads (Project-type Technical Cooperation/ Individual Experts/Dispatch of Japan Overseas Cooperation Volunteers)
Development of Public Transportation Networks Users of public transportation Number of users	<ul style="list-style-type: none"> Expansion of bus services × Expansion of marine transport networks × Expansion of railroad maintenance 		
Promotion of Transportation Related Companies Number of people engaged in traffic industries Number of traffic industry users	<ul style="list-style-type: none"> × Capacity building for entrepreneurs × System for privileged finance × Capacity building for cooperatives 		
Capacity Building for Transportation Policy Making	<ul style="list-style-type: none"> × Capacity building for traffic administrative officers × Development of transportation statistics 		
Securement of Budget for Traffic Infrastructure	<ul style="list-style-type: none"> × Improvement of tax collection system × Revision of local finance 		

*"Case No." corresponds to the number in the list of relevant projects (see appendix 1.)

Examples of Activities:	<ul style="list-style-type: none"> JICA has considerable experience JICA has certain experience JICA has experience as a component of projects × JICA has little experience
JICA's Schemes:	A project which will potentially serve as a model for other similar projects

Community participation is required for all projects.

improvement of agricultural income. These are the enhancement of productivity and increase of agricultural product prices. Although the enhancement of productivity is led by the development of agricultural techniques, marketing is essential for farmers to improve the selling price of their agricultural products. When farmers sell their products individually to middlemen, the selling price often is lower due to the small volume of trading. However, a larger volume through cooperative shipment enables farmers to set higher selling prices. JICA promotes projects that focus on improvement of farmers' associations and market facilities for such reasons.

JICA also considers **community participation to be essential in its projects.**

Mid-term Objective 1-2: Non-agricultural Income Improvement

**Mid-term
Objective 1-2:
Non-agricultural
Income
Improvement**

The development of small and medium enterprises provides employment opportunities for impoverished groups. The processing of primary products in rural areas increases income generated and labor opportunities by adding value, although the prices of primary products from agriculture products do tend to be lower. Also, non-agricultural activities enable small-scale farmers to improve income, despite the limited income generation from improvement of land productivity (except in cases where land reforms lead to expansion of cultivated areas). In cases where there is insufficient land as a result of population growth, income generation from non-agricultural sources or work away from home may be favorable. However, an excessive influx of migrant workers causes an increase of poverty in cities due to the lack of labor opportunities. Thus, it is important to improve income generation from non-agricultural activities in rural areas.

Non-agricultural improvement is classified broadly into two objectives: 1) to improve existing non-agricultural industries and, 2) to start new ones for income generation.

Past cooperation activities:

- Development of business capabilities
- Improvement of business conditions

JICA's Activities

JICA's operation for improvement of non-agricultural income is divided into a) the development of farmer's business capabilities and b) improvement of conditions for small-scale businesses and entrepreneurs.

More women are beneficiaries of non-agricultural income generation projects.

a) Development of Farmers' Business Capabilities

There are some examples of business capability development through vocational training and seminars to strengthen business knowledge. In the past, JICA has implemented projects in apiculture, handicrafts, soy milk, sewing products, plant dyes, weaving, ceramics, bamboo works, butter processing, wood carving, basket making, and so on. Such assistance may focus on technical improvement for existing products or the introduction of new products.

Most JICA projects for non-agricultural income improvement have targeted women groups. Vocational training and seminars are usually implemented to improve conditions for small-scale businesses and entrepreneurs (e.g. introduction of microcredit, improvement of access to markets, and so forth) as described in b). Moreover, there are many cases in which literacy education is implemented because it is useful for management and business contracting. It is necessary to plan capacity building projects for entrepreneurs with consideration to the factors given in Box 2.

Box 2: Points of concern for planning the development of farmers' business capabilities

To plan projects based on a comprehensive approach which combines technical development and vocational training, and to correctly assess their needs.
To conduct feasibility studies on people's needs for products and initial and operating costs before starting vocational training of small-scale handicrafts.
To select practical techniques suitable to the educational levels of targeted groups.
To examine small-scale financial organizations which can provide business funds for trained persons.

Source: JICA (2000)

For non-agricultural income generation, product sales are important. It is essential to improve the capital acquisition environment.

b) The improvement of Conditions for Small-scale Business and Entrepreneurs

For non-agricultural income improvement, **the development of conditions for product sales and acquisition of business funds is required** in addition to implementation of modern techniques and technical training. Thus, JICA has implemented various projects such as microfinance services, shipping and distribution cooperatives, and market development as stated in the following:

For microcredit, resources other than JICA are utilized.

Microcredit

Microfinance is an effective tool used to improve farmers' access to capital for business in rural areas. As a result, many donor agencies implement projects related to microcredit. JICA cannot provide funds for microcredit, but provides assistance on administrative and technical aspects of farmers' business that involves credit, such as screening and funds management for organizations without experience in microcredit. Japan's Grant Assistance for Grass-roots Projects can however provide direct funds for microcredit (up to 10 million yen per project).

Community organization alleviates vulnerability, and enhances development efforts.

c) Community organization

Community organization alleviates impoverished groups' vulnerability and enhances the efficiency of development projects. The benefits of community organization are considered below:

- *Impoverished farmers are able to become independent as active beneficiaries of development through social and economic improvement.*
- *Farmers' organizations are preferable for donor agencies from the perspective of efficiency, compared to assistance of individuals.*

Source: JICA (2000)

The organization expands farmers' choices in development. For example, an organization may be able to rehabilitate roads or develop markets where individuals cannot.

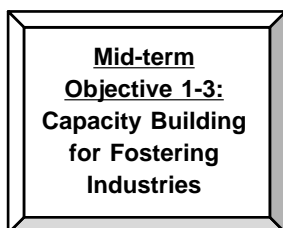
However, **it is important to carefully study local human relationships, societies, customs, and cultures before starting projects, as the success of organizations often depends on effective leaders and cultural factors in the regions.** By incorporating such surveys and the opinions of local people, projects can be designed. **The facilitation of mutual understanding between local people and community participation as well as cooperation with local NGOs and community-based organizations (CBOs) from project-design stages will be promoted.**

For community organization, cooperation with NGOs and CBOs is necessary.

Box 3: Development of local communities

The need for community organization is high in rural development. For example, when a water system is constructed, it is often managed by the community or a water users association because it is difficult to dig wells for each household. Cooperatives for product distribution, material purchases, or community organizations for schools, medical facilities, and preservation of the natural environment are also important. For example, community organizations are necessary when individuals or local governments with limited budgets are involved in forestry conservation and riverbank protection works.

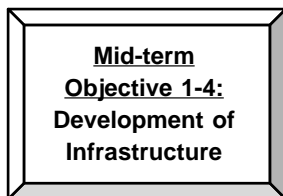
The most important point regarding community organization is to facilitate ownership that enables the local people to participate. For realization, the application of participatory approaches from the first stage of the project-formulation process is necessary.



Mid-term Objective 1-3: Capacity Building for Fostering Industries

For income generation, both industries including agriculture and the capabilities of the administrators must be developed. For example, the training of administrative officers who are in charge of industrial development and the collection of industrial statistics used in the policy-making process are required. Moreover, the tax collection and financial systems must be improved in order to promote financial improvement for industries.

To date, there are few cases of JICA's assistance in this field.



Mid-term Objective 1-4: Development of Infrastructure

In order to develop an economy, **the development of infrastructure, such as transportation and telecommunications**, is indispensable. At the same time, there are various other factors which inhibit economic development in rural areas, such as limited access to necessary information, limited transportation and inadequate communication means (roads, public transportation services, etc.), information (such as telephones and mail routes), and electricity. **The development of transportation and telecommunication infrastructure, including rural electrification infrastructure, telecommunication networks local roads and public transportation is important.** It enhances human and social capabilities. For example, rural electrification facilitates the use of medical apparatus and storage of medical supplies in health care facilities (e.g. storage of vaccines in refrigerators). Also, the development of transportation and information infrastructure enhances individual capabilities and evokes their consciousness as members of the society through the provision of necessary information and knowledge for the civil life.

In this way, infrastructure such as roads, electricity, and information systems are important elements in order to improve productivity and living standards in rural areas. However, there are problems with infrastructure distribution and management systems in developing countries¹². Priority is often given to infrastructure development in cities over rural areas. Furthermore, budget shortages, lack of human resources, and distance from cities (where equipment and human resources are often found) may inhibit maintenance and management of infrastructure.

JICA's Activities

Assistance for rural electrification mainly utilizes solar power, small-scale hydropower, and wind power means.

Although JICA has not provided extensive assistance to the development of infrastructure in rural areas, it has conducted various surveys through its Development Study scheme including feasibility studies on ecofriendly rural electrification through solar power, small-scale hydropower, wind power, and so on. JICA has constructed local roads and disseminated photovoltaic systems¹³ through other schemes. JICA has found that it is possible to extend electric wires to rural areas that are relatively close to cities and power stations. However, such rural electrification is often inappropriate in remote rural areas from the viewpoint of relevance and efficiency, as well as construction costs. Therefore, in many cases, JICA has engaged in rural electrification projects using renewable energies and generators. Following are the main issues that should be considered when developing infrastructure in rural areas.

Infrastructure development together with other activities generates synergy effects.

a) Survey on and Promotion of Infrastructure Utilization

Although infrastructure is necessary for local people to engage in efficient productive activities, **the promotion of utilization, as well as development of economical infrastructure is also important. Adding non-agricultural income generation activities and/or improvement of agricultural productivity generates synergy effects of infrastructure development and income generation in most cases.** The maintenance and management of facilities may also be improved by local income generation. However, rural electrification and the restricted supply of electricity through solar power and small-scale hydropower necessitates improvement of power generating facilities

¹² JICA (2000)

¹³ In terms of solar and wind power, the low durability of batteries should be taken into consideration, although panels and propellers are enduring.

corresponding to the required amount of electricity, based on the priority and clarification of institutions (including houses) that should be electrified.

People must be involved from the construction stage, and maintenance and management under their initiatives are preferable.

b) Ensuring Sustainability and Appropriate Management

Support for infrastructure such as rural electrification and local transportation, **maintenance methods, and the recovery of investment costs is a key in expanding the impact of facilities.** In developing countries, the promise of recurrent cost budgets is often not kept due to financial problems. Therefore, **many projects are currently planned so that community organizations can maintain and manage the infrastructure themselves** without depending on the state. Facilities must therefore be constructed so that the **local people can maintain and manage them financially and technically.** In addition, cooperation with local NGOs with a solid understanding of local situations facilitates community organization.

Although community organization activities have been implemented under JICA's schemes such as Project-type Technical Cooperation after construction of facilities, community participation should be promoted from the project-planning stage, to facilitate local ownership after construction.

**Development
Objective 2:
Improvement of
Human
Capabilities**

【Development Objective 2: Improvement of Human Capabilities】

The term "human capabilities" used here refers to the health conditions and educational level of the local people.

**Mid-term
Objective 2-1:
General Health
Improvement**

Mid-term Objective 2-1: General Health Improvement

One aspect of poverty in rural areas is the unsatisfactory health conditions of local people. Unhealthy and ill people cannot perform to the best of their capabilities nor make efforts to improve their living conditions. Therefore, the promotion of rural development necessitates the improvement of health conditions for local people. Usually, impoverished people tend to have insufficient nutrition, are not vaccinated, or live in unhealthy conditions. On top of this, suitable medical treatment cannot be obtained in many rural areas due to a lack of sufficient public medical services. These inadequate medical facilities and lack of treatment in turn leads to other family members having to take care of the ill, lowering the productivity of the family as a whole. Therefore, **an expansion of public medical services and improvement of**

To improve medical facilities, it is important to consider maintenance and management, and benefit assessment.

A combination of clinics (treatment) and PHC (prevention) is required.

Disease Prevention:

- Nutritious improvement
- Reservation of safe drinking water
- Clean housing

sanitary conditions are essential.

In many developing countries, however, the benefits of advanced medical services centering on modern hospitals rarely reach rural areas for economic and geographical reasons. The health and medical reforms which many developing countries are promoting today as a result of severe financial situations are increasing not only effective management, but also medical payments by public medical services such as vaccinations.

Regional medical institutions can be categorized with hospitals (where several doctors are always available) at the top of the hierarchy, and health centers (where nurses and midwives are available) and health posts (run by health assistants) underneath. In this pyramid, **development of a referral system becomes important in order to link regional medical institutions, in addition to the construction of institutions suitable to the local population and economy.** Furthermore, **several approaches including public medical services for treatment and primary health care (PHC)¹⁴ for prevention should be combined.**

Oral infections are commonly seen in rural areas where access to safe water is restricted and there is a lack of adequate sewage systems. Local people and infants who are malnourished due to poverty suffer from frequent infections and may often die of a preventable illness. **Infections in rural areas can be prevented through the (a) improvement of nutrition, (b) construction of safe drinking water, and (c) a clean housing environment.**

Fertility in rural areas is also considered to be a problem. In developing countries, local people tend to bear many children due to high infant and child mortality rates. Fertility may not only ruin a mother's body but also cause the increase of impoverished groups. Parents frequently cannot financially cover the educational expenses of their many children. In addition, many people often leave their homes in rural areas to work in cities, but for those with low educational backgrounds, jobs do not pay well, resulting in an increase of poverty in the cities. Family planning and birth control activities are conducted to help alleviate the burden on women and to improve their health, as well as to improve the social and economical conditions of impoverished groups.

¹⁴ Primary health care provides access to basic health services indispensable to good health, and to help poor people acquire and maintain good health, through the provision of eight comprehensive and participatory factors. The eight factors include the improvement of nutrition and food intake, health education, vaccination, maternal and child health, water supply and sanitation, provision of basic medicines, prevention of infectious diseases, and basic medical services.

Figure 3 Development Objective 2 "Improvement of Human Capabilities"

Mid-term Objective 2-1 General Health Improvement			
Indicators: Infant mortality rate, Average life expectancy, Average morbidity rate			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Expansion of Medical Facilities Distance to public medical institutions Time to medical institutions in case of emergency Availability of medicines in medical institutions	Construction of hospitals Construction of clinics Establishment of a referral system Establishment of a medical supply system	4, 44 15, 44 14	<ul style="list-style-type: none"> Recovery and strengthening of clinic functions (Community Empowerment Program) Management assistance for rural public pharmacies (Project-type Technical Cooperation)
Qualitative and Quantitative Improvement of Medical Practitioners Number of nurses per population Number of doctors per population Number of citizens participating in support organizations	Expansion of a nurse training center Establishment of a retraining system for medical practitioners Establishment of a support organization for medical practitioners	4, 14, 16, 38, 44 4, 44	<ul style="list-style-type: none"> Training practical nurses and instructors at health centers (Development Study) Capacity building for medical practitioners (Community Empowerment Program)
Promotion of Vaccination Campaign Rate of vaccination against diseases Number of vaccinations	Provision of Medical supplies Establishment of a vaccination program x Medical supply system Training on preventive medical care	4, 14	
Safe Water Supply Distance to water supply facilities Number of water facilities per population Water quality (quantity of bacteria, etc) Number of citizens participating in water management cooperatives Quantity of water supply Reduction of time required for water collection	Construction of water works Well digging (deep and shallow wells) Protection of wells (from livestock excreta and others causes) x Systematization of periodical water inspections Organization and development of water management associations x Establishment of a water supply training center	2, 17, 25, 32 4, 26, 41 17, 25 1, 2, 4, 26	<ul style="list-style-type: none"> Construction of deep-drilled wells and provision of maintenance equipment (Grant) Conservation of water resources through participatory approaches (Project-type Technical Cooperation/JOCVs) Implementation of chloric sterilization devices (Development Study) Distribution of manual well pumps (JICA Partnership Program)
Improvement of Sanitary Conditions Number of latrines Number of waste disposal facilities Number of health care centers and institutions Number of participants in community groups	x Improvement of domestic drainage measures Promotion of the use of latrines Improvement of waste disposal Establishment of a health care center Capacity building of community groups on sanitation issues	2, 4, 5, 6, 9, 14, 41 2, 4 4, 14	<ul style="list-style-type: none"> Dissemination of improved jikos (ovens) (Development Study/JOCVs) Production and dissemination of portable latrines (Project-type Technical Cooperation)
Improvement of Maternal and Child Health Education Number of participants in maternal and child health education seminars Number of seminars held Reduction of morbidity rate for traditional mid-wives	Promotion of family planning Nutritional education Promotion of health education after childbirth Child health education Education of traditional mid-wives	4, 14, 15, 16 2, 4, 14, 15 14, 15 14, 15 4, 14, 15	<ul style="list-style-type: none"> Maternal and infant medical examinations (Project-type Technical Cooperation) Maternal education (Project-type Technical Cooperation) Development of teaching materials on family planning and maternal/child health care (Project-type Technical Cooperation)
Knowledge-building on Public Health Number of participants in seminars on sexually transmitted diseases Number of trained health workers Boiling of drinking water	STD education Education for prevention of infectious diseases Diffusion of knowledge on home medical treatment Capacity building of community health workers	4, 14 4, 14 4, 14, 16, 25, 41	<ul style="list-style-type: none"> Educational campaigns through videos and puppet shows (Project-type Technical Cooperation) Facilitation of skills training for promotion staff (Project-type Technical Cooperation)
Improvement of Health policy-planning	Capacity building of health care administrative officials Development of health care database	14, 15, 25, 28, 29	<ul style="list-style-type: none"> Training of health care practitioners (Project-type Technical Cooperation) Conducted gender education (Project-type Technical Cooperation)
Securement of Financial Resources for Health	x Improvement of taxation system x Local finance review		

Mid-term Objective 2-2 Improvement of Educational Standards			
Indicators: Literacy rates, School attendance rate, Advance rate to lower secondary education, Advance rate to upper secondary education			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Infrastructure Development Number of students per classroom Number of books per school Number of farming households participating in community organizations	Construction of classrooms Preparation of teaching materials × Construction of teachers' residence Strengthening of community organizations	4, 33, 34, 45, 46 4, 45 4, 34	• School construction using local equipment and materials (Grant Aid) • Construction of a learning center (Community Empowerment Program) • Construction of Terakoya (JICA Partnership Program)
Capacity Building of Teachers Number of teachers participating in seminars Rate of filled vacancy of teachers housings Capacity of teacher training schools	Expansion of teacher re-training system × Strengthening of community organizations Expansion of teacher training schools Expansion of an educational inspection system Seminars on school management	4 45	• Formulation of a non-formal education model (Community Empowerment Program)
Improvement of Educational Quality Distribution of learning materials based on new teaching methods	Improvement of the syllabus and curriculum Preparation and distribution of textbooks Increase of educational materials × Establishment of evaluation system of teachers	4 46 4, 45	• Development and expansion of teaching materials for non-formal education (Community Empowerment Program) • Provision of picture books and teaching materials (JICA Partnership Program)
Reduction of Gender Disparity in School Enrollments Boy/Girl student ratio Girls' school enrollment rate	Classes for girls Assignment of female teachers × Improvement for female students curriculum		
Improvement of Understanding of Education Number of seminars held Number of child laborers	Education seminar × Development of an association for improvement of the environment for education × Reduction of child labor	45	
Creation of an Educational Fund Number of loan borrowers Number of participants in mutual aid sessions	× Scholarship system × Student loan system × Establishment of a mutual-aid association on education		
Improvement of Education for School Dropouts Number of students who return to school	× Follow up classes (encouraging dropouts to return to school)		
Improvement of Literacy Rate Number of literacy trainers Number of class participants Number of textbooks	Expansion of literacy classrooms Development of literacy materials for adults Capacity building for literacy instructors Dissemination of printed information	4, 9, 17, 41, 45, 47 17, 41 4, 9, 47 4	• Preparation of texts on environmental conservation for literacy classrooms (Project-type Technical Cooperation) • Adult literacy classes (JOCV/ Partnership Program) • Literacy training for primary school teachers (JICA Partnership Program)
Citizenship education and education for the improvement of living conditions Number of seminar participants Number of library users	× Expansion of civil rights education Life planning seminars × Education on democratization Construction of a regional library	2 46	• Workshops for opening library and librarians (JICA Partnership Program)
Improvement of Educational Policy Planning Number of seminar participants	× Capacity building of educational administrators × Preparation of statistics on education Seminars		
Securement of Financial Resources for Education	× Improvement of the tax system × Review of local finances		

*"Case No." corresponds to the number in the list of relevant projects (see appendix 1.)

Examples of Activities:	JICA has considerable experience JICA has certain experience JICA has experience as a component of projects × JICA has little experience
JICA's Schemes:	A project which will potentially serve as a model for other similar projects

The improvement of health-related knowledge is as important as medical facilities in enhancing health conditions.

Health conditions of local people can be improved not only through the development of medical facilities but also by increasing people's knowledge regarding health care. Due to restriction of health knowledge, they may be unaware of hygiene, nutrition, and family planning issues. For example, efforts should be made to disseminate knowledge on how to keep drinking water safe, in addition to the actual construction of clean water (even if wells or springs for safe drinking water are dug or found, health will not improve if the local people cannot separate their drinking water for their livestock or if there is no custom of washing glasses with clean water). Another example may be the increase in the number of local people suffering from sexually transmitted diseases (e.g. HIV) transmitted by family members who have come back from the cities. In this case, improving people's knowledge of health care through health education becomes imperative.

JICA's Activities

JICA has worked on various activities for health care improvement of local people, including **a) family planning and reproductive health, b) primary health care (PHC), c) prevention of infections, d) prevention of HIV and e) surveys and expansion of local health care services.** Activities related to PHC for poverty alleviation have increased in particular. Such activities directly target impoverished groups and encourage community participation. PHC activities should be emphasized more in the future. Participation of local people and administrative officers in PHC activities is an important precondition for success, as focus must be converted from treatment to prevention.

It is important to gain the understanding of men as well as women for family planning.

Family planning and reproductive health activities should involve not only females but also males. Although family planning promotes the establishment of the rights of women, it is necessary for males to understand and participate for effective contraception. While family planning projects implemented by JICA in the past sometimes targeted only women, it is necessary to implement activities targeting both men and women in the future, since family planning is not solely a female matter.

Mid-term Objective 2-2: Improvement of Educational Standards

Mid-term Objective 2-2: Improvement of Educational Standards

The improvement of educational standards is a very important element for income generation. Literacy skills enable local people to read

manuals on agricultural techniques and equipment, increasing agricultural productivity. Local people with literacy skills can acquire information their society needs. Moreover, as educational background is an important factor for obtaining a better job, highly educated emigrant workers tend to get jobs easier and earn a higher income.

Although assistance approach for education is detailed in the report of “Basic Education”, the improvement of formal education for children and the expansion of non-formal education for adults are important elements in rural development. There are two approaches in the improvement of formal education for children: **school construction and improvement of educational quality** (quality of teachers, curriculum, etc.). Many developing countries face a lack of school buildings and teachers due to inadequate financial resources. In such cases, schools often employ persons without certification as substitute teachers, resulting in low-quality teaching. For educational standards in rural areas to be improved, training of substitute teachers and in-service training is necessary in addition to the construction of school buildings.

Many people cannot send their children to schools even if they wish to for financial and social reasons. Measures must be incorporated into cooperation practices.

Furthermore, in spite of a strong desire for education in developing countries, even the minimum opportunities for education are neither guaranteed for all local people, nor are the people able to appropriately utilize such opportunities¹⁵. These situations show that there are not only educational sector problems with educational services and teaching materials, but also economic problems, restricting access to schools, and social problems stemming from customs and values, and health and nutrition conditions among others. Therefore, **it is important to create an environment where children can attend school.**

Literacy education for adults and **citizenship education** such as seminars for improvement of living conditions should also be considered in the **future adult education activities.**

Finally, the above-mentioned educational approaches should not be implemented individually but combined to be most effective. For example, constructed school buildings can be utilized for supplementary instruction and literacy education.

¹⁵ JICA (2000)

Although JICA has little experience in the social dimensions of basic education, it can be said that these dimensions are much related to poverty issues.

JICA's Activities

Although JICA's activities for basic education are detailed in the chapter on Basic Education, JICA has recently started to assist the social dimensions of basic education through Development Study as seen in cooperation for school mapping, in addition to its previous emphasis on primary school construction by Grant Aid and Grant Assistance for Grass-roots Projects. In addition, JICA has dispatched Japan Overseas Cooperation Volunteers (JOCV) in the education field to projects on secondary science and mathematics education through Project-type Technical Cooperation. Although these activities have contributed to the improvement of quantity and quality in education, an increasing trend for social development in primary education is yet to be seen.

On the other hand, NGOs have a long history of educational cooperation and often implement community-based activities. Cooperative activities for basic education with NGOs may be the most effective, as exemplified when some schools with NGO cooperation have engaged in formal and non-formal education on health care, environment, social disparities, and so on. As examples of JICA's assistance in non-formal education including literacy work, the various experiences under the Community Empowerment Program and JICA Partnership Program are noteworthy.

For literacy education and non-formal education, cooperation with NGOs is effective.

Literacy is essential for participation in modern economic activities and has a strong impact on poverty reduction, but sufficient attention to the planning stages is necessary to prevent expansion of existing social gaps (gender, ethnic minorities, the most impoverished groups, etc.) by focusing on specific groups¹⁶.

Development Objective 3: Improvement of Protective Capabilities

【Development Objective 3: Improvement of Protective Capabilities】

Mid-term Objective 3-1: Conservation of Natural Environment
Mid-term Objective 3-2: Measures Against Natural Disasters

Mid-term Objective 3-1: Conservation of Natural Environment

Mid-term Objective 3-2: Measures Against Natural Disasters

In the *DAC Guidelines on Poverty Reduction*, “protective capabilities” are referred to as “human capabilities to protect oneself from various kinds of suffering such as a) starvation, b) natural disasters, c) conflicts, d) crimes, e) violence, f) diseases, and so on.” In this chapter, measures against natural

¹⁶ JICA (2000)

Figure 4 Development Objective 3 "Improvement of Protective Capabilities"

Mid-term Objective 3-1 Conservation of Natural Environment			
Indicators: Cultivable land area, Forest area and trees planted, Water quality, Amount of marine resources			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Soil Conservation Number of terracing locations Number of checkdams Number of environmental education courses Number of citizens participating in cooperatives	Environmental research Terrace (erosion) and dam construction Forestation and planting of trees for protection against wind Environmental training and development of cooperatives	23 17 17 17	• Study on land utilization and soil erosion (Development Study) • Participatory prevention of gully and land slides (Project-type Technical Cooperation)
Forestry Conservation Number of afforestation trees Number of participants in cooperatives Environmental study area	Environmental research Establishment of afforestation and vegetation zones Sustainable resource management Environmental training and development of cooperatives	25, 48 20, 48 17, 20, 35 17, 20, 48	• Study on forest and water management and utilization (Development Study) • Expansion of seedling plantations (Grant Aid) • Seedling nursery management training (Project-type Technical Cooperation) • Environmental education utilizing literacy classrooms (Project-type Technical Cooperation)
Bio-diversity Conservation Environmental study area Number of researchers Water quality Amount of marine resources	Environmental research Fishing and hunting restrictions Fish, animals, and insects are to be released to conserve the bio-diversity Water quality conservation activities Building capacity of environmental researchers		• Research and Development on aquaculture technology (Project-type Technical Cooperation)
Water Quality Conservation Number of participants in cooperatives Number of water purification locations	× Construction of sewage disposal facilities Education on domestic waste water Environmental training and development of cooperatives		

Mid-term Objective 3-2 Measures Against Natural Disasters			
Indicators: Number of deaths per disaster, Number of floods, Number of droughts			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Flood Prevention Number of river banks Number of river protection works Number of seminars held	Construction of river banks River prevention work against floodings Construction of emergency evacuation area for in the case of flood disasters Disaster prevention	18 18 18	• Participatory improvement of rivers (Project-type Technical Cooperation)
Anti-earthquake measures Number of water facilities Number of disaster prevention training courses held	× Fire extinguishing water reservoirs × Anti-earthquake building measures Disaster prevention courses		

Mid-term Objective 3-3 Improvement of Administrative Capabilities for Environment			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Capacity building of local administrative officers	Training courses for administrative officers × Development of business manuals for administrative officers × Supervision system for administrative officers	18, 19	
Improvement of statistics on environment	Development of environmental research systems Development of monitoring systems		
Improvement of tax collection system	× Imposition of new taxes × Improvement of tax collection system × Tax privilege system for environmental conservation issues		
Revision of local finance	× Efficiency of finance × Expansion of budgets for environmental conservation		

**Case No.* corresponds to the number in the list of relevant projects (see appendix 1.)

Examples of Activities:	JICA has considerable experience JICA has certain experience JICA has experience as a component of projects × JICA has little experience
JICA's Schemes:	A project which will potentially serve as a model for other similar projects

disasters are instigated, due to their importance toward rural development. Natural disasters such as floods and desertification seriously damage economic and social infrastructure such as roads, irrigation systems, cultivated lands, forests, and so on. Therefore, such issues are an important component in rural development activities. Furthermore, because impoverished people in rural areas are most vulnerable to natural disasters, as cultivated land can be easily damaged from floods, erosion and sediment control as well as the conservation of the natural environment are important measures in reducing poverty.

People in poverty can not help depriving natural resources and also they easily worsen environment because of lack of financial and psychological afford to concentrate on environmental conservation. Their environmental aggravation then causes food shortages, worsening the poverty situation¹⁷. The vicious circle of poverty and environmental aggravation must be ended. For project effects to become sustainable, activities, which do not harm the environment, should be emphasized. These are some of the reasons for conservation of the natural environment within rural development projects. The protection of forests is effective in not only alleviating natural disasters such as floods but also in protecting the land from topsoil erosion and maintaining or improving productivity.

The natural environment can be conserved by preserving and rehabilitating existing natural resources (land and soil preservation and water-resource and forest-resource conservation) for improvement against natural disasters (flood, drought, etc.).

JICA's Activities

It is required to give consideration to local benefits.

Forest conservation should be conducted together with the diffusion of agricultural techniques and educational campaigns.

JICA's activities in this field focus mainly on forest conservation, eco-friendly agriculture, and flood, erosion, and sediment control.

Forestry conservation projects have an "afforestation" image, but **these projects are also involved in designing afforestation from which local people can benefit, since simply planting young trees is ineffective.** For this reason, the activities in which agriculture and afforestation are united and the approaches of planting fruit trees in forested areas are implemented in line with agroforestry concepts. Even in this case, if the local people do not use full-grown trees, they may cut down young trees for firewood. For this reason, **forestry**

¹⁷ JICA (2000)

conservation activities are frequently implemented parallel to the diffusion of agricultural techniques and education in schools.

In cultivated areas where the land slopes, which people in rural areas often cultivate, soil runoff has an influence on productivity. Subsequently, activities that **prevent topsoil erosion** are incorporated in the projects to improve the productivity of small-scale farmers. Soil conservation can be achieved through terracing fields, checkdams, and agroforestry.

Flood and erosion control require involvement of local people as well as local technicians.

Governments in developing countries cannot fully implement public works on flood and erosion controls due to the lack of budget and human resources. **Community participation on flood and erosion controls should be promoted as well as technical transfer to local engineers.** The introduction of **low-cost construction techniques** using local gravel and stones may also be effective.

Development Objective 4: Improvement of Political Capabilities

【Development Objective 4: Improvement of Political Capabilities】

In the DAC Guidelines on poverty reduction, “political capabilities” are defined as “enabling participation in policy-making and to make decisions independently in situations where human rights are guaranteed.” This chapter focuses on decentralization in rural development.

Enhancement of decentralization and strengthening of local government are important to conduct rural development suited to the area.

Rural development approaches are to make development plans corresponding to the various special conditions of rural areas and to implement the projects through community participation. Development assistance, which quickly responds to local needs, requires cooperation with local governments. For this reason, **decentralization is an important factor in rural community development.**

Mid-term Objective 4-1: Improvement of Central Administrative Capabilities for Decentralization

However, despite the fact that decentralization is an adopted policy in many countries, it has progressed slowly. For example, there are cases where local governments lack policy-making capabilities or human resources since central governments still have the decision-making. On the other hand, decentralization can cause further regional inequalities and differences. This leads to the conclusion that **appropriate decentralization measures are required in rural development activities, including the capacity building of the central governments, and improvement of laws and financial management for decentralization.**

Finally, rural development projects should be consistent with local

Figure 5 Development Objective 4 "Improvement of Political Capabilities"

Mid-term Objective 4-1 Improvement of Central Administrative Capabilities for Decentralization			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Strengthening of Policy-making and Implementation Capabilities	Strengthening of basic strategy for decentralization and policy-making capabilities for execution x Delegations of various authorities from central to local levels x Development of laws for decentralization Improvement of officers' mentality and knowledge on decentralization	4, 22 4, 12	• Establishment of sustainable community development techniques at national universities (Project-type Technical Cooperation)
Improvement of Statistical Information	Development of various statistics x Promotion of budget allocation based on decentralization x Improving efficiency of fiscal expenditure and cooperation on budget execution x Utilization of private funds through promotion of cooperation with private sectors and NGOs x Improvement of application of funds through thorough auditing		
Mid-term Objective 4-2 Strengthening of Local Administrative Capabilities for Decentralization			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Capacity Building for Local Government	Strengthening of policy-making capabilities of local officers for community development Improvement of local officers' mentality and knowledge based on decentralization Promotion of community's participation in development policy-making	4, 10, 11, 12, 22 2, 4, 11, 12, 26, 30 2, 4, 10, 11, 12, 25	• Assistance for institutionalizing cooperation system among governments, community organizations and NGOs (Project-type Technical Cooperation) • Policy-making on rural community development based on local needs (Project-type Technical Cooperation)
Development of Regional Statistics	x Development of various regional statistics x Establishment of tax collection system for local governments x Capacity building for revenue agents x Increasing annual revenue of local governments (e.g. local tax) Utilization of private funds through promotion of cooperation with private sectors and NGOs		
Improvement of Local Administration System	x Simplification of decision-making process within local governments x Development of management manuals		
Expansion of Local Administration Service Facilities	x Establishment of various governmental facilities (e.g. municipal governments)		

*"Case No." corresponds to the number in the list of relevant projects (see appendix 1.)

Examples of Activities:	JICA has considerable experience JICA has certain experience JICA has experience as a component of projects x JICA has little experience
JICA's Schemes:	A project which will potentially serve as a model for other similar projects

**Mid-term
Objective 4-2:
Strengthening of
Local
Administrative
Capabilities for
Decentralization**

government development plans. If the development plans of donors differ from local government development plans, it is difficult to obtain the effects, which projects and programs intended, and local government capacity can become overstretched managing the various projects and programs. Thus, **the improvement of administrative capabilities of local governments is required** for policy-making and sustainability based on local conditions. As the formulation of development plans requires the incorporation of local opinions, community participation, and utilization of existing local resources, the management capabilities of administrative officers must be improved in addition to those officers in charge of planning and members of local councils. These training opportunities may be limited, since most training facilities are located in cities, necessitating capacity building support by local administrative officers in order for decentralization to occur in the locality targeted.

JICA's Activities

Past JICA activities to expand the capacity of local administrative officers for promoting decentralization have been implemented under JICA's Project-type Technical Cooperation and Dispatches of Experts schemes. For example, *the Rural Development Plan for Supporting Poverty Alleviation project in Sulawesi, Indonesia* aimed to improve local administrations and promote community participation, emphasizing the relationship between villages and the local government. From this experience, it is believed that expanding local administration capacity improves the capabilities of government administrations, promotes strong relationships between villages and the government, and increases community participation.

JICA's Priority

In the case of implementation of rural development activities for poverty alleviation, the commitment to NGOs, accumulation of the know-how applicable to other areas, and training of human resources are important, based on cost effectiveness.

2-3-3 JICA's Priority

Since JICA projects are funded by its citizen's taxes, it is necessary to evaluate cooperation from the viewpoint of public interest and relevance. The following cases are examples of relevant JICA cooperation.

(1) Antipoverty Measures

In Japan, impoverished families below a certain level receive support from the government as social security. Governments in developing countries however do not have sufficient funds to support impoverished groups that are far below the average. **JICA could provide assistance on behalf of these**

governments for income generation of impoverished people in rural areas. However, in this type of assistance, **cost effectiveness becomes an issue.** In the past, JICA technical cooperation has proven the validity of the implementation, as technical transfer to governmental organizations has benefited the local people. However, as assistance to specific groups has limited spillover effects on development, it is difficult to prove the validity of the impacts in contrast to assistance costs. Usually, the assistance is **entrusted to NGOs** under JICA's Community Empowerment Program and JICA Partnership Program after considering the priority of assistance.

In order to extend spillover effects, training courses for development administration are also important.

Although activities carried out under JICA's Project-type Technical Cooperation etc. aim for the establishment of model rural development and poverty reduction, it is actually difficult to apply this plan to other areas as rural development requires specific local approaches¹⁸. Therefore, when human resources in charge of rural development are required, the **provision of training for these resources using the know-how acquired from experience during the model project** is considered to be an effective development approach. When training is not an effective approach, efficiency and the expansion of direct beneficiaries of the project may be emphasized.

(2) Food Production

Although there are cases relevant to project implementation in development of food production areas, assistance solely targeting food production increases is categorized as agricultural development rather than rural development. However, **in order to improve the comprehensive conditions and sustainability of farming areas, to promote income generation and a stable food supply, comprehensive approaches are required.** These rural development approaches, which focus on agriculture to increase food production, differ from large-scale agricultural development projects.

For stable food supply, it is necessary to take comprehensive approach. Also, the creation of a system which transmits lessons to other rural areas and agricultural development cooperation should be implemented.

In addition, since such cases tend to be model projects, **there should be a creation of a system to transmit lessons learned from model projects to other areas and to produce projects and plans in cooperation with large-scale comprehensive agricultural development plans.**

¹⁸ Applicability of development in a country to other areas has its limitations due to limited financial resources of the government. For this reason, a "development model" which requires heavy investment cannot be disseminated and regarded as a good model for problem solving. Therefore, it is necessary to take into consideration the financial situations of governments and the income levels of local people for "development model" projects.

(3) Conservation of the Natural Environment

Rural development activities for natural environment conservation include the promotion of effective forest resource usage and alternative techniques. For promotion of the results of these activities, local administrative and NGO capacity building as well as comprehensive cooperation with NGOs is required.

Rural people are the main users of natural resources and the key persons for the conservation and sustainable use of the natural environment. For example, since it is difficult to promote conservation of forest resources to local people who require firewood, **the promotion of effective forest-resource use and the combination of alternative techniques such as the use of biogas and cow manure are also required.**

The summary of the lessons from projects and **the trainings of local administrative officers and NGOs would help disseminate project results and increase the impact of other projects.** If such measures cannot be carried out, the project validity could be improved by extending the targeted regions and lowering development costs per area (for example, commissioning projects to NGOs or simultaneously implementing two or more small projects).

(4) Reconstruction Support

JICA provides comprehensive rural development cooperation for local people suffering from conflicts and disasters as part of its effort in reconstruction.

JICA will provide support for the reconstruction of a country torn by civil wars and conflicts. For local residents to re-start their lives after conflicts or large disasters, priority will be given to the reconstruction of rural areas, where a large portion of these citizens live. **A comprehensive approach encompassing assistance in agriculture, industry, education, health, and infrastructure sectors is necessary for the reconstruction of rural areas after conflicts.**

(5) Improvement of Administrative Capabilities

For improvement of administrative capabilities, local rural development officers will be trained and policy advisors to central governments dispatched.

As many developing countries are currently in the process of decentralization, it is important for local administrative officers to acquire know-how on policy-making in multi-sectoral local development and on industrial development including agriculture, in order to increase local government revenues. **Capacity building of local administrative officers** is a highly relevant field to rural development and is implemented through mutual cooperation with governments. Furthermore, **dispatches of policy advisors** to the central governments are also highly relevant because sending people to numerous local governments becomes a heavy burden on the donor agencies.

2-3-4 Procedure of Cooperation

The following procedures for multi-sectoral assistance in rural development are required.

<Procedure of Cooperation>

- To create a national rural development plan
- To set JICA's priority issues and regions
- To plan and implement regional projects focusing on local networks

To create a grand design reflecting policies and priorities of the concerned country (through the Development Study scheme etc.)

To set JICA's priority issues and regions with consideration of other government and donor activities

To plan and implement regional core projects focusing on establishment of networks between local administration, research institutes and rural communities (establishment of project strategy combining JICA's schemes)

Reconstruction Supports:

- To establish an overall plan with other donors and governments
- To take surveys on regional priority issues

Detailed surveys on possible reconstruction support after **civil wars and disasters** (not Emergency Cooperation) may be difficult. Also, if donors provide uncoordinated reconstruction support, the effects may be restricted. Therefore, **it is important to establish a grand design**¹⁹ for reconstruction development and to implement project activities based on discussions with the governments, donors, and other concerned organizations.

Moreover, as food, water, housing and health care services are given high priority in emergency cooperation, development projects targeting long-term matters, such as ensuring normal daily lives of victims of conflicts and disasters are required in reconstruction support. **Surveying is important in order to determine local priorities.**

Points of Concerns

- It is important to establish the system to spread the effects to other areas.
- Rural development should be coordinated with multi-sectoral and various concerned people and organizations
- It is necessary to choose issues strategically based on national rural development plans.

3. Toward Future Cooperation

Rural development is in fact a multi-sectoral activity that generates synergy effects. This approach includes "Integrated Rural Development," which effectively combines multiple sectors and techniques from health care service, agricultural expansion, education, improvement of infrastructure to technical transfer, choosing specific regions and treating the local governments as counterparts. This approach has advantages when coping with multidisciplinary issues such as poverty, or tackling regional problems and in obtaining participation of the people concerned. However, despite intensive investment in a limited area, effects are not easily spread to other areas. Actually, there are a considerable number of JICA projects that have not been applied to other areas in the past, even though they were considered "model" projects.

For this reason, **it is important to establish a system to disseminate**

¹⁹ Reconstruction development follows emergency cooperation. Therefore, it is important to implement reconstruction after adjustments with donors from the emergency cooperation period.

know-how acquired from the implementation of rural development projects and programs. This is because activities that are implemented in a limited area and have an only slight spillover effect are not suitable to Japanese ODA as public work from the viewpoint of equity and public interests. Also, NGOs may be able to implement more cost effective activities. With this in mind, projects that draw on the strengths of JICA as an ODA executing agency should be implemented. Coordination between concerned organizations such as governmental organizations, donors, NGOs and communities must be coordinated in multi-sectoral rural development projects. Also, it is important to implement projects with the cooperation of two or more ministries or agencies. Furthermore, **JICA should aim to implement assistance with a variety of people and organizations including rural communities and NGOs.**

When a program includes comprehensive rural development approaches, **strategic choices** will have to be made in the selection of projects.

Box 4: Integrated Rural Development

Integrated Rural Development is a concept prevalent in Western donors in the 1970s, which received renewed attention in the 1990s. This concept effectively combines multiple sectors and techniques from health care service provision, agricultural expansion, education, and improvement of infrastructure to technical transfer, regarding local governments as counterparts to deal with the multi-dimensional causes of poverty. Some projects based on this concept are implemented under JICA's Project-type Technical Cooperation, Team Dispatch of JOCV, and JICA Partnership Program.

The advantages of integrated rural development are described as; To enable multidisciplinary anti-poverty efforts in rural areas, To enable solutions to regional problems, targeting impoverished groups, and To promote the participation of local people, local administrative organizations, and civil society.

However, **intensive investment in a specific area does not necessarily disseminate spillover effects to other areas.** Also, **it is difficult for activities of integrated rural development to make consistency with sectoral measures at national levels.**

To pay attention to the difference of gender roles and local customs

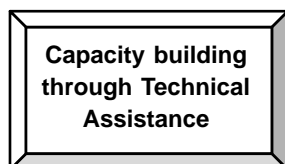
Local cultures and customs also need to be considered. Frequently, gender roles are clearly divided in rural areas, so when new agricultural organizations, techniques, and skills are introduced, benefits may vary by gender. For example, when concepts of irrigation agriculture and farmers associations were introduced to an area where traditional slash-and-burn agriculture was dominant and where males cut and harvested, whilst females engaged in other agricultural activities, male work decreased while female work increased as a result of the introduction of double- and triple-cropping. In addition, when the

males sold their surplus through the farmers association, they were able to benefit from the introduction of the irrigation system but females did not in spite of the increased labor input. This lowered female motivation and made it difficult for the project to succeed. Hence the importance of special consideration of gender by making detailed surveys of the local culture and customs in the project-making process.

Appendix 1. JICA's Main Operations on Rural Development

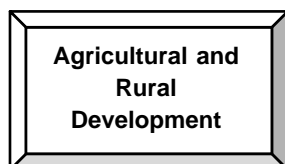
As rural development encompasses various sectors, it is difficult to clarify which activities are categorized as rural development. This chapter shows a list of projects implemented in rural areas in order to illustrate rural development projects. The Relevant Projects on Rural Development list shown later does not cover all projects related to rural development, but tries to depict an image of rural development.

In this section, these projects are categorized by their objectives and schemes through an examination of their characteristics and problems.



1. Capacity building through Technical Assistance (Project-type Technical Cooperation/Team Dispatch of Experts/Group Dispatch of JOCVs)

JICA has supported the capacity-building of public administration officials in charge of rural development through the Project-type Technical Cooperation, the Team Dispatch of Experts and the Group Dispatch of JOCVs. The major characteristics of this type of cooperation are: (1) integrated rural and community development; (2) rural community development and training of administrators; (3) health care improvement; and (4) enhancement of protective capabilities. There is a recent tendency towards projects with regional dimensions, networking local administration and rural communities, and Team Dispatch of Experts for management and guidance of facilities constructed with Grant Aid. In the latter case, three to seven experts are dispatched and work with counterpart staff for approximately five years.



1-1 Agricultural and Rural Development (Project-type Technical Cooperation/Team Dispatch of Experts/Group Dispatch of JOCVs)... Case No. 1-9

Aimed at income-generation and the improvement of living standards of farmers in less-developed rural (impoverished) areas, integrated *rural and community development has been implemented through the Team Dispatch of Experts and the Group Dispatch of JOCVs*. These schemes introduce the skills and knowledge for agricultural and rural development required for a region's environmental and social conditions. *Most target groups are small-*



scale farmers. Most integrated rural or community development projects select model communities or areas, and initiate the participation of residents in these areas. However, if a model project is costly, dissemination of this model to other areas is difficult with a limited budget. Careful attention is necessary to avoid such situations.

Community Development and Capacity Building of Administrative Officers

Establishment of administration supporting resident's initiatives

1-2 Community Development and Capacity Building of Administrative Officers (Project-type Technical Cooperation) ...Case No. 10-13

Projects for community empowerment and local administration staff training, aim to establish a sustainable and effective local development mechanism as well as better relationships between communities and administration. For administration staff, JICA provides assistance on planning and coordination skills within a development plan and a chance to acquire participatory development methods. On the other hand, it encourages community empowerment and participation, working with communities and NGOs. These projects attempt to *encourage local administrations to support people's initiatives, rather than to pursue a top-down style.* Some examples of this type of cooperation are; The “*Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programme*” in Indonesia, the “*Cebu Socio-economic Empowerment and Development Project*” in the Philippines, and the “*Preliminary Survey on Mini-Project-type Technical Cooperation for Participatory Rural Development*” in Bangladesh.

Health Care Improvement Project

Strengthening of PHC for prevention rather than construction of medical-treatment facilities.

1-3 Health Care Improvement Project (Project-type Technical Cooperation)...Case No. 14-16

Projects for the improvement of farmers' health include primary health care (PHC), family planning and maternal and child health care. These projects *focus on prevention rather than on treatment, and activities involve local residents.* The “Phase II of the Family Planning Maternal and Child Health Project” in the Philippines was conducted under the Project-type Technical Cooperation scheme with JOCVs reaching grass-root communities. The improvement of health services in Mexico, the “*Family Planning Maternal and Child Health Project*”, made an attempt to strengthen cooperation between medical care centers at each level of medical treatment and to enhance a referral system which supports family planning and maternal and child health care. The “*Project for Family Planning and Gender Development Phase 2*” in Jordan

supports women's income generation as well as health care and hygiene.

Protective Capabilities Improvement Project

Implementation of natural resource management, combined with rural development

1-4 Protective Capabilities Improvement Project (Project-type Technical Cooperation/Group Dispatch of JOCVs)... Case No. 17-20

This category includes forest conservation and tree planting through the Project-type Technical Cooperation and the Dispatch of JOCVs. *Many projects conduct afforestation activities and encourage participatory natural resource management.* The “*Community Development and Forest/Watershed Conservation Project Phase II*” in Nepal was designed to conserve the forest by promoting participatory community development, through the integration of Project-type Technical Cooperation, JOCVs and local NGOs.

Policy-making of Rural Development

Cooperation with other schemes is important.

2. Policy-making of Rural Development (Development Study)... Case No. 21-30

Since many developing countries have limited policy-planning capabilities, effective development plans cannot be formulated at times. Therefore, the Development Study scheme presents a grand design for national policies and overall plans of counterpart countries. Verification of planned projects and pilot projects are also implemented. Based on the study, community-based plans are formulated with social, economic and environmental considerations. Major Development Studies on rural development include: *(1) recommendations on improvement of agricultural productivity; (2) support for improvement of local health care; and (3) local infrastructure improvement as well as school mapping.* Based on the results of the Development Studies, Grant Aid and the Project-type Technical Cooperation may be provided. Although the Development Study formulates plans, plan implementation is almost always given priority in formulation. For the implementation of appropriate projects, the plan must be formulated deliberately based on solid research. Therefore, *collaboration between Development Study and other schemes, such as the Project-type Technical Cooperation, are important. Project formulation and planning will also require cooperation with other schemes such as Grant Aid and the Project-type Technical Cooperation.*

Rural development requires a multi-sectoral development plan. However, an all-embracing plan without detailed sector strategies is usually not welcomed. *Recommendations should be specific and feasible with clear*

priorities.

**Development of
Facilities**

Basically grant aid is provided for infrastructure, and cooperation with social components is required.

3. Development of Facilities (Grant Aid)...Case No. 31-35

There are a lot of model projects through Grant Aid, based on the Development Study. Past projects include the construction of infrastructure such as road and traffic control (roads and bridges), enhancement of public transportation (including busses), rural electrification (small-scale waterpower, solar energy etc). Extensive assistance has been provided for school construction to expand access to education and market-related infrastructure. Recently, consultants and other aid workers have promoted the social dimension of development, such as management and maintenance through training and educational activities in the construction of infrastructure under Grant Aid. As a result, technical transfer on maintenance know-how is conducted with the construction of infrastructure and provision of equipment. Such infrastructure is effective in improving industries, educational curriculum and teaching staff. *The combination of different schemes and multi-sectoral approaches is expected to take place in future projects.*

The project for water supply in Senegal is an example that moved forward from the construction of facilities to technical cooperation. Although water supply facilities were built with Grant Aid, local irrigation associations were not adequately institutionalized. After provision of the Grant Aid, the Project-type Technical Cooperation will provide and assist in the establishment of a participatory management system initiated by irrigation associations.

**Cooperation in
Specific Rural
Villages**

4. Cooperation in Specific Rural Villages (Community Empowerment Program/JICA Partnership Program) ...Case No. 36-48

Regionally-based integrated rural development has been implemented by NGOs, rather than under a government initiative. Support for public organizations focused on technical transfer to counterpart organizations and on infrastructure development in pursuit of economic development. On the other hand, the private sectors and NGOs have provided detailed assistances to specific areas. Some NGOs have accumulated quite a lot of knowledge on participatory development approaches, and an increasing number of projects

have requested NGOs to implement rural development projects in specific areas. In recent years, poverty reduction has increasingly become the crucial issue in rural development. Utilizing NGO knowledge and promoting collaboration with NGOs is important in providing assistance to the poor at the grass-roots level and is expected to accelerate. JICA collaborates with NGOs through its Community Empowerment Program, the JICA Partnership Program and in certain components of some Project-type Technical Cooperation projects.

